



## Padiham Conservation Area Conservation Area Management Plan

2017-2027

**Buttress**

# Padiham Conservation Area

## Conservation Area Management Plan

Rev	Date	Status	Name	Description
4 <sup>th</sup>	3 <sup>rd</sup> February	FOR CONSULTATION	Jenna Johnston   Heritage Consultant	Comments incorporated for consultation.
3 <sup>rd</sup>	1 <sup>st</sup> February	DRAFT	Jenna Johnston   Heritage Consultant	Further comments, third issue.
2 <sup>nd</sup>	25 <sup>th</sup> January 2017	DRAFT	Jenna Johnston   Heritage Consultant	Second Issue + comments
1 <sup>st</sup>	January 2017	DRAFT	Jenna Johnston   Heritage Consultant	First issue

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**Buttress**

41 Bengal St.  
Manchester  
M4 6AF

T 0161 236 3303  
F 0161 236 3303  
E [contact@buttress.net](mailto:contact@buttress.net)  
W [www.buttress.net](http://www.buttress.net)

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# 1 Executive Summary

Padiham Conservation Area's most widespread issue is the ubiquitous implementation of inappropriate modern alterations. Namely, the installation of UPVC windows and doors, plastic rainwater goods, and satellite dishes. Though seemingly small interventions, collectively they have the potential to significantly erode the historic character of the town. These apply primarily to residential properties. Commercial properties also have these issues, but many also have the problem of inappropriate modern signage that significantly degrades the historic streetscape.

Additionally, the lack of a coherent and site-wide Public Realm Strategy has meant that previous works have been carried out in isolation. The result has been disjointed approaches to street surfaces and furniture, often within the same Character Area. There are good examples of historic fixtures and fittings, such as lamp posts, therefore there is plenty of information to provide guidance for the development of a Plan.

The conclusion is that Padiham has a high-quality building stock that tells an interesting story about its community. There is a great amount of potential for the area to enhance both the aesthetics and the history of the town through careful alterations and future development.

CONSULTATION

## 2 Introduction

Under the Planning (Listed Buildings and Conservation Areas) Act 1990, local planning authorities have a statutory duty to designate Conservation Areas as any area of 'special architectural or historic interest,' whose character or appearance is considered worthy of preservation or enhancement. As such, Conservation Area designation is the primary means by which the Council can safeguard valued distinctive places that help to define the individual historical and cultural identity of its communities. However, the Council acknowledges that designation alone will not secure the preservation and enhancement of these areas and that active management is vital to ensure that they can adapt and develop in a positive way.

This Conservation Area Management Plan for the Padiham Conservation Area was commissioned by Burnley Borough Council in October 2016. Burnley Borough Council are not legally required to produce Management Plans for their Conservation Areas, but it is a practice encouraged by Historic England for the informed management of change in historic places. It is particularly pertinent due to the Conservation Area's inclusion on the Historic England At Risk Register.

### 2.1 Townscape Heritage Scheme

This Plan is part of an important phase of Padiham's development. In January 2016, the Heritage Lottery Fund (HLF) awarded development funding for a Townscape Heritage Scheme (TH) project named *Crafting the Future*. Focussing on a compact area of mostly Victorian buildings, predominantly in retail use, at the heart of the Padiham Conservation Area, the TH project is a key driving force in the future conservation and management of Padiham. It aims to bring back traditional life and vitality to the historic core, the appreciation of the town's rich heritage, and strong connections with Gawthorpe Hall.

The full grant involves a five-year programme bid for £1.45million to breathe new life back into the heart of Padiham through five separate programmes:

- **Physical works:** to buildings: grants to property owners to cover a fixed percentage of the costs of repairs to the exterior, reinstatement and restoration of lost historic features.

- **Public realm scheme:** designed to enhance the pedestrian experience, including decluttering of street furniture and signage, new surface treatments, and public art.
- **Education and engagement programme:** working with local partners including the Gawthorpe Textile Collection.
- **Heritage/conservation skills programme:** delivering a series of training opportunities for property owners and tenants, architects/designers, contractors, members of the general public, and college students.
- **Project management and evaluation:** managed by a dedicated Townscape Heritage (TH) Officer.

Detailed proposals for this project will be submitted to the HLF for approval in June 2017.

The aims and objectives of the Conservation Area Management Plan are interlinked with the delivery of the Padiham Townscape Heritage (TH) Programme. Both the Management Plan and the Townscape Heritage Programme are measures that will lead to the positive manage of change and enhancement. The Management Plan sets out guidance and future actions for the proactive management of the conservation area, whilst the TH Scheme is the funding mechanism for partnership working to tackle a range of issues which are social, economic and regenerative.

### 2.2 Purpose of the Plan

This Management Plan is the key tool for fulfilling the Council's duties to draw up and publish proposals for the preservation and enhancement of Conservation Areas under S.71 of the 1990 Planning (Listed Buildings and Conservation Areas) Act, and to assist in interpreting the Local Plan. It must be emphasised that it is not a substitute for policy-making that is properly associated with the Local Development Plan.

The primary aims of this management plan are to:

- Provide the basis for the proactive management of Conservation Area by informing future Council policy formulation and decision-making for the next five years;
- Act as a material consideration in the determination of planning applications, use of planning powers, and exercise of the Council's duties under the Planning Acts in conjunction with the character appraisal document;

- Meet the Council's statutory duty in regard to s.71 and s.72 of the Planning (Listed Buildings & Conservation Areas) Act 1990;
- Provide a clear illustration of the Council's commitment to our funding partners for the future implementation of the TH Scheme, and ensure the benefits to be gained from the TH Scheme are sustained.
- Ensure that opportunities are taken to attract additional resources to support action under this Plan.

The Management Plan is informed through the identification of:

- Areas that provide the largest contribution to the heritage significance of the Conservation Area.
- Areas that are detracting from the significance of the Conservation Area.
- Areas of short-term and long-term improvement.
- Areas that could potentially contribution to the Council's wider aims and objectives.
- Potential threats to the significance of the Conservation Area.

The implementation of this Plan will support the preservation and enhancement of the Conservation Area. This will be achieved primarily through:

- The identification of priority buildings to be targeted for maintenance, repair, architectural reinstatement and reuse. The Conservation Area Appraisal includes an overview of important and interesting properties within each Character Area. The Management Plan identifies properties that stand to have the largest impact on their surrounding area – both by neglect or enhancement.
- Providing a set of general management recommendations and actions (Section 6) to address known threats to the Conservation Area. This will provide a context for proposed new works, including repair and architectural reinstatement.
- Aiming to ensure that works on historic buildings, and within the historic environment, are carried out to a high standard of design, material and method.
- Encouraging high quality and sympathetic new developments.

- Encouraging conservation works in the wider Conservation Area to enhance the work carried out by the ongoing Townscape Heritage scheme.
- Ensuring that works in the public realm, including street furniture and green spaces, are adequately maintained, appropriate to their context, and seek to enhance the value of the Conservation Area.
- Engaging the community in managing and promoting the value of the Conservation Area.
- Ensuring the long-term sustainability of the TH grant-assisted works to buildings and public realm.
- Promoting a better awareness of the need for owners to maintain their properties, through education and training.

Whilst the management actions are primarily the responsibility of Burnley Borough Council, their successful implementation will also depend on the co-operation and enthusiasm of other organisations and stakeholders, including property owners and the local community. It will further depend upon the identification of appropriate measures of financial support for future conservation purposes.

## 2.3 Scope of the Plan

The Management Plan commences with a description of the current legislation, policies and guidance relating to Conservation Areas. It summarises the special historical and architectural character of the conservation area and identifies several issues which detract from and/or threaten to harm that special interest. The tools that current planning legislation provides the Local Authority are listed, and examples of locations in the Conservation Area where these could be used are identified. The issues that are currently affecting the Area are set out and sources of information for building owners are provided, including general guidance on appropriate ways of repairing and altering buildings. The Plan concludes with detailed management proposals and suggests ways in which this could be achieved and the Plan implemented.

Management proposals and actions are provided at both a general 'conservation area wide' level, and specific to each of the individual character areas, identified in the *Conservation Area Appraisal*. Proposals are cross referenced to the issues (summarised in 12.6 Summary of Priorities) they are intended to address and are split into two types:

- **Development guidelines:** contain recommendations for control of development that are both general in nature and specific to each character area. In some cases, this may not only be guidance on the acceptability of new developments, but also guidance on matters such as advertising control or change of use. These guidelines aim to protect the quality and interest of the areas as a whole, not only the buildings, and are primarily designed to inform planning decisions and applications.
- **Enhancement proposals:** set out priorities for change, and actions that aim to make a positive impact on the quality and interest of the character areas.

## 2.4 Methodology

This Conservation Area Management Plan has been created by drawing together existing documents produced by Burnley Borough Council, including the "Saved" *Burnley Local Plan* (2006), the *Preferred Option Local Plan* (2016), *Padiham Heritage Appraisal*, and the *Padiham Area Action Plan – Preferred Options Report*. These documents have been adapted to reflect Conservation Area Management guidance provided in Historic England's *The Historic Environment in Local Plans: Historic Environment Good Practice Advice in Planning: 1* (2015). There has also been reference made to the Heritage Lottery Fund's *Conservation Plan Guidance* (2012) and *Management & Maintenance Plan Guidance* (2012) to inform the management element of the document.

## 2.5 Authorship & Acknowledgements

This document has been produced by Jenna Johnston MA(Hons) MSc, *Heritage Consultant* on behalf of Buttress Architects Ltd, in consultation with Burnley Council. Condition information has been provided by Grant Prescott BSc (Hons) BArch, *Architect*; Sam Gill BArch (Hons) MArch, *Architect*; and Alex Scrimshaw, *Chartered Architectural Technologist*, on behalf of Buttress Architects.

## 2.6 Consultation & Adoption

There is a requirement under Section 71 of the Planning (Listed Building and Conservation Areas) Act 1990 for the local authority to consult the local community on any management proposals for Conservation Areas. Following the Executive approval of this consultation draft Management Plan in February 2017, the document will be published for feedback by the wider public and a public meeting held to present and discuss the content. The council will consult those with an interest in the subjects covered by this Management Plan. Details of the consultation will be sent to local heritage and community groups with an interest in Conservation Area, and efforts will be made to reach a wider audience through local media, the council's website and social media. Paper copies of this document will be accessible at Burnley Contact Centre and at the Burnley and Padiham Libraries. The Council will consider any views concerning the proposals expressed through the consultation in preparing the final draft for formal adoption.

## 2.7 Other Documents

As previously discussed, this document has been produced by drawing together pre-existing documents produced by Burnley Borough Council.

- *Padiham Draft Conservation Area Appraisal* 2014.
- "Saved" *Burnley Local Plan* (2006)
- *Preferred Option Local Plan* (2016)
- *Padiham Heritage Appraisal* (2007)
- *Padiham Area Action Plan – Preferred Options Report*

These are significant, extensive and robust pieces of work that should be consulted for information regarding the wider Padiham area. Information regarding individual properties should be sought in Buttress's Condition Survey Report (2016).

The Plan should also be read alongside the National Planning Policy Framework (NPPF) (2012).

### 2.7.1 Relationship to Padiham Conservation Area Appraisal

The Management Plan has been developed from, and should be considered in conjunction with, the Padiham Conservation Area Appraisal. The appraisal defines and records the special architectural and historic interest of the Conservation Area, including a detailed character analysis, summarised in 3.3 Description of the Heritage. It identifies the positive and negative features of the Conservation Area, and provides an outline of the main issues which detract from and/or threaten to harm its special historical and architectural character, and its important features. These are the issues that this Plan seeks to address, through the identification of a series of preservation and enhancement actions, to help secure the area's long-term viability as an important heritage asset.

### 2.7.2 Relationship to the Local Plan and Development Management

The Management Plan will complement existing national and local planning policies by providing further advice on the management of the Conservation Area. Following formal adoption by Burnley Borough Council, the Conservation Area Appraisal and Management Plan will inform the development of planning policy. It will form part of the evidence base for the emerging Local Plan; assist in development control decisions; and help building owners, their agents and architects, along with planning professionals, interpret and apply statutory requirements and national and local planning policy in the Padiham Conservation Area.

CONSULTATION

# 3 Understanding the Heritage

## 3.1 Introduction

Padiham Conservation Area was designated 18<sup>th</sup> June 1975. The boundary of the Area was subsequently extended in 1981 and 1984 to include notable buildings, on the periphery of the historic core, that are strongly associated with the history and evolution of the town. It is considered particularly important due to surviving evidence of its pre and post-industrial history. The draft *Padiham Conservation Area Appraisal* published in January 2014 provides a detailed understanding of the significance and special qualities of the Conservation Area and should be read alongside the Management Plan.

The Conservation Area incorporates the historic core of the town, which has a high density of heritage assets. The underlying medieval footprint, from which a fine Victorian townscape grew, makes the historic core of Padiham unique within the Borough, and within the broader context of Pennine Lancashire. The region's predominantly 19<sup>th</sup> century development followed either grid iron patterns, or relatively new communications infrastructure, such as the Leeds-Liverpool Canal.

The retention of the original street pattern has also meant that, although substantial development took place in a relatively compressed timeframe from the early 1800s to the early 20<sup>th</sup> century, the area presents a fascinating and attractive variety of building mass, height, scale and rooflines, indicative of the topography and streetscape. It also retains visual homogeneity, using a restrained and fairly limited palette of traditional materials.

The Conservation area covers some 13 hectares of historic townscape, taking in the origins of the modern-day settlement at the crossing point of the River Calder and Saint Leonard's Parish Church, once the centerpiece of the historic market place. The Conservation Area includes a variety of principal buildings of fine industrial-era architecture, including commercial, residential, civic, ecclesiastical and residential. A notable example is Gawthorpe Street, thought to have been built to the plans of Charles Barry. Saint Leonards Church, built in 1866 on the site of a medieval church, forms the centre-piece of the Conservation Area, which was once the historic core of this ancient market town. The

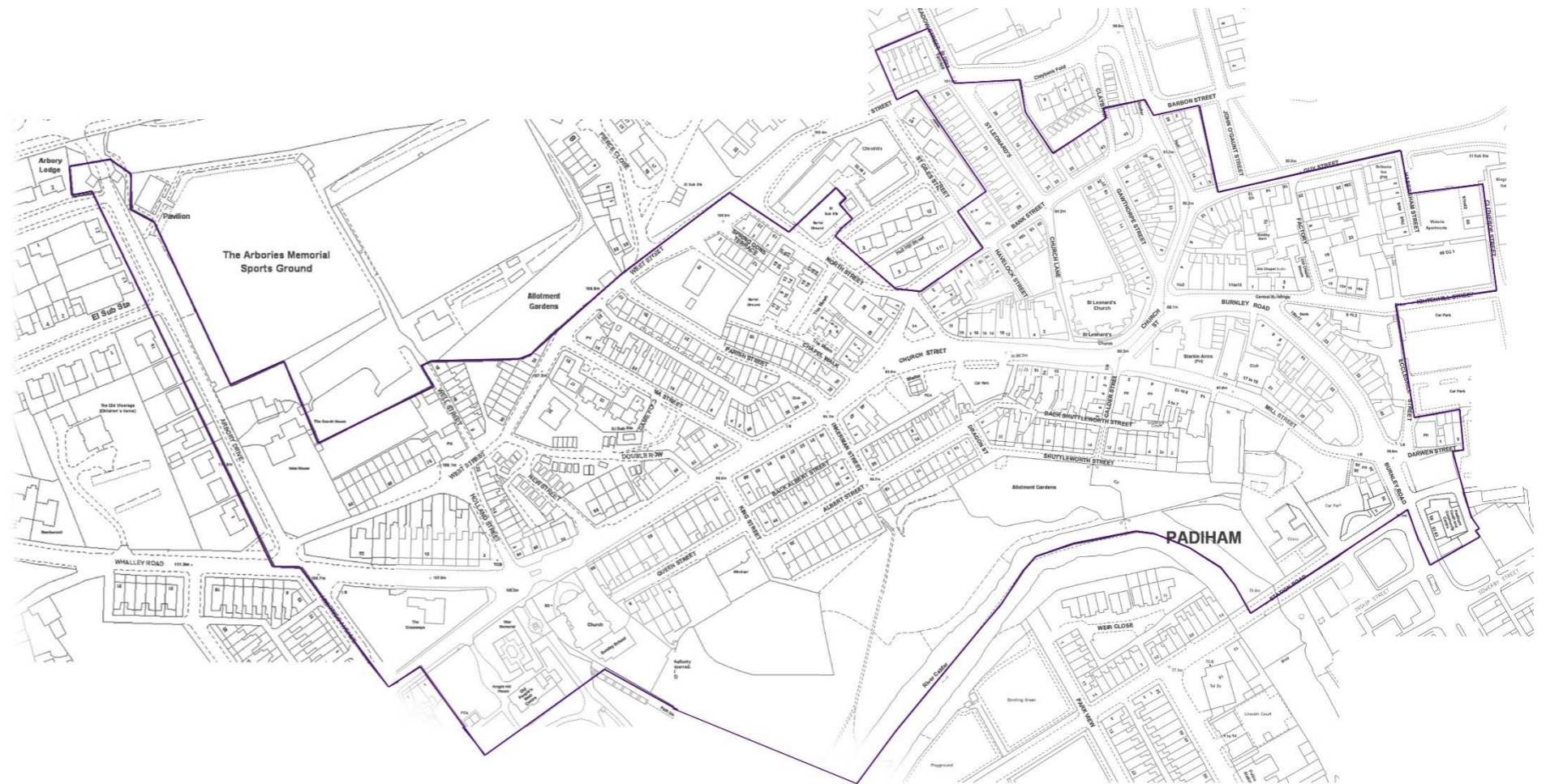


Figure 1 Padiham Conservation Area Boundary

buildings are generally two and three-storey, with none challenging the dominance of St Leonard's Church as a focal point for the area.

## 3.2 Location

Padiham is one of several closely neighbouring settlements, which lie along the valley of the River Calder and its tributaries. Padiham historically occupied an area on the northern banks of the Calder with its historic centre lying 5 km west of Burnley. It expanded across the river during the second half of the 19<sup>th</sup> century and currently forms part of the modern parish of West Burnley.

To the south-east and east the Conservation Area is bounded by more intensive, dense industrial commercial and residential development of varied ages and character. The area is bounded to the south west and west by sparser residential development tailing out into the wider countryside. To the north, the Conservation Area is bounded by 20<sup>th</sup> century housing development, the Arbories sports ground and the wider rural area.

### 3.2.1 Geography & Topography

The geology, topography and natural features of the area have influenced the development and character of Padiham. The underlying solid geology of the area consists of Lower Westphalian Coal Measures of the Carboniferous era, which contributed to the early industrial exploitation of the area. The drift cover consists primarily of glacial till deposits. The hills to the north and the higher land to the south of the town are formed of Carboniferous sandstone.

The historic core of the town is built on ground sloping upwards from the River Calder in north westerly direction and bounded to the South by the River Calder, and Memorial Park, with some 19<sup>th</sup> century residential development.



### 3.2.2 Townscape

Padiham's townscape and identity are linked to the part it played in the textile revolution. Although Padiham did not expand as rapidly as Burnley during this period, its development has created a rich and unique historic environment. The transport routes (road and rail), warehouses, bridges, mills, weaving sheds and chimneys, housing, schools and shops associated with the industrial revolution still dominate Padiham's townscape today providing a visual illustration of the connection between the past and the present.

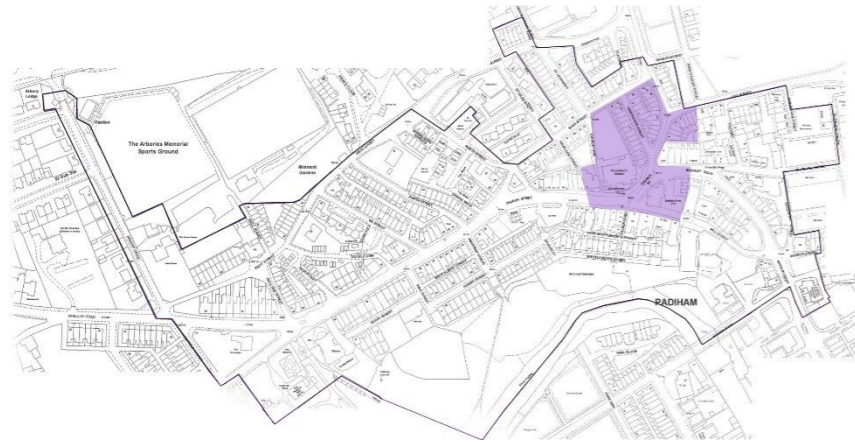
The Conservation Area's focal point is St Leonard's Church which occupies an elevated position overlooking the wider town, and is a dominant feature in the wider townscape.

CONSULTATION

### 3.3 Description of the Heritage

The draft *Padiham Conservation Area Appraisal* (2014) provides a detailed understanding of the significance and special qualities of the Conservation Area and its individual Character Areas. The Appraisal should be consulted for further information, and should be read alongside the Management Plan. Brief summaries of each character area, and some illustrative photographs, have been included here for reference.

#### 3.3.1 Character Area 1: Historic Core

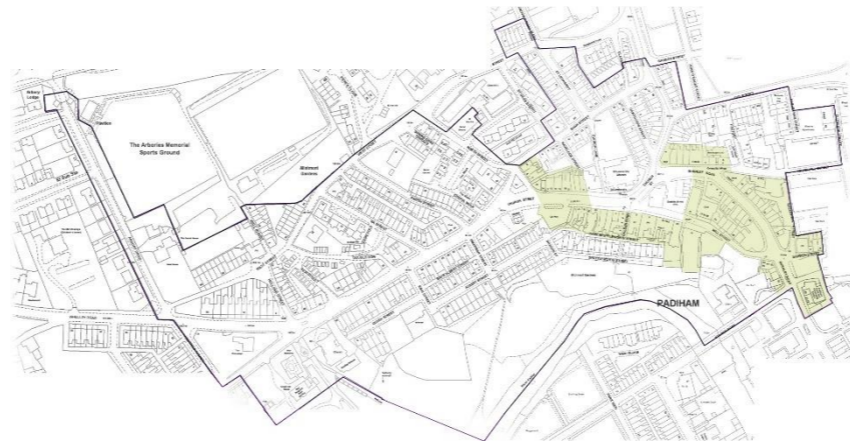


This Character Area takes the historic core of Padiham around St Leonard's Church, Gawthorpe Street, The Old Black Bull Inn (now the Cavern Restaurant), and Starkie's Arms and car park. This represents a significant clustering of listed assets giving a high degree of group value in the townscape.



Figure 2 Starkie Arms

#### 3.3.2 Character Area 2: Commercial Core, Mill Street & "The Hill"



This Character Area features the significant stock of commercial buildings fronting onto Burnley Road, and Mill Street, representing a variety of architectural styles. As well as commercial buildings, beer houses and inns, this Character Area also includes many older, smaller residential properties such as the cottages on Calder Street.



Figure 3 Burnley Road looking south

#### 3.3.3 Character Area 3: Riverside Open Space

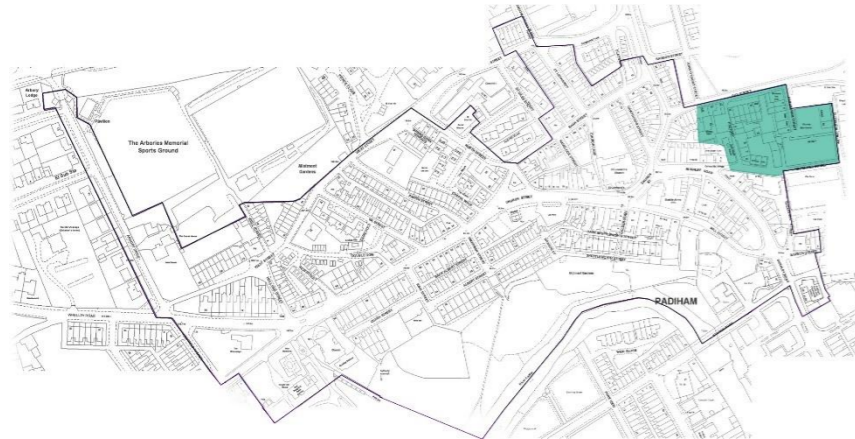


This Character Area contains the open space and allotment gardens to the south of Shuttleworth Streets, and the modern PCT clinic.



Figure 4 Looking south over the River Calder

### 3.3.4 Character Area 4: Mixed Historic Industrial, Residential & Commercial

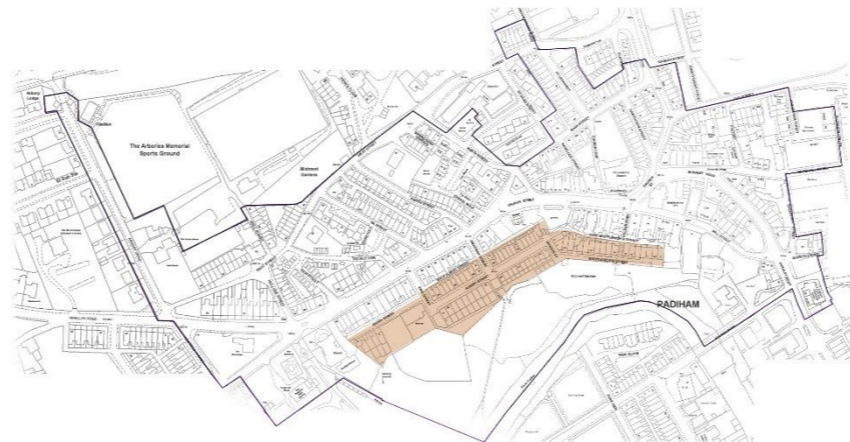


This area includes a variety of property types including inns, industrial buildings, commercial property, and smaller residential units. The chimney and Water Tower at Victoria Mill both emphasize the industrial character of this sub- area, and act as landmarks. The bulk and mass of the Mill contrasts with the generally more intimate pattern and human scale of development throughout the rest of the Conservation Area.



Figure 5 Guy Street

### 3.3.5 Character Area 5: Riverside Residential

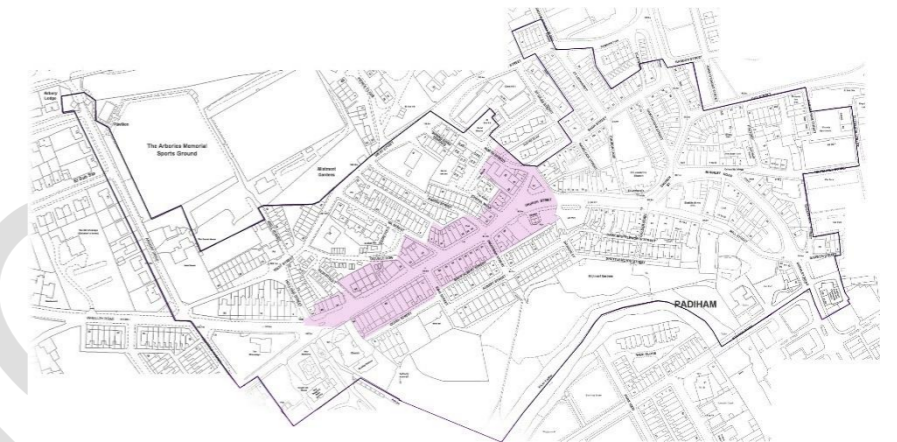


This Character Area contains a variety of larger stone- built residential properties on Shuttleworth Street which command views across the River Calder, are garden- fronted and fringe green space and similar properties on Albert Street. Shuttleworth Street is cobbled and includes barley twist lampposts, which enhance its historic character.



Figure 6 Shuttleworth Street

### 3.3.6 Character Area 6: Church Street Frontage

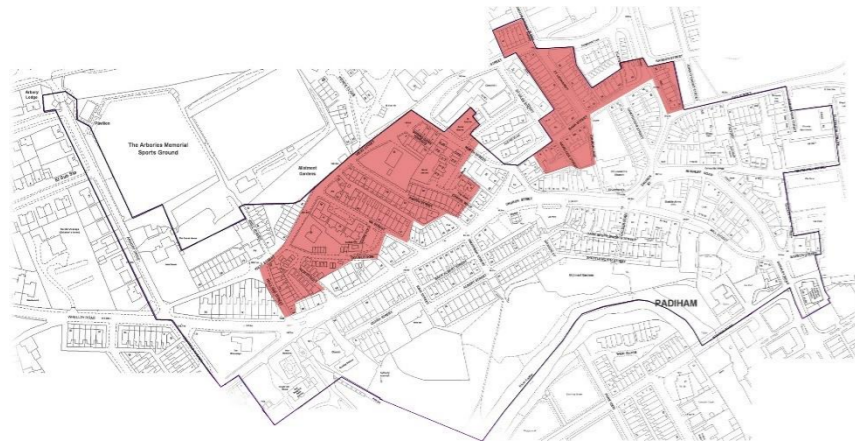


This area includes a mixture of residential, commercial properties and inns of varying heights, giving a characterful roofscape in this area. Sandstone and welsh blue slate are the dominant building materials, with some older properties with stone flagged roofs. This area also features uniquely within the Conservation Area 's high street frontage a terrace of brick built dwellings.



Figure 7 Church Street

3.3.7 Character Area 7: "Back Streets" Predominantly Residential

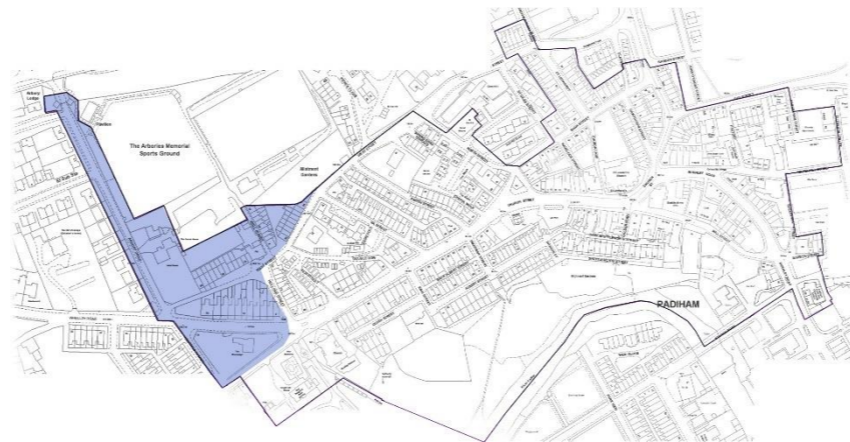


This Character Area is centred on St Leonard's Street in the east and Parish and Alma Streets in the west, and includes a varied pattern of residential development ranging from older pre- industrial cottages, some back- to- back, to industrial- era bylaw terraced housing, and more modern properties.



Figure 8 Parish Street

3.3.8 Character Area 8: The Arbories and the Crossways



Character Area 8 takes in one of the subsequent extensions to the original Conservation Area and includes the Crossways, set in its own grounds at the junction of Blackburn Road, Whalley Road and Church Street, larger merchants' houses and smaller cottages and Arbory Lodge, the former gatehouse to the wider Huntroyde Demesne to the North. The area is open in character, fringed by the Arbories Sports ground, and with the mature landscaping of the Crossways as a focal point.



Figure 9 West Street

3.3.9 Character Area 9: Unitarian Church & Setting



This Character Area includes one of Padiham's significant landmark buildings, the Unitarian Church, the War Memorial, Knight Hill House and the entrance to the wider Memorial Park. This area is leafier and more open in character than much of the rest of the Conservation Area.



Figure 10 Unitarian Church Spire detail

### 3.3.10 Summary of General Conservation Area Characteristics

The principal elements that contribute to the special interest and character of the area are key to proposals for the areas preservation and enhancement can be summarised as:

- Historic core of a market town with winding pre-industrial street pattern radiating from Church Street; the focal point of St Leonard's Church occupying a widely visible elevated position within the Town.



Figure 11 St Leonard's Tower peeking above the roofscape.

- Integrity and intactness of the 19<sup>th</sup> century built form with only limited 20<sup>th</sup> century infill.
- A variety of types and sizes of properties reflecting the intensification of development through the 19<sup>th</sup> Century from simple pre-industrial cottages to civic and commercial buildings with more ornate architectural detailing.



Figure 12 Contrasting scale of buildings in the streetscape.

- Strong building lines offering enclosure to the streets.
- Scale, massing and strong frontages within the terraces, emphasizing the intimate winding street pattern, and adding a great degree of visual interest to the townscape.
- Harmonious use of, mostly indigenous, building materials with stone and welsh blue slate as the dominant elements, with some earlier existing features such as stone- flag roofs
- Curvature - curved streets, roads and views in combination with prominent architecturally detailed buildings, particularly strong (often curved) corner plots that take advantage of their locations add prominence and visual interest contributing to a strong sense of place.
- Buildings that respond positively to the topography and street layout. Creating an interesting and characterful roof-scape in slate and stone flags, with variations in height and roof pitch of buildings, and the sloping topography of the settlement.



Figure 13 Example of buildings responding to the distinctive sloping.

- Important surviving elements of architectural detailing, notable at upper floor levels. For example, historic shop fronts, dormer windows, and stone window surrounds.
- Significant expanses of historic street surfaces and interesting examples of older street furniture.
- The abundance of narrow passageways and back alleys are a distinctive feature, especially those that retain their historic surfacing, and in many cases, offer attractive framed views.

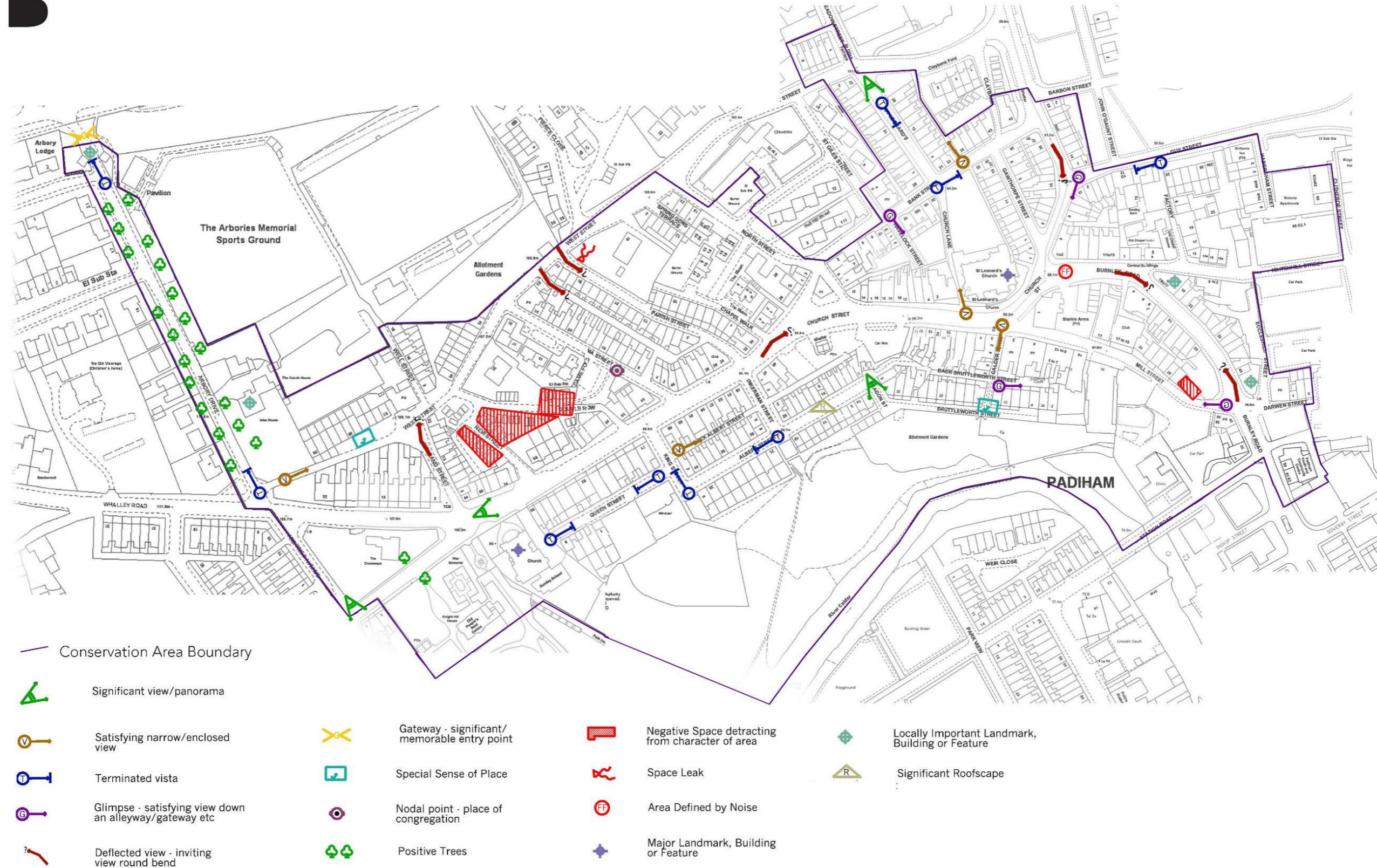


Figure 14 Example of narrow passageways.

It is also useful to consult 3.4 Spatial Analysis to demonstrate locations of some of these key attributes.

### 3.4 Spatial Analysis

The following spatial analysis defines those key elements within the townscape as described in 3.3.10, including key views, vistas and landmarks that together define the Area's special character and appearance. These key townscape qualities should be used to guide development proposals, and to ensure sensitive and high quality design that respects and reinforces the distinctiveness of the Conservation Area.



## 4 Planning Policy Context

### 4.1 Planning (Listed Building & Conservation Areas) Act 1990

The designation of Conservation Areas and the legal duties towards their care falls under the provision of the Planning (Listed Buildings and Conservation Areas) Act 1990. Section 69 of the Act provides local authorities with the power to designate Conservation Areas. These are areas that are 'of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance.'

Section 71 of the 1990 Act places duty on Local Planning Authorities, once Conservation Areas have been identified, from time to time to formulate and publish proposals for their preservation and enhancement. This Management Plan has been produced to satisfy this duty and is to be formally adopted with due regard to S71 (2) of the act which requires the proposals to be submitted for consideration to a public meeting in the area to which they relate.

In determining planning applications associated with buildings or land within a Conservation Area, the duty in law under Section 72 of the Act states that special attention should be paid to the desirability of preserving or enhancing the character or appearance of that area. The objectives and policies set out in this Management Plan shall support planning decision making that aligns with this duty.

### 4.2 National Planning Policy Framework (2012)

The Government's National Planning Policy Framework (NPPF) guides Local Authorities both in terms of making plans and taking decisions on development proposals. The NPPF has a large raft of policies which are relevant to the Conservation Area. In terms of built heritage, the NPPF defines Conservation Areas as a designated heritage asset, and states that Local Plans should set out 'a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. In doing so, they should recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance.'

A core principal of the NPPF is that planning should 'conserve heritage assets in a manner appropriate to their significance, so that they can be

enjoyed for their contribution to the quality of life of this and future generations.' The NPPF also states that local planning authorities should 'have up-to-date evidence about the historic environment in their area and use it to assess the significance of heritage assets and the contribution they make to the environment.'

The government has set out a presumption in favour of sustainable development and explains that the purpose of the planning system is to contribute to the achievement of this. To be sustainable, development must, amongst other things, perform an environmental role protecting and enhancing our natural and built and historic environment. In relation to Conservation Areas the NPPF states that:

*Local planning authorities should look for opportunities for new development within Conservation Areas [and World Heritage Sites] and within the setting of heritage assets to enhance and better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably. (Paragraph 137)*

The NPPF explains that where a proposal would lead to substantial harm or total loss of significance to a designated heritage asset, it must be proven that this loss is necessary to achieve public benefits that outweigh the harm. Where proposals may lead to less than substantial harm, it should only be allowed if the public benefit of the proposal outweighs the harm. To make these judgments requires evidence and understanding of the heritage significance of the Conservation Area and the heritage assets within it.

This Management Plan is intended to accord with the NPPF, and be a positive planning tool. It will help facilitate regeneration and direct decision-making in a manner which will preserve and enhance the character and appearance of the Conservation Area. It will help to further the town's strengths: its built heritage; a strong local identity; a sense of pride among the town's residents; and an existing community of niche retail and creative businesses. As a result, it will help to create a vibrant market town that is at the heart of the community, and has the opportunity for future economic growth.

The Management Plan has been written with due regard to the NPPF, specifically Section 12 (Conserving and Enhancing the Historic

Environment) and Section 2 (Ensuring the Vitality of Town Centres) National Planning Policy Guidance

This Management Plan has taken into consideration the advice outlined by Historic England in *Historic England Advice Note 1: Conservation Area Designation Appraisal and Management* (2016).

### 4.3 Burnley Local Plan (Adopted 2006)

This Management Plan does not introduce new policy, but rather amplifies the historic environment policies, and any other relevant policies, contained within the Burnley Local Plan.

A key aim of the Local Plan is to protect and enhance the historic environment, including the character and setting of designated and other heritage assets. Its currently 'saved' policies support the sensitive reuse of historic buildings and spaces; promote the integration of heritage assets and new development to create attractive spaces and places; encourage contemporary design rather than pastiche replicas; and the protection and where appropriate, enhancement of historic public realm.

Importance is given to the integration of the historic environment with new development through encouraging heritage-led regeneration. Policy E12 details the main considerations that the Council will apply when assessing development proposals within the Conservation Areas, other policies of relevance include:

- Policy E13 Demolition in Conservation Areas;
- Policy E14 Designation and Amendment of Conservation Areas;
- Policy E24 Advertisements;
- Policy E25 Shop Fronts;
- PTC2 Burnley Road Area of Padiham Town Centre;
- PTC3 Church Street/Burnley Road;
- PTC4 Movement to and Through Padiham Town Centre; and
- PTC8 Open Spaces in Padiham Town Centre.

These 'saved' policies will be superseded by policies contained within the emerging Local Plan.

The Local Plan and its Supplementary Planning Guidance are available on the council website and should be consulted in tandem with this Management Plan:

<http://www.burnley.gov.uk/residents/planning/planning-policy>

#### 4.4 Emerging Local Plan

The emerging local plan highlights the contribution that heritage assets can make towards the delivery of wider social, cultural, economic and environmental objectives. It seeks to ensure that the historic environment and heritage assets are conserved in line with their interest and significance (Policies HE1 to HE4).

It is anticipated that the Emerging Local Plan will be adopted by 2018. This Management Plan, and its companion character appraisal, will form key elements of the historic environment evidence base as this work progresses.

CONSULTATION



## 5 Management Issues

As part of the preparation of the Conservation Area Appraisal and through the public consultation process, strengths, weaknesses, opportunities and threats have been identified for the conservation area. These are included in the Conservation Appraisal and have been used to guide the direction of this Management Plan.

### 5.1 Summary of Key Issues

The Conservation Area Character Appraisal that accompanies this Management Plan subdivides the conservation area into nine individual character areas and identifies issues that detract from and/or threaten to harm the special historical and architectural character of the conservation area and its important features. In summary, these include:

**ISSUE 1: Minor changes to properties, through permitted development rights, resulting in unsympathetic alterations and loss of historic architectural detailing.**

Some of the most widespread issues across the whole Conservation Area are the loss of historic features, the use of inappropriate building materials, and unsympathetic alterations. The Conservation Area does not currently have an Article 4 Direction in place. However, there is evidence of cumulative harm to the character of the Conservation Area from a series of relatively minor alterations which would not have needed permission. These include: altering boundary walls; replacing traditional timber sliding sash windows with plastic casements; replacing traditional timber solid doors with plastic or glazed doors; and the installation of satellite dishes in visually harmful positions, such as on prominent chimney stacks and elevations facing the highway. Traditional roofing materials and cast iron rainwater goods are also increasingly vulnerable to insensitive alteration.

The (often incremental) change to buildings within the Conservation Area has affected many parts of the area. Such changes are particularly conspicuous in residential terraces characterised by uniformity and repeated architectural detailing. These incremental changes include: the loss of traditionally detailed timber windows and doors; the loss of traditional curtilage features such as walls, railings and gate posts; and the removal of features such as shopfronts and chimney stacks and pots,

Part of the Conservation Area's special interest is expressed through such features; therefore, their loss has a significant cumulative negative impact on both individual buildings and the wider streetscape.

*Character Areas most notably affected: 1, 2, 5, 6, 7, 8.*

**ISSUE 2: Integrating new development. Poorly designed modern developments that do not respond to context.**

Although there are no allocated sites within the Conservation Area, and there are limited opportunities for windfall development, there are opportunities for expansion and alterations to existing properties. It will be challenging to integrate these potential new developments in a way that respects historic character, and does not cause unacceptable harm. The sensitivity of the location will require bespoke design solutions that respond to the distinctive qualities of the Conservation Area. There are some existing examples of poorly designed new development that show little regard to the special character and appearance of the Conservation Area. Little or no attention has been paid to layout, scale, massing and effect on the streetscape. Materials can be inappropriate jarring with the existing palette of materials.

*Character Areas most notably affected: 7.*

**ISSUE 3: Poorly designed and inappropriate shopfronts, signage and security.**

There are numerous examples of commercial historic buildings in the Conservation Area that have poorly designed modern shopfronts and visually intrusive signage. Key issues include replacement shopfronts that have used materials and a scale disproportionate to the building. Both individually and collectively, these alterations have a negative impact on their respective building, and the appearance and character of the wider Conservation Area. The use of external shutters has had a negative impact on the character of the area by adding unsympathetic features to the most visible elevations of historic buildings, whilst potentially concealing other historic details. More generally, their use is particularly notable on take-away premises that tend to be closed during the daytime, creating blank frontages that result in a lack of perceived activity and vitality of the town centre as a commercial area.

*Character Areas most notably affected: 1, 2, 6, 8.*

**ISSUE 4: Vacancy and dereliction - buildings at risk through redundancy.**

Whilst most buildings appear to be in viable use, there are several empty shops and vacant upper floors, most notably within the commercial area. These create a visual poor image and suggest low economic activity, which has the potential to lead to a negative cycle of further decline. Vacancy and under-use of historic properties in the Conservation Area is having a demonstrable impact on their condition, due to prolonged periods of inadequate or no maintenance.

Some key buildings are suffering from dereliction resulting in the loss of their potential contribution to the character and appearance of the Conservation Area. For example, Character Area 2 has most recently suffered the consequences of vacancy. The National School Building (c1830), after suffering from decades of neglect and disuse, was in an advanced state of decline, and subsequently lost its earliest sections. The extent of damage was such that repair was found by the Council and Historic England to be neither feasible nor safe and agreement was given to controlled demolition.

*Character Areas most notably affected: 1, 2, 6, 8.*

**ISSUE 5: Building condition – lack of routine maintenance and poor quality building repairs.**

Regular maintenance is essential to the long-term preservation of historic buildings. Prompt action to remedy minor defects will prevent costly and disruptive repairs at a later stage. Maintenance is the responsibility of the owners of an historic building, and most owners/and or tenants undertake such works in a careful and responsible manner. However, some historic buildings in the Conservation Area are suffering from a prolonged lack of maintenance. In some cases, to such an extent that they are in a poor state of repair or minor dereliction, especially where they are vacant and with no immediate prospect of a new use. There are also examples of inappropriate repairs (i.e. using non-traditional techniques and unsuitable materials), particularly inappropriate methods of cement based and strap pointing, which leads to long term damage to historic fabric.

*Character Areas most notably affected: 1, 2, 5, 6, 7, 9.*

#### ISSUE 6: Breaches of Planning, Listed Building and Advert Control.

There are instances where Planning Permission, Listed Building or Advert Consent have not been sought or implemented correctly. Where buildings are listed, or are not in use as single dwelling houses, permitted development rights are limited. Most notably are cases of historic buildings in commercial use with alterations, largely replacement windows, which should have required planning permission. It is important that the Council takes a consistent approach in the interpretation of what constitutes a material change requiring planning permission. Regular enforcement and monitoring should ensure that development management standards are upheld.

*Character Areas most notably affected: 1, 2.*

#### ISSUE 7: Highways and Traffic Management.

The high volume of through traffic, in conjunction with narrow pavements, particularly in historic and commercial cores, causes problems with on-street parking and affects pedestrian footfall.

The highways dominate the public realm, which is impacting on the attractiveness of Burnley Road as a shopping street. It is not considered a pedestrian friendly environment, which has had tangible impacts on the vitality of its businesses, and a consequent lack of investment in building maintenance and repair. There are also examples of street clutter in the Conservation Area, making a negative impact on its character. Historic street signs, however, are a positive feature in the Conservation Area and should be protected from loss.

*Character Areas most notably affected: 1,2, 6.*

#### ISSUE 8: Public Realm.

The poor quality and un-coordinated approach to the public realm in some key areas is having a negative impact on the Conservation Area. The Conservation Area Appraisal identifies several issues, which include: examples of inappropriate, poor quality and redundant street furniture in a variation of styles and character, and an un-coordinated approach to street lighting. There are also examples of road markings that are very bright and too wide, having a negative impact on the area. The loss of traditional street surfacing materials such as cobbles, stone kerbs and flags, and their replacement with a patchwork of inappropriate materials

such as tarmac, concrete flags and pavements, presents an un-coordinated and aesthetically unattractive public realm. Previous un-sympathetic and poor quality repair and reinstatement works have been undertaken, particularly the introduction of inappropriate materials, such as tarmac patch repairs.

Some areas are cluttered with bollards, signage and street furniture of varying styles and quality. The abundance of narrow passageways and back alleys are a distinctive feature of the Conservation Area, especially those that retain their historic surfacing, and in many cases, offer attractive framed views and serve as important pedestrian routes through the area. Unfortunately, the condition of these pedestrian routes is often poor with issues of littering, inadequate upkeep and obstructions (most commonly wheelie bins and overgrown vegetation), security and surveillance which compromises the ability to appreciate their significance and contribution to sense of place.

*Character Areas most notably affected: 1, 2, 5, 6, 7.*

#### ISSUE 9: Green/Open Space, Trees and Soft Landscaping.

By its very nature, the Conservation Area has very little green space. However, where small areas of informal landscaping and open space are present, it is commonly found that these areas are lacking in maintenance and purpose.

*Character Areas most notably affected: 1, 2, 3, 5, 6, 9.*

## 5.2 Conservation Area at Risk

Whilst Padiham Conservation Area has strong architectural and historic qualities, there are several issues which detract from its character and appearance. These have collectively have resulted in Padiham Conservation Area being placed on the National *Heritage at Risk Register*, published by Historic England.

Padiham Conservation Area was added to the National *Heritage Assets at Risk Register* in 2013 as a result of the clear deterioration of the area's condition and appearance over the previous three years. It was considered that vacancies in high profile locations within the historic core had become more visible and issues of poor maintenance were interrelated. Loss of historic detail was also more noticeable, particularly in terms of the installation of unsympathetic shop frontages, and in residential areas, the increasing use of UPVC windows and doors.

The heritage at risk assessment process identified several noticeable problems that are contributing to the erosion of the character and appearance of the Conservation Area as follows:

- Vacancies within buildings and particularly upper floors.
- Visible signs of under investment in repairs and maintenance, such as poorly maintained gutters or joinery, and evidence that associated problems were impacting negatively on neighbouring units within terraces.
- Loss of historic detail and inappropriate change to doors and windows, decorative features, shopfronts, signs and advertisements. Some buildings have suffered in recent years from a turnover of property owners and tenants which has resulted in shop front designs that pay little or no regard to the architecture of the buildings and use poor quality materials.
- The quality of the public realm across the whole of the Conservation Area is considered poor and inconsistent.
- The presence of high traffic flows harming the commercial core, both in terms of historic context and as a shopping and leisure environment. Burnley Road and Church Street pay a heavy price as a main traffic route with its character being dominated by traffic, often to an unacceptable degree. The pavements are narrow and public realm treatments pay little regard to its historic status.

The register describes the overall condition of the Conservation Area as being very bad and not expected to change significantly over the next 3 years without interventions.

It is intended that priority actions set out within the Management Plan will be achieved within the next five years. It is envisaged that once these actions are substantially achieved, the Conservation Area could be removed from Historic England's *Heritage at Risk Register*. The longer-term actions are mainly intended to facilitate good management practices that will help look after the conservation area now and in the future.

## 6 General Management Recommendations & Actions for Enhancement

The following recommendations and actions are intended to respond to the policy context already in existence, whilst providing more place-specific guidance for the future management of the area. This will include general, over-arching actions intended to reflect the holistic view of the Conservation Area, as well as actions addressing specific issues. Many items for action have been drawn from previous documentation produced by Burnley Borough Council to accurately and appropriately represent the Council's direction for the future. Management actions and guidance from this Conservation Area Management Plan should be read in conjunction with policies for the wider growth and regeneration of Padiham.

### 6.1 Setting

The Conservation Area is designated for its character, special architectural and historic interest. Developments outside the Conservation Area boundary have the potential to harm the value of the Area if they do not respect their context. The Council will expect proposals to address guidance in Historic England's publication *Historic Environment Note 3: The Setting of Historic Assets*.

**RECOMMENDATION:** Developments adjacent to the Padiham Conservation Area should in their scale, height and massing respect the wider setting of the Conservation Area, including views into and out of it.

This recommendation supports the application of Local Plan Policy E2, and Proposed Submission Local Plan HE2. This recommendation relates to all development that may affect the setting of the Conservation Area, including designated and non-designated heritage assets. Additionally, this is informed by Section 72 of the Planning (Listed Buildings and Conservation Area s) Act 1990. This recommendation relates directly to the protection of the setting of the Conservation Area in the light of future development, rather than the enhancement of the existing setting. For example, ensuring that the special value of spaces such as Gawthorpe Street and the junction between Mill Street and Burnley Road

retain their strong public realm and high quality setting for interesting and significant groups of buildings.

**RECOMMENDATION:** Works to counteract existing unsympathetic or detracting developments within the Conservation Area should be encouraged by the Local Authority.

This supports Proposed Submission Draft Local Plan Policy HE1:4 relating to the conservation and enhancement of the historic environment. Enhancement not only applies to new works, but also changes to existing circumstances that have had a harmful impact on the heritage significance of the area. Areas, structures and developments that have been identified as intrusive, harmful, or detracting, should be prioritised for future intervention. This will help to directly address identified weaknesses relating to unsympathetic changes to various property types and a fragmented public realm.

#### 6.1.1 Key Views

Earlier views analysis was restricted only to outward looking views, particularly focussing over the River Calder. Site analysis showed that these were perhaps not the best representations of the visual interest available within Padiham. This is due to the lack of focus within the town itself, their situation in less publicly accessible areas, and factors obscuring views, such as overgrowth. Padiham's internal views (3.4 Spatial Analysis) demonstrate interesting roofscapes; narrow views and glimpses; but are primarily characterised by views that invite an onlooker around a corner. These exist on large and noticeable scales, such as Burnley Road, but also in secondary residential streets.

**ACTION:** Whilst there are some key views looking outwards from the Conservation Area, there are many within its boundaries that have been overlooked. Internal key views, of different varieties, should be protected and enhanced where possible.

### 6.2 Building Use

Uses of historic buildings within the Conservation Area are significant due to their potential impact on the historic fabric and their impact on the surrounding area. Vacancy is one of the issues contributing to Padiham's At Risk status.

**RECOMMENDATION:** Appropriate and viable uses should be encouraged to increase building occupancy, independent business, spending and footfall through key parts of the Conservation Area.

Viable uses for historic buildings are vital for the future conservation of the historic environment, directly relating to Proposed Submission Local Plan Policy HE1:1. In balance, uses that are most historically appropriate to the historic building in question should be prevalent when considering development proposals. Uses that are detrimental to individual and groups of buildings will be resisted. This is in line with best conservation practice for the sustainability and viability of heritage assets. Uses for buildings should be assessed within the context of the defining physiognomy and historic development of their corresponding Character Area. Directly relating to Proposed Submission Local Plan Policy HE2:1. Adaptive reuse will help to contribute to the Council's Sustainable Development objectives.

#### 6.2.1 Retail

The outward face of retail units within Padiham has the potential to greatly harm or enhance the heritage significance of the town. At present, many shop fronts are inappropriate, unsympathetic, and damaging to the historic building. Where possible, these would benefit from reversal and installation of an appropriate scheme. This is one of the principal issues to be addressed in the TH programme, and the Shopfront Design Guide, currently in development, will help shape future retail development within the Conservation Area. Additionally, new build retail properties must fit within their Character Area context, in line with Historic England guidance for constructing in Conservation Areas.

**RECOMMENDATION:** New shopfronts should be well designed and sympathetic to the character and setting of both the building and the Conservation Area. Alterations to existing historic shopfronts should be carried out to best conservation standards. New build retail properties must also respect the Character Area context.

### 6.2.2 Residential

The variety of residential building stock throughout Padiham is a positive aspect of its heritage value as it demonstrates various phases in the town's history, and reflects the lives of those that existed there.

**RECOMMENDATION:** New residential developments should respect and respond to their historic neighbours, in line with Historic England's Conservation Principles and guidance for new development in Conservation Areas.

### 6.2.3 Building Maintenance

One of the most widespread issues across the whole Conservation Area is the loss of historic features and the use of inappropriate building materials and modern interventions. Though seemingly small alterations, due to their extent, they have the potential to significantly erode the heritage significance of the Conservation Area – therefore best efforts to preserve the historic character of town should be supported.

**ACTION:** The reinstatement and reuse of original architectural features such, as fascias, pilasters, corbels, and sash windows, which have a positive effect on the character of the building or area, will be supported.

Padiham contains a wealth of Locally Listed buildings that contribute to their individual Character Areas in unique ways. Though they are not subject to statutory protection, their harm or loss would irreparably damage the character and identity of the Conservation Area, and therefore should be retained, protected and enhanced.

**ACTION:** Locally Listed Buildings and buildings/features/areas identified in the Padiham Heritage Appraisal as having local heritage value should, where possible, be retained, restored and reused. There should be a presumption against demolition or removal of heritage features, but the significance of the building and or feature must be balanced against the need to create a well-planned and sustainable neighbourhood.

## 6.3 Traffic & Movement

A more sustainable community could be created within the Conservation Area if access to the town centre and other service centres and employment areas by means other than the car was improved. This could be achieved, for example, by ensuring that all new developments are designed to incorporate good and safe pedestrian/cycle accessibility to local facilities.

Traffic calming and improved pedestrian crossing facilities could provide a more pedestrian friendly environment to shoppers and other visitors and help enhance the town's appeal as a tourist and specialist retail centre. They would not only improve the area functionally but also help to reduce the impact of traffic on the streetscape and wider local environment.

**RECOMMENDATION:** Alterations to public highways or public realm should be carefully assessed for their appropriateness within the context of the Conservation Area, in conjunction with Lancashire County Council.

Changes to carriageways, pavements, etc., have the potential to alter the historic character of the pre-industrial street pattern. Some areas have already suffered harm, such as the area around St Leonard's Church. It is vital to avoid further deterioration of the street pattern and focal points.

**ACTION:** The Local Authority will actively seek out measures to secure long term maintenance, including financial support, for the future conservation of the historic environment.

This responds to Proposed Submission Local Plan Policy HE1:3a in relation to the seeking and securing of grants and funding opportunities for heritage-led regeneration schemes, especially in areas identified as being most at risk. This policy is already in use, with regards to the Padiham Townscape Heritage scheme currently moving forward.

## 6.4 Public Realm

It is of vital importance that there is an Area-wide, cohesive approach to public realm treatments. Many of the individual public realm issues within separate Character Areas can be traced back to a lack of co-ordination. This can relate to materials, design, and repairs.

**RECOMMENDATION:** Burnley Borough Council, in partnership with Lancashire County Council, should work to create a cohesive Public Realm Strategy.

A cohesive Public Realm Strategy that encompasses all aspects of street surfaces, furniture and green space is required to enhance the sense of place and ensure the protection of the Conservation Area from inappropriate additions or alterations. This should also include making-good intrusive repairs.

Areas that are unobserved, poorly lit, neglected or dominated by the car can feel threatening and affect the public perception of an area. Good design can help to create places that encourage positive social interaction and which feel welcoming and safe.

**RECOMMENDATION:** Improvements to the public realm within the Conservation Area should be undertaken sympathetically using high quality materials and finishes.

### 6.4.1 Signage

Signage, particularly in areas of high commercial activity, has the potential to significantly characterise the aesthetic of an area. This is particularly true of advertisements and inappropriate signage within the contexts of historic buildings. The Shopfront Design Guide will provide further guidance on the appropriateness of signage in historic areas.

**ACTION:** Adverts and signage within the Conservation Area should not be harmful to the character or appearance of the individual building, or the wider area. Where signage is appropriate and approved, it should respond to the design of the host building, and be sympathetic and respectful in scale and design.

#### 6.4.2 Paving

There should be a presumption in favour of retention of traditional floorscape materials. Where this is not feasible, alternative and appropriate modern materials of an appropriate size, texture, and colour would be acceptable to help retain the character of the Conservation Area.

**RECOMMENDATION:** The retention of existing traditional floor materials should be encouraged. Where retention or replacement of the historic fabric is not feasible or appropriate, viable and sympathetic modern materials will be acceptable.

#### 6.4.3 Street Furniture

Street furniture, such as benches, litter bins, signposts and railings can have a significant impact on the streetscape. The design, materials and colour of the street furniture within the Padiham Conservation Area and the town as a whole should be sympathetic and reflect local context.

**RECOMMENDATION:** It is recommended that a cohesive public realm strategy is developed to inform the future design approach to street furniture.

#### 6.4.4 Planting (in the Public Realm) & Green Space

There is a minimal amount of green space open to the public for recreational purposes. This is principally due to the generally industrial nature of Padiham's development.

**RECOMMENDATION:** Existing green spaces that are important to the character and appearance of the Conservation Area should be protected. Space should be well maintained and managed to make them welcoming to members of the public.

## 6.5 Priorities for Change & Actions

The proposals suggested within this section set out the priorities for change and actions that aim to make a positive impact on the quality and interest of the Character Areas. The successful implementation of these actions will depend on the co-operation and enthusiasm of other organisations and stakeholders, including property owners and the local community. It will further depend upon the identification of appropriate measures of financial support for future conservation purposes.

### 6.5.1 Character Area 1: Historic Core

#### 6.5.1.1 Key Issues

As identified in the Conservation Area Appraisal, the public realm of this key Character Area is significantly dominated by highways. The area immediately surrounding St Leonard's church is an incredibly busy junction, drawing attention away from the natural focal point.



Figure 15 Looking towards St Leonard's from the corner of Moor Lane and Burnley Road.



Figure 16 Looking towards Barclays Bank from the corner of Moor Lane and Church Street.

The car park and outbuildings to the rear of the Starkie Arms are also considered to have a harmful impact on the Character Area (Figure 23). The Appraisal describes this as a "backlands" feel as the rear of the property does not match aesthetically with the Church Street frontage. This disjointed sense of place is also increased by the contrast between the cobbled sets of Mill Street and the tarmac and poor quality street furniture of the car park.



Figure 17 View of Gawthorpe Street from Bank Street Towards Moor Lane

Gawthorpe Street is a significant group of buildings within this central part of the Conservation Area. Numbers 1-21 and 2-6 are group listed at grade II by Historic England. Their prominent association with the Shuttleworths of Gawthorpe Hall, and potential association with Sir Charles Barry, means that these buildings are a high priority for the area. Only number 19 retains any original fenestration, any many of the properties within the terrace have been subjected to unsympathetic changes. The Conservation Area Appraisal identifies the need for a sensitive and cohesive restoration programme for these properties, with focus on number 7, and to address issues on the Bank Street Elevation.

#### 6.5.1.2 Historic Buildings – Protection

The Church of St Leonard is a grade II listed Anglican church dating from 1866-69 by Angelo Waddington of Burnley.



Figure 18 St Leonard's from the corner of Mill Street & Calder Street

The building is protected by its statutory listing, but this does not take into consideration the Church's important presence within the townscape. Due to the generally low rooflines of Padiham, the church's tower and pinnacles stand out as a focal point from various viewpoints, often creating an element of additional visual interest to the roofscape.

**PRIORITY:** Monitor the condition of the church's historic fabric to preserve its special interest.

**PRIORITY:** Ensure that new developments within the town respect the scale of the church tower and its contribution to the visual landscape of Padiham.



Figure 19 The Starkie Arms

The positioning of the Starkie Arms makes it a significant building within the townscape. It is located next to the focal point of the church, but is also a detached building standing alone on one of Padiham's characteristic corners. Unlike other corner buildings in the historic core, it presents a flat double fronted rubble façade; it is also taller than many of its neighbours, giving it greater focus when viewed from Church Street looking east. The sitting area at the front is a useable area of public realm that could be developed in the future to enhance the amenity value of the pub, and the aesthetic value of the surrounding streetscape. It is acknowledged, however, that the immovability of highways and roundabouts in this area is a significant block for the development of this area.

**PRIORITY:** Monitor the potential for development of the public area directly outside the Starkie Arms.

Barclays Bank, situated on a key triangular plot in the centre of the historic core Character Area is a flagship building for Padiham. Its scale and detailing highlight its status, and the pointed turret is a significant feature of the town's roofscape.



Figure 20 Barclays Bank on Burnley Road

### 6.5.1.3 Key Views

Please see Spatial Analysis map for further key views within this area.

Walking down Church Lane between the Church of St Leonard and the Cellar Restaurant provides a pleasing narrow view, enhanced by the good quality historic fabric and the consistency of the paving stones. When viewed from Church Street, the inappropriate repairs further down the street are not visible.



Figure 21 View down Church Lane from Church Street

Narrow streets such as these contribute to the complex variety of spaces within the Conservation Area that reflect the development of the town.

**PRIORITY:** Ensure that narrow spaces, such as Church Lane discussed here, are kept free from obstacles, and kept in a good and appropriate state of repair. This will enhance its visual amenity, but also its public accessibility, for example, by reducing trip hazards.

Another vital element of streetscape character within this area is the prominence and visual interest of curving streets with flagship corner buildings, most obviously, the Barclays Bank building. These road sweeps often work in both directions. The curvature of the street is considered an intrinsic contributor to the significance of the historic environment, as well as its aesthetic value.



Figure 22 View of Moor Lane from the corner of Moor Lane and Burnley Road

**PRIORITY:** Ensure that the curvature of streets and roads are preserved. It will be vital for the flagship buildings to be kept in a good and appropriate state of repair due to their role within these specific streetscapes. This is an important feature that should be preserved and enhanced.

#### 6.5.1.4 Public Realm

As identified in 6.5.1.1, the surfacing of the car park area to the rear of the Starkie Arms has a negative impact on the public realm of the Conservation Area, most particularly Mill Street. Changing this surfacing to a more appropriate material and treatment would have a positive impact on the Conservation Area.



Figure 23 Car Park to rear of the Starkie Arms

**PRIORITY:** When the opportunity arises, seek to work with the owners to investigate possibilities for more appropriate car park surfacing, street furniture and bollards.

The character of Mill Street is strong due to the cobbled paving and a small amount of greenspace (which falls within Character Area 2). It is on a slope that characterises the topography of the area. Enhancing this area, and the adjacent gap site on Mill Street, will increase the quality and connectivity between Burnley Road and Church Street.

Street surfaces, particularly in the area directly outside St Leonard's church, are mixed. The Character Area Appraisal identified the cause of this as 'an uncoordinated and ad hoc approach to the public realm, which fails to respect the town's historic assets.'



Figure 24 Flagged and bricked street surfaces on the corner of Church Street

This is also true of some smaller side streets, such as Church Lane. This pathway has a strong sense of place due to its location next to the church, the historic fabric of the parallel walls, the stone sets, and a sense of approach to the residential area beyond. The principal issue here is inappropriate repair, including the unsympathetic laying of tarmac on footpaths.



Figure 25 Tarmac on Church Lane footpaths

**PRIORITY:** Creating a sensitive and engaged public realm strategy that directly responds to Borough-wide planning policy. This should ensure appropriate materials for street surfaces, but also a coherent design approach.

There are some pleasant areas of street surfacing within the Character Area, however, some transitional surfaces reduce the aesthetic value. For

example, Mill Street's primary stone set road surface is appropriate and historic. When the street reaches the apex of the hill to join Church Street, the surface stops suddenly and continues in tarmac. These uncertain transitions happen frequently between historic streets and principal roadways. It can be assumed that this is a result of the previously mentioned uncoordinated approach to the public realm.



Figure 26 3 different surfaces at the junction between Moor Lane and Gawthorpe Street



Figure 27 Lamp post on Gawthorpe Street

Some elements of street furniture, such as the lamp posts on Gawthorpe Street, enhance the character of the historic environment through their appropriate design and shape. The extra attention to detail is possible due to the small, residential scale of the street, meaning that lighting the public realm does not incorporate busy highways etc. This identifies that in similar locations throughout the Conservation Area, it is possible to furnish historic streets with appropriate, attractive and functional street furniture (e.g. Shuttleworth Street).

Street furniture on main thoroughfares, such as Church Street and Burnley Road will have different requirements, primarily relating to scale.

**PRIORITY:** Ensure that street furniture is appropriate in design and function for its setting. For example, smaller scale and visually interesting lighting on smaller, historic, residential streets. Taller, more functional lighting on main thoroughfares, but still sympathetic in material and scale.



#### 6.5.1.5 Use

No issues relating to use were identified during the Padiham Conservation Area Appraisal.

**PRIORITY:** As Character Area 1 is the historic core, it is important that buildings within this area are utilised in a manner appropriate to their history, and sympathetically to the surrounding historic environment.

However, some shop fronts on Church Street directly facing the Church are not considered to be appropriate for their historic setting. Most particularly, the fried chicken shop. Other problem shop fronts on this street fall within Character Area 2.

**PRIORITY:** Whenever possible, best efforts should be made to better integrate the Church Street shop fronts with their historic buildings and environment. This should be done in line with a unilateral shopfront design guide adopted by Burnley Borough Council.

#### 6.5.1.6 Trees & Soft Landscaping



Figure 28 Small planting area at the east end of St Leonard

Trees and soft landscaping in this area are extremely limited due to the concentrated of activity and traffic and lack of space. The only green spaces relate directly to the Church of St Leonard. There is a small amount of planting to the church's east end facing on the Moor Lane. There is also a green yard space to the north of the church, but this is gated off and not publicly accessible.



Figure 29 Inaccessible green yard space to the north of St Leonard

This is considered a key view per the 2014 Character Area Appraisal, and it must be assumed that this was due to the juxtaposition of this reasonably sized greenspace within a highly residential context.

## 6.5.2 Character Area 2: Commercial Core, Mill Street & "The Hill"

### 6.5.2.1 Key Issues

A principal problem with this area is the unsympathetic and visually dominant signage and shop fronts. They were assessed in the Character Area Appraisal as 'shop fronts and signage are unsympathetic and visually dominant, emphasizing the horizontal, and giving a cluttered look to the frontages.' Whilst there are some interesting features remaining, they are overshadowed by an abundance of modern fixtures and fittings, including roller shutters, security cameras and wiring.



Figure 30 Shop fronts on Burnley Road



Figure 31 Shop frontages at the top of Burnley Road

This is an issue being addressed by the current Townscape Heritage (TH) scheme. However, some intrusive signage in this Character Area falls

outside of the TH boundary, for example those on the south side of Church Street.



Figure 32 Gap site having a negative impact on Mill Street

There are a few prominent buildings within this Character Area that are vacant, in a poor state of repair, or have previously suffered from unsympathetic alterations. The gap site on Mill Street, in conjunction with the poor-quality car parking facilities at the rear of the Starkie Arms, also have a harmful impact on the heritage significance of this Character Area.

### 6.5.2.2 Historic Buildings – Protection

The retail units on Lower Burnley Road retain some interesting architectural features, and their shop fronts are sympathetic to the historic environment. These have been used to inform shop front guidance for the current Townscape Heritage project. It is important that these elements are retained, and that they continue to be used as inspiration for future changes and developments. The Station Road gable of this block is in need of some repair.



Figure 33 Shop fronts on Lower Burnley Road, demonstrating sympathetic design and original features.

The National Schools Building is a key property for enhancement moving forward. It is located on a busy street that contributes significantly to the character of the Conservation Area, though at present there is an abundance of harmful shopfront and signage. This is having a negative impact on the building's grade II listing.



Figure 34 National Schools Building

**PRIORITY:** If the current occupier should vacate the building, a comprehensive scheme for re-use and restoration should be implemented. The building is statutorily listed and therefore change can be managed by the Council through the planning system.



Figure 35 Constitutional Club

The Constitutional Club building is vacant and in a significant state of disrepair. Externally, the building appears to retain some original features, such as decorative pilasters and stained glass panels – though the latter are damaged. There appears to be enough available information from the remaining fabric to inform the sympathetic restoration and enhancement of the property. This would make a vast contribution to the character of Mill Street, especially if works are undertaken to the gap site and the Starkie Arms car park.

**PRIORITY:** When the opportunity arises, seek to work with the owners to bring the Constitutional Club back into use through appropriate occupancy, in conjunction with a scheme of sensitive repair and enhancement.



Figure 36 The Liberal Club on Lower Burnley Road

The Liberal Club is a dominant and well-occupied building. All shopfront units at ground floor level are in use, though some low-quality signage and roller shutters detract from the building.

**PRIORITY:** As the Liberal Club is such a dominant building, it should be a flagship for good conservation practice. Unsympathetic modern interventions, such as shutters and signage, should be replaced with more appropriate elements, where possible.

The car park of the former Globe Cinema has a negative impact on the historic streetscape, however, the remaining building still has a potential contribution to the environment, most particularly the rear elevation. Though this faces on to the Fairmore Medical Practice and is therefore unlikely to be seen frequently, it has valuable design elements that should be protected in the event of any future development, repair, or change of use.



Figure 37 Globe Cinema from Fairmore Medical Practice car park

### 6.5.2.3 Key Views

Please see Spatial Analysis map for further key views within this area.



Figure 38 North west view of Mill Street

The view from the base of the Mill Street Hill is an inviting climb with an enticing glimpse view of St Leonard's tower, framed by the trees and enhanced by the curvature of the street. The historic stone sets and consistency of the paving flags create a clear and coherent pathway. The small amount of green space also enhances the value of the area by signifying its proximity to the more naturally dense area around River Calder, though the planting at the base of the Post Office gable is considered unattractive.



Figure 39 Lower Burnley Road looking north from the corner of Darwen Street & Eccleshill Street

Burnley Road benefits from a very prominent curved street line – a feature that consistently adds interest and value to the historic environment throughout the Conservation Area. It is particularly important here as it is a central street with focussed commercial uses. The curve is terminated by a glimpse of the tower at Barclays Bank; this creates a sense of intrigue and acts as an invitation.

**PRIORITY:** Curving streets, narrowing and glimpse views contribute significantly to the value of the Conservation Area. Developments, changes of use, or other proposals should not alter the urban grain of these spaces as this will cause unacceptable harm to the historic environment.



Figure 40 View from Calder Street towards Shuttleworth Street

Simple, narrow views such as that from Calder Street towards Shuttleworth Street contribute to the sense of place, and these should be valued despite being more modest in scale. It is also important that these narrow views are not unnecessarily obscured by items such as wheelie bins and double yellow lines.

**PRIORITY:** Narrow views should be protected from elements or objects that intrude into the space and alter the focus of the space.

#### 6.5.2.4 Public Realm

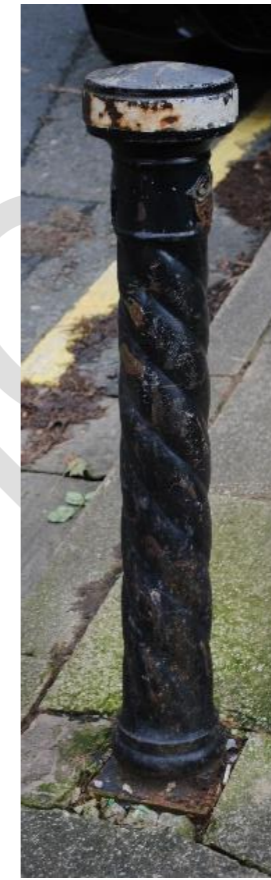


Figure 41 Example of sympathetic design elements

The twisted bollards on Mill Street demonstrate a conscious attempt at incorporating sympathetic design elements into the public realm. In this case, the elements have degraded with the passage of time. This could be due to lack of maintenance or inappropriate materials. A variety of lamp post designs exist in this area and they would benefit from rationalisation. Consideration should be given to the replacement of existing benches and litter bins on Mill Street.

**PRIORITY:** Public realm street furniture should continue to be guided by historic precedent. It is important to properly maintain street furniture to avoid deterioration and damage. This will help to ensure that high quality design is not undermined by deterioration. There should be a coherent approach to ensure that public realm does not become disjointed.

Despite being one of the primary routes through Padiham, there are areas where the footpaths narrow to match the grain of the street. This is an accessibility issue, particularly due to the high density of traffic on this road that restricts pedestrian movement. Accessibility on Burnley Road is important due to the commercial nature of most properties.



Figure 42 Narrowing footpath on Burnley Road

**PRIORITY:** When the opportunity arises, measures to ease traffic and increase pedestrian accessibility to the businesses on Burnley Road should be pursued by the Council.

#### 6.5.2.5 Use

There is a commercial focus in this area, particularly on Burnley Road. Existing buildings of retail use should be maintained, and where appropriate, others encouraged. The high status of the bank buildings, also contributing to the commercial aspect of this Character Area, should be enhanced through appropriate repair and maintenance.

**PRIORITY:** Encourage retail and commercial uses in this area. New developments should respect the existing properties, and new shop fronts should be carried out in accordance with shop front guidance.

#### 6.5.2.6 Trees & Soft Landscaping

There is only a small amount of soft landscaping in this Character Area. There are no opportunities to create new green space, and therefore proper management and enhancement of the existing is important. There is a gap site in the TH area that has potential to be attractive public realm.

**PRIORITY:** Ensure that the small amount of green space on Mill Street is appropriately cared for. Where possible, find a more aesthetically pleasing form of planting for the bed at the base of the Post Office gable.

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### 6.5.3 Character Area 3: Riverside Open Space

#### 6.5.3.1 Key Issues

There are no significant challenges in this Character Area at the present time. However, it is important to consider future environmental measures, particularly relating to flood defences.

**PRIORITY:** Any future flood defence measures in this location should be designed to keep their visual impact to a minimum and to preserve or enhance the aesthetic value of the character area. For example, by incorporating natural materials into the finish of the design.

#### 6.5.3.2 Historic Buildings – Protection

This is predominantly a natural Character Area incorporating modern buildings. There are few historic buildings that require protection.

#### 6.5.3.3 Key Views

The views over the River Calder from the Station Road bridge were designated as key views in the 2014 Conservation Area Appraisal. As such, it is important that these views are protected.



Figure 43 Views over the River Calder

Please see Spatial Analysis map for further key views within this area.

#### 6.5.3.4 Public Realm

Near the junction of the road there is an area of public realm and screen planting that is in search of a purpose, which could be better exploited.

**PRIORITY:** When possible and appropriate, explore potential uses or design solutions to enhance this area of public realm.

#### 6.5.3.5 Use

This is a predominantly natural Character Area and therefore building use is not a relevant issue.

#### 6.5.3.6 Trees & Soft Landscaping

Trees and soft landscaping in this area refer primarily to those along the banks of the river. It is important that these are maintained, but not manicured, in order to retain their organic forms.

## 6.5.4 Character Area 4: Mixed Historic Industrial, Residential & Commercial

### 6.5.4.1 Key Issues

The residential development on Guy Street uses sensitive materials within the context of the Conservation Area. The Character Area Appraisal noted that some details, such as the heavy use of brightly stained timber window frames and doors, are out of character with the wider area. This development should be used as an example for new proposals moving forward.



Figure 44 Guy Street town house development

### 6.5.4.2 Historic Buildings – Protection

As the significant landmark building in this part of the Conservation Area, Victoria Mill on Lghtenhill Street is one of the clear priorities for protection. Its significant bulk and functional design clearly demonstrates its historical function to the wider community. The building has been converted into residential accommodation, which from exterior inspection, appears to be carried out in a sympathetic and appropriate manner.



Figure 45 Victoria Mill from Guy Street

The pre-industrial smithy on Guy Street sits between cottages of a similar size. Now residential properties and a vehicle repair garage, they retain their characteristic historic fabric. These buildings are an attractive group that enhance the Character Area.



Figure 46 Guy Street smithy in context

**PRIORITY:** Any future development proposals or changes of use should ensure that the character of these buildings, individually and as a group, is not eroded.

Helm Mill, due to its significance and considering the current planning application, should be prioritised for protection. The grade II listed building is statutorily protected, but it is vital to ensure that all works are carried out to an approved standard.

### 6.5.4.3 Key Views

Character Area 4 benefits from various views of St Leonard's tower amongst the other roofscapes of the area. For example, when viewed from Guy Street, the pinnacles of the church stand out prominently above the more modestly sized residential properties. When viewed from Lghtenhill Street, the tower view is framed by Victoria Mill on the right, and partially obscured by the tower of Barclays Bank – another iconic feature in the roof scape of Padiham.



Figure 47 St Leonard's Church Tower from Guy Street



Figure 48 St Leonard's Church Tower from Ightenhill Street

Please see Spatial Analysis map for further key views within this area.

#### 6.5.4.4 Public Realm

The sloping Factory Lane and Habergham Street have the highest quality street surfaces due to the retention of their historic stone settings. These contribute significantly to the sense of place, which is particularly important in the light of the residential redevelopment of this area. The rest of the highways are tarmacked. There are no examples of historic street furniture or lamp posts in this area.

**PRIORITY:** Preserve historic street surfaces and seek a solution to make transitions to modern materials less harsh.

#### 6.5.4.5 Use



Figure 49 Victoria Mill on Ightenhill Street

There is visible evidence of the area's industrial history. Though it is unlikely that they are suitable for contemporary uses, conversions of industrial buildings into residential properties are popular and a good use of valuable space and generally high quality buildings.

**PRIORITY:** It is important that any changes of use, developments or conversions do not erode any existing industrial elements.

#### 6.5.4.6 Trees & Soft Landscaping

This area is largely industrial in character and therefore there is a limited amount of green space. The edge of the Conservation Area boundary provides the majority of greenspace in this area. Though outside the boundary, Guy Street is bordered on the North by greenspace. The corner of Ightenhill Street and Clitheroe Street Car Park provides views out of the area from its higher position. This point was marked as a key view in the earlier analysis, but it is suggested here that the view towards St Leonard's should also be considered.

**PRIORITY:** The consideration of internal viewpoints when assessing potential heritage impacts of developments.



## 6.5.5 Character Area 5: Riverside Residential

### 6.5.5.1 Key Issues

Some of this Character Area, predominantly Shuttleworth Street, has a strong sense of place. Unfortunately, many of the positive aspects of Shuttleworth Street are negatively impacted by unsympathetic interventions such as white UPVC windows and doors, and the poor location of satellite dishes. This is also a prevalent problem on Albert Street and Dragon Street. There are a variety of railing and boundary treatments on Shuttleworth Street which disrupts the sense of cohesion in this picturesque area. Views across the River Calder are obscured by overgrowth, even in the winter.



Figure 50 Shuttleworth Street looking west.



Figure 51 Shuttleworth Street looking east

The interweaving of residential streets along the Riverside is an attractive feature, however, some streets have been better maintained than others. For example, some of the properties of Queen Street appear to be in a poor state of repair – this area was described as “backlands” in the 2014 Conservation Area Appraisal.



Figure 52 Queen Street: example of condition

The residential buildings on Queen Street vary in size and character to those surrounding it on Shuttleworth Street and Albert Street. They are more plainly detailed, and generally in need of repair. The strong sense of place is lost here, despite the pleasant terminating vista of the Unitarian Chapel.



Figure 53 View down Queen Street to the Unitarian Chapel

The rear of these properties to the west of Shuttleworth Street, to the rear of Albert Street, appear in generally good condition, but the

pathway is treacherous, with broken paving slabs and overgrowth making it difficult to navigate.



Figure 54 Properties to the west of Shuttleworth Street; rear of Albert Street.

### 6.5.5.2 Historic Buildings – Protection

Though the Unitarian Chapel building falls within Character Area 9, its steeple is prominent above the roof scape of the surrounding residential buildings. It is also clear, when viewed from Queen Street, that this façade is in a worse state of repair than the Church Street elevation.



Figure 55 Detail of Unitarian Chapel showing blocked windows, vegetation growth and evidence of water ingress.

**PRIORITY:** Seek to work with the owners to protect the Chapel's historic fabric from further deterioration.

### 6.5.5.3 Key Views

Please see Spatial Analysis map for further key views within this area.

Previously identified key views for this area were indicated as looking out over the River Calder. During a site visit, it was noted that these views were obscured by overgrowth and did not offer any distant prospects.



Figure 56 Key view from Dragon Street

Key views identified in the revised spatial analysis focus primarily on terminating and narrowing views, placing value on the shapes of the street patterns, and how they interact with the wider environment. For example, the view from Dragon Street faces the same direction as the earlier examples, however, it offers a more picturesque image due to the framing of the buildings, the feature of the character lamp post, and a clearer distance view.

One of Padiham's most charming features is the abundance of narrow pathways and alleys, especially those that retain their historic surfacing. This view through Back Albert Street is typical of this feature, and whilst it is not an area of high exposure, it adds character to the area.

Narrow views such as these can be restricted by the presence of large waste bins, or they may detract from the focal point.



Figure 57 View towards St Leonard's through Back Albert Street

**PRIORITY:** Best efforts should be made to ensure that waste bins are stored within property boundaries without restricting public passageways, particularly those that make positive contributions to the Conservation Area.

Please refer to the Spatial Analysis map for any further identified key views within this area.

### 6.5.5.4 Public Realm

There is a mix of high and low quality street surfaces and repairs within Character Area 5. For example, the stone sets increase the heritage significance of the area, whereas tarmac surfaces and inappropriate

repairs spoil the aesthetic cohesion of the spaces, disrupting views down streets.



Figure 58 Poor quality surface repair on the corner of Dragon Street and Albert Street.

**PRIORITY:** Ensure that repair works carried out in sensitive historic areas are done so in appropriate materials and methods.

The area does have some of the most pleasant street signage, most importantly the carved recessed stones. These reflect the predominant building material of the area, are well designed and aesthetically pleasing. These appear to be reserved for streets that are considered to have better senses of place.



Figure 59 Example of a high-quality street sign.

However, those that may be termed "secondary" streets, such as the Queen Street "backlands," also have elements of appropriate signage.

Though not as decorative, the simple and unobtrusive plaques fit within the context and do not draw attention away from the historic setting.



Figure 60 Example of simple and appropriate street signage

**PRIORITY:** Encourage the same high level of quality and design for street signage elsewhere within the Conservation Area, particularly residential streets identified as having group values.

#### 6.5.5.5 Use

This area is enhanced by its quiet residential nature, especially in contrast to the higher volumes and traffic levels on the adjacent Church Lane. This is its key feature and this should be protected.

**PRIORITY:** Commercial uses, or other potentially disruptive proposals, should be discouraged within Character Area 5.

#### 6.5.5.6 Trees & Soft Landscaping

Shuttleworth Street benefits from trees and soft landscaping from the Allotment yards. However, in some cases these are overgrown and uncared for, obscuring views towards the River Calder. The area causing most concern is the foot path Albert Street, as mentioned earlier. This narrow pathway is made unsafe for pedestrians due to overgrowth and the collection of leaves during the late seasons.

**PRIORITY:** Ensure that trees and soft landscaping that interfere with pedestrian pathways are kept appropriately throughout the seasons. This will enhance its aesthetic values, whilst also providing safe spaces for pedestrians to use.

## 6.5.6 Character Area 6: Church Street Frontage

### 6.5.6.1 Key Issues

Church Street is one of the most prominent roads in Padiham. It is densely built and busy with traffic. The key issues damaging its heritage values are unsympathetic and uncoordinated street surfaces and furniture, and the widespread use of UPVC throughout all types of historic buildings throughout this area. There is also a widespread issue of inappropriate modern shop frontages that are harmful to the historic character of the streetscape.



Figure 61 Church Street looking west from the Padiham Working Men's Club



Figure 62 Church Street looking east, showing 42 Church Street

It also appears that there are a handful of vacant buildings that would benefit from tenancy or re-use.

**PRIORITY:** The removal and appropriate replacement of unsympathetic modern interventions (particularly UPVC) when the opportunity arises. The prevention of further UPVC interventions.

### 6.5.6.2 Historic Buildings – Protection

Where buildings are vacant, it is important to bring buildings back into use to prevent their deterioration.

**PRIORITY:** New tenancies and new uses for vacant buildings should be encouraged, providing that they are appropriate for the nature of the historic building in question.

Padiham's Working Men's Club is an interesting building that is currently vacant. Externally, it retains many original features, and the rich architectural detailing identify it as an important building on Church Street. Unfortunately, current decorative treatments, such as paint schemes and boarded frontages, are obscuring the heritage value of this building and having a harmful impact on the surrounding streetscape. Like many other buildings in the area, the Club suffers from the installation of unsympathetic UPVC windows, plastic downpipes, and obtrusive satellite dishes.

**PRIORITY:** When the opportunity arises, this building should be brought back into appropriate and feasible use, with the intention of reversing harmful modern interventions and making historic features more legible. Especially, this should include un-boarding windows to open the building back into the street.

24 Church Streets sits in an unusual position, meaning that it is visually prominent. Changes to this property have not been sensitive to its historic character, including UPVC additions.

**PRIORITY:** When the opportunity arises, harmful modern interventions should be removed and appropriately restored in order to reflect this building's unique position within the streetscape.

The purpose-built Victorian townhouses on Osborne Terrace significantly contribute to the townscape merit of the area. Its symmetry and interesting detailing enhances its aesthetic value. It can also be considered as an interesting terminating view from King Street. They

appear to retain some original features, such as the ironwork railings, which do not appear so consistently elsewhere in the area.



Figure 63 Osborne Terrace on Church Street

**PRIORITY:** Consider the detailing of the iron railings here when looking to inform recasting elsewhere.

The house on the right also retains the attractive original glazing bars within sash windows, highlighting the stark difference between the delicately designed original and the aesthetic failings of the UPVC employed elsewhere.

**PRIORITY:** UPVC is not appropriate within the Conservation Area, especially on properties that are so prominent and provide a vast contribution to the Character Area. UPVC interventions should be reversed where possible. At Osborne Terrace, the good example of number 48 should be used to inform future works.

### 6.5.6.3 Key Views

Please see Spatial Analysis map for further key views within this area.

Church Street rises to the west, offering distant views of the historic core. Looking east, the vanishing point terminates with a silhouette of St Leonard's tower. The view, pictured below, is taken from outside the Unitarian Chapel, creating a visual link between two religious buildings that are also two of the most iconic buildings in Padiham.



Figure 64 Church Street looking east

**PRIORITY:** Distance views should be protected, especially views where St Leonard’s tower or the Unitarian Chapel steeple, feature prominently.



Figure 65 Church Street looking east from Chapel Walk

Whereas views from further west are very straight, views taken closer to the town centre benefit from the characteristic curves that can be found so frequently throughout the whole Conservation Area. Not only is the tower of St Leonard’s clearly visible, but the curvature of the road is an invitation to explore. The view also works from this point looking westwards, with a glimpse of the Unitarian Chapel steeple in the distance.



Figure 66 Church Street looking west from number 42

**PRIORITY:** Curved views are intrinsic to the heritage value of Padiham and alterations or developments that obscure these should not be permitted.

#### 6.5.6.4 Public Realm

A widespread problem throughout much of the Conservation Area is the lack of a unified approach to the public realm, resulting in contrasting and inappropriate street surfaces, repair works, and street furniture. There are a few elements of historic street furniture that can be used as guidance for future works.

**PRIORITY:** Creating a sensitive and engaged public realm strategy that directly responds to Borough-wide planning policy. This should ensure appropriate materials for street surfaces, but also a coherent design approach.

#### 6.5.6.5 Use

Church Street has an interesting collection of residential and commercial properties. Commercial properties are focussed more centrally, and properties become more residential in use and scale further away from the town centre, towards the seemingly wealthier Arbories area. This mix of building stock is interesting and valuable, and keeping this balance is important as to not erode the character of the area.

**PRIORITY:** Maintaining the balance between residential and commercial properties, not allowing one type to grow exponentially and consume the other.

#### 6.5.6.6 Trees & Soft Landscaping



Figure 67 Bus shelter and public toilets adjacent to area of soft landscaping

A small space breaks the line of Church Street, adjacent to number 47. This space has a small amount of grass, some mature trees, a brick public toilet building, and a bus shelter. This is a functional area that does not offer any public recreation.

**PRIORITY:** Seek to ensure that this area is well-lit, well-maintained, and welcoming, so as to avoid antisocial behaviour.

## 6.5.7 Character Area 7: "Back Streets" Predominantly Residential

### 6.5.7.1 Key Issues

The principal issues in this large Character Area relate to a prevalence of unsympathetic modern interventions, such as UPVC and satellite dishes, and a focus on building repair and maintenance.



Figure 68 Satellite dishes on Alma Street



Figure 69 Parish Street looking south

**PRIORITY:** Ensure that building owners are aware of how to best look after their historic property, and what alterations are permitted. Guidance should be readily available from the council.

Where inappropriate development already exists, the principal concern should be ensuring that other such developments are not permitted in

the future. For example, the Dame Fold development of bungalows would be considered inappropriate for the Conservation Area context. They do not correspond with their surroundings in terms of scale, design, or even material. Future housing developments to meet the needs of the area must be considered within their Conservation Area context.

**PRIORITY:** Ensure that new developments are sympathetic to their surroundings. Prevent alterations to existing inappropriate developments that may increase the dissonance with their historic context.

### 6.5.7.2 Historic Buildings – Protection

Due to the high concentration of residential properties, the primary concern for the protection of historic buildings is their management, care and repair. If a building owner is uninformed about the correct way to care for their building, it is possible to cause more harm to the historic fabric. This would of course be costly to the building owner, but also have a negative impact on the wider Conservation Area.

**PRIORITY:** Seek to ensure that historic fabric of all properties, regardless of scale or status, is appropriately cared for and repaired. This can be expedited by offering support and guidance to building owners.

### 6.5.7.3 Key Views



Figure 70 Back street between Parish Street and Alma Street

The back streets, such as between Parish Street and Alma Street, should not be ignored. They retain their historic street surfaces, which adds character to otherwise simple rear property elevations. Narrow views

should be enhanced as they are an intrinsic element of the Conservation Area.

**PRIORITY:** Narrow views should be protected from elements or objects that intrude into the space and alter the focus of the space.

As with many other parts of the Conservation Area, Character Area 7 contains smaller streets that retain their historic surfaces, enhanced by narrow or curving views. Due to the high position, the view from Double Row looking south captures some of the distant scenery, serving as a visual reminder of Padiham's broader context. Views like this are particularly significant to the aesthetic value of the area.



Figure 71 Double Row looking south

**PRIORITY:** The preservation of narrow and curved views, historic surfaces, and distance views. Development seeking to impair any of these should be discouraged.

Please see Spatial Analysis map for further key views within this area.

#### 6.5.7.4 Public Realm

The failure of inappropriate surfacing works within the Conservation Area has revealed stone settings of historic value beneath. This original surface is more in keeping with the character of the Conservation Area, and reflects high quality design in other parts of the town.



Figure 72 Failed street surfaces on Parish Street

For example, areas where stone settings are predominant include Shuttleworth Street, one of the most attractive residential streets. Though the building stock in this area is simple in comparison to those closer to the river, their value would be enhanced if their setting was either original, or sympathetic.

**PRIORITY:** If appropriate upon further inspection, and when opportunity and resources allow, historic street surfaces should be uncovered and repaired. Reinstatement of original features that have been hidden is encouraged.

#### 6.5.7.5 Use

Character Area 7 has a range of residential properties, from pre-industrial cottages, terraced housing, and more modern properties, including bungalows. The residential focus of this area provides a significant contribution to the sense of place as it is generally quiet with lower levels of traffic.

**PRIORITY:** Presumption for the retention of the residential nature of this Character Area when considering future applications.

#### 6.5.7.6 Trees & Soft Landscaping

The area is quite densely built due to the wealth of housing provision. Open spaces around Chapel Walk and Parish Street provide some green alternative, however, they are not publicly accessible recreational ground. Green space on Chapel Walk is decorative and not encouraging to leisure users.

**PRIORITY:** Green space is valuable in this Character Area, and spaces that already exist should be retained. If opportunity arises for the creation of more, publicly accessible green space, this should be encouraged.

At the corner of St Giles Street and Bank Street there is a small area of public realm bounded by a low brick boundary wall. The area serves no purpose, and has not been properly landscaped.

## 6.5.8 Character Area 8: The Arbories & the Crossways

### 6.5.8.1 Key Issues

This Character Area has within it distinct spaces, defined by scale, style, and setting. Arbory Drive is more open and leafy, whereas West Street and Well Street are densely residential. A general issue is the use of UPVC windows in properties throughout the area, which causes harm in areas characterised by their simple residential vernacular. Modern interventions, such as the installation of satellite dishes, has also had a harmful impact on the simplicity of these residential streets. Some properties on Whalley Road also have roller shutters as well as UPVC, a frequent issue throughout the whole Conservation Area when dealing with commercial properties.



Figure 73 Cottages on West Street



Figure 74 West Street, looking east

The Eastern Lodge, a significant gateway building, is vacant and subject to neglect and decay.

### 6.5.8.2 Historic Buildings – Protection

It is important to find an appropriate and feasible use for the Eastern Lodge. Continuance of its current condition will result in significant harm and loss of historic fabric. This building, and its setting, are an important demonstration of the more rural elements of Padiham, in contrast to its strong industrial context.

**PRIORITY:** Seek to work with the owners to find an appropriate use for East Lodge, with a subsequent comprehensive scheme of conservation appropriate repairs.



Figure 75 Mamma Mia restaurant at Crossways

The Crossways, despite being used as a restaurant for many years, is an indicator of the historically wealthier residential status of this area, especially in conjunction with Isles House. The setting of Crossways is intrinsic to its value, and should be preserved.

**PRIORITY:** Discourage development in the historic grounds of Crossways in order to preserve its historic and aesthetic values.

Isles House is an attractive and prominent Georgian building on Arbory Drive. It is vastly different in character to many other properties within the Conservation Area. Presently, the building appears to be in good condition. It is vital that this listed building is kept in a good state of repair, and that any proposed works are appropriate in relation to its statutory designation.

### 6.5.8.3 Key Views

Key views in this Character Area are up and down Arbory Drive. Unlike many of the roads in Padiham, it is exceptionally straight and long, which marks its status as a transitional space. It is also more open and green than many other parts of the town, which would suggest a higher level of status. Please see Spatial Analysis map for further key views within this area.

### 6.5.8.4 Public Realm

There are a few surviving examples of earlier street furniture, including a green lamp post on West Street, and another of a different style on Well Street. Though these are stand alone, they enhance the historic character of the public realm and respond to the vernacular scale of their surroundings.

**PRIORITY:** Preserve existing elements of sympathetic public realm, and use these as guidance when future opportunities arise for the change of less appropriate street furniture.

The stone built, robust boundary wall of the Sports Ground gives strong enclosure to the street.

### 6.5.8.5 Use

At present, the uses within this Character Area are considered appropriate. There is a significant residential focus and this should remain the primary purpose, though the area is enhanced by some recreational and entertainment provision, such as the restaurant at Crossways.

**PRIORITY:** The preservation of the primarily residential character of the area. Management of proposed changes of use through the planning process.

The East Lodge is a significant building that has the potential to contribute to the surrounding community. Additionally, its lack of use is contributing to the deterioration of the historic fabric.

**PRIORITY:** Find an appropriate and feasible use for the East Lodge. Consider the use of Urgent Works or Repairs Notice where negotiations with the owner fail to make positive progress towards securing the future of the listed building. This will help to prevent further damage to historic fabric, and help the building become a useful part of the community.



#### 6.5.8.6 Trees & Soft Landscaping

The westernmost edge of the Conservation Area is open in character. It benefits from the mature grounds of Crossways, Isles House, and the Arbories Sports Ground. There are many trees along Arbory Drive, protected by TPO, that contribute to the green space; creating an avenue feel that is augmented by the strong lines of the rubble wall.

**PRIORITY:** Ensure that the open spaces and trees along Arbory Drive are adequately protected by the Conservation Area designation. Discourage new development that would alter this valuable greenspace, or remove trees not protected by the TPO, unless absolutely necessary.

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## 6.5.9 Character Area 9: Unitarian Church & Setting

### 6.5.9.1 Key Issues

There have been no substantial issues found within this small Character Area. The principal concern is the protection of existing historic fabric.

### 6.5.9.2 Historic Buildings – Protection

Although identified as an issue in section 6.5.5.2, the state of repair of the Unitarian Chapel is relevant for Character Area 9 as the footprint of the building falls within this boundary. Viewing the Chapel from Queen Street highlights a poor state of repair for this significant building.



Figure 76 Unitarian Chapel from Church Street



Figure 77 Detail of Unitarian Chapel showing blocked windows, vegetation growth and evidence of water ingress.

**PRIORITY:** The protection of the Chapel's historic fabric from further deterioration.

### 6.5.9.3 Key Views

Key views from this vantage point are best captured in Character Area 6

### 6.5.9.4 Public Realm

At the further reaches of the Conservation Area boundary, Character Area 9 is more open than most other parts of Padiham. This Character Area is bounded by a high-traffic road and incorporates the entrance to Memorial Park via the War Memorial, but there is no open space for public recreation.

**PRIORITY:** The area around the War Memorial should be kept in good condition as a suitable context for the monument. Its primary function is commemorative and not as an area of recreational green space. Visitors should be encouraged through to Memorial Park for that purpose.

### 6.5.9.5 Use

The use of this area is characterised by the focus on community buildings. The Character Area boundary does not incorporate residential housing, but rather buildings and spaces that serve some parts of the community.

**PRIORITY:** The isolated use of this area as a community serving space is valuable and should not be diluted with inappropriate developments.

### 6.5.9.6 Trees & Soft Landscaping

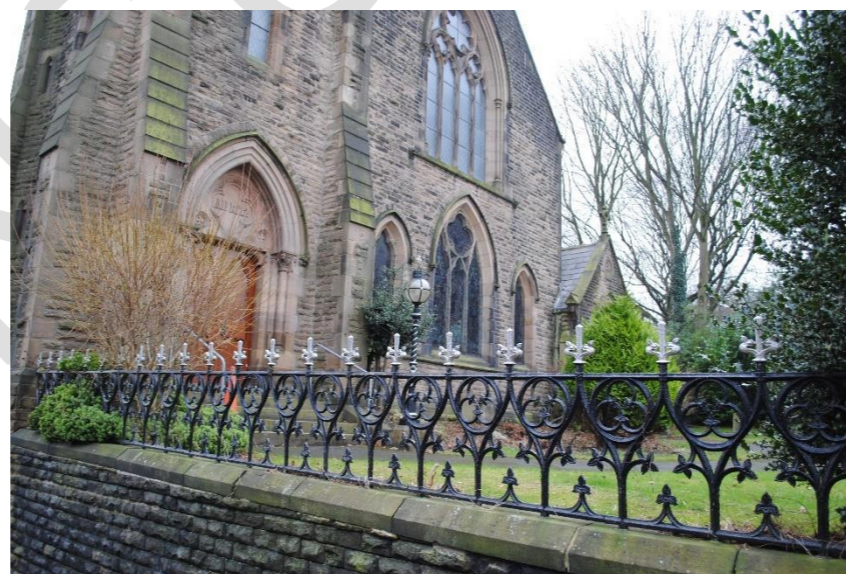


Figure 78 Church yard through the railings

Trees and soft landscaping in this Character Area is focussed on the small yard of the Unitarian Church. There is also some pleasant mature planting in the garden surrounding the War Memorial.

**PRIORITY:** The current level of landscaping is appropriate. Existing mature planting should be properly managed and cared for to ensure it continues to thrive.

### 6.5.10 Design Principles & Guidance

Development within, or adjacent to, the Conservation Area boundary should conform to Burnley Local Plan Policy E12, GP3 and other relevant policies. The following design guidance will apply to most schemes, including extensions to existing properties, new houses or commercial buildings. It is based on national policy and guidance including Historic England's *Conservation Principles for the Sustainable Management of the Historic Environment* (2008), the *National Planning Policy Framework* (2012).

Within the Conservation Area, all proposals for new development must preserve or enhance its character and appearance. The Council will take the opportunity to ensure that all new development makes a positive contribution to the area, and conserves those aspects that contribute to its special character. Development should respond to its immediate environment, its "context," in terms of scale, density, form, materials and detailing. Applicants for planning permission must provide a "Design & Access Statement." This must justify the design decisions that have been made during the scheme's development, and show how the proposal relates to its context. The following are general principles which should be adopted for all developments in all parts of the Conservation Area.

The Design Principles for the Padiham Conservation Area are as follows:

1. All new developments will be expected to make a positive contribution to the character and appearance of the Padiham Conservation Area. Respect will be paid to the values contained in the Padiham Conservation Area Appraisal and all developments will be required to respond creatively to their context, respecting the form, scale, massing, materials and local detailing within the historic built environment. Additionally, developments should respond both to their specific Character Area and the wider Conservation Area. All forms of new development in the Conservation Area should:
  - a. Preserve and reinforce the distinctive pattern of traditional development, including; street patterns, open spaces and trees; plot boundaries and boundary treatments.
  - b. Have regard for existing building lines and the orientation of existing development.

- c. Respond to the particular rhythm and articulation of the overall elements of the streetscape, and of individual buildings, in terms of bays and openings that break up the façade.
  - d. Reinforce the distinctive character and grain of each Character Area. This should be achieved through an informed understanding of the forms, styles, features and materials of its buildings. Pastiche forms of development, and the superficial echoing of historic features in new buildings, should be avoided.
  - e. Respect the scale and massing of surrounding buildings. It is essential that new development should respect the scale of existing buildings in terms of height, overall massing, roofscape, floor levels, and sizes of window and door openings.
  - f. Maintain key views and vistas within, into, and out of the Character Area.
  - g. Minimise, where possible, the visual impact of parked vehicles, and the provision of parking areas, on the streetscape and landscape setting of historic streets and buildings.
  - h. Allow easy, attractive, and safe routes through the Conservation Area to the Town Centre.
2. Where new development is proposed for areas adjacent to the Conservation Area, it is equally important for care and consideration to be given to the impact of the design, detailing, and siting. Where appropriate, all forms of new development adjacent to the Conservation Area should respect the principles listed above. Regard should be paid to continuing the local scale, form and materials. This will help to reinforce the distinctive architectural character of the immediate context, and minimise impact of new development on key streetscapes, views and vistas.
  3. Behind the formal frontages throughout the Conservation Area, there are numerous examples of rear access streets and pedestrian alleyways. Collectively, they provide a notable feature, making an important contribution to the historic character and distinctiveness of the Conservation Area through the evidence of Padiham's medieval town layout. It is important to recognise these features in the layout of new development.

4. The townscape must be added to in a way that enhances the variety and texture. Contemporary design, originality and innovation are encouraged in the context of the historic perspective. Traditional materials are encouraged, but high quality non-traditional materials that respond positively to surrounding buildings in texture, colour, scale and quality, may also be acceptable.
5. New development should reflect locally evident materials and colours; from the landscape as well as existing buildings. Materials, colours and finishes should help to give a sense of unity and identity to the Conservation Area. The quality of materials, and their fitness for long-term performance, need to be considered. The implications of the climate, specifically rainfall and exposure, should be considered when choosing materials and details that may be prone to the effects of such weathering. This is especially important where long-term maintenance cannot be relied on.
6. The regeneration of the area requires that proper attention be paid to the maintenance and repair of the existing historic fabric and the traditional detailing of works of reinstatement. In new buildings and the public realm high quality design and attention to detail and materials is paramount if the special character of the area is to be preserved and enhanced. Unsympathetic modern interventions and materials should be removed where possible, and replaced with conservation appropriate materials, products and styles.
7. Care should be taken to avoid the unnecessary loss of historic fabric. Proposals affecting buildings of heritage merit or the character of the Conservation Area should be based upon the retention of historic fabric. This incorporates, but is not limited to: shop fronts, sash windows, doors and door cases, rainwater goods, and chimney pots and stacks. Works of repair or alteration should adopt high conservation standards, including craftsmanship and professional skill. This is to ensure that the highest standards of design, materials and craftsmanship are achieved.
8. Surviving traditional shopfronts should be preserved, and original features reinstated and restored wherever possible. Replacement shop fronts should be designed to be sympathetic to the architectural character of the area – reflecting traditional

designs, if appropriate, and should display good proportions, well considered detailing, and quality materials. Oversized fascias, a proliferation of advertising signage, and the use of externally mounted roller shutters should be avoided.

9. The Conservation Area Appraisal, and the Management Plan 3.4 Spatial Analysis, identifies several key views that make a positive contribution to the character of the Conservation Area. Any development proposals within the Conservation Area must ensure that these views are maintained.
10. The treatment of spaces between the buildings are critically important to the overall quality and character of the Area. These need to follow sound principles of urban design; respecting the heritage qualities described in the Conservation Area Appraisal. To avoid the visual confusion that can arise as a consequence of a variety of overly fussy design solutions, a coherent and sensitive approach to the public realm, including surfaces finishes and street furniture, is imperative. New development should aim to improve the quality of the streetscape by introducing a clear and consistent approach to the design and installation of streetscape components and surface treatments. New hard landscaping schemes should incorporate the sensitive use of appropriate materials to enhance the heritage setting. Subtle designs are necessary to avoid the introduction of an overly dominant public realm. Careful attention should be paid to the selection and siting of street signage, bollards, and furniture.

CONSULTATION

# 7 Protection

## 7.1 Existing Designations

Padiham is a designated Conservation Area under the Planning (Listed Buildings and Conservation Areas) Act 1990. It is also on the Historic England *Heritage at Risk* register. The following buildings within the Padiham Conservation Area are all statutorily listed at a Grade II designation. This list should be read alongside the map in Appendix 12.1.

- Arbory Lodge, Arbory Drive
- Isles House Arbory Drive
- Oddfellows Hall, Bank Street
- 22- 26 Bank Street
- Barclays Bank, Burnley Road
- National Westminster Bank, Burnley Road
- The Old Black Bull (Cellar Restaurant), Church Street
- Church of St Leonard, Church Street
- Nazareth Unitarian Chapel, Church Street
- Gate Piers and Gates at Nazareth Unitarian Chapel, Church Street
- Trevelyan Guest House, Church Street
- Helm's Mill, Factory Lane
- 1-21 Gawthorpe Street
- 2-6 Gawthorpe Street
- Prestige Bedding Centre (previously the National School), Mill Street
- Former Schoolmaster's House, Mill Street
- 1-3 Moor Lane

## 7.2 Locally Listed Buildings

Burnley Borough Council can designate buildings for local listing as a method of providing an additional level of protection to those buildings not included on the Historic England national heritage register. Buildings on this local list will be afforded extra consideration in the determination of planning decisions either relating to directly to the property in question, or places in the vicinity that may impact the character.

The following buildings within the Padiham Conservation Area have been identified for Local Listing by Burnley Borough Council.

- 1-19, Albert Street

- 21-35 Albert Street & 5 King Street
- 2-26 Albert Street
- 28-44 Albert Street/3 King Street/ 6-8 Inkerman Street
- 16-20 Bank Street
- 6-14 Bank Street/ 1-3 Havelock Street
- 27-29 Bank Street
- 59- 65 Burnley Road
- 24-30 Burnley Road
- 29- 41 Burnley Road
- 19- 27 Burnley Road/ 2-6 Ightenhill Street
- 4-8 Burnley Road
- 1-13 Burnley Road/ 4 Moor lane/ 1-3 Central Buildings
- 1-19 Chapel Walk & 30-32 Church Street
- 3-11 Church Street/ 2-4 Calder Street
- 45-47 Church Street/ 3 Inkerman Street
- 49- 69 Church Street/ 1 King Street
- 71- 95 Church Street
- War Memorial, Church Street
- Knight Hill House, Church Street
- 4-22 Church Street
- 24 Church Street
- 26 Church Street
- 34- 46 Church Street & 2-4 Alma Street
- 48- 52 Church Street
- 54- 60 Church Street
- 80- 84 Church Street/ 2-22 Holland Street
- Starkie Arms, Church Street
- Whalley Range, Church Street
- 1-3 Dragon Street & 28-30 Shuttleworth Street
- 2-10 Guy Street & 6-12 Moor Lane
- Former Cinema, Mill Street
- 19- 27 Mill Street
- 2- 14 Mill Street
- 5-17 Moor Lane/ 2 Barbon street
- 4-28 Moor Lane/ 1-3 Guy Street
- Old Burial Ground, North Street
- 19-25 North Street/ 1-7 Spring Gardens Terrace
- Bankhouse, Queen Street
- 1-9 Queen Street
- 2-12 Shuttleworth Street

- 14-26 Shuttleworth Street
- Bridge Across the River Calder, Station Road
- Free Gardeners' Arms, St Giles Street
- 2-18 Well Street
- The Hare and Hounds, West Street
- 70-90 West Street
- The Crossways, Whalley Road.

**ACTION:** The Council should continue to develop and review the list of Locally listed buildings within the Padiham Conservation Area to ensure that all significant properties are protected, and that all properties on the list are fitting of local protection.

## 7.3 Buildings at Risk

There are no buildings listed at higher than Grade II within the Padiham Conservation Area, meaning that no buildings have been officially identified by Historic England for inclusion on their *Heritage At Risk* register. The Conservation Area as a whole, however, has been included on the list. It has been assessed by Historic England as being in very poor condition with a high level of vulnerability.

**ACTION:** The Council should identify key buildings within the Conservation Area that are most at Risk, or most likely to lose their heritage significance without positive action. These should be prioritised for repair and development.

## 7.4 Landmark & High Buildings

Padiham has a reasonably consistent development height, with interesting contrasts between residential, commercial and industrial buildings. There are no high-storey buildings that would dominate the townscape. St Leonard's Church is the most prominent landmark building in the centre of the Conservation Area, although its tower is not significantly higher than the surrounding area.

**ACTION:** The Local Authority should consider the implementation of a height limit on new developments in order to protect the character of the area and the prominence of St Leonard's Church.

## 7.5 Extensions to the Conservation Area

The *Padiham Conservation Area Appraisal Draft* identified 5 areas outside the official boundary that contribute to the setting of the Conservation Area. The Civic Quarter area was proposed for inclusion in an extension by the Padiham Heritage Appraisal (2007)

This Conservation Plan suggests that the Civic Quarter is considered for future inclusion within the Conservation Area. This is due to the prominence of the Town Hall building. Though it is significantly different in style and material, it contributes an additional layer of architectural and aesthetic interest to the area, as well as a focal point for the civic life of the town.

**ACTION: The Local Authority should seek to extend the Conservation Area boundary to incorporate the Civic Quarter.**

This Plan does not specifically advocate the redrawing of Conservation Area boundaries to incorporate any of the additional areas identified in the Character Appraisal. Their relationship with the Conservation Area is to be considered in the planning decision-making process.

CONSULTATION

## 8 Enforcement: Planning Measures & Statutory Controls

### 8.1 Development Control & Planning Enforcement

Conservation Area designation brings with it a degree of additional statutory protection under planning legislation, the main consequences of which are as follows:

- Planning permission is required to totally, or substantially, demolish most buildings within a Conservation Area. There are a few exceptions, including a building which does not exceed 115 cubic metres; any wall, gate or fence that is less than 1 metre high where abutting a highway; or less than 2 metres high elsewhere.
- The extent of permitted development is reduced, such as cladding, extensions to the side of original dwellings, or the installation of satellite dishes visible from the public highway.
- For trees over 75mm in trunk diameter, six weeks written notice is required to allow consideration for protection.
- Stricter rules apply in Conservation Areas with regards to the type and size of advertisements that can be erected without Advertisement Consent.
- The desirability of preserving or enhancing a Conservation Area is a material issue consideration in determining planning applications.

Where unlisted buildings are not in use as single dwelling houses, permitted development rights are limited. It is important, therefore, that development management standards are reviewed to ensure that they are applied consistently to non-dwellings. This is particularly the case in the interpretation of what constitutes a material change, and is therefore subject to planning permission. Regular enforcement and monitoring should then ensure that development management standards are upheld.

Together, the NPPF, Burnley Local Plan, Padiham Conservation Area Appraisal and Management Plan, provide the key policy context and evidence base on which development management decisions in the

Conservation Area are to be considered. Burnley Borough Council will seek to work proactively with developers to find appropriate solutions where possible. However, permission will normally be refused for development proposals that would result in unjustified harm to the character or appearance of the Conservation Area.

The Council has experience of using Planning and Listed Building enforcement notices and is fully prepared to use them where co-operation cannot be secured by other means. It is important that enforcement action is swift and effective. This will enforce the message that the development control process is fair, and that it must be followed in all cases. Usually, enforcement action does not result in legal action, but is resolved through effective communication between the Council representatives and the relevant party. However, if appropriate, the Council will consider the commencement of legal action.

A photographic survey to record the condition and appearance of all buildings of merit within the Conservation Area would be useful to ensure a 'baseline' against which changes can be monitored. This could be updated annually to identify any potential breaches of Planning or Listed Building control. The survey could be undertaken by volunteers, if co-ordinated by an appropriate partner organisation.

**RECOMMENDATION:** Both regular enforcement and a considered approach to development control within the Conservation Area are required to ensure that there is consistency of advice and decision-making.

**RECOMMENDATION:** A photographic survey should be undertaken to establish a point in time against which changes can be monitored. This must be regularly updated, especially where there are known changes, to ensure that there is a consistent process of monitoring.

### 8.2 Other Statutory Powers

In addition to development control, there exists an equal need to address the use of various powers available under the Planning Acts.

A significant proportion of responsibility for the management and maintenance of the Padiham Conservation Area falls to Burnley Borough Council, due to the requirements of the Planning (Listed Buildings and Conservation Areas) Act 1990. The Local Planning Authority has a

number of statutory powers at their disposal, under the Planning Acts, to deal with issues affecting the historic environment and its proactive management. These are rarely exercised, but their use under the right circumstances can act as a powerful deterrent. They can assist in the limitation of future damage, and safeguard the historic environment where there is a significant threat. In the Townscape Heritage Scheme area, the use of these powers may be necessary to protect the Heritage Lottery Fund's investment, and maintain the physical fabric of the area in good condition for the long-term.

The principal powers most relevant to the Padiham Conservation Area are explored here:

#### 8.2.1 Article 4 Directions

Under the Town and Country Planning (General Permitted Development) (England) Order 2015, as amended, permitted development rights can be limited in Conservation Areas through the imposition of an Article 4 Direction. This can be used to establish planning controls over a range of minor changes, such as to windows, doors, roofs, porches, chimneys, walls, and the creation of hard standing surfaces in front gardens. Government guidance advises that the power should be used selectively and in relation only to development which is likely to threaten the character and appearance of the Conservation Area.

Unlisted buildings that are used as flats or commercial properties have fewer permitted development rights. However, painting and the loss of front boundaries for car parking are not permitted development. These could be controlled by an Article 4 (1) Direction, if the Local Planning Authority perceive these changes as a threat to the special interest of the Conservation Area. This also means that the Council can already control changes such as the replacement of windows, or the changing of roof materials, on these types of unlisted buildings. Commercial properties and flats, such as those along Church Street and Burnley Road, are already subject to a degree of control that needs to be consistently applied (refer to 8.1 Development Control & Planning Enforcement).

The scope for an Article 4(2) Direction in the TH Scheme area is limited. Few of the buildings are single family dwellings and controls are, therefore, already available. Normal planning controls, if properly enforced, should therefore be adequate to safeguard its historic character. Nonetheless, the Council could consider the use of an Article 4(1) Direction to withdraw permitted development rights within the TH

Scheme area for the painting of existing painted buildings (and therefore any colour changes) or unpainted buildings.

However, the Conservation Area Appraisal identified that whilst some areas of significance are already under a reasonable level of protection due to their statutory designations, such as the listed buildings on Gawthorpe Street, there is potential scope for an Article 4 Direction in areas that are predominantly residential in character. For example, Shuttleworth Street and Albert Street have undergone a range of minor changes that have been identified as having a detrimental effect on the character and appearance of the Conservation Area. It should be noted that many of the residential properties are largely altered, so an Article 4 Direction would have a limited impact in ensuring the survival of any existing historic features. To address this issue, it is proposed that a further assessment is undertaken, and a public consultation exercise carried out. This would seek to determine whether the introduction of an Article 4 Direction would be an appropriate course of action to prevent further harm to the character and appearance of the Conservation Area, and provide a means to reverse harm that has already occurred.

If an Article 4 Direction is actioned, it will be subject to statutory consultation, and the owners of all affected properties will be able to comment. A full photographic survey will be needed when the Article 4 Direction is served. This will record materials and details on the buildings on the day the Direction comes into force, to then be used for monitoring and enforcement purposes.

**RECOMMENDATION:** Further assess the need for imposition of Article 4 Directions on buildings of significance in the areas outlined above. A separate report will be produced, and a public consultation exercise carried out.

**RECOMMENDATION:** In the event of instigating any Article 4 Directions, Burnley Borough Council should produce and distribute guidance leaflets explaining the implications of the Direction for property owners directly affected.

### 8.2.2 Repairs Notices/Urgent Works Notices/Section 215 Notices

The Council will actively seek to secure buildings from decline, and improve the appearance of land and buildings, that are adversely affecting the amenity of the area. The Council will continue to work proactively with owners and developers to establish and implement viable new uses. Where this proves unsuccessful, the Council may use its statutory powers under sections 48 (Repairs Notice) and 54 (Urgent Works Notice) of the Planning (Listed Buildings & Conservation Areas) Act 1990, and Section 215 of the Town & Country Planning Act 1990. These powers will be considered in conjunction with opportunities for grant funding offered by the Townscape Heritage scheme, and wider regeneration opportunities.

It is essential that early contact is made with owners to ascertain the reasons why properties are in a state of disrepair. It can then be established how the Council can, in the first place, assist in the way of advice to halt deterioration, and ensure that the problems do not worsen during the time taken to establish a viable solution. Where initial attempts fail to persuade the relevant party to voluntarily address the issues, then negotiations will not be allowed to hamper or delay any formal action that may be required.

**RECOMMENDATION:** The Council should identify buildings and land that would benefit from the implementation of an Urgent Works Notice, Repairs Notice, or Section 215 Notice. Early contact should be initiated with the owners in an attempt to resolve matters amicably, without recourse to formal action.

**RECOMMENDATION:** The Council should liaise and build links with local Building Preservation Trusts and community groups as potential third party restorers for buildings at risk.

**RECOMMENDATION:** The Council should adopt a pro-active approach aimed at encouraging owners to undertake repairs before the onset of decay. This endorses the approach that prevention is not only better than treatment, but also more economical in the long-term. In the first instance, this is to be achieved through negotiation rather than resorting to enforcement.

**RECOMMENDATION:** The Council will, as part of the delivery phase of the TH scheme, produce an owner's manual for undertaking maintenance and repairs.

### 8.2.3 Building Act 1984

Building Regulations under Part III of the Building Act gives Burnley Borough Council the power to protect the Conservation Area by serving notice on owners to carry out works on defective premises, dangerous buildings, ruinous and dilapidated buildings and neglected sites. The Council also have permissions to take their own steps if required, for the public good. This will be useful in preventing the loss of neglected and vacant buildings, or their misuse in anti-social behaviour.

**RECOMMENDATION:** Where buildings or places are at considerable risk to themselves or the public, the Council should seek to engage property owners under the direction of the Building Act. Where this is not effective, the Council should implement their right to carry out works.

### 8.2.4 Anti-Social Behaviour, Crime and Policing Act 2014

Under Section 35 Part III of the Act, Police officers can exclude a person from an area in the occurrence of crime or disorder. Such powers will enhance the safety of the Conservation Area, and serve to protect property or historically significant areas. This also applies to the issuing of community protection notices, to prevent unreasonable conduct that may harm the sense of place or historic fabric of the Conservation Area. Under Chapter 2 the Local Authority also can instigate public spaces protection orders. This will serve the Conservation Area in places that are likely to encourage anti-social behaviour.

**RECOMMENDATION:** Where relevant and useful, the Council should consider the implementation of notices supported under the Anti-Social Behaviour, Crime and Policing Act 2014. These will help to protect the public realm from anti-social behaviour, enhancing the sense of place for residents and visitors, and protecting heritage assets from damage.



### 8.2.5 Compulsory Purchase Order (CPO) & Empty Homes/Vacant Properties

The Planning Act 1990 affords Local Planning Authorities the power to serve Compulsory Purchase Notices, with authorisation from the Secretary of State, on land or buildings that are required to secure development, re-development, or improvement. The Council has experience of using Planning CPOs and is fully prepared to use them where co-operation cannot be secured by other means. Most notably, they have been implemented to bring long-term vacant properties back into use, and to secure the proper preservation of Listed Buildings at Risk.

The Council operates a programme to deal with vacant properties and has a dedicated Vacant Property Officer. Historic buildings at risk may often be vacant residential buildings, and colleagues in the Housing Department may be dealing with the same buildings. As such, liaison between departments is essential. Section 17 of the Housing Act 1986, 'Acquisition of land for housing purposes,' allows local authorities to acquire houses or buildings that could be made suitable as houses by agreement, or by a CPO, authorised by the Secretary of State and following an inquiry.

**RECOMMENDATION:** To identify long-term vacant properties in the Conservation Area that are suitable for providing residential accommodation. Where renovation and re-occupation is unlikely to be achieved without the intervention of the Council, and if there is an appropriate business case and funding available, the Council should seek to initiate negotiation to acquire the outstanding interests by agreement, or, if necessary, by a CPO.

## 9 Implementation of the Plan

### 9.1 Introduction

Demonstrated in the exploration of Padiham's Character Areas, the heritage that contributes to the Conservation Area's significance is complex and intertwined. As such, it can be presumed that caring for it will be a difficult task. The following advice aims to provide support in the implementation of the recommended actions for the sustainable and appropriate management of the Conservation Area.

At the time of writing, the Council is finalising the Proposed Submission Draft of its Local Plan. This Plan has been informed by the preferred options report, and is therefore considered to reflect the direction of the council. The Conservation Area Management Plan should be adopted alongside the Local Plan in its final form.

Additionally, due to the corresponding guiding aims and objectives, this Plan should be considered alongside any reports and outcomes of the Padiham Townscape Heritage scheme. This TH will have a considerable impact on the protection of Character Area 2 and will require revision into this document upon completion.

### 9.2 Funding & Resourcing

#### 9.2.1 Local Authority Resource & Corporate Working

Due to the Planning (Listed Buildings and Conservation Areas) Act 1990, Burnley Borough Council has the principal responsibility for the management and maintenance of the Conservation Area. Good management of Conservation Areas requires Local Authority resources. "Resources" refers to financial resources, and the engagement of members of Council staff. For example, those members of staff operating within the planning department in decision making, but also in the serving of relevant legislative notices for the protection of the historic environment. It is recognised that proposals for preservation and enhancement will be most effective when all relevant departments within the Local Authority understand the significance of the Conservation Area. Officers from a variety of departments, including development control, conservation, housing, green spaces, street-scene, town centre management and regeneration will be required to work corporately to ensure that council decisions respect the historic context. In addition, the

County Council, as Highways Authority, will also play a key role in the appropriate management of the Conservation Area.

Managing the Conservation Area effectively will require experienced professional input from a range of fields to ensure decisions are balanced. It is recognised that a development team approach would help to ensure that such issues are widely understood within the authority. Additionally, good practice recommended by Historic England is for local authorities to appoint a Historic Environment Champion. The position, usually at member level, aims to influence the functions and decisions of the Local Authority by encouraging high quality in architecture, design, and the historic environment.

**ACTION: The Council will ensure corporate commitment to Conservation Area management in planning and regeneration.**

**ACTION: The Council will appoint an informal Officer Group, with the multi-disciplinary skills needed to ensure effective Conservation Area management over time.**

**ACTION: Ensure a Heritage Champion is appointed and involved in Conservation Area work, encouraging local involvement and publicity.**

#### 9.2.2 External Funding and Partnership Working

Having insufficient resources to manage Conservation Areas can seriously undermine their purpose and value. Limited resources require priority to be given to key issues, but the availability of external funding can allow the Council to ensure both enforcement and enhancement of the Conservation Area.

At the time of writing, Burnley Borough Council is implementing its Padiham *Crafting the Future* project, with support from the Heritage Lottery Fund's Townscape Heritage Project. Many of the necessary actions and intended outcomes are more likely to be levered through the provision of grant aid. On this basis, the proposed actions are based on the potential level of resources available for the Padiham Townscape Heritage Scheme. The Council will monitor and review the necessary resources to sustain the historic environment, and manage the Townscape Heritage Scheme within the wider Conservation Area. Where appropriate, and funds are available, the Council will coordinate such works with the relevant agencies and partners to achieve the heritage

aims, and to ensure the beneficial impact of a conservation-led approach to economic development and regeneration.

Priority management, time and skills will be required:

- From all patterns supporting the Townscape Heritage Scheme and working in the wider Conservation Area.
- To implement planning measures and statutory controls as appropriate.
- To ensure effective monitoring and enforcement.
- To prepare technical guidance and to inform and involve the community.
- To ensure appropriate conservation skills are available in the Council and the community.
- There is a proper awareness and understanding of the area's conservation value.
- Conservation standards are implemented to ensure protection and enhancement.
- To ensure that owners' responsibilities are understood.

Some of these requirements can be supported through a range of events and training activities, explored in 9.4 Education & Training.

Opportunities for further funding will continue to be explored and investigated through partnership, working with other service areas and stakeholders. This will include the potential for grant aid from Historic England's Partnership Schemes in Conservation Areas (PSICA).

**ACTION: The Council should identify and seek any further sources of grants and funding for heritage-led regeneration initiatives, including funding through the Partnership Schemes in Conservation Areas (PSICA) initiative with Historic England.**

One of the key ideologies of Historic England's *Conservation Principles, Policies and Guidance* is the concept that 'the historic environment is a shared resource.' This is never more true than in the management of a historically significant place – usually designated as a Conservation Area because of the special combination of valuable elements; public realm, individual properties, groups of properties and green spaces. As such, the management of the historic environment is a shared responsibility. Owners of commercial and residential properties will be required to commit their own funding to the protection of their historic assets,

particularly those that own listed properties. Other sources of funding or investment include:

- Contributions from developers under Section 106 of the Town and Country Planning Act 1990.
- Appropriate and sympathetic enabling development.
- Business Improvements Districts (BID) funding, where appropriate.
- Voluntary contributions from property owners towards a ratepayer BID.

**ACTION:** The Local Authority will continue to endeavour to secure necessary funding for the implementation of the Padiham Conservation Area Management Plan, including enforcement, regeneration and enhancement schemes. A variety of sources, including Historic England, the Heritage Lottery Fund, Section 106 monies, and working in partnership with other organisations will be considered.

### 9.3 Monitoring & Updating of this Plan

Burnley Borough Council have committed to monitoring the effectiveness of this Conservation Area Management Plan, in conjunction with the Conservation Area Appraisal, through the Council's Annual Monitoring Report. The Conservation Area Management Plan provides the basis for proper management and implementation of the TH Scheme. It will need to be monitored and reviewed regularly to ensure it remains relevant, and that it is protecting the historic environment for future generations.

In line with best conservation practice, it is important that this Plan remains up to date and reflects any significant changes in the townscape. For example, this can include buildings or areas that have significantly declined, new development schemes, or implementation of regeneration schemes. These can all impact the heritage significance of Padiham, and any changes should thus be recorded. This will ensure that the Plan gives an accurate representation of the Conservation Area moving forward.

**ACTION:** This Conservation Area Management Plan should be updated every 10 years, or when major changes occur.

Similarly, it is also important that the Plan reflects any advancement of knowledge that comes from additional research, archaeological investigation, or evaluation. This is also in line with best conservation practice as it ensures that the Management document contains the most recent and accurate information available. As such, the document is more relevant, provides greater understanding of the site, and becomes a better tool for the management of change.

**ACTION:** This Conservation Area Management Plan should be updated and refined as more relevant information comes to light.

### 9.4 Education & Training

Education and training is central to the sustained management of the historic built environment. It is a key element in providing for the long-term sustainability of the TH Scheme and its objectives. Through the TH programme, the Council will establish and provide opportunities for development heritage management and maintenance skills for all involved in the project. This includes property owners and tenants; architects/designers; contractors and subcontractors; members of the general public; pupils and college students.

The owners of the key buildings are important partners in the management of the Conservation Area. The decline of a Conservation Area is usually initiated by a series of relatively minor alterations that lead to the erosion of character and lack of maintenance. To restrain this circle of decline, the Council, through the TH training and education programme, will deliver activities and materials that will enable owners to appreciate the virtues of their buildings, and prepare strategies for their routine repair and maintenance, observing best conservation practice. This will also be enhanced by guidance documents that are to be produced as part of the TH project, including the Shopfront Design Guide and Owner's Manual.

### 9.5 Community Consultation & Engagement

Community engagement and activity is an essential part of the effective long-term management of the Conservation Area. The Council recognises that residents, friends groups, historic societies and amenity groups play a vital and valued role in the enhancement of the historic environment. The Council seeks to improve those linkages and strengthening joint-working partnerships. Integral to this is the ongoing involvement of stakeholders through the TH steering group.

As part of the Padiham Townscape Heritage scheme, it is proposed to form a steering group comprising representatives from: the Town Council, local businesses, professionals, stakeholders, the wider community, and others with an interest in the future of Padiham and its historic environment. The steering group will engage the community in the active management of the Conservation Area, and get "buy-in" from the general public. Its role, amongst others, will be to help monitor and promote the range of activities set out in this Management Plan – from retaining a watching brief on the quality of development within the TH area, to identifying opportunities to promote learning, maintenance and high standards.

## 10 Townscape Heritage Scheme Management & Maintenance Plan

'Maintenance' is work that is necessary to protect the fabric of a building and keep it weatherproof. It does not include any work to put right significant problems, or work needed to bring a building in poor repair back to good condition. Carrying out active annual maintenance prevents the onset of serious structural problems which may need expensive repairs in the future. Some maintenance works will be required annually and others, such as the clearing of gutters and vegetation, may need to be undertaken several times a year. Typical tasks include:

- Regular inspections to identify any problems that need attention;
- Ensuring gutters are free of debris and are in working order;
- Replacing slipped roofing tiles or slates, to stop rainwater getting in;
- Weatherproofing (Painting) timber windows and doors at least every 5 years; and
- Repointing walls and clearing plant growth.

A methodical and proactive approach to the maintenance of a historic building will ensure that it is safeguarded against decay and conserved for future generations to enjoy.

During the 5 years of the Townscape Heritage Scheme the TH Development Officer will conduct annual photographic surveys of the area and monitoring of vacant buildings to ensure that any significant issues are identified promptly. Individual building owners will remain responsible for planning for the ongoing maintenance of their buildings and all grant recipients will be expected to produce a Maintenance Plan as part of their grant agreement.

There are a series of projects identified as high priority, medium priority and reserve projects in the Phase 2 Townscape Heritage Scheme. Of these, currently all but one of the projects and the public realm are privately owned. The benefits of the Townscape Heritage funding will be sustained through a combination of legal agreements and proactive enforcement for the privately-owned projects and committed management and maintenance of the publicly owned projects.

The Grant Agreement with private owners will ensure that the properties are maintained for a 10-year period following practical completion of the project. The grant works cannot start until this agreement is signed to ensure sustainability of the project. The Grant Agreement also THIO prevents modifications being carried out which are detrimental to the works completed as part of the grant and there is also a 5-year claw back if the property is sold.

The Council continues to see Padiham town centre as a high priority for regeneration and will continue to bid for further funding as opportunities arise. On-going maintenance of the publicly owned areas, including the highways, will also continue along with a proactive approach to enforcement.

## 10.1 Advice for Property Owners

### 10.1.1 Online

Historic England, *What Permission Might I Need to Make Changes to My Older Home?*

- <https://historicengland.org.uk/advice/your-home/making-changes-your-property/permission/>

Historic England, *Heritage Definitions*

- <https://historicengland.org.uk/advice/hpg/hpr-definitions/>

Historic England, *Principles of Repair of Historic Buildings*

- <https://historicengland.org.uk/advice/technical-advice/buildings/maintenance-and-repair-of-older-buildings/principles-of-repair-for-historic-buildings/>

Historic England, *Looking After Your Home*

- <https://historicengland.org.uk/advice/your-home/looking-after-your-home/>

Historic England, *Making Changes to Your Property*

- <https://historicengland.org.uk/advice/your-home/making-changes-your-property/>

Historic England, *Saving Energy*

- <https://historicengland.org.uk/advice/your-home/saving-energy/>

Historic England, *Energy Efficiency and Historic Buildings: Draught-proofing windows and doors.*

- <https://content.historicengland.org.uk/images-books/publications/eehb-draught-proofing-windows-doors/heag084-draughtproofing.pdf/>

Historic England, *Flooding and Historic Buildings* (2015)

- <https://content.historicengland.org.uk/images-books/publications/flooding-and-historic-buildings-2ednrev/heag017-flooding-and-historic-buildings.pdf/>

Historic England, *Traditional Windows: Their Care, Repair and Upgrading* (2015)

- <https://content.historicengland.org.uk/images-books/publications/traditional-windows-care-repair-upgrading/heag039-traditional-windows.pdf/>

Historic England, *Selecting Timber*

- <https://historicengland.org.uk/advice/technical-advice/buildings/building-materials-for-historic-buildings/selecting-timber/>

Historic England, *Stone Slate Roofing*

- <https://historicengland.org.uk/advice/technical-advice/buildings/building-materials-for-historic-buildings/stone-slate-roofing/>

Historic England, *Sourcing Stone for Historic Building Repair*

- <https://content.historicengland.org.uk/images-books/publications/sourcing-stone-for-historic-building-repair/heag097-sourcing-stone-for-historic-building-repair.pdf/>

Historic England, *Vacant Historic Buildings: An owner's guide to temporary uses, maintenance and mothballing.*

- <https://content.historicengland.org.uk/images-books/publications/vacanthistoricbuildings-summary/acc-vacant-historic-buildings-summary.pdf/>

Historic England, *Unauthorised Works and Heritage Crime*

- <https://historicengland.org.uk/advice/hpg/uwandhc/>

Historic England, *Easy Access to Historic Buildings*

- <https://content.historicengland.org.uk/images-books/publications/easy-access-to-historic-buildings/heag010-easy-access-to-historic-buildings.pdf/>

Historic England, *The Changing Face of the High Street: Decline and Revival* (2013)

- [https://content.historicengland.org.uk/images-books/publications/changing-face-high-street-decline-revival/773\\_130604\\_final\\_retail\\_and\\_town\\_centre.pdf/](https://content.historicengland.org.uk/images-books/publications/changing-face-high-street-decline-revival/773_130604_final_retail_and_town_centre.pdf/)

Building Conservation, *Products & Services Directory*

- <http://www.buildingconservation.com/directory/prodsvr.php>

Building Conservation, *Articles: Subject Index*

- <http://www.buildingconservation.com/articles/articles.htm>

Institute of Historic Building Conservation, *Historic Environment Service Provider Recognition: Connecting client needs & heritage expertise.*

- <http://www.ihbc.org.uk/hespr/>

Institute of Historic Building Conservation, *ConservationWiki*

- <https://www.designingbuildings.co.uk/wiki/Category:Conservation>

### 10.1.2 Published

English Heritage, *Conservation Basics* (2013)

- <https://historicengland.org.uk/images-books/publications/conservation-basics-conservation/>

Historic England, *Earth, Brick & Terracotta*

- <https://historicengland.org.uk/images-books/publications/earth-brick-terracotta-conservation/>

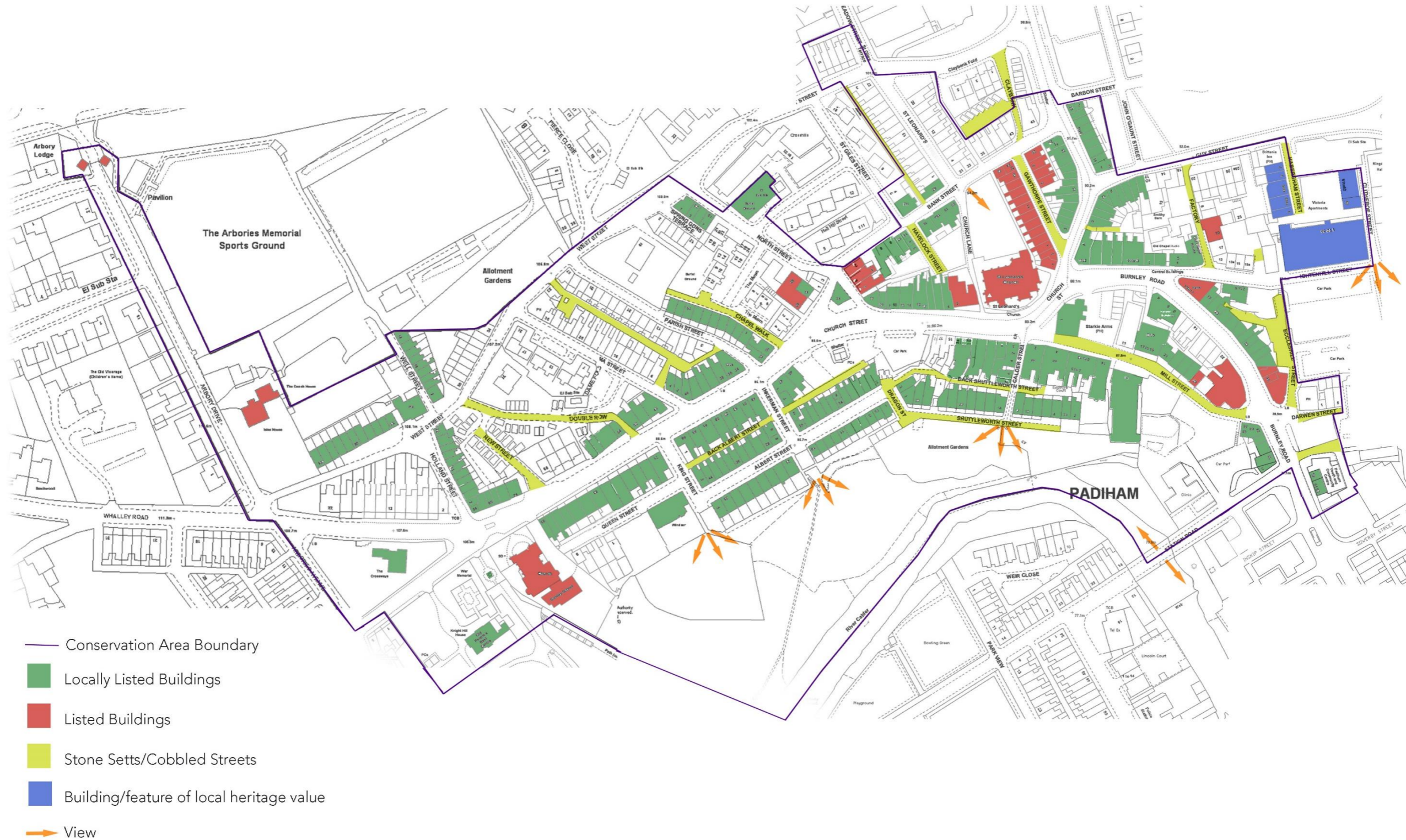
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- Burnley Borough Council. *Padiham Area Action Plan – Preferred Options Report*. Burnley: Burnley Borough Council, 2008.
- Burnley Borough Council. *Padiham Draft Conservation Area Appraisal*. Burnley: Burnley Borough Council, 2014.
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- Jubb & Jubb. *Padiham – Townscape Heritage Initiative Outline Costings*. August 2014.

CONSULTATION

# 12 Appendices

## 12.1 Plan



## 12.2 Historic Maps

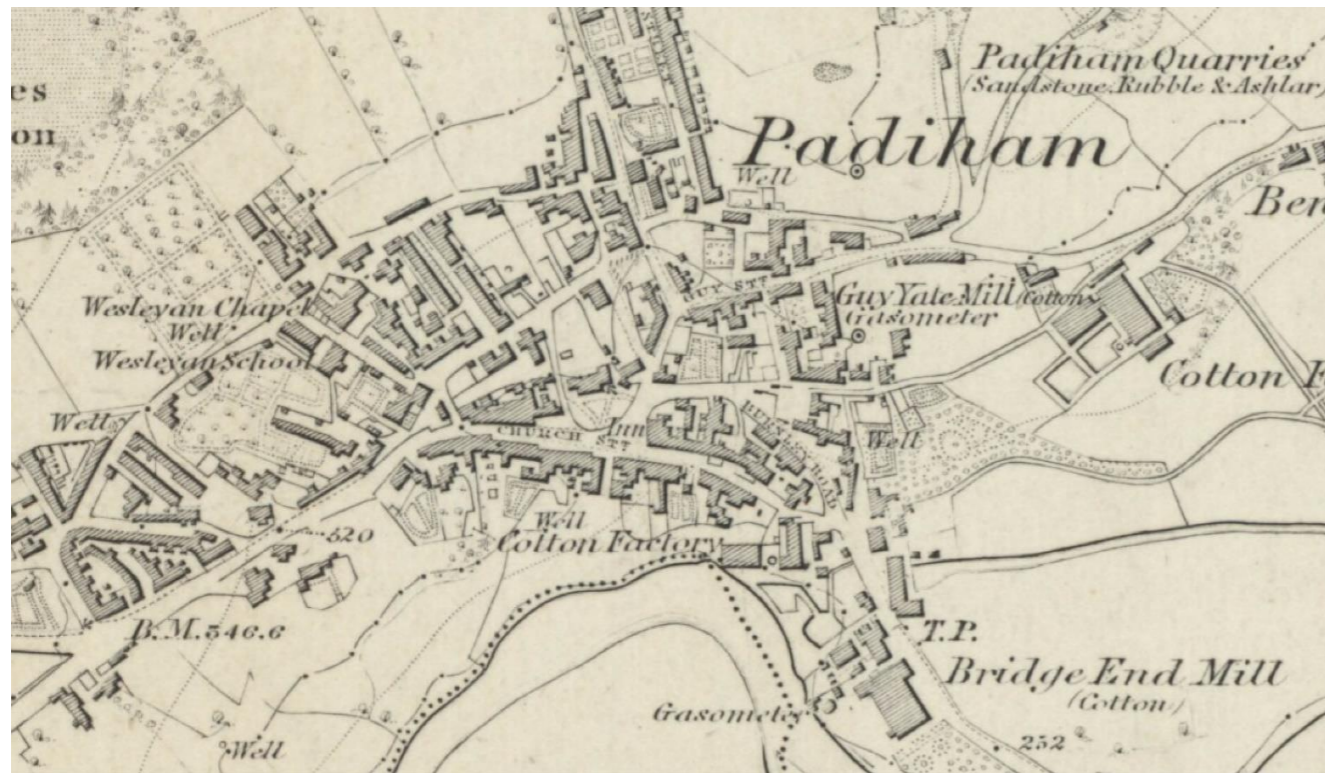


Figure 80 Surveyed 1844 to 1846, Published 1848. Reproduced with permission of © National Library of Scotland

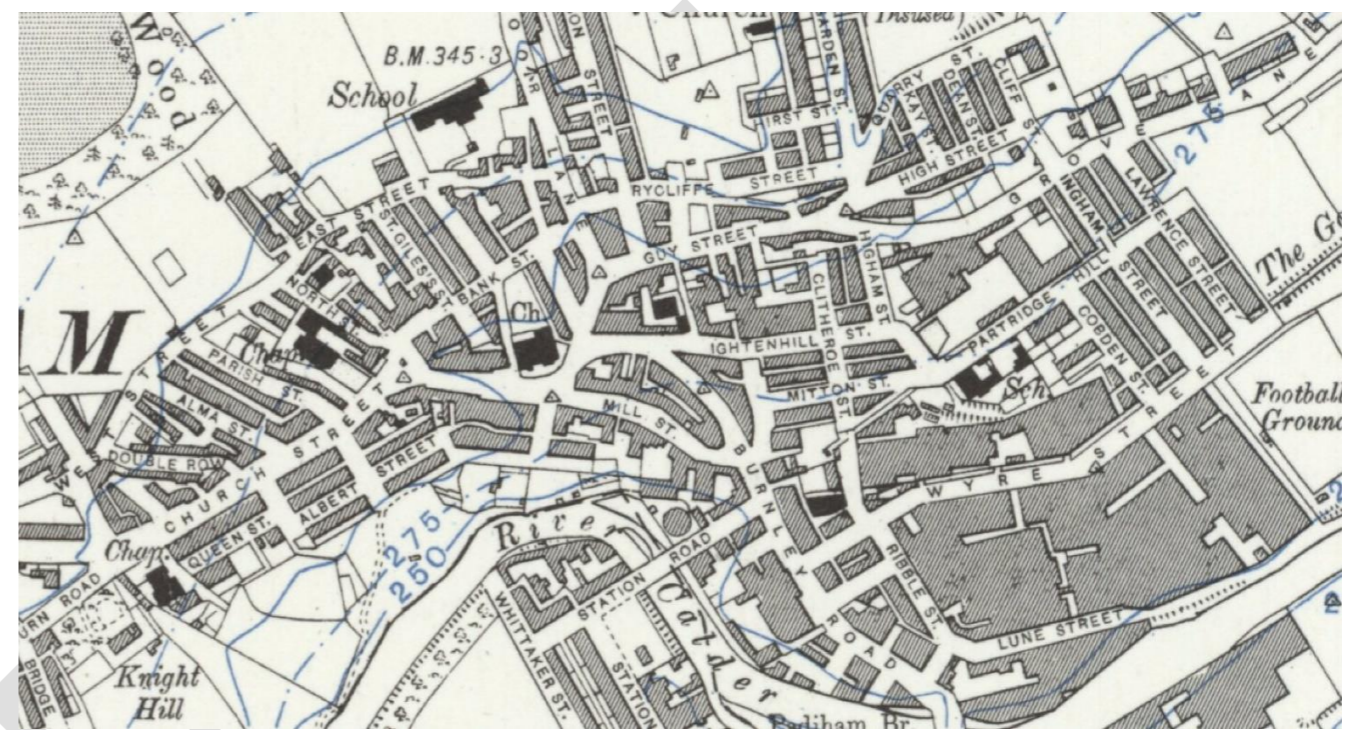


Figure 79 Revised 1909 to 1910, Published 1914. Reproduced with permission of © National Library of Scotland

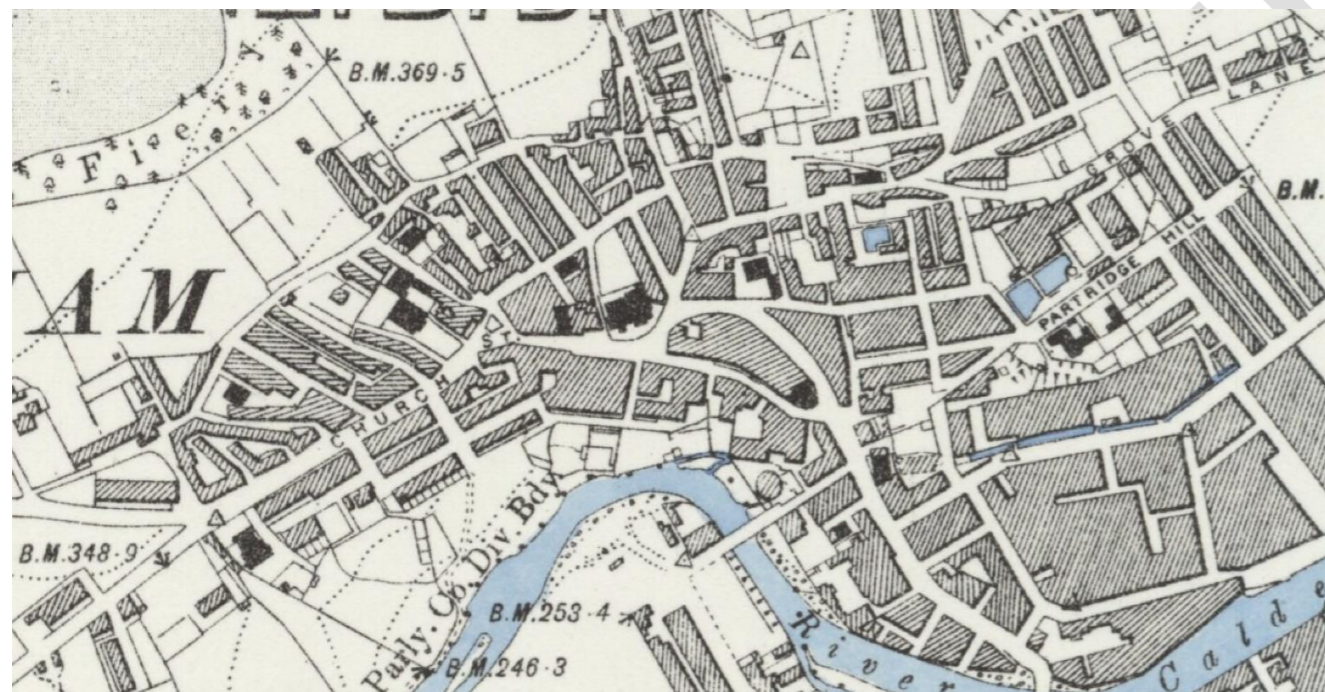


Figure 82 Surveyed 1890 to 1892, Published 1895. Reproduced with permission of © National Library of Scotland



Figure 81 Revised 1929, Published 1932. Reproduced with permission of © National Library of Scotland



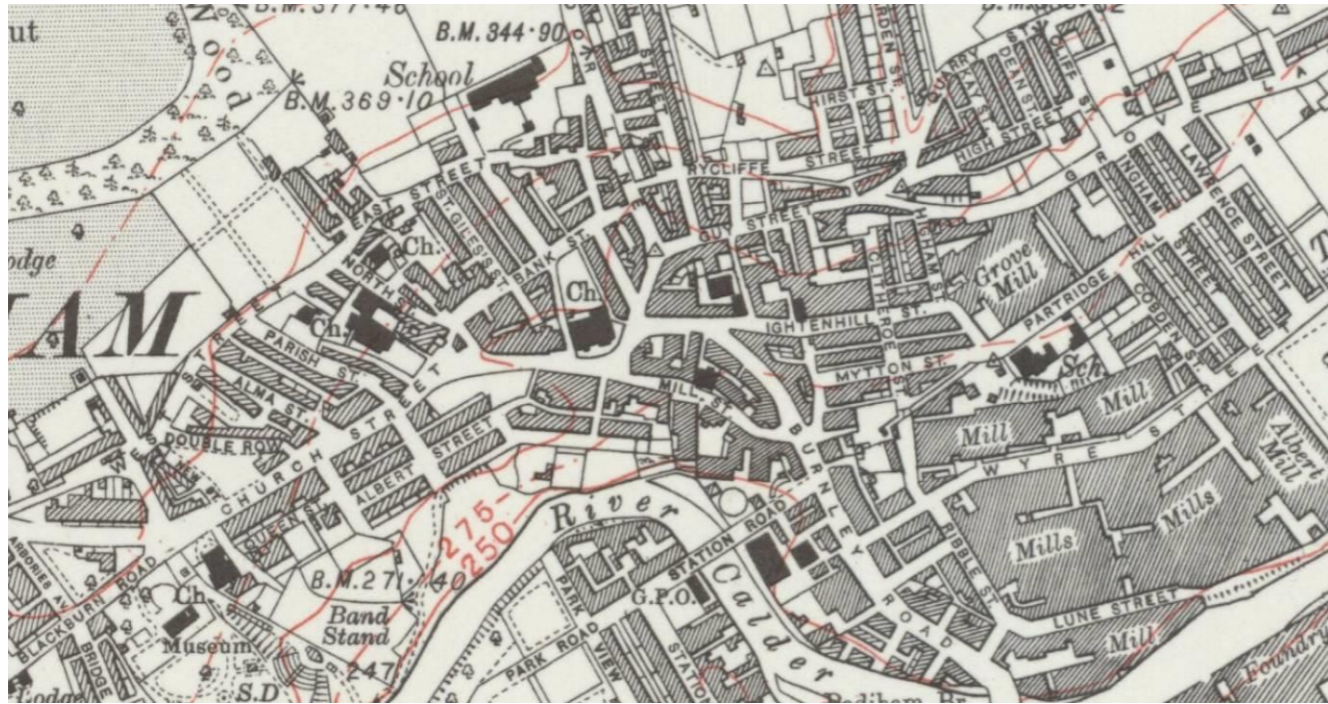








Figure 83 Revised 1938, Published 1947. Reproduced with permission of © National Library of Scotland

## 12.3 Character of Spaces



-  Conservation Area Boundary
-  Publicly accessible green space
-  Areas that would benefit from sensitive public realm improvement
-  Public Realm in search of purpose
-  Gap Sites
-  Tree Preservation Orders

## 12.4 SWOT Analysis

Extracted from Padiham Draft Conservation Area Appraisal (2014).

### 12.4.1 Strengths

The most important positive features of the Conservation Area are:

- Integrity and intactness of the 19<sup>th</sup> century built form
- Surviving pre- industrial street pattern
- Block patterns, scale, massing and strong frontages, emphasizing the intimate winding street pattern, and adding a great degree of visual interest
- More prominent architecturally detailed buildings such as the churches and commercial corner plots punctuate the wider built form
- Interesting and characterful roofscape in slate and stone flags, with variations in height and roof pitch of buildings, and the sloping topography of the settlement.
- Important surviving elements of architectural detailing in non-listed buildings for example historic shop fronts
- Significant expanses of historic street surfaces and interesting examples of older street furniture
- Terraced properties and boundary treatment with strong building lines offering enclosure to the streets.
- Mature trees and pleasant open spaces in some areas, offering breaks in the density of the built form and views across and through the Conservation Area

### 12.4.2 Weaknesses

The Principal negative features of the Conservation Area are

- Highways dominance of the principal commercial and civic spaces within the commercial core of the Conservation Area, with opportunities for focal points, such as around St Leonard's Church lost.
- An uncoordinated and piecemeal approach to the public realm
- High profile vacancies in some areas, particularly "The Hill" and the pubs and Constitutional Club on Mill Street, with some signs of impacts on structure and fabric. Commercial vacancies in terraced rows such as the Hill have the potential to cause problems with adjoining properties

- Incremental and unsympathetic changes to both commercial and residential properties in the area, e.g through widespread deployment of UPVC windows and doors, unsympathetic pointing techniques and most significantly, generic low- quality shop fronts
- Some gap sites and low quality areas of green space or incidental public realm
- Larger complex buildings potentially at risk if conditions change, for example the National School/ Prestige beds

### 12.4.3 Opportunities

- A good and varied stock of buildings, mostly in good repair that could be adapted for a number of uses, with retail units suitable for start-up and independent businesses
- Opportunities for increased spend and footfall due to redevelopment of major food retail uses to the east of the Conservation Area, drawing in visitors from a wider catchment area with the potential to be an incentive for investment in the historic fabric of buildings
- Potential to exploit green routes and linkages, both physical and thematic, with Gawthorpe Hall and beyond in any interpretation and visitor strategy for the area
- Opportunities to embrace the River more fully in terms of development of green routes through and beyond the Conservation Area.

### 12.4.4 Threats

- Increased commercial vacancy through wider economic changes affecting retail and pub businesses
- Further relaxation of permitted development rights may have more incremental impacts on the character and fabric of the area.

## 12.5 Summary of Recommendations & Actions

### 12.5.1 General Management Recommendations & Actions for Enhancement

- **RECOMMENDATION:** Developments adjacent to the Padiham Conservation Area should in their scale, height and massing respect the wider setting of the Conservation Area, including views into and out of it.
- **RECOMMENDATION:** Works to counteract existing unsympathetic or detracting developments within the Conservation Area should be encouraged by the Local Authority.
- **ACTION:** Whilst there are some key views looking outwards from the Conservation Area, there are many within its boundaries that have been overlooked. Internal key views, of different varieties, should be protected and enhanced where possible.
- **RECOMMENDATION:** Appropriate and viable uses should be encouraged to increase building occupancy, independent business, spending and footfall through key parts of the Conservation Area.
- **RECOMMENDATION:** New shopfronts should be well designed and sympathetic to the character and setting of both the building and the Conservation Area. Alterations to existing historic shopfronts should be carried out to best conservation standards. New build retail properties must also respect the Character Area context.
- **RECOMMENDATION:** New residential developments should respect and respond to their historic neighbours, in line with Historic England's Conservation Principles and guidance for new development in Conservation Areas.
- **ACTION:** The reinstatement and reuse of original architectural features such as fascias, pilasters, corbels, and sash windows, which have a positive effect on the character of the building or area, will be supported.
- **ACTION:** Locally Listed Buildings and buildings/features/areas identified in the Padiham Heritage Appraisal as having local heritage value should, where possible, be retained, restored and reused. There should be a presumption against demolition or removal of heritage features, but the significance of the building

and or feature must be balanced against the need to create a well-planned and sustainable neighbourhood.

- **RECOMMENDATION:** Alterations to public highways or public realm should be carefully assessed for their appropriateness within the context of the Conservation Area, in conjunction with Lancashire County Council.
- **ACTION:** The Local Authority will actively seek out measures to secure long term maintenance, including financial support, for the future conservation of the historic environment.
- **RECOMMENDATION:** Burnley Borough Council, in partnership with Lancashire County Council, should work to create a cohesive Public Realm Strategy.
- **RECOMMENDATION:** Improvements to the public realm within the Conservation Area should be undertaken sympathetically using high quality materials and finishes.
- **ACTION:** Adverts and signage within the Conservation Area should not be harmful to the character or appearance of the individual building, or the wider area. Where signage is appropriate and approved, it should respond to the design of the host building, and be sympathetic and respectful in scale and design.
- **RECOMMENDATION:** The retention of existing traditional floor materials should be encouraged. Where retention or replacement of the historic fabric is not feasible or appropriate, viable and sympathetic modern materials will be acceptable.
- **RECOMMENDATION:** It is recommended that a cohesive public realm strategy is developed to inform the future design approach to street furniture.
- **RECOMMENDATION:** Existing green spaces that are important to the character and appearance of the Conservation Area should be protected. Space should be well maintained and managed to make them welcoming to members of the public.

### 12.5.2 Protection Policies

- **ACTION:** The Council should continue to develop and review the list of Locally listed buildings within the Padiham Conservation Area to ensure that all significant properties are protected, and that all properties on the list are fitting of local protection.
- **ACTION:** The Council should identify key buildings within the Conservation Area that are most at Risk, or most likely to lose

their heritage significance without positive action. These should be prioritised for repair and development.

- **ACTION:** The Local Authority should consider the implementation of a height limit on new developments in order to protect the character of the area and the prominence of St Leonard's Church.
- **ACTION:** The Local Authority should seek to extend the Conservation Area boundary to incorporate the Civic Quarter.

### 12.5.3 Enforcement Recommendations

- **RECOMMENDATION:** Both regular enforcement and a considered approach to development control within the Conservation Area are required to ensure that there is consistency of advice and decision-making.
- **RECOMMENDATION:** A photographic survey should be undertaken to establish a point in time against which changes can be monitored. This must be regularly updated, especially where there are known changes, to ensure that there is a consistent process of monitoring.
- **RECOMMENDATION:** Further assess the need for imposition of Article 4 Directions on buildings of significance in the areas outlined above. A separate report will be produced, and a public consultation exercise carried out.
- **RECOMMENDATION:** In the event of instigating any Article 4 Directions, Burnley Borough Council should produce and distribute guidance leaflets explaining the implications of the Direction for property owners directly affected.
- **RECOMMENDATION:** The Council should identify buildings and land that would benefit from the implementation of an Urgent Works Notice, Repairs Notice, or Section 215 Notice. Early contact should be initiated with the owners in an attempt to resolve matters amicably, without recourse to formal action.
- **RECOMMENDATION:** The Council should liaise and build links with local Building Preservation Trusts and community groups as potential third party restorers for buildings at risk.
- **RECOMMENDATION:** The Council should adopt a pro-active approach aimed at encouraging owners to undertake repairs before the onset of decay. This endorses the approach that prevention is not only better than treatment, but also more economical in the long-term. In the first instance, this is to be

achieved through negotiation rather than resorting to enforcement.

- RECOMMENDATION: The Council will, as part of the delivery phase of the TH scheme, produce an owner's manual for undertaking maintenance and repairs.
- RECOMMENDATION: Where buildings or places are at considerable risk to themselves or the public, the Council should seek to engage property owners under the direction of the Building Act. Where this is not effective, the Council should implement their right to carry out works.
- RECOMMENDATION: Where relevant and useful, the Council should consider the implementation of notices supported under the Anti-Social Behaviour, Crime and Policing Act 2014. These will help to protect the public realm from anti-social behaviour, enhancing the sense of place for residents and visitors, and protecting heritage assets from damage.
- RECOMMENDATION: To identify long-term vacant properties in the Conservation Area that are suitable for providing residential accommodation. Where renovation and re-occupation is unlikely to be achieved without the intervention of the Council, and if there is an appropriate business case and funding available, the Council should seek to initiate negotiation to acquire the outstanding interests by agreement, or, if necessary, by a CPO.

#### 12.5.4 Implementation Actions

- ACTION: The Council will ensure corporate commitment to Conservation Area management in planning and regeneration.
- ACTION: The Council will appoint an informal Officer Group, with the multi-disciplinary skills needed to ensure effective Conservation Area management over time.
- ACTION: Ensure a Heritage Champion is appointed and involved in Conservation Area work, encouraging local involvement and publicity.
- ACTION: The Council should identify and seek any further sources of grants and funding for heritage-led regeneration initiatives, including funding through the Partnership Schemes in Conservation Areas (PSICA) initiative with Historic England.
- ACTION: The Local Authority will continue to endeavour to secure necessary funding for the implementation of the Padiham Conservation Area Management Plan, including enforcement,

regeneration and enhancement schemes. A variety of sources, including Historic England, the Heritage Lottery Fund, Section 106 monies, and working in partnership with other organisations will be considered.

- ACTION: This Conservation Area Management Plan should be updated every 10 years, or when major changes occur.
- ACTION: This Conservation Area Management Plan should be updated and refined as more relevant information comes to light.

## 12.6 Summary of Priorities

### 12.6.1 Character Area 1

1. Monitor the condition of the church's historic fabric to preserve its special interest.
2. Ensure that new developments within the town respect the scale of the church tower and its contribution to the visual landscape of Padiham.
3. Monitor the potential for development of the public area directly outside the Starkie Arms.
4. Ensure that narrow spaces, such as Church Lane discussed here, are kept free from obstacles, and kept in a good and appropriate state of repair. This will enhance its visual amenity, but also its public accessibility, for example, by reducing trip hazards.
5. Ensure that the curvature of streets and roads are preserved. It will be vital for the flagship buildings to be kept in a good and appropriate state of repair due to their role within these specific streetscapes. This is an important feature that should be preserved and enhanced.
6. Resurfacing of the Starkie Arms car park. Investigate possibilities for more appropriate street furniture and bollards.
7. Creating a sensitive and engaged public realm strategy that directly responds to Borough-wide planning policy. This should ensure appropriate materials for street surfaces, but also a coherent design approach.
8. Ensure that street furniture is appropriate in design and function for its setting. For example, smaller scale and visually interesting lighting on smaller, historic, residential streets. Taller, more functional lighting on main thoroughfares, but still sympathetic in material and scale.
9. As Character Area 1 is the historic core, it is important that buildings within this area are utilised in a manner appropriate to their history, and sympathetically to the surrounding historic environment.
10. Whenever possible, best efforts should be made to better integrate the Church Street shop fronts with their historic buildings and environment. This should be done in line with a unilateral shopfront design guide adopted by Burnley Borough Council.

### 12.6.2 Character Area 2

1. If the current occupier should vacate the building, a comprehensive scheme for re-use and restoration should be implemented. The building is statutorily listed and therefore change can be managed by the Council through the planning system.
2. The constitution club should be brought back into use through appropriate occupancy, in conjunction with a scheme of sensitive repair and enhancement.
3. As the Liberal Club is such a dominant building, it should be a flagship for good conservation practice. Unsympathetic modern interventions, such as shutters and signage, should be replaced with more appropriate elements, where possible.
4. Curving streets, narrowing and glimpse views contribute significantly to the value of the Conservation Area. Developments, changes of use, or other proposals should not alter the urban grain of these spaces as this will cause unacceptable harm to the historic environment.
5. Narrow views should be protected from elements or objects that intrude into the space and alter the focus of the space.
6. Public realm street furniture should continue to be guided by historic precedent. It is important to properly maintain street furniture to avoid deterioration and damage. This will help to ensure that high quality design is not undermined by deterioration. There should be a coherent approach to ensure that public realm does not become disjointed.
7. When the opportunity arises, measures to ease traffic and increase pedestrian accessibility to the businesses on Burnley Road should be pursued by the Council.
8. Encourage retail and commercial uses in this area. New developments should respect the existing properties, and new shop fronts should be carried out in accordance with shop front guidance.
9. Ensure that the small amount of green space on Mill Street is appropriately cared for. Where possible, find a more aesthetically pleasing form of planting for the bed at the base of the Post Office gable.

### 12.6.3 Character Area 3

1. Any future flood defence measures in this location should be designed to keep their visual impact to a minimum and to preserve or enhance the aesthetic value of the character area. For example, by incorporating natural materials into the finish of the design.
2. When possible and appropriate, explore potential uses or design solutions to enhance this area of public realm.

### 12.6.4 Character Area 4

1. Any future development proposals or changes of use should ensure that the character of these buildings, individually and as a group, is not eroded.
2. Preserve historic street surfaces and seek a solution to make transitions to modern materials less harsh.
3. It is important that any changes of use, developments or conversions do not erode any existing industrial elements.
4. The consideration of internal viewpoints when assessing potential heritage impacts of developments.

### 12.6.5 Character Area 5

1. Seek to work with the owners to protect the Chapel's historic fabric from further deterioration.
2. Best efforts should be made to ensure that waste bins are stored within property boundaries without restricting public passageways, particularly those that make positive contributions to the Conservation Area.
3. Ensure that repair works carried out in sensitive historic areas are done so in appropriate materials and methods.
4. Encourage the same high level of quality and design for street signage elsewhere within the Conservation Area, particularly residential streets identified as having group values.
5. Commercial uses, or other potentially disruptive proposals, should be discouraged within Character Area 5.
6. Ensure that trees and soft landscaping that interfere with pedestrian pathways are kept appropriately throughout the seasons. This will enhance its aesthetic values, whilst also providing safe spaces for pedestrians to use.

### 12.6.6 Character Area 6

1. The removal and appropriate replacement of unsympathetic modern interventions (particularly UPVC) when the opportunity arises. The prevention of further UPVC interventions.
2. New tenancies and new uses for vacant buildings should be encouraged, providing that they are appropriate for the nature of the historic building in question.
3. When the opportunity arises, this building should be brought back into appropriate and feasible use, with the intention of reversing harmful modern interventions and making historic features more legible. Especially, this should include unboarding windows to open the building back into the street.
4. When the opportunity arises, harmful modern interventions should be removed and appropriately restored in order to reflect this building's unique position within the streetscape.
5. Consider the detailing of the iron railings here when looking to inform recasting elsewhere.
6. UPVC is not appropriate within the Conservation Area, especially on properties that are so prominent and provide a vast contribution to the Character Area. UPVC interventions should be reversed where possible. At Osborne Terrace, the good example of number 48 should be used to inform future works.
7. Distance views should be protected, especially views where St Leonard's tower or the Unitarian Chapel steeple, feature prominently.
8. Curved views are intrinsic to the heritage value of Padiham and alterations or developments that obscure these should not be permitted.
9. Creating a sensitive and engaged public realm strategy that directly responds to Borough-wide planning policy. This should ensure appropriate materials for street surfaces, but also a coherent design approach.
10. Maintaining the balance between residential and commercial properties, not allowing one type to grow exponentially and consume the other.
11. Seek to ensure that this area is well-lit, well-maintained, and welcoming, so as to avoid antisocial behaviour.

### 12.6.7 Character Area 7

1. Ensure that building owners are aware of how to best look after their historic property, and what alterations are permitted. Guidance should be readily available from the council.
2. Ensure that new developments are sympathetic to their surroundings. Prevent alterations to existing inappropriate developments that may increase the dissonance with their historic context.
3. Seek to ensure that historic fabric of all properties, regardless of scale or status, is appropriately cared for and repaired. This can be expedited by offering support and guidance to building owners.
4. Narrow views should be protected from elements or objects that intrude into the space and alter the focus of the space.
5. The preservation of narrow and curved views, historic surfaces, and distance views. Development seeking to impair any of these should be discouraged.
6. If appropriate upon further inspection, and when opportunity and resources allow, historic street surfaces should be uncovered and repaired. Reinstatement of original features that have been hidden is encouraged.
7. Presumption for the retention of the residential nature of this Character Area when considering future applications.
8. Green space is valuable in this Character Area, and spaces that already exist should be retained. If opportunity arises for the creation of more, publicly accessible green space, this should be encouraged.

### 12.6.8 Character Area 8

1. Seek to work with the owners to find an appropriate use for East Lodge, with a subsequent comprehensive scheme of conservation appropriate repairs.
2. Discourage development in the historic grounds of Crossways in order to preserve its historic and aesthetic values.
3. Preserve existing elements of sympathetic public realm, and use these as guidance when future opportunities arise for the change of less appropriate street furniture.
4. The preservation of the primarily residential character of the area. Management of proposed changes of use through the planning process.

5. Find an appropriate and feasible use for the East Lodge. Consider the use of Urgent Works or Repairs Notice where negotiations with the owner fail to make positive progress towards securing the future of the listed building. This will help to prevent further damage to historic fabric, and help the building become a useful part of the community.
6. Ensure that the open spaces and trees along Arbory Drive are adequately protected by the Conservation Area designation. Discourage new development that would alter this valuable greenspace, or remove trees not protected by the TPO, unless absolutely necessary.

### 12.6.9 Character Area 9

1. The protection of the Chapel's historic fabric from further deterioration.
2. The area around the War Memorial should be kept in good condition as a suitable context for the monument. Its primary function is commemorative and not as an area of recreational green space. Visitors should be encouraged through to Memorial Park for that purpose.
3. The isolated use of this area as a community serving space is valuable and should not be diluted with inappropriate developments.
4. The current level of landscaping is appropriate. Existing mature planting should be properly managed and cared for to ensure it continues to thrive.