



Planning and Heritage Statement

**Public Realm Works
Barnsley Town Centre Regeneration Area**

**Barnsley Metropolitan Borough Council
February 2018**

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1 INTRODUCTION

1.1 This Planning and Heritage Statement has been prepared by HOW Planning on behalf of our client Barnsley Metropolitan Borough Council in respect of a full planning application for public realm improvement works relating to areas of Barnsley Town Centre, including:

- Cheapside;
- Eldon Street;
- Midland Street;
- Kendray Street;
- May Day Green;
- Queen Street; and,
- Peel Square.

1.2 The proposed development will include new surfacing, wall and seating structures, water features, tree and shrub planting and permanent market structures to replace the existing. The proposed public realm works within this application are associated with the Glassworks development, a retail and leisure-led development that includes a new cinema, shops and restaurants alongside a new library and community space.

1.3 The full description of development on the planning application form is:

"Erection of permanent structures and associated public realm works"

1.4 This Statement should be read in conjunction with a suite of supporting documents, including a Design and Access Statement and proposed plans.

1.5 This statement is structured as follows:

- **Section 2** identifies the Site, it's context and planning history;
- **Section 3** provides an overview of the proposed development;
- **Section 4** identifies relevant local and national planning guidance;
- **Section 5** assesses the proposed development against planning policy; and,

- **Section 6** concludes this Statement.

SUBMISSION DOCUMENTS

1.6 The following documents have been submitted in support of the application:

Reports

- Planning application form and certificates;
- Planning and Heritage Statement;
- Design and Access Statement;
- Contaminated Land Assessment (including Coal Mining Risk Assessment); and,
- Flood Risk Assessment (including Drainage Strategy).

Plans

- Ref. BBTC_IBI_XX_G700_SP_00_09_2 - Boundary Plan;
- Ref. BBTC_IBI_XX_G700_PL_00_03 - Existing Site Plan;
- Ref. BBTC_IBI_XX_G700_PL_00_02_D - GA Plan Whole Site;
- Ref. BBTC_IBI_XX_G700_PL_00_01_2 - Combined Rendered Plan;
- Ref. BBTC_IBI_N4_G700_SE_00_01_A - Sections A-C Midland Street;
- Ref. BBTC_IBI_N4_G700_PL_00_15 - GA Plan Midland Street;
- Ref. BBTC_IBI_N4_G700_PL_00_02_A - Levels Plan Midland Street;
- Ref. BBTC_IBI_N4_G700_PL_00_01 - GA Plan Phase C;
- Ref. BBTC_IBI_N3_G700_SE_00_01_A - Sections A-F;
- Ref. BBTC_IBI_N3_G700_PL_00_19_B - GA Plan Peel Square;
- Ref. BBTC_IBI_N3_G700_PL_00_18 - GA Plan Cheapside and Queen Street;
- Ref. BBTC_IBI_N3_G700_PL_00_17 - GA Plan Cheapside;
- Ref. BBTC_IBI_N3_G700_PL_00_04_A - Levels Plan - Peel Square;

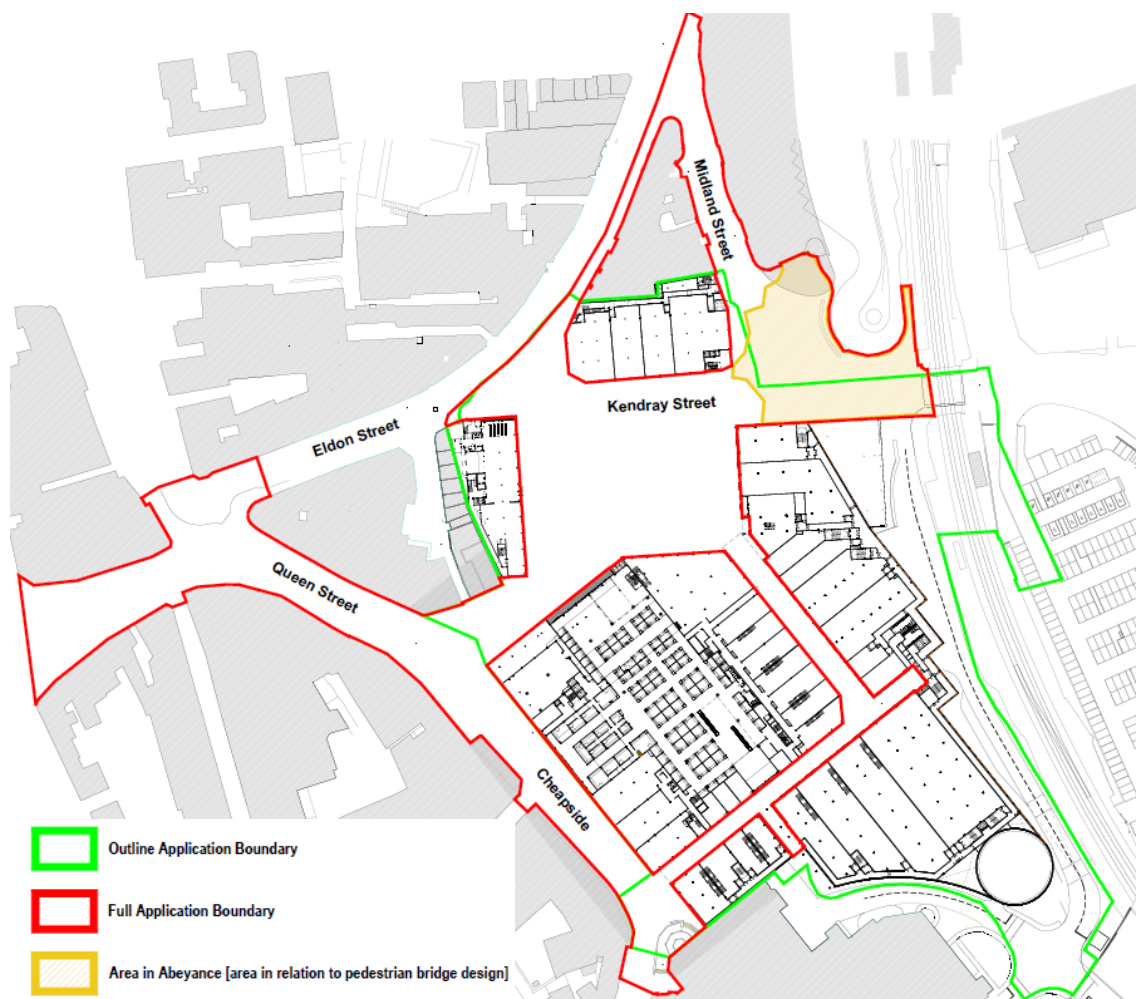
- Ref. BBTC_IBI_N3_G700_PL_00_03_A - Levels Plan - Cheapside and Queen Street;
- Ref. BBTC_IBI_N3_G700_PL_00_02_A - Levels Plan - Cheapside;
- Ref. BBTC_IBI_N3_G700_PL_00_01_B - Public Realm Phase 3;
- Ref. BBTC_IBI_N1_G700_SP_00_07_3 - Public Realm Phasing;
- Ref. BBTC_IBI_N1_G700_SE_00_01_A - Sections Main Square;
- Ref. BBTC_IBI_N1_G700_PL_00_22 - Level Plan Arcade;
- Ref. BBTC_IBI_N1_G700_PL_00_21 - GA Plan Arcade;
- Ref. BBTC_IBI_N1_G700_PL_00_20_A - Levels Plan Main Square;
- Ref. BBTC_IBI_N1_G700_PL_00_16_B - GA Plan Main Square; and,
- Ref. BBTC_IBI_N1_G700_PL_00_01 - General Arrangement Plan Phase B.

2 THE APPLICATION SITE

- 2.1 This section provides a description of the Sites location, characteristics, context and its relevant planning history.

THE SITE

- 2.2 The Site, located within Barnsley's central shopping area, comprises pedestrianised retail streets and existing public spaces. The Site area extends to 2.38ha and includes Cheapside, Eldon Street, Midland Street, Kendray Street, May Day Green, Queen Street and Peel Square.
- 2.3 A Site Location Plan is provided below.



- 2.4 This planning application also relates to streets and public spaces to be created by the Glassworks Development, including Glassworks Square and walkways through the covered arcade.

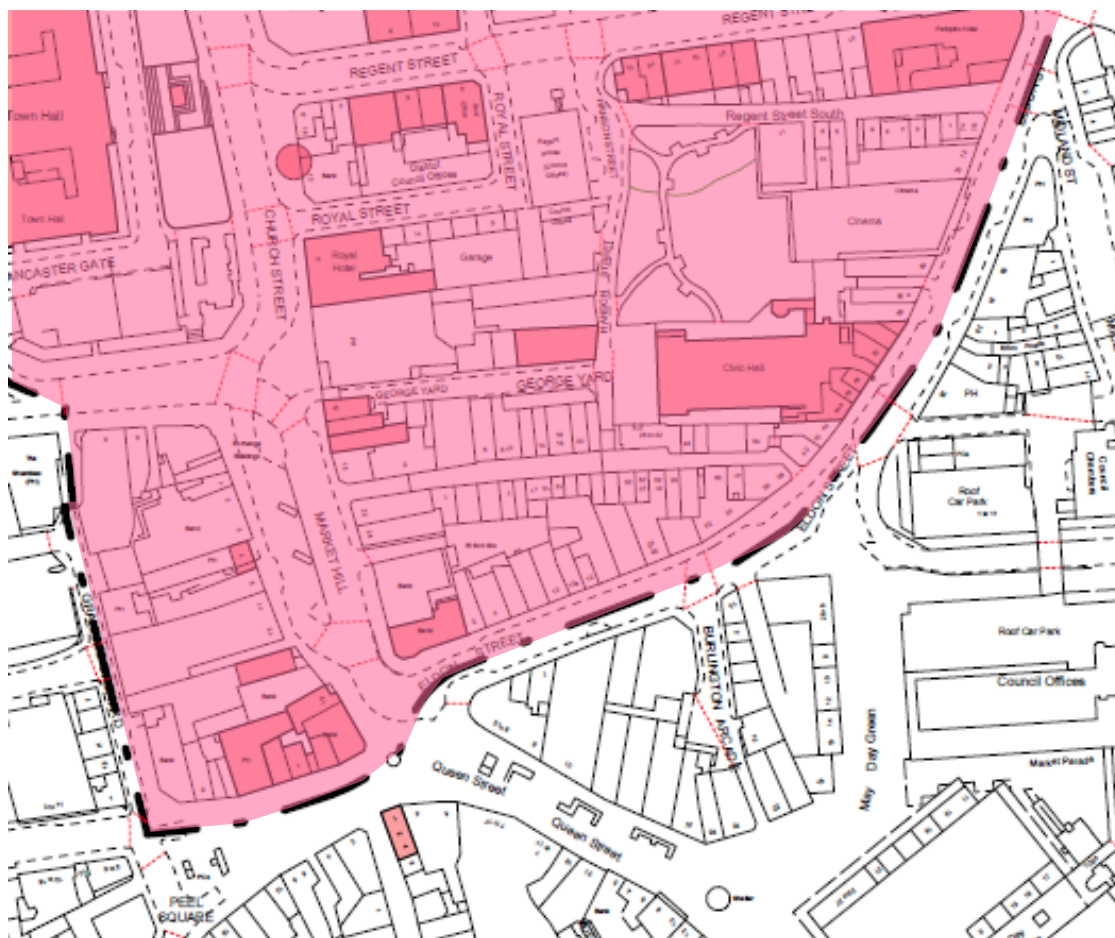
- 2.5 Alongside street furniture (such as advertisements, lights, bollards, bins etc) the Site includes a number of structures including market stalls and a stand-alone disabled toilet on Queen Street.
- 2.6 The Site is predominately hard landscaped and at present lacks significant soft landscaping.

SITE CONTEXT

- 2.7 The Site consists of streets and public spaces within a town centre location. The Site provides pedestrian access to a number of retail, leisure and commercial properties including those along Queen Street and Peel Square, which are identified as principal retail streets.
- 2.8 The Site extends to include some vehicular routes, including Kendray Street, Eldon Street and Midland Street. Servicing access for adjoining uses are primarily taken from dedicated servicing bays to the rear of each property.

HERITAGE ASSETS

- 2.9 The Site is located in close proximity to a number of heritage assets, including:
- Grade II listed The White Hart Public House;
 - Grade II listed 1 and 3 Peel Square;
 - Grade II listed Yorkshire Bank (two separate listings);
 - Grade II listed 15 Market Hill; and,
 - Grade II listed the Civic Hall.
- 2.10 The Site is partially located within the Regent Street/Church Street/Market Hill Conservation Area, which is predominately located to the north of the Site's boundary. An extract of the Conservation Area map is provided below.



PLANNING HISTORY

2.11 Planning applications and permissions relevant to the proposed development include:

- Ref. 2017/0586 – In September 2017 consent for a mixed use development of land adjoining Barnsley Markets following demolition of part of existing market hall and multi storey car park to provide new retail/food and drink (Use Classes A1, A3), cinema and leisure use (Use Class D2), new multi storey car park and service road, with access to/from Lambra Road was granted at Planning Committee;
- Ref. 2017/0135 – In April 2017 a further reserved matters application which included details on the redevelopment of the Metropolitan Centre was approved by the LPA;
- Ref. 2016/0924 – In October 2016 the first reserved matters application was approved for the development of the Library (Phase 1a);
- Ref. 2015/0966 – In October 2015 planning permission was granted to facilitate the relocation of the markets during the redevelopment of the wider scheme; and,

- Ref. 2015/0549 – In July 2015 outline consent was granted for a mixed use development of Barnsley Markets and adjoining land following demolition of existing offices, bridge, part of existing market hall and multi-storey car park to provide a replacement refurbished retail / market floorspace, new retail / food and drink (Use classes A1, A3, A4), a cinema (Use Class D2), a library (Use Class D1), and new public open space, access road and associated servicing arrangements, car parking and a pedestrian footbridge across the adjacent railway to the site of the former CEAG building.

3 PROPOSED DEVELOPMENT

3.1 This planning application proposes the redevelopment of public spaces within Barnsley Town Centre, including: Cheapside, Eldon Street, Midland Street, Kendray Street, May Day Green, Queen Street and Peel Square.

3.2 The full description of development on the planning application form is:

"Erection of permanent structures and associated public realm works"

3.3 The proposals reflect consultations and input from key stakeholders. An overview of the proposed development is provided by area below.

GLASSWORKS SQUARE

3.4 Glassworks Square will be a new civic space which will be located in the centre of Glassworks development. Glassworks Square will include terraced steps from the Interchange up to the Main Square and a cascading water feature which will run from the centre to the north-east of the square.

3.5 The square will also include outdoor dining areas adjacent to ground floor retail and leisure units and market structures which will be located along the southern boundary. Both features will introduce different types of activity to the square and encourage visitors to dwell longer.

3.6 The square will also include a one way service route, which will ensure that existing and proposed units can be serviced.

HIGH STREETS AND OUTDOOR MARKET

3.7 The proposals seek to enhance the quality of the public realm along Cheapside, Queen Street, Eldon Street, Kendray Street and Midland Street. Along Queen Street and Cheapside the development will include new market stall structures which will be arranged to allow for movement between them and existing properties. The redeveloped Queen Street and Cheapside will provide a route to allow for service vehicle access.

3.8 The proposed development seeks to make Midland Street a one-way street to allow service and emergency vehicle access with the footpaths widened to accommodate pedestrians, landscaping and benches. The proposed development seeks to relocate taxi pick-up and drop-off from Midland Street to Eldon Street and create designated loading bays for existing and proposed businesses.

PEEL SQUARE

- 3.9 The proposed development seeks to enhance the historic town centre by removing market stalls and street furniture to improve its importance and the setting of listed buildings. The existing underground Victorian toilets are permanently closed to the public and above ground structures removed to create a simple, flexible public space which can accommodate pop-up markets and events.

GLASSWORKS COVERED SHOPPING ARCADE

- 3.10 The arcade will be covered in its entirety with a glazed roof, which will maximise the amount of natural light. Street furniture will also be provided, consisting of benches, planting boxes and litter bins.

SUMMARY

- 3.11 The proposed development seeks to erect a number of permanent market stalls within redeveloped public spaces alongside enhancements to the wider public realm, with significant enhancements at Peel Square and Midland Street.

4 PLANNING POLICY

- 4.1 This section seeks to identify key planning policies relevant to the determination of this planning application.

NATIONAL POLICY

National Planning Policy Framework (NPPF)

- 4.2 On 27 March 2012 the Government published the National Planning Policy Framework (the 'Framework'). The Framework is a material consideration in the determination of planning applications.
- 4.3 The Framework sets out that the statutory status of the Development Plan is the starting point for decision making. It advises that proposed development that accords with an up-to-date Local Plan should be approved, and proposed development that conflicts should be refused unless other material considerations indicate otherwise.
- 4.4 The overall emphasis of the Framework is to reiterate the Government's key objectives of facilitating economic growth and securing sustainable development. These overarching policies seek to integrate the needs of planning and transport whilst focusing development in the most appropriate locations, thereby protecting and enhancing the environment.
- 4.5 Central to the Framework is a presumption in favour of sustainable development and the need for the planning system to support economic growth in line with the Planning for Growth Ministerial Statement. Paragraph 14 sets out the presumption in favour of sustainable development and the application of the policy for decision making. It states:
- 4.6 "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.
- 4.7 For decision-taking this means:
- "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.
- Approving development proposals that accord with the development plan without delay; and,

- Where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless:
 - Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or,
 - Specific policies in this Framework indicate development should be restricted”.

4.8 In addition, the Framework lists 12 core planning principles which should underpin the approach Councils adopt toward both plan-making and decision-taking. These include the importance of proactively driving and supporting sustainable economic development, in order to deliver the thriving local places that the country needs, and responding positively to wider opportunities for growth.

4.9 The Framework seeks to secure high-quality design and a good standard of amenity. The Framework’s objectives seek to actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and to focus sustainable development in locations which are or can be made sustainable.

4.10 It also states that LPAs should 'at every level' seek to approve applications for sustainable development where possible by working proactively with applicants to secure developments that improve the economic, social and environmental conditions of the area. The remainder of this section summarises key aspects of the Framework of relevance to the application proposals.

Good Design

4.11 Paragraph 56 states the Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.

4.12 Paragraph 58 sets out that planning decisions should ensure developments add to the overall quality of the area and establish a strong sense of place. Development should also create safe and accessible environments which are visually attractive as a result of good architecture and appropriate landscaping.

Heritage

4.13 Paragraph 128 sets out that LPA's should require an applicant to consider the significance of heritage assets affected by development, including any contribution made by their setting.

4.14 Paragraph 131 of the NPPF sets out that in determining planning applications, LPAs should take account of:

- The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- The positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and,
- The desirability of new development making a positive contribution to local character and distinctiveness.

4.15 Paragraph 137 states LPAs should look for opportunities for new development within Conservation Areas and World Heritage Sites and within the setting of heritage assets to enhance or better reveal their significance.

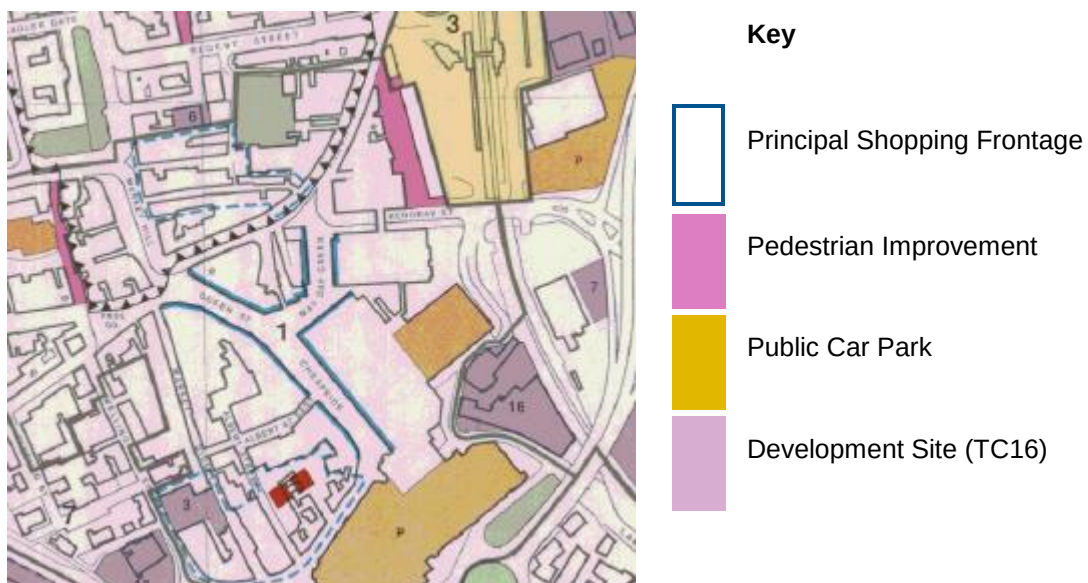
DEVELOPMENT PLAN

4.16 The Development Plan for Barnsley Metropolitan Borough Council ('BMBC') includes the Core Strategy (adopted September 2011), Saved Policies of the Barnsley Unitary Development Plan (adopted 2000) and Neighbourhood Plans.

4.17 BMBC is in the process of producing a new Local Plan for the borough. A public examination into the Local Plan concluded in October 2017. In January 2018 a consultation for the Local Plan Examination started. The consultation will close on March 12th 2018 and Stage 4 hearing sessions will be held in April 2018. The examination is being held in stages and policies for Barnsley Town Centre were examined at Stage 2. The emerging Local Plan is a material consideration in the determination of planning applications in the Borough.

SITE ALLOCATION

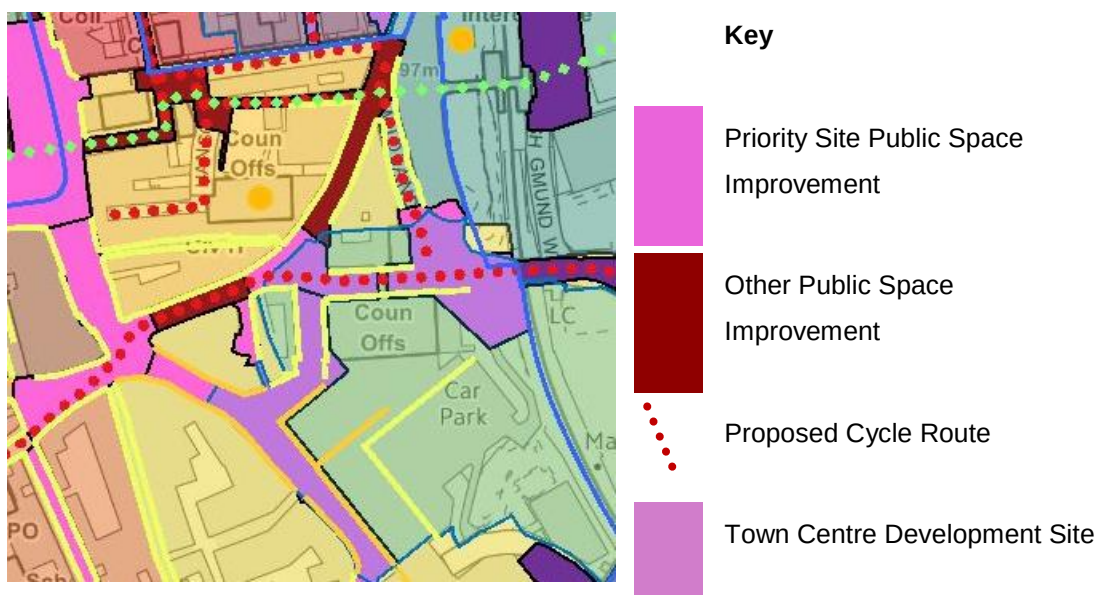
4.18 The adopted Local Plan allocates part of the Site for pedestrian improvements and identifies a public car park. Buildings fronting Queen Street and Cheapside are allocated as Principal Shopping Frontages. Part of the Site is allocated for redevelopment (Site TC16). An extract of the UDP Town Centre Proposals Map is provided below.



4.19 The Site has a number of allocations in the emerging Local Plan, including:

- Priority site for public space improvement;
- Other public space improvement area; and,
- Development Site ('Better Barnsley').

4.20 The Site is also dissected by a proposed cycle route. An extract of the emerging Local Plan Proposals Map is provided below:



RELEVANT ADOPTED POLICY

- 4.21 Core Strategy Policy CSP29 ('Design') sets out design principles for development. High quality development should respect, take advantage and enhance the distinctive features of Barnsley, including its views, vistas, heritage, townscape and landscape character. Development should contribute to place marking and be of high quality and help transform the character of physical environments that have become run down and are lacking in distinctiveness. Development should also create attractive, sustainable and successful neighbourhoods.
- 4.22 Core Strategy Policy CSP30 ('The Historic Environment') states that development which affects the historic environment and heritage assets and their settings will be expected to protect or improve their character and/or appearance.
- 4.23 Core Strategy Policy CSP31 ('Town Centres') identifies Barnsley Town Centre as the dominant Town Centre in the borough and aims to maintain and enhance the vitality and viability of the centre. Supporting justification sets out that a Town Centre AAP will be produced to encourage investment in the Town Centre and that a key strategic direction for the Town Centre is the Barnsley Markets Project, which will provide residents with an exciting place to shop, socialise and be entertained. Supporting text also states that the development will also offer a large public space for performances and events and other areas will be landscaped to a high quality, providing improved public realm and connectivity in the Town Centre.
- 4.24 Saved UDP Policy GS1 states that the Council will continue to promote environmental improvements throughout the Borough. Priority will be given to schemes within Barnsley's Regeneration Area.
- 4.25 Saved UDP Policy BE5 states that the Council will seek to enhance the environmental quality of existing housing, commercial and industrial areas.

RELEVANT EMERGING POLICY

- 4.26 Emerging Local Plan Policy D1 ('Design') sets out that high quality development will be expected to take advantage of and reinforce the distinctive character and features of Barnsley, including key views, vistas, heritage, townscape and landscape character. The policy aims to ensure development contributes to place making and be of a high quality to help transform physical environments that have become run down and are lacking in distinctiveness. Policy also states that development should enable all people to gain safe and convenient access for all.
- 4.27 Emerging Local Plan Policy HE1 ('The Historic Environment') sets out that proposals which conserve and enhance the setting of the borough's heritage assets will be supported.

- 4.28 Emerging Local Plan Policy BTC3 ('Public Spaces') sets out new development should make a positive contribution to public spaces through its design, siting and use of materials. The creation of new public spaces and improvements must be made in accordance with the Barnsley Town Centre Public Spaces Strategy.
- 4.29 Emerging Local Plan Policy BTC4 ('Improving Public Spaces') sets out that new developments must include proposals to improve public spaces. The type of improvements which are considered appropriate will be determined using the Barnsley Town Centre Public Spaces Strategy.
- 4.30 Policy BTC12 ('The Markets Area District') allows for uses which will support the liveliness and economic strength of the Town Centre.

MATERIAL CONSIDERATIONS

The Barnsley Town Centre Public Spaces Strategy (2010)

- 4.31 The Barnsley Town Centre Public Spaces Strategy (2010) provides a clear strategy for public spaces in the Town Centre, identifying existing conditions, future improvements and suggesting recommendations for materials, street furniture, public art and planting.
- 4.32 The Barnsley Town Centre Public Spaces Strategy (2010) identifies Queens Street, Cheapside and May Day Green as significant pedestrian focused streets with high levels of pedestrian activity and Eldon Street as a vehicular focused street of 'town significance'. Midland Street and Kendray Street are identified as vehicular routes with local significance.
- 4.33 The Strategy aims to attract inward investment to the Town Centre, creating new jobs and businesses. Key themes of the strategy include: encouraging more visitors and user groups, increasing activity and diversity, innovation and ease of movement. The Strategy aims to create user friendly, comfortable and clutter free spaces with the strategic aims of delivering a high quality environment for the markets and ensuring the longevity of the Town Centre as a retail destination.

5 PLANNING ASSESSMENT

- 5.1 This section sets out how the proposed development complies with relevant Development Plan and national policies.

ALLOCATION

- 5.2 The proposals seek to enhance the streetscape and public spaces for the benefit of the public. It is considered that the development is in accordance with emerging Local Plan Policy BTC4, which promotes public realm enhancements at a number of key locations within the boundary of the application.

DESIGN

- 5.3 The Design and Access Statement sets out how the proposed development will enhance the quality of the public realm through a well-considered design which takes inspiration from the wider landscape. The design of the proposed development is influenced by the nearby Peak District and its forms of hard and soft materials. The interaction between different elements of the natural environment within the Peak District has influenced the layout of the proposed development.
- 5.4 The proposed development seeks to create a universally accessible public realm which is safe and convenient for all users at all times. The Design and Access Statement provides full details on how the development will improve safety for all users, including physical measures such as the use of tactile paving and hazard warnings near steps. The proposed development will also improve safety by encouraging activity (such as events and pop-up markets) throughout the day and evening, meeting the needs of all users, including families and children.
- 5.5 The proposal represents a high quality scheme which will transform the character of the Town Centre environment and is therefore in accordance with Policy CSP29.
- 5.6 The proposed investment seeks to enhance the appeal of the Glassworks development and existing areas within the wider Town Centre for shopping, leisure to both residents and tourists which in-turn will have positive impacts on the local economy. As the proposals seek to improve the economic strength of the Town Centre the development complies with Emerging Policy BTC12.
- 5.7 It is considered that the proposals constitute high quality development. As the proposals will enhance the Town Centre, be inclusive and reinforce local distinctiveness and character the development complies with Core Strategy Policy CSP29 ('Design'), Emerging Local Plan Policies D1 ('Design'), BTC3 ('Public Spaces') and Policy BTC4 ('Improving Public Spaces') and the relevant sections of the Framework.

HERITAGE

5.8 There are a number of designated heritage assets in the immediate surrounding area, including:

- Grade II listed The White Hart Public House;
- Grade II listed 1 and 3 Peel Square;
- Grade II listed Yorkshire Bank (two separate listings);
- Grade II listed 15 Market Hill; and,
- Grade II listed the Civic Hall.

5.9 The Site is partially located within the Regent Street/Church Street/Market Hill Conservation Area, which is predominately located to the north of the Site's boundary.

5.10 The proposed development does not seek to alter or remove any designated heritage assets. The main concentration of designated heritage assets is located at Peel Square, where the proposed development seeks to remove the existing market stalls, public toilets and street furniture. It is considered that the proposal will enhance the setting of each asset. As the approach taken by the proposed development will cause no harm to the setting of nearby heritage assets, the proposals are considered to accord with Policy CSP30, emerging Policy HE1 and the Framework.

ACCESS

5.11 The Design and Access Statement, prepared by IBI, demonstrates that the enhancement of the public spaces will ensure that there is universal access to and from the new Glasswork's development and the Transport Interchange. The proposed development seeks to maintain easy pedestrian access between the Site and surrounding parts of the Town Centre and ensure provision for servicing and emergency vehicles is appropriate.

5.12 It is understood that service vehicles will have restricted access to Midland Street from Eldon Street. The proposals include dedicated service routes whilst maintaining existing arrangements for market traders. Vehicular movements have been tested with vehicle tracking software.

SUMMARY

5.13 The proposed investment within the Town Centre will create a high quality public realm which will have significant benefits for Town Centre's economic performance. The enhancements to the public realm are the result of extensive consultation with local stakeholders and will create distinctive and accessible spaces and streets which will also have benefits for the wider built

environment, which includes but is not limited to enhancing the setting of a number of designated heritage assets.

- 5.14 Given the above, the proposed development is considered to comply with policies at national and local level contained within the Development Plan and the Framework.

6 CONCLUSION

- 6.1 This Planning Statement has been prepared by HOW Planning on behalf of our client Barnsley Metropolitan Borough Council in respect of a full planning application for public realm improvement works relating to the Glassworks development and surrounding areas, including Cheapside, Eldon Street, Midland Street, Kendray Street, May Day Green, Queen Street and Peel Square.
- 6.2 The proposed development will include new paving surfacing, wall and seating structures, water features, tree and shrub planting and permanent market structures to replace the existing market stalls. The proposed public realm works within this application are associated with the Glassworks development, a retail and leisure-led development that includes a new cinema, shops and restaurants alongside a new library and community space.
- 6.3 The full description of development on the planning application form is:

"Erection of permanent structures and associated public realm works"

SUMMARY

- 6.4 Paragraph 14 of the NPPF sets out that the presumption in favour of sustainable development is central to the Framework and that the planning system should support economic growth.
- 6.5 The proposed investment within the Town Centre will create a high quality public realm which will have significant benefits for Town Centre's economic performance. The enhancements to the public realm are the result of extensive consultation with local stakeholders and will create distinctive and accessible spaces and streets which will also have benefits for the wider built environment, which includes but is not limited to enhancing the setting of a number of designated heritage assets.
- 6.6 Given the proposed development complies with relevant national and local policies and is acceptable in policy terms we respectfully request that the planning application is approved without delay.

This report has been prepared by HOW Planning LLP, with all reasonable skill, care and diligence. The scope of this report is subject to specific agreement and has been prepared solely for the benefit of our Client and should not be relied upon by any other party. Any third parties that use this information do so at their own risk. HOW Planning LLP accepts no responsibility for information contained within this report that has been independently produced or verified.

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