

Application for Listed Building Consent

Repairs to roof/copings/windows and refurbishment of internal offices and associated welfare facilities

PADIHAM TOWN HALL BURNLEY ROAD PADIHAM

The application is before Committee as it is an internal application.

Application property and summary of heritage significance:

This application relates to Padiham Town Hall, situated to the west of Burnley Road. The building dates from 1938 and was designed to create a powerful and highly visible landmark within the town centre. It is constructed in a Neo Classical design and finished in red brick with stone dressings under a green slate roof with its principal façade featuring an imposing double height projecting stone portico with a clock tower above finished in copper. The building provides office and civic accommodation at ground floor, including a public library and ballroom, with the first floor of the building comprising individual office accommodation, the Council Chamber and welfare facilities.

Padiham Town Hall is a heritage asset of high significance reflected in its Grade II Listing. The nature of this significance lies chiefly in its architectural and historic interest. It holds value as a notable example of inter-war municipal architecture, which retains much original detail both externally and internally. The building possesses special architectural interest for its external qualities including its embellishment and degree of intactness. Internally, the building has retained a significant amount of its original plan form, internal fabric and architect designed fixtures and features. The effect of these elements are particularly legible in the public areas for example, in the principal entrance and staircase, former council chamber, library and theatre/ballroom, and as such are of high significance. The surviving original finishes and fittings to the private offices are of moderate significance, though later 20th century fixtures and finishings throughout the building and insensitive service installations have a negative impact in places. It also holds value at a local level in representing the political history and growth of Padham; and adds architectural quality and character to the townscape.

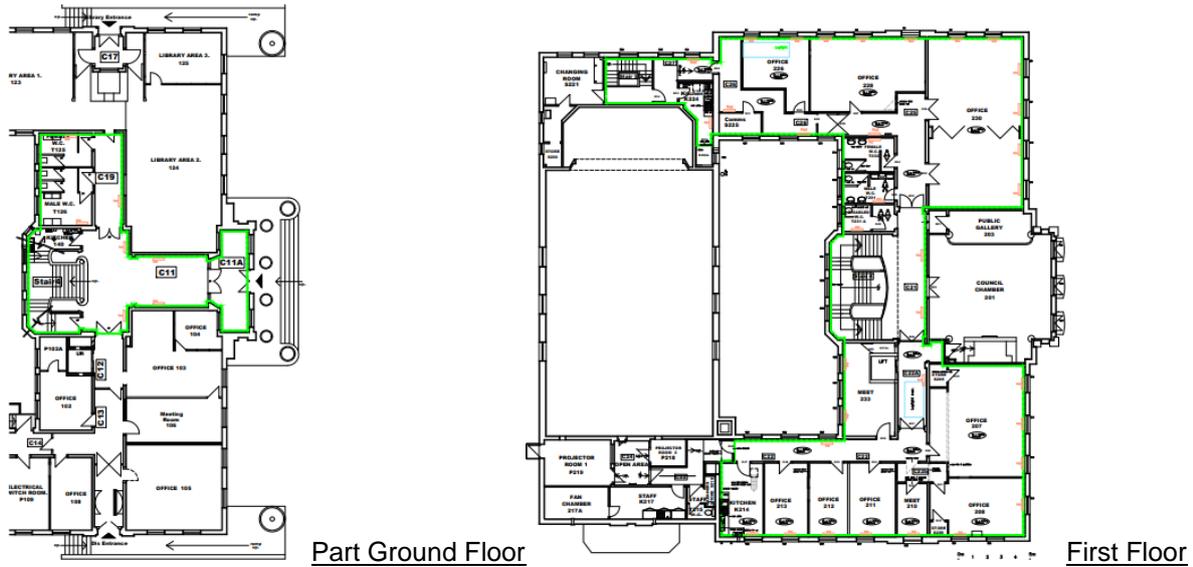


Since the 2015 flood and subsequent remediation works, the first floor offices have remained vacant. In January 2020 the Council secured funding to cover the cost of refurbishing the existing office accommodation to create a business hub comprising high-quality modern office and co-working space to meet the needs of small businesses.

The Proposal:

This application seeks listed building consent for the internal refurbishment of the first floor office accommodation, including associated welfare facilities, and essential repairs to the fabric

of the building. The areas of the building subject to the proposed works are highlighted in green on the floorplans below.



A detailed schedule of works has been submitted with the application. The proposed works involve a limited number of interventions to improve the general condition of the built fabric and the quality of the accommodation and have been designed to involve, wherever possible, the retention and refurbishment of items rather than replacement.

The proposed works are summarised as follows:

- Essential roof repairs to include the re-lining of the existing gutter with a butyl membrane and the installation of a metal coping capping system.
- Refurbishment of steel window frames including redecoration and cold-stitching repairs to corroded elements and the installation of slim profile aluminium secondary glazing.
- Minor repairs to perished stone and cills as required.
- Re-configuration of modern stud partitions to form new doorways.
- Refurbishment of kitchens including the replacement of modern units and redecoration.
- Refurbishment of wc facilities including replacing damaged/obsolete sanitaryware, cubicle doors and redecoration.
- Re-decoration of common areas to ground and first floor and all first floor offices.



Typical example of existing wc, kitchen and office accommodation to be refurbished

The works seek to bring the building into an improved state of repair and to increase the attractiveness of its office accommodation in order to enhance its prospects for viable long-term re-occupation.

This application is presented to Committee as the applicant is Burnley Borough Council.

Relevant Policies:

Burnley's Local Plan (July 2018)
HE2 – Designated Heritage Assets

The National Planning Policy Framework: Section 16 of the NPPF gives guidance on conserving and enhancing the historic environment. In particular paragraph 192 advises that when considering the impact of a proposed development on the significance of a heritage asset, great weight should be given to the asset's conservation.

Planning (Listed Buildings and Conservation Areas) Act 1990: Sections 16 and 66 confer upon local planning authorities a duty to have special regard to the desirability of preserving the special interest of a listed building.

Relevant Recent Site History:

The site has an extensive planning history which mainly relates to internal and external works to maintain the upkeep and safeguard the viability of the building, the most relevant recent application being APP/2016/0574 for the reinstatement of building fabric and fittings following flood damage including the introduction of flood resilience measures, relocation of boilers and power equipment from basement to level 1 including upgrading of fire protection; and the laying of maple flooring to the dance hall.

Consultation Responses:

Historic England: Historic England has in this case been consulted due to the procedure for dealing with applications made by or on behalf of the determining Authority. Historic England do not, on this occasion, wish to offer any comments and suggest that the views of the Council's specialist conservation adviser are sought.

Publicity: None received.

Assessment:

The main issue for consideration is the provisions of the Planning (Listed Buildings and Conservation Areas) Act 1990. Section 16(2) and 66 confer upon local planning authorities a duty to have special regard to the desirability of preserving the special interest of a listed building. With regard to the NPPF and Local Plan Policy HE2 this can be defined as the impact of the proposal on the significance (special interest) of the Listed Building affected with 'preservation' in this context meaning doing no harm to the significance as opposed to keeping it utterly unchanged.

Policy HE2 requires proposals to avoid harm to the significance of Designated Heritage Assets. In order to avoid harm to significance, extensions and alterations should conserve, and where appropriate repair or reinstate, those elements that contribute to the significance of the heritage asset including its design, character, architectural features of interest, appearance, structure and principal components. Furthermore, Paragraph 192 of the NPPF requires that in determining applications, local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation.

The main issue is the impact of the proposal on the significance (special interest) of the Listed Building.

Impact on the significance of the Listed Building:

Good conservation practice recognises that intelligently managed change may sometimes be necessary to ensure the long term preservation of heritage assets and that, wherever possible heritage assets should be put to appropriate and viable uses consistent with their conservation. For most, this means keeping them in active and economically viable uses which will often necessitate some degree of adaptation. This proposal will help support this aim. Furthermore the works subject to this application are thoughtful and sensitive, working with the building as far as practically possible thereby ensuring its essential character is not adversely affected.

The application is supported by a heritage assessment which provides a well-considered analysis of significance of the listed building. The supporting information explains the reasons for the proposed interventions and demonstrates a good level of understanding of both the heritage significance and the construction and behaviour of traditional buildings and materials. Having regard to this document, the impact of the key elements of the proposal on the significance of the listed building have been assessed as follows:

Roof and stone repairs: Considered to have a beneficial impact on the significance of the heritage asset in that it will cease the deterioration of the building and despite the potential removal of original building fabric, the areas affected are minimal, and the proposed works are necessary to securing the proper preservation of the building. Furthermore, halting the deterioration of the built fabric through works to prevent water ingress is considered to constitute a desirable public benefit.

Window refurbishment: The heritage significance of the building will be preserved or possibly even enhanced as the works will secure the future of original building fabric and preserve this element of the building's character. The slim profile secondary glazing units would be modest and in keeping with the visual aesthetic of the property and would not be harmful to historic fabric or cause harm to significance. It is advised that full and precise details of the secondary glazing system is secured through condition.

Internal refurbishment works: The proposed layout of the new office accommodation has been designed to minimise the degree of alteration and the materials used for the new partition walls have the potential to be reversible with little or any harm to historic fabric. These interventions can potentially be later removed without any discernible harm. The renewal of kitchen units and damaged/obsolete sanitaryware and the general redecoration works will result in a relatively minor change to the appearance and fabric of the interior and would not impact upon the ability to appreciate the character, fabric and significance of the listed building as a whole, such that the works would not be considered to result in harm.

Taking the above into account, it is considered that the works are justified and proportionate and would facilitate the continued use of the building in support of its long-term conservation. It is considered the proposed works will not result in harm to the significance of the heritage asset and accordingly will preserve the special architectural and historic interest of the building in accordance with Policy HE2, the NPPF and the duty assigned by the LBCA Act.

Conclusion:

In giving considerable importance and weight to the duties at Section 16(2) and 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990, in consideration to the objective of the NPPF and Policy HE2 of Burnley's Local Plan I would recommend that listed building consent be granted.

Recommendation: Approve with conditions

1. The works hereby permitted shall begin before the expiration of three years from the date of this consent.

Reason: As required by Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. The development hereby permitted shall not be carried out other than to the specifications as indicated on the approved drawings and Schedule of Works (V3 Appendix 7) except where modified by the conditions of this consent. The approved drawings are: Drawing No A19-07 01 V3 (Key Plan at 1:100 Scale); Drawing No A19-07 02 V3 (Proposed Gutter Lining and Roof Works at 1:5 and 1:100 Scale); Drawing No A19-07 03 V3 (Proposed Lighting Plan at 1:100 Scale); Drawing No A19-07 04 V3 (Proposed Electrical Plan at 1:100

Scale); Drawing No A19-07 05 V3 (Proposed Floor Finishes at 1:100 Scale) Dated 06.02.30 and Received 11.08.20.

Reason: To ensure the development is implemented in accordance with the approved plans and to avoid ambiguity.

3. All materials to be used in the approved scheme shall be as stated on the application form and approved drawings and shall not be varied without the prior written approval of the Local Planning Authority.

Reason: In order to safeguard the special architectural or historic interest and heritage significance of the building and comply with Policy HE2 of Burnley's Local Plan (July 2018).

4. This approval is limited to the works shown on the approved drawings and does not indicate approval for associated or enabling works that may be necessary to carry out the scheme. Any further works must be submitted to and approved in writing by the Local Planning Authority prior to any works commencing.

Reason: In order to safeguard the special architectural and historic interest of the listed building and to comply with Policy HE2 of Burnley's Local Plan (July 2018).

5. Notwithstanding the approved drawings, prior to the installation of the secondary double glazing system, full details of the system including fixings into the reveals and cills, materials (including colour) and framing shall be submitted to and agreed in writing by the Local Planning Authority. The work shall then be carried out in full accordance with the details so approved and retained as such thereafter.

Reason: As insufficient information has been submitted and in order to safeguard the special architectural and historic interest of the listed building and to comply with Policy HE2 of Burnley's Local Plan (July 2018).

6. All existing period architectural features including staircases, balustrades, windows and doors and their hardware, cast iron radiators, light switches, architraves, skirtings, dados, picture rails, panel work, light fittings, fireplaces, tiling, cornices, decorative ceilings and other decorative features shall be retained except where otherwise agreed in writing with the Local Planning Authority.

Reason: In order to safeguard the special architectural and historic interest of the listed building and to comply with Policy HE2 of Burnley's Local Plan (July 2018).

7. Any works of making good to the retained fabric, shall be finished to match the adjacent work with regard to the methods used and to colour, material, texture, and profile, except where indicated otherwise on the drawings hereby approved

Reason: In order to safeguard the special architectural and historic interest of the listed building and to comply with Policy HE2 of Burnley's Local Plan (July 2018).

8. Fire and security alarms and detectors, emergency lighting fittings and control boxes shall be located in unobtrusive positions in the corners of rooms and their electrical cabling systems shall not be surface mounted but concealed within the floors, ceilings and walls, except where otherwise approved, and the walls, floors and ceilings made good to the satisfaction of the Local Planning Authority.

Reason: In order to safeguard the special architectural and historic interest of the listed building and to comply with Policy HE2 of Burnley's Local Plan (July 2018).