



Heritage Statement (REV 03)

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The Civic, Barnsley

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## **1.0 Introduction / Purpose of Document**

- 1.1 This Heritage Statement has been prepared by BB Heritage Studio to accompany the submission for proposals to The Civic, Barnsley (referred to in this report as Barnsley Civic Hall).
- 1.2 BB Heritage Studio provides built heritage advice and consultancy services. It is led by Bernadette Bone who is a qualified architect with 20 years experience of designing in historic environments. Bernadette is an RIBA Accredited Conservation Architect (RIBA CA) and has a Post Graduate Diploma in Building Conservation (GradDiplConsAA).
- 1.3 Barnsley Civic Hall is a Grade II listed building located within the Regent Street / Church Street / Market Hill Conservation Area. As such this Heritage Statement has been prepared to satisfy the requirements of the National Planning Policy Framework (NPPF). As required by the NPPF the statement considers the characteristics of the designated heritage assets and their setting in sufficient detail to understand the potential impact of the proposals on their significance.
- 1.4 The assessment has been carried out using detailed analysis which has included desk top research, site visits and professional judgement guided by established methodologies for appraising special interest. Consideration has been given to a variety of factors which have contributed to the identification and understanding of the special interest of the building. These include the historical development of the structure in the context of the historical development of the local area and subsequent alterations that have been undertaken to the interior.
- 1.5 This report consists of six parts. Following this introduction the second section outlines the heritage context and describes the historic background of the proposed site. The third part contains an assessment of significance which is followed in section four by an outline of the proposed works and assessment of impact. The fifth part considers the statutory requirements and section six contains the conclusions.

## 2.0 Heritage Context & Historical Development of the Site

### 2.1 OVERVIEW OF THE HISTORIC DEVELOPMENT OF BARNLSLEY

2.1.1 This Section provides a brief overview of the historic development of the Barnsley, highlighting key events through to the twentieth century and providing some context for the historic development of the site of Barnsley Civic Hall.

2.1.2 The early history and development of Barnsley is summarised in *The Buildings of England, Yorkshire West Riding: Sheffield and the South* by Ruth Harman and Nikolaus Pevsner as follows;

#### *'BARNLSLEY*

*On a hill above the River Dearne, with some dramatic townscape created by the little valley of the South Dyke that bisects the centre. The medieval manor belonged to St John's Priory at Pontefract, which developed a new town around the parish church and obtained a market charter in 1249. Barnsley's position at the junction of the main road from London to Richmond and the cross-Pennine salt trade route helped it to flourish. The Dearne & Dove canal opened in 1799 (closed in 1953) and railways eventually reached the town in 1850. The population grew from 3,600 in 1801 to 10,000 in 1831, reaching 41,000 in 1901. Barnsley became a borough in 1869 and a county borough in 1913.*

*Wire-drawing was the principal industry before the C19, when the town became the centre of English linen weaving. A few warehouses survive but the bleachworks and mills have gone, as have the linen weavers' cottages with their basement loom shops, necessarily damp. In the C20 Barnsley drew much of its trade and importance from its position at the heart of the South Yorkshire coalfield. By the 1950s only the parish church's tower and a few timber-framed buildings survived from before 1500 and scarcely more from the next three centuries; thereafter, most worthwhile architecture remaining from before 1850 and too much from after it was systematically destroyed. Redevelopment was mostly mediocre or worse and paid scant attention to townscape or context. The economic decline that followed the pit closures of the 1980s and '90s prompted a new approach, demonstrated by the ambitious regeneration masterplan produced with Alsop Architects in 2002. Inspired by a Tuscan hill town, its proposals include a wall encircling the town centre and major redevelopment of the market area. The wall remains unrealized, but in 2019 a central redevelopment by IBI group, focused on a spacious new Market Square and including a library, is nearing completion.'*

2.1.3 The following map sequence focusses on the site of the Civic Hall. It shows how the town developed around the market place (see Figs 01-08). The rapid increase in population through the 1800s (echoing that of other northern industrial towns), significantly altered the early character of Barnsley and the construction of important civic buildings in the later 1800s, such as Barnsley Civic Hall, demonstrates the pride held in the development of the town.

2.1.4 The map sequence shows that the site of the Civic Hall was unbuilt until its construction in 1876-8. The 1852 OS map (Fig. 03) shows the unbuilt site and then the subsequent OS map of 1889 (Fig. 04) shows the layout of the public hall and Eldon Street frontage buildings at the time of construction. This original footprint is evident to the plan form today as discussed to later sections of this report. At the time of construction there was adjacent built form to the north and west as seen to the historic maps included the characteristic yards. The gardens which form the northern boundary of the site today are shown to the 1993 map (Fig. 08).

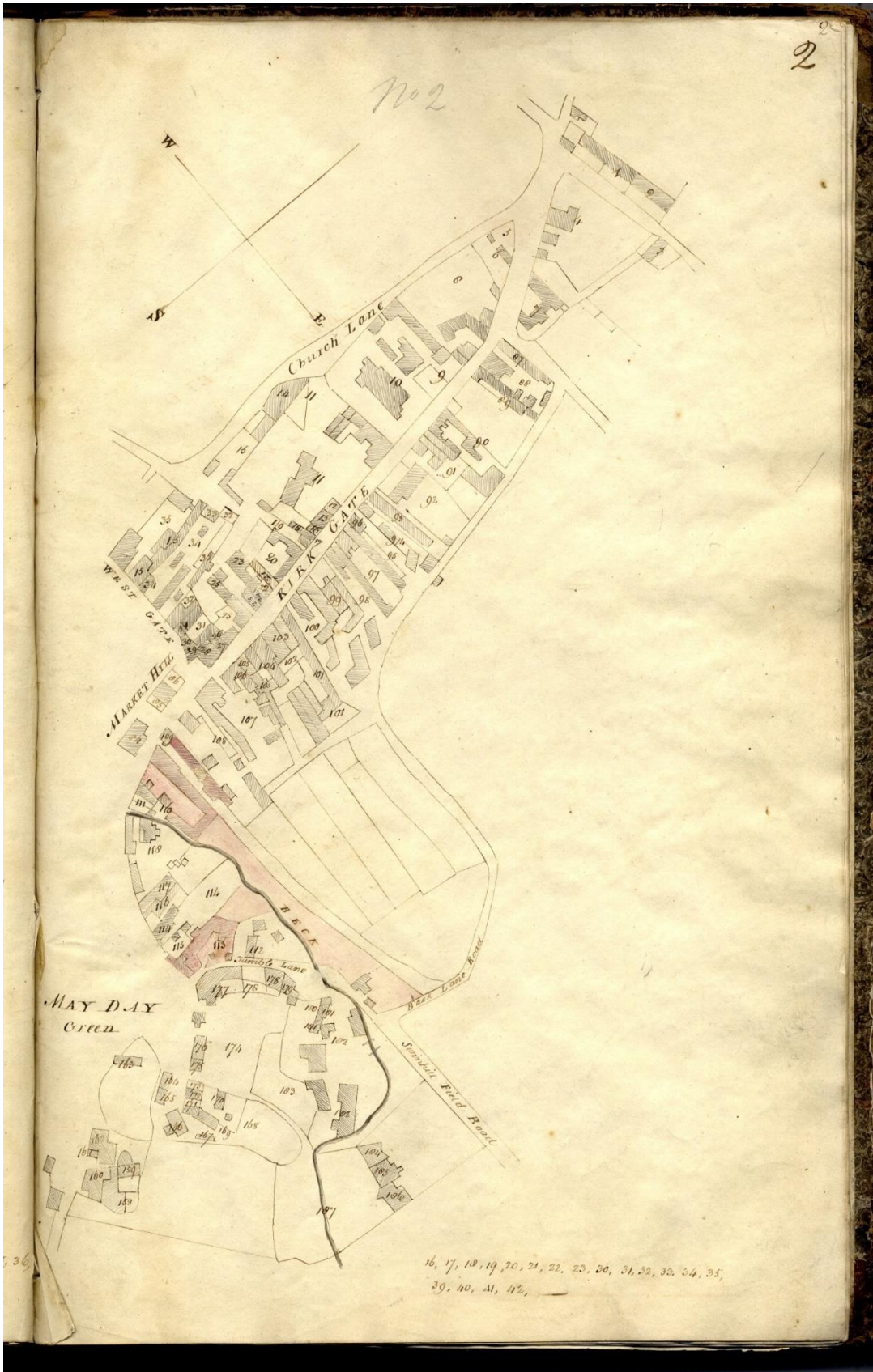


Fig. 01: 1800 Town Centre Plan (Barnsley Archives)

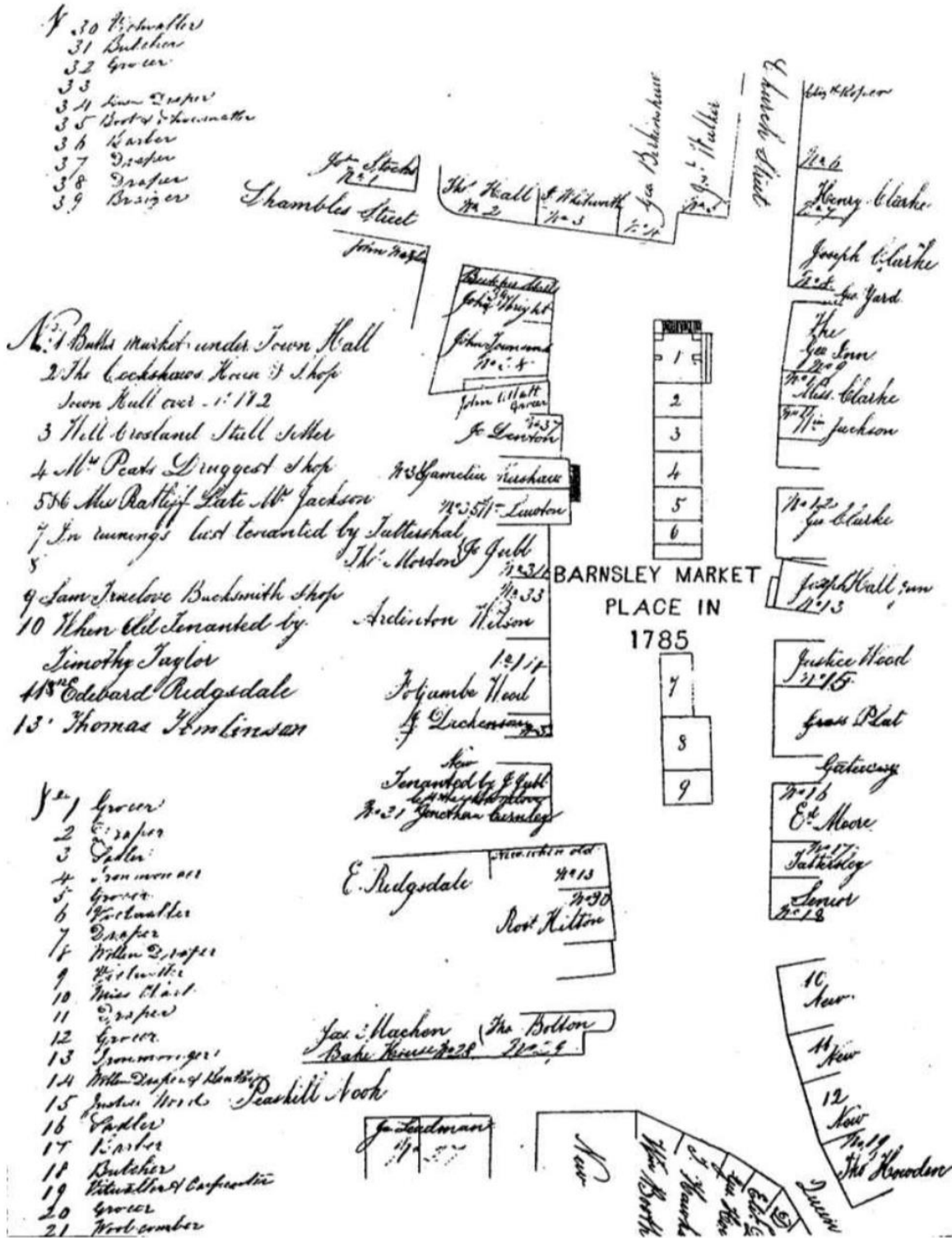


Fig. 02: Market Hill in 1785, taken from *Barnsley Street: Volume 3* by E.G. Tasker

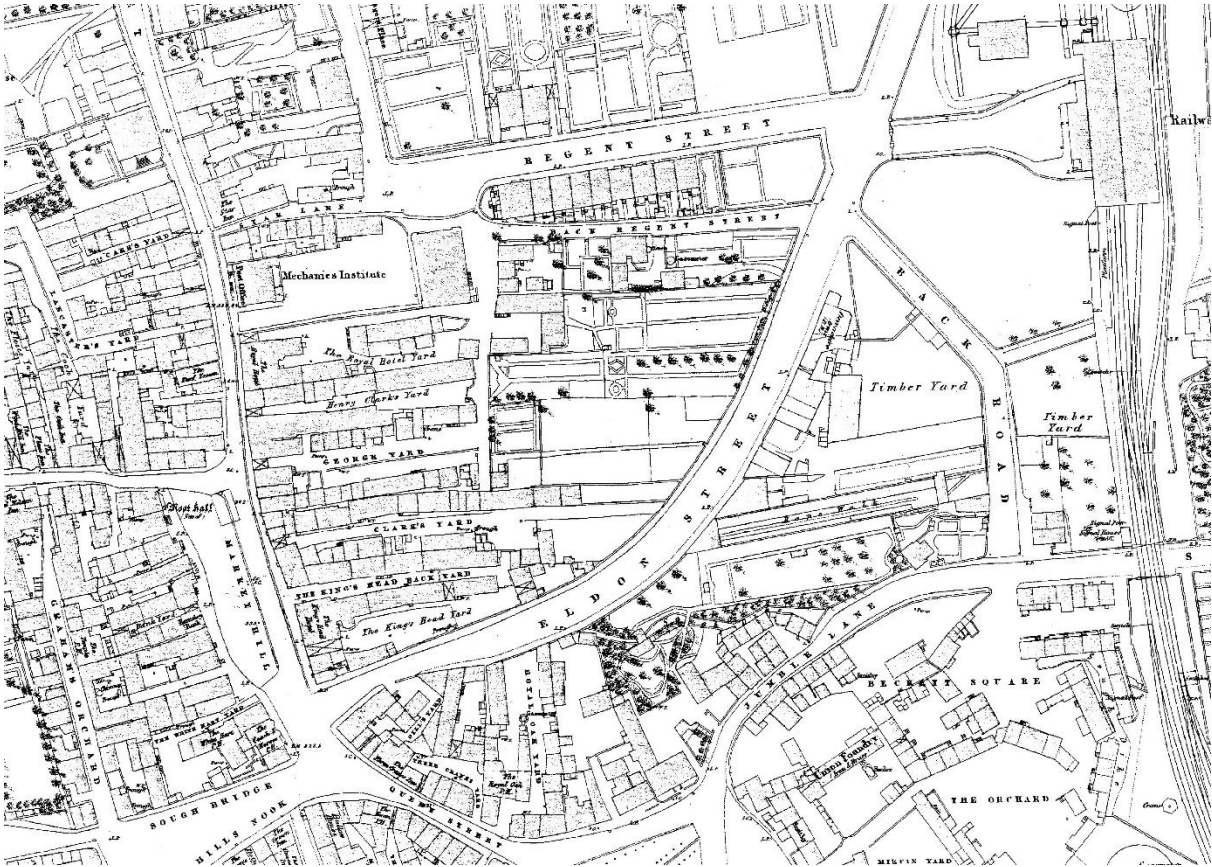
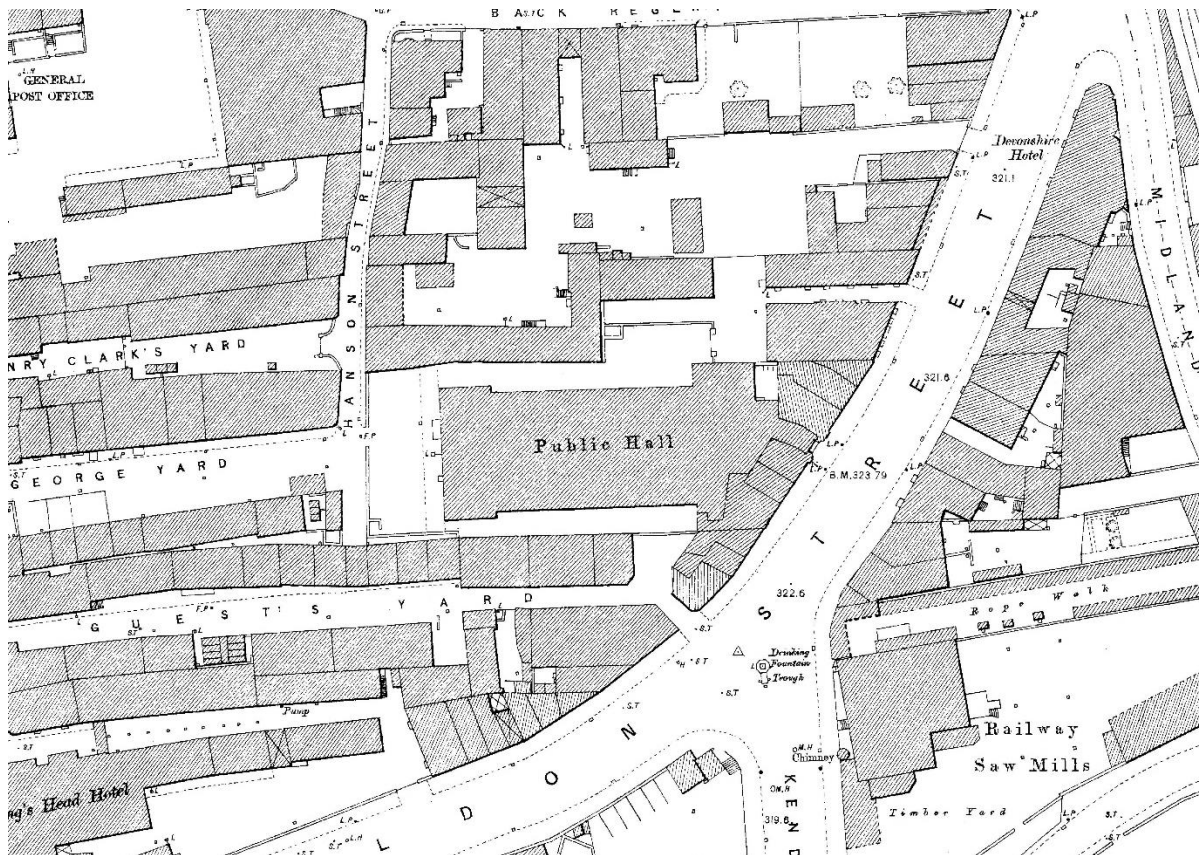


Fig. 03 Above: 1852 OS Map

Fig. 04 Below: 1889 OS Map



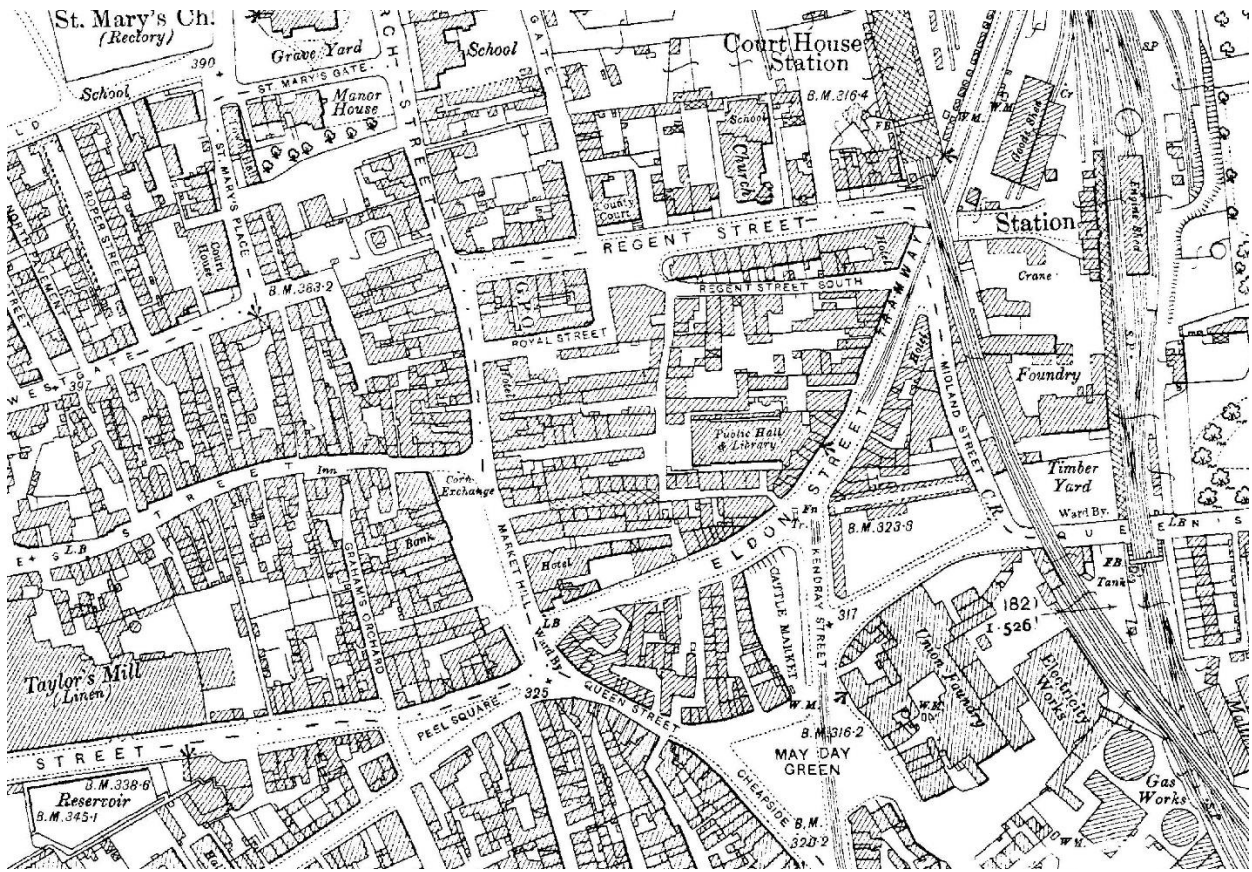
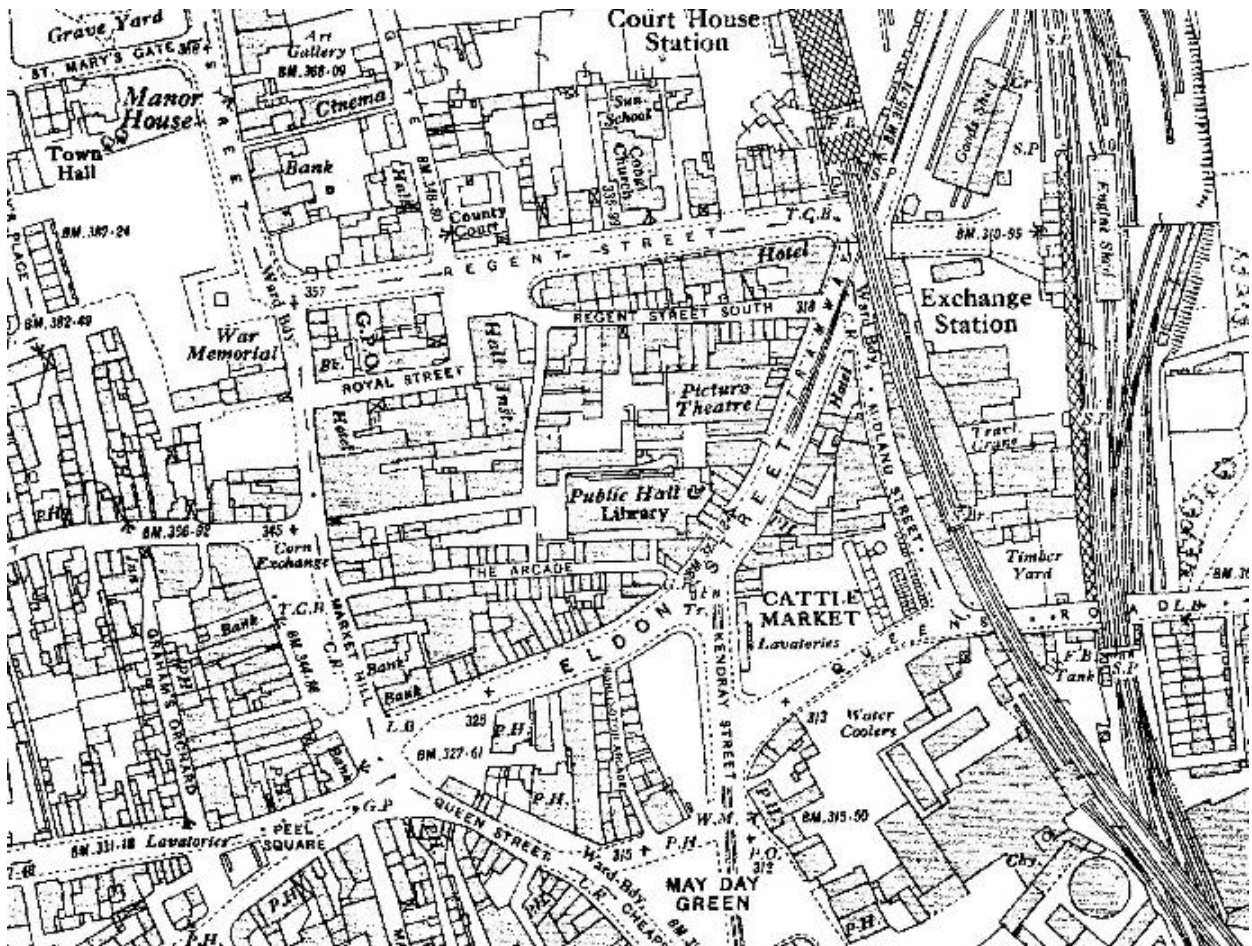


Fig. 05 Above: 1906 OS Map

Fig. 06 Below: 1931 OS Map



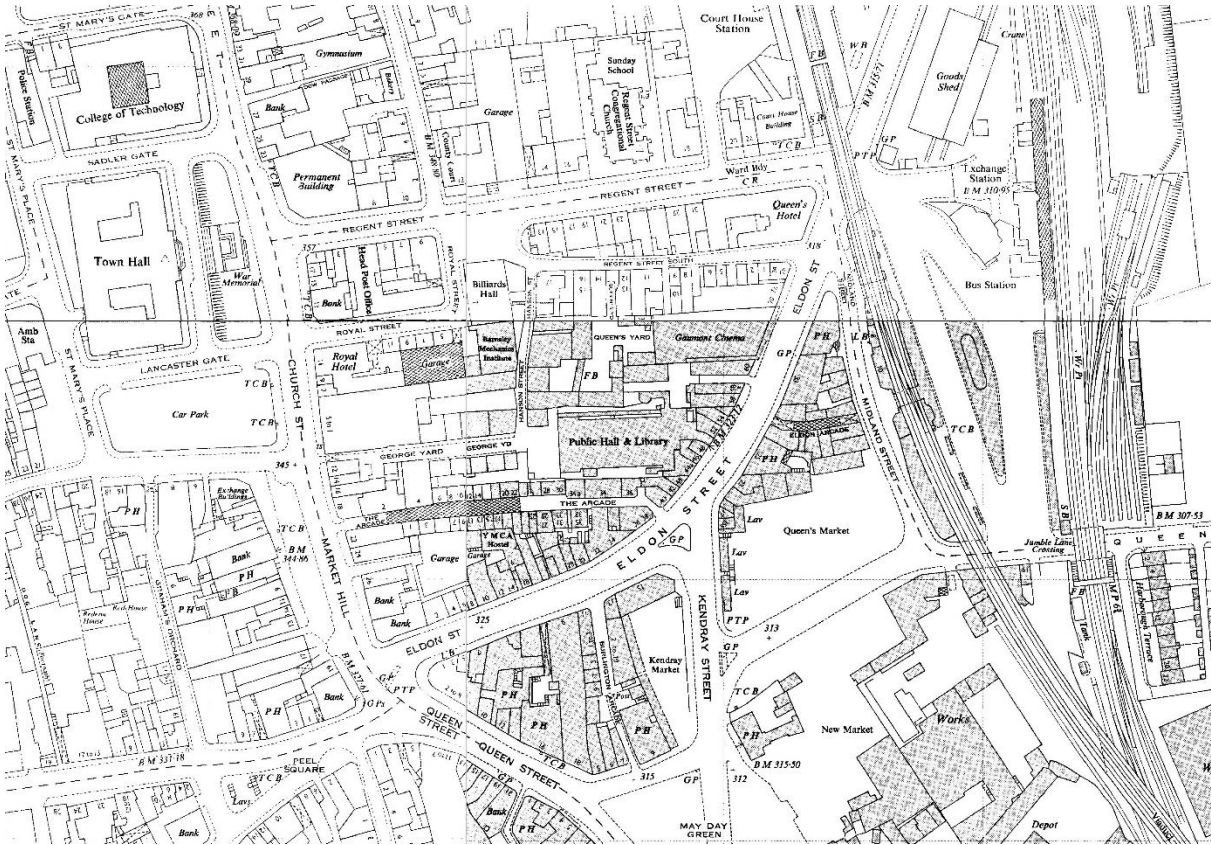
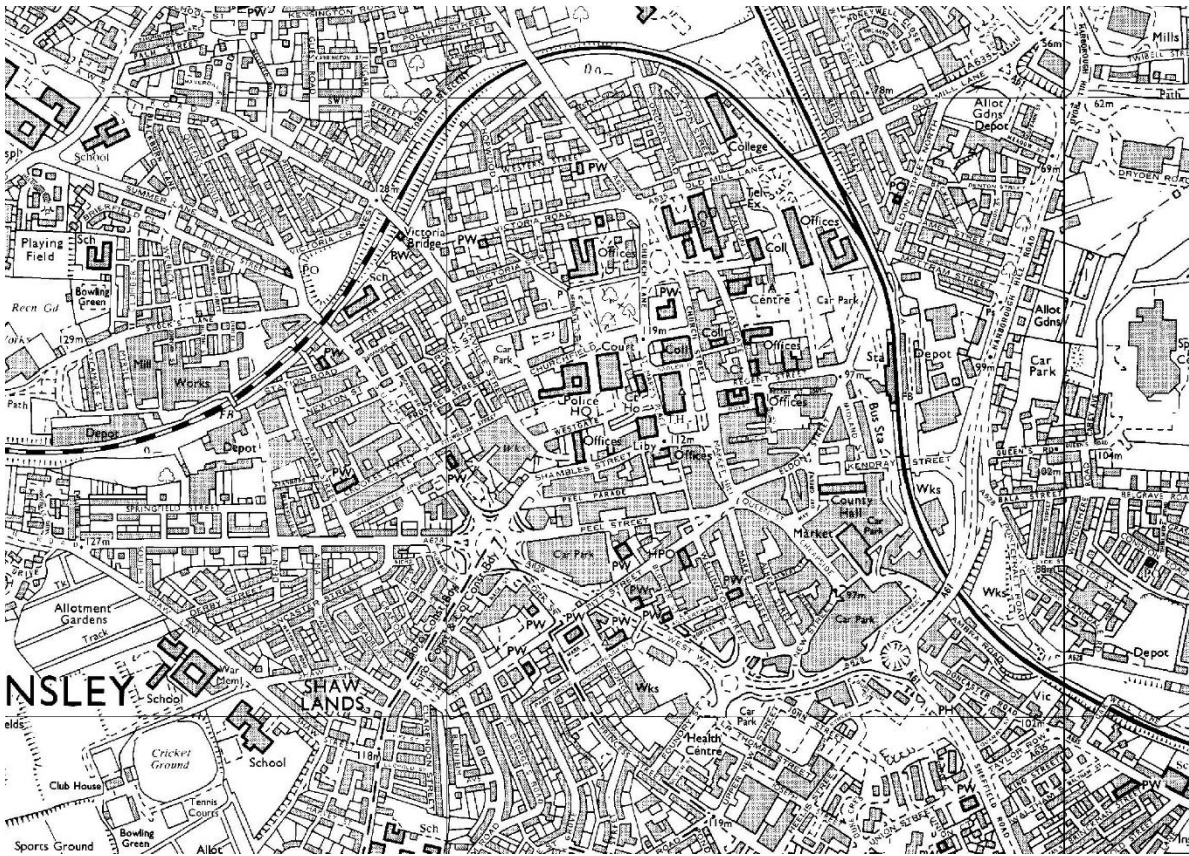


Fig. 07 Above: 1961 OS Map

Fig. 08 Below: 1993 OS Map



## 2.2 CONSERVATION AREA

2.2.1 The Grade II listed Barnsley Civic Hall is located within the Regent Street / Church Street / Market Hill Conservation Area. The Conservation Area constitutes the historic core of Barnsley town centre and the centre of the borough's civic and commercial functions. It contains a number of listed buildings as shown to Fig 09 below. The Civic Hall is one of a number of Barnsley's most prominent buildings located in this area including the Town Hall and St Marys Church.

2.2.2 Currently there is no Conservation Area Appraisal or Management Plan for the conservation area. However it can be seen that it has been designated for the way in which it demonstrates the historic development of the town centre, the fact that the historic street pattern is still evident despite later development and the civic importance of the later development. Any design proposals should therefore seek to retain and enhance these characteristics.

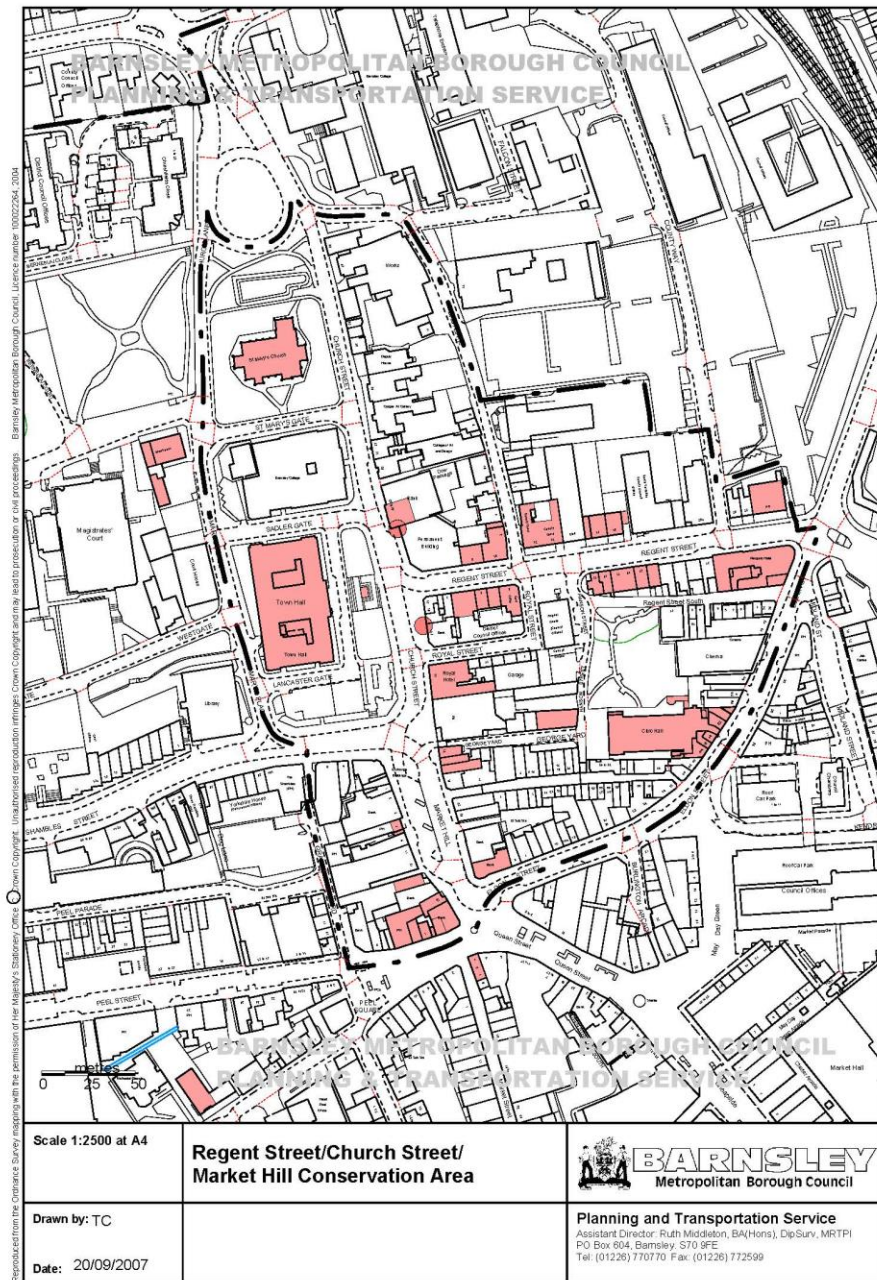


Fig. 09: Regent Street/Church Street/Market Hill Conservation Area Boundary

## 2.3 OVERVIEW OF THE HISTORIC DEVELOPMENT OF THE CIVIC HALL

- 2.3.1 A detailed report on the history of Barnsley Civic Hall was produced in November 2020 by Elaine Harwood of Historic England. The following section extracts the key information from that report. The report by Elaine Harwood contains information on the origins of the Mechanics Institute in Barnsley and the movement for a Public Hall. This report concentrates on the description of the fabric of the Civic Hall although the assessment of significance is informed by the wider research undertaken by Elaine Harwood.
- 2.3.2 Barnsley Civic Hall was built in 1876-8. As seen to the historic map sequence it was sited to an area of open land which retained the medieval burgh plots. It was designed by architects Hill & Swann of Leeds and Sheffield and included a large public hall seating 2,000 people, a library and reading rooms, a billiard room for the local Mechanics Institute and classrooms for a school of art on the top floor. The frontage onto Eldon Street contained shops and offices for letting.
- 2.3.3 Construction started in March 1876 and the new hall was inaugurated on 25<sup>th</sup> January 1878. There are a number of sources from the time which describe the building and its interior. The *Yorkshire Post and Leeds Intelligencer* described the building as follows;

*The building is in the Italian style of architecture; it comprises three storeys, exclusive of the ground floor, and reaches a height of 80ft, measuring from the floor to the ridge. The entrance is surmounted by a slated tower or lantern, which rises to a height of 136ft from the floor to the top of the balcony. It is surmounted by a flagstaff. The spacious main entrance, which is placed in the centre of the building, is surmounted by carved stone figures representing Science and Art. There are also two carved busts, one of them being a faithful representation of Mr Henry Harvey, one of the principal promoters, and among the largest non-preferential shareholders.*

*The entrance is circular-headed, as are also the whole of the windows in the first and second storeys. The stone, which has been supplied from the Matlock quarries, is hard and durable, and the general aspect of the building externally indicates massive solidity. The building is covered by what is technically termed a mansard-roof. .... The School of Art and offices take up the front portion of the building over the shops.*

*Entering by the main door-way, we pass into the entrance hall which is 24 feet high and 14 feet wide, and is paved with rows of encaustic tiles. From here we proceed up a broad flight of stone steps to a spacious vestibule, measuring 41 feet by 14 feet. Thence we may enter the large newsroom appropriated to the Mechanics Institute, but we at present proceed up one of the broad flights of staircases on our right and left. The first landing brings us on a level with the floor of the large hall, but as we intend working our way backwards from the street to the rear of the building, we ascend the next two flights of stairs. This lands us at the School of Science and Art rooms. The large room measures 72 feet by 27ft and immediately adjoining there is a ladies class-room, measuring 46ft 6in by 20ft. Each of the two class-rooms is reached by a separate staircase, and each is provided with lavatories. The large room is lighted with bull's-eye windows. On the second floor, immediately underneath, are seven offices, all well lighted from the front, together with ladies' cloak room and hall-keeper's bedroom. On the first floor over the shops there are six offices, together with the hall-keepers kitchen, lavatories, etc.*

*The large hall, as we have indicated, is approached by two spacious staircases branching out on each side from the vestibule. This spacious room is not only three times greater than that of any of the public halls which Barnsley has hitherto possessed but will bear comparison with the majority of public halls in Yorkshire. Its extreme length is 144 feet, including the stage – without the stage about 118 – and its width 57 feet 6 inches. The height from the floor to the tie beam is 40 feet. The stage measures 38 feet 5 inches by 33 feet. The hall is fitted with a large end gallery together with side galleries, each of the latter being provided with two rows of seats. The end gallery is 57 feet 6 inches long by 20 feet deep, and the side galleries are each 200 feet long by 6 feet deep. The iron brackets supporting the side galleries pass right through the walls, and connected with these are 20 projecting trusses of elegant design. The fronts of the galleries are surmounted by iron balustrades, panelled, gilded and decorated. The hall is provided with 1200 chairs and there are also forms which will seat 800 individuals, making a total sitting accommodation for 2000. The reserved chairs, which are placed immediately in front of the stage, are all numbered and are fastened together in rows of six. Chairs are also provided for the end and side galleries as second seats, the third-class ticket holders being accommodated on substantial-backed forms on the main floor immediately to the rear of the reserved, or first seats. The hall is lighted by eighteen circular-headed windows – nine of each side – with three of a similar design in the end. Each is fitted with stained glass margins, and from the springing of each arch the windows are groined. The ceiling is divided into 27 panels, and is adorned with 24 large centre flowers. At night the room will be brilliantly lighted up with 16 large chandeliers, each provided with 24*

*burners, these being supplied by Messrs Smith & son, of Deritend Bridge Works, Birmingham. Provision has been made for rescuing the building from damage by fire. Hydrants are provided, which will command the whole building. The entire building is heated, as we have already indicated, with Hayden's hot air apparatus, and ample provision is made for ventilation through the perforations in the ceiling. The peculiarity of this apparatus is that while in winter it provides the room with hot air, it serves as a cooler in summer by carrying off such foul vapours as might otherwise be apt to accumulate in the building. The roof is supported in eleven beams 62ft 6in long, each weighing five tons. The hall floor is supported on massive wrought-iron girders, and the floor itself is constructed of the best red wood. There are three outlets to George Yard, from which the floor of the hall is approached by some steps, and from these branching out on either side, are pitch pine staircases leading to the side galleries.<sup>1</sup>*

It then goes on to describe the ground floor rooms which made up the Mechanics' Institute as follows;

*Returning to the vestibule, we meet with the rooms devoted to the use of the Mechanics' Institute. These are four in number, and are reached from the vestibule on the level. The large reading-room measures 57ft 6 in long, by 31 broad, and 20ft high. It is lighted with large side windows, and is at once a spacious and commodious apartment. From there, there is an entrance to the magazine room, which though not quite so well provided in the matter of light, is a comfortable and cheerful looking apartment. It measures 36ft 6 in long by 36 broad. Immediately to the rear is the library room, which is so arranged that it may be entered either from the magazine-room, from the large news-room, or by independent passage leading to the George Yard. It is of exactly the same superficial area as the magazine-room, and considering its position is tolerably lightsome. To the rear there is a librarian's-room, measuring 26ft by 13ft 6 in, which will probably also be used for the meetings of the committee. These rooms, together with the use of the large hall on not more than 26 nights every year, are secured to the Mechanics' Institute Committee for an annual rental of £50.<sup>2</sup>*

2.3.4 The internal layout described in this article can be seen to two existing plans; a ground floor plan that was contained within an article in *The Builder* dated 1878 (see Fig. 10) and a second floor plan that is held by Barnsley Archives (see Fig. 11). Although as noted within the report by Elaine Harwood, the second floor plan does not accurately show the plan as constructed and is therefore probably an early layout (perhaps circa 1875).

2.3.5 The article within *The Builder* provides more detail on the School of Art as follows;

*The upper story in front is devoted to the school of art. The department devoted to gentlemen is 70ft in length and 27ft in width, and lighted in the daytime by eight bulls-eyes and a number of circular glass windows. The ladies' school is 40ft long by 16ft 6 in in width and is lighted by two windows and a glass roof. The entrance to the schools is by a side staircase from Eldon Street, and this also furnishes access to some of the let-off offices.<sup>3</sup>*

2.3.6 A set of archive plans dated 1923 shown to Fig 12-16 are very useful in showing close to the as-built layout. The ground floor layout closely corresponds to that shown within *The Builder*, with individual shops fronting Eldon Street with recessed doorways and the central lobby which leads to the staircase vestibule and sequence of rooms for the Mechanics Institute at ground floor. Above at first floor was the large hall with a balcony at the second floor. Also at second floor was the School of Art to the Eldon Street frontage.

2.3.7 The report by Elaine Harwood notes that alteration works were made to the shop fronts in 1902 by the borough surveyor, J. Henry Taylor which involved widening the windows and narrowing the doorways. It is also noted that the canopy may have been added at this time. Further into the early 1900's and still under the instruction of Taylor, the entrance hall tiles were replaced with mosaic and the hall was redecorated and re-seated.

2.3.8 The Civic closed in 1998 and was significantly remodelled in the early 2000's.

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<sup>1</sup> *Yorkshire Post and Leeds Intelligencer*, no. 9538, 26 January 1878

<sup>2</sup> *Yorkshire Post and Leeds Intelligencer*, no. 9538, 26 January 1878

<sup>3</sup> *The Builder*, vol.36, no.1825, 26 January 1878

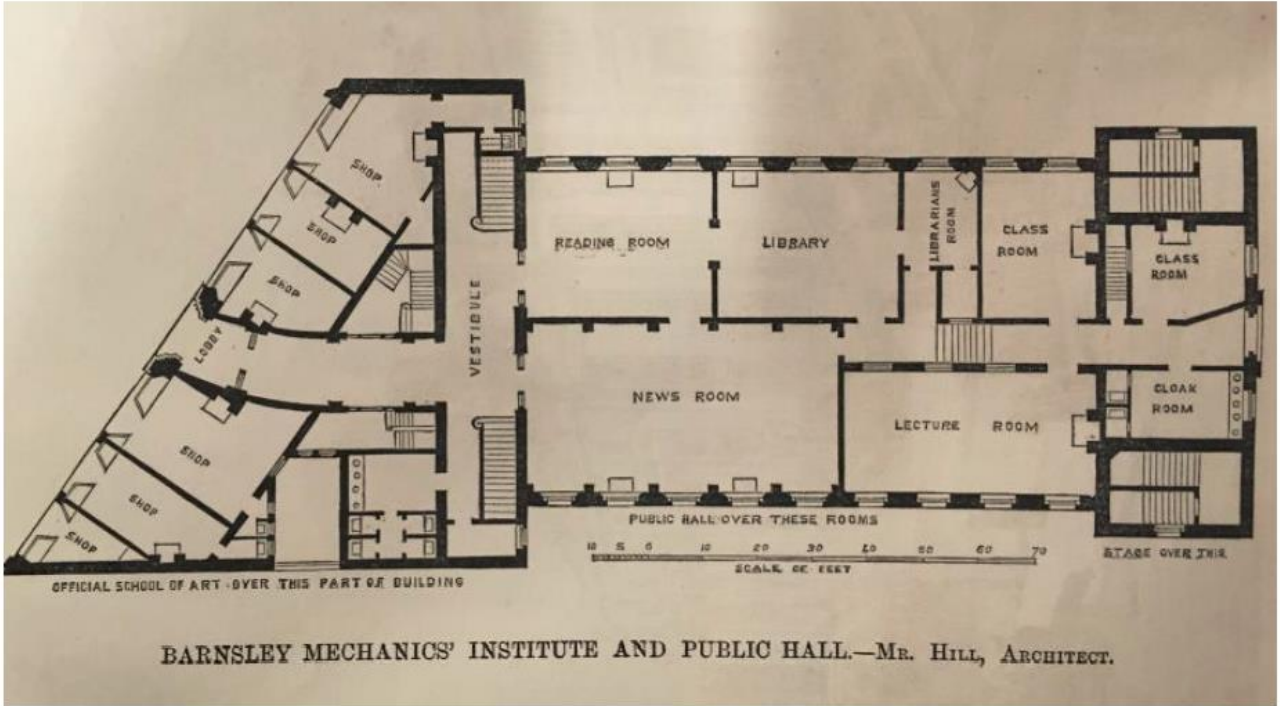
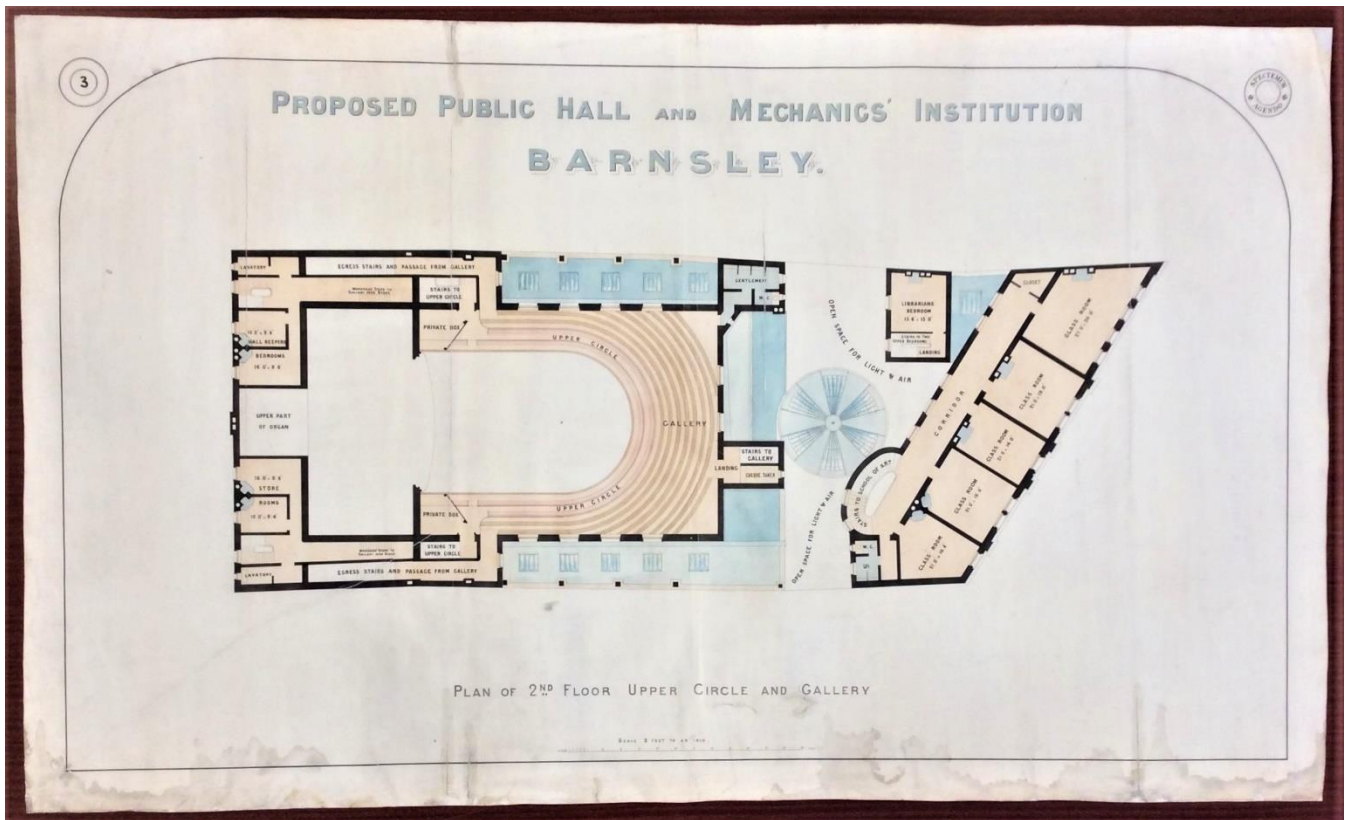


Fig. 10 Above: Ground Floor Plan from *The Builder*, 9 March 1878

Fig. 11 Below: Second Floor Plan from Barnsley Archives





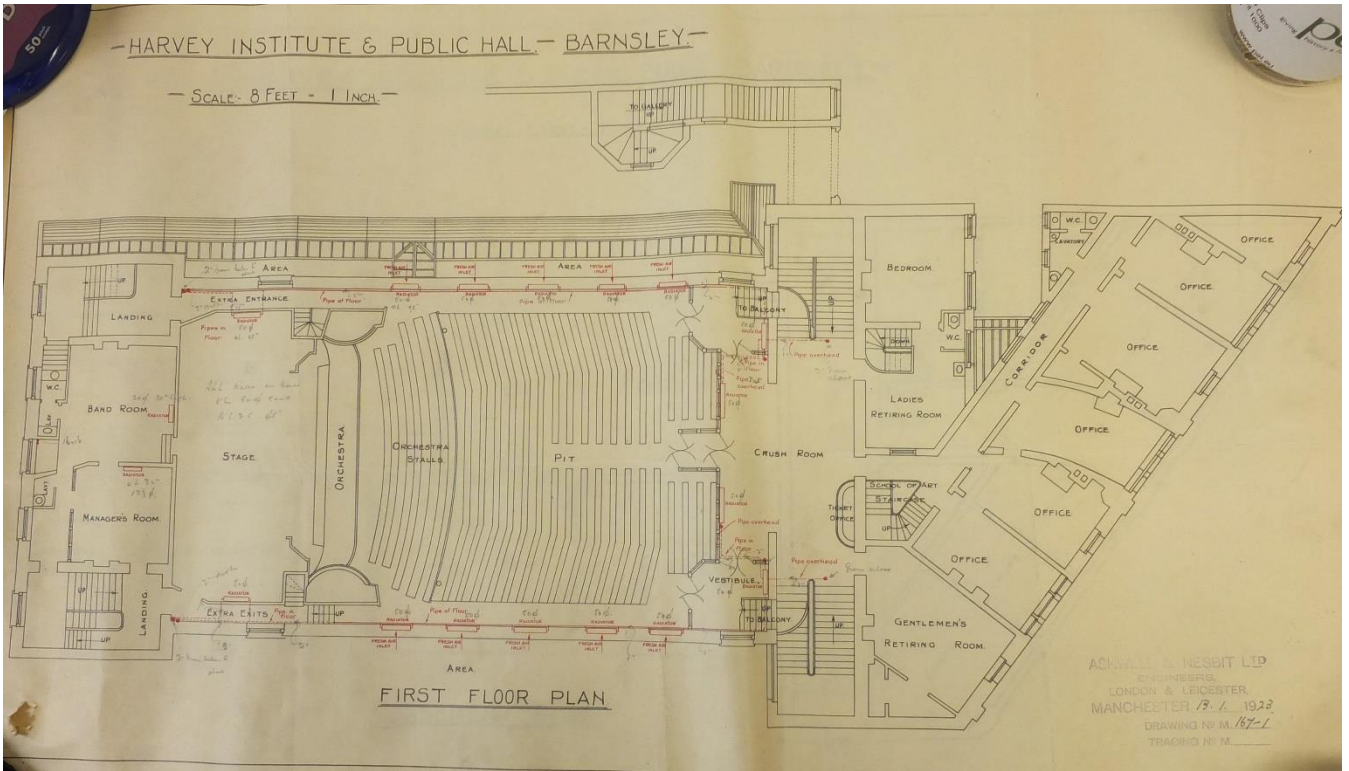
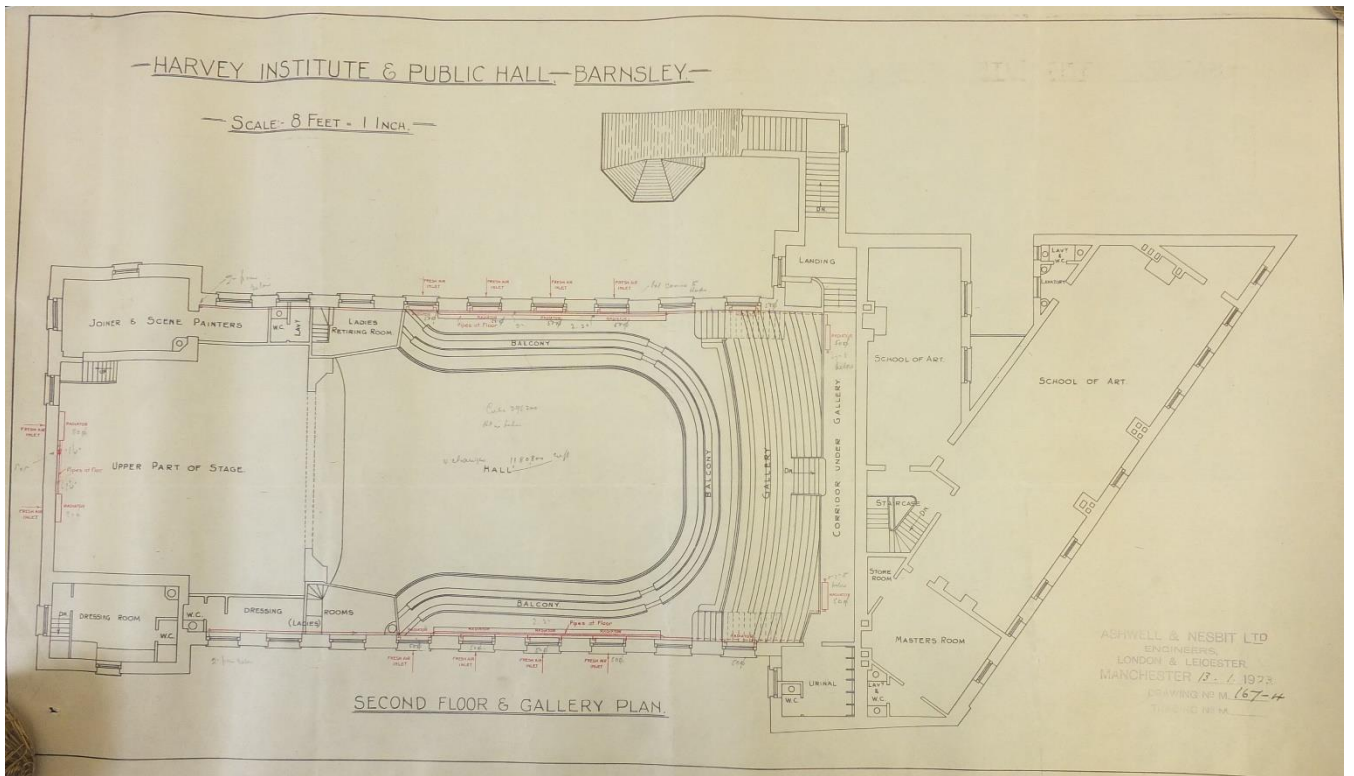


Fig. 14 Above: First Floor Plan dated 1923

Fig. 15 Below: Second Floor Plan dated 1923



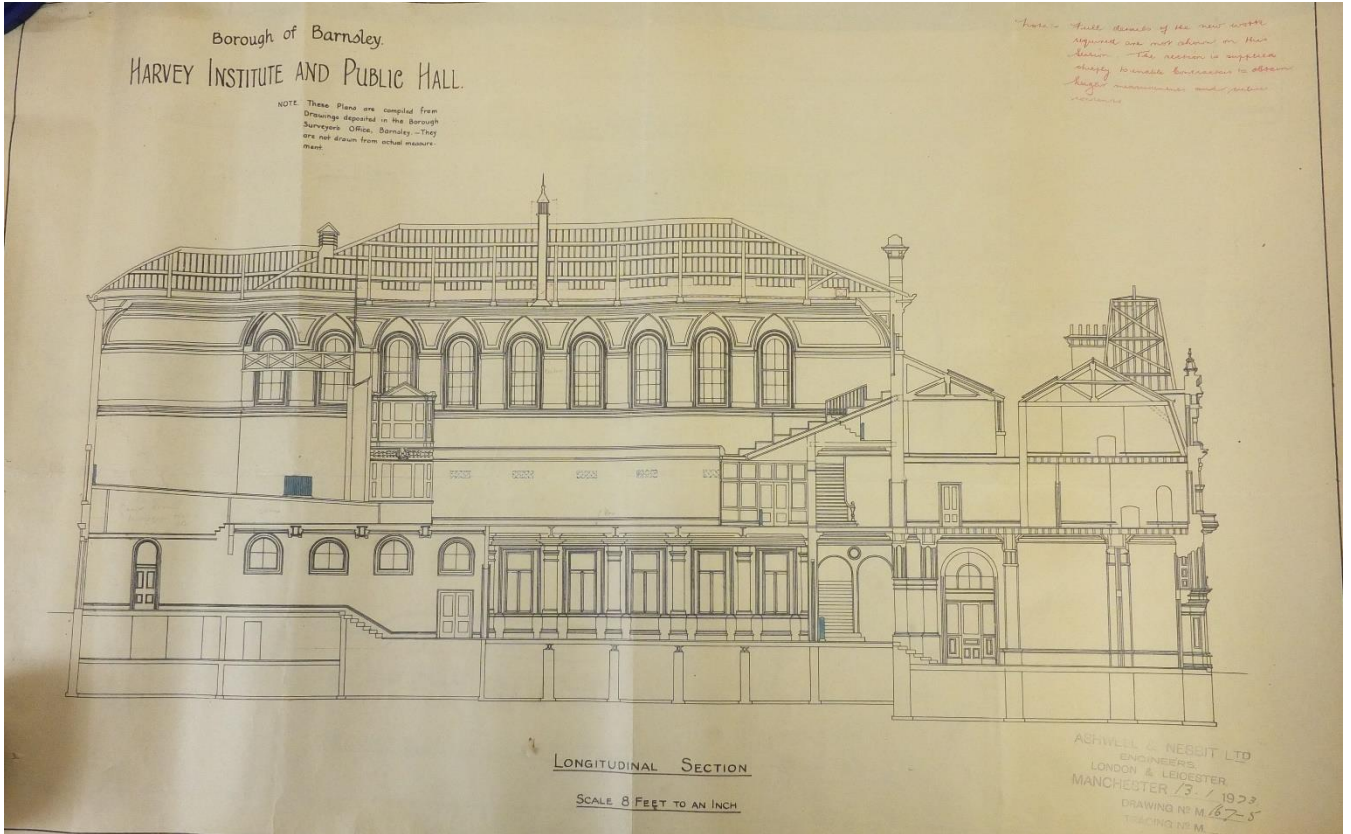


Fig. 16 Above: Longitudinal Section dated 1923

Fig. 17 Below: Image of the Free Public Library circa 1890

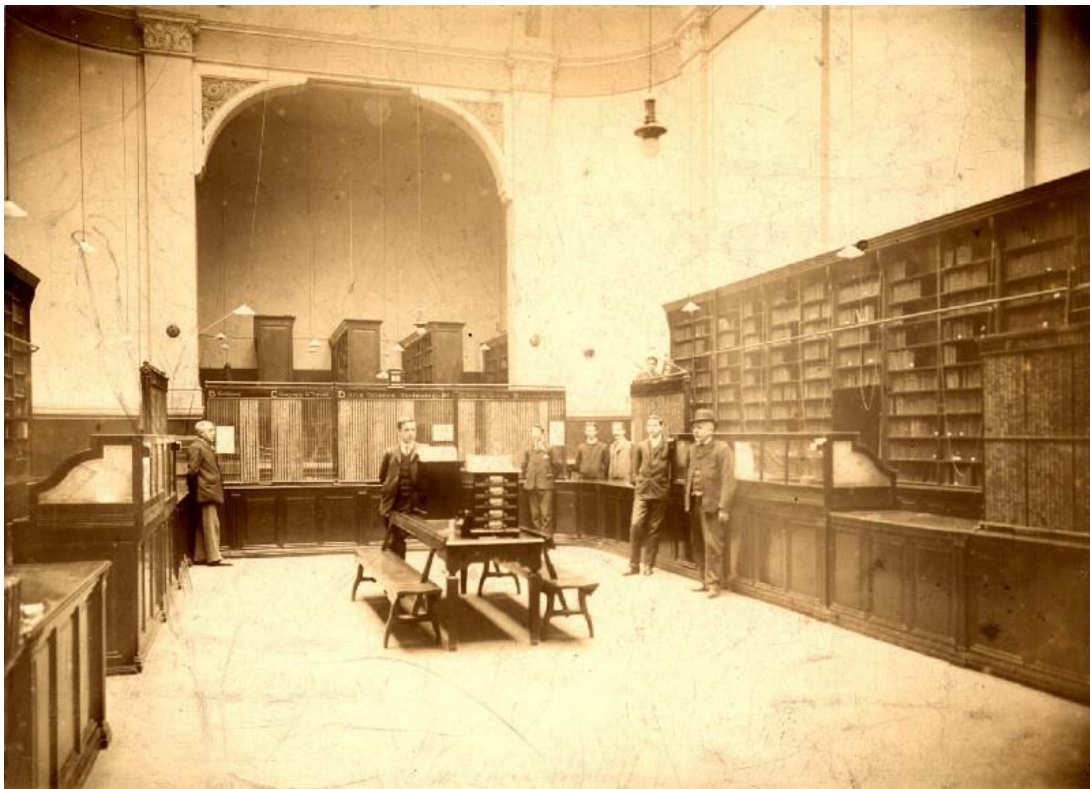




Fig. 18 Above: Image from *The Builder*, 9 March 1878

Fig. 19 Below: Archive Image date late 1800's / early 1900's





Fig. 20 Above: Archive Image c1900

Fig. 21 Below: Archive Image of Main Hall 1961

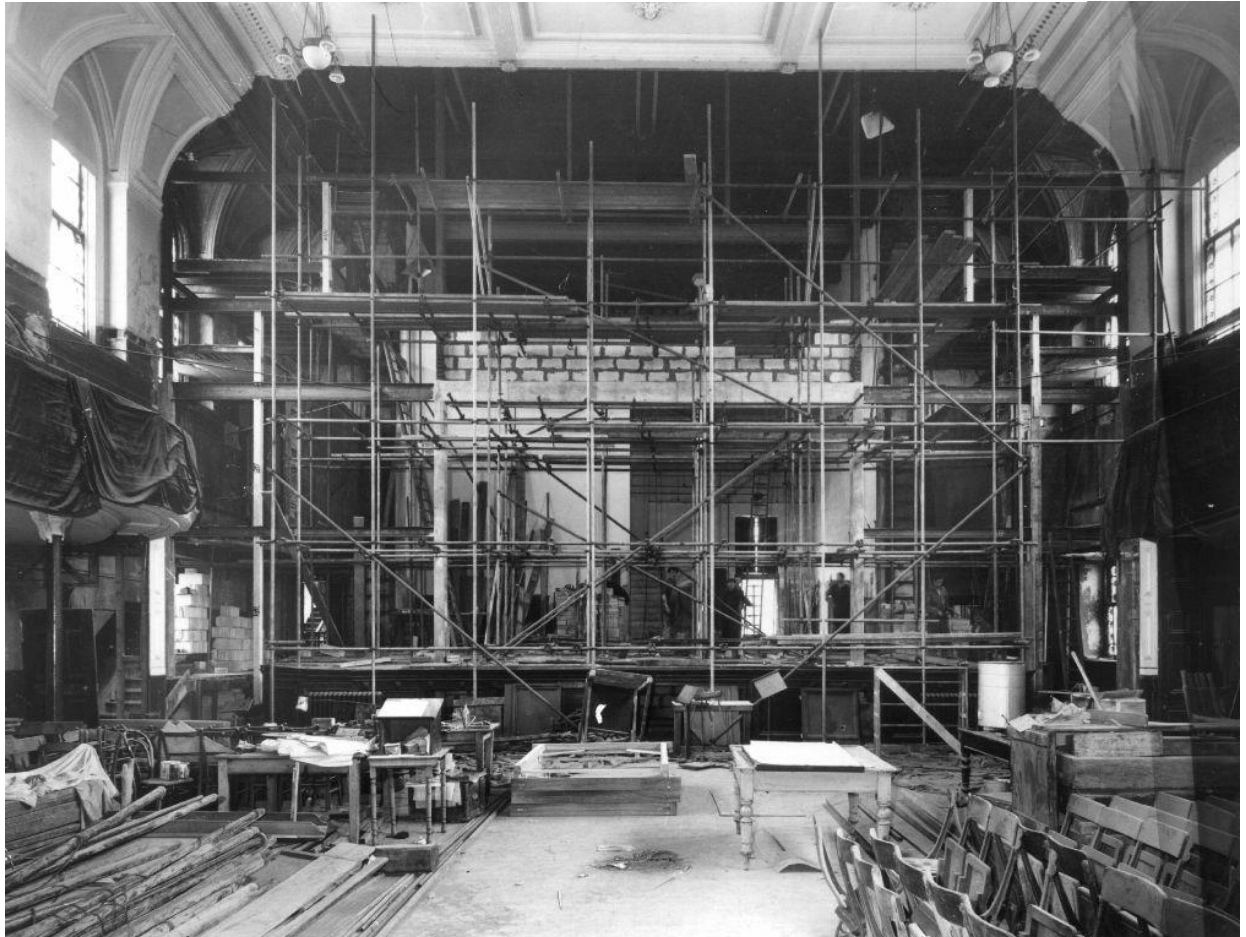




Fig. 22 Above: Archive Image 1963

Fig. 23 Below: Archive Image c1970





Fig. 24: Archive Image of Entrance 1963



Fig. 25 Above: Archive Photo of the Reading Room circa 1990s  
Fig. 26 Below: Archive Photo of the Main Hall circa 1990s



## 2.4 THE CIVIC HALL TODAY

- 2.4.1 The previous archive photos show that some minor alterations were undertaken to the building post 1923, the most significant being the removal of the tower. Although an entrance canopy can be seen on the early photo (Fig. 19) of the late 1800's / early 1900's by the 1960's this had been removed. By the 1960's alterations had also started to be undertaken to the Edwardian shop fronts although this was principally to the signage fascias, the recessed entrance ways appear to be retained, although some appear to have altered joinery – doors for example.
- 2.4.2 As previously noted the Civic closed in 1998 and was significantly remodelled in the early 2000's. During these works the plan form and in particular the sectional form of the building was altered considerably with an additional floor inserted. This required extensive alteration works that included the removal of the balcony and first floor level to the main hall and provision of a new floor level for the main hall, this therefore also included the removal of the ceilings over the Mechanics' Institute rooms which included a decorative ceiling over the reading room (Fig 25). The removal of the balcony and the first floor with the relocation of the floor to the main hall and utilising basement space allowed for an additional floor level to be inserted, which then required corresponding alterations to one of the principal staircases, the other being blocked off. Alterations were undertaken to the courtyard elevation, including blocking up of windows and the provision of a new external stair. Alterations were also undertaken to the shopfronts with the removal of the last remaining Edwardian example and provision of roller shutters which altered the signage fascia detailing.
- 2.4.3 The decorative ceiling over the reading room was rebuilt and reinstated to the same location on plan but a different location on section, underneath the new second floor. This area was going to provide retail space but remained unused on the reopening of the Civic.
- 2.4.4 There are areas of the building which have been retained with minimal alteration and these still hold high heritage significance. These include;
- the historic external facades, in particular the Eldon Street façade and the courtyard façade
  - the historic plan form of the Eldon Street frontage building and the hall
  - the entrance hall with the mosaic floor tiles, internal joinery to the separating doors & screens and decorative plasterwork
  - the principal staircases, albeit altered, are important in indicating the former plan form of the building, there are also some remnants of the original floor tiles within the staircase enclosure and possibly more underneath the existing finishes
  - the retained form of the main hall, including the perimeter elevations and the decorative plasterwork
- 2.4.5 The former School of Art also holds some heritage significance, the decorative trusses having been retained, although the plan form has been altered since that shown to the 1923 plans (see Fig 15) and the separate gentlemen and ladies rooms are no longer legible, thereby diminishing the significance.
- 2.4.6 An outline assessment of fabric condition was undertaken as part of an initial site visit. It consisted of a visual inspection only from ground level externally and of the key internal spaces. Full access including any access at roof level was not gained.
- 2.4.7 The outline assessment uses the following categories of description of condition (as noted in the Architectural Heritage Fund application guidance);

Good: Structurally sound, weather-tight and with no significant repairs needed (but at risk for other reasons).

Fair: Structurally sound but in need of repair (e.g. some window frames decayed, gutters blocked, pointing partly eroded, needing rehabilitation to meet current standards).

Poor: Roof in poor repair. Fabric generally deteriorating (e.g. leaking roof, deteriorating masonry, all gutters badly defective, window frames decayed, pointing eroded). Partial fire damage, rot outbreaks, severely damp, un-modernised.

Very Bad: Not weatherproof: roofless or roof severely damaged, windows broken. Structurally unstable: foundations shifting, walls bulging, joists rotten etc. Badly penetrated by wet/dry rot and / or rising damp, major fire damage, uninhabitable and wholly un-modernised.

2.4.8 Overall the external condition of the areas of historic interest can be considered to be fair but there are isolated areas which are deteriorating towards poor condition. It appears that a previous phase of cleaning and render repairs has been undertaken. It is not possible to determine the full extent of the render repairs from ground level nor their condition and material (ie are they well adhered, are they lime based or cement based) and as such it is recommended that a detailed high level inspection is undertaken. There are visible signs of deterioration of the stonework which previous render repairs may have sought to address. The findings of the outline condition survey has guided the proposed scope of fabric repairs which is detailed to section 4.0.

2.4.9 The condition survey recommends that the following investigation works be undertaken at the next design stage;

- High level inspection of Eldon Street elevation stonework
- Possible hammer test to render repairs
- High level inspection of courtyard elevation at eaves level
- Roof survey (subject to confirmation of recent inspections / maintenance works)
- Mortar analysis
- Stone analysis
- Analysis of render repair material
- Paint analysis to cast iron pilasters external and painted plaster internally
- Removal of floor finishes internally to establish extents of encaustic tiles.

2.4.10 The current listing notice contains the following information;

<b>Name:</b>	<b>The Civic Hall, including Nos 44a, 46, 48, 52, 54 and 56</b>
Grade:	II
List entry Number:	1151151
Location:	Corn Hill, Wolverhampton
Date first listed:	13-Jan-1986

List entry description:

*BARNLEY ELDON STREET (west side) The Civic Hall, including Nos 44a, 46, 48, 52, 54 and 56*

*II Civic Hall. Dated 1877. By Hill and Swan of Leeds, at the expense of Mr. Charles Harvey of Park House, Kendray. Ashlar. Welsh slate roof. Three storeys, and attic. Seven bays. Baroque style.*

*The symmetrical facade has central and end bays defined by pilasters. The central two storey round-arched portal has panelled pilaster jambs with foliated capitals. Elaborate double panelled door. Swagged frieze and dentilled entablature to the springing of the arch. Well-carved figures of art and science in spandrels. Figure-head of Charles Harvey in cartouche as enlarged keystone. C20 shop frontages to rest of ground floor. First floor windows are round-arched with pilaster jambs, those to bays two and six in triple groups. All are archivolted and have balustrade supporting sill band. Dentilled first floor cornice. Second floor windows are similar with triple groups to bays two, four and six and these have a small balcony to the central lights supporting urns. Frieze above centre window has in raised letters "PUBLIC HALL 1877". Heavy, modillioned moulded eaves cornice.*

*Richly and heavily treated attic storey has eight circular dormer windows with segmental pediments alternating with ball-on-stalk finials. Surmounting the four pilasters are square round-arched turrets with finials, those to the centre bay being particularly elaborate and flanking a two-light round-arched dormer with circle in head and pediment and urns.*

*Interior: first floor hall has horseshoe gallery on cast-iron columns and decorative iron brackets. Moulded panelled roof with central bosses, and moulded, dentilled cornice. Some recent decoration.*

## 2.5 THE CIVIC HALL: CAPACITY FOR CHANGE

- 2.5.1 It is important that the historic value of the site is respected, retained and enhanced in the future. Best practice architectural conservation principles should be the approach when considering alterations. Conservation principles for the works to the building should be sufficiently flexible to achieve an appropriate balance between the need to protect the significance of the building and the need for it to have a viable future use. As such this does not mean that changes cannot be made, in fact some changes will be desirable. However the changes should be based on sound understanding and justified through analysis of options.
- 2.5.2 At the commencement of RIBA Stage 3 the previous Stage 2 proposals were reviewed. At this stage the proposals were assessed to achieve the appropriate balance between the need to protect the significant elements of the historic fabric and the need to achieve a viable future use.
- 2.5.3 The Eldon Street frontage is an area of high significance, however the shopfronts have been altered and as such there is capacity to remove the existing signage fascia and boxing to the roller shutters and provide an improved signage fascia that will better relate to the adjacent stonework and enhance the appearance of the shopfronts. It is not considered essential for a historic replica of the shopfronts to be proposed. As noted previously the shopfronts were altered in the early 1900's, through the later C20th century then most recently as part of the works circa 2008. There is therefore an opportunity to provide carefully detailed modern shopfronts that respect the rhythm and proportions of the existing building and improve the relationship of the signage fascia to the surrounding architectural detailing including the decorative stonework.
- 2.5.4 The entrance canopy was not part of the original architectural intent for the building, the canopy that was installed in the early 1900's was removed before the 1960's and as such the extant canopy is a replica and not of heritage significance. It has a poor relationship with the entrance stonework which, as seen to the historic photos, provides a focal point to the entrance without the canopy there. There is limited benefit, if any, in removing this canopy and replacing it with another replica but there is an opportunity to remove it and reveal and repair the decorative stonework to the entrance.
- 2.5.5 Within the entrance hall there are retained finishes of heritage significance including the mosaic tiles and glazed screens. This part of the plan form is important to retain to provide legibility of the historic plan form and the finishes are an integral part. There is opportunity to understand the original paint scheme / decorative scheme as part of these works through selective areas of paint analysis and opportunity to ensure that the mosaic tiles are repaired where required to receive the projected footfall when the building re-opens.
- 2.5.6 The principal staircases are an important part of the historic plan form, currently one of these is mothballed and there is an opportunity to open this up again. There are known areas of retained historic tiled finishes within the currently functioning southern staircase and recent lifting of the carpet revealed more still retained beneath the modern finishes. They are in variable condition but provide an indication of the earlier decorative scheme prior to the mosaics and are important to retain and repair. To the northern staircase they appear to have all been removed and it is proposed that they are reinstated as part of the proposed works.
- 2.5.7 Where the significant structural alterations have taken place to create the new ground and first floor space there is opportunity here to develop proposals for a viable use of this space. The replica plaster ceiling which was provided in this space holds some heritage value as it was chosen to provide a replica of the former reading room ceiling as part mitigation for its loss as part of the previous phase of works. Although it is in the same plan location it is in a different location on section due to the alteration of the floor levels. This provides both a constraint and an opportunity for the project which is considered later on to Section 4.0.
- 2.5.8 The main hall, although altered, is an important space – in particular the decorative plasterwork, and should therefore be retained as now found.
- 2.5.9 The later extension facing onto Mandela Gardens is not of heritage significance and can be altered to facilitate the new uses.

### 3.0 Assessment of Significance

3.1 An assessment of significance is a requirement for any planning application that affects a heritage asset. This section of the report provides an assessment of the heritage merit of the application site based on desk based research and site visits. The assessment has been carried out with reference to the heritage values as defined in the English Heritage document *Conservation Principles, Policies and Guidelines* which can be summarised as follows;

- Evidential value – the potential of a place to yield evidence about past human activity (i.e. archaeological interest)
- Historical value – the ways in which past people, events and aspects of life are connected through a place.
- Aesthetic value – the ways in which people draw sensory and intellectual stimulation from a place (i.e. architectural and artistic interest)
- Communal value – the meanings of a place for the people that relate to it.

3.2 A statement of significance follows uses the following ‘grades’ of significance

- **Exceptional** – the elements of the heritage asset which are of exceptional value (equivalent to the highest national or international designations, including World Heritage Sites, Scheduled Ancient Monuments, Grade I and II\* listed structures). Under the NPPF substantial harm should be wholly exceptional.
- **High** – the elements of the heritage asset which are important at a regional and national level (Grade II listed structures and conservation areas). Under the NPPF substantial harm should be exceptional.
- **Medium** – the elements of the heritage asset which are of moderate value and important at a local / regional level (equivalent to local listing status). Buildings, landscapes and structures of this level of significance should be retained where possible, although there is usually scope for adaptation.
- **Low** – the elements of the heritage asset which are very limited in value. The removal or adaptation of these elements is usually acceptable where the work will enhance a related heritage asset.
- **Neutral** – the elements of the heritage asset which have neutral value, neither positive or negative. Again the removal or adaptation of these elements is usually acceptable where the work will enhance a related heritage asset.
- **Negative** – the elements of the heritage asset which have a negative impact or are visually intrusive and removal would be an opportunity for enhancement.
- **Undefined** – any elements which could be of heritage value but have yet to be determined due to lack of available information

#### 3.3 Evidential Value

As noted above, evidential values are those that derive from the potential of a place to yield evidence about past human activity (Conservation Principles para.35). These values will usually comprise physical remains inherited from the past and tend to be primarily archaeological in form. Consequently, the ability to understand and interpret the evidence is diminished in proportion to the extent of its removal or replacement (Conservation Principles para.36).

The site of The Civic Hall holds medium to high evidential value. Although altered the plan form of the Hall remains predominantly legible and there are large areas where the historic fabric has been retained un-altered, in particular to the ceiling of the main hall and the Eldon Street facade. There has been some loss of evidential value where there has been loss and alteration of historic fabric.

### 3.4 **Historical Value**

As noted above, historical values derive from the ways in which people, events and aspects of life can be connected through a place to the present day (Conservation Principles para.39). The evidence may be either illustrative or associative.

The Civic Hall holds high historical value which is both associative and illustrative. The historical value is associated with the historic development of Barnsley and its rise in prominence and the demand for the space.

The historical value is also illustrative as the building provides a high quality example of the civic architecture being constructed during this period. It is also highly illustrative of the building typology and the functions that it housed.

It also has important historical value as a public venue and in relation to events that took place there.

### 3.5 **Aesthetic Value**

Aesthetic value derives from the ways in which people draw sensory and intellectual stimulation from a place (Conservation Principles para 46), in particular architectural and artistic interest.

The Civic Hall holds high aesthetic value. The sites aesthetic value is derived from the architectural design qualities and also its relationship to other buildings within the conservation area.

The elements which are considered to hold the highest aesthetic value are the Eldon Street frontage and the retained parts of the historic interior including the entrance lobby and the main hall.

### 3.6 **Communal Value**

Communal value derives from the meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory (Conservation Principles para 54).

As a public venue, where events and incidents occurred which are held within the collective memory The Civic Hall is considered to have high communal value.

## **4.0 Proposed Works & Heritage Impact Assessment**

### **4.1 SUMMARY OF PROPOSALS**

4.1.1 The proposed works are described in detail within the accompanying application documents which include the Design & Access Statement and the proposed drawings. As such the proposed works are summarised here in sufficient detail to provide the context for the assessment of impact.

4.1.2 The proposed works seek to bring into use the space which has remained vacant since the refurbishment circa 2008. They provide additional event space at ground floor, a new bar restaurant space to the Eldon Street frontage and new residential units above.

### **4.2 HERITAGE IMPACT ASSESSMENT**

4.2.1 The proposals require some areas of demolition / fabric removal works. These include;

1) Later partitions and minor areas of opening up works to connect rooms together to the Eldon Street frontage on all levels.

These works are to limited and localised areas, they do not affect the overall legibility of the plan form and enable the adaptive re-use of the Eldon Street frontage building. These works are not considered to cause harm to the heritage significance.

2) Removal of the non-original shopfronts and canopy.

As previously described the shopfronts have been altered and do not retain the historic joinery. There are some modern doorways retained which conflict with the proposed use of the space as a single bar/ restaurant. The removal of the shopfronts, the signage fascia and the roller shutters will allow for the provision of new shopfronts which meet the requirements for the new use of the space and also are sensitively designed, respecting the rhythm and proportions of the existing building and improving the relationship of the signage fascia to the surrounding architectural detailing including the decorative stonework.

The entrance canopy was not part of the original architectural intent for the building, the canopy that was installed in the early 1900's was removed before the 1960's and as such the extant canopy is a replica and not of heritage significance. It has a poor relationship with the entrance stonework, which as seen to the historic photos provides a focal point to the entrance without the canopy there. The removal of the existing canopy provides the opportunity to reveal and repair the entrance stonework.

As such the works to the shopfronts and the entrance canopy are not considered to cause harm to the heritage significance.

3) Removal of the replica decorative plaster ceiling to the underside of the second floor.

As previously noted the decorative plaster ceiling which is currently located to the underside of the second floor is a replica as the original was removed as part of the works circa 2008. The replica ceiling has been located on plan to the original location of the reading room but on section in a different location. This has provided a significant constraint to the use of the space below. The design team have given this very careful consideration but advice from the acoustic specialist alongside the other design constraints detailed in the Design & Access Statement has determined that this ceiling cannot be retained. Although this ceiling is a replica it is considered to hold some heritage value as it provides evidence of the former reading room ceiling and former use of the space. Therefore the removal of the ceiling is assessed to cause harm although this is considered to be less than significant harm. Options for relocating the replica ceiling have also been carefully considered. It has been determined that it is not possible to relocate it in its entirety to another location within the building, the viability of reconstructing replica sections of the ceiling to another area is to be confirmed following a detailed survey of the ceiling. Should this be possible consideration will be given to including interpretation information alongside this.

4) Removal of the internal circulation to the later extension and the ground floor façade facing the gardens. This is all part of the new build works associated with the refurbishment circa 2008 and therefore does not have any impact on the historic fabric and is not considered to cause harm.

5) Removal of part of the existing wall along gridline E at the second floor to create a new classroom space. The creation of this new structural opening will require the removal of part of the historic plan form. However this does enable viable use of this space and the plan form will remain legible as such this is not considered to cause harm.

#### 4.2.2 The proposed works include the following key design interventions;

1) Creation of a single café bar and booking office space to the ground floor of the Eldon Street frontage. Alterations have previously been undertaken to the shopfronts and the historic frontages and sub-division is no longer extant. The Civic require this space to provide a single bar / restaurant space that has limited sub-divisions. As previously noted this requires limited areas of fabric removal but these works are not considered to cause harm to the heritage significance of the site.

2) Sub-division of the ground floor & first floor space behind the Eldon Street frontage to provide smaller flexible events spaces and associated WC's etc.

The proposed use of this space is critical for the viability of The Civic. The proposals do require the removal of the replica plaster ceiling as previously noted but enable the provision of these key spaces and as such any harm assessed to be caused by the removal of the replica ceiling is considered to be outweighed by ensuring the viable use of the space.

3) Main staircases and access to the residential units

It is proposed that the residential units are accessed from Eldon Street and that the internal circulation then links to the existing main staircase which has been separated from the historic entrance hall. The access to the main staircases from the entrance hall was altered during the works circa 2008. At the moment it is not possible to access either staircase directly from the entrance hall as originally intended. One staircase has been mothballed and the other is blocked off from the entrance hall. The proposals provide an enhancement as they enable the currently mothballed staircase to be opened up and accessed directly from the entrance hall, ensuring that an improvement is made to the existing arrangement. The residential accommodation needs separate circulation which is secure from the other functions within the building. Options for this have been considered and the preferred option is as shown where the currently separated staircase is used for this provision. This ensures that the area which has already been altered is used for this function thereby not requiring additional intrusive alterations to the building. Through pre-app discussions the proposed bin store has been relocated from the Eldon Street elevation to the side elevation, thereby lessening the alteration works required to the main Eldon Street elevation. As such these works are not considered to cause harm to the heritage significance.

3) Provision of a small area of office space to the Eldon Street frontage at first floor and conversion of the remaining space at 1<sup>st</sup>, 2<sup>nd</sup> and 3<sup>rd</sup> floors to residential units

As previously noted these proposals require limited areas of fabric removal to enable the provision of the new office and residential spaces. The proposals do require the subdivision of the former School of Art, note that the area is currently subdivided with partitions to form meeting room and office accommodation. As previously noted the historic plan form has been altered since that shown to the 1923 plans (see Fig 15) and the separate gentlemen and ladies rooms are no longer legible. As such the subdivision of this space is not considered to cause harm to the heritage significant of the site.

4) Provision of gallery and classroom spaces at second floor

This new floor area was created as part of the works circa 2008, some alterations are proposed to enable the creation of a classroom and associated facilities as previously noted. These are not considered to cause harm to the heritage significance.

5) Alterations to the later extension facing Mandela Gardens

This is all part of the new build works associated with the refurbishment circa 2008 and therefore does not have any impact on the historic fabric and is not considered to cause harm.

6) Fabric Repairs focussing on the Eldon Street frontage

The approach to the proposed scope of repair works has been informed by observation of the repairs undertaken to date and signs of further deterioration. It is clear that repairs have been undertaken previously which have included mortar / render repairs (materials not currently known – these could be cement based or lime based) and stone cleaning. There are visible signs of surface erosion to the stonework both at high and low level.

The philosophy of the repair works is to seek to undertake careful conservation led repairs that will aim to reduce the cycle of deterioration and retain the maximum amount of historic fabric.

Staining to the façade has led to algae to projecting stonework details and in these areas there is also surface erosion of the stonework. It is recommended to remove the algae as this can trap moisture and lead to a freeze thaw cycle where the stonework is more significantly affected. Similarly where there is surface erosion to the stonework any rough surfaces can trap moisture which can lead to a freeze thaw cycle and fracturing and loss of stonework. Undertaking careful brushing of the surface of the stonework enables the loose material to be removed ensuring that moisture isn't trapped whilst retaining the maximum amount of historic fabric.

DOFF cleaning is the proposed cleaning method, which will be subject to trial areas and limited to the areas of algae and staining only. This is generally the least intrusive cleaning method as it uses steam and no aggregate. It enables the algae to be removed and halted without the use of biocide. If through the trial sample this is determined to be too intrusive then it is proposed that a biocide treatment will be used on the algae in lieu of the DOFF cleaning.

Stone indent repairs are proposed to a localised area around the main Eldon Street entrance. Lime based render / mortar repairs were considered but through the pre-app liaison it was established that stone indents are considered preferable due to the longevity of the repairs and concerns over colour matching render / mortar repairs. There are also some poorly matched patch repairs to the entrance surrounds. These will firstly be cleaned as the DOFF cleaning process can sometimes result in revealing the original colour match. If they are still visually intrusive after the cleaning then small indents in matching stone will be provided.

At the upper levels a detailed survey will be undertaken to establish the extent of any existing mortar repairs and their condition. Where high level mortar repairs are hollow these will need to be removed and the condition of the stone behind assessed. The use of mortar repairs at high level is not recommended as these repairs have a limited lifespan and use at high level will necessitate more extensive routine inspection and maintenance.

It is proposed that paint analysis of key areas is undertaken as part of the scope of the works as this will provide interesting information about the historic paint schemes used on the building which can inform the final decorative scheme and will also ensure that evidence of the historic paint schemes is recorded prior to redecoration.

- 4.2.3 In summary, the proposals predominantly retain, repair and enhance the historic fabric, enable the elements of historic interest to be legible and enable the viable future for the site. The proposals will have beneficial impact on the conservation area ensuring that the Eldon Street frontage is repaired and enhanced and do not have an impact on the setting of adjacent heritage assets.

## 5.0 Statutory Requirements

5.1 The aim of the following statement is to demonstrate that the proposed works meet the requirements of the Planning (Listed Buildings and Conservation) Act 1990 and the National Planning Policy Framework 2018.

### 5.2 PLANNING (LISTED BUILDINGS AND CONSERVATION AREAS) ACT 1990

5.2.1 Section 16 of the Act requires that in considering whether to grant listed building consent special regard should be given to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

5.2.2 Section 72 requires that in a conservation area special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

5.2.3 Response: In all instances where design interventions are required to enable to viable use of the building the design process has included careful consideration of any possible alternatives to ensure that the level of intervention is necessary to enable the works to take place. The proposals so require some intervention but predominantly retain, repair and enhance the historic fabric, enable the elements of historic interest to be legible and enable the viable future for the site. The proposals will have beneficial impact on the conservation area and do not have an impact on the setting of adjacent heritage assets. As such the proposals have carefully considered the building, its setting and the features of special architectural and historic interest which it possesses.

### 5.3 National Planning Policy Framework (NPPF)

5.3.1 Section 16 (paras 189-208) of the NPPF is specific to conserving and enhancing the historic environment.

5.3.2 Para 194 states *'In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by 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 proposals on their significance.'*

5.3.3 Para 197 states; *'In determining planning applications, local planning authorities should take account of:*

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

5.3.4 Para 199 states; *'When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation.'*

5.3.5 Para 200 states; *'Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification.'*

5.3.5 Para 202 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'*

5.3.5 Response: As previously noted, in all instances where design interventions are required to enable the refurbishment of the building the design process has included careful consideration of any possible alternatives to ensure that the level of intervention is necessary to enable the works to take place. As such clear justification has been provided for the alteration works in accordance with para 194.

The proposals do require some intervention but predominantly repair and enhance the historic fabric and enable the elements of historic interest to be legible. One area of intervention, the removal of the replica decorative plaster ceiling, has been assessed to cause less than substantial harm. This assessed harm is considered to be outweighed by the benefits of the scheme including securing the optimum viable use for the space affected and the building as a whole.

The benefits of the scheme include;

- The sympathetic adaptive re-use of this Grade II listed building which will have a positive impact on the regeneration of this part of Barnsley and help secure the long term future of the heritage asset.
- The adoption of a design approach for the works as a whole which related well to the site, the heritage asset and the Conservation Area.
- Carefully considered repairs to the Eldon Street frontage which seeks to retain the maximum amount of historic fabric whilst addressing areas which are continuing to decay.
- Carefully considered shopfront detailing which allows the extant historic features to be more legible.

## 6.0 Conclusions

- 6.1 The NPPF requires planning applicants and local planning authorities to assess and understand the particular nature of the significance of heritage assets which will be affected by proposed development. Such assessment of heritage asset significance is necessary to understand the potential impact of proposed development.
- 6.2 This report considers the nature of the significance of the site of The Civic, Barnsley. The analysis shows that the Grade II listed building is an integral part of the Regent Street / Church Street / Market Hill Conservation Area and retains elements of heritage significance internally and externally which are important to the character and heritage value, albeit altered.
- 6.3 The report identifies that predominantly the proposals repair and enhance the historic fabric. They include a philosophy of repair works which seek to undertake careful conservation led repairs that will aim to reduce the cycle of deterioration and retain the maximum amount of historic fabric. The interventions have all been carefully considered and in the most part have been assessed to not cause any harm to the heritage significance of the site. There is one area of intervention, the removal of the replica decorative plaster ceiling that has been assessed to cause less than substantial harm. This harm is considered to be outweighed by the benefits of the scheme, which include;
- The sympathetic adaptive re-use of this Grade II listed building which will have a positive impact on the regeneration of this part of Barnsley and help secure the long term future of the heritage asset.
  - The adoption of a design approach for the works as a whole which related well to the site, the heritage asset and the Conservation Area.
  - Carefully considered repairs to the Eldon Street frontage which seeks to retain the maximum amount of historic fabric whilst addressing areas which are continuing to decay.
  - Carefully considered shopfront detailing which allows the extant historic features to be more legible.
- 6.4 The proposals therefore fulfil the requirements of the Planning (Listed Buildings and Conservation Areas) Act 1990 and the relevant sections of the NPPF.