

Heritage, Design, Access & Justification Statement

To Support a Proposal to Repair & Convert the Existing Building at 60 Eldon Street, Barnsley



May 2021

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Heritage, Design, Access & Justification Statement

60 Eldon Street, Barnsley

FORWARD

Property Address: 60 Eldon Street
Barnsley
S70 2JL

Applicant: Mr. Paul Bicknell, Globe Holidays

Agent: Mike Leigh of Time Architects Ltd

This Heritage, Design, Access & Justification Statement has been prepared by Mike Leigh of Time Architects Limited. The document has been prepared in support of the Planning application for the proposed repair and conversion of the existing building at 60 Eldon Street, Barnsley.

This document has been prepared in line with the advice and guidance contained in the National Planning Policy Framework (NPPF) 2012. In reaching its conclusions, the statement has involved examination of the relevant planning and heritage context, a review of the available historic environment information for the site and its surroundings to identify any Heritage Assets which might potentially be affected by the proposed development and an assessment of the proposed development on them. In line with the advice contained in paragraph 128 of the NPPF, a proportionate approach has been taken which reflects the scale of the development proposed and the nature of the heritage assets affected.

Assessment of the significance of heritage assets has taken account of the approach advocated by Historic England (formerly English Heritage) in its document "Conservation Principles" (2008).

Policy

National Planning Policy/Development Plan Policies

The Local Planning Authority will be guided by the policy framework set by central government advice, the current Development Plan and any other material planning considerations.

Legislation

Section 66 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states:

"In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses."

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National Planning Policy Framework 2012

The National Planning Policy Framework (NPPF) sets out national planning policy relating to the conservation of the historic environment. It advises that in determining planning applications, "local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made to their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance" (paragraph 128).

Annex 2 of the NPPF defines a Heritage Asset as being "a building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions. Heritage assets include designated heritage assets and assets identified by the local planning authority (including local listing)."

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

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

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1.0 UNDERSTANDING THE SITE

1.1 SITE LOCATION AND TOPOGRAPHY

The site is located within the main commercial centre of Barnsley on Eldon Street, one of the main entry points to the town. The former warehouse building has been converted to retail use at ground floor level with subservient space above and to the rear. The site sits to the northern periphery of the town centre between the main rail and bus transport interchange and the main central pedestrian thoroughfare of Peel Square and Cheapside. The building is orientated East West with its main frontage facing East though Peel Street runs to an angle to the building South West/ North East. The building frontage is therefore on an angle to the main body of the building behind.

The surrounding topography is predominantly built-up urban town centre with high density urban grain. To the rear of the site (West) sits a small open green space known as the Civic Gardens.

Many of the adjacent structures are commercial and retail with subservient or residential units above. The building is flanked by a large modern Cinema to the North and a hair salon with training facilities to the South. Slightly further along Eldon Street to the South sits the Civic Hall, a grade II listed theatre and creative arts building. Notably this building was constructed at roughly the same time as the site building in question.

1.2 MANAGEMENT AND MAINTAINANCE

The building in its current form stands occupied to the ground and first floor front areas though somewhat neglected and in a state of disrepair. The rear and upper most floor levels are currently un-occupied though have some items of storage within them. There is currently some water ingress at high level seemingly from roof flashings but there does not appear to be any major apparent structural issues resulting from this. There are numerous repair requirements to the building though it appears there are original windows and features retained. A number of the original features do appear to have been removed or blocked over and there has been a large number of modern interventions. The current owners are private individuals who are looking to revitalize the building as part of the wider Eldon Street Heritage Action Zone Plan for the street as a whole.

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1.3 ASSESSMENT OF SIGNIFICANCE

The main building within the proposal, as noted above, was originally constructed as a warehouse building in 1875 and sits over three above ground stories with a basement throughout.

The construction consists of fair fixed brickwork with roughcast render to the front facing elevation and the side elevation facing the cinema to the northern side. This render is assumed to be a later addition given the age of the building and is in a poor state. The roof is slate pitched with hips to the front and rear.

The ground floor front area has a modern commercial shop frontage dating from the late 20th century. The original Architect's plans of the building (shown below) show a traditional Victorian commercial frontage to the building with central entrance door. This appears to have been amended in the late 20th century to take the shop frontage down the Southern facing side elevation and to locate the entrance door on the South East corner of the building.

First and second floors to the building frontage are adorned with 4 No tall windows across the frontage. To the first floor, these windows have a surbased arch head springing from moulded string course and house original painted timber, single glazed, 1 over 1 vertical sliding sash windows. To the second floor, these windows are square headed and house original painted timber, single glazed, 1 over 1 vertical sliding sash windows. Both sets of windows are decorated with profiled moulded hoods and cornice with profiled dentils.

The South facing side elevation, and rear West facing elevation, are both pierced with window and door openings to all 3 above ground floor levels though a number have been infilled with modern brickwork. Those that remain house original single glazed 2 over 2 vertical sliding sash windows. As we can see again from the original plans for the building, a number of additional openings have been added to the side elevation and some of the loading doors at high level have been infilled or replaced with windows.

Internally the building is divided into a number of cellular internal spaces with a modern vertical access stair. This staircase is formed from 3 No individual stairs that do not align and appear disjointed and out of keeping with the original building plan. Again, reference to the original plans for the building show this interior is all a later addition given the building was originally fully open plan to all floors with a single dog-legged stair located to the rear corner.

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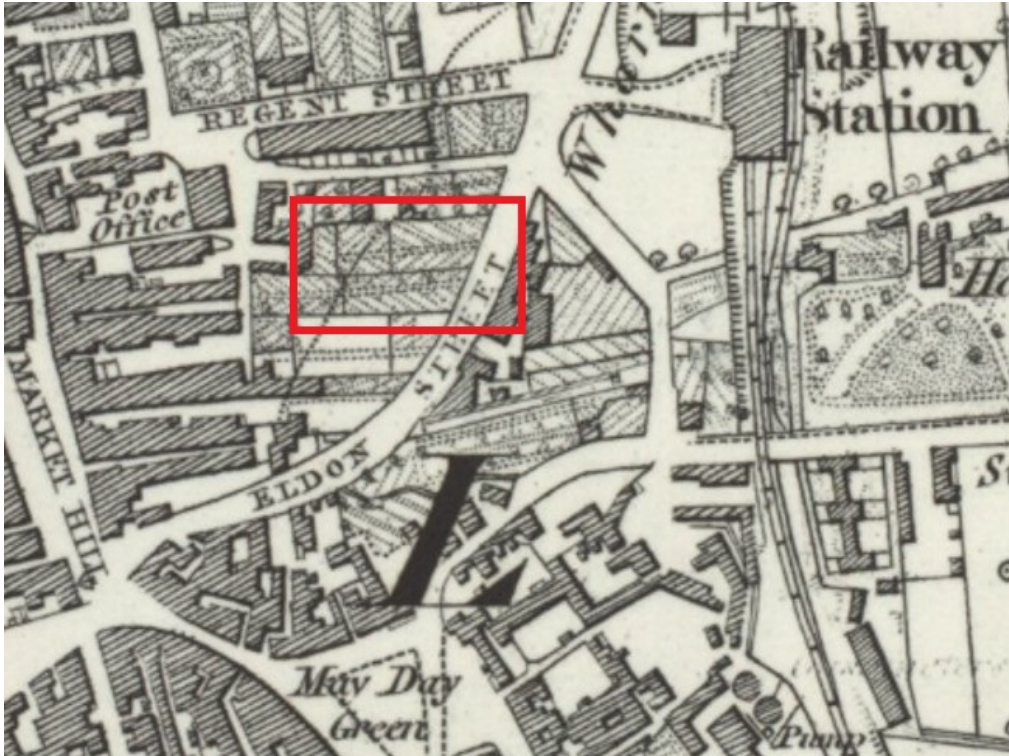
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1850 OS Plan of the site – building area shown within the red rectangle prior to construction



1895 OS Plan of the site – building area shown within the red rectangle

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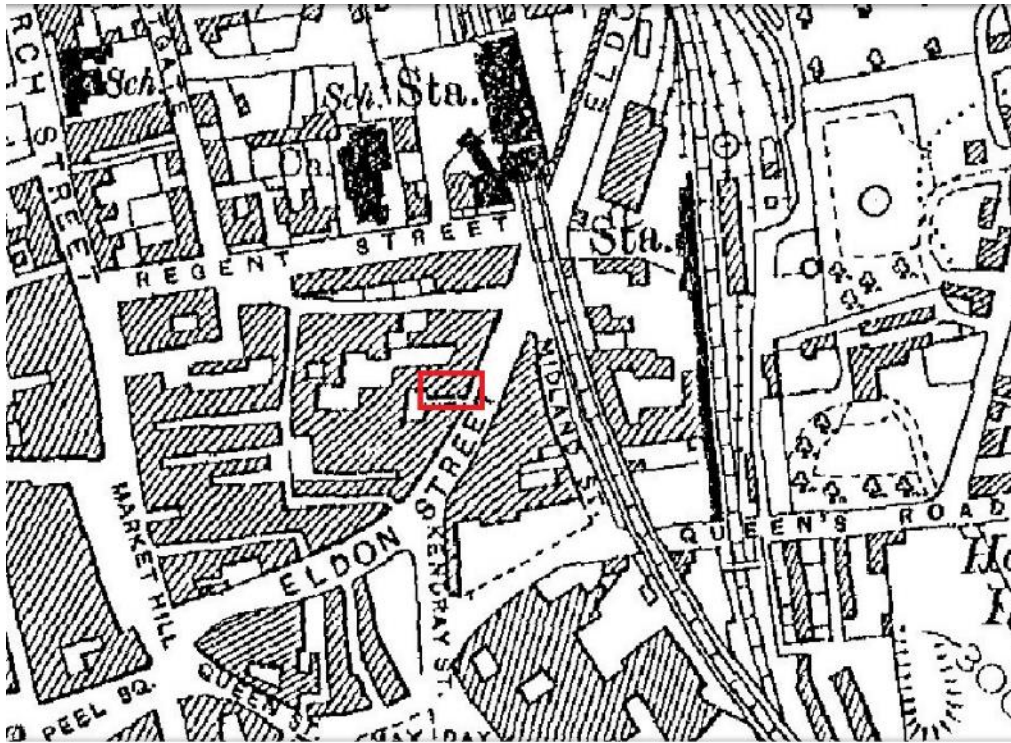
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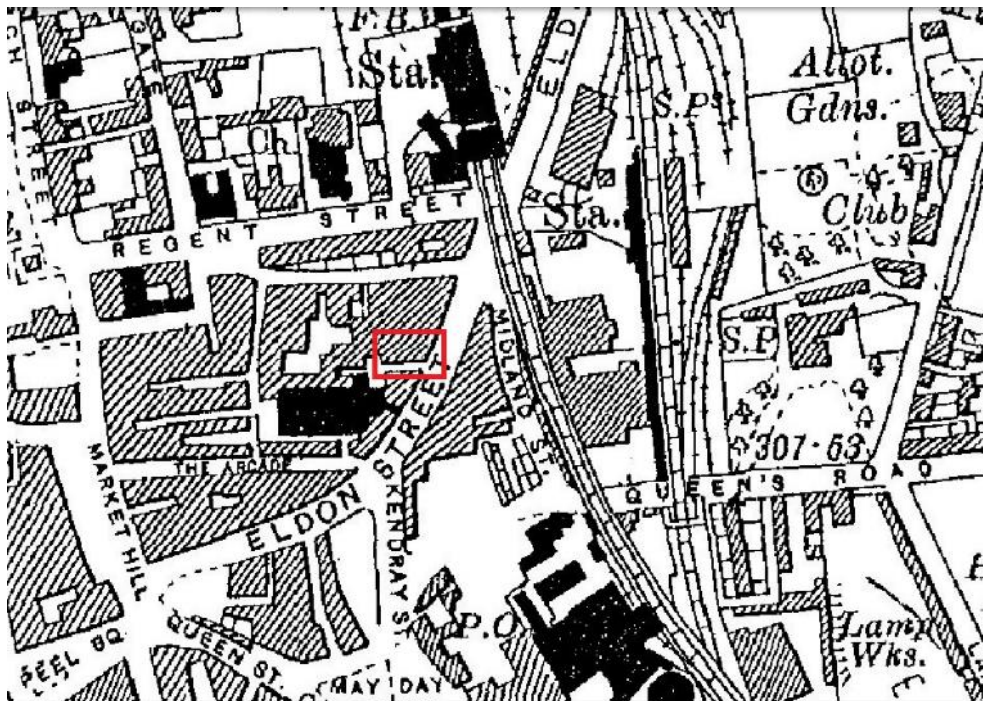
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1910 OS Plan of the site – building area shown within the red rectangle



1930 OS Plan of the site – building area shown within the red rectangle

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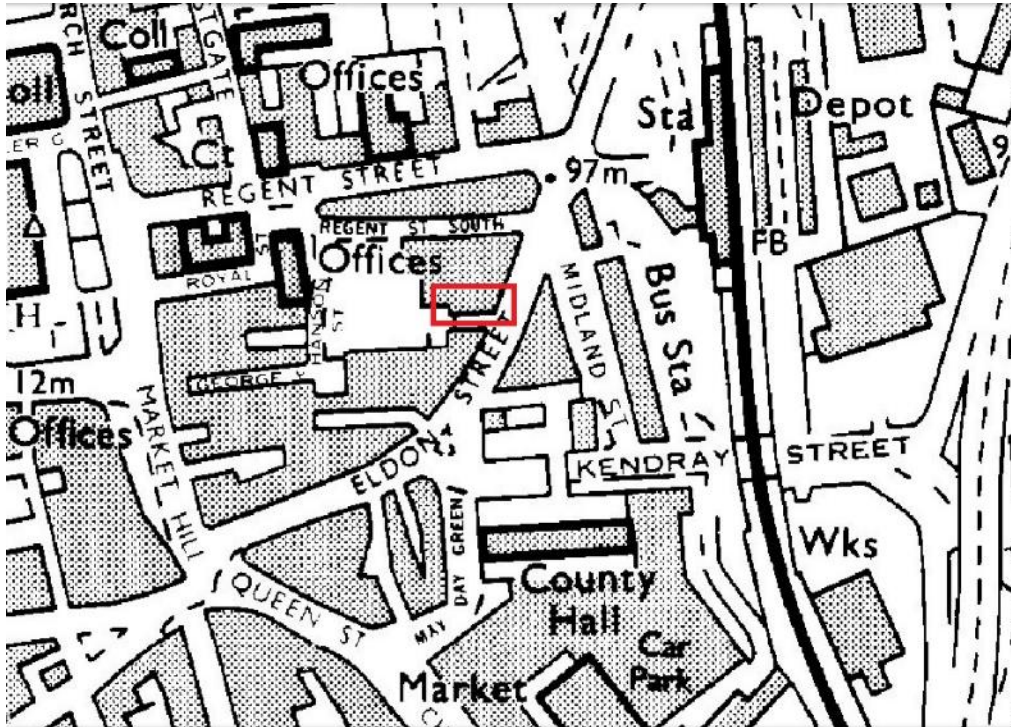
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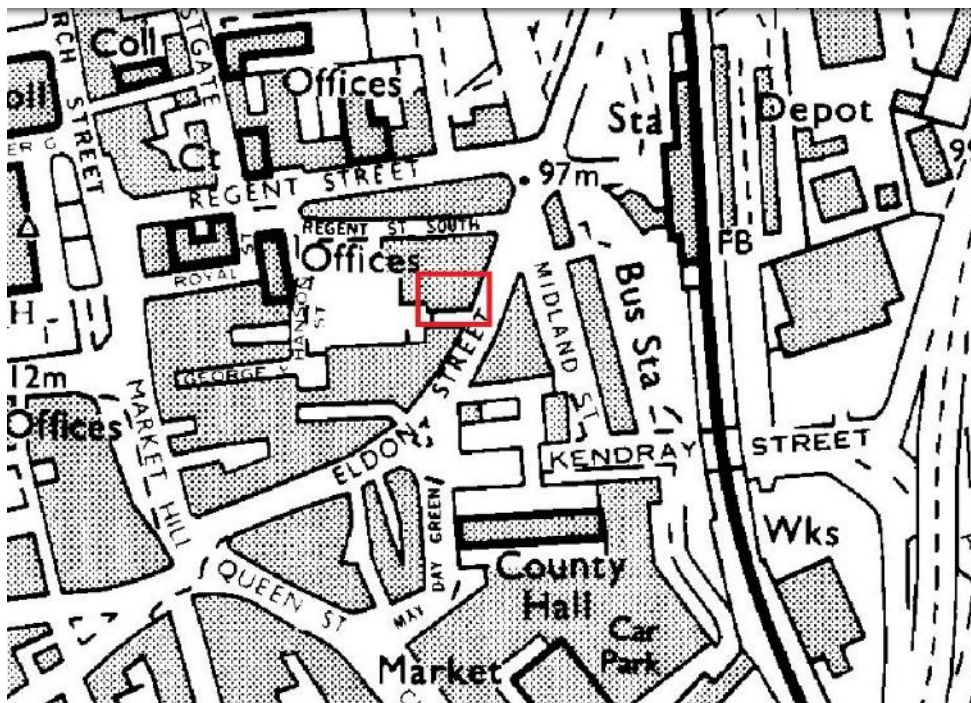
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1948 OS Plan of the site – building area shown within the red rectangle



1990 OS Plan of the site – building area shown within the red rectangle

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1925 image of Eldon Street – the building is to the rear left-hand side



1965 Postcard of Barnsley – the building is seen in the upper right-hand image

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Original Plan for the building



Original Elevations for the building

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2.0 THE PROPOSED DEVELOPMENT

The proposal is to carefully repair the existing building exterior along conservation principles whilst also undertaking a full internal renovation to enable the building to be fully brought back into a long-term sustainable use. These internal amendments have an impact on the exterior of the building as they introduce an additional rear shop frontage area and also a number of amendments to the glazing of the upper floor levels. The vertical circulation is proposed to be amended to better serve the internal layout though care has been taken to ensure any such amendments are not harmful to the original building.

The intention of the works is to repair and bring back into use the dilapidated heritage building, improve the overall appearance of the building on the street frontage and to the rear and provide an attractive and desirable passage alongside the building to access the rear community facilities off Eldon Street. At present this passage is associated with anti-social behavior and is not a desirable route to take. These works are looking, as part of wider scheme of works, to improve this scenario.

For further details of the works please refer to drawings:

2027 100 – Location Plan
2027 101 – Ground Floor Plan as Existing
2027 102 – First Floor Plan as Existing
2027 103 – Second Floor Plan as Existing
2027 104 – Roof Plan as Existing
2027 105 – Elevations as Existing
2027 106 – Elevations as Existing
2027 107 – Elevations as Existing
2027 201 – Ground Floor Plan as Proposed
2027 202 – First Floor Plan as Proposed
2027 203 – Second Floor Plan as Proposed
2027 204 – Roof Plan as Proposed
2027 205 – Elevations as Proposed
2027 206 – Elevations as Proposed
2027 207 – Elevations as Proposed
2027 208 – Typical Shop Frontage Stall Riser Details
2027 209 – Typical Shop Frontage Window Head Details
2027 210 – Typical Pilaster Details
2027 211 – Typical Entrance Door Details
2027 212 – Typical Window Details

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3.0 HERITAGE IMPACT

Careful consideration has been placed on the impact of the works upon the heritage asset. In assessment we would propose that the majority of the works proposed are in fact repairs to the existing building fabric that has fallen into disrepair. The major amendment works are proposed to the side, rear and interior of the building which is currently an undesirable area to be (side and rear) or has been obliterated by modern unsympathetic interventions (interior) and seemingly stripped of many historic features.

The repair works noted above include repairs to the external masonry walls, masonry roof, timber sub-structure, timber ground, first and second floor structures, rainwater goods and the windows and doors. These repair works have been specified to be conservation based like-for-like repairs where possible with replacement materials specified to be as close to the original items as possible.

The existing staircase appears to be modern and is therefore proposed to be replaced to better serve the internal space. This amendment will change the current layout of the building, though noted above, this internal layout is not the original layout of the building. The proposed relocation of the vertical circulation allows for a more logical and efficient internal layout, does not impact on the existing openings within the building and is of a type, style and feel that suits the building and we therefore feel this does not offer any harm to the existing asset.

We have proposed amendments to the existing internal layout to create a number of individual workshop or retail shop spaces. These amendments allow the building to appeal to potential future tenants and enable them to generate employment opportunities in the area. We therefore feel these are important amendments to enable the proposed scheme to work. All partitions proposed are demountable timber framed structures enabling the internal layout to be returned to its existing or original layout in time if desired. We note the internal layout of the heritage asset is important to the character and setting of the heritage asset. However as noted, we feel the benefits by opening the building up to more interested parties will likely help achieve the long-term sustainable future of the building and is therefore beneficial to the asset and the wider community.

The amendments to the internal layout noted above is joined with a number of amendments to the external window and door openings to the building. Many of these are simply a reopening of previous infilled window openings which are unsympathetic to the building frontages. Where this is the case, we have a clear and obvious argument that the works are beneficial to the building. The few additional openings we have proposed have all been located

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to serve the internal layout proposed, are all in keeping with existing openings and all are sized and styled to be in-keeping with the aesthetics of the building. All modern unsympathetic features have been proposed to be removed from the exterior of the building and we therefore feel these changes as a whole are beneficial and not harmful to the building as a whole.

The proposed amendments to the front facing elevation of the building are designed to reverse modern amendments to the building and take it back to a design more in keeping with the original building design. The proposed detailing of the shop frontage, whilst not identical to the original design, is very much in keeping with the age and design of this part of the building and will appear to be a significant improvement on the street frontage. We therefore feel again that this proposed amendment is beneficial rather than harmful to the building as a whole.

Finally, we have proposed to create a new retail frontage to a new retail unit to the rear of the building. This proposal is a break away from the original design of the building. It has though been proposed for 2 overall reasons. 1. This area of the building is currently unused by the retail unit to the front of the building. It would therefore be better used as part of the upper floor usage of the building or as an additional facility at this floor level. 2. The passage to the side of the building is currently an undesirable route to take in the town and is blighted by anti-social behavior. This is such a shame given that to the rear of the building sits a green open space of which there aren't many within the town centre. The route also could provide a clear link through to the Civic facilities. The proposed amendments to form a retail shop facility with full shop frontage in keeping with the front part of the building are logical as this will hopefully bring a greater level of human traffic to this area and will serve to move on the anti-social behavior by way of usage. As noted, the proposal for this area has been designed to be in keeping with the age and nature of the remainder of the building and we would therefore propose that although a break-away from the original design of the building, is not detrimental or harmful to the building as a whole.

In assessment of the above points, we have looked to make the minimal number of interventions on the existing building. The current building is predominantly a shell with mainly unused spaces internally over 3 storeys. We have looked to retain the ethos as much as possible whilst offering a usable space to the proposed user. Externally we have kept the impact on the building to be as minimal as possible with much of the works conserving and repairing the historic fabric. However to enable the building to be used we have had to propose some minimal impacts upon the building. We have given careful thought to each one taking mindful care of the historic asset. We would though propose that there are many benefits offered to the wider community by the proposed amendment works in providing the proposed

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facility not least in bringing back to life a badly dilapidating building that has been repaired previously somewhat unsympathetically.

We would therefore propose that the described works are not detrimental to the character of the historic asset and are in fact an improvement on the current scenario and will hopefully be supported by Barnsley Metropolitan Borough Council Planners.

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4.0 DESIGN AND ACCESS

4.1 USE

The use of the scheme is to create a mixed-use retail and commercial workshop space building to serve the community of Barnsley.

4.2 AMOUNT, LAYOUT, SCALE AND APPEARANCE

Generally the existing building envelope is being retained as is with careful conservation based repairs to the building fabric. The modern internal partitions and staircase are being revised and amended to provide a more usable and efficient internal space. Existing external windows and doors have been amended in line with the original layout of the building and to better serve the internal spaces to provide natural daylight and ventilation throughout.

4.3 ACCESS AND LANDSCAPING

The access of the building is to be amended to suit the various areas of the building. The main fronting retail unit has its entrance relocated in line with the original design of the building. A similar rear commercial unit has been provided with a commercial shop frontage in line with the age of the building and in line with current openings in the building envelope. The upper floors are to be accessed via a new central staircase with access via an existing entrance to the building.

There is currently no real landscaping to the exterior of the building. The proposal allows for the removal of the modern unsympathetic steel escape stair to the rear of the building. Low level growth will be removed to the perimeter of the building and external landscaping upgraded/ repaired to the rear of the building.

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5.0 SUSTAINABILITY

The proposal has been put together considering a number of design factors. Firstly, the proposal has been considered so that it sits comfortably into the space allowed within the existing building and surrounding site. This has therefore been the predominant thought process when considering the design and many discussions have taken place with the local conservation team to address this.

We have made every effort to be sympathetic to the existing building. The development has been located to retain the original site layout and nature as a whole including the retention of the external areas.

We have called upon first principles of design to ensure that the layout and spatial use of the building is both efficient and considerate of sustainable design. The spaces have been designed to utilise natural daylight and ventilation throughout where possible. Passive solar gains will be encouraged where possible. All wet services spaces have been located to the rear of the building to take advantage of the more private and less exposed areas and in line with existing services in and drainage out of the building.

The proposal design has been required to take account of the heritage status of the site and thus much of the materials proposed are existing materials retained or similar matching materials. This considered impact upon the heritage status of the building has therefore largely dominated any possible choice for materials etc.

Due to the conservation and heritage nature of the site there has been little scope to allow for any Suds scheme on the site. As noted above the existing built form is important to be retained as per discussions with the Conservation Officers and therefore this element has been proposed to not be possible to put forward, but existing drainage measures utilised.

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6.0 CONCLUSIONS

Paragraph 134 of the NPPF states:

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

Whilst this building is not a designated heritage asset, we have undertaken these works under the assumption that it will be considered as such. Indeed, the building being included within a heritage regeneration scheme for the area suggests such an approach is an appropriate one.

It is considered that this proposal does not result in any harm to the historic integrity of the site or wider area. Furthermore, it would result in the building being able to be used for its optimum viable use (to serve the community of the town as a commercial and retail building). It is considered that the scheme fully accords with relevant legislation, planning policy and guidance.

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Image 01 showing the current building frontage

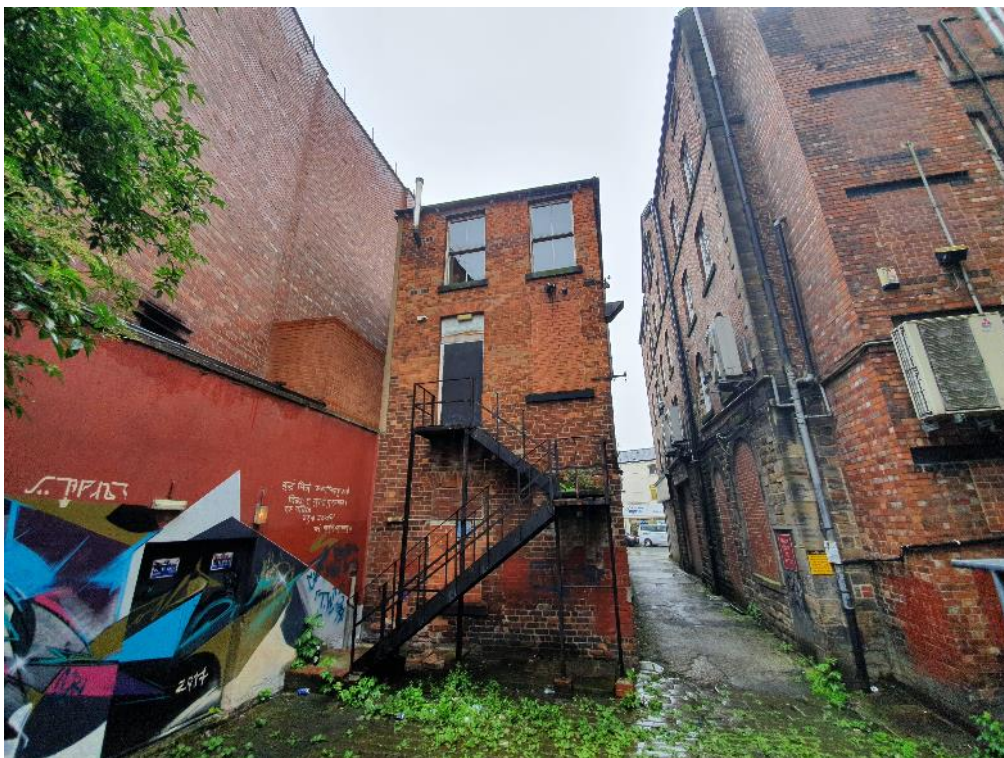


Image 02 showing the current building rear elevation