



1. Vision and brief



Project vision

Introduction

The applicant, Barnsley Metropolitan Borough Council, are applying to redevelop a 3.80 hectare (9.41 acre) site in the town centre. In addressing the main issues within the town center the proposals comprise the following key elements;

A Market Square

A new landscaped public space, at the convergence of routes into the town centre large enough for open air market stalls and public events. The Market Square will provide the setting for new buildings including a new public face to the town's famous market and a proposed public library.

New shopping spine

A new route from the Market Square towards Lambra Road to the south framed by new shops, the refurbished market and new surface car parking. This new route also helps rationalise the servicing of the markets and the Alhambra Centre and sets up the infrastructure for the town to grow to the south in the future.

The Metropolitan Centre

Extensively refurbished and extended to create a significantly improved presence for the markets within the town centre. This includes a new glazed market hall to the new Market Square and requires the demolition of the existing multistorey car park and poor quality service arrangement to the rear.

Public Library

May Day Green will benefit from increased footfall and an improved setting as the backdrop to the west side of the new Town Square and be the location for the new public library.

A new pedestrian bridge

A new bridge that will link the new surface car park on the former CEAG site to the town centre and allow the closure of the dangerous Jumble Lane level crossing.

New high quality car park

A new, high-quality car park on the former CEAG site to partially replace the multi-storey car park in serving the town centre has been submitted for planning consent in March 2015. Ref 2015/0362

Development sites

A series of sites that frame the proposed new square and streets that can accommodate a range of uses and attract outside investment. They have been considered to enable 'meanwhile uses' - short-term uses that avoids long-term installation of hoarding and 'dead' frontage during the phased construction.

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2. Planning statement

1 Introduction

1.1 This Planning Statement is written in support of a major Outline Planning Application (All Matters Reserved) for the redevelopment of a major part of Barnsley Town Centre.

1.2 This Statement should be considered in conjunction with the Outline Planning Submission, which includes the following:

- Planning application form and certificates
- Planning Design and Access Statement
- Heritage Impact Assessment
- Energy / Sustainability Statement
- Coal Mining Risk Assessment
- Contaminated Land Assessment
- Ecology Statement
- Flood Risk Assessment and SUDS / Drainage details
- Transport Assessment and Framework Travel Plan
- Waste Management Plan
- Statement of Community Consultation

Site Planning History

1.3 Due to the size and location of the site within Barnsley Town Centre, numerous planning applications have been submitted for the various properties across the site over the years. The majority of which related to proposed minor external alterations or changes of use.

1.4 In addition, three planning applications have been submitted which propose works for the redevelopment of the approximate site area (2006/1082, 2007/1573 and 2011/0714).

1.5 The proposals were all slightly different, however each related to a mixed use scheme incorporating uses such as retail, leisure and residential with a refurbished market hall and new parking areas. This included an outline application, with a subsequent reserved matters application and a separate full planning application. All applications were approved with conditions.

1.6 The three applications were as follows:

1.7 An outline planning application was originally approved with conditions in October 2006 (2006/1082) for the mixed use redevelopment comprising retail, leisure and residential, including new market hall, public amphitheater / outdoor market, multi storey car park with pedestrian link bridge over railway, new pedestrian routes and means of access (with Environmental Statement).

1.8 A Reserved Matters Application (Application Number

2007/1573) for the mixed use redevelopment comprising retail, leisure and residential, including new market hall, public amphitheater/ outdoor market, multi storey car park with pedestrian link bridge over railway, new pedestrian routes. The application was approved with conditions in June 2007.

1.9 A further Full Planning Application was submitted and approved in July 2011 (2011/0714) for the mixed-use redevelopment, comprising demolition of existing buildings on the application site and replacement with retail (around 40,000sqm) and leisure elements (c4,126 sqm cinema), including new market, multi-storey car park (550 spaces) and surface-level car park, new pedestrian routes, public realm, means of access and landscaping.

1.10 There have been no significant redevelopment proposals on the site since the application in 2011.

1.11 A planning application has been submitted separately for the development of the former CEAG site to provide parking and is currently under consideration (2015/0362).

2 Proposed Development

Description of Development

2.1 This planning application seeks outline planning approval for a mixed use development comprising up to 12,000sqm of refurbished retail / market floorspace, up to 30,500sqm of new retail / food and drink (Use classes A1, A3, A4), up to 4,500 sq m of cinema (Use Class D2), a 3,000 sq m library (Use Class D1), and new public open space, access road, car parking, servicing arrangements and a pedestrian footbridge across the railway.

2.2 This will follow the demolition of approximately 33,000 sq m of floorspace comprising existing offices, multistorey car park, bridge and part of existing market hall.

2.3 A separate Prior Notification for Demolition Application will also be submitted to cover the demolition of various buildings on the site.

The site and surroundings

2.4 The application site is a 3.81 hectare area within Barnsley Town Centre that was originally the site of fairs and markets in Barnsley until the 19th Century. The area is now part of the commercial and retail core of buildings which were redeveloped in the 20th Century. Prior to this, early maps show the site consisting of industrial land.

2.5 The architectural and urban character of the site and its surroundings is diverse but dominated by 1960's and 1970's retail developments. These buildings are constructed from concrete and are generally also faced in this material with a brush-hammered finish.

2.6 The application site contains the following uses:

- Central Offices and adjacent retail (now vacant)
- TEC Office Building
- Existing Market Hall and open market
- Large multi-storey car park and surface car parking
- Range of retail and leisure uses (use classes A1-5, D1 and D2)
- Jumble Lane level crossing and part of the CEAG site (to the east of the railway line)

Site Boundary – Red Line Plan

2.7 Please refer to the Design and Access Statement for further details on the site and its context.



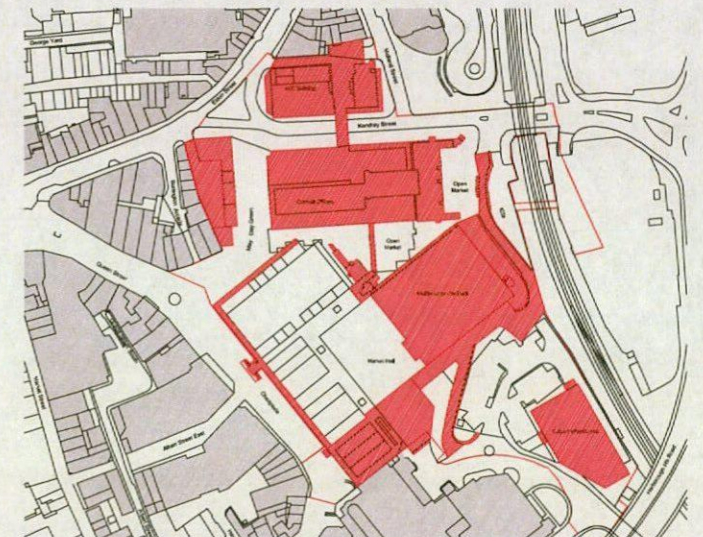
Demolition

2.8 As explained above, demolition of a number of buildings within the red line will be undertaken following a separate Prior Notification of Demolition procedure. This will enable demolitions to proceed independently of the planning approval if necessary.

2.9 Under this notification, the following buildings are intended to be demolished:

- Central Offices
- TEC Building
- Multi-storey car park and associated infrastructure
- Former Carpet Warehouse Building
- Part of the Market Hall
- Retail Units on May Day Green

The demolition plan shows buildings to be demolished under the Prior Notification Procedure.



Overview of outline proposals

2.10 This planning application is seeking outline approval for a range of uses to reinvigorate Barnsley Town Centre.

2.11 This will include the following new development:

- Up to 12,000sqm of refurbished retail / market floorspace – to re-anchor Barnsley as a Market Town
- Up to 30,500sqm of new retail / food and drink (Use classes A1, A3, A4) – to increase and widen the retail offer in the town centre
- Up to 4,500sqm of cinema (Use Class D2) – bringing a new use into the town centre, increasing activity throughout the day and evening
- A 3,000sqm library (Use Class D1) – to provide a new high quality public building overlooking the new public space
- New public open space / public realm – to increase the environmental quality of the town centre, improve pedestrian connectivity and provide a space for events and activity
- Associated access road, parking and servicing arrangements
- A pedestrian footbridge across the railway towards the future car park (a planning application for this car park is currently under determination 2015/03/32) – connecting the town centre with the east of the town

2.12 This will follow the demolition of approximately 33,000 sq m of floorspace comprising existing outdated offices, retail units, multi-storey car park and associated infrastructure and part of existing market hall.

2.13 A separate Prior Notification Application will also be submitted to cover the demolition of various buildings on the site.

3 Planning Policy Context

Planning Policy

3.1 In accordance with s38(6) of the Planning and Compulsory Purchase Act (2004), the purpose of this planning policy appraisal is to review national and local planning policy relevant to the development of the site, and to assess the scheme in light of these policies.

3.2 There is a hierarchical structure of guidance and plans covering national and local planning, which includes the National Planning Policy Framework and Local Development Frameworks / Local Plans. This appraisal addresses each of these levels of guidance and plans.

3.3 In responding to the policy in this appraisal, references are made to the documents which support this planning application, such as the Design and Access Statement, Transport Assessment and the Phase 1 Preliminary Site Investigation Report.

Determining Planning Applications

3.4 LPA's are advised in national planning guidance that they must determine planning applications in accordance with the statutory Development Plan, unless material considerations indicate otherwise. If the Development Plan contains material policies or proposals and there are no other material considerations, the application should be determined in accordance with the Development Plan. Where there are other material considerations, the Development Plan should be the starting point, and other material considerations should be taken into account in reaching a decision.

Policy Framework

3.5 The Development Plan, against which the application must be considered, comprises the following adopted policy documents (as agreed with the LPA):

- National Planning Policy Framework (March 2012) (NPPF) and National Planning Practice Guidance (NPPG)
- Barnsley Core Strategy (2011)
- Barnsley Unitary Development Plan – Saved Policies
- Supplementary Planning Documents - Shop Front Design SPD (2012), Advertisements SPD (2012) and Parking SPD (2012)

Emerging Local Planning Policy Context

3.6 A number of planning policy documents are currently in the process of being prepared by Barnsley MBC. This includes:

- Barnsley Local Plan Consultation Draft 2014 – this document will replace the Core Strategy and UDP and will provide local planning policy for the future development of Barnsley up to the year 2033. It was consulted upon between November 2014 and January 2015. The Council are currently carefully considering all the comments received.
- The emerging Development Sites and Spaces Development Plan Document and the Barnsley Town Centre Area Action Plan have been superseded by the Draft Local Plan described above.

4 Planning Policy Review

4.1 This section of the report deals with planning policy by theme, and under each theme summarises key national and local planning policy, and how it has been considered and responded to as part of the proposed development. Most themes are detailed further in other supporting documentation and cross referenced accordingly.

4.2 The key themes are as follows:

- Principle and Scale of Development
- Town Centre Uses and Regeneration
- Sustainability and the Environment
- Highways and Movement
- Heritage and Conservation
- Design Quality

Principle and Scale of Development

4.3 The following briefly summarises the key planning policy allocations and designations (in the saved UDP) which affect the application site (please refer to plan below):

- The proposed site lies wholly within Barnsley Town Centre.
- Cheapside and May Day Green designated as Principal Shopping Frontages (TC5)
- The multi-storey car park is identified as a public car park (TC36)
- Site around former carpet warehouse identified as a 'Development Site' (TC58)
- The majority of the site is identified as within the Central Shopping Area boundary
- Conservation area to the north of the application site (outside of the red line)

Extract from Adopted UDP Proposals Map

4.4 The Core Strategy does not set any specific targets in terms of new retail or other town centre floorspace in the Core Strategy. This will form part of the new emerging local plan.

4.5 The NPPF sets out a strong presumption in favour of sustainable development – “At the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking” (paragraph 14).

4.6 The NPPF also supports the viability and vitality of town centres (paragraph 24), recognising town centres as the heart of their communities. It supports a hierarchy of centres (in this Borough, Barnsley is the primary retail

centre), where development should be focused. This will help the borough be resilient to future economic change. In promoting competitive town centres, it notes that providing customer choice and a diverse retail offer and which reflect the individuality of town centres is important. It also looks to retain and enhance existing markets and, where appropriate, re-introduce or create new ones, ensuring that markets remain attractive and competitive.

4.7 The Barnsley Core Strategy (2011) however does identify a 'Barnsley Markets Project' which focuses on delivering the vision set out in 'Remaking Barnsley Strategic Development Framework 2003-2033' to transform Barnsley into a '21st Century Market Town'. The 'Remaking Barnsley Strategic Development Framework 2003-2033' Vision forms part of the LDF.

4.8 The site history, demonstrates that a similar mix of uses (albeit at a larger scale), has been acceptable on the site previously, including retail, cinema, supporting uses, bridge over the railway line and car parking. This further supports the current proposals, which are seeking to achieve a similar overall vision for the town centre, but in a way that is deliverable in the normal market conditions.

Response

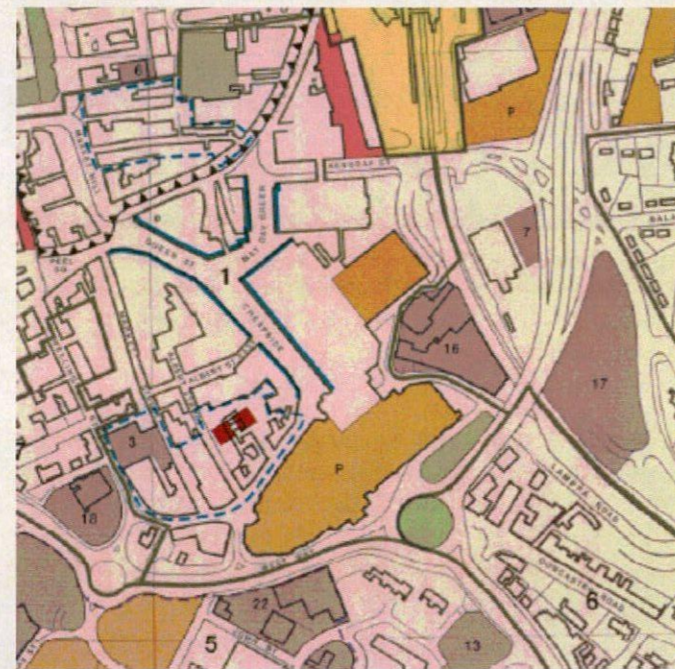
4.9 The proposed development helps deliver this vision through the comprehensive redevelopment of the Market area. It aligns with the key strategic direction for the town.

4.10 It will create new retail floorspace in the town centre enabling it to better compete with other nearby town centres. It will create an improved heart to the town centre, revitalising the market, which will create individuality and activity. New leisure and food and drink uses, will widen the town centre offer, both through the day and evening. It will create a great place for residents and visitors to spend time.

4.11 The outline proposals include town centre uses (discussed further in the following section), and are therefore considered appropriate within the heart of Barnsley Town Centre. They are in accordance with the existing allocations and designations within the town centre.

4.12 The proposals include similar overall uses to those previously approved in 2011. The larger scale scheme sets a strong planning precedent for the current proposals.

4.13 The proposals have also been discussed in detailed pre-application discussions with the LPA. It is therefore considered that the principle of a refurbished market, new retail, library and leisure is acceptable, and that the scale of development is appropriate to the current planning and economic context.



Community Area Boundary	TC1
Principal Shopping Frontage	TC17
Conservation Area	TC23
Urban GreenSpace	TC24
Urban GreenSpace Proposal	TC28, 30
Road Development Protected	TC32
Pedestrian Improvement	TC34
Transport Interchange	TC36
Public Car Park	TC37
Private Car Park	TC31
Policy Area Boundaries (1-10)	TC11
1 Central Shopping	
2 Northern Office/Educational/Chic Area	
3 Transport Interchange	
4 Eastern Development Area	
5 Southern Development Area	
6 Doncaster Road/Sheffield Road Fringe	
7 Wellington Street Fringe	
8 Town Ring	
9 Victoria Road Housing	
10 Chiswell Housing	
Development Sites	TC58 (1-26)
Area of Comprehensive Retail	TC59
Reurbalmsford	TC60
Comprehensive Employment	TC61
Development Areas	

Town Centre Uses and Regeneration

4.14 The NPPF encourages local planning authorities to plan positively, to support town centres to generate local employment, promote beneficial competition within and between town centres, and create attractive, diverse places where people want to live, visit and work.

4.15 The NPPF is clear in its approach with a focus on ensuring the vitality of town centres. It states that local planning authorities should assess and plan to meet the needs of main town centre uses in full, in broadly the same way as for their housing and economic needs, adopting a 'town centre first' approach and taking account of specific town centre policy (paragraph 24). Specifically, 'Planning policies should be positive, promote competitive town centre environments and set out policies for the management and growth of centres over the plan period'.

4.16 The town centre and markets are identified as being a core part of the vision for Barnsley within the Barnsley Core Strategy (2011). The Vision for 2026 (p25) states that 'In 2026, Barnsley will be a successful uniquely distinctive 21st Century Market Town at the centre of a prosperous borough'.

4.17 Policy CSP31 of the Core Strategy reinforces the NPPF stating that support will be given to maintaining and enhancing the vitality and viability of Barnsley Town Centre as the dominant town centre in the borough.

4.18 The town centre also forms an important part of the Strategic Objectives outlined in the Core Strategy, including 'Fostering the 'remaking' of Barnsley Town Centre and promoting it as the main place for shopping, indoor leisure, culture and business and creating a 21st Century Market Town'.

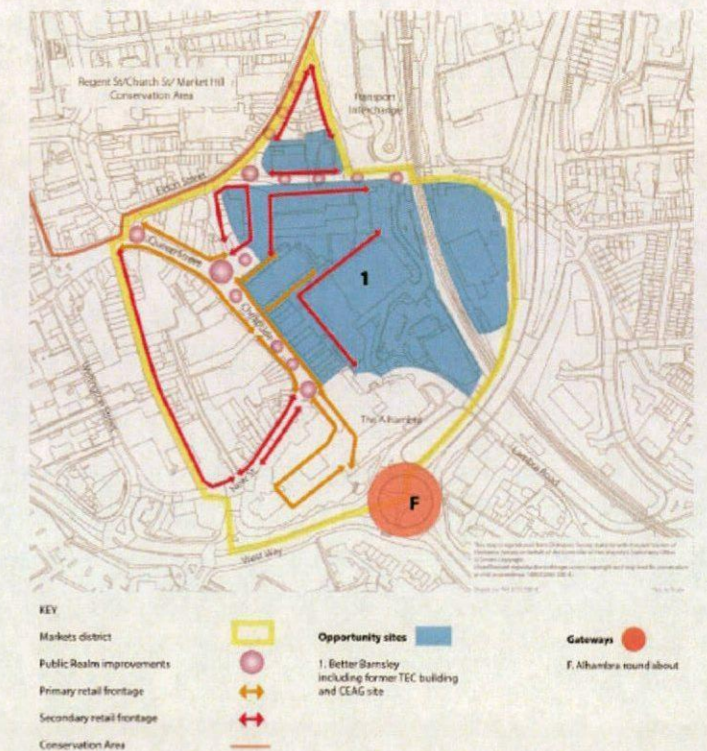
4.19 Policy CSP20 also promotes tourism and culture, particularly in town centres.

4.20 Furthermore Policy S1 and S2 of the saved policies of the Unitary Development Plan focus on commercial centres. Specifically, Policy S1 looks to retain development within the central shopping area of Barnsley Town Centre stating 'developments which extend and enhance the offer will be encouraged'. Policy S2 looks to encourage development which provides improvements to the general environment, management of traffic, highway and pedestrian facilities and measures to promote public transport use.

4.21 Whilst not yet adopted, the emerging Local Plan

also sets out proposals for this part of the town centre (Draft Policy BT13), which gives an indication of the emerging policy 'direction'. The supporting text notes that Better Barnsley town centre redevelopment project has a key role in the regeneration of Barnsley town centre and identifies a number of projects:

- Demolition of the former County Council offices and adjacent shops
- Redesign and redevelopment of the Metropolitan Centre and indoor market
- Purchase by BMBC and demolition of the former Training and Enterprise (TEC) building and adjacent property to the north of Kendray Street
- Promotion and provision of new retail and leisure facilities
- Construction of a new, purpose built central library/ community hub
- Creation of a new public square to accommodate a new open market and town centre events
- New surface car parking
- Public realm improvements
- Cinema and facilities for families and the evening economy



Markets district	Opportunity sites	Gateways
Public Realm improvements	1. Better Barnsley including former TEC building and CEAG site	F. Alhambra roundabout
Primary retail frontage		
Secondary retail frontage		
Conservation Area		