





MIXED-USE REDEVELOPMENT COMPRISING DEMOLITION OF EXISTING BUILDINGS ON APPLICATION SITE AND REPLACEMENT WITH RETAIL AND LEISURE ELEMENTS, INCLUDING NEW MARKET, MULTI-STOREY CAR PARK AND SURFACE LEVEL CAR PARK, NEW PEDESTRIAN ROUTES, PUBLIC REALM, MEANS OF ACCESS AND LANDSCAPING AT THE 'BARNSLEY MARKET SITE' AND FORMER CEAG SITE

APPLICATION BY THE 1249 REGENERATION PARTNERSHIP LLP

PLANNING STATEMENT

SIGNET PLANNING

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SECTION 1: INTRODUCTION

1.1 This statement puts forward the planning case in support of a detailed application submitted to Barnsley MBC by the 1249 Regeneration Partnership LLP for the redevelopment of what is known as the Barnsley Market site together with the setting out of the adjacent CEAG site for car parking. Whilst the content of the application submitted to the Council is described in more detail in section 3 of this statement, this planning support statement is one of a number of documents which support the application that has been submitted by The 1249 Regeneration Partnership ("1249").

1.2 1249 is a joint venture between Guildhouse Developments (Barnsley) Limited, Ashford Estate (Barnsley) Limited and Wilson Bowden Developments Limited. As section 2 of this statement sets out, the company were appointed by Barnsley MBC to proceed with a development package for the application site in 2003 and the submission of this application represents the culmination of a number of previous applications together with a reconsideration of the scheme approved by the Council in 2006 to take account of the economic downturn.

1.3 This statement sets out the background to the application site, its history and the context for the proposals before identifying the nature of the application and the proposals themselves. It particularly needs to be read alongside chapters 2, 3 and 4 of the Environmental Statement, the Design and Access Statement prepared jointly by Holder Mathias Architects, CZWG Architects and Signet Planning and the Transport Assessment prepared by MVA.

SECTION 2: THE APPLICATION SITE AND RECENT HISTORY

2.1 The application site is shown on site plan PL04 and can be considered in two parts. The main part of the site ("the Barnsley Market site") is land broadly occupied by the existing Metropolitan Shopping Centre, Barnsley Market and the former Council office building located between Kendray Street, the rear of Burlington Arcade, Mayday Green, Cheapside and Alhambra Road, west of the existing railway line. The second part of the site (the CEAG site) lies to the east of the railway line and is the former premises of CEAG with access off Kendray Street beyond its level crossing with the railway line. The total area of the combined sites is 4.65 hectares.

2.2 Barnsley's main transport interchange lies to the north-east of the site beyond the railway level crossing. The current use of the main part of the site comprises offices, a multi-storey car park, the Metropolitan Shopping Centre, including the existing market complex and a former carpet warehouse in the extreme southern part of the site. The surrounding land uses are mainly retail in character including Barnsley's principal pedestrian shopping areas to the north and west and the Alhambra Centre immediately to the south.

2.3 The CEAG site comprises land and buildings formerly housing the CEAG company lie between Kendray Street to the north and the inner ring road to the east and south. It is severed from the rest of the town centre by the railway line but is immediately south of the transport interchange.

2.4 The site as a whole has been promoted since circa 2003 by Barnsley MBC and Yorkshire Forward for a regeneration project described as "the Barnsley Markets project". At that time the Council, which owns the majority of the site in conjunction with Yorkshire Forward, identified it as having potential for comprehensive redevelopment for the benefit of Barnsley as a whole. In 2003 it sought expressions of interest from developers and in 2004 submissions were made to Barnsley Council by a number of shortlisted developers.

2.5 In 2004 following a detailed consultation process, the Council selected the 1249 Regeneration Partnership LLP as the preferred developer. Following that

appointment, 1249 progressed all aspects of a mixed use regeneration scheme for the site. This culminated in June 2006 when an outline planning application was submitted for a mixed use scheme comprising retail, leisure, residential and new market and public amphitheatre on the Barnsley Market site with a multi-storey car park on the CEAG site with a pedestrian link between the two elements. This application was approved by the Council in November 2006. That outline application was accompanied by a detailed Environmental Impact Assessment that examined the acceptability of the 2006 scheme in very similar terms to the Environmental Impact Assessment which accompanies this 2011 application. In terms of scale, however, it is important to note that the 2006 scheme had specific elements that have now been removed from the 2011 scheme to make it smaller in terms of its overall impact. The residential tower which was permitted in 2006 sat above the proposed shopping/leisure centre has been removed which has clearly reduced the overall visual impact of the development and its scale and massing. The overall height of the shopping centre building remains generally equivalent to that approved in 2006.

2.6 In addition, there was a multi-storey car park proposed on the CEAG site which is now proposed to be a surface level car park. Again this has reduced the overall scale and impact of the 2011 scheme compared to that approved in 2006.

2.7 Therefore whilst there are differences in scale between the 2006 and 2011 schemes, the 2011 scheme remains in essence a new shopping centre, market, leisure complex, public realm and car park (see section 3). It is important to emphasise that the acceptability in principle of the 2006 scheme (and its subsequent reserved matters approval) was for a larger proposal than the 2011 scheme. This means that in the applicant's view the 2011 scheme is wholly acceptable from an environmental point of view. It also (see section 3) is deliverable in the current economic climate.

SECTION 3: THE APPLICATION AND PROPOSALS

3.1 The application before Barnsley MBC is in detailed form and proposes a mixed-use development which comprises retail (27,967 sq.m. inclusive of 1,612 sq.m. A3 uses) and a 7,936 sq.m. department store; a new market (8,003 sq.m. inclusive of 789 sq.m. A3 uses); leisure facilities including a multiplex cinema (4,126 sq.m.); public realm; car parking and servicing areas.

3.2 The main element of the scheme is the redevelopment of the Barnsley Market site itself to the west of the railway line. The proposals are set out in more detail in the design and access statement, however the key elements are as follows:

1. A new shopping centre on two levels to replace the existing Metropolitan Shopping Centre. The shopping centre is 'anchored' by a new department store at the southern end with a modern shopping centre linking the department store with Kendray Street to the north and Cheapside to the west. Approximately 48,000 sq.m. of retail floorspace is proposed.

2. At second floor level there is a new leisure complex (circa 4,126 sq.m.) incorporating a new cinema with associated restaurants and service uses.

3. A new market (8,003 sq.m. inclusive of 789 sq.m. A3 uses) is proposed as a replacement for that which currently exists at the first floor of the Metropolitan Shopping Centre. The new market building is accessed directly off Kendray Street and Cheapside and occupies the north-western part of the site.

4. A new area of public realm is also proposed linking through the site from Kendray Street onto Cheapside.

5. A new multi-storey car park is proposed on the Barnsley Market site with servicing areas for the development in the basement. The car park will accommodate some 550 vehicles.

6. A surface level car park is proposed on the CEAG site on the eastern side of the railway line to accommodate some 250 vehicles.

3.3 The application is in detailed form with the Council asked to approve all aspects of the scheme with the exception of the detail of the landscaping. A landscape masterplan is submitted with the application and the Council are requested to impose a planning condition that will allow the final details of the landscaping (that may incorporate certain details of the public realm) to be submitted and approved before the commencement of the development of the scheme.

3.4 As the Design and Access Statement sets out there has been considerable consultation over an eight month period that has taken place within various parts of Barnsley MBC, its design and landowning partners, resulting in the finalisation of the design of the scheme. A number of design panels have been attended by the scheme's architects to discuss the various options relating to the scale and massing of the development, its appearance and the treatment of the public realm areas. A public exhibition was held into the proposals in May 2011. (See Statement of Community Involvement).

3.5 The scheme results in a significant regeneration of an important site at the centre of Barnsley. In addition to the assets of the new shopping centre and new market, the scheme significantly enhances pedestrian accessibility through the development and public realm generally. It will provide a much needed improvement in design quality of the buildings currently on the site which currently comprise unsightly offices and the Metropolitan Shopping Centre. The scheme not only provides a regeneration of an important part of the town centre but a feature that will enhance the town centre as a destination for retail and leisure purposes. The location of the site is such that it will be easy to access by means of public transport because of its close relationship to the interchange.

3.6 The general phasing strategy for the development set out in chapter 15 of the ES. Construction is due to comment in 2012 and the phasing is shown on drawings CZWG/HMA AL(98) 001, 002, 101 and 102, which are included in Appendix 15.1 of Volume 1 of the Environmental Statement. Phase 1 is the construction of the new market building and the surface level car park on the CEAG site. Phase 2 will be the

construction of the main shopping and leisure centre and car park on the Metropolitan Shopping Centre site which will clearly result in the closure of the existing shopping centre.

3.7 The overall implementation of the development is likely to take approximately three years (39 months) from start on site until completion of the scheme. It is also the case that a temporary market will be put in place while construction is under way. In association with the application for the Barnsley Markets redevelopment a parallel application has been submitted for the relocation of the market on a temporary basis.

3.8 The main application to be considered by Barnsley MBC comprises the following documents:

- The application forms;
- The application plans which are listed in chapter 3 of Volume 1 of the Environmental Statement;
- The Environmental Impact Assessment documents, Volumes 1, 2 and 3 including the non-technical summary – this includes a Transport Assessment of the proposals prepared by MVA, which itself includes the Outline Travel Plan as Appendix D;
- The sustainable energy report prepared by Hulley & Kirkwood;
- The design and access statement prepared by Holder Mathias Architects, CWG and Signet Planning;
- The statement of community involvement;
- This planning support statement.
- A CD with an indicative 'fly through' of the proposed development.

3.9 The temporary market application is more simple and comprises the application forms and a plan showing the location of the market with examples of typical stalls.

3.10 It is important to emphasise that the re-planning of the 2006 scheme has specifically taken place to ensure that the 2011 scheme is deliverable given the current economic circumstances. The 2006 scheme ultimately was not viable given the decline in the economic climate particularly relating to the likely market for

apartments in the centre of the town. 1249 is content that the scheme that has been submitted will be delivered and are committed to commencing the development upon the grant of planning permission in 2012.

SECTION 4: COMPLIANCE WITH PLANNING POLICY AND OTHER MATERIAL PLANNING CONSIDERATIONS

4.1 Chapter 4 of the ES sets out in detail all the relevant planning policies that the Council should be applying to the planning application for the Barnsley Markets redevelopment. It is therefore not the purpose of this statement to duplicate the relevant policies. However it is important to emphasise that the scheme proposed is in compliance with a number of key policy objectives that exist at national and local level or are emerging.

4.2 The relevant planning policy documents at national level are PPS1, PPS4 and PPG13 (other national PPGs dealing with specific environmental topics are covered elsewhere in the EIA). These set out the Government's general policy objectives in terms of sustainable development, policies on retail and leisure developments in town centres and policies on sustainable transportation and energy use.

4.3 At local level, the most up to date adopted policy document is the Unitary Development Plan (UDP), which was adopted in December 2000. A number of the policies of the UDP were saved under a direction from the Secretary of State (SoS) beyond September 2007.

4.4 The UDP will eventually be replaced by the Local Development Framework (LDF). The Core Strategy for the LDF will set out the Council's vision for the future development of Barnsley over the next 15-20 years and will be the principal, overarching document in the LDF. On 30 September 2010, the Council submitted the Barnsley Core Strategy to the SoS for formal consideration. The Inspector's Examination took place in March 2011 and his report is expected shortly. The Council also produced a Preferred Option document for the Town Centre Area Action Plan in 2005 although this has less weight than the Core Strategy.

4.5 Rather than go through each individual policy document, a more effective assessment of the proposals is to identify the key policy objectives that exist in the documents referred to above and to examine the compliance of the proposals with

these objectives.

Objective 1: Sustainable Development

4.6 The objective of sustainable development is the main overlying objective for new development in the UK as set out in PPS1 and is something that all those involved in the planning and development system are seeking to meet to great as an extent as possible. The aims for sustainability are (paragraph 4 of the PPS) social progress, environmental protection, prudent use of natural resources and stable high levels of economic growth. Development of the Barnsley Market site will lead to social progress, protect the environment (see EIA), prudently use natural resources (see energy/sustainability statement) and promote economic growth.

4.7 In these terms, the new development once occupied will generate approximately 1,541 FTE new jobs in relation to the retail and leisure elements and furthermore it is anticipated to generate approximately 400 jobs during the construction of the development. Whilst comment is made on the development of the town centre relating to PPS4, the economic considerations in the context of sustainable development will promote economic growth in Barnsley.

4.8 Sustainability also relates in planning terms to a number of issues relating to the location of development, its accessibility, its energy use, design and effect on the environment (see paragraph 6 of the PPS). The development the subject of the application addresses all the key criteria that the Government is seeking to establish to enable sustainable development to be provided. In support of the application is a sustainability statement prepared by Hulley & Kirkwood, which deals with the major areas of sustainability and inter alia compares the development with a number of criteria and tests that both the Government and Council would apply.

4.9 In relation to these aspects, the objective for energy savings are that a minimum 13% of the site's energy needs will be created from within it. This, however, is only one aspect of the sustainability profile which the site has relating to both construction techniques and BREEAM or similar assessments. In this respect, the Council has an emerging policy which refers to a 15% 'target'. However, it is understood that the Inspector's report relating to the draft Core Strategy recognises

that this figure should be used as a flexible guideline and taken into account under sustainability benefits of proposed development projects. The overall merits in sustainability terms of the site as set out by the Hulley & Kirkwood report should lead to the conclusion that the site is achieving a high standard of sustainability in relation to its renewable energy profile.

4.10 In this respect, the location of the site is an important consideration given its close proximity to the interchange. The ability of those using the site to access it by public transport and reduce usage of the private car is not directly measurable. However, it is clear that there is the potential for considerable carbon emission savings because of the redevelopment of a town centre site close to public transport rather than say an out of centre retail development. The potential for saving in private car journeys should be taken into account in considering the overall sustainability of the site in relation to its energy use and carbon emissions.

Objective 2: Urban Regeneration and Economic Growth

4.11 Both PPS1 and Council policy, (UDP Policy TC1 and draft Core Strategy) seek to concentrate as much development as possible in the urban areas and to bring about the regeneration of the town centre to improve its profile within the region. The policies at national level relevant to this objective are contained in paragraph 27 of PPS1 and also throughout PPS4. Regeneration is not just about providing physical improvements to the environment within town centres but also social and economic improvement. In the case of the Barnsley Markets proposals, in addition to the physical improvement that will be brought about by the development, there are a number of key regeneration benefits that comply with national and local policies. These are as follows:

a) The increase in retail floorspace over and above that currently in the Metropolitan Shopping Centre will encourage and attract expenditure within Barnsley town centre and to provide with a more attractive retail destination. It will provide Barnsley with an increase in retail floorspace to match increases that are either proposed or recently implemented in town centres with which Barnsley would normally compete in terms of its comparison goods offer, eg Sheffield,

Rotherham etc.

b) Additional investment in Barnsley town centre by new retailers and leisure companies who currently do not have premises in the town will, of course, lead to additional jobs and income within the town centre referred to above. The new development will generate some 1,541 jobs for the retail and leisure floorspace alone (with many of these jobs being retained by existing retailers in the Metropolitan Shopping Centre. The construction project is estimated to generate some 400 jobs over the three year construction period. This will bring significant new income and expenditure into Barnsley town centre.

c) The provision of leisure facilities including a cinema will provide investment including jobs, additional expenditure and social benefit.

d) The new market will provide significant improvement in the social and economic fabric of the town and an attraction for tourists. The market has clearly provided a significant contribution in the past to the town centre and how it functions. Improvement of the market facilities will retain and enhance a much valued social and economic driver.

e) The provision of improved public realm will again make the town centre a more attractive place to residents and visitors alike.

Objective 3: Town Centre Development

4.12 The development complies with all the key aspects of PPS4 which seek to promote economic development within town centres. The generation of additional retail and leisure floorspace as well as the market are town centre functions as defined in PPS4 and therefore in principle (as confirmed in the 2006 application) there was a strong policy presumption in favour of the development taking place. The development itself will have a significantly beneficial impact on the town centre and there is no requirement for any sequential assessment to be made because of the town centre location of the site.

4.13 PPS4 is an important plank of Government policy seeking to generate economic growth concentrated in town centres. This development sits squarely within those objectives. The objectives in PPS4 are replicated by the UDP and the emerging Core Strategy. Policy TC1 of the UDP is to concentrate retail development within the defined shopping area with TC31 promoting pedestrian movement over that of vehicles. The aims of the Core Strategy are to inter alia attract a more varied range of shops, bars and cafes and job opportunities. The draft Town Centre AAP specifically identifies the importance of the Barnsley Markets scheme as "a major part of the town centre's redevelopment".

Objective 4: High Quality Design

4.14 The design and access statement submitted with the application describes in detail how the design of the scheme has evolved in full consultation with key stakeholders and members of the public. The objectives for high quality design in both PPS1 and emerging LDF guidance are fully complied with by the Barnsley Markets scheme. The conclusions of the design and access statement relating to the proposals are relevant considerations in this regard.

Objective 5: Maintenance of the Market

4.15 The maintenance of Barnsley Market is clearly an important part of the scheme and it relates to the enhancement of the town centre through the provision of enhanced market facilities that are accessible and attractive to use. The scheme achieves this objective in compliance with policy objectives.

Objective 6: Public Realm and Permeability

4.16 A key objective in both PPS4 and Council policy (including UDP Policies TC21, 25 and 26) is to have attractive public realm areas within the town centre. As the description of the development in the design and access statement sets out, the scheme will provide significant improvements to the public realm of the town centre in the form of the public realm proposals for Mayday Green; better access for the new market square from Kendray Street through the scheme onto Cheapside via new public routes onto Albert Street East and Midland Street and easy access from the

new car park on the CEAG site into the scheme and town centre as a whole.

4.17 Overall it can be seen that these key policy objective are all met and compared to the 2006 scheme, whilst there have been certain changes to policies since that time, there is no change to the overall conclusion that was reached then that the scheme complies with all the up to date policy objectives.

SECTION 5: SUMMARY AND CONCLUSIONS

5.1 The 2011 application for the redevelopment of the Barnsley Market site and the adjacent CEAG site proposes a major redevelopment of the area for a new shopping centre incorporating new market hall, public space, retail and leisure facilities, together with a new multi-storey car park with surface level car parking on the adjacent CEAG site. The regeneration of the area has been promoted since 2003 by Barnsley MBC together with Yorkshire Forward and others and this resulted in an outline application being permitted for a larger mixed use scheme incorporating residential development and the multi-storey car park on the CEAG site in 2006.

5.2 Owing to changes in the economic situation, the viability of that scheme has been reconsidered over a significant period and 1249 are submitting the new application which is viable from a commercial perspective even though it reduces the scale of certain elements that were originally permitted in 2006. The proposals replace existing land uses on site, comprising mainly the Metropolitan Shopping Centre, its car park, the former Council offices and the CEAG premises on the eastern side of the railway line.

5.3 The application is submitted in detail form and is supported by a full EIA and supporting statement relating to matters such as design and access, sustainability, energy use and transportation (as part of the EIA). The development in planning policy terms accords with the key objectives set out in the relevant national and local policies (both approved and emerging) and relate to the following important matters:

a) The proposals are for a viable regeneration of a key town centre site;

b) The development is sustainable in relation to its location, design and potential energy use both directly and indirectly (through carbon emission savings due to its location close to public transport);

c) It provides comprehensive urban regeneration and social economic locational and other terms;

d) It provides for economic growth by generating in the region of 1,541 jobs and 400 construction jobs;

e) It will significantly enhance the town centre in terms of better and high quality buildings for retail and leisure use and better public realm. This will enhance Barnsley's role within the retail hierarchy within the region;

f) It provide a significantly enhanced market in accordance with the objectives of Barnsley MBC not just in relation to the new indoor market but the potential for the use of significant public space, better links through to other parts of the town centre;

g) It provides an appropriate level of car parking with links to public transport that will attract usage of the scheme as a whole without the use of the private car;

h) It achieves a high quality of design with the focus of the scheme being a new market public realms area to operate alongside a modern and attractive retail and leisure centre.

5.4 There has already been a significant consultation process that took place following Barnsley MBC's decision to appoint 1249 in 2003 to promote the Barnsley Market site and also the exhibitions that took place prior to the 2006 application. With the reconsideration of the 2006 scheme has been a significant period of consultation with the Council, its design and other advisors on all aspects of the scheme. This culminated in a public exhibition into the revised proposals in May 2011 which the statement of community involvement indicates led to very high levels of support.

5.5 Whilst the approval of the scheme in 2006 was considered to be a landmark in the development of the Barnsley Market site, the economic decline has resulted in a reconsideration that has now resulted in the 2011 scheme being submitted. This maintains the key benefits of the 2006 scheme in a deliverable form. The scheme still complies with the important planning policy objectives including a high quality design and a scheme that will deliver the comprehensive improvement to the Barnsley Market site that has long been the objective of the Council.



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