

# COMMITTEE REPORT

Planning Committee on  
Item No  
Case Number

10 March, 2021  
05  
20/1164

## SITE INFORMATION

RECEIVED	9 April, 2020
WARD	Queensbury
PLANNING AREA	Brent Connects Kingsbury & Kenton
LOCATION	1 Burnt Oak Broadway, Edgware, HA8 5LD
PROPOSAL	Listed building consent for partial demolition, restoration and extension of Grade II listed bingo hall (Use Class D2) to create a part-7, part-8 storey building to provide co-working space and purpose-built shared living units (Use Class Sui Generis), café (Use Class A3) with ancillary facilities and associated shared amenity space, landscaping, cycle and disabled parking.
PLAN NO'S	See condition 2
LINK TO DOCUMENTS ASSOCIATED WITH THIS PLANNING APPLICATION	<p><b><u>When viewing this on an Electronic Device</u></b></p> <p>Please click on the link below to view <b>ALL</b> document associated to case <a href="https://pa.brent.gov.uk/online-applications/applicationDetails.do?activeTab=documents&amp;keyVal=DCAPR_&lt;systemke">https://pa.brent.gov.uk/online-applications/applicationDetails.do?activeTab=documents&amp;keyVal=DCAPR_&lt;systemke</a></p> <p><b><u>When viewing this as a Hard Copy _</u></b></p> <p>Please use the following steps</p> <ol style="list-style-type: none"><li>1. Please go to <a href="https://pa.brent.gov.uk">pa.brent.gov.uk</a></li><li>2. Select Planning and conduct a search tying "20/1164" (i.e. Case Reference) into the search Box</li><li>3. Click on "View Documents" tab</li></ol>

## RECOMMENDATIONS

That the Committee resolve to GRANT listed building consent subject to the conditions set out below.

That the Head of Planning is delegated authority to issue the planning permission and impose conditions and informatives to secure the following matters:

### Conditions

1. 3 year rule
2. Approved plans
3. Condition survey and schedule of repair/restoration to the brickwork and faience
4. Internal condition survey and schedule of repair/restoration works
5. Structural report and analysis for the balcony
6. Details of the full height glazing of the balcony
7. Details of the services, ventilation and privacy screening proposed within the glazed balcony spaces
8. Specification and samples (where necessary) of the windows and doors; entrance canopy; floor coverings; light fitting and handrails; stage, understage and orchestra pit; orchestra rail; and balcony front and stepping behind.
9. Specification for the removal of the stud partitioning and lowered ceiling within the former cafe area
10. Full written schedule of works and specifications for the repair of the internal plasterwork
11. Paint analysis is to be undertaken within the auditorium and the front of house areas (including foyers and former café) by a specialist and a report to be submitted
12. Specification of any cleaning works internally or externally
13. No demolition shall take place until a written scheme of historic building investigation (WSI) has been submitted for approval
14. Specification and samples (where necessary) for the proposed roof extension; and the proposed side extensions
15. Full details of all plant equipment (and associated screening), PV panels and ASHP
16. Hard and soft landscape works

That the Head of Planning is delegated authority to make changes to the wording of the committee's decision (such as to delete, vary or add conditions, informatives or reasons for the decision) prior to the decision being actioned, provided that the Head of Planning is satisfied that any such changes could not reasonably be regarded as deviating from the overall principle of the decision reached by the committee nor that such change(s) could reasonably have led to a different decision having been reached by the committee.

That the Committee confirms that adequate provision has been made, by the imposition of conditions and obligations, for the preservation or planting of trees as required by Section 197 of the Town and Country Planning Act 1990.

## SITE MAP



### Planning Committee Map

Site address: 1 Burnt Oak Broadway, Edgware, HA8 5LD

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## PROPOSAL IN DETAIL

The application seeks listed building consent for internal and external alterations in connection with the re-development of the former bingo hall into a co-living, co-working space with associated communal facilities and the provision of a café at ground floor level. The proposals comprise the following elements:

- Conversion of the Grade II listed building to provide co-working/co living accommodation with shared kitchens and amenity facilities including a gym, library, launderette, cinema room, lounges, and a publically accessible café at ground floor.
- The existing roof to the building would be demolished and replaced with a new three-storey roof extension, alongside the erection of a new seven-storey side extension to the northern portion of the site.
- Significant internal alterations including the restoration and preservation of auditorium walls and ceiling, and the proscenium arch above the main stage restored to its original height. The stage and stalls would be repurposed for co-working space and furnished with flexible seating and work stations.
- At balcony level the lower section of the structure and seating would be retained and repurposed for lecture and cinema rooms, subdivided within glazed boxes. The upper section would be demolished and horizontal slab inserted. The ground and first floor foyers, along with the connecting staircase would be restored as communal areas.
- Associated external alterations to the building, including repairs to the original cinema building with a relative light touch to the street facades, reinstating the main entrance and signage.

A planning application for the change of use of the building, and the extensions and external alterations proposed, accompanies this listed building consent application (ref. 20/1163).

## EXISTING

The application relates to a former Grade II listed cinema, dating from 1938, which was converted into a bingo hall and is now vacant. It is located on the western side of Burnt Oak Broadway, and forms part of the designated Burnt Oak/ Colindale Growth Area, as well as being part of the Burnt Oak District Centre (designated as Secondary Frontage). It also forms part of the Colindale/ Burnt Oak Opportunity Area, as designated in the London Plan.

The immediate surrounding area comprises a shopping parade including retail and food establishments with residential uses above to the north and south. To the east, it is a predominantly residential area comprising two, three and six storey apartment blocks and to the west, the area comprises two storey semi-detached dwellings. Immediately to the north of the site, a seven storey residential block has been approved and is currently under construction.

Burnt Oak LUL Station is located approx. 770m away (about 10 minutes' walk), and the site is served by a bus stop approximately 50m away which provides routes to Edgware, Borehamwood and Watford. The site has a PTAL rating of 4.

## SUMMARY OF KEY ISSUES

**The key planning issues for Members to consider are set out below. Objections have been received regarding some of these matters. Members will need to balance all of the planning issues and the objectives of relevant planning policies when making a decision on the application.**

- 1. Impact of the proposed extensions and alterations on the special character and setting of the listed building:** The proposals have been significantly revised to ensure that the initial concerns raised by the Council's heritage officer, Historic England and other key stakeholders have been largely addressed. The proposals ensure that the main heritage features of the interior are retained and enhanced, in particular the main auditorium, proscenium and stage. The proposed extensions would appear subservient to the listed building, ensuring its special character is enhanced and retains its dominant presence within the townscape. While some interventions internally are required, these are considered to

cause less than substantial harm when weighed against the public benefits of bringing this heritage building back into viable use.

## **RELEVANT SITE HISTORY**

Although there have been applications for listed building consent made in relation to minor external alterations and the installation of telecommunications equipment on the building, there has been nothing directly relevant in terms of previous planning history on the site.

## **CONSULTATIONS**

### **Public Consultation**

#### Original scheme (April 2020):

A total of 182 addresses within Burnt Oak Broadway, Limesdale Gardens and The Hyde were consulted on the application. The Friends of Eton Grove Association were also consulted.

A Site Notice was displayed 28/04/2020  
A Press Notice was published 28/04/2020.

One letter of support was received on the grounds that the proposals would be an asset to the community if developed in a sympathetic manner, retaining the original décor of the building, and would also benefit from wider community uses such as an art gallery or for community events.

A petition containing 31 signatures from neighbouring residents (including addresses in Burnt Oak Broadway, Watling Avenue and Holmstall Parade) was also received in support of the proposals, including on the grounds that they would restore the Grade II listed building, ensuring that both exterior and interior aspects are retained and the building's features are enhanced.

One letter of objection was received, however this raises issues which are not specifically related to the listed building elements of the proposals, and are addressed in more detail with the report associated with the main planning application.

#### Revised scheme (September/ October 2020):

The same 182 addresses and those commenting on the original scheme were re-consulted following the receipt of revised drawings and associated documents. A fresh site and press notice were also published.

A further two letters of objection were received, again raising non-heritage related issues which are considered with the report associated with the main planning application.

### **Statutory/ External Consultees**

#### Cinema Theatre Association (CTA)

Initial objections were received, largely regarding the proposed internal alterations around the main features of the building, as well as the entrance canopy. Following discussions and the submission of revised drawings, further comments were received, summarised as follows:

The architects undertook to revise six elements, and these have been addressed satisfactorily in the revised submission:

- a) Reinstate the original form of the entrance canopy
- b) Reinstate the original form of the auditorium stage and orchestra rail
- c) Reinstate the decorative grille detail in the ante-proscenium
- d) Use darker materials and increase the 'shadow gap' on the exterior to keep the prominence of the original cinema
- e) Re-design the small auditoria on the interior balcony
- f) Provide a proper proposal for the new structure

No further objections are therefore made, subject to the following being addressed by further

consultation or dealt with by condition with the CTA:

- The original Cafe on the first floor should be treated as an important 'heritage' space.
- The structural appraisal by Elliott Wood needs further development, with a condition imposed to quantify and develop this further.
- Consultation on heritage details, such as colour schemes, as they are developed.

#### Theatres Trust

Objections to original proposals, summarised as follows:

Issue	Officer response
Insufficient evidence has been submitted to demonstrate that the loss of the community use is acceptable in terms of policy. Retention of community use is priority.	This is considered in more detail within the report associated with the planning application.
The height and scale of the development would detract from the building's form and character as a heritage asset. Substantial changes to cinema appearance would only be supported if the loss of community use can be sufficiently demonstrated.	These issues have been partly addressed by the revised proposals. Further consideration of these comments is provided in paras. 18 - 25
Concerns of overall level of development. Loss of substantial parts of foyer, auditorium and back of house areas.	These issues have been partly addressed by the revised proposals. Further consideration of these comments is provided in paras. 14 - 17
Although foyer and auditorium is intended to be restored, this would be at the loss of the distinctive Art Deco Style. The balconies would also be lost.	These issues have been partly addressed by the revised proposals. Further consideration of these comments is provided in paras. 14 - 17

The Theatres Trust were consulted on the revised proposals, however no further comments have been received.

#### Historic England

Support the principle of repairing, restoring and repurposing the former cinema, which is on Historic England's Buildings at Risk Register. Initial objections were received, which have been largely addressed through the submission of revised drawings, and these offer further heritage benefits which are welcomed. However, the scheme would cause less than substantial harm to the significance of the listed building, which needs to be weighed against the public benefits of the proposals, ensuring the harm is limited.

In particular, the following elements require further assessment and justification:

##### Upper and Lower Balcony Areas

The loss of the upper balcony remains a major intervention of the proposals within an area of high significance. The loss of the historic fabric is regrettable, and would cause clear harm to the significance of the heritage asset.

We however appreciate the stepped structure of the balcony is difficult to integrate with the new use. Securing the long-term viable use for this listed building is a vital step and indeed a public benefit. Should officers therefore be satisfied there is no commercially viable solution for reinstating the building in its former cinema use, such as through the provision of a valuation report/marketing exercise; the loss would in our view be justified.

##### Roof extension

Whilst we note some minor design changes, the principal concerns previously raised regarding the mass and bulk of the top storey of the extension remain valid and would cause harm to the significance of the building. In our view stepping this storey further back and/or redistributing some density could help to mitigate this impact. We recognise this could have implications on the viability of the scheme, therefore officers will need to be convinced that this justification has been clearly and convincingly set out in the submission.

#### Further information/discussions

Should your Council be minded to approve the scheme, we recommend that conditions are imposed or further information and discussion is undertaken between the Applicant and your Conservation Officer, regarding the following:

- Structural report confirming the installation of such large panes of glazing will not have structural implications on the lower balcony
- Production of valuation report/marketing exercise
- Detailed condition survey and schedule of repair/restoration works
- Paint analysis is to be undertaken in the auditorium and the original decorative paint scheme be reinstated.
- The decorative treatment and floor finishes for the main entrance reception and lobby area to be submitted.
- Detailed structural analysis to confirm the front balcony can support the weight of the glazed boxes.
- Details of the services, ventilation and privacy screening proposed within the glazed balcony spaces.
- Further consideration of a greater recession of the glazed link between the two buildings. In our view a gap that allows the return wall beyond the entrance block to remain clear and obvious would further mitigate the risk of appearing as facade retention.

#### London and Middlesex Archaeological Society (LAMAS)

No objections, however requested a condition for archaeological mitigation works in relation to part of the development to the western portion of the site, with further advice to be provided by GLAAS.

Officer comments: This condition has been attached to the draft listed building consent.

#### Internal consultation

##### Principal Heritage and Conservation Officer

No objections following significant revisions to internal alterations and form and scale of proposed roof extensions and side extensions, and subject to detailed conditions and informatives set out. Supports the re-use of the building which has been vacant for a substantial period, and is on Historic England's Buildings at Risk Register.

See detailed considerations section of report for full comments.

## **POLICY CONSIDERATIONS**

### **The Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990**

The above legislation provides specific protection for buildings and areas of special architectural or historic interest. Section 66(1) of the Act states that in the consideration of proposals for planning permission which affect a listed building or its setting, the local planning authority shall pay special regard to the desirability of preserving i) that setting, or ii) any features of special; architectural or historic interest it possesses.

#### **National level policy and guidance**

The Revised National Planning Policy Framework (NPPF) was published in 2019. The relevant parts of the document include:

1. Introduction
7. Requiring Good Design
12. Conserving and Enhancing the Historic Environment

## **Regional policy and guidance:**

### **London Plan 2016**

7.4 Local character  
7.6 Architecture  
7.8 Heritage assets and archaeology

## **Local policy and guidance:**

### **Brent Core Strategy (2010)**

CP 11 – Burnt Oak/ Colindale Growth Area

### **Brent Development Management Policies (2016)**

DMP 1 - General Development Management Policy  
DMP 7 - Brent's Heritage Assets

All of these documents are adopted and therefore carry significant weight in the assessment of any planning application.

In addition, the Examination in Public for the Draft New London Plan has been completed and the Panel Report has been received by the GLA. The GLA have now released an "Publication" version dated December 2020 and the Mayor intends to adopt this on 2 March. As such, this version of the London Plan is likely to be adopted policy when the committee consider this application.

Key relevant policies include:

### **Draft London Plan (publication version) 2020**

Key policies include:

HC1: Heritage conservation and growth

The Council is at a significant stage in reviewing its Local Plan. The draft Brent Local Plan was subject to examination in public during September and October 2020. The planning Inspectors requested some additional information alongside a consolidated schedule of modifications (to reflect discussions during the examination hearings). This information will be submitted to the Inspectors on 15 January. It is estimated that a final Inspectors report will be issued in June 2021, subject to further modifications, with adoption of the final Plan not likely until late summer 2021. Therefore, having regard to the tests set out in paragraph 48 of the NPPF it is considered by officers that greater weight can now be applied to policies contained within the draft Brent Local Plan. Relevant draft policies include:

#### **General:**

DMP1 – Development Management General Policy

#### **Heritage and Culture:**

BHC1 – Brent's Heritage Assets

## **DETAILED CONSIDERATIONS**

### **Amendments since submission**

Revisions to both internal and external elements of the proposal were formally submitted in September 2020, following lengthy discussions with the council's urban design and heritage officers, Historic England, the CTA and feedback from the Theatres Trust. A re-consultation exercise with all adjoining residents and statutory external consultees was undertaken on these revisions. A summary of the revisions are outlined below:

#### **Internal changes**

- Reinstatement of the original form of the auditorium stage and orchestra rail
- Reinstatement of the decorative grille detail in the ante-proscenium
- Re-design of the small auditoria on the interior balcony
- Changes to third floor layout to remove studio and replace with additional communal facilities



### External changes

- Reinstatement of the original form of the entrance canopy
- Cleaning and repair of front elevation, including new 'SAVOY' lettering to enhance main facade
- Small increase in height to the proposed side extension to a maximum of eight storeys, and changes to façade treatment and design of side extension
- Introduction of darker cladding to roof extension
- Glazed link between original building and side extension further recessed from principal front elevation
- Introduction of external communal terrace at 7<sup>th</sup> floor level
- Introduction of further soft landscaping

### Significance of Grade II listed building

1. The site is a Grade II listed cultural and heritage asset, opening originally as the Savoy in 1936. It was designed by prominent cinema architect George Coles in an Art Deco style. Historic England describe it as "an impressive cinema with all of its internal Moderne fittings intact", although acknowledge it is in a declining state. The full listing description of the building is provided below:

*'Former cinema, constructed 1938 as the Savoy for Abraham Goide, to the designs of George Coles, FRIBA. Brown brick with faience dressings, on steel frame and with pitched roof. Double-height auditorium with single rear balcony, and impressive double-height foyer and staircase hall. The foyer block is ranged to the right, the auditorium running to the left parallel to the street.'*

*EXTERIOR: Moderne composition with Classical embellishments. To the left of the main entrance doors are six more exit doors. There is a shallow canopy above the entrance, which extends around a later extension to the right. Rising over the entrance is an arched double-height window, with a broad faience surround and scrolling keystone. There are engaged columns (with composite capitals) dividing the window into three parts, over which is an entablature and glazed lunette. Complex Moderne metal glazing bars. Flanking this window are two urns on low plinths. At the summit of the foyer block there is a full entablature, the frieze of which has Rinceau ornament. Flat-pitched parapet. The long auditorium wall is blank except for two pedimented tabernacle windows at either end, connected by a faience string. Both windows also have balustraded balconettes supported on twin consoles. The left window is flanked by smaller plain window apertures. All the windows have Moderne metal glazing bars. Plain faience frieze and parapet coping. A short section of the return walls are similarly handled; further windows have faience surrounds, an arrangement continuing for the full depth of the right return, which also has a row of unadorned square windows on the second floor. Four flagstaffs: two on the higher block with two more on the lower wing. No roof seen above the foyer but a low-pitched roof is visible over the auditorium. On the far left, a chimney rises from the auditorium roof. The rear walls are functional and were not intended to be seen.*

*INTERIOR: Spacious foyer with streamlined Moderne ceiling in the form of large lighting coves. At the far end, a central flight of stairs rises to a landing, divides into left and right flights to subsidiary landings, quarter-turning into flights up to the balcony foyer. One scrolling Art Deco metal balustrade with a brass handrail in the middle of the first flight. Doors on the left of the foyer lead through to the large Moderne auditorium. The plain proscenium is enclosed by one lighting cove. The dado extends back from the proscenium as does the stylized Anthemion frieze under the cornice. On the ante-proscenium splays are double-height niche features with recessed tops, partly filled with Art Deco fibrous plaster grills to cover heating ducts and what was formerly the organ chamber. The niches stand on long balconettes below which are horizontal runs of Art Deco grill-work. The niches are flanked by plain-topped pilasters with superimposed engaged half-columns surmounted by electric torches. The side walls are divided by plain-topped pilasters into three sections and bear more electric torches. The areas between the pilasters are subdivided into triple compositions comprising tall fields and verticals carrying wave mouldings and horizontal banding supporting blind Art Deco grills and plain roundels. Balcony with one central vomitory. Several subsidiary sets of doors in the side and rear walls. The balcony front is relieved by three lines of indented mouldings. The timber barrier at the rear of the balcony has small Moderne grills. Classical ceiling coving with stepped mouldings and a central lighting float in Moderne style, bound by more plaster mouldings. Shallow stage. Moderne fronted balcony over the upper foyer stairwell. The upper foyer has two vertical windows with Moderne glazing, a scalloped cornice and streamlined ceiling coving with a central roundel.*

*ANALYSIS: A good example of a relatively unaltered large suburban neighbourhood' super-cinema of the*

*1930s. Both externally and internally, the architectural elements are handled with the dexterity associated with one of the best and most versatile architects specializing in cinema design during the pre-World War II heyday of cinema construction. It closed in 1961 to become a bingo club and is said to be the first permanent building in London to be exclusively devoted to the game.'*

2. The Theatres Trust have commented that the building is a significant heritage asset and designated at Grade II because of its architectural and historic interest. It was equipped with a stage and hosted occasional variety shows and some concerts, however cinema use ceased in 1961 after which it was converted to bingo use until closure in 2014. Like cinema and theatre, bingo is considered a community and cultural use which contributes towards the social and cultural wellbeing of local people and its users.

3. Both externally and internally, the architectural elements are handled with the dexterity associated with one of the best and most versatile architects specializing in cinema design during the pre-World War II heyday of cinema construction.

4. The National Planning Policy Framework requires applicants to describe the significance of the heritage asset, including any contribution made by their setting, and use this understanding to inform development proposals. The significance may be archaeological, architectural, artistic or historic interest. Each of these interests has been reviewed within the submitted Heritage Statement, and is summarised below:

#### *Archaeological*

5. The Heritage Statement concludes that as a well-documented 20th century building, the former Savoy Cinema carries little, if any, intrinsic archaeological interest. Historic England and the council's principal heritage officer agree with this view.

#### *Architectural*

6. As detailed above in the listing description, the building is largely considered of listed status because of its significant architectural interest. Its stand-out original features, including the auditorium with original proscenium and balcony, and Art Deco form and character of the main staircase have all been retained, as well as the main arched window to the entrance which is its signature feature. For the most part the special features of interest will be restored, reinstated and revealed. The Heritage Statement also outlines the importance of the character of the second floor, which provides a useful insight into the nature and layout of the smaller, behind the scenes areas of the cinema, which were utilitarian functional spaces in complete contrast to the much larger opulent public spaces below.

7. The Statement goes on to refer to a number of harmful alterations and extensions carried out to the building prior to listing and since its conversion to a bingo hall, which have detracted from and diluted the remaining heritage significance of the original cinema. Externally, these comprise the addition of ground floor render along the main façade and a side extension with wraparound roof which has replaced the original entrance and separate canopy. The roof of the cinema, which is covered in telecommunications equipment, is also considered to be of low heritage significance. The side and rear elevations are also clearly of lesser significance than the main façade along the Broadway.

#### *Artistic*

8. The Heritage Statement outlines that the building would have limited artistic interest, however any physical artistic interest can be seen in its surviving internal Art Deco detailing including grilles, electric torches mouldings and decoration, particularly in the auditorium. It also has some artistic interest in respect of its original function as a cinema and performance venue.

#### *Historic*

9. The building does have a significant degree of historic interest given it is a well-preserved example of an Art Deco style inter-war cinema theatre, which is architecturally striking and prominent within the townscape. Cinemas made the greatest impact during the inter-war period. Going to the pictures provided the easiest form of escapism and their architecture, especially their interiors reflected this. Although the building has lost some of its opulence and grandeur, it still retains that architectural prominence and its conversion to a bingo hall ensured it retained some status as a social hub and place of leisure for the local community.

## **Heritage at Risk Register**

10. The former Savoy cinema is included on Historic England's Heritage at Risk Register which includes buildings and structures that are statutory listed and have been assessed and found to be at risk. It is categorised as 'C - *Slow decay; no solution agreed*' and as '*an impressive cinema with all of its internal Moderne fittings intact*'. Historic England comments that despite several attempts to sell, occupy and find a new use for the building it remains empty and in a declining state with crumbling plasterwork.

11. The Heritage Statement also outlines that recent and ongoing water ingress, particularly through the modern side extension, is damaging the fabric and decoration of the building, and in doing so is further diminishing its heritage significance. It also states that without a viable use, the building is at serious risk of further deterioration.

## **Assessment of proposals**

12. Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 respectively require the decision maker to have "special regard" to the desirability of preserving a listed building or its setting, and pay "special attention" to the desirability of preserving or enhancing the character or appearance of a conservation area. The NPPF states that where a proposed development will lead to substantial harm to designated heritage assets, permission should be refused unless it can be demonstrated that the substantial harm is necessary to achieve substantial public benefits that outweigh the harm or in wholly exceptional circumstances identified in paragraph 195 of the NPPF. Where the proposal will lead to less than substantial harm, that harm should be weighed against the public benefits of the proposal. This is set out in paragraph 196 of the NPPF.

13. A comprehensive Heritage Statement has been provided with the application which clearly sets out the buildings significance and sets out how the proposed works will be justified in terms of the NPPF, Brent's Local Plan, and the Council's Draft Local Plan Policy BHC1.

## **Internal alterations**

14. As outlined in earlier sections, the principal changes to the internal layout are summarised as follows, in response to concerns raised by the council's heritage officer, Historic England, the CTA and Theatres Trust:

- Reinstatement of the original form of the entrance canopy
- Reinstatement of the original form of the auditorium stage and orchestra rail
- Reinstatement of the decorative grille detail in the ante-proscenium
- Re-design of the small auditoria on the interior balcony

15. The council's heritage officer has assessed both the original and revised proposals, and is satisfied that the amendments made to the scheme address the most significant concerns raised by Historic England, the CTA and the Theatres Trust. Internally the building will be restored. The Art Deco plasterwork will be repaired and reinstated where missing, and this is considered to be a major enhancement to the building which is strongly welcomed. Fundamentally, the foyer, auditorium and proscenium stage will be returned to their original conditions, with the stage level reinstated to its original levels as well as the orchestra pit and rail. This arrangement will allow the auditorium to be used for hires in its original configuration, and its restoration is considered to be a public benefit.

16. The former foyers will also be restored and new toilets provided. These areas have been fitted out for Bingo use and restoration will allow features such as the lighting troughs and panelling to be appreciated. The removal of the partitions within the former tea room area are also considered to be a significant benefit of the scheme.

17. The one main intervention is the works proposed to the former balcony. This sees the creation of spaces to be used for meetings or lecture rooms etc. These spaces/rooms have been carefully designed using sheet glass allowing the palpable sense of the auditorium to remain. Furthermore, the stepping and rows of seats will remain along with the balcony front. The auditorium plasterwork will also remain untouched. These internal alterations would cause some harm to the significance of the listed building. However this is considered to be less than substantial harm, and would be outweighed by the wider public and heritage benefits secured in terms of the wider improvements to the building, which would ensure it would no longer be a designated Heritage Building at Risk, and bringing it back into long-term viable use.

### Three-storey roof extension

18. The proposals would involve the removal of the existing roof structure to the main building and the erection of a three-storey roof extension. Officers acknowledge that this would represent a significant change to the external appearance of the listed building. Although the existing pitched roof would be lost, it is identified as having 'low heritage significance' in the Heritage Statement, and this assessment is accepted by the council's heritage officer as well as the heritage consultees.

19. While the proposed extension would read as a three-storey extension, the heritage statement sets out that it would effectively add only one additional storey, given the height and angle of pitch to the existing roof. The revised form and design of the extension, being further set back from the main façade would ensure that it would clearly appear as a subservient addition to the listed building. Furthermore, it has been designed to reflect the character of the listed building with the light grey horizontal aluminium streamlined bands contrasting with the cream faience to the existing building and the darker tones of the metal screens. On balance, the roof extension element of the proposals would therefore ensure less than substantial harm to the character and setting of the listed building.

20. The council's heritage officer has also commented on concerns raised by Historic England and the Theatres Trust regarding the additional bulk and massing of the roof extension. The heritage officer has commented that any concerns must be weighed against the fact that this level of additional floorspace is required in order to make the scheme viable, bringing the building back into use. It is also required to ensure the restoration and repair of the significant architectural features of the building. This issue is considered in more detail within the report associated with the main planning application.

21. A structural report has also been submitted with as part of the revised proposals, following comments raised by the heritage officer and other key stakeholders that an outline report must be submitted at application stage to demonstrate that the historic walls of the listed building can support major new structural columns required to enable a three-storey extension on top.

22. The structural assessment submitted has been prepared by a qualified, professional set of structural engineers and sets out in detail three alternative approaches to ensuring that the proposed roof extension can be supported by the existing building, which include the use of new structural columns through the building, the use of trusses at each level, or the use of a 'transfer level' to support a lightweight structure above. Importantly, the report also sets out that there could be an opportunity for the existing structure to support additional load.

23. Officers consider that the report is sufficiently detailed, and its findings sufficient to demonstrate there is a structural design approach feasible to enable a three-storey roof extension to be supported. However, in order to allow further assessment to be carried out and a definitive approach to be finalised, a condition is recommended to ensure a full structural report is submitted for approval before any works to the building begin. This is also designed to ensure discussions with heritage officers, Historic England and other key stakeholders take place before any works are agreed, and that interventions required do not harm any key heritage features or historic fabric of the building.

### Part-seven, part-eight storey side extension

24. The revised form and design of the side extension ensures that it would read as a contemporary addition to the site, rather than competing visually with the listed building. Importantly, the extension has been set further back from the main entrance block, and the dark glazed tinted link has been widened to create a more distinctive visual separation between the new build and the existing building. The Heritage Statement suggests it would 'allow the former cinema to maintain its distinctiveness and primary visual focus within the new building arrangement', and this is a view that the council's heritage officer agrees with. On this basis, officers are satisfied that this element would not compete with or harm the setting of the listed building.

25. A condition is attached ensuring that the final materials and detailed drawings of the side extension are submitted for approval before works commence, in order to ensure that a high quality appearance and finish to this element of the proposals is secured.

### Associated external alterations

26. The external restoration of the building will restore its original appearance. The building will be

cleaned and its brickwork and faience repaired. A major enhancement will be the reinstatement of its original entrance canopy, flag poles and 'SAVOY' lettering. This will considerably enhance the building and the streetscene, and would bring a further public benefit in this regard.

### **Equalities**

27. In line with the Public Sector Equality Duty, the Council must have due regard to the need to eliminate discrimination and advance equality of opportunity, as set out in section 149 of the Equality Act 2010.

28. In making this recommendation, regard has been given to the Public Sector Equality Duty and the relevant protected characteristics (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, and sexual orientation).

### **Conclusion**

29. In conclusion, it is considered that the proposed internal alterations to the listed building including the conversion of the existing building to co-living accommodation, the proposed roof extensions and side extensions and associated internal and external alterations, would result in less than substantial harm to the significance of the Grade II listed building. However, officers consider that the works would secure the future use of this local landmark, which is currently on Historic England's Buildings at Risk Register, as well as bringing significant public and heritage benefits which would outweigh this less than substantial harm. On this basis, the proposals would comply with paragraphs 195 and 196 of the NPPF, and listed building consent can be granted.

## DRAFT DECISION NOTICE



# Brent

## DRAFT NOTICE

PLANNING (LISTED BUILDING & CONSERVATION AREAS)  
ACT 1990

### DECISION NOTICE – LISTED BUILDING CONSENT APPROVAL

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Application No: 20/1164

To: Mr Turner  
Sphere 25  
101-135 Kings Road  
Brentwood  
Essex  
CM14 4DR

I refer to your application dated **09/04/2020** proposing the following:

Listed building consent for partial demolition, restoration and extension of Grade II listed bingo hall (Use Class D2) to create a part-7, part-8 storey building to provide co-working space and purpose-built shared living units (Use Class Sui Generis), café (Use Class A3) with ancillary facilities and associated shared amenity space, landscaping, cycle and disabled parking.

and accompanied by plans or documents listed here:  
See condition 2

at **1 Burnt Oak Broadway, Edgware, HA8 5LD**

The Council of the London Borough of Brent, the Local Planning Authority, hereby GRANT Listed Building Consent for the reasons and subject to the conditions set out on the attached Schedule B.

Date: 02/03/2021

Signature:

**Gerry Ansell**  
Head of Planning and Development Services

#### Notes

1. Your attention is drawn to Schedule A of this notice which sets out the rights of applicants who are aggrieved by the decisions of the Local Planning Authority.
2. This approval does not include PLANNING PERMISSION or BUILDING REGULATIONS APPROVAL and the work should not be commenced before such permissions, if necessary, have been obtained.

DnLbcGC

**SUMMARY OF REASONS FOR APPROVAL**

- 1 The proposed development is in general accordance with policies contained in the:-

- The National Planning Policy Framework (2019)
- The London Plan (2016 – Consolidated with alterations since 2011)
- Brent's Core Strategy (2010)
- Brent's Development Management Policies (2016)

- 1 The works to which this consent relates must be begun not later than the expiration of three years beginning with the date of this consent.

Reason: To conform with the requirements of Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

- 2 The development hereby permitted shall be carried out in accordance with the following approved drawing(s) and/or document(s):

PL-050 R1; PL-051 R1; PL-052 R1; PL-053 R1; PL-090 R2; PL-091 R2; PL-099; PL-100 R2; PL-101 R3; PL-102 R3; PL-103 R3; PL-104 R3; PL-105 R3; PL-106 R3; PL-110 R2; PL-200 R1; PL-201 R1; PL-202 R1; PL-203; PL-300 R1; PL-301 R2; PL-302 R2; PL-303 R2; PL-304 R2; PL-401 R1; PL-402; PL-403; PL-404 R1; PL-405; PL-406; PL-407 R1

PL-001; PL-005; PL-010; PL-011; PL-012; PL-013; PL-014; PL-015; PL-020; PL-021; PL-031; PL-032; PL-033.

Reason: For the avoidance of doubt and in the interests of proper planning.

- 3 No works shall be undertaken to the existing façades until a detailed condition survey and schedule of repair/restoration to the brickwork and faience been submitted to and approved on site and in writing by the Local Planning Authority, through the submission of an application for approval of details reserved by condition, and thereafter carried out in accordance with the approved details.

Reason: To safeguard the historic fabric and the special architectural character and interest of the listed building.

- 4 No works shall be undertaken until a detailed internal condition survey and schedule of repair/restoration works has been submitted to and approved on site and in writing by the Local Planning Authority, through the submission of an application for approval of details reserved by condition, and thereafter carried out in accordance with the approved details.

Reason: To safeguard the historic fabric and the special architectural character and interest of the listed building.

- 5 No works shall be undertaken within the balcony until a structural report and analysis has been submitted to show that the balcony can take the weight of the new screens/glazing within the balcony. This shall be submitted to and approved in writing by the Local Planning Authority, through the submission of an application for approval of details reserved by condition, and thereafter carried out in accordance with the approved details.

Reason: To safeguard the historic fabric and the special architectural character and interest of

the listed building.

- 6 No works shall be undertaken within the balcony until full details (including sections at an appropriate scale and a specification) of the full height glazing showing the construction and the proposed interface between the existing building and the new build is submitted to and approved in writing by the Local Planning Authority, through the submission of an application for approval of details reserved by condition, and thereafter carried out in accordance with the approved details.

Reason: To safeguard the historic fabric and the special architectural character and interest of the listed building.

- 7 No works shall be undertaken within the balcony until full details (including sections at an appropriate scale and a specification) of the services, ventilation and privacy screening proposed within the glazed balcony spaces is submitted to and approved in writing by the Local Planning Authority, through the submission of an application for approval of details reserved by condition, and thereafter carried out in accordance with the approved details.

Reason: To safeguard the historic fabric and the special architectural character and interest of the listed building.

- 8 No works shall be undertaken until full details (at scale 1:10, with sections) to include a specification and samples (where necessary) of the following shall be submitted to and approved in writing by the Local Planning Authority, through the submission of an application for approval of details reserved by condition:

- A window and door schedule (existing and proposed).
- The entrance canopy.
- Floor coverings, wall coverings and fitting out as well as any decorative finishes.
- Works to existing or proposed light fittings and handrails.
- Works to the stage, understage and orchestra pit.
- The new orchestra rail.
- Works to the balcony front and stepping behind.

The works shall thereafter carried out in accordance with the approved details.

Reason: To safeguard the historic fabric and the special architectural character and interest of the listed building.

- 9 No works shall be undertaken within the former café area until a specification for the removal of the stud partitioning and lowered ceiling has been submitted to and agreed on site and in writing by the Local Planning Authority. Notwithstanding the approved plans, the design of new screens and positioning as well as any fitting out is to be submitted to and agreed on site and in writing by the Local Planning Authority, through the submission of an application for approval of details reserved by condition, and thereafter carried out in accordance with the approved details.

Reason: To safeguard the historic fabric and the special architectural character and interest of the listed building.



- 10 Detailed drawings at a scale of 1:10 (as necessary) and a full written schedule of works and specifications for the repair of the internal plasterwork shall be submitted to and agreed on site and in writing by the Local Planning Authority before the commence of works, through the submission of an application for approval of details reserved by condition, and thereafter carried out in accordance with the approved details.

Reason: To safeguard the historic fabric and the special architectural character and interest of the listed building.

- 11 Paint analysis is to be undertaken within the auditorium and the front of house areas (including foyers and former café) by a specialist and a report is to be submitted to and agreed in writing by the Local Planning Authority through the submission of an application for approval of details reserved by condition, before the commence of works. The original decorative paint scheme is to be reinstated in accordance with the report or otherwise agreed on site and in writing by the Local Planning Authority.

Reason: To safeguard the historic fabric and the special architectural character and interest of the listed building.

- 12 Full details including a specification of any cleaning works internally or externally shall be submitted to and approved in writing by the Local Planning Authority, through the submission of an application for approval of details reserved by condition, and thereafter carried out in accordance with the approved details.

Reason: To safeguard the historic fabric and the special architectural character and interest of the listed building.

- 13 No demolition shall take place until a written scheme of historic building investigation (WSI) has been submitted to and approved by the local planning authority in writing through the submission of an application for approval of details reserved by condition. For buildings that are included within the WSI, no demolition or development shall take place other than in accordance with the agreed WSI, which shall include the statement of significance and research objectives, and

a) The programme and methodology of site investigation and recording and the nomination of a competent person(s) or organisation to undertake the agreed works

b) The programme for post-investigation assessment and subsequent analysis, publication & dissemination and deposition of resulting material. This part of the condition shall not be discharged until these elements have been fulfilled in accordance with the programme set out in the WSI

Reason: To safeguard the historic fabric and the special architectural character and interest of the listed building.

- 14 No works shall be undertaken until full details (at scale 1:10, with sections) to include a specification and samples (where necessary) of the following shall be submitted to and approved in writing by the Local Planning Authority, through the submission of an application for approval of details reserved by condition:

- The proposed roof extension

- The proposed side extensions

The works shall thereafter carried out in accordance with the approved details.

Reason: To safeguard the historic fabric and the special architectural character and interest of the listed building.

- 15 Full details of all plant equipment (and associated screening), PV panels and ASHP to be installed on the roof of the proposed roof and side extensions to the listed building shall be submitted to and approved in writing by the Local Planning Authority prior to the installation of such equipment. The approved plant equipment, screening and panels shall be provided prior to first occupation of the building and shall be retained thereafter unless otherwise agreed in writing with the local planning authority beforehand.

The following information shall be provided:

- (a) roof plan showing the location of all plant equipment
- (b) full details of the photovoltaic panels including the size, location and orientation of the photovoltaic panels in accordance with the sustainability measures secured as part of the full planning application ref: 20/1163,
- (c) elevation plan showing the design of the equipment together with any proposed screening in the form of louvers and/or acoustic screen. This shall include full details of the materials and finishes of the screening.
- (d) sections through the roof showing the relationship of the equipment and associated screening and photovoltaic panels/ ASHP with the roof and parapet detailing

Reason: In the interests of preserving the character of the listed building through careful design of architectural detailing.

- 16 Notwithstanding the plans hereby approved, within six months of commencing ground works on site (excluding demolition of the roof structure and internal alterations to the listed building) further details of all hard and soft landscape works within the site shall be submitted to and approved in writing by the Local Planning Authority. Such details shall include:

- (a) details of any outdoor furniture such as benches
- (b) full details of all green roofs and associated soft landscaping to the communal roof terrace and other parts of the site

Reason: In the interests of the visual amenity of the locality and the setting of the listed building.

Any person wishing to inspect the above papers should contact Neil Quinn, Planning and Regeneration, Brent Civic Centre, Engineers Way, Wembley, HA9 0FJ, Tel. No. 020 8937 5349