



3.0 The existing building



View of Metropolitan Centre from junction of Queen Street and May Day Green



Metropolitan Centre - Cheapside elevation



Metropolitan Centre - View from New Street



Metropolitan Centre - View of basement



Multi-storey car park viewed from jumble lane crossing

3.1 The Existing Metropolitan Centre

The Metropolitan Centre was designed and constructed during the late 1960's and early 1970's.

It is a concrete framed structure with a substantial basement, 2 floors of market and retail space and ancillary spaces, including a small area of office accommodation and plant located on the third floor.

It's primary facades are to Cheapside and May Day Green to the west and north respectively. To the east the building abuts a large multi-storey car park while to the south it abuts the Alhambra Centre.

The building is predominantly clad in brown bush hammered concrete and glass with sections of red clay brick.

A number later interventions have been added to the building. These are generally minor in nature externally and have focused on internal reorganisation. The main exception is the markets 'porch' element on Cheapside which was added in the 1990's to give the market a greater street presence. At this time new shopfronts were added and localised remedial works to the concrete balustrades undertaken.



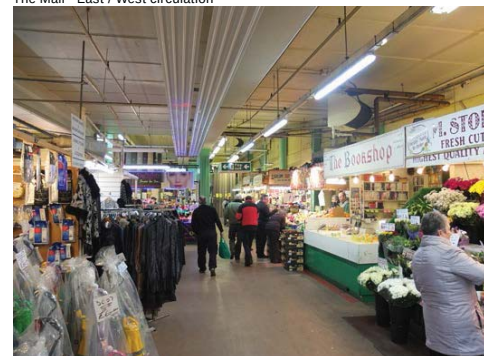
Meat & Fish Market - South west entrance



Meat & Fish Market - South west entrance



The Mall - East / West circulation



Market hall - Ground Floor

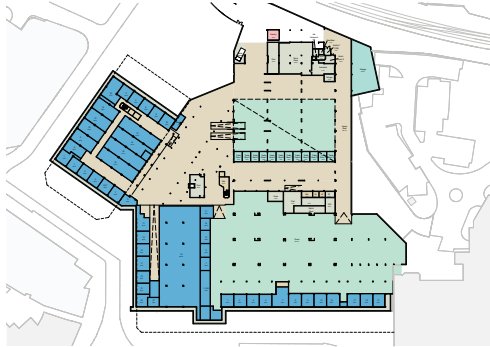
3.2 The Market Halls

The interiors are organised around 2 'internal streets'. May Day Green Arcade links Cheapside with the Open Market while Charter Arcade runs north south between the retail units on Cheapside and the markets.

This organisational strategy results in the markets being less accessible and less visible than the retail units. All the interventions to the building since it opened in the 1970's have sought to improve this and help footfall into the markets.

The interiors are largely as originally constructed with the concrete frame left exposed. However, there are areas where this has been covered with over elaborate plasterboard ceilings with recessed lighting that give it a character closer to that of a shopping mall.

Movement patterns and wayfinding within the Metropolitan Centre is poor. A series of escalators have been introduced but do not help create a natural flow of people. This is exacerbated by the lack of coherency in the layout of the stalls in particular their relationship to the atrium and the outside.



3.3 Existing Plans

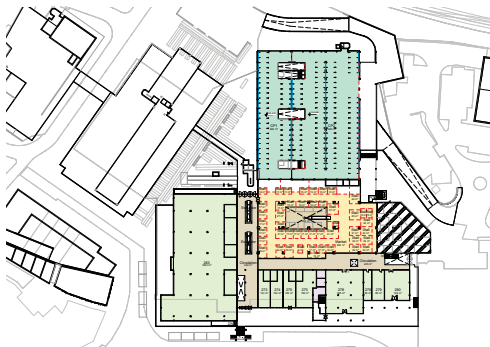
Basement

The basement undercroft provides servicing for the Metropolitan Centre. In its existing form the ramp that provides northern access to the multi storey car park (MSCP) above cuts off servicing traffic from Lambra Road to the south, this causes servicing around the busy and dangerous Jumble Lane crossing to be both entrance and exit, and actively blocks the northern town centre from the southern.



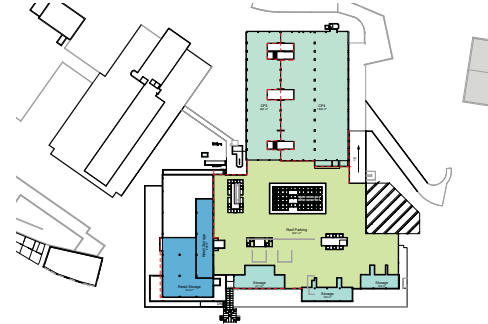
Ground Floor

The market, illustrated in the plan in yellow, is far removed at street level from the town centre, and is reached by narrow entrance corridors that keep natural daylight in the market hall to a minimum. The meat and fish hall is as far from the main shopping street, Cheapside, as is possible to be, and instead faces onto the service yard for the Alhambra and a surface car park.



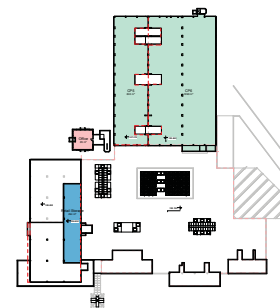
First Floor

The sheer mass of the Metropolitan Centre is evident in the existing first floor plan, the MSCP giving the building a bulk that dominates the town centre. Again, the market hall is surrounded by retail or car parking, without a prominent street frontage.



Second Floor

At this level the MSCP spills out onto the roof creating a vast car deck. The market offices are positioned in a key axis of the town centre, overlooking the junction of Queen Street, May Day Green and Cheapside.

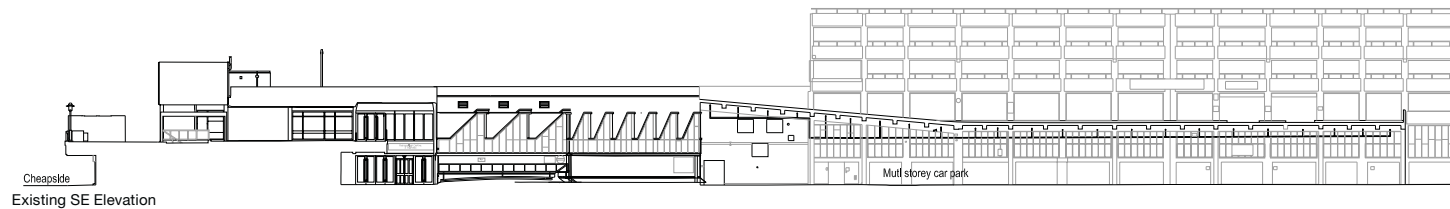


Upper Floors

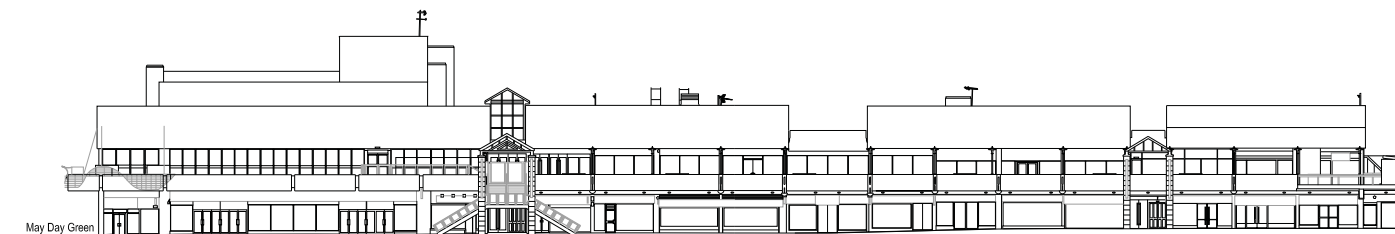
Above the retail and market floors the MSCP, plant and access stair rise upwards, dominating the approach to Barnsley from the south by rail.

Colour Legend

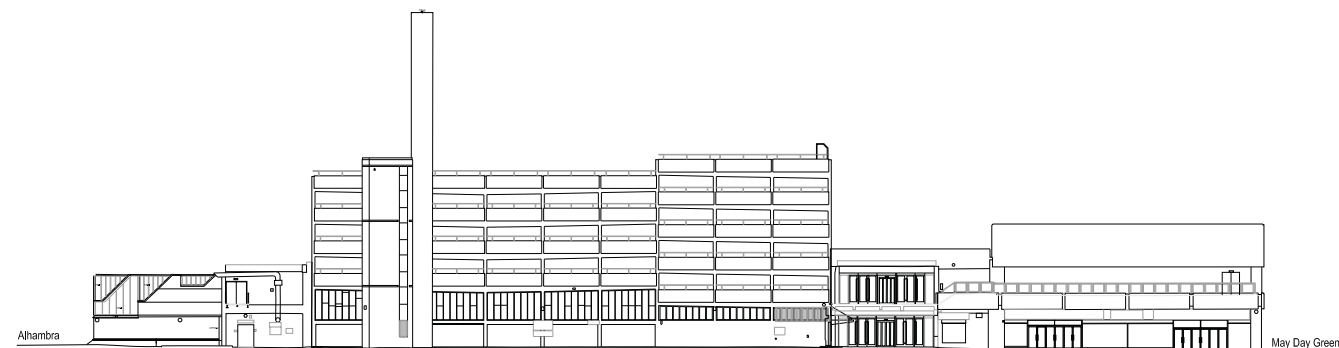
- Circulation
- Covered Market
- Indoor Market
- Office
- Parking
- Plant
- Retail
- Retail Storage
- Roof Parking
- Stairs / Lifts
- Storage
- WC



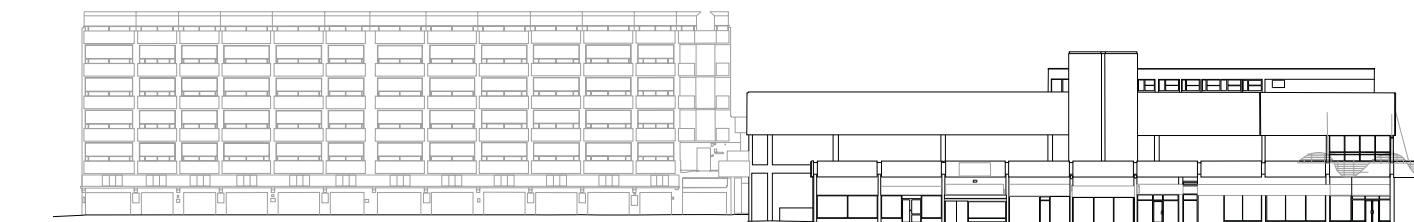
Cheapside
Existing SE Elevation



May Day Green
Existing Cheapside SW Elevation



Alhambra
Existing NE Elevation



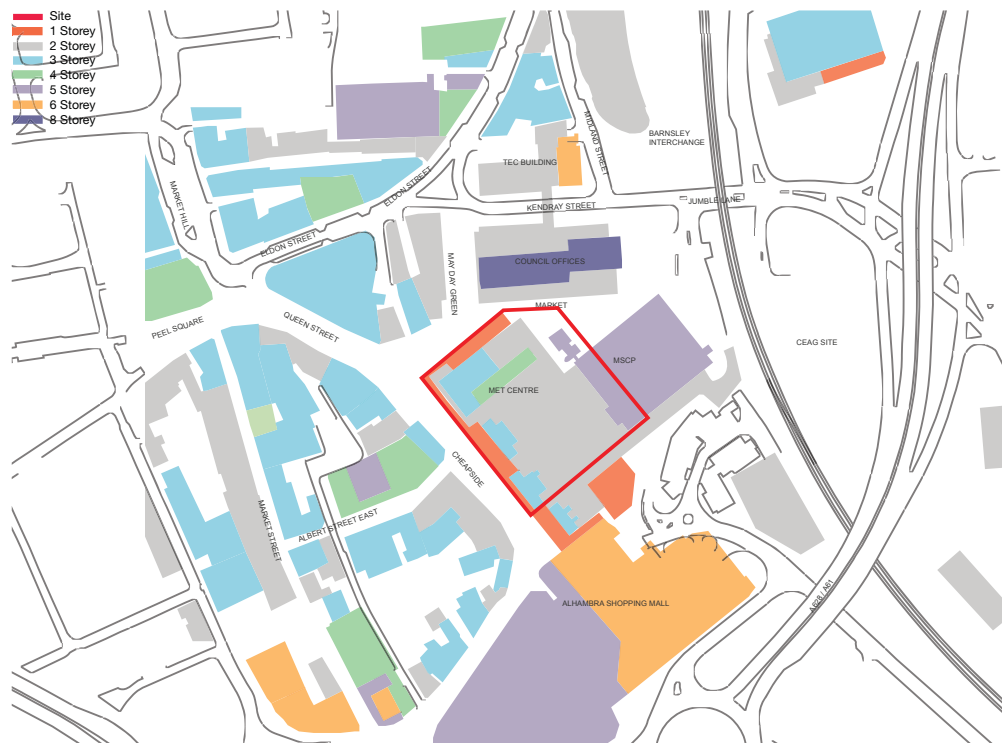
Existing May Day Parade NW Elevation

3.4 Existing Elevations

The elevations illustrate the strong horizontality of the existing building with ribbons of glass sandwiched between continuous bands of bush hammered concrete cladding panels. The mass of the building is mitigated through the manipulation of the section and reading of recessed 'pavillions' at first floor level and abrupt changes in height where plant and ancillary spaces are located at second floor level.

At ground floor level the structural grid is exposed to create a simple framework for retail units to be inhabited. These are simply filled with glass shopfronts and a variety of fascia signage designs.

The elevations also describe the dominance of the MSCP in scale compared with the Metropolitan Centre.



3.5 Scale

The Metropolitan Centre dominates the town centre despite being predominantly only 2 storeys tall. It's mass is tempered on the first floor with a series of recessed elements that form an external terrace. This modelling is largely lost at street level due to the prominent concrete rail that forms an open arcade to Cheapside and May Day Green. This element also lends the building a particularly strong horizontal emphasis.

Despite some of these less positive observations the singular mass of the building was recognised as a positive feature during the consultation process as it holds the potential to present a strong image for the refurbished markets.

The demolition of the Central Office building will give the Metropolitan Centre greater legibility and importance within the urban grain of the town. The treatment of the external envelope as part of the refurbishment is therefore of great importance.



3.6 Neighbourly relations

While the proposals are focused on the immediate Metropolitan Centre proposals, the relationship with its context must also be considered - those of fronts, backs, side and party walls.

The drawing above illustrates the existing status and character of the walls of the existing buildings. This serves to reinforce the strong designation of front facing retail spaces and back facing service areas in the existing building.

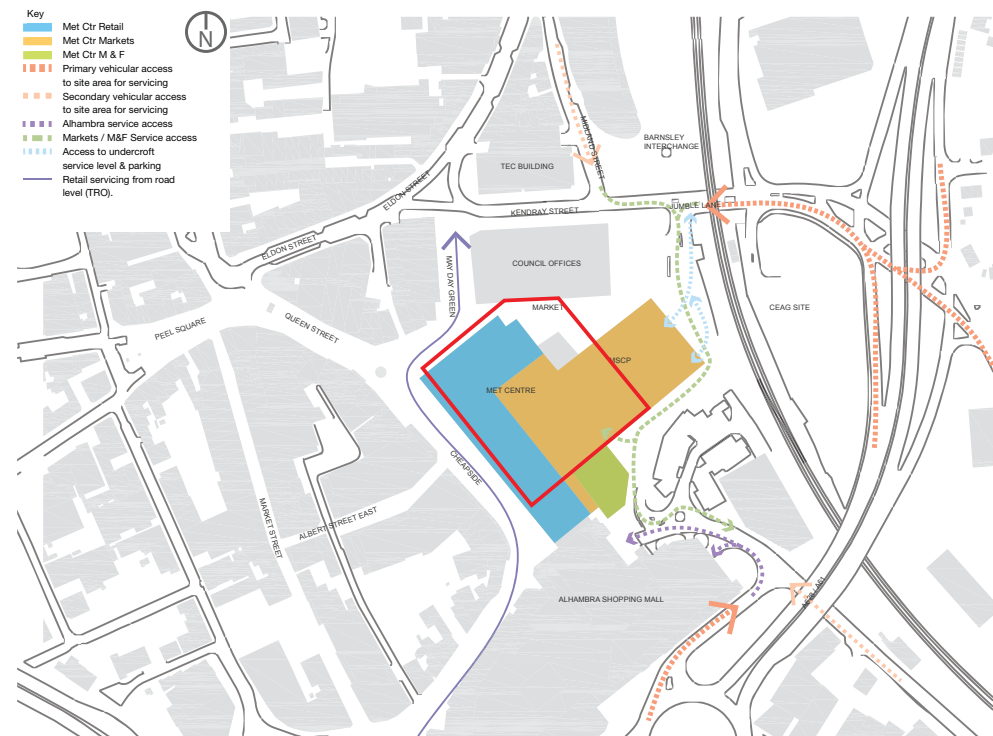


3.7 Movement - Vehicular

The retail core within the town centre is currently pedestrianised. However, blue light services and vehicles servicing the retail units and markets are permitted under a restricted management system. All other vehicles navigate the town at the periphery of the pedestrianised zone.

Vehicles access the Metropolitan Centre from the rear adjacent to the railway track either from the North off Kendray Street or from the south via Wesley Street and Lambra Road.

While the proposed closure of the Jumble Lane crossing will impact on the current traffic management plan the general movement of traffic is unlikely to significantly change under the proposals.



3.8 Movement - Servicing

The Metropolitan Centre is currently serviced in 3 ways. The first is via the basement, the second is from the rear, adjacent to the meat and fish market, and the third is from Cheapside.

Basement

The basement allows a range of large vehicles to access and service the building. This includes articulated lorries who arrive along a dedicated road from Kendray Street to the north. Market traders who park in the basement also access from this side.

The proposed closure of the Jumble Lane crossing will prevent vehicular access from the ringroad to the east and requires a more fundamental change to traffic movements in the Town Centre.

Rear ground level

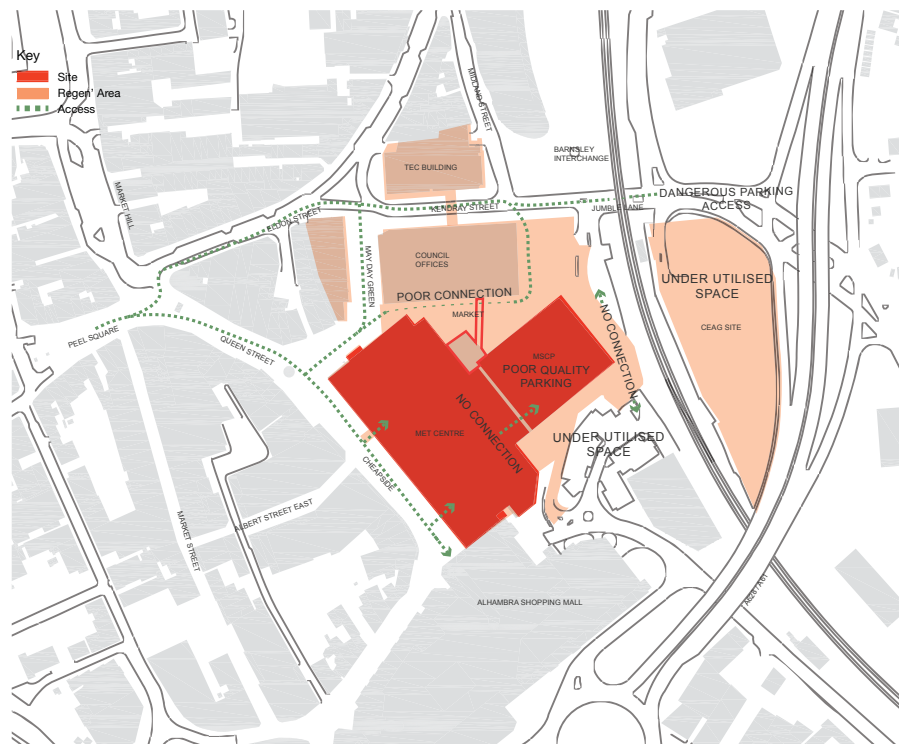
The second service access location is at the rear adjacent to

the Meat and Fish Market and beneath the ramp road to the multi storey car park. This can be accessed from the north via Kendray Street but can also be accessed from Lambra Road to the south. This route is particularly important for the Meat and Fish Market and smaller scale traders who can quickly unload goods and take them directly to their stalls.

This route is shared by the Alhambra Centre and a coordination exercise will be undertaken by BMBC Highways to ensure this is not adversely affected.

Cheapside

The existing town centre traffic management system allows articulated lorries access to the town centre via New Street. This access is restricted to particular times of the day to minimise disruption to shoppers but it offers the potential to provide some deliveries to the markets and retailers from Cheapside.



3.9 Site constraints

A problem of orientation

The area around the Metropolitan Centre lacks a clear street hierarchy to help guide visitors. It is poorly defined in places and contributes to an impression of being 'unsafe' - a situation exacerbated by the lack of a viable, wide ranging night time offer beyond pubs and clubs. The quality and viability of the existing shops, traders and businesses has consequently suffered along side the coherency of the wider town centre.

A problem of fragmentation

Whilst the railway and ring road prohibits the natural flow of people through the town centre, the quality of the architecture, spaces and interfaces is poor. The neighboring former council offices building, multi storey car park and TEC building also present both a physical and physiological barrier to the pedestrian flow around the Metropolitan Centre, preventing direct links and permeability through to the market place

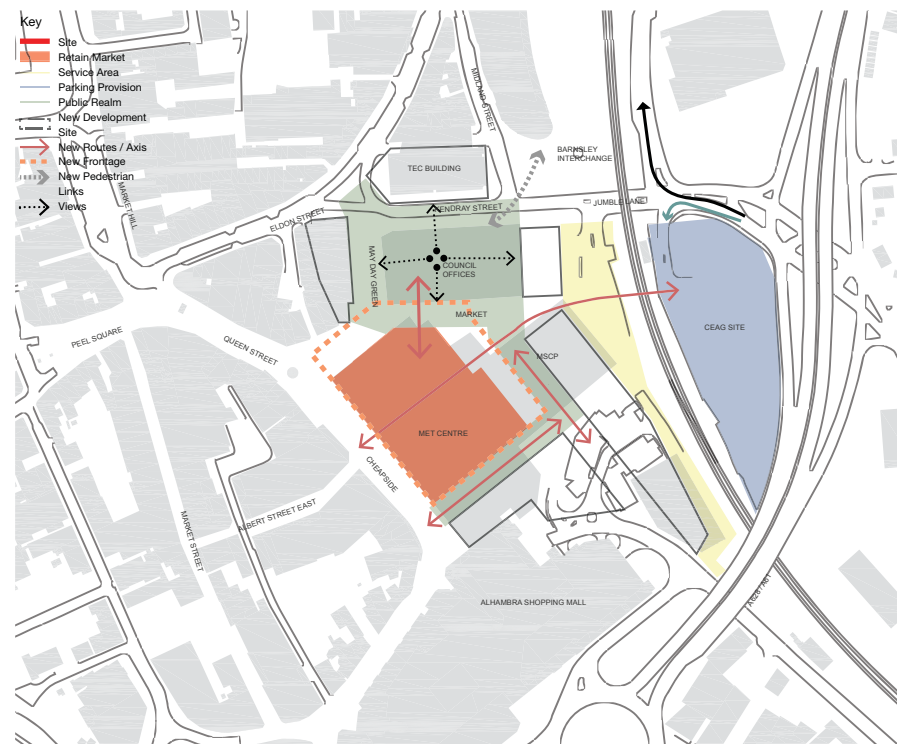
behind. They offer very little to the street and lack any sense of the continuity, consistency or transition that a prominent street should provide.

A problem of use

The current town centre suffers from the implementation of 1960s urban planning theory that favoured the segregation of different uses, and paid little attention to the existing historic urban grain. This planning-led approach lacks the dynamism visible in towns that have developed in a more organic fashion with a wide variety of uses occupying the same space.

A problem of access

The markets are located at the back of the Metropolitan Centre. Both the indoor and Meat and Fish markets relies on poor quality links from the surrounding streets for access. The semi-open market is housed in the poorest accommodation and it's location is particularly difficult to access.



3.10 Site opportunities

In terms of overall strategy for the development, there is an opportunity to break up and remodel the Metropolitan Centre - to undo what the vehicular centric thinking of the 1960's delivered. Rationalising the building arrangement, improving the public realm and connectivity to the town will vastly improve the enjoyment of the area and encourage greater pedestrian flow into the area.

The existing development, whilst having a number of points of access, lacks the permeability required to encourage the pedestrian flow and activity one might expect of such an important element within the town centre.

Visual permeability is an essential requirement for the new scheme, to open the links through to the south side of the town towards Lambra Road in addition to increasing its street frontage and creating a richer, more dynamic streetscape.

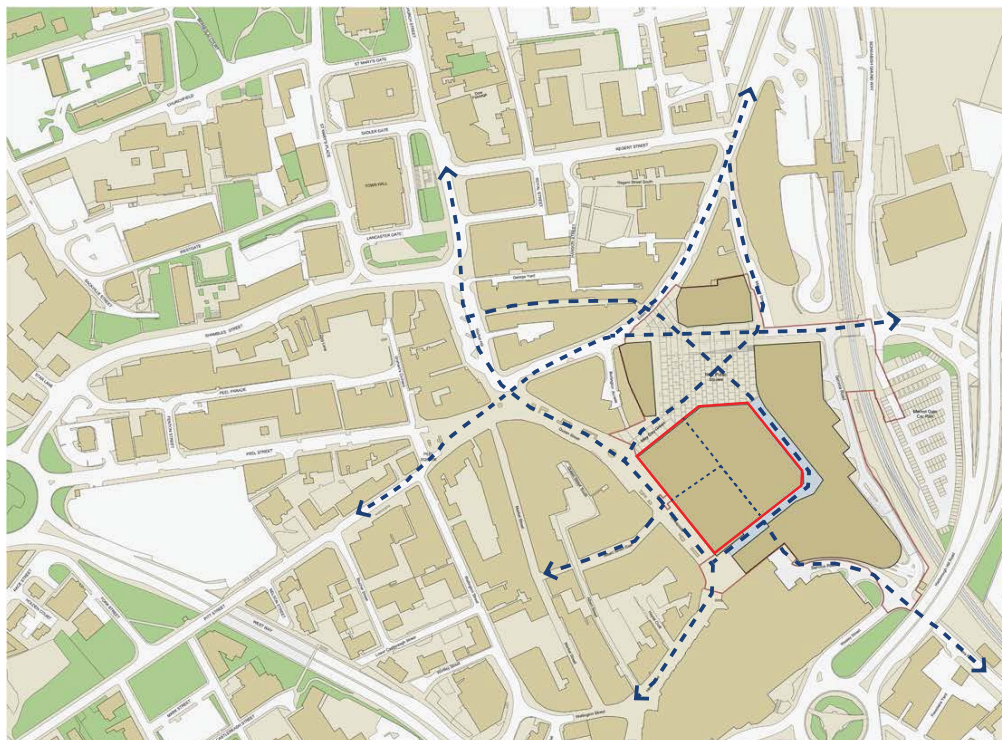
The approved outline planning application has addressed all these issues, breaking up the megastructure around the Metropolitan Centre and placing the markets back at the visible heart of the Town Centre.





4.0 Masterplan principles

4.1 Masterplan Principles



Reconnection - Streets and spaces

The principle aim of the masterplan at Outline application stage was to maximise connections back to the surrounding area while releasing a large area of under-utilised town centre land for positive use. The diagrams shown above reinforce this aim through the following linkages;

New shopping arcade

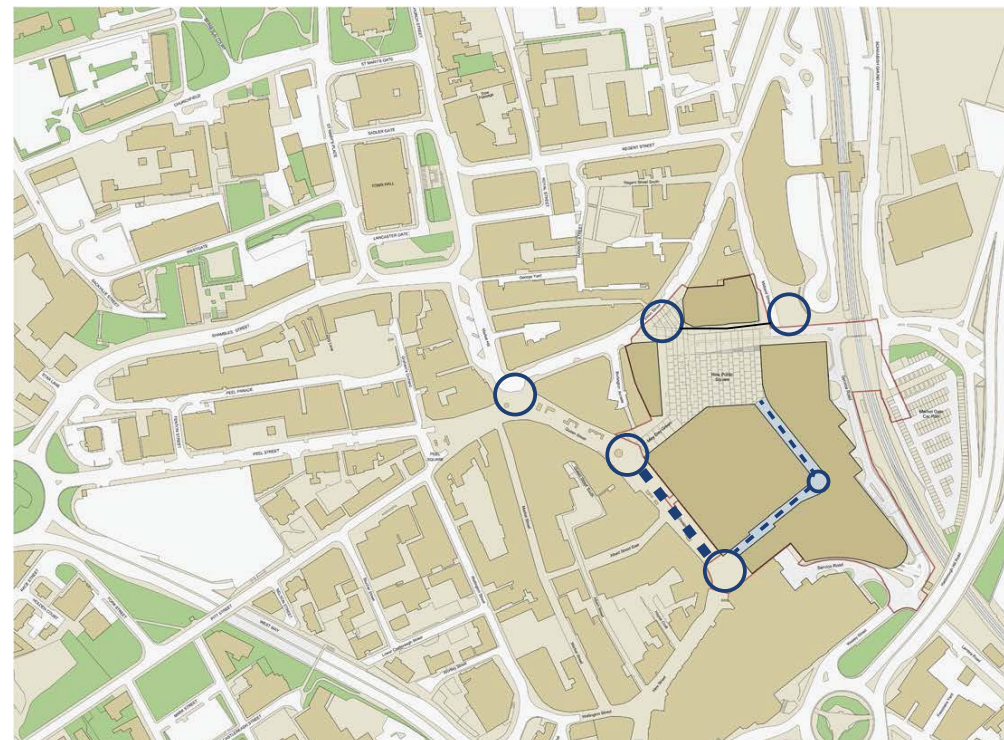
This runs to the east of the Metropolitan Centre on land previously occupied by the MSCP. It is covered by a roof and retail units on both sides. The arcade is a critical element of the project because it creates a 'retail circuit' that facilitates a much better movement of people within the town centre.

Extension to New Street

A new east west link that will extend New Street eastwards and connect Cheapside with the proposed new shopping boulevard. This link will create a 'retail circuit' for the first time which will allow a more pleasant shopping experience and a better balanced movement of people within the town centre.

Market Square

The square is located at the meeting of all of these routes and will be a place of orientation and coming together.

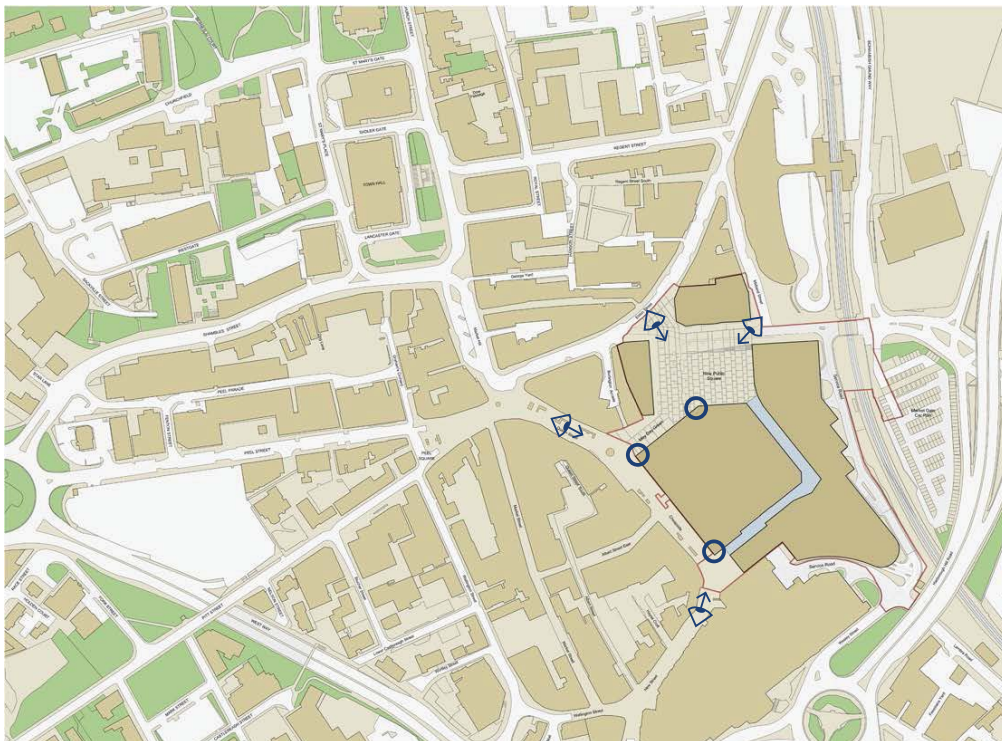


Urban structure

The urban principles inherent to Barnsley have evolved over centuries and relate to street hierarchy, plot structure and built fabric. Nearly every street in the town offers a different combination of historic built form and urban grain and no street is enclosed by an architecture of a single period. Examples include the finer grain and scale of Market Street, the medium width and 3 storey enclosure of Eldon Street and the distinctive open scale of Cheapside. It is exactly these relationships between spatial hierarchies and built variety that have informed the masterplan and influenced the design of the streets, spaces and enclosing buildings across the Better Barnsley Town Centre site.

The heart of the development, The Market Square, will be enclosed by primary frontages including a new market hall and public library. The massing of these buildings, and the others that form its edges, will give the square a clear volume, clarity and scale.

Development plots have been carefully considered to positively engage the various site constraints and opportunities. This ensures that issues of orientation, natural lighting, views, frontage, relationship to context and amenity have all been considered while optimising the use of the available land and providing flexible floor space that is attractive for potential investors.



A sense of arrival

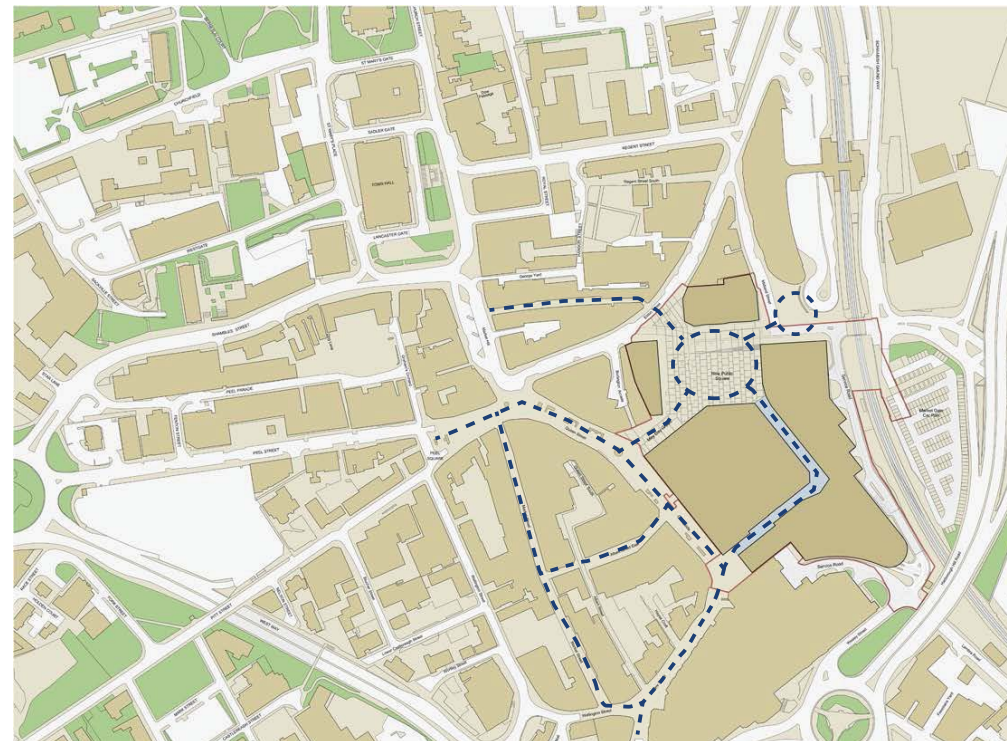
The Metropolitan Centre will be approached from all sides. Our proposals reinforce the aims of the masterplan at an urban scale but also at the scale of the building.

'Towers'

Tower like elements are placed on the building at the termination of key vistas. They are intended to aid wayfinding and legibility - they mark key entrances to the building for example - but they also break down the mass of the existing building. In addition they make explicit reference to the town hall's central tower and provide a place for branding - the towers are topped by glowing lightboxes.

Pavillion

One of the more successful aspects of the existing building is the way the mass of the building is mitigated by expressing the first floor as a series of 'pavilions'. We propose a similar device on the corner of Cheapside and May Day Green. We propose that the first floor food court element is clad in champagne anodised aluminium with regular vertical fins and expressed as a lightweight pavillion-like element resting on the more substantial 'portland' GRC below.



Shared space

The masterplan identified that the quality of the public realm is key to the success of the re-imagined town centre.

The design of the Metropolitan Centre seeks to reinforce the public realm by creating active frontage wherever possible. This has been considered in the context of the emerging Phase 2 and Market Square design proposals.

Note both of these elements of the town centre project will be subject to separate planning applications.

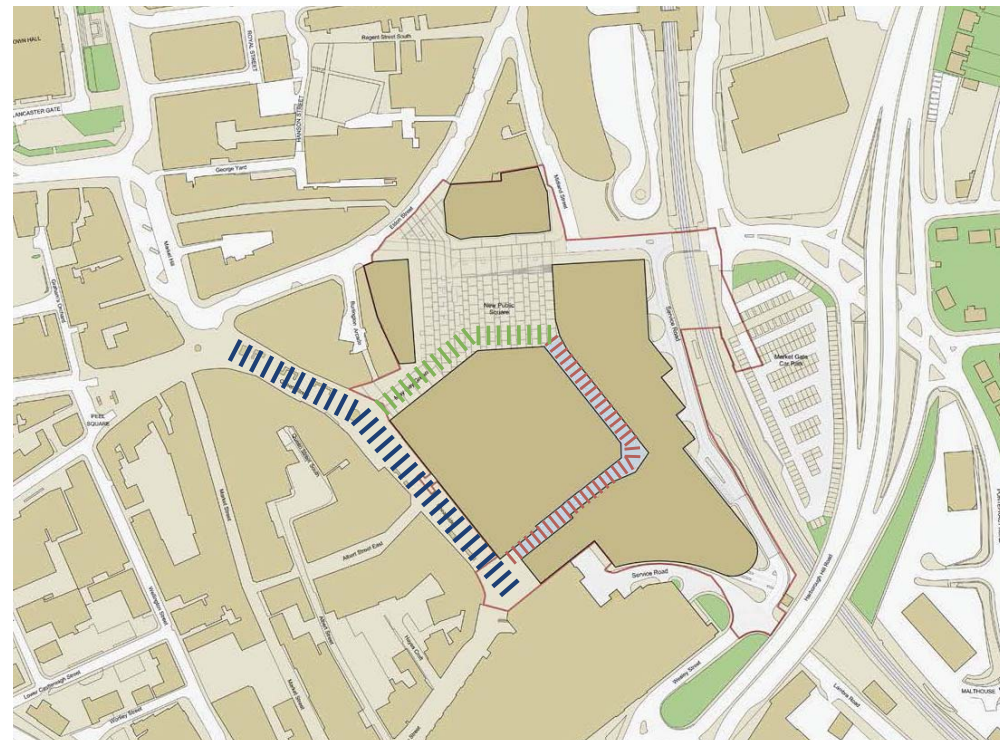
4.2 Masterplan Principles - building



Frontage

Our proposals, which also reinforce the basis of the consented outline scheme, place great importance on active frontage to streets and public spaces. As the largest building within the site area, the Metropolitan Centre provides the greatest opportunity to improve the quality of the public realm.

We have also sought to differential the retail frontage from the market frontage through adjustments in material, scale, depth and signage.

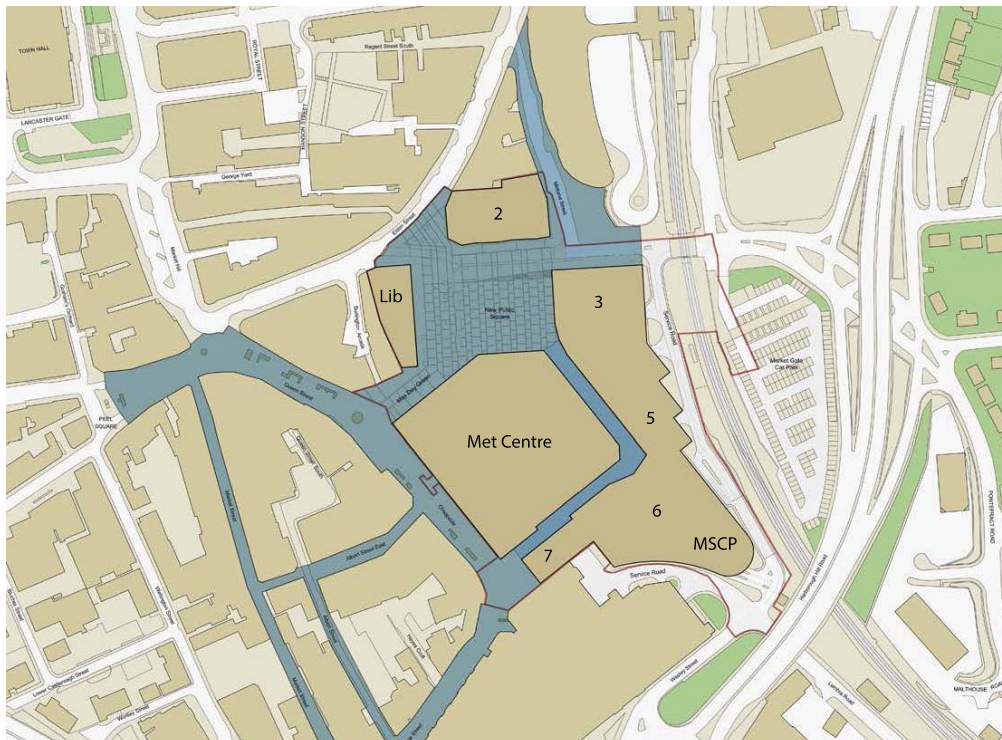


Street hierarchy

The masterplan described a rich streetscape reinforced by the creation of a hierarchy of streets of varying scales and dimensions.

The Metropolitan Centre greatly impacts the quality of these streets as it forms the primary frontage to Market Square, the Arcade and Cheapside.

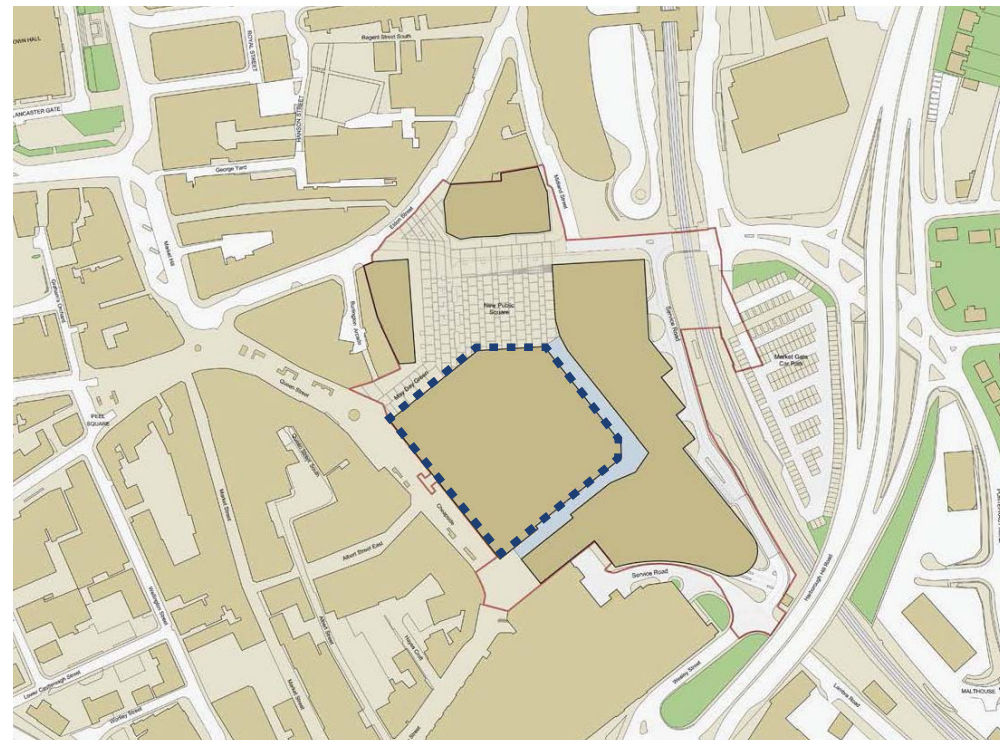
The proposals described within this report have therefore been considered within the context of the emerging adjacent buildings.



Pedestrian priority

The proposals also reinforce the ambitions of the masterplan to create an improved pedestrian environment.

One of the key design drivers has been the creation of a retail circuit - this is created through the localised demolition of the southern end of the Metropolitan Centre and proposed new retail units to the party wall with the Alhambra Centre (Phase 2).



Visual permeability

The proposed new streets and 'Retail Circuit' will facilitate and encourage movement throughout the town centre, opening up previously underemployed land for development. The proposals greatly increase the proportion of glass and, for the first time, give the market a direct presence on the street.



5.0 Community & Consultation



5.1 Vision and brief

The vision for the Metropolitan Centre has emerged from an extended period of consultation with a wide variety of people and groups with an interest in the project. This process was critical to ensure that the Council's vision for the markets in particular is aligned with the requirements and aspirations of those who will use it.

Key aspirations of the brief

The brief for the development requires the physical transformation of the town centre, with the Metropolitan Centre at its heart, to create a new retail and leisure destination to secure the long term vitality and viability of the town.

A number of key objectives have provided a consistent point of reference during the development of the design. These include:

- To develop and improve the existing urban realm through reconciling the conflicting geometries of the original town centre and the subsequent 1960's developments.
- To re-establish and enhance connections through the site and town centre.
- To understand and engage with the existing streets and urban fabric.
- To increase the legibility and clarity of the urban structure.
- To enable a phased development programme.
- To encourage spaces and uses with active frontages in and around the development site.
- To significantly improve the pedestrian environment and experience through and around the development site.
- To allow individuality in the design of perimeter elements while maintaining a coherent homogeneity within the development.

5.2 Consultation methodology

The consultation undertaken to date by Barnsley MBC and IBI Group fully complies with the local planning validation requirements. The consultation process has been utilised to help the community and stakeholders shape the scheme and to generate an informed debate on the proposals.

The involvement of the community and stakeholders is a critical part of the development process for Barnsley town centre. The consultation work on this scheme started in summer 2014 and will continue throughout the redevelopment of the town centre.

Communication and Consultation plan

Barnsley MBC and the IBI Group are committed to undertaking exemplar public consultation on the redevelopment proposals for Barnsley town centre and have prepared a detailed communication and consultation plan with the aim to:

- Increase borough wide awareness of the town centre development plans
- Develop and build positive relationships with Stakeholders
- Ensure that every stakeholder segment has the opportunity to inform the development plans
- Engage with and seek the views of the local community
- Gain credible, constructive input from the local community to shape aspects of the proposals
- Involve the local community to create opportunities to contribute to the regeneration of the town centre
- Inform and shape redevelopment proposals that will create a sustainable future for the town centre.

The communications and consultation plan is a living document which is regularly updated as each stage of the project progresses.

Methodology and programme

The communication and consultation plan was developed in January 2014 at the point when the plans to redevelop the town centre were announced. The purpose of the communication and consultation plan was to consider the following:

- The background to the project
- The aims of the project
- An overview of consultation & communication activities
- Targeted activities for stakeholder groups
- The key communication messages
- An implementation plan and activity log

The proposed methodology was to use a wide range of activities as possible to engage the community and stakeholders in the project.

Key stakeholders

BMBC

Planning Officers attended regular design and project team meetings and were further consulted through pre application meetings at key milestones.

Barnsley Urban Design Panel

The project was presented to BURDAP on 4 occasions. Each identified a number of issues that were addressed by the design team and represented at the next review. Generally, the reviews focused first on the masterplan principles before exploring issues of detail relating to the design of the building and its relationship to its context.

Public Exhibition

Central to the programme of public consultation has been regular public exhibitions of the emerging designs in a shop unit in the Better Barnsley Shop on Cheapside. Following the successful programme of exhibitions held in the shop unit as part of the Outline Planning Application the shop was refitted to accommodate updated information on the masterplan and each component building. Formal events were attended by the client and full consultation team to hear comments from the public, market traders and others and take questions on the design proposals



5.3 Consultation timeline

The following are consultation events that have been held to specifically discuss the Library in addition to events dealing with the wider Better Barnsley Town Centre regeneration project.

Equality Conference Consultation	21.06.14
Equality Forum	07.07.14
All Members Briefing	17.07.14
Staff Briefing Sessions	05.09.14
	16.09.14
	23.09.14
	19.09.14
West Meadows Primary	30.09.14
Disability Equality Forum	16.10.14
Civic Trust Consultation	22.10.14
Retailer Consultation	10.11.14
Deaf Forum Walkabout	20.11.14
My Barnsley Too Forum	09.12.14
Barnsley Voice (retailers) Forum	12.12.14
Stakeholder Presentations St.1	15.01.15
Tour De France Legacy Group	16.01.15
Blue Light Liaison	28.01.15
Rockley Rotary Club	25.02.15
Town Centre Walkabout	17.03.15
Barnsley Voice Retailers	26.03.15
Civic Trust Workshop	15.04.15
Local Access Forum	21.04.15
Design Panel	07.05.15
Taxi trade Liaison meeting	19.05.15
Library Stakeholder Group	22.05.15
Sensory Impairment Group	10.06.15
My Barnsley too - Transport Event	02.07.15
Blind & Visually Impaired Group	23.07.15
DMC Staff & Tenants Walkabout	29.07.15
Wednesday Voice Self Advocacy Group	11.08.15
Barnsley Motorcycle Action Group Consultation	16.09.15
Taxi Consultation	17.09.15
Blind Group	21.09.15
6pm Youth Council Consultation	05.10.15
Library Stakeholders	07.10.15
Wednesday Voice Self Advocacy Group	13.10.15
Barnsley Urban Renaissance Design Panel	29.10.15
Accessible Environment (Visually Impaired Grp)	23.11.15
Barnsley Economic Partnership walkabout	25.11.15
Taxi Trade Liaison consultation	04.12.15
Sheffield School of Architecture walkabout	05.12.15
Town Hall open day public consultation	14.01.16
Accessible Environment (Visually Impaired Grp)	30.03.16
Young Addaction workshop	

Accessible Environment (Visually Impaired Grp)	07.04.16
Better Barnsley Young Ambassadors walkabout	11.04.16
Hunningley Primary School visit	25.04.16
BEP Town Centre sub group walkabout	27.04.16
Library Stakeholders	07.04.16
Blind & Visually Impaired Group	11.04.16
Better Barnsley Young Ambassadors	13.04.16
Hunningley Primary School Workshop	27.04.16
Library Stakeholders	28.04.16
HBC Meet the Buyer event	11.07.16
Youth Council Workshop	21.07.16
Blind & Visually Impaired Group	21.07.16
All Member briefing	28.07.16
Better Barnsley Market Trader sub group	23.08.16
Autism Group - Library Consultation	06.09.16
Barnsley Rotary Club	13.09.16
Queens Road Academy Presentation	15.09.16
Blind & Visually Impaired Group	06.10.16
Market trader consultation	07.10.16
Town Centre Walkabout	13.10.16
Presentation Visitor Economy Forum	19.10.16
Blind & Visually Impaired Group	19.10.16
Presentation Age UK AGM	22.11.16
Sheff School Architecture	01.12.16
Blind & Visually Impaired Group	

Ongoing

Public Consultation at the Better Barnsley Town Centre drop-in shop has been a constant source of valuable feedback to the design team.



6.0 Planning Statement

6.1 Planning Policy Context

This planning statement provides further relevant details to support the reserved matters application for the proposed Metropolitan Centre within Barnsley Town Centre.

The Metropolitan Centre combines refurbishment of an existing building with the addition of new floorspace and facilities, to provide a hub for the town centre, containing the markets, refurbished office space, an element of leisure use and a number of retail and food and drink outlets (A1/A2 and A3 uses).

This statement should be considered in conjunction with the approved outline permission (Ref: 2015/0549) and the associated supporting documents for this reserved matters planning submission.

6.2 Planning Policy Context

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.

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

6.3 Policy Framework

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

- Barnsley Core Strategy (2011) (Core Strategy)
- Barnsley Unitary Development Plan – Saved Policies (UDP)

Other material planning considerations also include;

- Supplementary Planning Documents - Shop Front Design SPD (2012), Advertisements SPD (2012) and Parking SPD (2012)
- National Planning Policy Framework (March 2012) (NPPF) and National Planning Practice Guidance (NPPG)

A number of planning policy documents are currently in the process of being prepared by Barnsley MBC. These include:

- Barnsley Local Plan Consultation Draft 2014 and Local Plan Additional Consultation – 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. The Local Plan Consultation Draft was consulted upon between November 2014 and January 2015. The Local Plan Additional Consultation was consulted upon between 30 October and 11 December 2015. The comments received have informed the Local Plan Publication Version which will be available for consultation between 24th June and the 5th August 2016.
- 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.

6.4 Planning Policy Review

This section of the report deals with planning policy by theme, and under each theme summarises key local and national 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 are cross referenced accordingly.

The key themes are as follows:

- Principle and Scale of Development
- Community Uses and Town Centre Regeneration
- Heritage and Conservation
- Design Quality

6.5 Principle and Scale of Development

The proposed Metropolitan Centre lies wholly within the red line boundary identified at the outline application stage. This area is designated as “Principal Shopping Frontages” (May Day Green and Cheapside – Policy TC5). The principle of the development was approved as part of the outline permission which reserved access, appearance, scale, landscaping and layout for future consideration.

6.6 Community Uses and Town Centre Regeneration

As identified within the outline application, 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. 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’.

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’.

Policy CSP31 of the Core Strategy reinforces the advice within 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. 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’.

Core Policy 9.13 Community Infrastructure and CSP 43 of the Core Strategy identify that community uses should be protected. Moreover CSP 43 highlights that community uses should be located centrally to the communities they serve, in places where they will be highly accessible either by walking and cycling or by public transport.

Response:

The proposed development represents the next stage in the wider regeneration of the Town Centre, creating an improved heart to the town centre, and revitalising

the market, which will create individuality and activity. The Metropolitan Centre, including the markets, will be of high community value and should be protected and encouraged.

The redevelopment of the Metropolitan Centre contributes to achieving the vision for the Town as identified in Barnsley Core Strategy and the location of the facilities will be easily accessed via sustainable modes of transport as identified in the supporting policies. It therefore complies with Policies CSP31, 9.13 and CSP43 of the Core Strategy.

6.7 Heritage and Conservation

The NPPF seeks to conserve heritage assets and requires local planning authorities to take account of the desirability of new development making a positive contribution to local character and distinctiveness. It also notes the opportunities presented by the historic environment on character of place (paragraph 126). Paragraph 128 also advises that details supporting applications should be proportionate to the assets’ importance.

Barnsley Core Strategy supports quality developments, particularly those that take advantage of and enhance the distinctive features of Barnsley, including its heritage and townscape character, scale and layout, building styles, and materials of the built form, particularly in and around Barnsley Town Centre and adjacent to conservation areas (Policy CSP29). Policy CSP 30 (The Historic Environment) seeks to ensure that development which affects the historic environment and Barnsley’s heritage assets and their settings will be expected to protect or improve the character and / or appearance of conservation areas.

Response:

The setting of both the Conservation Area and adjacent Listed Buildings will not be affected by the proposed development. The proposal follows much of the existing footprint of the recent 20th Century development, and close attention to scale, form, massing, details and materials will ensure that the historic elements of the townscape and their settings will not be compromised. The proposed new development will refurbish and extend a poor quality building. Whilst, this will change the character and the setting of a number of heritage assets, it will do so by providing well considered, high quality designed buildings that will ultimately enhance the context, character and appearance of the

conservation area. A Heritage Assessment accompanies this application.

6.8 Design Quality

Design quality is a common thread running through national and local planning policies. The NPPF (paragraph 56), states that “Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people”.

The Core Strategy outlines the importance of local distinctiveness and elements that contribute to it. Those of relevance to this project include references to local historical character, culture and architecture; the market itself; embracing the strong community; building on the town centre's role as the administrative hub; and utilising the topography of the area.

The importance of high quality design to provide improved town centre facilities is supported by Core Strategy Policy CSP29. Development is expected to take advantage and reinforce the distinctive character of Barnsley. It is stipulated that development should contribute to place making, be high quality, and transform the character of physical environments that have become run down and lack distinctiveness, enable people to gain access safely and conveniently, contribute to attractive, sustainable and successful neighbourhoods.

The NPPF and Core Strategy also support the protection and enhancement of the settings of conservation areas.

Response:

Buildings in and around Barnsley town centre have an eclectic mix and use of architectural styles and materials built over the last 200 years, reflecting the history and recent developments in the town. Materials such as Portland stone, brick, gritstone, terracotta concrete and glass, reflect the periods, land use and wealth of the differing areas adjacent to the development site. This mix therefore provides for no dominant style or material use across the town centre.

The architectural image of the current Metropolitan Centre is generally considered to be tired and dated. The bush hammered brown concrete does not present an appropriate image for a dynamic market town. The refurbishment and new elements of the building will therefore give the elevations a new appearance, removing existing concrete cladding panels.

The replacement elevations will utilise a material of pale limestone appearance, similar to Portland stone. The use of limestone on the building is based on an idea of ‘civic-ness’ - that the market is a facility that belongs to the people of Barnsley in the same way as the other major limestone building in the town, for example the Town Hall.

The choice is also mindful of the use of paler stone in a wide variety of other buildings within the town including Marks and Spencer, the banks on May Day Green and a number of buildings on Regent Street. These buildings all feel lighter and more modern than the dark buff yellow of the locally quarried sandstone.

On the very upper levels where plant and ancillary spaces are located it is proposed to utilise a lightweight rainscreen of aluminium - anodized in a honey tone that makes explicit reference to the fine sandstone Victorian buildings in the town.

These elevational treatments will ensure both the new and refurbished elements of the scheme will respond positively to their surroundings and result in an enhancement of the town centre. It will therefore comply with the requirements of Core Strategy Policy CSP29 and advice contained within the NPPF.



7.0 Heritage Statement

7.1 Planning Policy Context

This Heritage Statement accompanies the reserved matters application for the partial refurbishment and construction of new elements to the Metropolitan Centre building.

The reserved matters application follows the granting of an outline permission for the redevelopment of the wider Barnsley Town Centre and the approval of the reserved matters associated with the new library element.

The purpose of this statement is to set out and assess the effect of the development proposals on heritage assets, notably the adjacent conservation area, and nearby listed buildings.

To undertake this assessment, this statement is structured as follows:

- Site Overview
- Heritage Policy Context
- Conservation Area Character Assessment
- Heritage Assets Assessment
- Development Proposals: Assessment of Heritage Impact
- Summary and Conclusion

7.2 Site Overview

There are no registered heritage assets (Listed buildings) or Scheduled Monuments within the defined site area. However the site abuts the Regent St/ Market Hill/ Church Street Conservation area and 13 of the 18 Listed Buildings identified within the surrounding area are located within this Conservation area.



7.3 Heritage Policy Context

The NPPF seeks to conserve heritage assets and requires local planning authorities to take account of the desirability of new development making a positive contribution to local character and distinctiveness. It also notes the opportunities presented by the historic environment on character of place (paragraph 126). Paragraph 128 advises notes that details supporting applications should be proportionate to the assets' importance.

Furthermore, Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that, in the exercise of planning powers in conservation areas, "special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area".

Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 also states that in considering whether to grant planning permission for development which affects a listed building or its setting, the decision maker shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

Barnsley Core Strategy supports quality development that enhances the distinctive features of Barnsley. Policy CSP 30 (The Historic Environment) seeks to ensure that development which affects the historic environment and Barnsley's heritage assets and their settings will protect or improve the character and / or appearance of conservation areas. This includes the heritage and townscape character, and development should ensure the scale, layout, building style and materials of the built form is appropriate to its context, particularly in and around Barnsley Town Centre and adjacent to conservation areas (Policy CSP29).

7.4 Heritage Guidance

Historic England has produced a large number of useful guidance documents, which have either been revised, or are currently under revision, following the publication of the NPPF where appropriate. The following have been referred to, where appropriate, in the preparation of this Heritage Assessment:

- Understanding Place: An Introduction (EH, 2010, revised 2012)
- Understanding Place: Character and context in local planning (EH, 2011, revised 2012)
- The Setting of Heritage Assets (EH, 2011, under revision)
- Building in Context: New development in historic areas (EH/CABE, 2001)

- Conservation Principles: Policies and Guidance (EH, 2008)
- Seeing the History in the View (EH, 2011)

7.5 Significance

In addition significance (for heritage policy) is defined in the Glossary to the Framework as:

"The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting."

Heritage assets may be affected by direct physical change or by change in their setting. Being able to properly assess the nature, extent and importance of the significance of a heritage asset, and the contribution of its setting, is very important to understanding the potential impact and acceptability of development proposals.

The effect of a proposal on a heritage asset could be positive, neutral or harmful.

The Framework identifies two levels of harm which are substantial harm and less than substantial harm.

Where there would be substantial harm to, or loss of, significance of a designated asset, applications should not succeed unless it is necessary to bring about substantial public benefits or other criteria set out in the Framework apply. In cases where the harm would be less than substantial, any public benefits of the scheme should be weighed, including the need to secure its optimum viable use.

This assessment is therefore structured as follows:

1. An assessment of the significance of the heritage asset
2. An assessment of the effect of the proposed development on the significance of the heritage assets
3. Conclusions

7.6 Assessment of Significance

Heritage Assets Assessment: Listed buildings

1. The Civic Hall, Eldon Street, Grade II, Listed: 1986 Ref: 1151151 333717 Built: 1877 Address: Eldon Street S70 2JL
2. Yorkshire Bank, Grade II, Listed: 1986 Ref: 1191723 333731 Built: 1903 Address: Market Hill S70 2QE
3. 1 Queen Street, Grade II, Listed: 1980, Ref: 1315037 333747 Built: Late C18 Address: 10 Market Street, S70 1RJ
4. Co operative store, Grade II, Listed: 1986, Ref:

1191770 333736 Built: 1911 Address: Wellington Street, S74 0JQ

5. Co operative store - Barnsley British, Grade II, Listed: 1976 Ref: 1192019 333763, Built: 1886, Address: 64 Market Street, S74 0JQ
6. Co operative Jewellers, Grade II, Listed: 1986, Ref: 1315040 333762, Built: 1885, Address Wellington Street, S74 0JQ
7. The Theatre Royal, Grade II, Listed: 1985, Ref: 1151126 333764, Built: 1898, Address: Wellington Street, S74 0JQ
8. Yorkshire Bank, Grade II, Listed: 1986, Ref: 1191865 333741, Built: 1857, Address: Tasker Market Hill, S70 2QE
9. 1 & 3 Peel Square, Grade II, Listed: 1986, Ref: 1151160 333742, Built 1857, Address: Tasker Peel Sqr, S70 2QT
10. The White Hart Public House, Grade II, Listed: 1986, Ref: 1191881 333743, Built: Late C19, Address: Peel Sqr, S70 1YA
11. 15 Market Hill, Grade II, Listed: 1986, Ref: 1191744 333733, Built: Mid C19 Grahams, Address: Orchard S70 2PX
12. The Old No 7 Public House, Grade II, Listed: 1986, Ref: 1151158 333732, Built: Mid C18, Address: Grahams Orchard S70 2PX
13. 12 & 14 Market Hill, Grade II, Listed: 1986 Ref: 1286924 333730, Built: Late C18, Address: 12 & 14 Market Hill, S70 2QE
14. Market Hill, Grade II, Listed: 1986, Ref: 1151157 333730, Built: Mid C18, Address: George Yard S70 2QE
15. Warehouse Building at East End, Grade: II, Listed: 1986, Ref: 1191618 333720, Built: Late C18, Address: George Yard S70 2QE
16. The Royal Hotel, Grade II, Listed: 1986, Ref: 1151142 333695, Built: Late C18, Address: Royal Street, S70 2AD
17. Town Hall & attached railings, Grade II, Listed: 1986, Ref: 1151143 333696, Built: 1933, Address: Lancaster Gate S70 2AD
18. War memorial front Town Hall, Grade II, Listed: 1986, Ref: 1151144 333698, Built: 1920, Address: Church Street, S70 2TA

Of the eighteen listed buildings within the surrounding area, three have direct views into the site area (Buildings 1, 2, and 8) and are therefore considered in more detail.

The Civic Hall (1)

The Civic Hall (1) is sited on Eldon Street to the north of

the site and has direct southerly views of the majority of the development site.

Listing:

Civic Hall. Dated 1877. By Hill and Swan of Leeds, at the expense of Mr. Charles Harvey of Park House, Kendray. Ashlar. Welsh slate roof. 3 storeys, and attic. Seven bays. Baroque style. The symmetrical facade has central and end bays defined by pilasters. The central two-storey round-arched portal has panelled pilaster jambs with foliated capitals. Elaborate double panelled door. Swagged frieze and dentilled entablature to the springing of the arch. Well-carved figures of art and science in spandrels. Figure-head of Charles Harvey in cartouche as enlarged keystone. C20 shop frontages to rest of ground floor. 1st-floor windows are round-arched with pilaster jambs, those to bays 2 and 6 in triple groups. All are archivolts and have balustrade supporting sill band. Dentilled 1st-floor cornice. 2nd-floor windows are similar with triple groups to bays 2, 4 and 6 and these have a small balcony to the central lights supporting urns. Frieze above centre window has in raised letters "PUBLIC HALL 1877". Heavy, modillioned moulded eaves cornice. Richly and heavily treated attic storey has 8 circular dormer windows with segmental pediments alternating with ball-on-stalk finials. Surmounting the 4 pilasters are square round-arched turrets with finials, those to the centre bay being particularly elaborate and flanking a 2-light round-arched dormer with circle in head and pediment and urns.

Interior: 1st-floor hall has horseshoe gallery on cast-iron columns and decorative iron brackets. Moulded panelled roof with central bosses, and moulded, dentilled cornice. Some recent decoration.

The Yorkshire Bank Buildings (2 & 8)

The Yorkshire Bank buildings (2 & 8) which are sited on opposite corners of Market Hill hold views both along Eldon Street and Queen Street to the development area.

Listing (2):

Bank. Dated 1903. Ashlar. Welsh slate roof. 3 storeys. Free Classical style. 3 bays to Market Hill, one corner bay, 7 bays to Eldon Street. The main doorway is in the corner bay and has small cartouche over with initials "Y P B" (Yorkshire Penny Bank). Over the doorway is a 1st-floor oriel 3-light window whose roof extends through the 2nd floor and is surmounted by an enriched plaque bearing the date in raised letters. Above this, breaking through the eaves, is a clock turret with broken pediment supported on tapering pilasters which flank the clock. Market Hill elevation: left bay projects slightly and

rises as a gabled dormer. Large ground-floor windows with quoins and later glazing. Ground floor fascia has bays marked by enriched pedimented cartouches. Paired 1st- and 2nd-floor windows all square-headed, those to 1st floor with cambered arches above and

central colonnettes. Bays 1, 2, 6 and 7 of the Eldon Street elevation are similar; bays 3, 4 and 5 are the same but windows are in triple groups. Deep parapets. Tall stacks.

Listing (8):

Bank and shop premises. 1857 (Tasker). Ashlar. Welsh slate roof. 3 storeys and attics. 2 bays to Peel Square, one round corner bay, 4 bays to Market Hill plus a further single bay and a rounded corner bay which both belong to No 19. Corner site. Italianate style. Rusticated ground floor. Rusticated quoins to ends and corner bays at 1st- and 2nd-floor level. Square-headed entrance in corner bay with architrave, swagged frieze and cornice. Segmental-headed ground-floor windows with voussiors, dropped keystones and aprons. C20 shop frontage to No 19. Modillioned 1st-floor cornice. Round-arched 1st-floor windows have architraves with pilasters, motifs in spandrels, friezes and cornices. Similar paired lights to 5th bay (No 19). Segmental-headed 2nd-floor windows on sill band, with eared architraves and dropped keystones. Similar paired lights to 5th bay (No 19). Heavily modillioned eaves cornice with ashlar parapet. Surmounting the corner bay is a good lead lantern with swept sides and elliptical lights. Later C20 dormer windows. Hipped roof.

The premises were built as the Coach and Horses Public House, and became a bank in 1912.

Heritage Assets Assessment: Regent St/ Market Hill/ Church Street Conservation Area

It is unfortunate that a Character Appraisal is not available for the Regent St/ Market Hill/ Church Street Conservation Area, however its characteristics are summarized within the Development Sites and Places Consultation Draft 2012. The South Yorkshire Historic Environment Characterisation Project also provides some detail.

The Development Sites and Places Consultation Draft identifies that the area constitutes the historic core of Barnsley town centre and is dominated by Barnsley town hall. The area contains thirty six listed buildings of various ages and architectural styles and the area can be roughly divided into two character areas: Church Street and Regent Street forming the civic, legal and administrative core whilst the area around Market Hill and Eldon Street lends itself to commercial uses.

The area contains some of Barnsley's most prominent architecture including the Town Hall, the Civic Hall (The Civic), St Mary's Church and a number of Georgian properties along Regent Street.

A number of commercial properties are converted Georgian town houses and large formal Victorian buildings vary from two stories to five, but the topography of the area is a dominant feature defining

views and vistas both within and towards the town.

In addition the South Yorkshire Historic Characterisation Study notes that: 'One of the oldest landscapes to be overwritten by the replanning of Barnsley was that of May Day Green. When Barnsley was relocated from Old Town to focus around Market Hill, in around the 13th century, this land remained common land (Elliot 2002, 27-9). By the 18th century, the green had been surrounded by wiremakers' workshops and cottages but the triangular form of the green remained largely unchanged throughout the 19th and early 20th centuries, only for it and much of the street patterns to the south and east to be radically altered by the construction of the covered markets and surrounding shopping precincts in the 1970s and 80s. However, the edges of the green are partially preserved by existing roads (May Day Green and Cheapside).'

It is therefore considered that the significance of the listed buildings lies within their fabric and design. The significance of the conservation area derives from the architecture of its historic building and street pattern.

7.7 Development Proposals: Assessment of Heritage Impact

The proposed development is not within a conservation area and does not directly affect any built heritage assets. However given the site's proximity to the conservation area and several listed buildings, the impact of the proposed development upon its 'setting' is required to be considered.

Of particular relevance to the location of the proposed development is the Civic Hall to the north of the site. The new building will frame the views to and from the Civic Hall, replacing buildings which previously had a negative impact upon the listed buildings, the conservation area and their setting.

Due to the separation distance between these assets and the application site, their 'setting' is unlikely to be directly affected. However the demolition and refurbishment of the existing poor quality structures to provide high quality buildings, will ensure that the views to and from these assets will be enhanced.

The important street pattern of May Day Green and Cheapside is not altered by the proposals, and the building reinforces this layout as the proposed Metropolitan Centre sits within the original building's footprint.

The massing has been modelled and adjusted in relation to its immediate context. To the Market Square it has a strong 3 storey facade with fourth floor and accessible roof terrace. Along Eldon Street the building steps down in height to acknowledge the lower buildings on Burlington Arcade.

The aluminum curtain wall that wraps around the building is anodised in a honey tone that is intended to rhyme with the prevalent sandstone 19th Century buildings within the conservation area.