

Application Number:	2023/0453	Application Type:	Full Planning Permission
Proposal:	Demolition of existing green metal stalls and canopy, removal of fabric awnings and addition of new steel fixed canopies. Replacement gates and railings to northern and southern elevations. Replacement of paving and reworking of levels. Construction of new steel structure to provide sheltered seating.	Location:	Haslingden Market Blackburn Road Haslingden Rossendale BB4 5QG
Report of:	Planning Manager	Status:	For publication
Report to:	Development Control Committee	Date:	5 th December 2023
Applicant:	Rosendale Borough Council	Determination Expiry Date:	01.11.2023

Contact Officer:	Claire Bradley	Telephone:	01706 238636
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REASON FOR REPORTING	
Outside Officer Scheme of Delegation	
Member Call-In Name of Member: Reason for Call-In:	
3 or more objections received	
Other (please state):	Yes – Council application on Council Owned Land

HUMAN RIGHTS

The relevant provisions of the Human Rights Act 1998 and the European Convention on Human Rights have been taken into account in the preparation of this report, particularly the implications arising from the following rights:

Article 8

The right to respect for private and family life, home and correspondence.

Article 1 of Protocol 1

The right of peaceful enjoyment of possessions and protection of property.

1. RECOMMENDATION

Approval subject to conditions contained in this report.

2. APPLICATION SITE

The application site is Haslingden Market. The site is surrounded by a stone wall and railings. The existing market provides an external shopping experience for customers. The market has 12 permanent stalls housed in masonry structures with metal shutters and traditional fabric awnings. There is currently provision for 20 table top stalls located under a fixed shelter.

There is a stone built toilet block adjacent to the access from Blackburn Road which can be accessed from within the market area or directly from Blackburn Road. The toilets have been closed to the public since the beginning of the Covid 19 pandemic and have not reopened.

The existing trader accommodation houses a single prep kitchen with basic facilities. The space also accommodates an accessible WC, plant space and store.

Located within the Haslingden Conservation Area, the Haslingden Market main entrance is off Blackburn Road to the south of the market. In addition to the main entrance there is another entrance to the north of the market which connects to a passageway directly from the middle of Deardengate.

3. RELEVANT PLANNING APPLICATION HISTORY

No previous applications

4. PROPOSAL

The Council have undertaken consultation with the local community which received a high level of engagement. The response to the consultation indicated that there was a desire for the market to;

- Have a better variety of stalls
- More food stalls
- More frequent opening times
- Evening opening hours

The following key objectives have been established for the market regeneration;

- Provide an area for seating
- Create shelter from the weather
- Improve trader facilities
- Remove out of hours public access to the toilets
- Create a welcoming and inviting environment
- Improve the gradients and accessibility of the landscaping
- Provide new signage for the market which will create unity and continuity across the various stalls
- Flexible area for events

The proposal seeks to demolish the existing green metal stalls and canopy, remove the fabric awnings and create new steel fixed canopies. The gates to both the north and south entrances are to be replaced in addition to the railings.

The existing 12 stone-built trader stalls are to be retained, along with the other stone structures including the WCs. The central covered external stall area is to be

demolished and replaced with a new steel structure, which will provide sheltered seating for visitors; this will cover an area of 88m². The general layout of the market is to be retained. The new steel structure will have a ridge height of 5.5m, which is approximately 0.9m above the ridge height of the trader stalls. It will have a corrugated roof, the underside of which will be painted yellow. The Design and Access Statement notes that the gable ends of the structure are to be semi enclosed; in part by steel with signage cut outs and also with timber fins in a vertical orientation. The timber fins will help to break the wind without causing increases in the wind felt to either side of the structure. Planters are also located at the gable ends to reduce the wind exposure whilst also adding visual interest to the market.

The central shelter will have picnic style benches and will accommodate around 100 people. The existing material awnings will be removed, and a fixed canopy constructed from steel will be installed above each stall; each stall will also have a hanging sign introduced, suspended from the steel canopy. New paving will be introduced across the market, it is proposed that as part of the landscaping works, a large number of cobble setts, which are being removed from Deardengate will be reused within the market, to create zones at the entrance of each trader stall.

New gutters and rainwater goods are to be powder coated aluminium in dark grey.

The existing toilets will be retained and refurbished; it is proposed that the entrance from Blackburn Road will be closed off so that they are only accessible from the market during trading hours. The rooms within the trading area will also be refurbished with kitchen facilities, floor finishes and decoration. An access door is to be provided, linking the trader area to the rear car park.

The entrances to the market will also be upgraded, this will include the removal of the existing low arches and introduction of new steel structures which match the detail and proportion of the new steel shelter. The new market sign will be integrated into the arch, it will read 'Haslingden Market' as a cut out in the steel. New steel signs reading 'market' will also be attached to the stonework on the gable ends of two of the stalls.

The railings will also be replaced and will provide additional protection from the wind. They are to be made of steel flats or fins which, like the timber on the shelter, will help to break up the wind. The same approach is to be taken on the gates. The metal shutters on the stalls will be decorated in a colourful paint.

The existing Victorian style lamps are to be serviced and decorated. The existing external lighting mounted to the trader stalls is to be replaced with contemporary energy efficient fittings and new festoon lighting is to be provided throughout. A central steel column has been provided in the space, which will house power outlets, providing power to event equipment.

5. POLICY CONTEXT

National Planning Policy Framework

Section 2	Achieving Sustainable Development
Section 4	Decision Making
Section 6	Building a Strong Competitive Economy
Section 7	Ensuring the vitality of Town Centres
Section 12	Achieving Well Designed Places
Section 16	Conserving and Enhancing the Historic Environment

Development Plan

Local Plan Policies

Policy SS: Spatial Strategy

Policy SD1: Presumption in Favour of Sustainable Development

Policy SD2: Urban Boundary and Green Belt

Policy ENV1: High Quality Development in the Borough

Policy ENV2: Historic Environment

Policy R1: Retail and Other Town Centre Uses

Policy R3: Development and Change of Use in Town, District and Local Centres and Neighbourhood Parades

Other material considerations

National Planning Practice Guidance

Bacup Conservation Area Appraisal

6. CONSULTATION RESPONSES

Consultee	Summary of response
Growth Lancashire (Conservation)	See Heritage Section below
LCC Highways	No objections subject to a condition
RBC Economic Development	Letter of Support

7. REPRESENTATIONS

To accord with the General Development Procedure Order a site notice was posted on 24.10.2023 and neighbouring properties were notified by letter sent out on 18.10.2023. The application was advertised on 27.10.2023

No representations have been received

8. ASSESSMENT

The main considerations in this case are as follows:

- 1) Principle;
- 2) Heritage/Visual Amenity;
- 3) Residential Amenity;
- 4) Access, Parking and Highway Safety

Principle

The market is located within close proximity of the core retail area within Haslingden which is designated as a District Centre, and forms part of the primary public realm within the Haslingden Town Centre 2040 vision.

The proposed scheme is for the regeneration of the market to create a better environment for traders and customers.

The site is within the Urban Boundary.

Policy R1 supports development proposals that maintain or strengthen the retail offer and vitality and viability of District Centre

Consequently it is considered that in principle the proposal meets the requirements of Sections 2, 7 and 16 of the NPPF and Policies SD1, SD2 and R1 of the Local Plan.

Heritage/Visual Amenity

The site is located within Haslingden Conservation Area

Section 12 of the Framework refers to the importance which Government attaches to the design of the built environment:

- *“The creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.” (Para 127)*
- *“Planning policies and decisions should ensure that developments...will function well and add to the overall quality of the area...are sympathetic to local character and history, including the surrounding built environment and landscape setting.” (Para 130).*

Section 16 of the Framework states local planning authorities should take account the desirability of new development making a positive contribution to local character and distinctiveness and the desirability of sustaining and enhancing the significance of heritage assets.

Paragraph 197 of the National Planning Policy Framework requires that when *determining applications affecting heritage assets local planning authorities should take account of:-*

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

Policies ENV1 and ENV2 of the Local Plan seek to ensure that the built and historic environment is safeguarded and enhanced and proposals take into account design, lighting and materials.

The new central structure providing sheltered seating is to be constructed from steel which is to be painted dark grey. The roofing material is to be corrugated metal sheeting. Gutters and rainwater goods are to be powder coated aluminium, also in dark grey.

At either end of the steel structure there are timber vertical slats acting as a wind break.

The new fixed canopies to the trader stalls are to be made from ‘I’ section steel fixed back to the masonry. The steel is to be painted dark grey to match the central structure.

The external paving is to be replaced throughout with new stone topped concrete paving, providing a natural stone finish.

Cobble setts are to be relocated from Deardengate and reused within the entrances to the market trader stalls.

In the conservation area, Haslingden Market is located within Character Area 4: 20th Century Clearance & Rebuild. Under Key Negative Features, it is noted that the market is closed most of the week and thus creates a dead space in a central location.

Growth Lancashire have been consulted and have commented as follows:

The market itself is somewhat enclosed and located to the rear of Deardengate, which is one of the principal routes through the conservation area. The proposed alterations to the market are contemporary in appearance and will modernise the space; this is mainly due to the use of steel work through the scheme and cut-out signage, timber, and bright colour scheme. Whilst the use of more traditionally designed gate/railings and central seating area, for example with the introduction of more ornate metalwork, might make the proposal appear more sympathetic within the conservation area, I do not have an issue with the design of the proposed scheme.

The current market space was constructed in 1997 and as such, it does not contribute visually to the historic character of the conservation area and is in my view of neutral value. I feel that the contemporary design of the scheme does not detract from the historic value of the area and works well with the existing marketplace design. The coursed stone and slate roofs compliment the materials found elsewhere in the conservation area and the proposed scheme does not detract from this. The reuse of the stone setts and refurbishment of the Victorian style streetlamps will help introduce/restore an element of historic character to the space, which will in turn help balance the contemporary nature of the scheme.

The proposed colour scheme includes a variety of colours; however, they are slightly muted in tone and due to the somewhat enclosed nature of market and contemporary design of the scheme, I feel that they do not detract from the character or appearance of the conservation area. I also feel that the hanging signs, despite appearing contemporary in design in the rendered images, will not have any notable impact on the conservation area, as they are well integrated into the overall scheme.

As discussed above, the market is said to create a dead space within a central location within the conservation area. The proposed scheme will help to resolve this issue by bringing use back to the space. I feel that the reuse of the space will be a positive change within the conservation area, and that any harm to the character and appearance caused by the scheme will be limited and balanced by the positive reuse of the space.

The proposed development will have limited harm to the Conservation Area which is balanced by the positive re-use of the space.

It is considered that the proposal would meet the statutory test 'to preserve' the character and appearance of Haslingden Conservation Area. As such, the scheme would meet with the objectives of Chapter 16 of the NPPF and accord with policy ENV 2 of the Local Plan.

Residential Amenity

Paragraph 130 of the NPPF advises that Planning policies and decisions should ensure that developments:

“Create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience”

Policy ENV1 of the Local Plan states that all proposals should take account of the following:

- “c) Being sympathetic to surrounding land uses and occupiers and avoiding demonstrable harm to the amenities of the area*
- “d) The scheme will not have an unacceptable adverse impact on neighbouring development by virtue of it being overbearing or oppressive, overlooking or resulting in an unacceptable loss of light:- nor should it be adversely affected by neighbouring uses and vice versa.”*

The proposed development will not impact on the residential amenity of nearby occupiers. The market is a long established use of the site, and will not change fundamentally as a result of the proposals.

The proposed development will be in accordance with Policy ENV1 and the NPPF.

Access, Parking and Highway Safety

There will be no significant impact on access, parking or highway safety from the proposed development.

The Highway Authority have advised that there are no objections to the proposed development and it will not have an impact on highway safety in the surrounding area.

9. CONCLUSION

The proposal will result in the positive re-use of the market space, enhancing the facility and the built environment, and resulting in the regeneration of the market area.

The proposals have also been assessed as having no adverse impacts on visual amenity residential amenity, or highway safety. The scheme is acceptable on balance in relation to heritage impact.

On this basis it is considered that the proposal is in accordance with the Rossendale Local Plan and the NPPF.

10 RECOMMENDATION

That planning permission is granted subject to the following conditions:

11. CONDITIONS

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: To accord with Section 51 of the Planning and Compulsory Purchase Act 2004.

2. The development shall be carried out in accordance with the following:

Application Form received

Drawing No: 7221 L (00) 01 Existing Location and Site Plan received 04.10.2023

Drawing No: 7221 L (00) 02 Existing Elevations received 04.10.2023

Drawing No: 7221 L (1-) 01 Existing Plan received 04.10.2023

Drawing No: 7221 L (1-) 02 Proposed Plan (01) received 11.10.2023

Drawing No: 7221 L (2-) 01 Proposed Elevations received 04.10.2023

Drawing No: 7221 L (2-) 02 Proposed Elevations received 04.10.2023

Drawing No: 7221 L (2-) 03 Proposed Elevations received 04.10.2023

Drawing No: 7221 L (2-) 04 Proposed Elevations received 04.10.2023

7221 Haslingden Market Design Access and Heritage Statement received 04.10.2023

Haslingden market report received 04.10.2023

Reason: To define the permissions and in the interests of the proper development of the site.

3. The proposed materials and colours shall be as detailed in the Design, Access and Heritage Statement.

Reason: In the interests of visual amenity of the area and ensuring that the appearance of the development is acceptable.

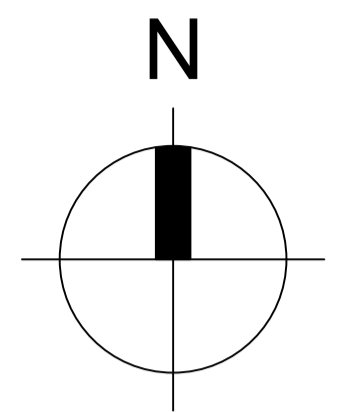
4. No development shall take place, including any works of demolition, until a construction method statement has been submitted to and approved in writing by the Local Planning Authority. The approved statement shall be adhered to throughout the construction period. It shall provide for:
 - i) The parking of vehicles of site operatives and visitors
 - ii) The loading and unloading of plant and materials
 - iii) The storage of plant and materials used in constructing the development
 - iv) The erection and maintenance of security hoarding
 - v) Wheel washing facilities
 - vi) Measures to control the emission of dust and dirt during construction
 - vii) A scheme for recycling/disposing of waste resulting from demolition and construction works
 - viii) Details of working hours
 - ix) Routing of delivery vehicles to/from site

Reason: To mitigate the impact of the construction traffic on the highway network.

12. INFORMATIVES

1. The proposal complies with the development plan and would improve the economic, social and environmental conditions of the area. It therefore comprises sustainable development and the Local Planning Authority worked proactively and positively to issue the decision without delay. The Local Planning Authority has

therefore implemented the requirement in Paragraph 38 of the National Planning Policy Framework.



LAYOUTS OF UNITS 5-12 INDICATIVE AND HAVE NOT BEEN SURVEYED



RATCLIFFE FOLD

ENTRANCE

SHeltered SEATING AREA

MAIN ENTRANCE

FLEXIBLE ZONE

MALE WC

FEMALE WC

New steel entrance gates within steel Iⁿ section arch.

New steel railings to match gate profile

Existing central metal stalls and canopy demolished and new steel structure constructed to provide sheltered seating

Existing concrete paving replaced with stone paving and levels reworked to improve accessibility. New aco slot drains provided connecting to existing drainage arrangements.

New steel post to support lighting and provide power connection for events.

New steel railings to match gate profile

New steel entrance gates within steel Iⁿ section arch

Low wall and railing extended to meet WC building. Existing walls and gate leading to WC's from Blackburn Rd demolished.

BLACKBURN ROAD

37

43

no.	by	chk.	revision	date
01	EW	JP	Dimensions added	2023 10 11

Rosendale
BOROUGH COUNCIL

project Hasingden Market

by: chk. date scale sheet size

OH EW - 1:100 A1

title Proposed Site Plan

status job no. / dsg. no. revision

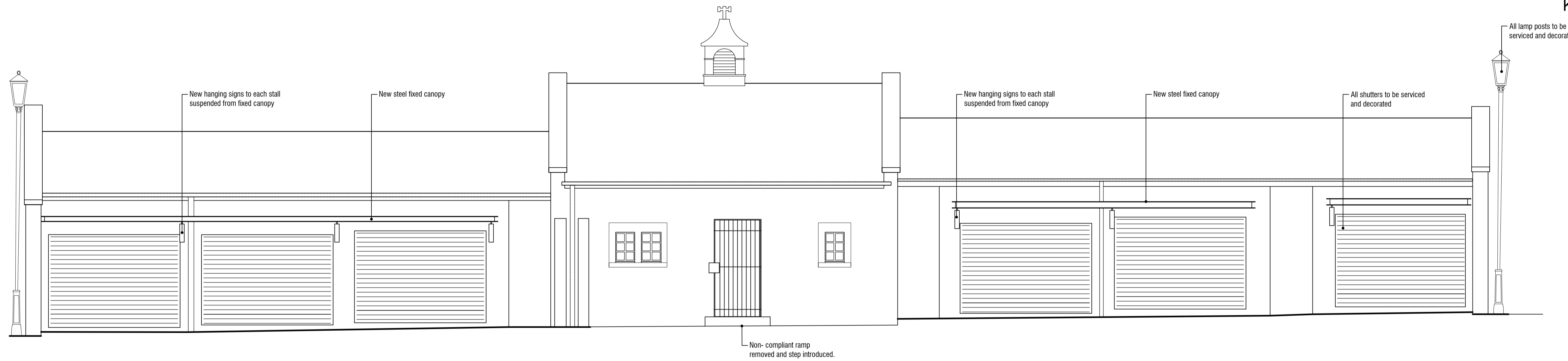
P 7221 L(1-) 02 01



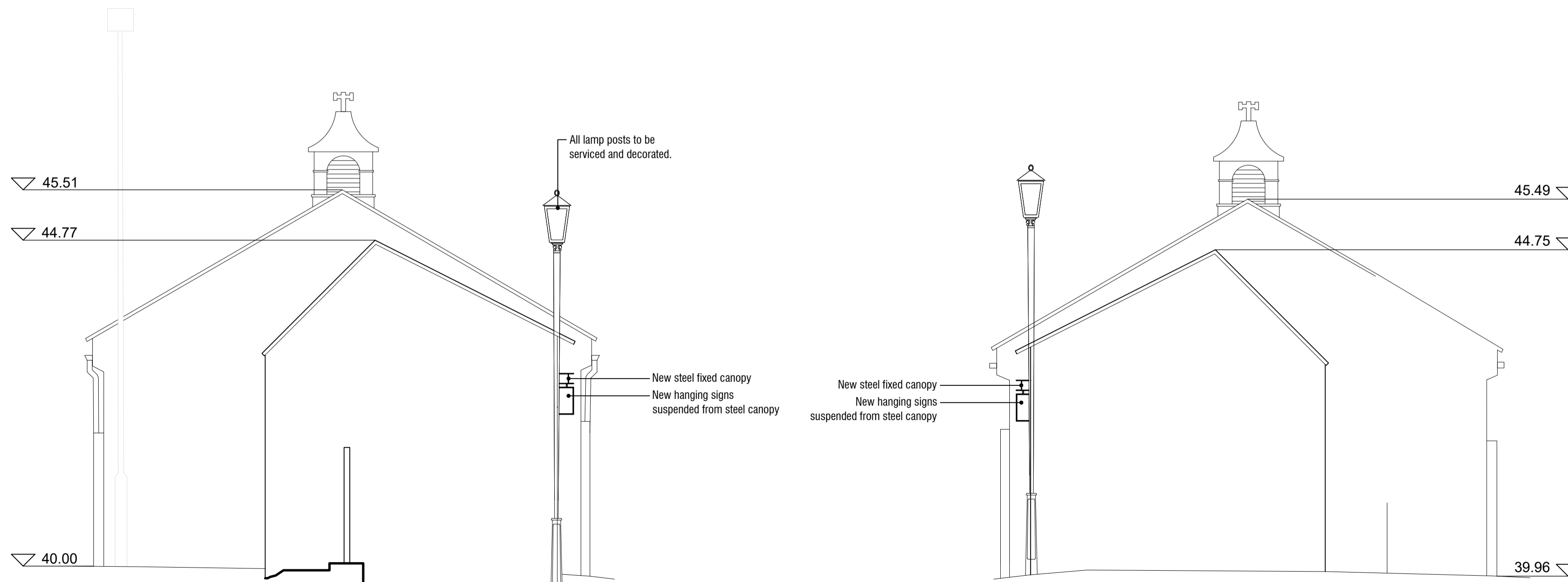
REAR ELEVATION TO EASTERN TRADER STALLS



KEY



PRINCIPAL ELEVATION TO EASTERN TRADER STALLS



NORTHERN ELEVATION EASTERN TRADER STALLS

SOUTHERN ELEVATION EASTERN TRADER STALLS

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Rossendale
BOROUGH COUNCIL

project Hasingden Market

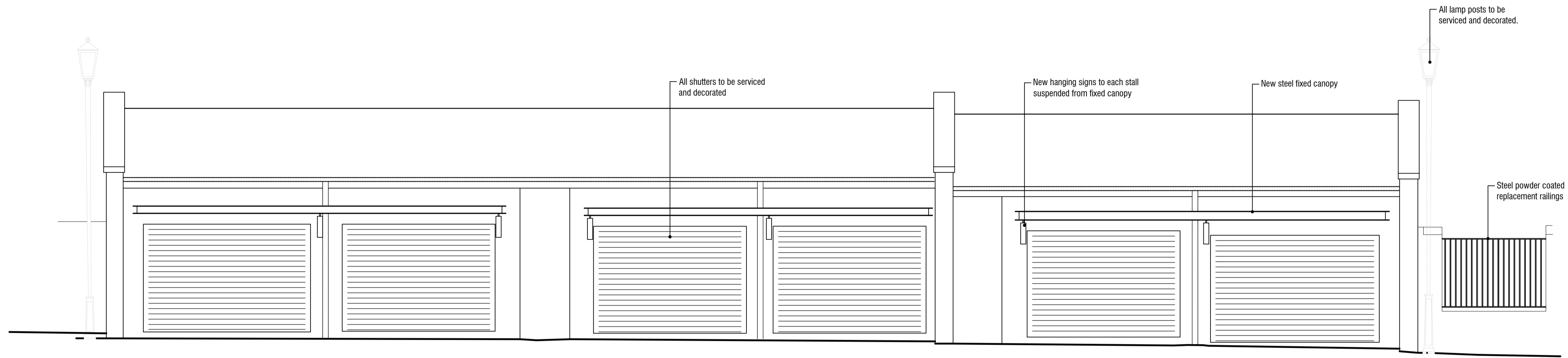
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OH EW 2023 09 29 1:50 A1

title Proposed Elevations
Eastern Trader Stalls

status job no. / dsg. no. revision

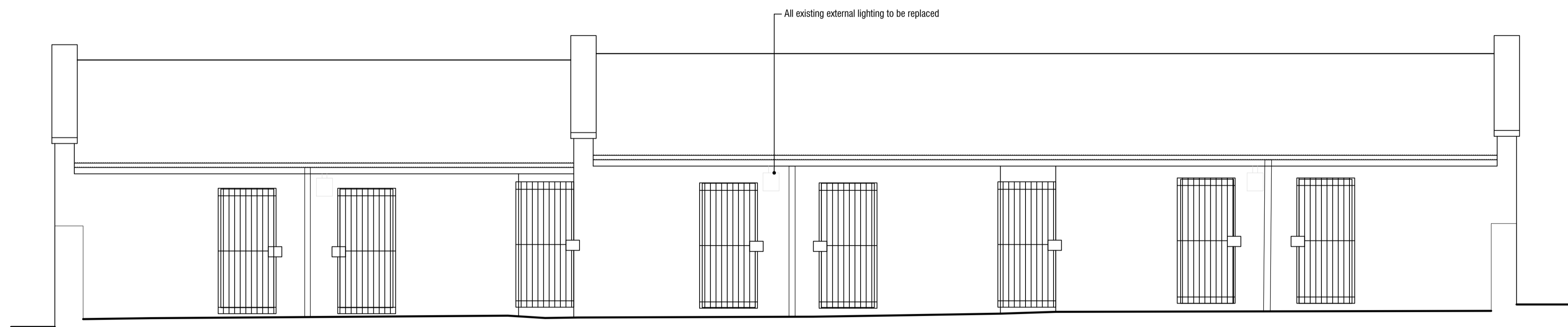
P 7221 L(2-) 01 -



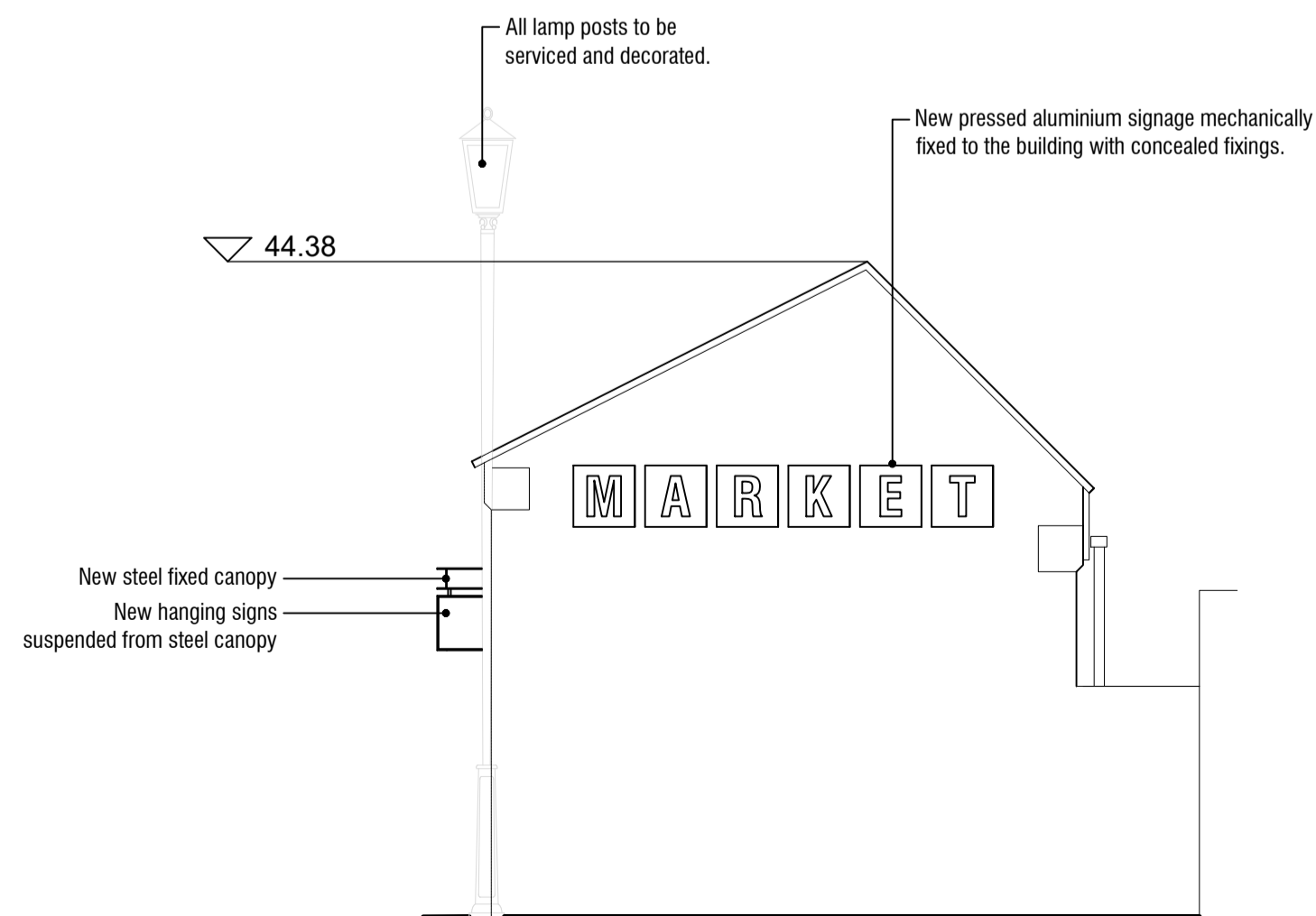
PRINCIPAL ELEVATION TO WESTERN TRADER STALLS



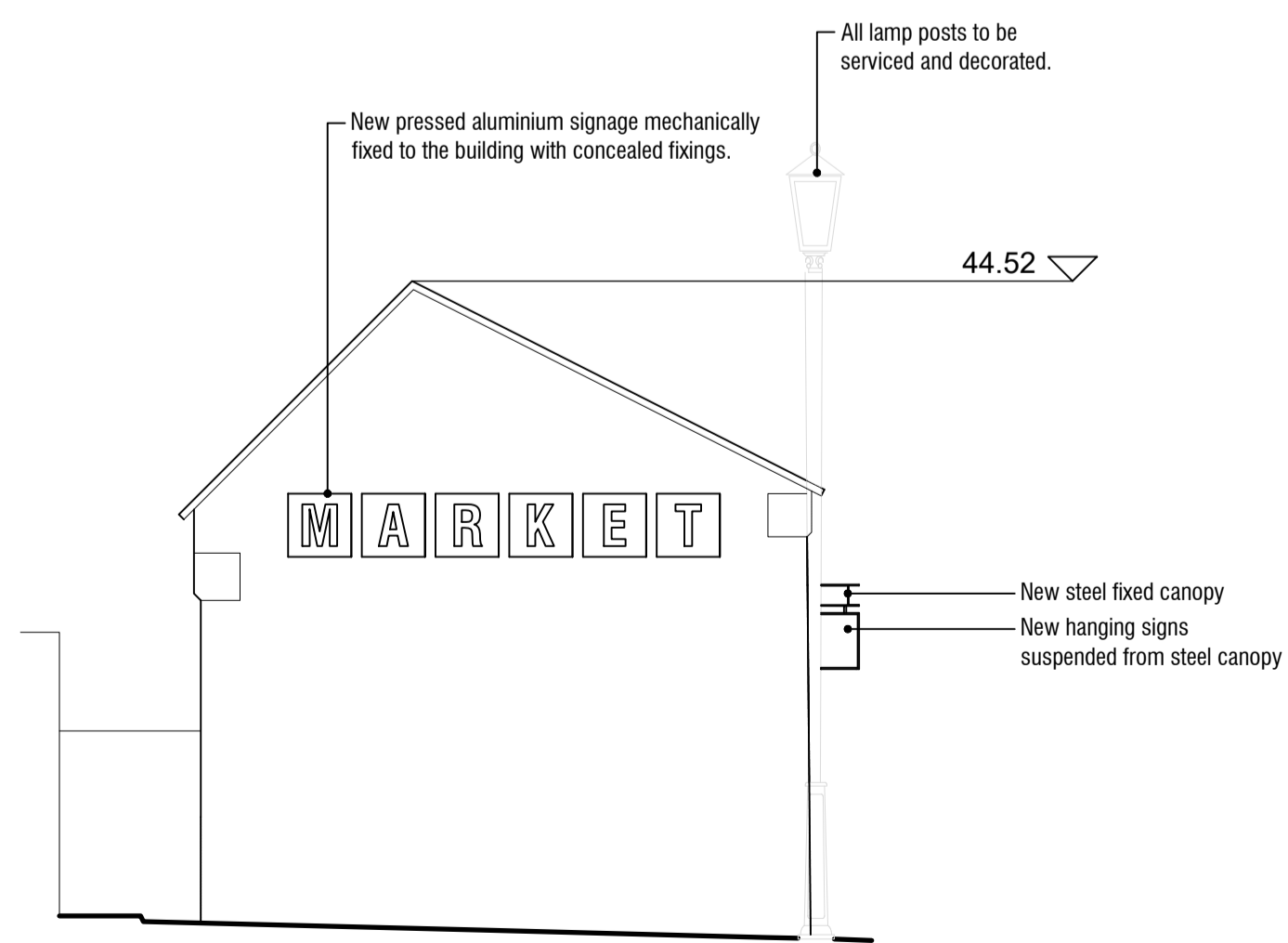
KEY



REAR ELEVATION TO WESTERN TRADER STALLS



NORTHERN ELEVATION WESTERN TRADER STALLS



SOUTHERN ELEVATION WESTERN TRADER STALLS

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project Hasingden Market

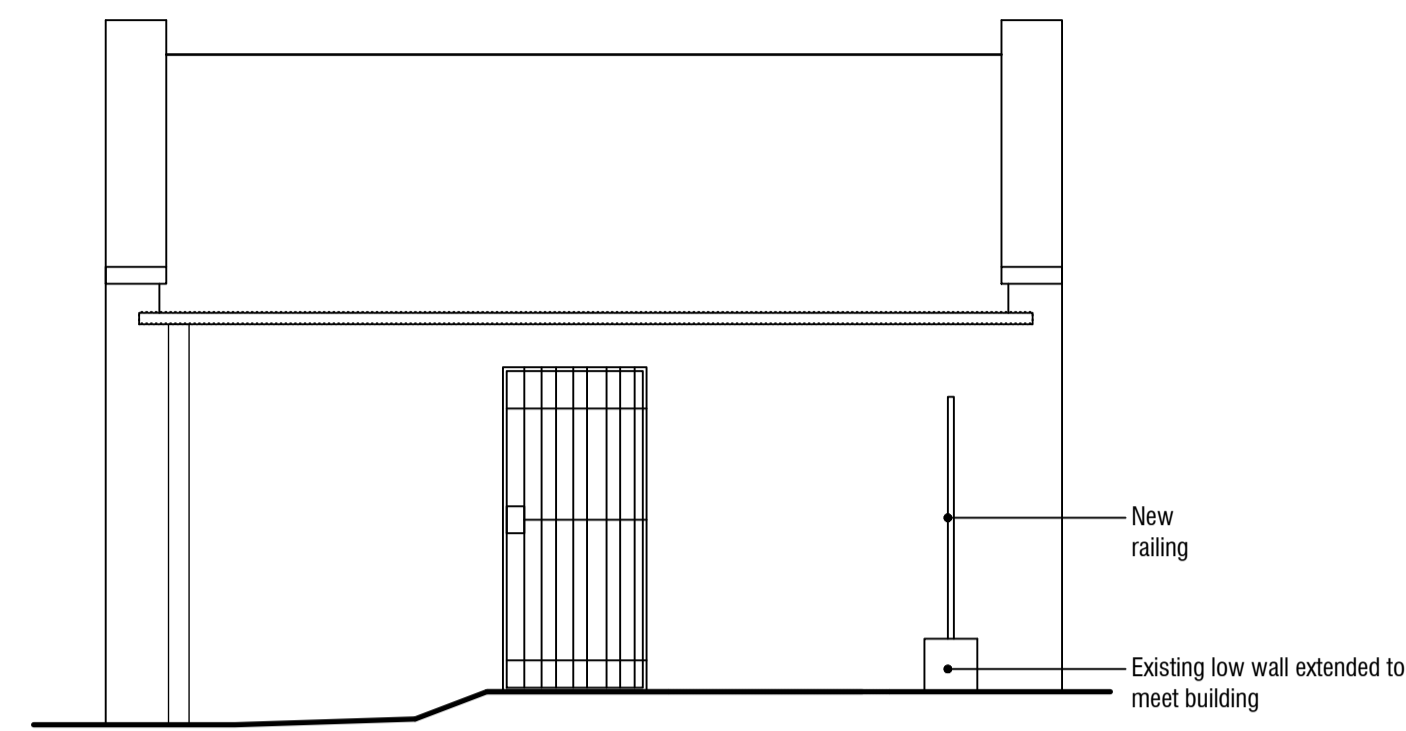
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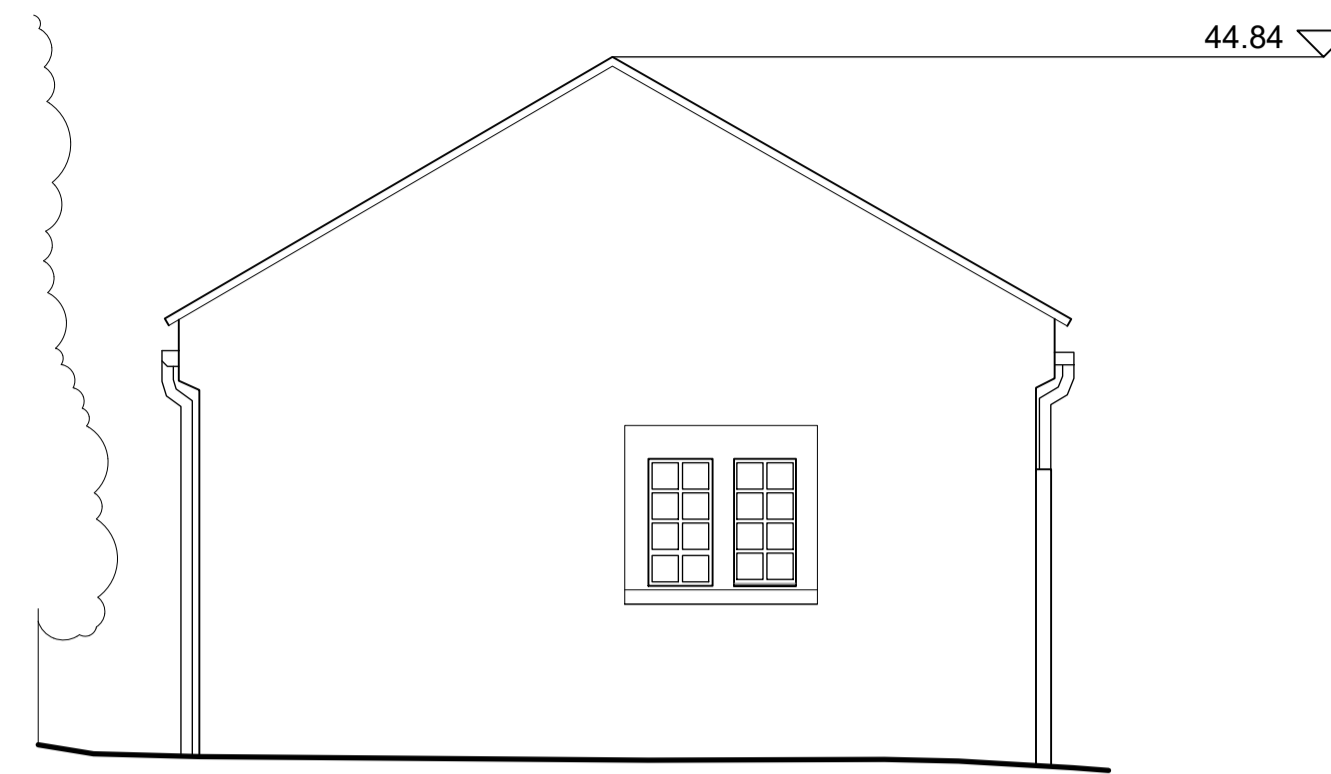
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Western Trader Stalls

status job no / dsg. no revision

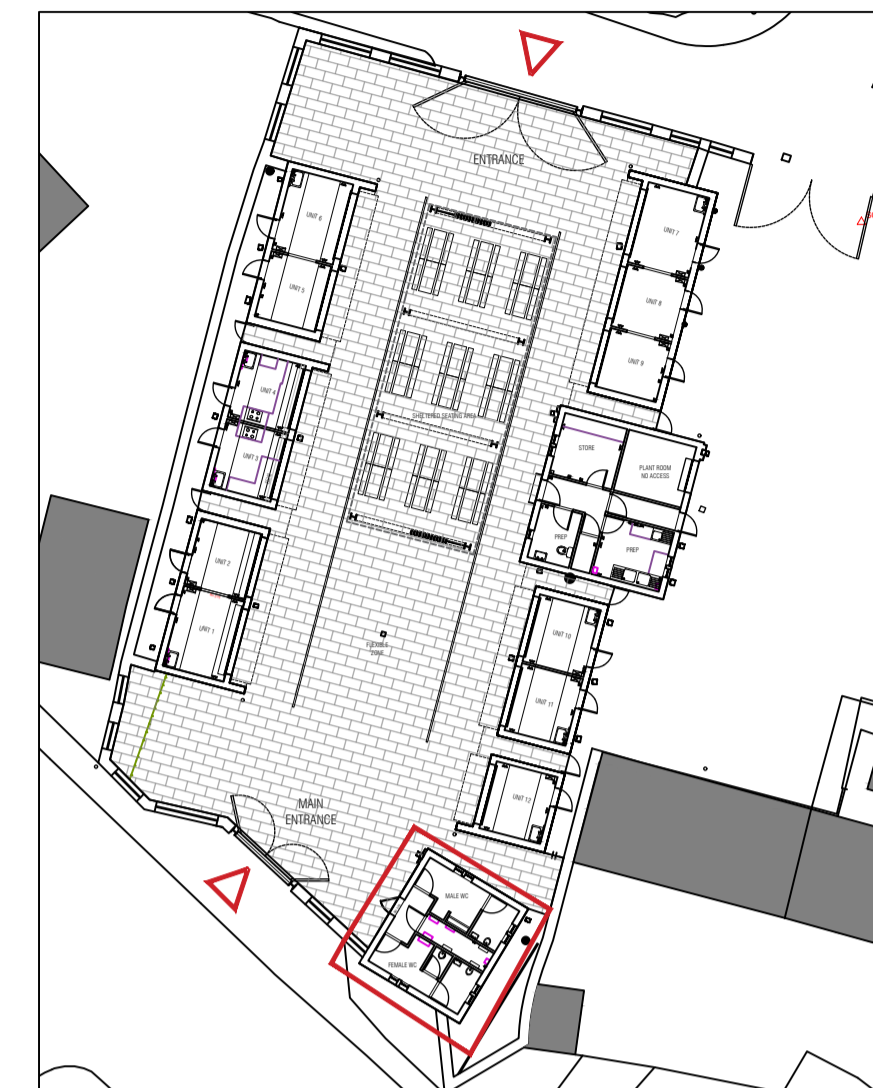
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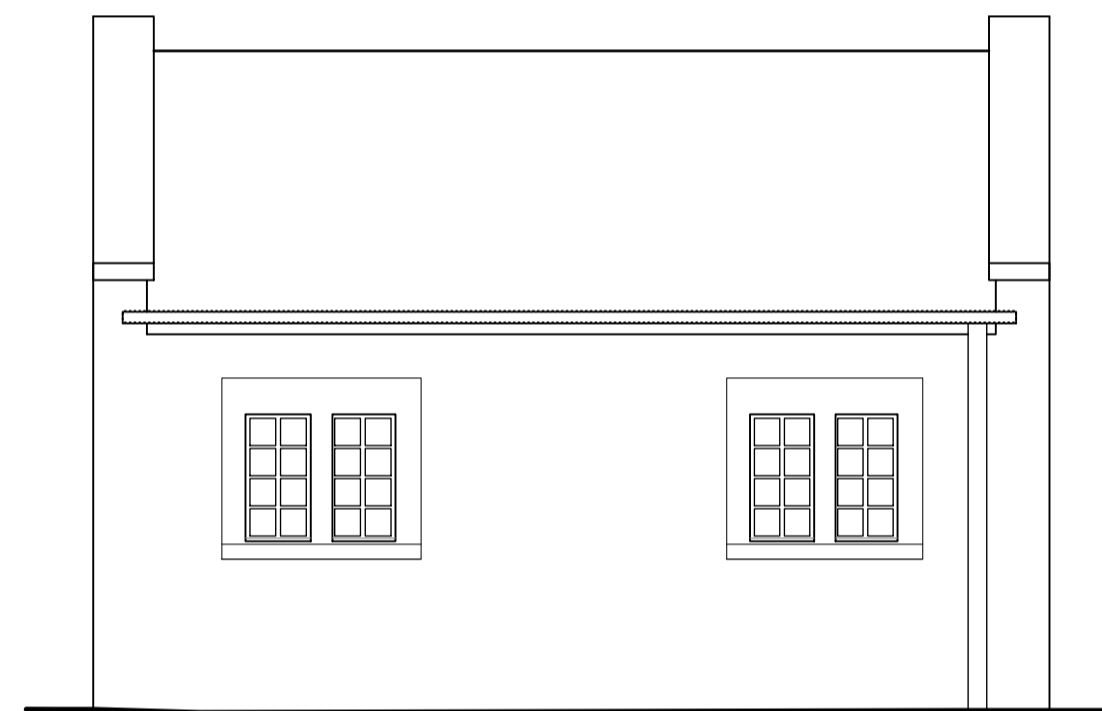
PRINCIPAL ELEVATION TO WC BLOCK



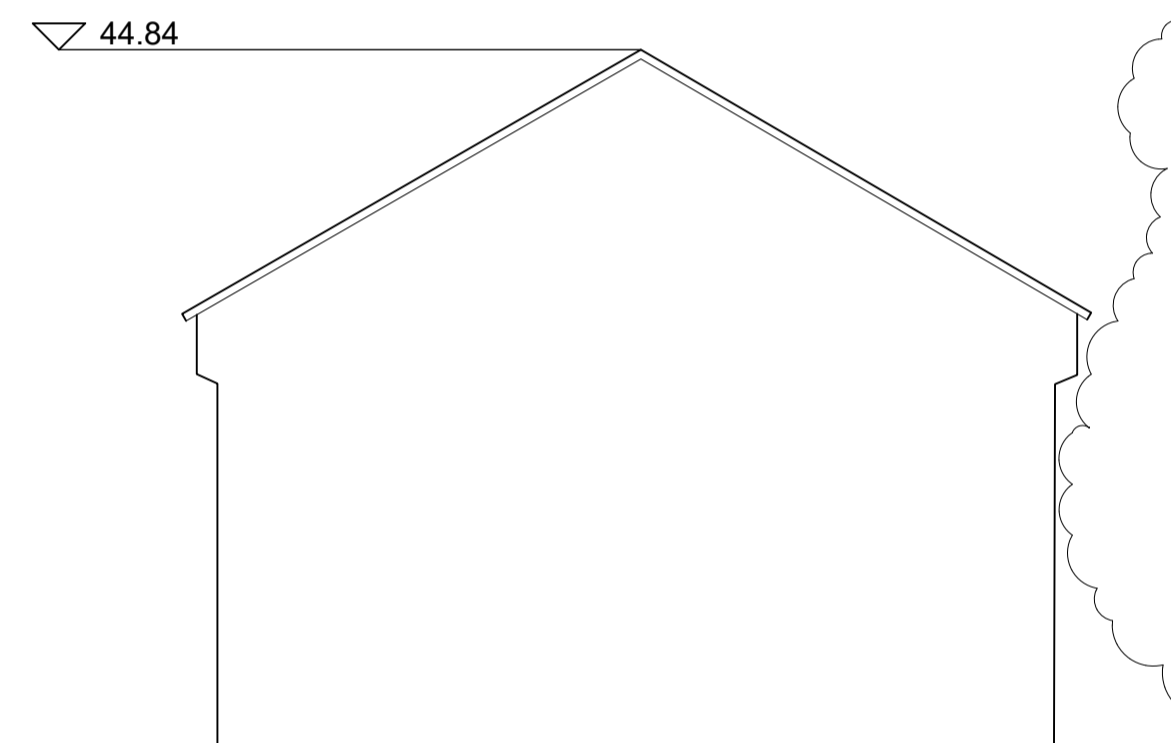
NORTHERN ELEVATION TO WC BLOCK



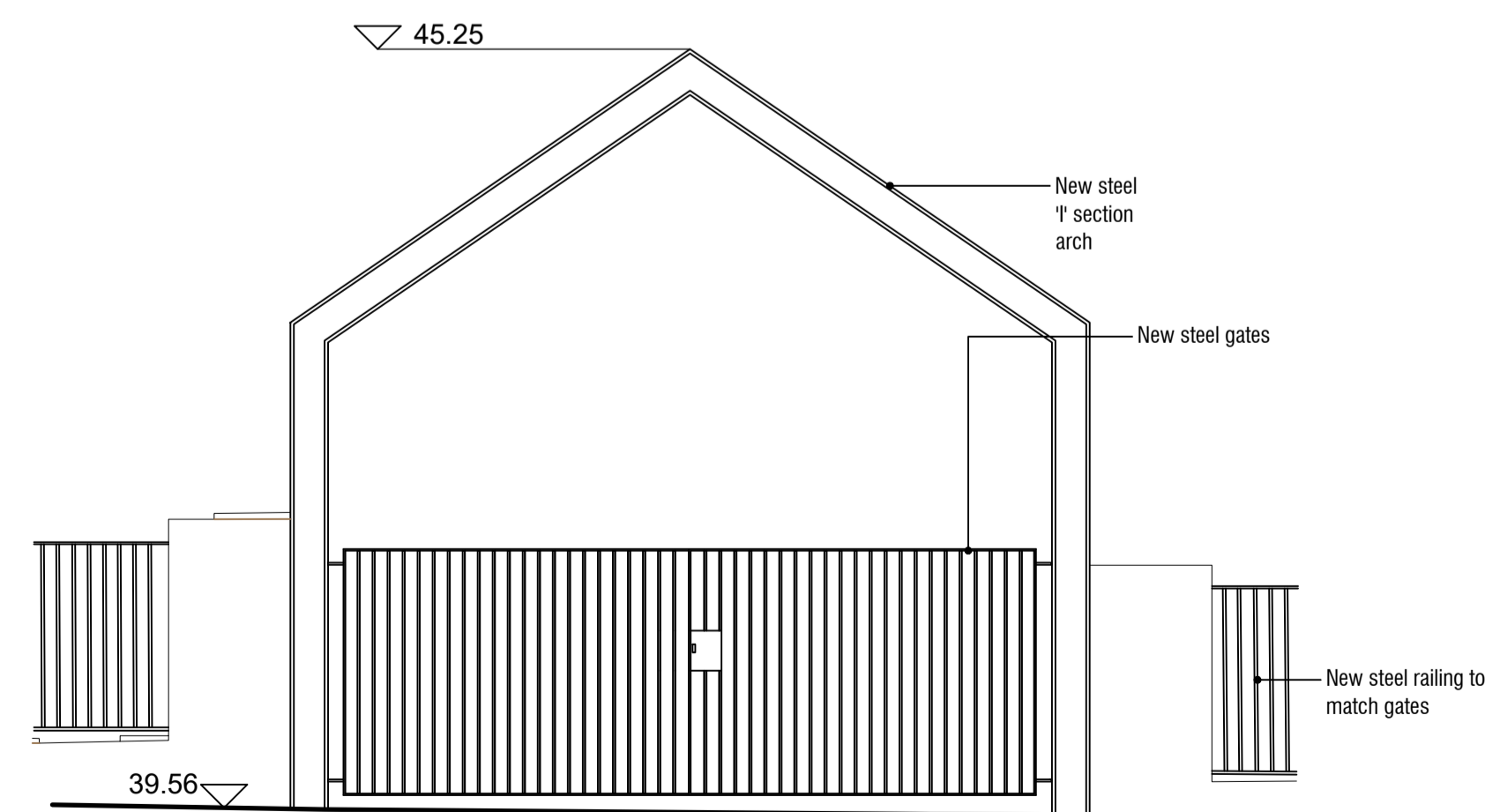
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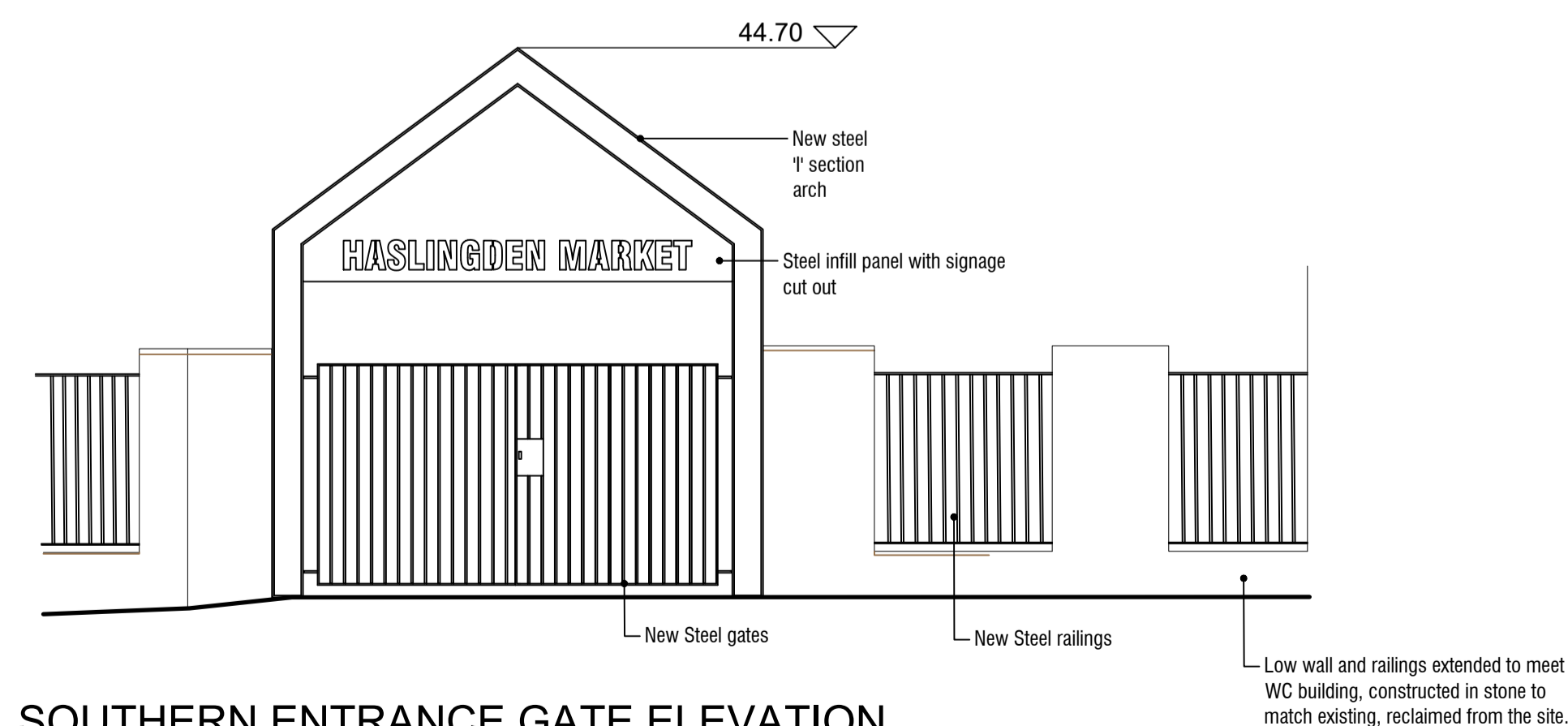
REAR ELEVATION TO WC BLOCK



SOUTHERN ELEVATION TO WC BLOCK



NORTHERN ENTRANCE GATE ELEVATION



SOUTHERN ENTRANCE GATE ELEVATION

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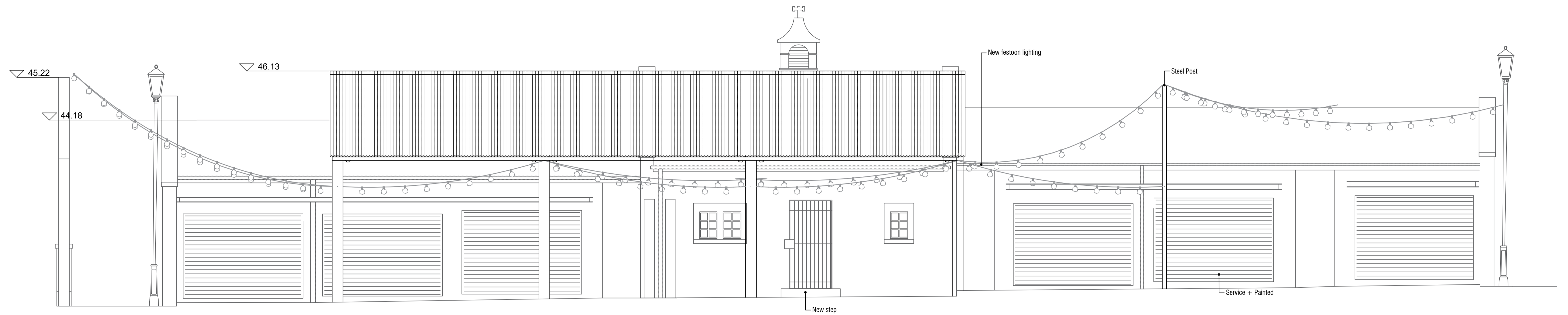
Rossendale
BOROUGH COUNCIL

project: Haslingden Market

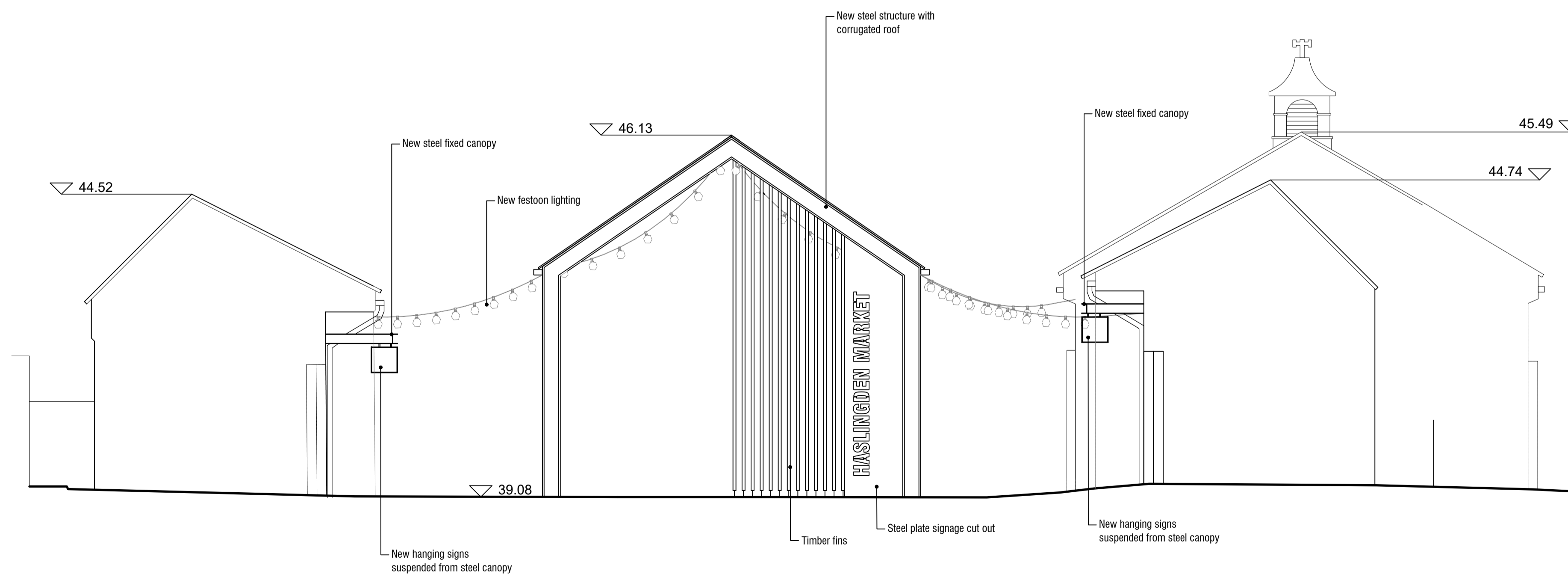
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title: Proposed Elevations
Wc Block + Entrance

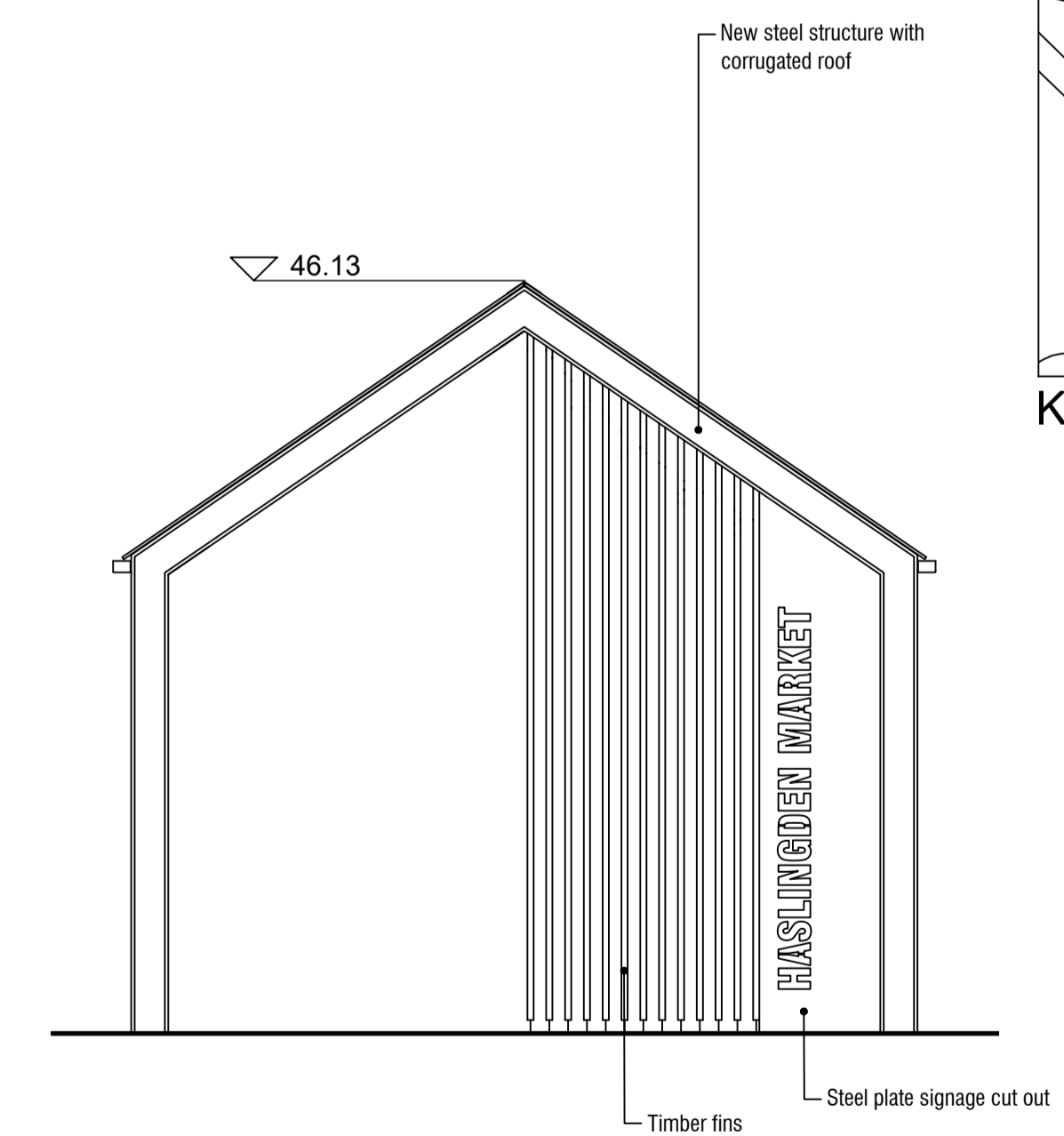
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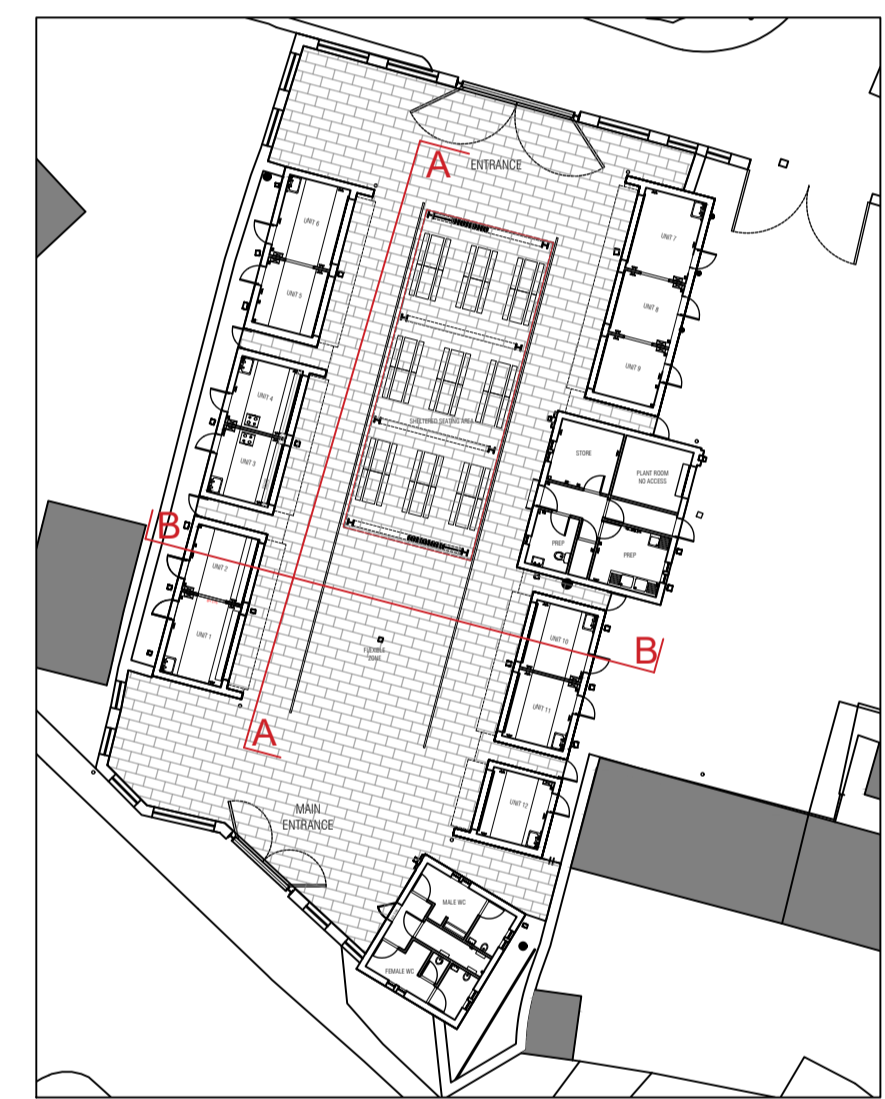
SITE ELEVATION (A)
NEW STEEL STRUCTURE WESTERN ELEVATION



SITE ELEVATION (B)
NEW STEEL STRUCTURE SOUTHERN ELEVATION



NEW STEEL STRUCTURE
NORTHERN ELEVATION



KEY

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Haslingden Market	OH	EW	2023 09 29	1:50	A1

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3.0 | Design
3.3 | Appearance



3.0 | Design
3.3 | Appearance







HASLINGDEN MARKET

