



Supporting Planning Statement Jumble Lane Crossing, Kendray Street

July 2018

Contents

1. Introduction 1

2. The Application Site2

3. Proposed Development.....4

4. Planning Policy.....6

5. Planning Assessment 11

6. Conclusion 13

Appendices

- Appendix I Supporting Documents
- Appendix II Planning History

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For and on behalf of GVA HOW Planning

1. Introduction

1.1 This Supporting Planning Statement ("SPS") has been prepared by GVA HOW Planning ("GVA HOW") on behalf of our client Barnsley Metropolitan Borough Council ("BMBC") in respect of a full planning application for the erection of a new public footbridge over Network Rail infrastructure (Jumble Lane Crossing) at Kendray Street, Barnsley.

1.2 The proposed development will create a safe pedestrian and cycle access over railway infrastructure and act as a replacement for the existing pedestrian crossing which is due to close in late 2018.

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

"Demolition of existing structures, erection of a new pedestrian footbridge and associated works"

1.4 This SPS addresses the relevant national and local planning policy and other material considerations and sets out the planning justification for why the proposals represent sustainable development and should be approved without delay.

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

1.6 A full list of supporting documents is provided at **Appendix 1**.

1.7 This statement is structured as follows:

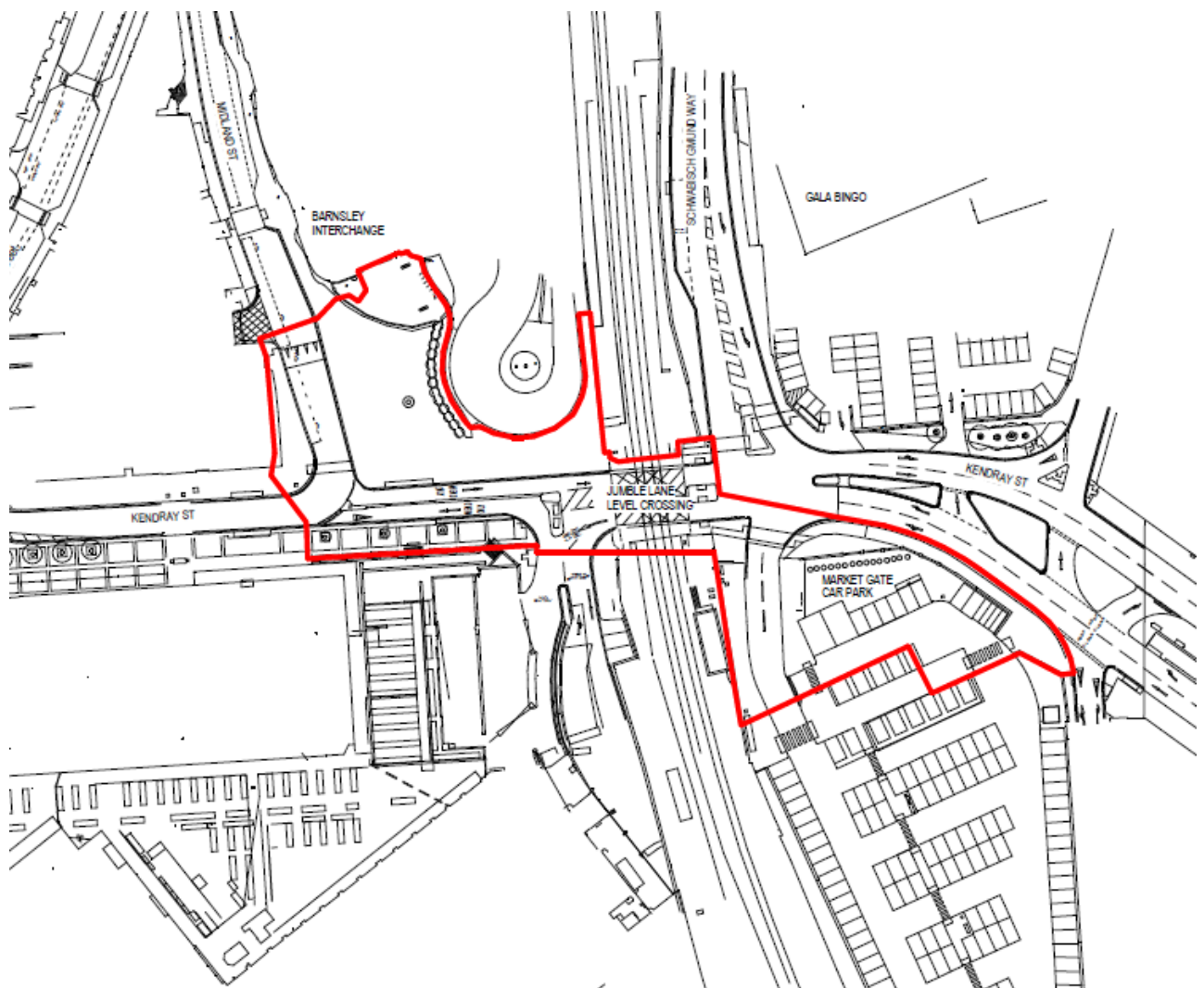
- Section 2 identifies the Site, its context and planning history;
- Section 3 provides an overview of the proposed development;
- Section 4 identifies relevant local and national planning guidance;
- Section 5 assesses the proposed development against planning policy; and,
- Section 6 concludes this Statement.

2. The Application Site

- 2.1 This chapter discusses the Site's location, characteristics and sustainability credentials. It provides a brief description of the Site's current status and physical attributes.

The Site

- 2.2 The Site is located on Kendray Street, which is a primary access into Barnsley Town Centre from the east. The Site extends to include areas of public highway, the Jumble Lane Crossing and a surface car park, located on the eastern part of the Site. The Site is in close proximity to Barnsley Interchange and extends to include areas of public realm.
- 2.3 A record of the Site's planning history is provided by **Appendix 2**. An extract of the Site Location Plan is provided below.



Site Context

- 2.4 The Site is in close proximity to Barnsley's train and bus stations, which are located to the north of the Site. The current pedestrian highway is the primary route from Barnsley Town Centre to Oakwell Stadium and the Metrodome Leisure Complex and accommodates a level crossing and signal box.
- 2.5 The Site, and this planning application, forms part of a wider regeneration strategy for Barnsley Town Centre, which will see significant investment delivered in Market Place and public spaces throughout the Town Centre, including Kendray Street, Eldon Street and Midland Street.

3. Proposed Development

3.1 This full planning application proposes the erection of a footbridge across Network Rail infrastructure at Kendray Street. The Site extends to include public highway and land currently in use for the Jumble Lane crossing, which will cease operations in late 2018.

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

"Erection of a new pedestrian footbridge and associated works"

3.3 The proposals reflect consultations and input from key stakeholders.

Circumstance

3.4 The current Jumble Lane Crossing on the Site is one of the most dangerous level crossings within the United Kingdom and follows Network Rail's drive to reduce risk by making the crossing obsolete. The crossing is frequented by users who travel between Barnsley Town Centre and attractions to the east, primarily Oakwell football stadium and the Barnsley Metrodome. On match days, the crossing is used by thousands of football fans who arrive to football games by national rail and local bus services.

3.5 The existing signal box and crossing will be closed by Network Rail in March 2019, regardless of the outcome of this planning application. The proposed bridge will be completed in Quarter 4 2019.

3.6 To ensure that access to and from the Town Centre is not impeded for users a temporary footbridge will be installed. The bridge will remain in place from the closure of the level crossing to the opening of the new footbridge.

Design

3.7 The proposal is designed to create a new landmark in Barnsley Town Centre, taking advantage of a key location in the Town Centre and linking with significant wider investment at the Glassworks development and enhancements to the public realm at locations including Eldon Street, Midland Street, Cheapside, Peel Square and Queen Street.

3.8 The proposed development includes areas of landscaping at both sides of the bridge, which have been designed to be in-keeping with proposed landscaping throughout the Town Centre, approved by planning permission Ref. 2018/0279. The new landscaping will provide spaces which ensure the bridge sits comfortably with its immediate landscape.

3.9 The design of the bridge has evolved to consider the safety of all users. Earlier iterations of the scheme included areas of concealment, these have been designed out to enhance visibility and ensure compliance with design standards.

Access

- 3.10 The design of the footbridge has considered the needs of all users. Specifically the design:
- Includes lifts to allow easy access for disabled users; and,
 - Includes cycle rails to allow bicycles to be easily pushed up the bridge.
- 3.11 Temporary access across Network Rail infrastructure will be provided during the construction period.

Summary

- 3.12 The proposed development seeks the erection of a new footbridge which will create a new landmark in Barnsley Town Centre which will complement significant investments in the wider centre. The bridge will enhance safety and mitigate the loss of the existing crossing.

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 (2018)

- 4.2 On 24th July 2018 the Government published the revised National Planning Policy Framework (NPPF). The 2018 Framework is a material consideration in the determination of planning applications and fully replaces the NPPF, published in March 2012.
- 4.3 The Framework does not change the statutory status of the Development Plan as 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 deliver 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 11 sets out the presumption in favour of sustainable development and the application of the policy for decision making. It states:

"Plans and decisions should apply a presumption in favour of sustainable development."

For decision-taking this means:

- *Approving development proposals that accord with an up-to-date Development Plan without delay; or,*
 - *Where there are no relevant Development Plan policies, or policies which are most important for determining the application are out-of-date, granting permission unless:*
 - *The application of policies in the Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or,*
 - *Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole"*
- 4.6 Paragraph 12 sets out that the presumption in favour of sustainable development does not change the statutory status of the development plan as the starting point for decision making. LPAs may take decisions that depart from an up-to-date Development Plan, but only if material considerations in a particular case indicate that the plan should not be followed.

Good Design

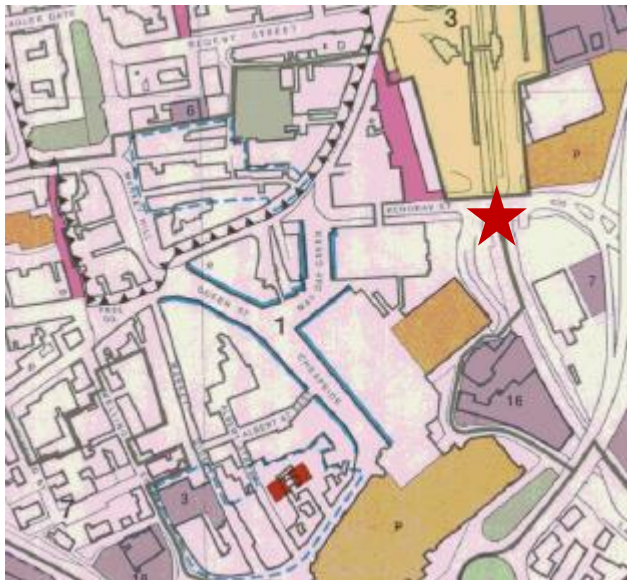
- 4.7 Paragraph 124 sets out that the creation of high quality places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development and creates better places to live and work within.
- 4.8 Paragraph 127 sets out that planning decisions should ensure developments:
- Function well and add to the overall quality of the area over the lifetime of development;
 - Are visually attractive as a result of good architect, layout and appropriate landscaping;
 - Are sympathetic to local character and history, including the surrounding built environment;
 - Establish a strong sense of place; and,
 - Create places that are safe, inclusive and accessible.
- 4.9 Paragraph 131 states that in determining applications, great weight should be given to outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally in the area.

Development Plan

- 4.10 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.
- 4.11 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 timescale for the adoption of the Local Plan is to be confirmed, however The LPA estimate the Plan will be adopted in spring 2018. The emerging Local Plan is a material consideration in the determination of planning applications in the Borough.

Site Allocation

- 4.12 The adopted Local Plan allocates the central and western part of the Site for redevelopment (Site TC16). The eastern part of the Site is allocated for no specific use. An extract of the UDP Town Centre Proposals Map is provided below.



Key

-  Principal Shopping Frontage
-  Pedestrian Improvement
-  Public Car Park
-  Development Site (TC16)
-  Site

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

- Priority site for public space improvement;
- Gateway Site for Public Open Space Improvement
- Proposed Cycle Route;
- Town Centre Gateway – Jumble Lane; and,
- Development Site ('Better Barnsley').

4.14 The Site is also dissected by a proposed cycle route.

4.15 An extract of the emerging Local Plan Proposals Map is provided below:



Key

-  Priority Public Space Improvement
-  Gateway Site for Public Open Space Improvement
-  Proposed Cycle Route
-  Town Centre Development Site
-  Eastern Gateway



The Market Area



Town Centre Gateway – Jumble Lane

Adopted Policy

- 4.16 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.
- 4.17 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.
- 4.18 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.
- 4.19 Saved UDP Policy BE5 states that the Council will seek to enhance the environmental quality of existing housing, commercial and industrial areas.

Emerging Policy

- 4.20 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.
- 4.21 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.
- 4.22 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.

- 4.23 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)

- 4.24 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.
- 4.25 The Strategy provides further detail as to what is expected on gateway and priority public spaces for improvement. For Kendray Street, public space improvements are expected to:
- Create new links between the Markets and wider Town Centre;
 - Improve accessibility;
 - Introduce comfort and resting places; and,
 - Complement and enhance major new development.
- 4.26 The Strategy also identifies the crossing as an appropriate location for public art which enhances with importance attached to those references to history and heritage and as a 'Green Street', which encourages bold planting and trees.
- 4.27 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. Specifically, the proposal seeks to create a pedestrian link which is designed to become a local landmark. It is considered that the development is in accordance with emerging Local Plan Policy BTC4, which promotes public realm enhancements at both sides of the proposed bridge to create new public spaces and enhance gateways.

Design

- 5.3 The Design and Access Statement sets out how the proposed development will enhance the quality of the public realm and create a new landmark within Barnsley Town Centre. The design takes inspiration from Barnsley's coat of arms and will therefore be distinctive and enhance the sense of place. The design is also influenced by successful and inventive bridges elsewhere. The proposed development has been subject to extensive pre-application consultation and is an outcome of a process of consultation with stakeholders, including Network Rail.
- 5.4 The proposed development seeks to create a universally accessible link 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 removing areas of concealment and other physical measures, such as the use of lighting.
- 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 the wider Town Centre for shopping and leisure to both residents and tourists, including those visiting Oakwell Stadium and the Metrodome Leisure Complex, 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.

Access

- 5.8 The proposed development seeks to provide a high quality and safe link over existing Network Rail infrastructure and will mitigate the loss of the Jumble Lane crossing. The new public realm and bridge 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 by providing infrastructure which accommodates cyclists (through cycle ramps), the disabled and parents and children.

- 5.9 The redevelopment of the Barnsley Town Centre has been established by a number of planning permissions, references 2006/1082, 2011/0714 and 2017/0586. The consent issued in relation to 2017/0586 - A further Mixed used 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, includes a full transport assessment produced by AECOM dated April 2017.
- 5.10 A separate accessibility and desire line assessment has been completed by Waterman Infrastructure & Environment Ltd. dated June 2018 for the impact of the bridge on pedestrian movements generally and on match day situations. The report concludes that the standard minimum requirements would cater for general pedestrian traffic, although there are likely to be time periods during match-days when pedestrian demand meets capacity.
- 5.11 Also, the proposed funicular lifts will cater for the majority of peak demand requirements. However, some queuing may take place during match day peak periods.

Flood Risk

- 5.12 Positive drainage will be provided to the bridge and discharged into the Sough Dyke or the local drainage network

Summary

- 5.13 The proposed investment will create a high quality landmark in a visually prominent location. The development will have significant benefits for Town Centre's appeal as a location for shopping, leisure and tourism. The proposed bridge takes full advantage of the opportunities provided by its location and wider on-going investment in the Town Centre at the Glassworks and wider investment in the public realm.
- 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 SPS has been prepared by GVA HOW on behalf of our client BMBC in respect of a full planning application for the erection of a new public footbridge over Network Rail infrastructure (Jumble Lane Crossing) at Kendray Street, Barnsley. The full description of development on the planning application forms is:

"Erection of a new pedestrian footbridge and associated works"

Summary

- 6.2 Paragraph 7 of the NPPF sets out that the purpose of the planning system is to contribute to the achievement of sustainable development. Paragraph 8 sets out that achieving sustainable development means the planning system has three overarching objectives. The first, is an economic objective to identify and co-ordinate the provision of infrastructure. The second is a social objective, to support strong and vibrant communities by fostering a safe built environment with open spaces which support communities' social and cultural well-being. The third is an environmental role, which aims to protect and enhance the natural, built and historic environment.
- 6.3 The existing level crossing will be closed by Network Rail in March 2019 and the new bridge will be erected in Quarter 4 2019. A temporary footbridge will be erected to provide safe access across the railway during the construction period.
- 6.4 Section 5, which appraises the Site against policies of the Development Plan and the Barnsley Town Centre Public Spaces Strategy (2010) sets out how the proposed investment will create a high quality landmark which will have significant benefits for Town Centre's appeal as a location for shopping, leisure and tourism. The proposed development has been subject to extensive pre-application consultation and is an outcome of a process of consultation with stakeholders, including Network Rail to ensure that the new bridge meets requirements.
- 6.5 Section 5 also sets out how the development will be fully accessible for all users and how the proposed bridge takes full advantage of the opportunities provided by its location and wider on-going investment in the Town Centre.
- 6.6 Given the proposed development complies with relevant national and local policies, including the Barnsley Town Centre Public Spaces Strategy (2010) and is acceptable in policy terms we respectfully request that the planning application is approved without delay.

Appendix I

Supporting Documents

Report	Prepared by
Application Form and Certificates	GVA HOW Planning
Accessibility and Desire Line Assessment	Waterman Infrastructure & Environment Ltd
Coal Mining Risk Assessment	SYMAS
Covering Letter	GVA HOW Planning
Design and Access Statement	IBI Group
Ground Investigation	Soil Engineering
Landscaping masterplan	IBI Group
Plans (including Site Location, layout, elevations, sections, floor plans and CGIs)	IBI Group
Supporting Planning Statement	GVA HOW Planning
Transport Statement	AECOM

Plans (Prepared by IBI)
BGW2-IBI-PB-XX-EL-A-F100-0017-P01 - Proposed Elevations
BGW2-IBI-PB-XX-EL-A-F100-0018-P01 - Proposed Elevations
BGW2-IBI-PB-XX-EL-A-F100-0023-P01 - Boundary Treatment
BGW2-IBI-PB-XX-PN-A-F100-0011-P01 - Site Location Plan
BGW2-IBI-PB-XX-PN-A-F100-0014-P01 - Site Plan
BGW2-IBI-PB-XX-PN-A-F100-0015-P01 - Proposed Site Plan
BGW2-IBI-PB-XX-PN-A-F100-0016-P01 - Proposed GA Plan
BGW2-IBI-PB-XX-PN-A-F100-0021-P01 - Proposed Outdoor Market Stall
BGW2-IBI-PB-XX-PN-A-F100-0022-P01 - Proposed Outdoor Market Stall
BGW2-IBI-PB-XX-PN-L-F100-0001-P01 - Public Realm GA Plan
BGW2-IBI-PB-XX-SE-A-F100-0019-P01 - Proposed Sections (1 of 2)
BGW2-IBI-PB-XX-SE-A-F100-0020-P01 - Proposed Sections (2 of 2)
BGW2-IBI-PB-XX-SU-A-F100-0012-P01 - Existing Site Plan
BGW2-IBI-PB-XX-SU-A-F100-0013-P01 - Proposed Site Alteration Works
BGW2-IBI-PB-XX-SU-A-F100-0024-P01 - 3D View 1
BGW2-IBI-PB-XX-SU-A-F100-0025-P01 - 3D View 2

Appendix II

Planning History

- **Ref. 2018/0279** – On 25th July 2018 planning permission was granted for to enhance the public realm in Barnsley Town Centre at: Cheapside, Eldon Street, Midland Street, Kendray Street, May Day Green, Queen Street and Peel Square. The approved development will see the introduction of new market stalls and extensive new landscaping throughout the town centre.
- **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.

Contact Details

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