

PROPOSED REDEVELOPMENT AT THE FORMER GOLDEN BALL INN

BROUGHTON, CITY OF PRESTON



HERITAGE ASSESSMENT

GARRY MILLER
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CONTENTS

1: Executive Summary	4
2: The Site	5
3: The Proposal/Scope of this Report	7
4: Historical Context	9
5: Analysis of the Building	14
6: Assessment of Significance	22
7: Planning Policy Context	24
8: Impact of the Proposal	26
Appendix 1: Principal Sources	28
Appendix 2: Garry Miller Historic Building Consultancy	28

1: EXECUTIVE SUMMARY

This report supports proposed redevelopment of the former Golden Ball Inn, now the Touch of Spice restaurant, which is located in the village of Broughton within the City of Preston, Lancashire. The building has recently been selected for local listing by Preston City Council.

A pre-application enquiry has been submitted to Preston City Council for demolition of the existing building and replacement by a new mixed-use development incorporating four ground floor retail units along with a high-quality B1 first floor office unit and associated car parking. The heritage issue arising is the proposal's impact upon the significance (i.e. heritage interest and value) of the locally-listed building. The scope and purpose of this report is to identify this significance and assess how it will be affected by the proposal.

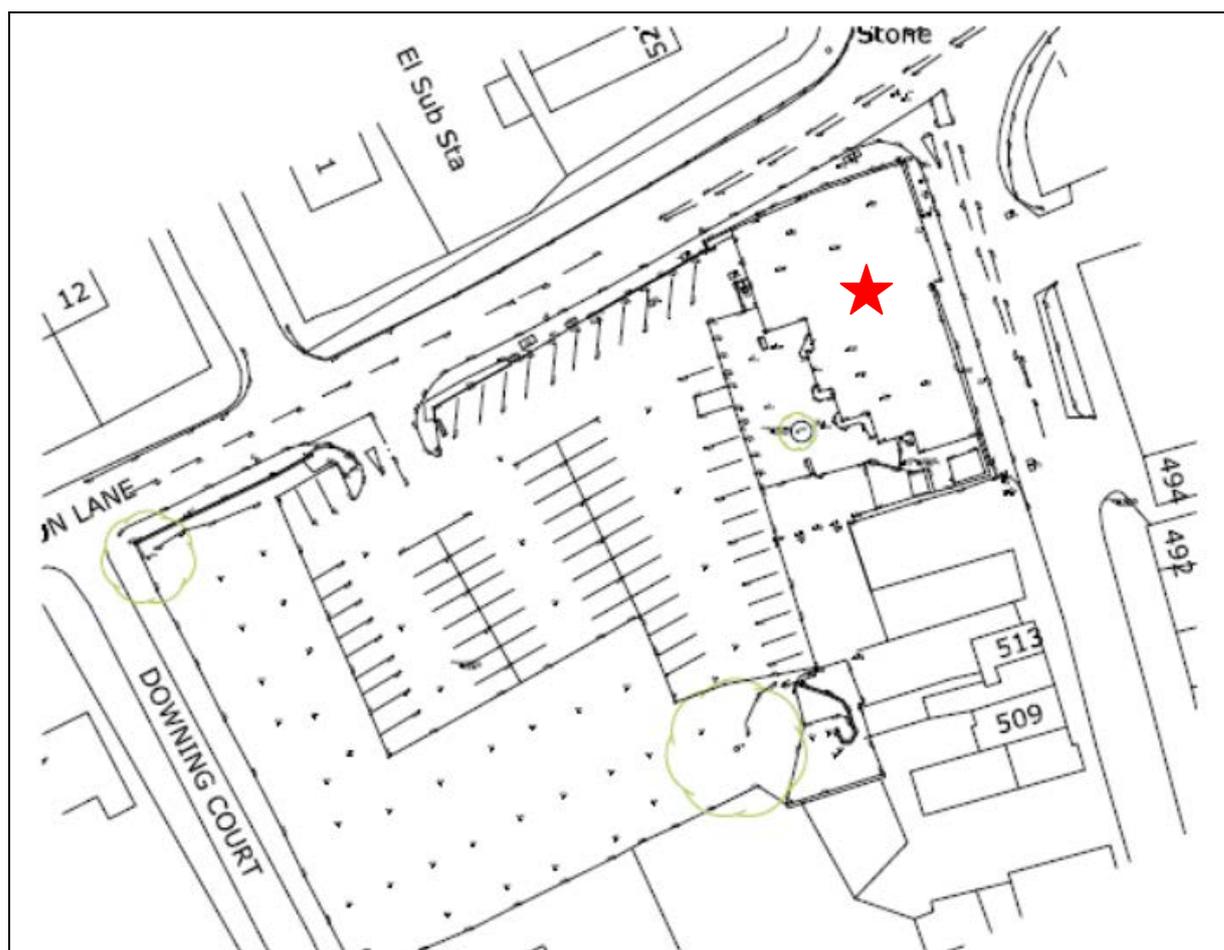
The evidence presented in this report demonstrates that the former Golden Ball is of significance primarily for historical reasons. However, these associations do not relate to the present building but to its predecessors – an important distinction to which considerable weight must be given in making a balanced planning judgement on the demolition proposal. Although a predecessor of the Golden Ball is recorded in the early 17th century, the site has experienced a long sequence of rebuilding. The present structure is a post-1925 remodelling of a late 19th century building that now bears little resemblance to its original appearance and has no architectural distinctiveness. Furthermore there are substantial modern additions to the rear and the interior has been opened up and extensively altered, making the building effectively a modernised shell.

As the former Golden Ball is primarily of historical significance only, its loss is not considered to represent substantial harm. National planning guidance therefore requires this harm to be weighed against the public benefits of the proposal. The proposal would bring substantial benefits to the local community by providing a high-quality development offering facilities and services in a sustainable location, along with employment opportunities for Broughton and the wider City area. In delivering these benefits, the proposal is also in accordance with the aims of the emerging Broughton Neighbourhood Local Plan, whose prime objective is to secure a significantly-enhanced range and quality of local services and community facilities, including a vibrant local centre within the heart of the village.

These benefits are considered to outweigh the harm of the building's loss and hence the proposal conforms to relevant national guidance and regional and local planning policy. Consent for the proposal should therefore be granted.

2: THE SITE

The application site is the former Golden Ball Inn, now the Touch of Spice restaurant, is located in the village of Broughton, one of the communities within the City of Preston, Lancashire. It stands in a prominent location at the crossroads that define the northern edge of the village, formed by the junction of the A6 Garstang Road with Woodplumpton Lane to the west and Whittingham Lane to the east. The building is essentially an L-shaped two-storey structure fronting Garstang Road while to the rear are single-storey extensions overlooking a large car park adjoining Woodplumpton Lane.



Map 1. Location of the former Golden Ball, now Touch of Spice



1. Looking south to the building from the Broughton crossroads



2. The building as seen looking north along Garstang Road

3: BACKGROUND TO THIS REPORT

3.1 Designation

The former Golden Ball has recently been selected for local listing by Preston City Council.

3.2 Proposed development

A pre-application enquiry has been submitted to Preston City Council for demolition of the existing building and replacement by a new mixed-use development incorporating four A1-3 class ground floor units along with a high-quality first floor office unit on the corner of Woodplumpton Lane/Garstang Road, and associated car parking.

3.3 Heritage impact

The heritage issue arising is the impact upon the significance (i.e. heritage interest and value) of the locally-listed building.

3.4 Scope and purpose of this report

Paragraph 128 of the National Planning Policy Framework states local planning authorities should require an applicant to describe the significance of the heritage assets affected, including the contribution made by their setting. The scope and purpose of this report is therefore to identify the significance of the former Golden Ball and to assess how this will be affected by the proposal. In accordance with paragraph 128, it is considered the level of detail presented is proportionate to the significance of the heritage asset, and is no more than is necessary to understand the impact of the proposal. This report is to be read in conjunction with other documentation submitted in support of the application.

3.5 Report structure

This is as follows:

1. A brief account of the historical background relating to the site (Section 4)
2. Analysis of the undesignated building (Section 5)
3. A summary of its heritage significance (Section 6)
4. A review of the national and local heritage policies against which the application will be assessed (Section 7)
5. Analysis within this policy context of the proposal's impact upon the significance of the undesignated building (Section 8)

4: HISTORICAL CONTEXT

4.1 Origins of the building

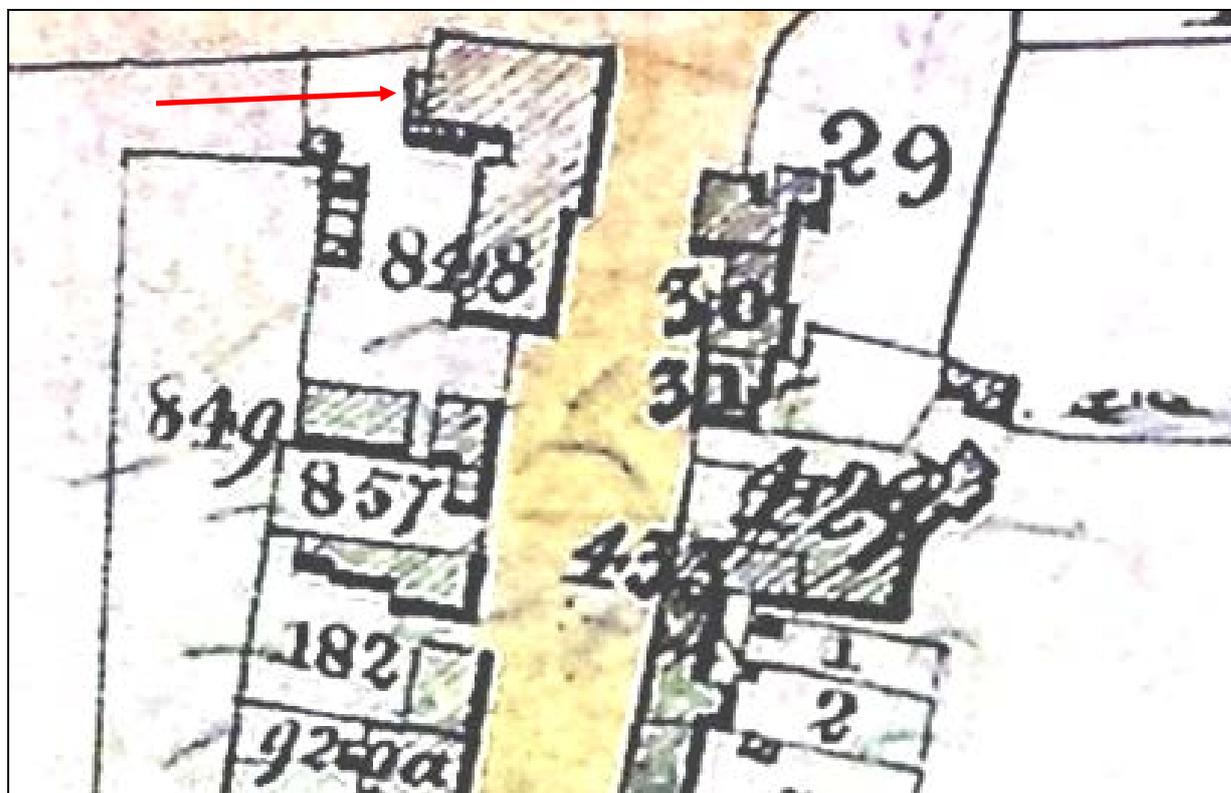
The former Golden Ball was a coaching inn on the packhorse/turnpike road between Lancaster and Preston (now the A6), located at the crossroads formed by its junction with local lanes from Woodplumpton and Whittingham. By 1629, along with the Shuttleworth Arms, it was one of two farms/hostelries at the crossroads that formed staging posts for travellers, a role both sustained into the early 20th century. The name was originally The Blue Ball. The building is said to have been rebuilt in the 1760s and was adjoined to the south by a saddlers, store and corn mill. On May 6, 1787, it hosted the inaugural meeting of the Broughton Catholic Charitable Trust, formed to assist the poor of the district after a smallpox epidemic and which still continues today. A local blue plaque on the north elevation of the building commemorates this event. By 1807, the inn was occupied by the Parkinson family, who remained there until the 1870s. By this time the turnpike had been superceded by the railway, but the Parkinsons seized the opportunity to put on a carriage service from the inn to the station. By 1881, they had been succeeded by John Philipson, innkeeper and farmer of 20 acres. James Bell was publican by 1901, and replaced by Richard Bretherton a decade later. At this time the building had a radically different appearance, as shown in Plate 3 below: these alterations are examined in detail in section 6.2. In the late 20th century the premises changed names several times, first to Bay Tree, then Gate of Bengal and finally Touch of Spice.



3. The former Golden Ball (left) as it appeared at the turn of the 20th century

4.2 Development of the site

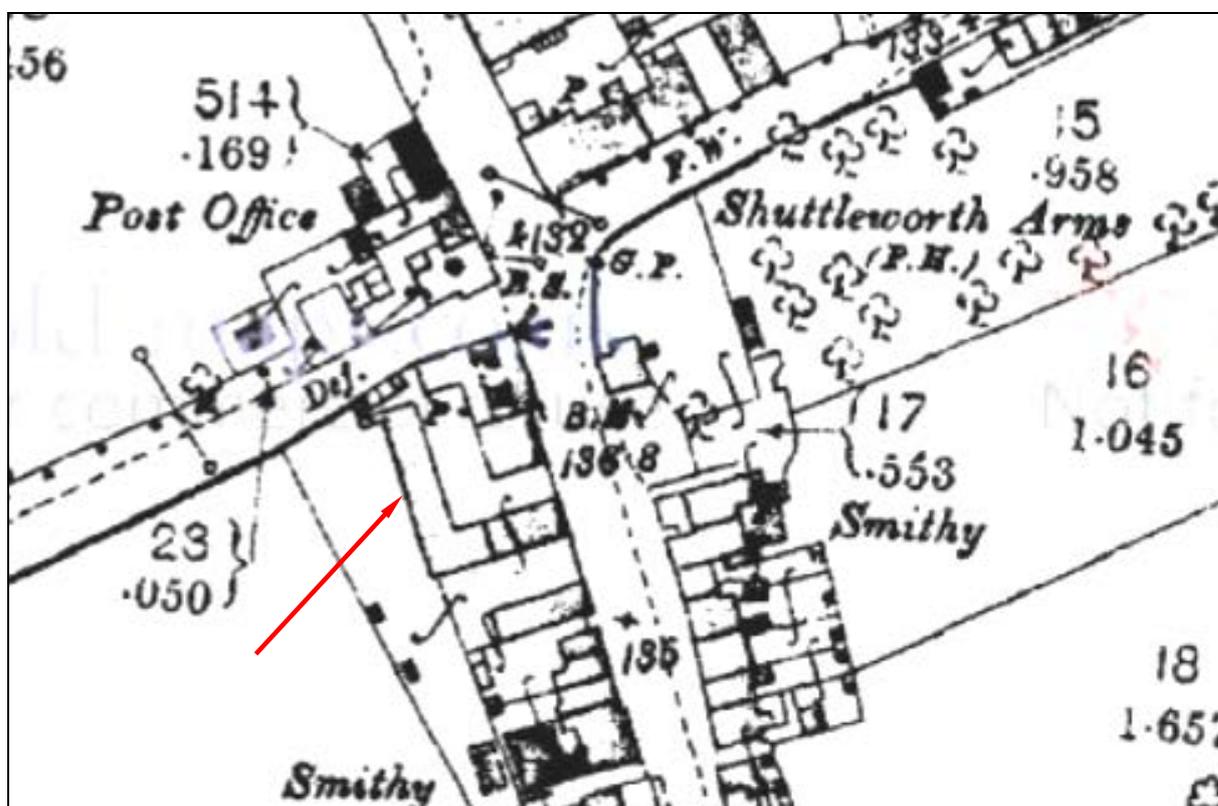
Map evidence demonstrates how considerable rebuilding took place on the site between the mid-19th and mid-20th century, and indeed subsequently. The 1850 tithe survey map (Map 2) shows a staggered L-shaped building with a wide rear wing, and this is also depicted by the 1844 six-inch OS mapping (Map 3). By 1893 (Map 4) this had been replaced by a structure with a different footprint, which, along with old photographs (Plates 3 to 6), suggests a rebuilding occurred in the later 19th century. This may have occurred when the long tenure of the Parkinsons ended in the 1880s. A further L-shaped building had also appeared to the rear by 1893, most likely a stable range. By 1932 (Map 6) the latter had mostly been removed while small additions had been made to the rear of the main building. Further additions had occurred by the early 1960s (Map 7), with the present single-storey elements at the rear added probably in the late 20th century.



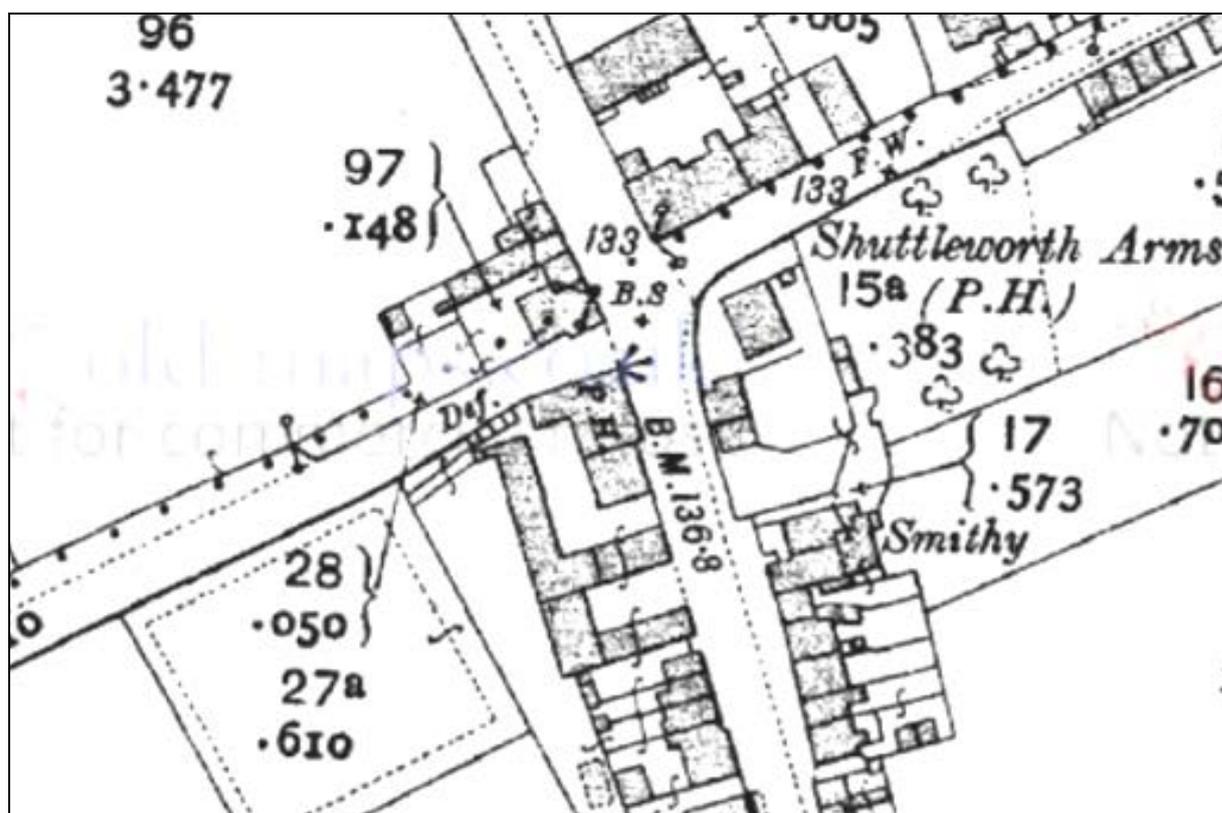
Map 2. Enlargement of the 1850 tithe survey map shows an L-shaped building occupying the site



Map 3. The 1844 six-inch OS mapping shows a building of similar footprint



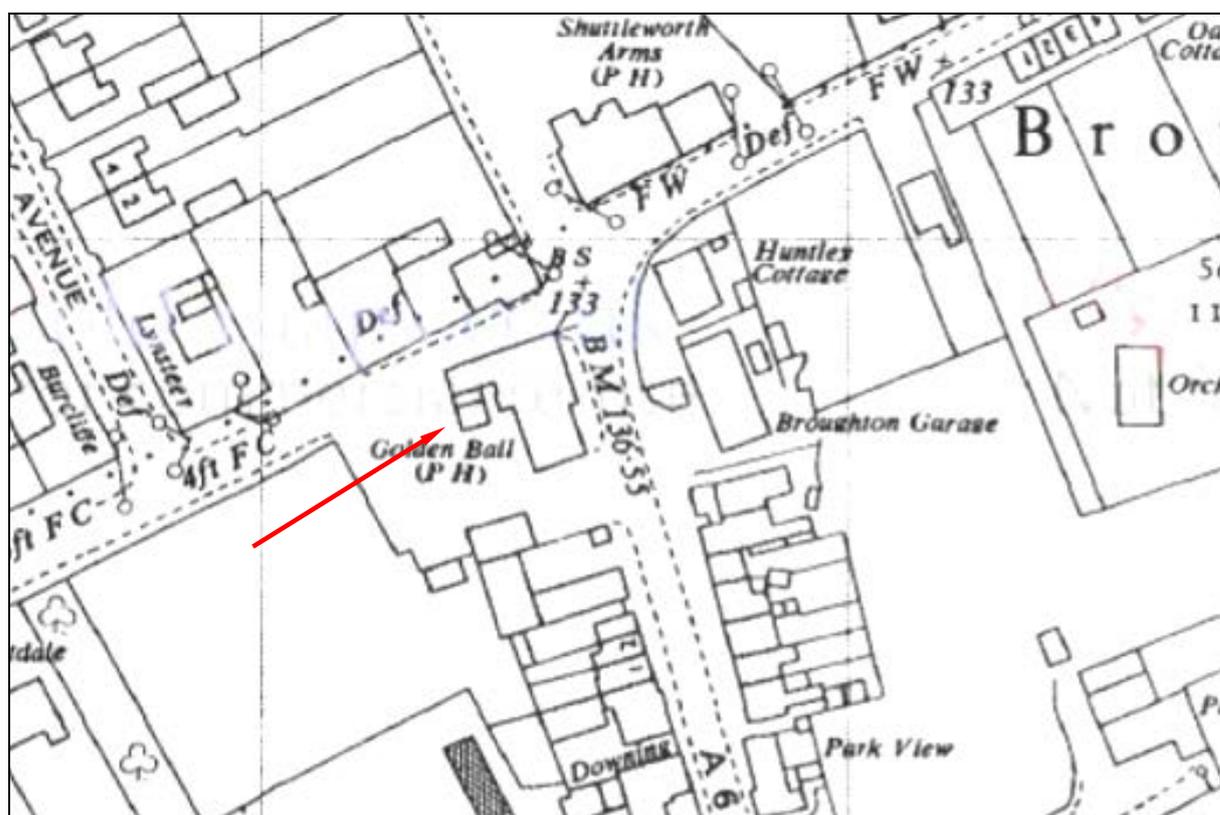
Map 4. The 1893 25-inch OS edition records a building of different form, implying rebuilding in the interim, along with a large L-shaped range, probably stables, to the rear (indicated)



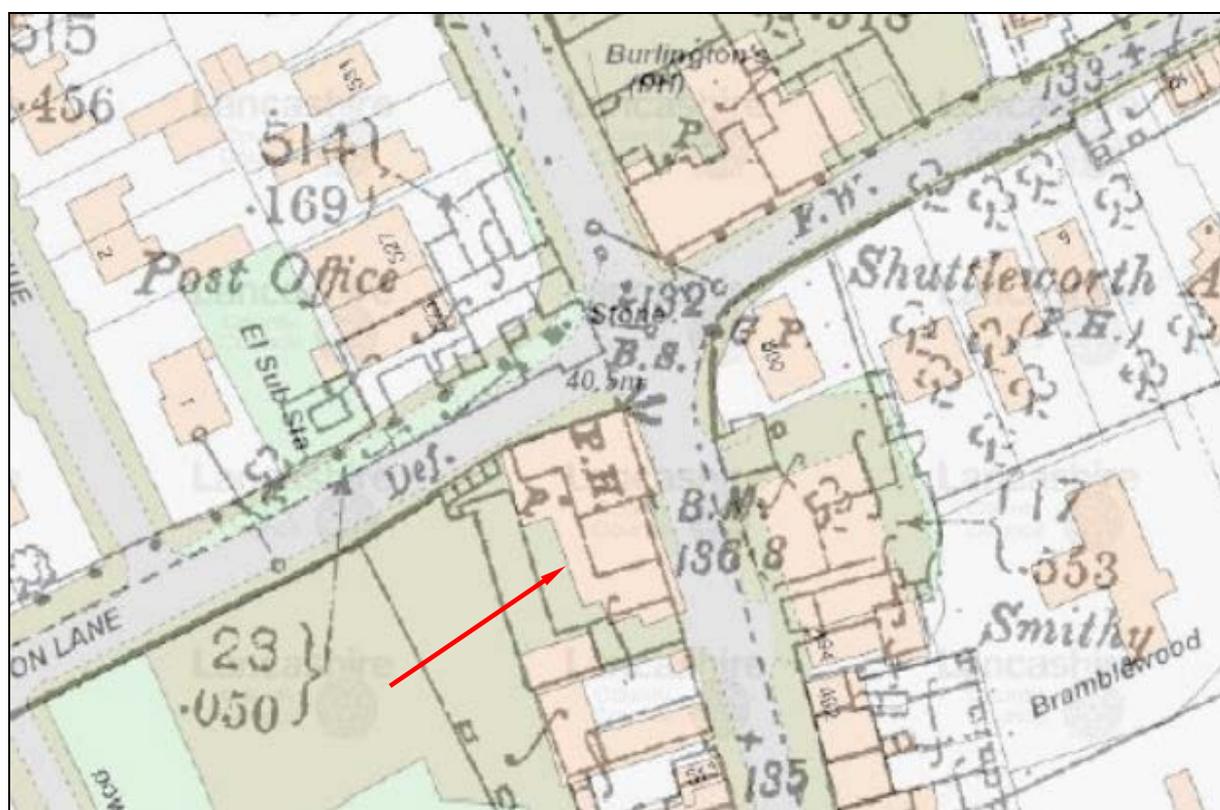
Map 5. The edition of 1908 records little change



Map 6. By 1932 most of the stable range had been removed



Map 7. The 1961 1:2500 mapping shows additions to the rear



Map 8. Overlay of the 1893 OS edition upon present-day mapping reveals how the building has been altered/extended

5: ANALYSIS OF THE BUILDING

5.1 Form

The building consists of an L-shaped main block which fronts Garstang Road and extends back along Woodplumpton Lane. Attached to the south of this is a lower two-storey wing and a single-storey modern kitchen that adjoins a small enclosed yard with ancillary buildings. Across the rear of the building is a series of single-storey extensions of the late 20th century.

5.2 Changes in appearance

The building was substantially altered in the early 20th century, as shown in a series of old photographs (Plates 4-6 below). The earliest of these, which dates probably from around 1900, shows the main block and wing existed by this date but displayed a very plain appearance with exposed brickwork. The style suggests the building dated from the later 19th century, which accords with the rebuilding between 1844 and 1893 that is documented by the historic mapping sequence reviewed earlier. Relatively soon afterwards (certainly by the 1920s), the building underwent alteration that included external rendering and installation of a gabled parapet above the eaves. This is shown in Plates 4 and 5 and was still in existence in 1925, the approximate date of Plate 5, which is on display in the premises today. The present appearance of the building therefore post-dates this time and is probably late 1920s or early-mid 1930s.

5.3 External description

The building today bears little resemblance to its original appearance as witnessed by the historic photographs, and externally the front and side elevations belong to the remodelling that took place post-1925. The building is all rendered, and the doorway and windows have had decorative surrounds applied. A chimneystack on the side elevation, shown in Plate 4, has been removed. The low-two storey wing is also treated in matching style, and comparison with Plate 4 confirms the ground and first floor windows on its right side have been inserted. Adjoining this, the modern single-storey kitchen block has an unattractive extractor flue that is prominent along Garstang Road. To the rear, the late 20th century single-storey extensions facing the car park mask the original building and are themselves of no architectural merit.



4. Plain original appearance of the building as shown in photograph probably of circa 1900



5. The building subsequently underwent alteration, with addition of a parapet and render



6. *Circa 1925 image of the building, on display in the premises, confirms its present appearance post-dates this period*



7. *The present look of the building therefore dates from major alterations made after 1925*



8. View from Woodplimpton Lane, showing extensive late 20th century additions



9. Single-storey kitchen extension with unattractive extractor flue that is prominent on Garstang Road



10. Rear of the building is of an entirely modern character



11. Yard to the south of the building, adjoining kitchens

5.4 The interior

Internally, the building has a modernised appearance throughout, which is consequently of little heritage interest. The ground floor of the main building has been almost entirely opened up to form a restaurant area, with boxed-in ceiling beams (presumably RSJs) indicating where original crosswalls have been removed. The first floor has a series of rooms leading off a spine corridor that are of no particular interest, some with 19th or early 20th century architraves but all with modern doors. A staircase at the north end is also late 19th or early 20th century, while a secondary staircase at the opposite end is modern. The basement contains a series of rooms of no particular note, and as mentioned above the kitchens occupy a single-storey extension to the south.



12. Interior of the main building, opened up with ceiling beams indicating where walls have been removed



13. Staircase at north end of the building is late 19th or early 20th century



14. View through first floor



15. The kitchens



16. Typical view of the cellars

6: ASSESSMENT OF SIGNIFICANCE

6.1 Rationale

Paragraph 129 of the National Planning Policy Framework states local planning authorities should identify and assess the particular significance of a heritage asset, including its setting, and take this into account when considering the impact of a proposal in order to avoid or minimize conflict between the asset's conservation and any aspect of the proposal. Significance is defined in the NPPF Glossary as:

'The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.'

6.2 Background: local listing/merits of the building

The former Golden Ball was first put forward for local listing in early 2018 by Broughton Parish Council, who sought to designate a group of buildings along Garstang Road at the centre of the village. Preston City Council subsequently selected the building for designation. The owner of the former Golden Ball opposed the listing and commissioned Garry Miller Historic Building Consultancy to challenge the building's validity in this respect. In the subsequent report produced in April 2018, the building was assessed against the local listing criteria suggested by Historic England. This assessment read as follows:

- **Age** – although the site has origins dating back to the early 17th century, the present building is probably late 19th century, with a substantial remodelling post-1925. In terms of its age, the building is therefore relatively recent, and belongs to a period where buildings survive in much greater numbers, hence a need for greater selectivity. Furthermore a substantial part of the building is late 20th century, and the interior is almost entirely modernised
- **Rarity** – as a building type, a late 19th century inn, it is of no particular rarity
- **Aesthetic interest** – the building itself is of no architectural distinction and its present appearance dates from post-1925. While there are some late 19th/early 20th century internal features these are fragmentary and the appearance of the interior is overwhelmingly modern
- **Group value** – this does not apply as the loss of much of the former stables outbuilding in the 1930s means the site has lost its legibility as a former coaching inn
- **Archaeological interest** – although a building is said to have occupied the site since the 17th century, the extensive rebuilding that occurred in the late 19th and

early 20th centuries, along with demolition of the stable outbuilding by the 1930s and erection of the late 20th century rear extensions, would have caused extensive disturbance that is likely to have destroyed or fragmented any below-ground evidence of earlier structures. The archaeological potential of the site is therefore low.

- **Archival Interest** - the site is fairly well-documented in relation to historical associations (see below)
- **Historical Association** – as noted above, the site has historical associations to a coaching inn existing in the early 17th century, which is said to have been rebuilt in the 1760s and was the site of the inauguration of the Broughton Catholic Charitable Trust in 1787. However the present building is of much more recent date and therefore these associations relate not to it, but its predecessors
- **Designed landscape interest** – none
- **Landmark status** – although the building occupies a prominent crossroads location, its lack of architectural interest (as distinct from its historical associations) means it cannot be considered of landmark status.
- **Social and communal value** – this essentially relates to the Golden Ball's role as one of the village's two coaching inns, which ultimately resides more in its historical associations than the interest of the present building

6.3 Significance of the building

The evidence presented in this report, along with the assessment above, demonstrates that the building is of interest primarily for historical reasons. However, these associations do not relate to the present building but to its predecessors – an important distinction to which considerable weight must be given in making a balanced planning judgement on the demolition proposal. Although a predecessor of the Golden Ball is recorded in the early 17th century, the site has experienced a long sequence of rebuilding. The present structure is a post-1925 remodelling of a late 19th century building that now bears little resemblance to its original appearance and has no architectural distinctiveness. Furthermore there are substantial modern additions to the rear and the interior has been opened up and extensively altered, making the building effectively a modernised shell. The group value the building once shared with its former stables has been lost as a result of their demolition in the early 20th century. When combined, these factors underline how the building is significant for its historical role within the local community rather than its architectural interest.

7: PLANNING POLICY CONTEXT

The application will be considered in the context of relevant national planning guidance along with regional and citywide planning frameworks governing the historic environment. Paragraph 131 of Section 12 of the National Planning Policy Framework (*Conserving and Enhancing the Historic Environment*, March 2012) states that in determining applications, local planning authorities should take account of:

- *The desirability of sustaining and enhancing the significance of heritage assets, and putting them to viable uses consistent with their conservation*
- *The 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*

Paragraph 132 states that ‘great weight’ should be given to the conservation of a designated heritage asset, and the more important the asset, the greater that weight should be; that significance can be lost through development within its setting; and that as heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. Paragraph 134 states that where the harm to a designated heritage asset is considered less than substantial, the harm should be weighed against the public benefits of the proposal.

In the regional context, relevant policies of the Central Lancashire Core Strategy (adopted 2012) apply. Policy 16 (Heritage Assets) aims to protect and seek opportunities to enhance the historic environment, heritage assets and their settings by:

- a) *Safeguarding heritage assets from inappropriate development that would cause harm to their significances.*
- b) *Supporting development or other initiatives where they protect and enhance the local character, setting, management and historic significance of heritage assets, with particular support for initiatives that will improve any assets that are recognised as being in poor condition, or at risk.*
- c) *Identifying and adopting a local list of heritage assets for each Authority.*

Also relevant is Policy EN8 (Development and Heritage Assets) of the emerging Preston Local Plan 2012-2026 (Publication Version, July 2013), which states:

- A) *Proposals affecting a heritage asset or its setting will be permitted where they:*

- i) Accord with national policy on the historic environment and the relevant English Heritage guidance;*
- ii) Take full account of the information and guidance in the Council's Conservation Area Appraisals and Management Plans and other relevant policy guidance on the historic environment;*
- iii) Make a positive contribution to the character and local distinctiveness through high quality new design that responds to its context;*
- iv) Act as a catalyst for the regeneration of the area in accordance with the Council's objectives for regeneration;*
- v) Are accompanied by a satisfactory Heritage Statement that fully explains the impact of the proposal on the significance of the heritage asset and;*
- vi) Sustain, conserve and, where appropriate, enhance the significance, appearance, character and setting of the heritage asset itself and the surrounding historic environment and where they have consideration for the following:*
 - (a) The scale, layout, and appearance to the heritage asset and its setting;*
 - (b) The proposed use of the heritage asset being appropriate in relation to its significance*

B) Proposals involving the total or substantial loss of a heritage asset or the loss of the elements that contribute to its significance will be refused. Proposals will only be granted in exceptional circumstances where they can be clearly and convincingly justified in accordance with national planning guidance on heritage assets. In addition to the requirements of national policy applicants will be required as part of the justification to provide evidence that:

- i) Other potential owners or users of the site have been sought through appropriate marketing where the marketing includes the offer of the unrestricted freehold of the asset at a price that reflects the building's condition and;*
- ii) Reasonable endeavours have been made to seek grant funding for the heritage asset's conversion and;*
- iii) Efforts have been made to find charitable or public authorities willing to take on the heritage asset.*

C) Where the loss of the whole or part of a heritage asset is approved this will be subject to an appropriate condition or planning obligation to ensure that any loss will not occur until a contract is in place to carry out the development that has been approved.

8: IMPACT OF THE PROPOSAL

8.1 Summary of the development

To recap, the proposal seeks demolition of the existing former Golden Ball and replacement by a new mixed-use development incorporating four A1-3 class ground floor units and a high quality B1 office first floor unit on the corner of Woodplumpton Lane/Garstang Road, along with associated car parking.

8.2 Loss of the locally-listed building

The proposal will result in the total loss of the locally-listed building. This report has demonstrated however that the significance of the former Golden Ball lies not in the interest and value of its fabric but in its historical associations within the local community. In addition to the low heritage value of its fabric, a structural appraisal and conversion assessment undertaken by Partington and Associates has shown that the most safe, practical and cost-effective solution would be to demolish rather than converting the property. Although the building will be lost, owing to the fact that its significance lies primarily in its historical role, the harm of its loss cannot therefore be considered substantial as its history and associations will continue to be recorded by documentary sources.

8.3 The proposed development

The proposed development is described in the applicant's planning statement as follows:

- The proposed retail and office building on the site of the Touch of Spice Indian Restaurant, will be a high-quality, contemporary mixed-use development, the first floor of which is to be occupied by a major property and development company that is relocating from the Isle of Man to Preston, having been involved in a number of projects in the Preston area and elsewhere
- The ground floor will comprise up to four A1-A3 retail units, which will be available to be occupied for retail floor space, business and financial services or cafes, thus creating a focal point and a local centre for the village
- The building will be set back from the highway to increase the extent of public realm to the primary elevations, and allow a greater area for pedestrian circulation and flow. This will improve vehicular visibility at this junction and help to create a sense of place in the centre of the village

- Car parking spaces will be provided, with vehicular access into the site from Woodplumpton Lane
- The overall appearance of the development is to be of a modern and contemporary design, with high-quality construction materials and methods selected to be sympathetic to the character of Broughton



Figure 1. 3D views of the proposed retail/office building

8.4 Conclusion

As the former Golden Ball is primarily of historical significance only, its loss is not considered to represent substantial harm. Paragraph 134 of the NPPF therefore requires this harm to be weighed against the public benefits of the proposal. The proposal would bring substantial benefits to the local community by providing a high-quality development offering facilities and services in a sustainable location, along with employment opportunities for Broughton and the wider City area. In delivering these benefits, the proposal is in accordance with the aims of the emerging Broughton Neighbourhood Local Plan, whose prime objective is to secure a significantly-enhanced range and quality of local services and community facilities, including a vibrant local centre within the heart of the village. These benefits are considered to outweigh the harm of the building's loss and hence the proposal conforms to relevant national guidance and regional and local planning policy. Consent for the proposal should therefore be granted.

APPENDIX 1: PRINCIPAL SOURCES

Broughton Parish Council historical information on the former Golden Ball supporting local listing application
Broughton tithe survey map, 1840
Six-inch OS mapping, surveyed 1844
25-inch OS mapping, 1893, 1908, 1932
OS 1:2500 mapping 1961
Historic England Advice Note 7, Local Heritage Listing, May 2016

APPENDIX 2: GARRY MILLER HISTORIC BUILDING CONSULTANCY

Garry Miller is an architectural historian who has spent more than 40 years studying buildings of town and countryside, in particular those of North West England. His career as a consultant began in the mid-1980s with the Preston-based Nigel Morgan Historic Building Consultancy, of which he became a partner in 1992 upon its rebranding as Datestone. In 1997 he was commissioned by the Heritage Trust for the North West, a buildings preservation trust based at Barrowford, Lancashire, to produce an in-depth regional study of vernacular houses in southwest Lancashire: the result, *Historic Houses in Lancashire: The Douglas Valley, 1300-1770* was published in 2002. The book was described as ‘*scholarship as its best*’ by *Country Life* (June 2003), and ‘*well analysed and presented*’ in *Transactions of the Ancient Monuments Society* (Vol 48, 2004); and was extensively cited in the revised *Buildings of England* volume on Liverpool and Southwest Lancashire (2006). Research on the houses of Georgian and Regency Liverpool has also been undertaken, with a view to future publication. Following the success of his Douglas Valley book, Garry Miller established his own consultancy, producing analytical and interpretive reports on historic buildings and advising planning applications affecting the historic environment. His field of operation extends throughout the North West, Midlands, North Wales and parts of Cumbria and North and West Yorkshire, and projects range from the £40m Wolstenholme Square redevelopment in central Liverpool to the Grade I Barkisland Hall, Ripponden, West Yorkshire and to cottage extensions and barn conversions. Several local authorities have cited his assessments as examples of best practice, and reports on more than 100 buildings or sites are produced annually.