

**HIGH PEAK BOROUGH COUNCIL
DEVELOPMENT CONTROL COMMITTEE**

Date 22nd April 2024

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| Application No: | HPK/2023/0521 & HPK/2023/0522 | |
| Location | Market Hall, Market Place, Glossop | |
| Proposal | Full Planning and LBC for Construction of an external fire escape staircase and enclosure to the North West corner of the market hall. The staircase will be linked into the market hall building by a link bridge providing access via an existing window opening. As a consequence, the window opening will be changed to a window and door opening | |
| Applicant | High Peak Borough Council | |
| Agent | AHR Building Consultancy Ltd | |
| Parish/ward | N.A / Howard Town | Date registered 30 th November 2023 |
| If you have a question about this report please contact: James Stannard, Tel. 01298 28400 extension 4298, james.stannard@highpeak.gov.uk | | |

1. SUMMARY OF RECOMMENDATION

Approve with Conditions

1. REASON FOR COMMITTEE DETERMINATION

- 1.1 This application has been brought before the Development Control Committee because the applicant is High Peak Borough Council

2. DESCRIPTION OF THE SITE AND ITS SURROUNDINGS

- 2.1 The application relates to Glossop Market Hall; a Grade II Listed Building that is located in the town centre of Glossop and within the , immediately south of High Street West, and north of the public car park accessed from Victoria Street.
- 2.2 As shown by Figure 1 within the accompanying updated Heritage Statement, the site is home to multiple uses. The Town Hall, which faces the High Street, currently accommodates retail tenants at ground floor level in an arcade with the first floor being vacant.
- 2.3 The Market Hall which sits behind the Town Hall arcade is currently vacant and historically was occupied by market traders.

- 2.4 South of the Market Hall is the Municipal Building which is partly occupied by Derbyshire County Council and High Peak Borough Council served by a pay and display car park.
- 2.5 To the west of the Market Hall building is an open external market area made up of timber market stalls which is ordinarily occupied on a Friday and Saturday by market traders.
- 2.6 The Town Hall is thought to date from the mid 1830's and is of a solid sandstone brickwork construction incorporating a stone string course at first floor level and stone brackets above the central first floor windows. The roof is of a hipped construction with a slate covering and parapet gutters line with lead flashings. Central to the roof is a clock turret of timber construction. A flat roof incorporating a roof lantern encloses the toilet accommodation located to the rear of the arcade. To the front elevation are five round arch openings supported by stone columns which lead directly into the shopping arcade with further round arch openings over stone columns. Windows are of timber construction with a combination of sliding sash and casement styles, set into moulded surrounds.
- 2.7 The Market Hall dates from the mid 1840's and together with the Municipal Buildings that came later in the early 1920's, are also constructed of a solid rusticated sandstone brickwork construction.
- 2.8 The front southern elevation of the Municipal Building incorporates a range of historic features including quoins and stone columns with an ashlar plinth over the main entrance. The roof is made up of a series of pitched roofs with a natural slate covering and a flat roof to the Municipal Building with a felt covering below stone chippings incorporating two roof lanterns.
- 2.9 The pitched roofs to the Municipal Building on the east side include two large rooflights offering borrowed light to the drill hall below. There are two lightwells to either side of the main stairwell in the Municipal Building.
- 2.10 Windows are of painted timber sliding sash to the external elevations with metal style stained glass windows which face into the lightwells.
- 2.11 Members will be aware that Full Planning and Listed Building Consent was granted for various internal and external works to the Hall to facilitate a new mixed use scheme made up of retail and office spaces under HPK/2021/0645 & HPK/2021/0646 granted on 7th June 2022.
- 2.12 More recently, retrospective Listed Building Consent has been granted under HPK/2023/0087 for the Installation of heating and ventilation grilles and associated plenum boxes into new ceilings within the first floor town hall spaces.

3. DESCRIPTION OF THE PROPOSAL

- 3.1 The full planning and Listed Building Consent application granted under HPK/2021/0645 and HPK/2021/0646 identified the means of escape from the newly created mezzanine floor to be via either the accommodation stair within the main hall space or a new internal fire escape stair located in the south east corner of the Market Hall.
- 3.2 The applicant contends that following a subsequent assessment of the fire strategy and risk profiles associated with the various spaces and levels within the Market Hall, there is now an essential requirement for an additional fire escape stair.
- 3.3 The proposal therefore seeks Full Planning (HPK/2023/0521) and Listed Building Consent (HPK/2023/0522) for the introduction of an external fire escape staircase that will provide an additional means of escape from the mezzanine level on the direct opposite corner of the building to the current proposed internal fire escape.
- 3.4 The submitted scheme has been reached through an appraisal of the various potential options to identify and adopt an approach which can strike an appropriate balance between the need to deliver the functional requirements of fire regulations whilst minimising where possible the impact on the heritage significance of the building.
- 3.5 The following options for introducing the fire escape are set out as follows:
- Option 1 Forming fire exit between mezzanine floor and adjacent municipal building;
 - Option 2 Forming fire exit between mezzanine floor and open atrium within arcade area;
 - Option 3 Bridge span, enclosed staircase with vertical fins/louvre cladding;
 - Option 4 Bridge span, enclosed staircase with horizontal louvre cladding;
 - Option 5 Bridge span, enclosed staircase with perforated panel cladding;
- 3.6 A detailed appraisal of each option is set out under paragraph 3.3 of the supporting Heritage Statement having regard to the following criteria, exploring the advantages and disadvantages:
- Preservation of heritage
 - Regulatory compliance
 - Visual impact

- Security
- Maintenance and Longevity
- Affordability

3.7 Following this detailed appraisal the applicant has chosen to pursue Option 3 and this therefore is the subject of an assessment within this report, as per the following supporting plans:

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| - Proposed Drawing Details | GTH-00-D-01 |
| - Proposed Ground Floor Plan | GTH-00-P-01 |
| - Proposed Mezzanine Floor Plan | GTH-00-P-1 |
| - Proposed Elevations | GTH-00-P-02 |
| - Proposed Roof Plan | GTH-27-P-01 |
| - Proposed Landscaping Plan | GTH-90-P-02 |
| - Location Plan | GTH-98-E-001 |
| - Block Plan | GTH-98-E-02 |

3.8 The proposed scheme (Option 3) encompasses the following aspects of development:

- Installation of fire escape staircase located on the west elevation towards the north west corner of the Market Hall
- Bridge across from the new staircase, linked to the new mezzanine floor
- Internal alterations to the already approved internal layout to accommodate protected lobby and refuge point
- Installation of external door and window within the existing opening, in place of the already newly installed casement window

3.9 All plans and documentation associated with both applications can be viewed online at the following link <http://planning.highpeak.gov.uk/portal/servlets/ApplicationSearchServlet?PKID=264632>

4. RELEVANT PLANNING HISTORY

4.1 The site has been subject to the following planning history:

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| HPK/0003/7189 | Alterations to arcade (Approved 29/06/1998) |
| HPK/0003/7205 | Refurbishment of Glossop Arcade (Approved 29/06/1998) |
| HPK/2020/0171 | Refurbishment of the existing pitched roof coverings, comprising of removal and salvage existing slates, new battens and counter battens, new breathable membrane, re-installation of salvaged slate and import new slate |

where required. Replacement leadwork, flashings and valley gutters. Making good timber fascias and soffits, replacement rainwater gutters. Replacement patent glazing and glazed lanterns. Replacement flat roof coverings with built-up mineral felt system. Installation of new glazed lanterns over existing atriums. Installation of roof access ladder and walkway system. Internal works to the Market Hall will comprise of removal of existing suspended ceiling systems, isolation and removal of M&E services installations, removal of market traders stalls, partitions, raised access floors (Approved 15/07/2020)

HPK/2020/0428 Listed Building Consent to form new opening in the existing roof pitched roof over the market hall area and installation of patent glazing system to the apex of the roof (Approved 16/12/2020)

HPK/2021/0645 &
HPK/2021/0646 Full Planning and Listed Building Consent for Refurbishment and alteration of the market hall - installation of new mezzanine, stairwells and installation of retail units at ground and mezzanine floor level. Alteration and replacement of windows and external doors and new access ramps and steps to West facing elevation. Installation of external mechanical plant area to East facing side of building and new louvered screen and gates. Alteration of ground floor toilet areas. General refurbishment of the arcade area and existing ground floor and refurbishment and restoration of the first floor town hall. Replacement of the platform lift currently located in the stairwell (Approved 7th June 2022)

HPK/2023/0087 Retrospective Listed Building Consent for the installation of heating and ventilation grilles and associated plenum boxes into new ceilings within the first floor Town Hall spaces (Approved 14th November 2023)

5. RELEVANT PLANNING POLICIES

High Peak Local Plan 2016

S1 Sustainable Development Principles
S1a Presumption in Favour of Sustainable Development
S5 Glossopdale Sub-area Strategy
EQ7 Built and Historic Environment

National Planning Policy Framework 2023

Achieving Sustainable Development
Conserving and Enhancing the Historic Environment

Chapter 2
Chapter 15

6. CONSULTATIONS CARRIED OUT

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| Site notice | Expiry date for comments: 15 th February 2024 |
| Neighbour letters | Expiry date for comments: 28 th December 2023 |
| Press Notice | Expiry date for comments: 4 th January 2024 |

6.1 No comments have been received from members of the general public

6.2 Other consultee comments are set out in the table below:

| Consultee | Comment |
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| Historic England | No comments to make |
| Glossop & District Heritage Trust | <p>If an additional fire escape from the mezzanine is judged to be necessary, and all internal options have been fully assessed and rejected as unsatisfactory, this appears to be a reasonable proposal. It will have some adverse effect on the exterior appearance of the building but will not involve loss of historic fabric and will be reversible.</p> <p>This development is now in its final stages, but there are three other planning issues which need attention before completion. First of all, the high-level floodlights on both sides of the building, which were installed without Listed Building Consent, are redundant and unsightly and should be removed, together with any other redundant electrical fittings.</p> <p>Secondly, there is currently no permission for signage over and above the existing unlit signs over the two side doors. The Market Hall suffers from being out of sight of the High Street, with even some more recent residents not being aware of it, and the entrance via the Arcade is not obvious and is frequently obscured by the bus queue. If it is to be a commercial success, and in particular if it is to attract custom from outside the area, both its existence and the walking routes to it from the High Street need to be adequately signed.</p> <p>This will not be straightforward given the Listed status of the buildings and their position in a Conservation Area. As long ago as the 1950s there was controversy about a proposal for an illuminated sign on the front of the Town Hall for the Market Café at the back of the Arcade. A</p> |

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| | <p>comprehensive access and signage plan therefore needs to be drawn up and necessary consents applied for.</p> <p>Thirdly, as we pointed out in our initial comment dated 3/1/22, use of the upper rooms of the Town Hall as commercial offices would fall outside any of the historic uses of these rooms and would therefore require an application for change of use.</p> <p>Commercial offices would fall into use class E(g)(1), whereas all historic uses fall into either F(1) (c) (public halls), F(1) (g) (law courts) or F(2)(b) (halls or meeting places for the local community). This is not just a technical issue, as these rooms are an important part of local heritage and are currently being restored at considerable public expense, and any proposals which might lead to their being permanently inaccessible to local residents are likely to be controversial.</p> |
| <p>Mel Morris Heritage Consultancy (On behalf of HPBC)</p> | <p>Significance</p> <p>The Market Hall is an early development of the 1839 municipal building and was first erected in 1845. It was designed by the Duke’s architects Weightman and Hadfield of Sheffield.</p> <p>As a building housing a market it has an outwardly classical and simple form, with arched windows to both flank elevations, disguising the internal workings of the building and to some extent its use. This classical style is complementary to the original Town Hall municipal buildings.</p> <p>The arched windows and the rusticated vermiculated doorways are striking and, for this small town, monumental elements in the townscape. The elevation which is affected is the most exposed to public view. The insertion of a fire escape staircase into one of these windows, will affect its architectural form and will disrupt the simple classical lines of the building, and there is little doubt that it will have an impact on the appearance of the building, irrespective of how the escape staircase is designed. It will cause ‘less than substantial’ harm. The degree of harm is moderate, not negligible.</p> <p>Background and Expertise</p> <p>It is unfortunate that the changing focus of the use was not discussed at the outset of the project and this kind of issue addressed, when we were considering all of the</p> |

alterations holistically, as we are faced with no realistic alternative now to this alteration, other than to limit the use of the space. However, it is open to us to request an alternative, fire-engineered risk assessment, by a qualified Fire Engineer, which would (potentially) overrule the Building Inspector.

The report accompanying the application states, 'Following subsequent assessment of the fire strategy and risk profiles associated with the various spaces and levels within the market hall, a requirement for an additional fire escape stair has been identified as a necessity.'

The report whilst thorough in very other respect, doesn't say whether a fire engineer has assessed the risks or whether it is the approved building inspector. The building inspector has to assess compliance with fire regulations but my understanding is that fire risk and interpretation is not their specific area of expertise.

It is a Fire Engineer who has the expertise to be able to interpret the regulations and make an expert judgement. A fire engineer would assess the means of escape and the time it takes to reach the escapes which are already embedded in the scheme, based on a judgement of all of the different factors, not on species set lengths / set distances. I cannot see anywhere in the report that it states who has assessed the regulatory compliance and there is no mention of a fire engineer.

For clarity and transparency, therefore, and to make sure that we have complied with due diligence, in view of the harm to the listed building, it is worth asking the question whether a fire engineer was engaged and / or considered and whether the applicant would be willing to obtain a second opinion.

If an accredited fire engineer agrees that this is the only option, then we would have no option other than to agree to the alteration, as fire safety would be a grave public concern which could not be ignored.

Therefore, the planning authority will need to carry out a balance exercise and weigh whether the public benefit outweighs the 'less than substantial harm' that this will cause to the significance of the listed building. That is a judgement which can only be made by the planning officer, not myself. However, I will run through the justification put forward by the applicant and assess

whether the arguments are reasoned and justified (in accordance with para. 206 of the NPPF).

Impacts

My original comments to the applicant requested an 'Options Appraisal which sets out how you have arrived at this location, and what has clearly been discounted and why, rather than just the options for the design.'

This has been provided and together with the meets the requirements of paragraph 200 of the NPPF together with the statement of significance in section 2.

I have previously commented on various designs. I have repeated some of my comments here, for transparency.

My understanding is that the extended use of the accommodation in the Market Hall has changed the risk profile, necessitating an additional means of escape from the mezzanine level. The ramped access dictates this extended form of escape staircase and there is no alternative to the enclosed staircase and the high-level bridge.

I requested consideration be given to how the structure will be maintained and cleaned from pigeon droppings, litter/ rubbish being thrown into the staircase, and how a glazed balustrade be regularly cleaned?

In terms of impacts, the different designs all had similar impacts and caused a similar level of 'less than substantial' harm, but there are key differences which I raised.

The railings design was quite open (possibly the least intrusive visually) and I was concerned that it would be easy to open the final exit door by reaching inside - presumably there would be an exit bar / push rail in the event of an emergency? I considered there were a number of practical issues with this option.

These concerns have been addressed by changing the vertical railings to more slender timber fins, set at narrower spacing. Concerns about local youths using the structure for parkour have been met by adopting narrow vertical fins will, which are not conducive to climbing. Concerns expressed about the problem of having to clean the glazed balustrade have been addressed by adopting slender metal rail and horizontal wire.

The only issue which is not fully resolved is the appearance of the door at the bottom of the steps. I suggest that full details of the door to the base of the staircase are submitted as a condition of LBC.

The louvred design is similarly vulnerable from climbing, parkour, rubbish, cleaning, etc. but also is likely to provide a perch for pigeons. The more enclosed design with the perforated screens was the most practical design but the most visually intrusive.

The application clearly sets out all of the options considered, including the 3 different designs selected for the external escape staircase and provides a very clear justification for the final solution.

The conclusions reached in the submitted report state:
'Options 1 and 2, despite being the most economical, fall short of meeting regulatory requirements, rendering them inadequate for the primary project objective.

Consequently, these options were dismissed and not deemed worthy of further consideration.

In contrast, Option 3, featuring an external fire escape with an enclosed staircase and vertical fins/louvres, stands out as the most favourable selection. It effectively addresses concerns related to heritage preservation, regulatory compliance, and security, all while presenting an aesthetically pleasing solution.

Despite its higher cost compared to internal alterations, Option 3 proves to be the most cost-effective and regulatory-compliant choice, with its benefits outweighing the associated expenses. As such, it is recommended as the optimal solution for ensuring a secure and visually appealing fire escape.'

For clarification, the option selected does not preserve (i.e. not harm) the heritage.

The report floats the idea of Compensation. This is not a material planning consideration when assessing impacts on heritage assets.

We cannot 'off-set' impacts by conditioning compensatory measures, in the same way that trees can be planted

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| | <p>elsewhere if trees are removed from a site.</p> <p>The heritage benefits have to be concrete and related to the scheme, not offered somewhere else.</p> <p>We cannot assess fairly a scheme which purports to offer some form of compensation which is unspecified and not part of the case for addressing heritage harm.</p> <p>So, I recommend we do not take into account the mention of 'compensation'. I have already stated this on the previous application for the alterations to the Court 1 ceiling.</p> <p>We need to know now whether the setts have to be removed, to install the staircase, and if so, they need to be reinstated and I recommend a condition to cover this. It cannot compensate for adverse impacts.</p> <p>Conclusions</p> <p>To summarise, the application justifies the approach taken and the options discounted. My only outstanding query is with regard to the expertise and whether a fire engineer would have reached the same conclusions about the need for this fire escape staircase, when assessing regulatory compliance.</p> <p>In terms of details, the only missing detail is the design of the door at the bottom of the staircase. I recommend that this is provided now, rather than submitted to address a condition and to cause any further delay. The reinstatement of setts should be a condition of PP.</p> |
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7. OFFICER ASSESSMENT

- 7.1 The determination of a planning application is to be made pursuant to section 38(6) of the Planning and Compulsory Purchase Act 2004, which is to be read in conjunction with section 70(2) of the Town and Country Planning Act 1990.
- 7.2 Section 38(6) requires the local planning authority to determine planning applications in accordance with the development plan, unless there are material circumstances which 'indicate otherwise'. Section 70(2) provides that in determining applications the local planning authority "shall have regard to the provisions of the Development Plan, so far as material to the application and to any other material considerations." The Development Plan consists of the High Peak Local Plan Policies Adopted April 2016.

- 7.3 Other material considerations include the National Planning Policy Framework (NPPF), Supplementary Design Guidance, and National Planning Policy Guidance (NPPG). Paragraph 11 of the NPPF explains that at the heart of the Framework is the presumption in favour of sustainable development. For decision makers this means that when considering development proposals which accord with the development plan, they should be approved without delay, but where the development plan is absent, silent or relevant policies are out of date, grant planning permission unless any adverse impacts would significantly and demonstrably outweigh the benefits when assessed against the policies in the NPPF taken as a whole.

Principle of Development

- 7.4 The application seeks Full Planning and Listed Building Consent for works to a Grade II Listed Building to facilitate the installation of a n additional fire escape associated with uses granted under HPK/2021/0645 and HPK/2021/0646 in June 2023.
- 7.5 Chapter 6 of the NPPF contains relevant national policies aimed at building a strong competitive economy, whilst policies under Chapter 7 are aimed at ensuring the vitality of town centres. The nature of the proposed development actively aligns with these national policies.
- 7.6 Whilst the general principle of securing the best possible usable spaces within the wider development is actively encouraged and supported, the site is a Grade II Listed Building
- 7.7 As such, the application must demonstrate compliance with LP Policy EQ7, which refers to the built and historic environment, and relevant restrictive policies contained under Chapter 16 of the NPPF relating to the historic environment, underpinned by Section 66 of the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990.
- 7.8 The principle of development can thus only be supported if it can be concluded that the above policy and legislative context has been complied with, notwithstanding all other material considerations.
- 7.9 Where harm to the Listed Building is identified, such harm must be weighed against the public benefits of the scheme in the overall planning balance, in accordance with relevant local and national planning policies relating to heritage conservation.

Design & Conservation

- 7.10 Section 66(1) of the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990 states that in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority shall have special

regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

- 7.11 Section 72(1) of the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990 states that with respect to any buildings or land in a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character and appearance of that area
- 7.12 LP Policy S1 sets out a number of sustainability principles which all new development proposals should incorporate in order to make a positive contribution towards the sustainability of communities and to protect, and where possible enhance the environment.
- 7.13 LP Policy EQ6 states that all development should be well designed to respect and contribute positively to the character, identity and context of High Peak's townscapes, having regard to matters of scale, height, density, layout, appearance and materials.
- 7.14 LP Policy EQ7 has regard to the Built and Historic Environment. It states that the Council will conserve heritage assets in a manner appropriate to their significance. This will take into account the desirability of sustaining and enhancing their significance and will ensure that development proposals contribute positively to the character of the built and historic environment in accordance with sub area strategies S5, S6 and S7.
- 7.15 Paragraphs 200-206 of the NPPF sets out how a Local Planning Authority should assess the significance of a heritage asset, and the potential impact of a development proposal upon such an asset.
- 7.16 The Market Hall Grade II Listed Building subject of this application have a a high degree of significance and as such any proposed external and internal works should be handled with a high degree of sensitivity.
- 7.17 The following options for introducing the fire escape are as follows:
- Option 1 Forming fire exit between mezzanine floor and adjacent municipal building;
 - Option 2 Forming fire exit between mezzanine floor and open atrium within arcade area;
 - Option 3 Bridge span, enclosed staircase with vertical fins/louvre cladding;
 - Option 4 Bridge span, enclosed staircase with horizontal louvre cladding;

Option 5 Bridge span, enclosed staircase with perforated panel cladding;

7.18 A detailed appraisal of each option is set out under paragraph 3.3 of the supporting Heritage Statement having regard to the following criteria, exploring the advantages and disadvantages:

- Preservation of heritage
- Regulatory compliance
- Visual impact
- Security
- Maintenance and Longevity
- Affordability

7.19 A description of each proposed option subject of the appraisal supported by artistic impression where appropriate is presented below:

Option 1 - Forming fire exit between mezzanine floor and adjacent municipal building

This option involved investigating the possibility of creating an opening between the Market Hall and the adjoining municipal building. If successful this would have provided occupants with a means to exit from the mezzanine area and reach a point of relative safety in the adjacent building. However, this option posed numerous challenges and raised concerns about non-compliance. Consequently, it was not pursued beyond an initial desktop assessment.

Option 2 - Forming fire exit between mezzanine floor and open atrium within arcade area

This option involved investigating the possibility of creating an opening between the Market Hall and the adjacent atrium space in the arcade. If successful, this would have provided occupants with a means to exit from the mezzanine area and reach a point of open air on the flat roof in the atrium space between the Town Hall and the Market Hall. However, this option posed numerous challenges and raised concerns about non-compliance. Consequently, it was not pursued beyond an initial desktop assessment.

Option 3 - Bridge span, enclosed staircase with vertical fins/louvre cladding

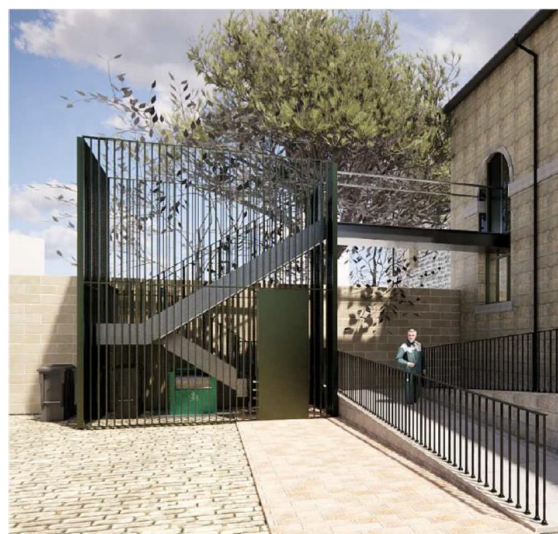
This option involves the construction of an external fire escape directly outside the north-west corner of the Market Hall. The staircase will occupy the space between the ramp and the existing substation. The staircase is linked to the building via a bridge that spans over the ramp and utilises an existing window opening to provide access/egress into the building at mezzanine level. The staircase is clad with vertical painted timber fins at nominal spacings. The bridge is a single span

with transparent balustrade. Internally, the newly formed mezzanine areas are adjusted to provide a protected lobby and refuge space (see image below)



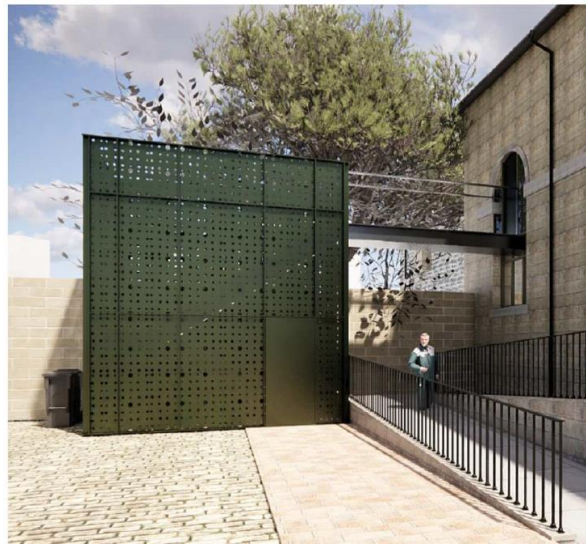
Option 4 - Bridge span, enclosed staircase with horizontal louvre cladding

This option is similar to Option 3 in terms of form and geometry and involves the construction of an external fire escape directly outside the north-west corner of the Market Hall. The staircase will occupy the space between the ramp and the existing substation. The staircase is linked to the building via a bridge that spans over the ramp and utilises an existing window opening to provide access/egress into the building at mezzanine level. The staircase is clad with horizontal louvres, in keeping with louvres/fence being installed on the east facing elevation. The bridge is a single span with transparent balustrade. Internally, the newly formed mezzanine areas are adjusted to provide a protected lobby and refuse space (see image below)



Option 5 - Bridge span, enclosed staircase with perforated panel cladding

This option is similar to Options 3 and 4 in terms of form and geometry and involves the construction of an external fire escape directly outside the north-west corner of the Market Hall. The staircase will occupy the space between the ramp and the existing substation. The staircase is linked to the building via a bridge that spans over the ramp and utilises an existing window opening to provide access/egress into the building at mezzanine level. The staircase is clad with perforated metal cladding. The perforation proposes a variety of punctures in a random pattern to provide an organic semi-transparent enclosure. The bridge is a single span with transparent balustrade. Internally, the newly formed mezzanine areas are adjusted to provide a provide a protected lobby and refuge space (see image below)



7.20 A summary of the advantages and disadvantages relating to each option as concluded by the applicant is set out as follows having regard to each of the six criteria:

Preservation of Heritage

- Option 1: Impact on both Market Hall and municipal building
- Option 2: Potential disruption to visual symmetry and aesthetics
- Option 3: Remote positioning with minimal impact
- Option 4: Similar to Option 3
- Option 5: Positioned remotely but visually imposing

Regulatory Compliance

- Option 1: Concerns regarding travel distance and lobby impact
- Option 2: Issues with exit suitability and level changes

- Option 3: Generally compliant
- Option 4: Generally compliant
- Option 5: Generally compliant

Visual Impact:

- Option 1: Concerns about impacts of new opening and lobby
- Option 2: Concerns about impacts of new opening and lobby
- Option 3: Balancing transparency and aesthetics with unique features
- Option 4: Balancing transparency and aesthetics with unique features
- Option 5: Balancing transparency and aesthetics with unique features

Security:

- Option 1: Security concerns and potential trespassing issues
- Option 2: Security concerns and potential trespassing issues
- Option 3: Enclosed staircase with varying levels of transparency
- Option 4: Enclosed staircase with varying levels of transparency
- Option 5: Enclosed staircase with varying levels of transparency

Maintenance and Longevity:

- Option 1: Internal alterations, limited exposure to weather conditions
- Option 2: Internal alterations, limited exposure to weather conditions
- Option 3: External elements with varying maintenance considerations
- Option 4: External elements with varying maintenance considerations
- Option 5: External elements with varying maintenance considerations

Affordability:

- Option 1: Cost-effective but with potential logistical issues
- Option 2: Mid-range cost, additional costs for roof access
- Option 3: More expensive than internal with unique features
- Option 4: More expensive than internal with unique features
- Option 5: More expensive than internal with unique features

7.21 In reviewing this appraisal and offering comment, Mel Morris (Heritage Consultant acting on behalf of the Local Planning Authority) has concluded that the applicant has suitably justified the design approach to addressing the essential need, whilst acknowledging that the preferred option will in any event result in a degree of harm to the listed

building, which is considered to be “less than substantial” for the purposes of the NPPF.

- 7.22 Further, it was recommended that as a matter of due diligence and to fully justify the proposals in planning terms, that a second opinion be sought with regards to the fire regulations and compliance of each option.
- 7.23 Finally the initial consultation response identifies that details of the design of the door is currently absent, with the choice of agreeing details prior to determination or by way of condition. A further condition relating to the reinstatement of setts is also recommended.
- 7.24 In answer to the queries raised by Mel Morris, the applicant has responded as follows by way of an email received 11th April:

Fire Engineer Involvement

The consultation feedback prompts inquiry into whether a fire engineer or building control inspector has evaluated the risk and determined the necessity of the fire escape. We can confirm that the design process has involved input from a fire engineer, specifically Hydrock in this instance. Attached is their most recent fire strategy document, which should clarify Hydrock's evaluation of the risk profile and recommendations regarding escape provisions. The development of the design solution has been a collaborative effort, preceded by consultations involving the design team, Hydrock, the appointed Building Control Officer, and the local Fire Department.

Door to the base of the staircase

To confirm, we propose to install a blank metal security door to the base of the staircase. This will be powder coated in a colour to match the colour scheme adopted for the market hall external doors and windows, i.e. RAL 6003 – Olive Green. We attached a product data sheet for the door type proposed, or an equivalent.

Reinstatement of setts/cobbles

We confirm that the stone cobbles will be restored around the base of the staircase, except for the sections directly outside the staircase exit door. The landscape design, as endorsed within the broader Glossop Market project, depicted a plan for stone setts alongside the new ramp and steps. The proposed type of stone, Scoutmoor stone, has since been approved through the discharge of condition application. This confirms its use. The original design's stone sett paving will be preserved, ensuring level access to the foot of the fire escape stair as mandated. All other surfacing will be restored as existing.

- 7.25 Mel Morris has reviewed the points of clarification received by the Local Planning Authority above and concluded that this addresses all outstanding queries, allowing the application to be determined, having regard to the need for Officers to carry out a planning balance, weighing the public benefits of the scheme against the identified “less than substantial harm” to the historic fabric and significance of the Listed Building.
- 7.26 Glossop Market Hall lies in an extremely prominent location within the Norfolk Square Conservation Area and therefore the introduction of any new structures or alterations to any elevation has the potential to result in harm to both the historic fabric of the building and indeed the wider character and appearance of the Conservation Area.
- 7.27 Having regard to all plans and documents, it is acknowledged that any introduction of a fire escape to the outer walls of the building will as a consequence of its prominence from public vantage points, and design features, most notably its bulky massing and choice of materials, have a negative impact on the historic fabric of the Listed Building and overall character and appearance of the Conservation Area, thereby resulting in a degree of conflict with LP Policies S1, EQ6 and EQ7, and relevant paragraphs under Chapter 16 of the NPPF, underpinned by Sections 66(1) and 72(1) of the Act 1990.

Planning Balance and Conclusions

- 7.28 LP Policy S1a reflects the presumption in favour of sustainable development set out within the National Planning Policy Framework (NPPF). It states that planning applications that accord with relevant policies in the Local Plan will be approved without delay.
- 7.29 Paragraph 11 of the NPPF sets out the 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 the policies which are most important for determining the application are out-of-date, granting permission, unless:
- the application of policies in this 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 this Framework taken as a whole.
- 7.30 The applications seeks full planning and Listed Building consent for the introduction of a new external fire escape in order to comply with fire regulations, to serve the approved ground floor and newly created mezzanine floor of Glossop Market Hall which has been subject of

various recent full planning and Listed Building Consent applications for a proposed multi-purpose use and facilitating works.

- 7.31 The wider regeneration scheme strongly supports local and national planning policies relating to retail and economic growth.
- 7.32 It is fully accepted and acknowledged that the newly proposed fire escape is essential to facilitate the wider (approved) regeneration scheme associated with the Market Hall, and thus the challenge is to arrive at a scheme that balances this essential need with the duty to preserve or enhance the historic significance of the Grade II Listed Building.
- 7.33 Whilst acknowledging the fact that the introduction of the proposed fire escape would, somewhat inevitably due to its prominence in the street scene and its design features, result in a degree of harm to the historic fabric of the Listed Building, due to the scale and massing of the structure and use of more modern striking materials against the backdrop of traditional stone, substantial weight may be attributed to the need to provide a fire escape in order to comply with fire regulations to serve the upper floors to be used within the regenerated Market Hall already approved. This amounts to a significant public benefit.
- 7.34 In weighing the full planning and Listed Building applications, Officers conclude that having regard to the analysis contained within this report, and taking account of all material consideration, the significant public benefits surrounding fire safety and the delivery of the wider regeneration project do outweigh the less than substantial harm to the historic fabric of the Listed Building and therefore on balance, both applications amount to a sustainable form of development.
- 7.35 It is therefore recommended that both the full planning application and listed building consent application be approved subject to appropriate conditions.

8. RECOMMENDATIONS

A. Approve Planning and Listed Building Consent subject to following conditions

1. Time Limit
2. Approved Plans
3. Compliance condition regarding the design of the staircase door
4. Compliance condition regarding reinstatement of stone setts

B. In the event of any changes being needed to the wording of the Committee's decision (such as to delete, vary or add conditions/informative/planning obligations or reasons for

approval/refusal) prior to the decision being issued, the Head of Development Services has delegated authority to do so provided that the changes do not exceed the substantive nature of the Committee's decision.

This recommendation is made following careful consideration of all the issues raised through the application process and thorough discussion with the applicants. In accordance with Paragraph 187 of the NPPF the Case Officer has sought solutions where possible to secure a development that improves the economic, social and environmental conditions of the area.

Site plan

