
Ref 2023 0919 – Listed Building Consent

Applicant: Mr John Tanner

Proposal: Alterations to the existing retail unit to provide a new disabled access toilet, baby changing facility and a cleaners store including the removal of existing internal doors, replacement of external door with minor widening to allow clear opening width of 1m, privacy film to external windows, new internal partitions, new sanitary ware and associated mobility furniture, ceiling hoist and building services (Listed Building Consent)

Address: Building B12, Elsecar Heritage Centre, Blacksmith Square, Elsecar, Barnsley S74 8HJ

This application has been made by a Council employee and relates to a Council owned building. The delegation scheme is clear that applications submitted on behalf of the Council for its own development may not be dealt with under delegated powers before members have had an opportunity to determine whether they wish to call in the application to Planning Regulatory Board, or to agree to delegate the decision to the Head of Planning.

Planning History

There is a complex planning history on the site relating to the historic uses of Elsecar Workshops and more recently to the use of the buildings and site for a heritage/tourism centre, the most relevant recent planning permissions being:

B/90/0414 and 0415 – planning permission and listed building consent for use of the buildings as artisans workshops and refurbish internal spaces incorporating new partition walls.

B/91/1492 -Use of buildings and site for a heritage/tourism centre, including craft workshops and offices.

Site Description

The application relates to unit B12 of the Elsecar Heritage Centre. The unit is one of a number in this Grade II* listed single storey building which backs on to Wath Road. The unit has side windows facing over a small forecourt parking area for occupiers of the units, and an access door onto a small yard off the pedestrianised area within the complex. The unit has most recently been used as a health food shop, which has relocated at the Heritage Centre.

Proposed Works

The applicant seeks permission to make internal alterations to the unit to create a new disabled access toilet with baby changing facility and a separate cleaners store. In addition, it is proposed to replace an external door and door frame in order to provide a minimum opening width of 1 metre, which may require minor widening; and to make further alterations including privacy film to external windows.

The design of the external door has been amended to show a plain vertically boarded door (ie removal of the originally proposed mid-level horizontal panel) which has a more traditional appearance.

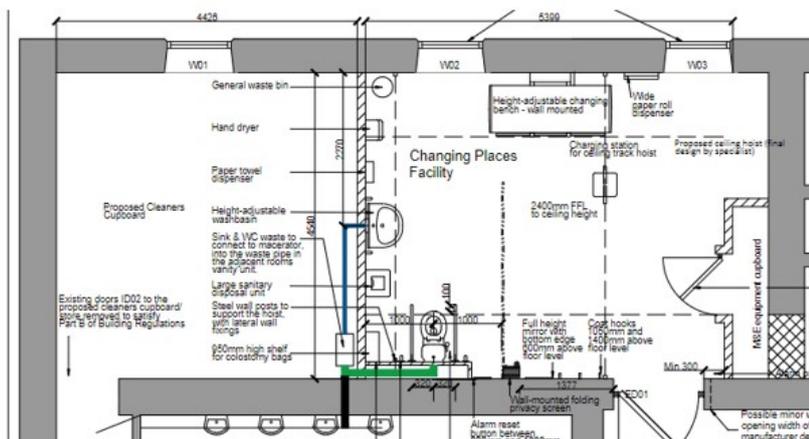
The application is supported by Design and Access and Heritage Impact Statements which note that the proposal will deliver a 'Changing Places' toilet which will provide a wheelchair accessible toilet and changing place; and conclude that the heritage impact of the proposal is minimal.

The proposed alterations to the external door and privacy film to two windows:



The proposed internal layout:

Location of unit in complex



Policy Context

Listed building consent applications are not determined under S38/6 presumption in favour of the development plan. However, development plan policies are a material consideration, and will inform consideration of the application.

Local Plan

The Local Plan was adopted by the Council in January 2019.

The Local Plan review was approved at the full Council meeting held on 24th November 2022. The review determined that the Local Plan remains fit for purpose and is adequately delivering its objectives. This means no updates to the Local Plan, in whole or in part, are to be carried out ahead of a further review. The next review is due to take place in 2027 or earlier if circumstances require it.

As well as being part of a Grade II* listed building, the application site is in Elsecar Conservation Area and also within Urban Fabric as designated in the Local Plan. The following policies are relevant:

Policy GD1 General Development – Development will be approved if there will be no significant adverse effect on the living conditions and residential amenity of existing and future residents.

Policy D1 High Quality Design and Place Making – Development is expected to be of a high quality design and will be expected to respect, take advantage of and reinforce the distinctive, local character and other features of Barnsley.

Policy HE1 The Historic Environment – indicates that we will positively encourage developments which will help in the management, conservation, understanding and enjoyment of Barnsley's historic environment and will support proposals which conserve and enhance the significance and setting of the borough's heritage assets.

Policy HE3 Developments affecting Historic Buildings – Proposals involving historic buildings should conserve and where appropriate enhance, respect historic precedents, and capitalise on opportunities to reveal significance.

Policy Poll1 Pollution Control and Protection – sets criteria to ensure that new development does not unacceptably affect or cause nuisance to the natural and built environment or to people; or suffer from unacceptable levels of pollution.

NPPF

The National Planning Policy Framework sets out the Government's planning policies for England and how these are expected to be applied. At the heart is a presumption in favour of sustainable development. Development proposals that accord with the development plan should be approved unless material considerations indicate otherwise. Where the development plan is absent, silent or relevant policies are out-of-date, permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework as a whole; or where specific policies in the Framework indicate development should be restricted or unless material considerations indicate otherwise.

In respect of this application, the NPPF includes policies in relation to the requirement to identify and assess heritage significance including the setting and the effect of a proposal (paras 194 and 195); the need to give great weight to an asset's conservation, irrespective of the degree of harm (para 199); and that any harm to or loss of significance will require clear and convincing justification (para 200)

Consultations

Historic England – confirm no comments

Conservation – The main issues to be considered are whether or not the proposed alterations would harm the special architectural or historic interest or impact on the setting of the listed building; and in relation to the Conservation Area setting, to have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. The site is of elevated special interest due its grade of listing. However, this part of the site underwent alterations in the 1990s to alter and extensively refurbish the internal spaces. The interior is of limited heritage interest, and I see little negative impact in the proposal in terms of the internal changes and little likelihood of harm; and the lightweight partitions, internal door infilling and privacy vinyl on the windows being reversible. The external door and frame are clearly modern and there is no concern with replacement, but care needs to be taken with any minor widening that may be necessary to secure a clear opening width of 1000mm

Pollution Control – No objections subject to a condition restricting construction hours of work.

Ward Councillors – no comments from Councillors Franklin and Stowe. Councillor Shepherd confirmed that he is fine with this.

Councillor Richardson that the door be designed more in keeping with the rest of the estate rather than a modern style.

Representations

The application was advertised by way of site and press notices (19 October to 10 November) and notification letters (11 October to 1 November) which were sent to units/properties adjacent and near to the proposal site. No comments have been received.

Assessment

Principle

The proposal for the proposed alterations is acceptable in principle subject to assessment of the matters of detail below. The use of the retail unit as a toilet and cleaners store is not considered to comprise a material change of use and is therefore not development; the internal works/alterations are not development that requires planning permission; and the external works/alterations do not require planning permission as they are permitted development under the provision of part 12 of the General Permitted Development Order

Heritage

Were there any objection or request for the application to be called in by Historic England, the application would need to be referred to the Secretary of State to ask if they wish to call in the application and determine it themselves. There has been no such objection or request and the application may be determined by Barnsley Council.

The Grade II* listing reflects the quality of the construction of an 1850s industrial range of buildings, with important group value and historic interest.

Reflecting the advice of the Conservation Officer, it is considered that the proposed alterations, to a building which has already undergone alterations in the 1990s, to alter and refurbish the internal spaces, apply window vinyls and provide a new door and door frame, will have little negative impact on the listed building. The design of the door has been amended to reflect a more traditional design. It is not clear whether it will prove necessary to make any alterations to the stonework around the existing doorway and accordingly it is recommended that a condition is imposed requiring details of the proposed new external door and frame to be agreed, in the event that widening proves necessary.

Residential Amenity

There are houses to the northeast of the application building, separated by the access road and a single commercial building, and on the opposite side of Wath Road. Reflecting the advice of the Pollution Control Officer, it is recommended that a condition is imposed restricting the hours of construction in the interests of the residential amenity of nearby dwellings

Conclusion

The proposal as amended involves alterations that are limited and focus on a space that is not original and includes internal fabric from the 1990's. The proposal is on the whole reversible and will cause little negative impact in terms of the likelihood of harm to any fabric or features of historic interest or significance, subject to the recommended condition to secure details of the widening of the doorway. The works will preserve the significance and special interest of this listed building.

Recommendation

Grant subject to conditions