

August 2011

Design and Access Statement

In support of a temporary change of use application

Barnsley Markets – Temporary Relocation of Outdoor Market Stalls

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1.0 Introduction

Objectives

1.01 Barnsley MBC in partnership with the 1249 Regeneration Partnership LLP have produced this Design and Access Statement to accompany the application for a temporary change of use approval for Cheapside, Queen Street, May Day Green and Peel Square at Barnsley, South Yorkshire.

1.02 This statement should be read in conjunction with the accompanying documents, particularly the planning application drawings and in conjunction with application number 2011/0714 for the redevelopment of the existing markets site and the Metropolitan Centre complex.

1.03 The purpose of this statement is to provide additional background detail to the change of use planning application.

Approach

1.04 In order to consider and explain the principles and concepts that have been applied to particular aspects of this proposal, this statement is divided in the following sections:

Section 1: Introduction

Outlines the background and the purpose of the document.

Section 2: Assessment

An assessment of the site and its surroundings.

Section 3: Involvement

Outlines the consultation process with relevant stakeholders.

Section 4: Evaluation

Identifies the site constraints and opportunities in order to establish the design parameters for the project.

Section 5: Design Proposals

Presents the design proposals including the layout of the stalls and the stall design.

Section 6: Access

An assessment of the access arrangements for the temporary market stalls and the waste management strategy.

Section 7: Conclusion

Provides an overview of the proposals.

Background

1.05 Barnsley is a former industrial town with its heritage deeply rooted in the coal and glass making industry. During Victorian times Barnsley experienced huge growth and made a name for itself as a thriving Market Town. The town has suffered from the consequences of the decline of the coal industry in the 20th century; however widespread regeneration and land reclamation programmes in some of the worst affected communities and the urban centre have begun to tackle the legacy of the decline.

1.06 In 2003 Barnsley became a 'Renaissance Town' under the Yorkshire Forward funded Renaissance Towns Initiative. This provided a strategic Development Framework (SDF) for the regeneration of the town centre with a vision of becoming 'Barnsley a 21st Century Market Town'. Several key elements of the SDF have now been delivered including the Transport Interchange, Digital Media Centre, The Civic & Mandela Gardens, Westgate Plaza One and Gateway Plaza. The redevelopment of the heart of the town centre to provide new retail/leisure opportunities and a new market is central to the continuation of this vision and the future development of the town.

1.07 Barnsley Market has traded continuously for over 760 years and has a notable reputation within the region. The existing market buildings include an indoor market, meat and fish market, semi open market and open market all of which are housed in and around a 1960's complex of buildings. It is essential for the vitality of Barnsley Town Centre to create a new retail and market area. A planning application for this redevelopment has been submitted (Application 2011/0714).

1.08 To enable the redevelopment of the existing markets site which covers approximately one third of Barnsley Town Centre a phased development approach is required.

1.09 Phase One will include the demolition of the former Central Offices building, former Littlewoods unit including adjacent units on May Day Green and the existing open market. The semi open market, the meat and fish market, the indoor market and Metropolitan Centre will continue to operate in their existing locations. Upon completion of phase one the semi open market, the meat and fish market, and the indoor market will be relocated into a new market building at the top of May Day Green and along Kendray Street.

1.10 To enable the phase one works to be completed the existing open market needs to be relocated. Several options have been considered with the most appropriate being the temporary relocation of Market Stalls on to the pedestrian precinct in Cheapside and Queen Street.

Fig 1.1 Map of Barnsley

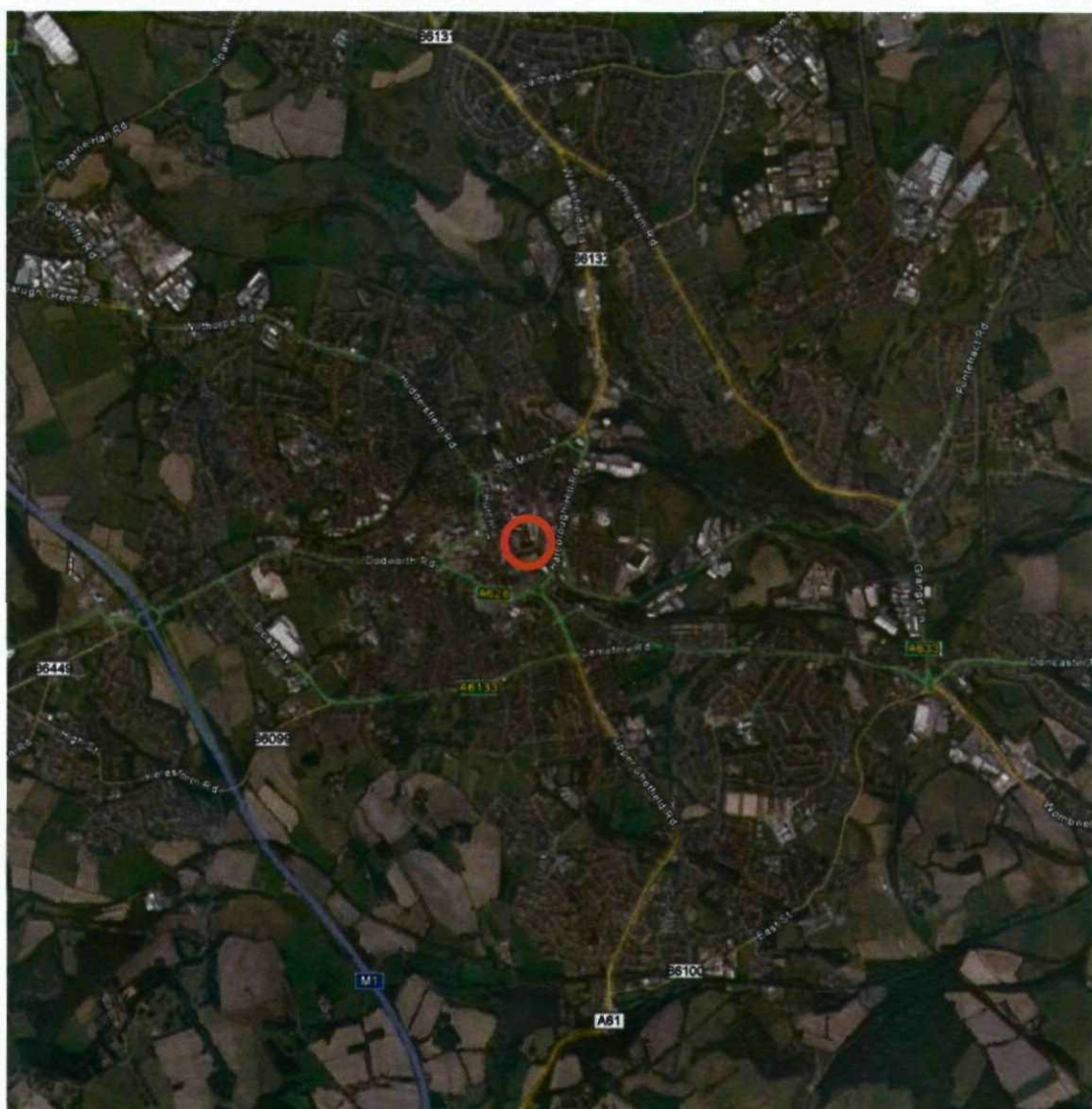
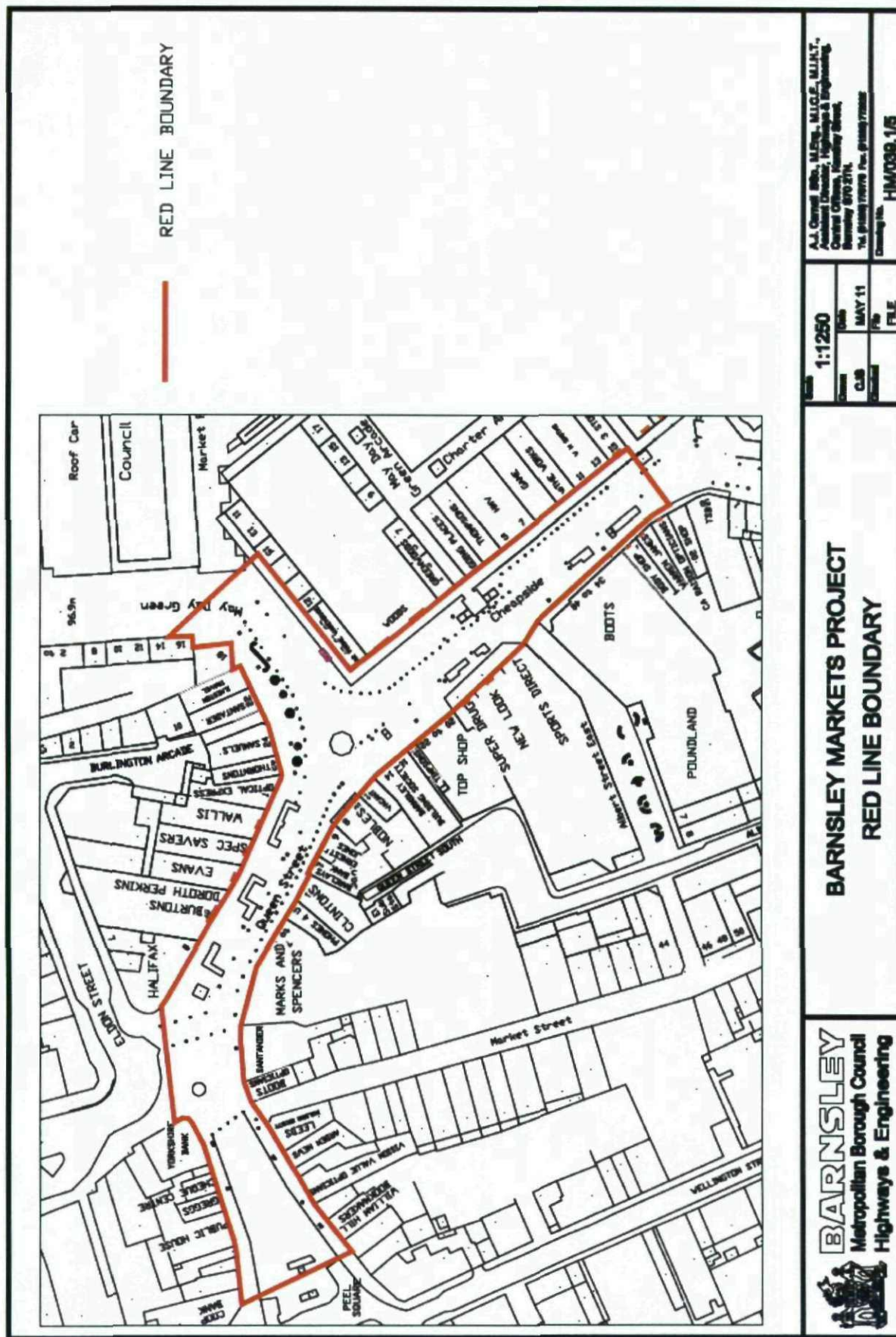


Figure
1.2
Project
Boundary



2.0 Assessment

Site Description

2.01 The site is located in Barnsley Town Centre. Barnsley is a large market town within the administrative area of Barnsley Metropolitan Borough Council (BMBC) in South Yorkshire.

2.02 The main part of Barnsley town centre was constructed during the 1960s, and as with many other town centres, has become less aesthetically pleasing over time. The area around Cheapside and May Day Green, which is known as the Metropolitan Centre, is home to the markets as well as many national high street chains. Barnsley Market is one of the most popular markets in the region with a notable reputation and over 760 years of continuous trading.

2.03 The site of the proposed temporary market stalls is the pedestrian precinct including Cheapside, Queen Street and Peel Square. To the east of the site is the existing markets and metropolitan centre complex and to the south is the Mall shopping centre. The total site area comprises 0.036 hectares.



Fig 1.3 Cheapside

Figure 1.4 May Day Green / Cheapside Panorama view



Historic Context

2.04 Both Barnsley's industrial and market heritage is reflected in the history of the development of the site. The earliest maps available for review show the surroundings of the site consisting of industrial land use with foundries and gas works including gas holders as well as the cattle market along former Kendray Street.

2.05 Around the turn of the last century electricity works had been built on the site of "The orchard" (now the site of the Metropolitan Centre) and a tram line ran north to south from Eldon St into former Kendray St and turning South East into Cheapside to continue along Sheffield Road.

2.06 During the early part of the last century market use of the site clearly expanded while its industrial use declined. The gas works as well as the electricity works and the foundries disappeared over the years. The market area spreads further to the west where the Union Foundry was located and photographs of the time show a flourishing market area with open market stands, shops, public houses and hotels (see Fig2.5 to 2.7)

2.07 In the 1960s and 70s a large part of the buildings as well as the tramline and one of the two railway lines on the site were demolished and replaced with the Metropolitan Centre. It currently comprises the Market Halls with a small area of a semi-open market, retail units and disused Council offices. The street structure has been amended too and Kendray Street now runs east west replacing Queens Road to the north while May Day Green is extended northwards into Kendray Street.

2.08 The area adjacent to the site remains largely unchanged from then on, up to this date.



Fig 2.1 Cheapside looking North during construction of the current Metropolitan Centre in the 1970s

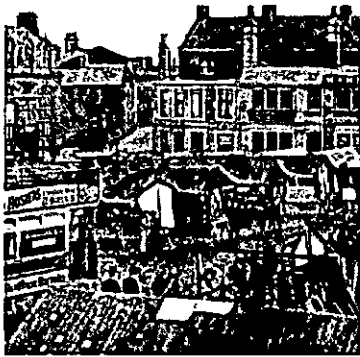


Fig 2.2 May Day green looking South West



Figure 2.3 Cheapside circa 1900



Fig 2.4 Queens St – Pre WWII

Physical Context

2.09 The existing site is public highway pedestrianised between the hours of 9.30am and 4.30pm with deliveries / loading permissible at specified times in accordance with the Traffic Regulation Order. Cheapside, Queen Street and Peel Square are within a built up urban area consisting of mainly retail premises.

2.10 The retail premises facing on to the east site are predominantly buildings from the late 1960's. To the west are a combination of older buildings plus infill developments from the 1960's and 1970's. The layout plans for the new temporary market have carefully considered the access requirements for the existing retail premises.

Social Context

2.11 It is considered that to keep a successful market trading during the potential disruption of the redevelopment process, the open market needs to be located in close proximity to the other market functions. There is no other alternative site available other than the pedestrian precinct which can achieve this objective.

2.12 The temporary location of the open market stalls in the pedestrian precinct should ensure that shopping patterns and spend remain in Barnsley Town Centre even throughout the redevelopment process. It is hoped that the arrangement can be beneficial to the retailers and market traders as well as visitors and shoppers.

Economic Context

2.13 By temporarily relocating the open market onto the pedestrian precinct Barnsley Town Centre will continue to attract shoppers to both the market and the existing retail premises. The redevelopment of the existing market site will expand the retail offer in the town centre and secure a prosperous future for Barnsley.

Planning Policy Context

2.14 The proposed development the subject of this application has been formulated in light of the relevant policies of the development plan (the saved policies of the Barnsley Unitary Development Plan [UDP] and the Yorkshire and Humber Regional Plan), and national planning guidance within

Government PPG's and PPS's, those considered to be of particular relevance to issues of design and access are set out below:

National Planning Guidance

PPS1: Delivering Sustainable Development (2005)

2.15 PPS1 sets out the Government's objectives for the planning system and states at paragraph 1 that: "Planning shapes the places where people live and work and the country we live in. Good planning ensures that we get the right development, in the right place and at the right time. It makes a positive difference to peoples lives and helps to deliver homes, jobs and better opportunities for all, whilst protecting and enhancing the natural and historic environment, and conserving the countryside and open spaces that are vital resources for everyone".

2.16 Draft National Planning Policy Framework

The NPPF calls for the promotion of the vitality and viability of town centres stating "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. Local planning authorities should:

- recognise town centres as the heart of their communities and pursue policies to support the viability and vitality of town centres"

Regional Planning Policy

The Yorkshire & Humber Regional Plan (2008) (On 6th July the Government announced the immediate revocation of Regional Spatial Strategies, however the policies that were previously relevant are listed below)

2.17 Policy SY1 provides the sub-area policy for South Yorkshire and seeks to transform the sub-regional town of Barnsley, particularly the town centre, to a vibrant, healthy, accessible, attractive and safe place where more people live, visit and work.

2.18 Policy E2 relates to town centre and major facilities and states, inter alia, that development, environmental enhancements and accessibility improvements should take place to create a distinctive, attractive and vibrant sense of place and identity for each centre.

Local Planning Policy

Saved Policies of the Barnsley UDP (2000)

2.19 Policy BE5 relates to the improvement of existing areas of poorer quality built environment and states that the Council will seek to enhance the environmental quality of existing housing, commercial and industrial areas.

2.20 Policy BE6 relates to design standards and seeks to achieve good design for all types of development in terms of, inter alia, layout, scale, landscaping, design detailing, materials and context.

2.21 Policy TC20 seeks to maintain high standards of design and materials for new development in the town centre, including the replacement of poor quality buildings, where appropriate.

2.22 The Barnsley Core Strategy has now been through the examination in public and is likely to be adopted in September. Core Strategy Policy 31 Town Centres, states that "Barnsley Town Centre is the dominant town centre in the Borough. To ensure it continues to fulfil its sub regional role the majority of new retail and town centre development will be directed to Barnsley town centre"

3.0 Involvement

Approach

3.01 A wide ranging series of consultations have taken place during the design of the Barnsley Markets scheme as a whole. These have been held with various key stakeholders including other important bodies such as: Barnsley Council Design Review Panel; Independent Design Review Panel; The Market Traders Federation and the general public.

3.02 The consultation on the design of the Barnsley markets scheme has included Briefings, workshops, Independent Design Reviews, meetings with Market Traders and a public consultation event.

3.03 With regard to the relocation of the Open Market into the pedestrian precinct each of the businesses affected by the proposals will be invited to a briefing event to discuss any concerns. Similar events were held 3 years ago when this proposal was first considered. The feedback from previous events has been taken on board and informed the current planning application. The previous application 2008/0893 was approved by planning, this application has some minor revisions but is the same in principle.

3.04 All businesses affected by the proposals will be supplied with an information pack including contact details for the project lead.

3.05 A meeting will be held with the market traders affected by this proposal their comments from the previous planning approval have also been considered in the completion of this application.

3.06 The Fire Brigade and South Yorkshire Police have also reviewed the proposals and are supportive of the final stall layout and design.

3.07 It should be noted that given the constraints of emergency access through the precinct, the access requirements for the existing retail units and the hoarding line required for the construction of the new development, there were only a limited number of potential locations for the temporary market stalls to be positioned in.

4.0 Evaluation

The requirements

4.1 The proposed plans for the redevelopment of the existing markets and Metropolitan Centre complex can only be progressed by the demolition of the existing open market.

4.2 A process was undertaken to establish the most suitable temporary location for the open market during the demolition and redevelopment construction works.

Constraints & opportunities

4.3 Constraints

- The need to relocate the existing market for the duration of the construction work
- The limited space available for a temporary market within the retail centre
- *The impact on existing retailers from having stalls in the precinct*
- The loss of one existing tree

4.4 Opportunities

- Relocation of the outdoor market allows the redevelopment of the existing site to commence
- Creates a critical mass of retail opportunities in the pedestrian precinct
- Retains shoppers in the town centre and strengthens economic viability
- Once the redevelopment scheme is completed Cheapside and Queen Street will have significant public realm improvements

5.0 Design Proposals

Introduction

5.1 A number of options have been considered as to the best way provide and service a temporary market in Barnsley Town Centre. The proposed designs provide the most cost effective and workable solution for the temporary period.

5.2 Once the main project is completed the outdoor market will be relocated to its new home at the top of May Day Green adjacent to the new market building. New stalls designed to fit with the new market building will be provided and the temporary stalls will be reused in other parts of the Borough or sold.

Figure 5.0 Artist impression of new indoor and open markets May Day green / Kendray Street



Top of Kendray Street looking East
CZWG | Holder Mathias

Stall Design

5.3 The proposed temporary stalls are a simple traditional market stall design. Each stall comprises a metal frame with a wooden trading board. The boards are designed to be securely fastened in an upright position. This feature will be utilised when the stalls are not in use (none market days and on any stalls not let on trading days). This will prevent people sitting on stalls and littering around areas not in use and prevent removal of boards by traders and storing of them outside the stall footprint. This will also facilitate efficient cleaning under stalls when not in use and at the end of the trading day and allows shoppers greater access to stores when stalls not in use.

5.4 Each stall will have a striped canvas canopy over the top and sides, and a clear plastic back cover for use during bad weather and a striped base cover.

5.5 It is proposed that each stall with be moveable if required allowing stalls to be completely removed if not let on a long term basis.



Figure 5.1 Proposed Temporary market stall

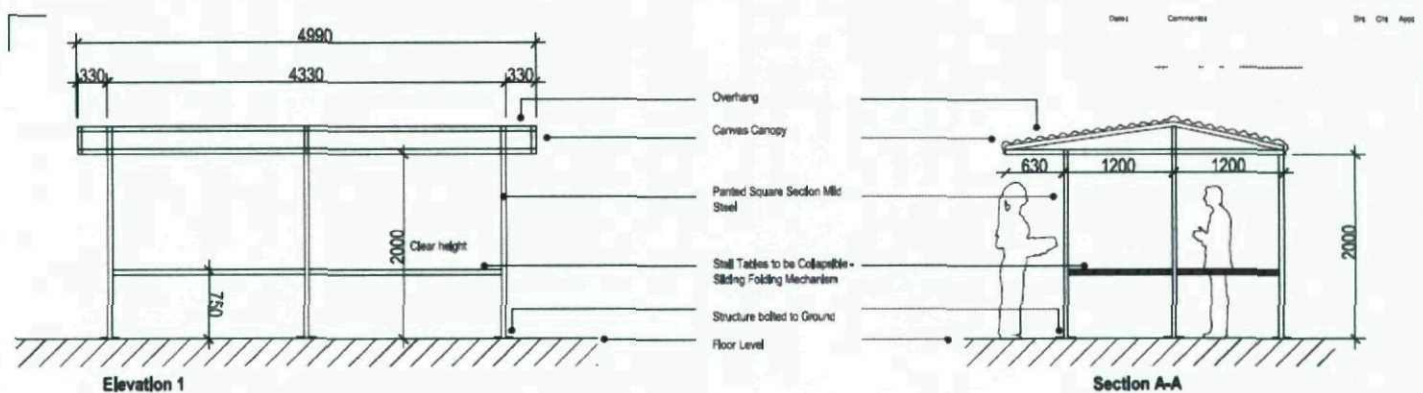


Figure 5.2 Elevation & section of proposed market stall

6.0 Access Proposals

Access & Servicing Strategy

6.1 Each stall has a dedicated loading bay which can only be used within the times set by the existing Traffic Regulation Order (Before 9.30am and after 4.30pm)

6.2 Areas between stalls to be kept clear at all times to facilitate easy access between shops.

6.3 Traders will only be allowed to display/store goods within the footprint of the stall, building out from the stall footprint is strictly forbidden.

6.4 Stalls will be regularly inspected in order to maintain appearance and safety standards.

Waste Management Strategy

6.4 During and at the end of each day trading waste will be collected from the market stalls and removed to the disposal point by the Town Centre Services Team.

6.5 General litter and trader waste will be managed to ensure no detrimental effect on the businesses within the Town Centre.

6.6 Market traders will be instructed to strictly control their refuse and contain it within the confines of their stall until it is removed.

6.7 Additional litter bins have been installed to further enhance and ensure cleanliness.

6.8 Any food waste (animal bi-products), generated by market stalls will be separated from general waste and taken from site for incineration.

6.9 All cardboard will be separated and recycled.

6.10 Waste wood will be stored in an appropriate container and removed upon collection of sufficient weight.

7.0 Conclusions

7.1 The proposals set out the only viable option for the temporary relocation of the outdoor market to allow the redevelopment of the existing markets and metropolitan centre complex.

7.2 This application is a resubmission of a previously approved application (2008/0893) with some minor amendments reflecting changes to the site hoarding line for the redevelopment scheme and the suitability of the proposed locations for the market stalls.

Design Objectives

7.3 The proposed design is considered to be the best approach for a temporary market providing a stall that meets the needs of both the market traders and existing retailers.

7.4 The access and servicing requirements of all town centre users can be accommodated within this proposal.

7.5 The continued location of the market within the retail heart of the town was considered to be of the utmost importance by the Market traders in previous consultations.

7.6 Support for the proposed layout and design of the stalls has been gained from both the Police Architectural Liaison Officer and the Emergency Services.

7.7 The scheme layout has been designed by BMBC Highways & Engineering as the Highway Authority.

Conclusion

7.8 The temporary relocation of the open market is essential to both the redevelopment of the existing markets and Metropolitan Centre complex and the economic viability of the Town Centre.

7.9 Whilst other options have been considered, the relocation of the temporary market on to Cheapside, Queen St, May Day Green and Peel Square is considered to be the most appropriate.