

Proposed Development: Implementation of re-roof with use of reclaimed slate including replacement roof lantern, rain water goods and associated works – Full Planning Application (10/23/0079) and Listed Building Consent (10/23/0080)

Site Address: Blackburn Museum & Arts Gallery, Richmond Terrace, Blackburn, BB1 7AJ

Applicant: Blackburn with Darwen Borough Council

Ward: Blackburn Central

Councillor Samim Desai
Councillor Mahfooz Hussain
Councillor Zamir Khan



1.0 SUMMARY OF RECOMMENDATION

1.1 The proposed developments are recommended to be granted Planning Permission and Listed Building Consent, subject to the conditions detailed in Section 5.

2.0 KEY ISSUES/SUMMARY OF PLANNING BALANCE

2.1 These applications are presented to the Planning and Highways Committee, in accordance with the Council's Constitution, and given that the application is made on behalf of the Council. The site is also owned by the Council.

2.2 The proposed development has been publicised through letters to residents and occupants of the nearest 12 adjacent properties on 17th March 2023. A site notice was displayed outside of the site on 21st March 2023. A press notice was also posted in the Lancashire Telegraph on 24th April 2023. No public comments have been received for the application so far. Should any comments be made ahead of the committee meeting, they will be presented as part of a committee update report.

2.3 The Council's development plan supports heritage and community developments, provided they constitute sustainable development, and accord with the development plan when taken as a whole.

2.4 The proposed developments involve the implementation of re-roof with use of reclaimed slate to the Grade II listed Blackburn Museum & Arts Gallery. The installation of a replacement roof lantern, new rain water goods and associated works are also proposed. The works are predominantly required in order to prevent water ingress and improve the overall efficiency of the building.

2.5 On balance, the proposals would be satisfactory from a technical point of view, with all issues having been addressed through the application process, or capable of being controlled or mitigated through appropriately worded planning conditions.

2.6 The key issues to be addressed in determining this application are as follows;

- Assessing impacts on the historical significance of the listed building
- Ensuring the character of the Northgate Conservation Area is safeguarded
- Safeguarding the amenities of the immediate neighbours
- Conserving the safety and capacity of the local highway network
- Assessing the potential for roosting protected species to be present

3.0 RATIONALE

3.1 Site and Surroundings

3.1.1 As detailed above, the application site is a Grade II listed building that is currently subject to a range of structural issues given its age. The site is located

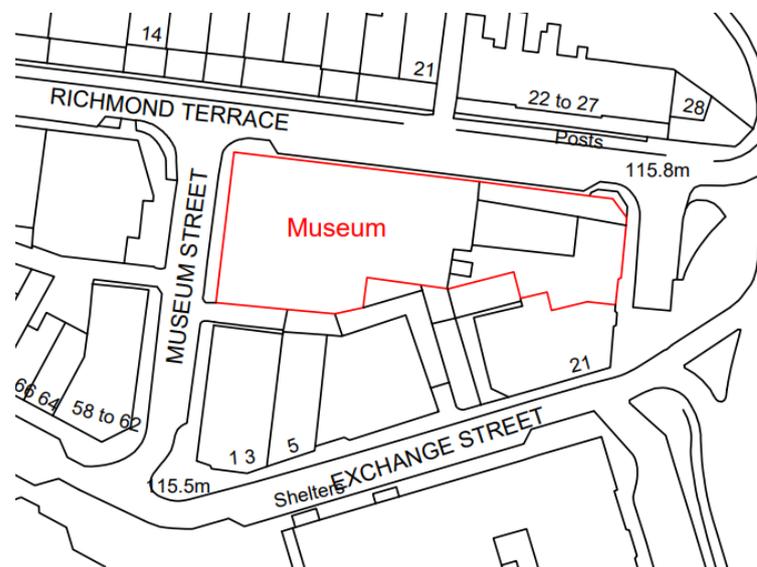
within Blackburn Town Centre and the Northgate Conservation Area. Large commercial buildings surround to three sides with open land positioned to the east.

Figure One – Satellite image of the site



3.1.2 The site covers an area of circa 700 square metres, which is predominantly taken over by the footprint of the building. A fenced courtyard to the rear (east) of the building is also included within the application site boundary. Public access to the main building is gained to the west elevation from Museum Street. A number of service doorways provide alternate entrance points.

Figure Two – Location Plan



3.1.3 Blackburn Museum and Arts Gallery is a two-storey building, which is predominantly constructed from natural stone. It has been built in an ornate Gothic Revival style. Brick has been used to finish the service sides of the building. The building is approximately 149 years old, having been opened to the public in 1874. A library has historically been operated from the ground floor with an art gallery above.

3.1.4 The building has a multi-pitched slate roof and a sequence of glazed features, including rooflights and lanterns. The roof of the building is currently in a state of disrepair with some significant fabric issues and water ingress, which need to be addressed as part of the proposed maintenance works. The building also features a range of stone motifs that depict a number of images from various local professions of the day alongside science, innovation and classical scenes.

Figure Three – Historical image of the site (c 1880)



3.2 Proposed Development

3.2.1 The proposals broadly involve high level works to repair the roof of the building with the relaying of the existing slate roof and flat roof sections and the replacement of an existing lantern. Other minor works will also be undertaken including repairs to existing parapets and rain water goods. The works are required to prevent the ingress of water, which is affecting internal structure/decoration and threatening collections within the museum.

Figure Four – Photos of building defects

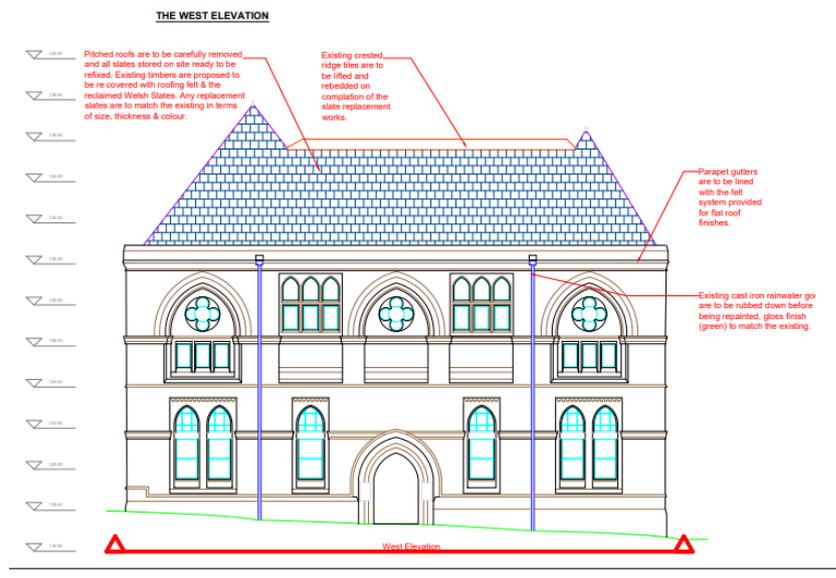


3.2.2 The works proposed to the pitched roofs include the removal of the existing slates and ridge tiles in order to allow for insulation and new felt to be applied. Any new roofing materials required will match those of the existing building. The rooflights and small dormer currently visible within the main body of the roof would be removed. The voids left by those features would be covered in plywood and felt and then covered in matching slates. Black plastic new rain water goods would also be installed on the main body of the roof.

3.2.3 The works proposed to the flat roofs include the installation of a new plywood surface with felt. New felt would also be applied as part of the parapet features. New insulation panels would be fitted beneath the new roof. A replacement aluminium roof lantern would be installed, annotated as Lantern no 1 on the submitted roof plan. The two larger roof lanterns would be retained and modified in order to allow for the new roof coverings. A new galvanised handrail would also be installed enclosing the flat areas of the roof.

3.2.4 Further to those works, the stone chimney stack would be reduced in height given structural deficiencies. The stack would be rebuilt and it would rise no higher than 0.6m above the roof plane. A lime based mortar mix would be used to rebuild that feature. The existing cast iron rain water goods would also be retained and repainted in green gloss, which matches the existing finish of those features.

Figure Four – Proposed front (west) elevation



3.3 Case Officer Site Photos



3.4 Development Plan

3.4.1 Local Plan Part 2 (adopted December 2015)

- Policy 8: Development and People
- Policy 9: Development and the Environment
- Policy 10: Accessibility and Transport
- Policy 11: Design
- Policy 36: Climate Change
- Policy 39: Heritage

3.4.2 Conservation Areas Supplementary Planning Guidance (SPG)

3.4.3 Listed Buildings Supplementary Planning Guidance (SPG)

4.0 **ASSESSMENT**

4.1 Design and Heritage Assets

4.1.1 As detailed above, the Blackburn Museum & Arts Gallery is a Grade II listed building that is located within the Northgate Conservation Area. Both are designated heritage assets. Policy 11 requires all development proposals to present a good standard of design. Policy 39 requires all development proposals that have the potential to affect any designated heritage asset, either directly or indirectly, including by reference to their setting, to sustain or enhance the significance of the asset. Those requirements are broadly reinforced by the requirements of the Listed Buildings and Conservation Area SPGs.

4.1.2 The building forms a landmark feature within the conservation area and town centre. It is nationally rare in its architectural style owing to the sequence of motifs that adorn its most prominent elevations. A number of irreplaceable artefacts are also contained within. Therefore, any development proposals to improve its structural integrity would be welcomed propositions.

4.1.3 A comprehensive review of the proposals has been undertaken by the BwD Heritage Advisor. No objections have been raised by them and the case officer concurs with their findings. The majority of the works proposed involve maintenance operations, which do not technically require any formal of planning consents. Largely the proposed works are sensible repair to the existing roof and would involve very little change to the historic fabric of the building. Externally the works will cause no discernible change in the appearance of the building, especially when viewed from ground level.

4.1.4 The building is characterised by its steep slated roofs which form around three sides of the building, with a central flat roofed section. The east elevation having a stone parapet arrangement and being open to view, from across Richmond Terrace at the rear. From this view you can see the top of the one of the existing over-felted lanterns, with the other two being invisible from ground level.

- 4.1.5 The two existing over-felted lanterns will have a new timber board deck covering. Replacing lead with Glass Reinforced Plastic within the valleys is regrettable but understandable given the costs involved. Those changes would be unseen work. Undertaking re-bedding and repointing of coping stones is sensible as is repairing the sections of downpipes.
- 4.1.6 The only notable change is the replacement of an existing glass and metal framed lantern which lies on the western end of the enclosed flat roof section of the roof. This pitched glass lantern is not over-felted and is in a poor condition. The structure is visible from inside providing light for the main staircase. The submitted Heritage Statement notes that the lantern structure is severely corroded and beyond repair. The proposal is to install a new aluminium framed lantern of the same design.
- 4.1.7 The BwD Conservation Advisor is of the view that the need for the works is well justified and meets the requirements Policy 39. Clearly, safeguarding the building and its collections is of key importance from a heritage standpoint. This brings forward numerous public benefits. The proposals would also improve the thermal efficiency of the building, thereby contributing towards the overarching objectives of Policy 36. The high level repair works themselves would be largely unseen and they will ultimately cause no material harm to the historic significance of the listed building.
- 4.1.8 The works to replace the last remaining glass lantern above the staircase is adequately justified. Whilst the change to a modern aluminium structure of the same design involves a certain level of change, the loss will not cause any substantive level of harm to the listed building. There will be no change to the internal character of the building. Similarly, the works will cause no harm to either the character or appearance of the Northgate Conservation Area.
- 4.1.9 A condition is recommended in order to ensure any materials used in the proposed works match the existing building and are in accordance with the submitted details. Subject to compliance with that condition, the proposed development would be acceptable with reference to design and heritage assets, in accordance with Policies 11 and 39 together with the guidance of the Listed Buildings and Conservation Areas SPG.

4.2 Residential Amenity

- 4.2.1 The site is positioned adjacent to a number mixed-use buildings that have residential accommodation within them. Policy 8 states that all development proposals must secure a satisfactory level of amenity and safety for surrounding uses with reference to noise, vibration, dust, other pollution or nuisance, and the general relationship between buildings.
- 4.2.2 Once complete the proposed works would have no harmful impacts upon the amenities of the immediate neighbours owing to their nature. Conditions are advised in order to control the logistics of the construction phase and construction working hours in order to safeguard the amenities of neighbours during construction works. Subject to compliance with those conditions, the

proposed development would be acceptable with reference to residential amenity, in accordance with Policy 8.

4.3 Highway Safety

4.3.1 The site occupies a town centre location and is positioned adjacent to number of well-used roads. Policy 10 outlines a general requirement for all development proposals to not prejudice road safety, or the safe, efficient and convenient movement of all highway users.

4.3.2 Once complete the proposed works would have no harmful impacts upon the highways network owing to their nature. That said, the proposals involve works to the roof of a tall building within a town centre location and impacts upon the local highways network should be appropriately minimised. The courtyard to the rear could provide a certain level of capacity yet the highways network would also likely be utilised when the scale of the works and limited grounds of the building is taken into account.

4.3.3 A condition is therefore advised in order to control the logistics of the construction phase, as detailed above. The condition is also necessary in order to protect the safety and capacity of the local highways network during that phase. Subject to compliance with that condition, the proposed development would be acceptable with reference to highway safety, in accordance with Policy 10.

4.4 Ecological Assessments

4.4.1 The site is historic slate-roofed building that could potentially provide roosting/nesting habitat for protected species. Policy 9 states that development will be permitted where, following implementation of any required mitigation, there is no unacceptable impact on environmental assets or interests, including habitats and species. A Preliminary Bat Roost Assessment has been submitted in support of the application. The report identifies the building to have a low roosting potential.

4.4.2 However, a number of measures are detailed within the report to ensure harm to any protected species that are potentially present within the building is appropriately minimised. Those measures include the supervision of an Ecologist during key stages of the works. A condition is recommended to ensure the development is implemented in accordance with those measures. Subject to compliance with that condition, the proposed development would be acceptable with reference to ecological assessments, in accordance Policy 9.

4.5 Summary

4.5.1 These applications seek Full Planning Permission and Listed Building Consent for the implementation of a re-roof with use of reclaimed slate including replacement roof lantern, rain water goods and associated works to the Grade II listed Blackburn Museum & Arts Gallery. Subject to appropriate conditions, the proposed developments would be acceptable on all the relevant planning

grounds, in accordance with the policies and guidance notes detailed in Section 3.4.

4.5.2 Section 38 of the Planning and Compulsory Purchase Act 2004 requires applications to be determined in accordance with the development plan, unless material considerations indicate otherwise. Subject to appropriate conditions, the proposals would be acceptable in terms of design and heritage assets, residential amenity, highway safety, and ecological assessments.

4.5.3 The developments therefore comply with the development plan. There is a positive presumption in favour of approving the developments and there are no material reasons to object to the applications.

5.0 RECOMMENDATION:

That delegated authority is given to the Strategic Director of Growth and Development to approve planning permission for the Full Planning Application (10/22/0912) and Listed Building Consent (10/22/0913), subject to the following conditions;

5.1 Full Planning Application

5.1.1 The development hereby permitted shall be begun before the expiration of three years from the date of this planning permission.

REASON: Required to be imposed pursuant to Section 51 of the Planning and Compulsory Purchase Act 2004.

5.1.2 Unless explicitly required by condition within this consent, the development hereby permitted shall be carried out in complete accordance with the proposals as detailed on the following drawings and technical documents: Location Plan (CA/0027 22/23 – 01), CA/0026 22/23 – 02, CA/0026 22/23 – 03, CA/0026 22/23 – 04, 22/23 – 0027a, 22/23 – 0027b, 22/23 – 0027c, 22/23 – 0027d, Rooflight Specification, and Specification Summary (Bauder Total Roofing System).

REASON: For the avoidance of doubt and to clarify which plans are relevant to the consent.

5.1.3 The materials and finishes to be used for the implementation of the development hereby approved shall be as stated on the submitted application form, approved drawings, and submitted technical documents.

REASON: Those materials/finishes are acceptable for this development and site, in the interests of visual amenity and preserving the historical significance of the listed building, and to comply with the requirements of Policies 11 and 39 of the Blackburn with Darwen Borough Council Local Plan Part 2, Site Allocations and Development Management Policies (Adopted 2015).

5.1.4 No development shall commence on site unless and until, a Construction Method Statement has first been submitted to and approved in writing by the Local Planning Authority, which shall provide for but not be exclusively limited to the following;

- a) The parking of vehicles of site operatives and visitors;
- b) The loading and unloading of plant and materials;
- c) The storage of plant and materials;
- d) The locations of any required scaffolding;
- e) The locations of operational cranes, where relevant;
- f) Measures to control the emissions of dust and dirt, where relevant;
- g) Measures to control noise and vibrations, where relevant;
- h) A scheme for the recycling/disposing of waste;
- i) Any required security hoardings;
- j) Details of the type, position and height of any required external lighting, and;
- k) A plan showing the location and arrangement of those provisions;

The development shall thereafter be implemented in strict accordance with all of the measures detailed within the approved Construction Method Statement, unless otherwise agreed in writing.

REASON: In order to control the logistics of the construction phase, in the interests of residential amenity and highway safety, and to comply with the requirements of Policies 8 and 10 of the Blackburn with Darwen Borough Council Local Plan Part 2, Site Allocations and Development Management Policies (Adopted 2015).

5.1.5 All construction works associated with the development hereby approved shall only take place between the following hours;

- a) Monday – Friday: 08:00 – 18:00 hours;
- b) Saturday: 09:00 - 13:00 hour, and;
- c) No such works shall take place on any Sundays or Bank Holidays.

REASON: In order to minimise the potential for noise pollution to occur for the immediate neighbours from the construction phase, in the interests of residential amenity, and to comply with the requirements of Policy 8 of the Blackburn with Darwen Borough Council Local Plan Part 2, Site Allocations and Development Management Policies (Adopted 2015).

5.1.6 The development hereby approved shall be implemented in strict accordance with all of Reasonable Avoidance Measures and the measures of ecological mitigation detailed contained within the submitted Preliminary Roost Assessment, prepared by Bowland Ecology and dated November 2022.

REASON: In order to minimise potential harm to bird and bat populations during construction works, in the interests of biodiversity, and to comply with the requirements of Policy 9 of the Blackburn with Darwen Borough Council Local

Plan Part 2, Site Allocations and Development Management Policies (Adopted 2015).

5.2 Listed Building Consent

- 5.2.1 The works hereby approved shall be begun before the expiration of three years from the date of this consent. No later than three days after works first begin on site, written notice shall be given to the Local Planning Authority of the date on which works are first commenced.

REASON: To comply with Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and to ensure the Local Planning Authority is informed of the commencement of the first works on the site.

- 5.2.2 Unless explicitly required by condition within this consent, the development hereby permitted shall be carried out in complete accordance with the proposals as detailed on the following drawings and technical documents: Location Plan (CA/0027 22/23 – 01), CA/0026 22/23 – 02, CA/0026 22/23 – 03, CA/0026 22/23 – 04, 22/23 – 0027a, 22/23 – 0027b, 22/23 – 0027c, 22/23 – 0027d, Rooflight Specification, and Specification Summary (Bauder Total Roofing System).

REASON: For the avoidance of doubt and to clarify which plans are relevant to the consent.

- 5.2.3 The materials and finishes to be used for the construction of the development hereby approved shall be as stated on the submitted application form, and approved drawings, and technical documents.

REASON: Those materials/finishes are acceptable for this development and site, in the interests of visual amenity and preserving the historical significance of the listed building, and to comply with the requirements of Policies 11 and 39 of the Blackburn with Darwen Borough Council Local Plan Part 2, Site Allocations and Development Management Policies (Adopted 2015).

6.0 PLANNING HISTORY

- 6.1 No relevant planning history.

7.0 CONSULTATIONS

- 7.1 BwD Heritage Advisor – Blackburn Museum is a prominent late C19 stone building which faces onto Museum Street and Richmond Terrace. The building has a gothic revival style with later - early C20 'Arts and Crafts' detailing. The building is a Grade 2 Listed Building (HE Ref 1223411). The site also lies within Northgate Conservation Area.

(Legislation) The principle statutory duty under the Planning (Listed Building and Conservation Areas) Act 1990 is to preserve the special character of

heritage assets, including their setting. LPA's should, in coming to decisions, consider the principle Act. Which states the following;

Listed Buildings - Section 16(2) and 66(1) – In considering whether to grant planning permission and or LBC for development which affects a listed building or its setting, the LPA 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.

Conservation areas – Section 72(1) – In undertaking its role as a planning authority, the Council should in respect to conservation areas pay special attention to the desirability of preserving or enhancing the character or appearance of that area. In relation to conservation areas decision makers should consider the impacts on the character and appearance of a conservation area (which includes its setting) separately and that development proposals need to satisfy both aspects (to preserve or enhance) to be acceptable.

Planning Guidance and Policy – National Planning Policy Framework

In determining planning applications LPA's should take account of;

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

P.199 states that when considering the impact of proposals on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be applied. This is irrespective of whether any harm is identified as being substantial, total loss or less than substantial harm to its significance.

Local Plan;

- a) Blackburn with Darwen Borough Council Strategic Local Plan
- b) Policy CS17 (Built and Cultural Heritage)
- c) Local Plan Part 2 – Policy 39.
- d) Northgate Conservation Area Character Appraisal June 2009

(Conclusion) As I am required to do so, I have given the duty's imposed by S.16(2)/s.66(1) and s.72(1) of the P(LBCA) Act 1990 considerable weight in my comments. As indicated above, given the nature of the repairs to the roof I feel the works are justified and will help sustain the significance of the listed building and the collections of the museum. In this regard the proposal meets the requirements of Chapter 16 of the NPPF. and would accord with Policy CS17 Local Plan Part 2 and Policy 39 of the Local Plan.

7.2 Ward Cllrs

7.3 No public responses received

8.0 CONTACT OFFICER: Christian Barton – Planning Officer

9.0 DATE PREPARED: 11th May 2023

10.0 SUMMARY OF REPRESENTATIONS – none received.