

Application Recommended for Approval

Rosehill / Burnley Wood Ward

APP/2017/0191

Listed Building Application

Alterations to existing golf shop/foyer area

TOWNELEY GOLF CLUB HOUSE TODMORDEN ROAD BURNLEY



Background:

The building subject to this application is the Grade II Listed, Towneley Golf Clubhouse. It was listed in 1997. The building was originally a farmhouse with attached barn, and was constructed in the mid to late 18th century. The building is located in the upper part of Towneley Park (a Historic Park and Garden) which is the largest (440 acres) and most popular park in Burnley. Towneley Hall is located at the southern end of the park, with the golf courses occupying the north end of the park. Towneley Golf Club was established in the early 1930s and have utilised these buildings in connection with the club since their inception. The park also includes 24 acres of broadleaved woodland, school, working farm and a garden centre. The park is owned and managed by Burnley Borough Council. Burnley Leisure has recently taken over the management of Towneley's 3 golf courses including this building, and this is the reason why the application is presented to members.

The building has undergone a series of alterations and conversion throughout the years including the creation of the club house (to which this application relates) within the original barn to the farmhouse. This was subject to a planning application in the early 1980s, and was followed by other applications in the late 1980s for further extensions and adaptations. The current layout of the club house accommodates a games room, offices, bar store, shop and foyer area located on the ground floor, with the first floor accommodating the main bar and function room.

The new management arrangements are seeking a more focused approach to operating and developing the golf courses whilst creating other opportunities to tie in

with other leisure facilities across the borough. The works proposed are part of a range of improvements planned to include not only the clubhouse experience, but also the courses.

Relevant Policies:

Burnley Local Plan Second Review

GP1 - Development within the Urban Boundary

GP3 - Design and Quality

GP5 - Access for All

CF3 - Protection of existing public parks, informal recreation areas, major open areas, play areas and other areas of open space

CF9 - Golf related development

E10 - Alterations, extensions, change of use and development affecting listed buildings

E16 - Areas of traditional construction

E17 - Historic parks and gardens

Emerging Local Plan Policies

SP4 –Development Strategy

SP5 – Development Quality and Sustainability

HE2 – Conservation and Enhancement of Designated Heritage Assets and Their Settings.

National Planning Policy Framework

Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended)

Site History:

APP/1992/0785 –Proposed change of use of part of ground floor area of barn from storage to club shop and extension to form showroom and alterations to fire escape and balcony – Granted.

APP/1992/0244 –Proposed change of use of part of ground floor area of barn from storage to club shop and extension to form showroom and alterations to fire escape and balcony – Withdrawn.

APP/1988/0620 –Proposed storage building – Granted.

APP/1985/0401 – Erection of extensions to form toilets and alterations – Granted.

APP/1984/0503 – Change of use from storage to form extension to existing golf club house, including new external stairs and formation of new window – Granted.

APP/1981/0572 – Proposed change of use from barn adjoining golf professionals shop to lounge, kitchen and bar for golfers – Granted.

Consultation Responses:

No responses have been received.

Planning and Environmental Considerations:

The proposed application seeks to make the following internal and external alterations to the building,

- Remove the existing internal partition walls to the office located to the rear of the existing sales shop / counter area and install a new set of double doors (in

oak with glazing panels) which will be located adjacent to the foyer / existing door into the clubhouse, to create a new entrance into the shop.

- Alterations to the layout of the shop area, including relocation of the counter, a rise in floor levels to create a level access, plaster repairs and the installation of a suspended ceiling.
- A stepped floor well will be incorporated at the new fire exit (which is currently the main entrance to the shop for customers).
- A new sliding door set will be provided at the entrance to the foyer area, which will also be the new entrance to the shop. This will be in aluminium but powder coated brown to match the existing timber windows.

The key consideration in regards to this type of proposal is to balance the requirements of the business and its patrons against the impact of the work on the historical or architectural significance of the building and its setting.

In terms of National Guidance, paragraph 129 of the National Planning Policy Framework (NPPF) advises that local planning authorities should identify and assess the significance of heritage assets that may be affected by a proposal and take this assessment into account when considering the impact on the heritage asset, to avoid conflict between its conservation and any aspect of the proposal.

The significance of this listed building, when reading the list description, lies with the Farmhouse element and its detail (materials, design, fenestration, etc.). The proposed alterations lie within the former barn which was significantly altered prior to its listing in 1997. Very few of the openings let alone windows are original features, so we must assess whether or not the proposed alterations will have an acceptable impact on the heritage asset and its setting, in particular the new external door proposed. The internal works, whilst requiring Listed Building Consent, are all being carried out within an existing internal shell within the clubhouse so there are no objections to these elements as they have no impacts on the listed building itself.

Paragraph 131 of the NPPF advises that 'In determining planning applications, local planning authorities should take account of:

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

Paragraph 132 states that 'great weight should be given to the asset's conservation' and that any harm or loss should require clear and convincing justification.

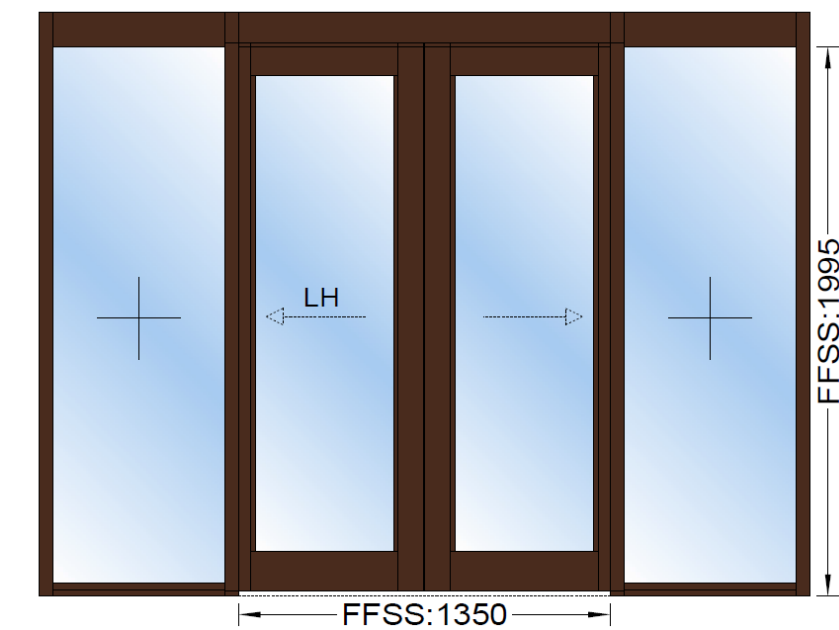
Paragraph 134 of the NPPF advises that 'Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.'

When considering the scale of the development, namely the replacement of non-original timber doors with a powder coated aluminium door of a similar proportion, when assessed against the NPPF the harm caused is considered to be less than

substantial harm. Therefore this harm must be weighed against securing the sites optimum viable use alongside the public benefits of the scheme.



Existing doorway



Proposed new doorway set

The proposed refurbishments to the building are proposed to improve the facilities, improve accessibility, improve energy performance, improve usability and also promote and improve the golf shop to/for visitors and members. The existing timber entrance doorway is single glazed, tired and draughty. The proposed replacement doorway will be in aluminium, powder coated brown to match the existing timber windows above, and automatic to allow access to all users. The doorway will be set back within the doorway (as it is now) and will be of similar frame proportions as the existing, and will match the open fenestration of the windows above (see photograph above). Whilst being of a more modern material, the key consideration is whether the proposed door set will have an acceptable visual impact on the listed building and its setting.

The NPPF defines the setting of a heritage asset as ‘the surroundings in which [the asset] is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral’.

The wider setting of this Listed building has been retained and maintained over the years, as has the character and appearance of the building itself, by the occupier which has maintained the farmhouses strong architectural presence; a key factor for its listing. The doorway will be set back within the doorway (as it is now) and will be of similar frame proportions as the existing. Whilst being of a more modern material, the proposed door set will have an acceptable visual impact on the listed building and its setting. The proposal will also provide a safe and accessible route into the building for all visitors, and the benefits of this will maximise the prospect of securing the long term use of this building into the future, and ensure that this facility will continue to serve its users. The more productive use of the site is likely to retain existing employment at this site and potentially lead to further use and economic growth for the Club and the applicant; key aspects in ensuring the longevity of this facility and sustaining a viable use within this heritage asset.

The requirement of section 16 of the Planning (Listed Building and Conservation Area) Act 1990 places a duty on local authorities that in considering whether to grant listed building consent for any works the local planning authority or the Secretary of State 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.

This has been considered by the LPA as part of this process, and we are satisfied that all avenues to preserve the building, and sequentially the character and appearance of the area, have been explored.

PLANNING BALANCE AND CONCLUSION

The harm caused to the significance of the heritage asset is considered to be less than substantial. Paragraph 134 of the NPPF states that where the harm is less than substantial, it should be weighed against the public benefits of the proposal. In this case, the proposed materials cause no visual harm to the setting or character of the Listed Building, and the public benefits of the proposals are considered to outweigh any minor harm. The scheme has been considered against the relevant existing and

emerging Local Plan Policies and is considered to be in compliance. As such, the application is recommended accordingly.

Recommendation:

That Listed Building Consent is granted subject to the following conditions.

Conditions

1. The development must be begun within three years of the date of this decision.
2. The development hereby permitted shall be carried out in accordance with the following approved plans: TG2017 / 01v2, TG2017 / 02v2 and the supplementary plans for the new external sliding door (annotated POS. 001).

Reasons

1. Required to be imposed by Section 91 of the Town and Country Planning Act 1990, as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.
2. To ensure the development is implemented in accordance with the approved plans and to avoid ambiguity.

GDT
18/05/2017