

DECISION ITEM

REPORT OF	MEETING	DATE	ITEM NO
DEVELOPMENT SERVICES DIRECTORATE	PLANNING COMMITTEE	13 SEPTEMBER 2017	4

LOCAL LISTS OF BUILDINGS : ANSDELL HERITAGE ZONE

PUBLIC ITEM

This item is for consideration in the public part of the meeting.

SUMMARY

The Council's Built Heritage Strategy was formally approved in November 2015. It contains a complete review of the nature and scope of the built heritage assets of the Borough, the appropriate legislative framework and an action plan that lists a series of projects that are to be undertaken during the life of the Strategy. An important priority was considered to be the compilation of a local list of buildings.

The compilation of a local list was authorised by the former Development Management Committee and to assist in the broader understanding of the issue a member briefing was held in September 2016.

A report was presented to Committee in March of this year outlining the processes that have been adopted in the implementation of the project. The recommendations were confirmed and the first batch of locally listed buildings were approved. These were within the Fairhaven zone. This report likewise seeks approval for the review of the Ansdell Zone, which suggests the designation of a number of locally listed buildings and the potential for the designation of a conservation area.

RECOMMENDATIONS

1. That the local list of buildings as set out within Schedule 1 (Appendix 1) contained within the Ansdell Heritage Zone be approved and adopted.
2. That officers are authorised to undertake further research to inform whether the principle of conservation area designation, within the area as delineated on the plan, shown at Appendix 1, as appropriate.
3. That authority be delegated to officers to consider the necessity for the introduction of Article 4 Directions, as may be relevant, to each locally listed building and thereafter, and following appropriate consultation, introduce such directions.
4. That Committee authorise the making of an Article 4 Direction to restrict the demolition of boundary walls along Commonsides/ Rossall Road, as appropriate, without the requirement to obtain planning permission.
5. That the local listing project be extended into the rural wards of the Borough and that the appropriate level of consultation be authorised.

SUMMARY OF PREVIOUS DECISIONS

On **26 March 2014**, in line with the recommendation of the Policy Development Scrutiny Committee of **6 March 2014**, Cabinet resolved to:

1. Approve the consultation exercise as undertaken in respect of the [Heritage] Strategy and responses thereto

be noted and the incorporation of these into the final Strategy.

2. Recommend to Cabinet that the Strategy as presented be approved and thereafter be adopted as official Council Policy.

3. Recommend to the Cabinet that the Task and Finish group to remain in operation, for a period of no more than 12 months, to oversee the initial implementation of the Strategy, Action Plan and Work Plan and the setting up of the Heritage Forum.

A series of task and finish groups were held culminating in the adoption of the Built Heritage Strategy for Fylde 015 – 2032 in **November 2015**.

On **20 January 2016**, the Development Management Committee was invited to appoint members to a working group, to be known as the Project Board in the delivery of the local listing of heritage assets.

Following consideration of this matter the Committee RESOLVED: to appoint Vice-Chairman, Councillor Richard Redcliffe, Councillors Maxine Chew and Peter Collins to the working group.

In **March 2017**, Planning Committee RESOLVED TO approve the methodology and Protocol relating to the implementation of the project, the concept of protecting and recognising Groups of High Townscape Value, the scope for conservation area review and further potential designations and the locally listing of the first 'batch' of 10 buildings.

CORPORATE PRIORITIES

Spending your money in the most efficient way to achieve excellent services (Value for Money)	
Delivering the services that customers expect of an excellent council (Clean and Green)	
Working with all partners (Vibrant Economy)	√
To make sure Fylde continues to be one of the most desirable places to live (A Great Place to Live)	√
Promoting Fylde as a great destination to visit (A Great Place to Visit)	√

REPORT

1. Introduction and Background

The Council's Built Heritage Strategy (2015 – 2032) was adopted in November 2015 following an extensive programme of research and consultation. It involved the setting up of a task and finish group of members, who helped guide its progress. The Strategy has had the full endorsement of Historic England (HE). Local Listing is viewed by HE as an important aspect of heritage protection and the National Planning Policy Framework encourages planning authorities to recognise and designate locally important heritage assets to help facilitate their conservation and protection.

The Strategy is based around four themes, which seek to promote, protect and conserve the rich built heritage of the Borough. Attached and integral to the Strategy is the extensive Action Plan that seeks to deliver specific projects that will be undertaken during the lifetime of the Strategy. Theme 1 : Conserving the Built Heritage, specifies a number of projects which includes the compilation of a 'Local List of Buildings', and a review of Conservation Areas including the scope for boundary reviews, new designations and the preparation of appraisals and management plans. The latter are required by statute and are an important part of the development management process.

Following the adoption of the Strategy, Committee authorised officers to commence a programme of local listing. To assist the process it was further agreed that three councillors would be appointed to form a small Project Board (Committee resolution dating from 20th January 2016). This was aimed at overseeing the process and act as a sounding body for the relevant officers, as the project proceeded. This was seen as particularly important as there is no prescribed process for the undertaking of local listing, apart from some advisory material from Historic England. The specific methodology has emerged as the project has proceeded.

The Local Plan, as it is emerging – and gaining more weight in the planning decision making process - contains a range of policies in respect of heritage protection and enhancement (Policy ENV 5). Local listing of heritage assets is a key part of this policy.

2. Methodology Applied : Initial Selection Process

As outlined in the foregoing section, there is no prescribed method of compiling local lists of buildings. However, Historic England have produced some guidance and in-house research has revealed that a number of local authorities have produced their own lists. Having regard to the material available, the methodology being used takes into account the advice and practice available elsewhere. However, the approach being applied in Fylde is somewhat bespoke, influenced by local circumstances, as the project has emerged. The approach being undertaken, has been discussed with advisors from Historic England who are in support the method being used.

In compiling a methodology four significant questions arose, which can be summarised as follows:

- How buildings can be identified?
- What is the threshold for their inclusion i.e. what measure of quality is appropriate?
- What is the method for final selection?
- What are the implications of local listing?

To answer these questions a 'Protocol' was been prepared and this document was approved in March of this year.

Methodology : Expert Panel

The ultimate decision as to whether a building becomes locally listed rests with the Council's Planning Committee. However, in order to ensure that the buildings recommended for local listing are suitable, the buildings are placed before a Panel which comprises of individuals who are considered to have the appropriate knowledge and skills. The buildings recommended for 'local listing' have been supported by the Panel.

3. Ansdell Heritage Zone

This Heritage Zone logically follows on from Fairhaven. This area comprises largely of the suburb of Ansdell which was developed around the late nineteenth century with groups of red brick terraces with welsh slate roofs, frontage garden areas and palisade walls. As such this area has a somewhat distinct character. (The heritage zone actually includes a small part of what might be considered to be suburban Fairhaven, south of the railway).

Ansdell is largely based around Woodlands Road and developed with its own 'high street' including a railway station, Institute, banks, commercial premises and places of worship. It also has a local primary school and a scattering of nationally listed buildings.

The candidates for listing are set out in the schedule at Appendix 2, totalling 11 buildings exhibiting a variety of building types including a school, former bank buildings, former farmhouses, Edwardian pillar box and auto repair garage. The buildings have been selectively chosen and are well related to the historic development of the area.

In addition to the individual buildings, as outlined in the foregoing paragraphs, Ansdell has a particular defining character that can largely be attributed to its planning layout and its characterful buildings, building styles and materials evocative of the era. The plan at Appendix 2 identifies a number of Groups of High Townscape Value (GHTV), which signify their importance. However, it will be noted how these mostly terraced properties are concentrated into what might be considered as a coherent zone of buildings. This raises the potential for conservation area designation, a suggestion that has previously been made from a number of parties.

In the circumstances, it is suggested that the GHTV be approved immediately but that Committee authorise officers to undertake further background research to ascertain whether the appropriate parts of this zone would be appropriate for conservation area designation. This matter would be reported back to Committee in due course.

4. Notification to building owners and other interested parties

Following consideration by the Panel, the owners of the buildings affected have been notified. This has been undertaken by letter and includes an explanation of the local listing process, a question and answer sheet which

identifies commonly asked questions, a data sheet explaining the significance of the building and links to the Council's web site, where further information is displayed. It is further explained that the process has an in built appeals process, that can be used in cases where Council officers cannot deal with any initial concerns of owners.

In respect of the Ansdell zone, a number of enquiries were made from building owners, but these have been resolved. As such, there have been no appeals to consider.

5. Implications of Local Listing and Article 4 Directions

At the meeting of March of this year, Committee authorised officers to consider the necessity of introducing Article 4 Directions to particular buildings, to bring under control potentially harmful 'permitted development'. It should be noted however, that many of the commercial buildings that have been locally listed, or those with a mixed use, do not benefit from the same extent of permitted development as, for example, dwelling houses. As a consequence, it will be appropriate to consider the potential effects of permitted development on a case by case basis. It is suggested that this issue be considered as a follow up matter, whereby the implications of permitted development can be fully considered. It was resolved at the Committee meeting in March that if officers consider Article 4 Directions to be appropriate, then this matter will be reported to Committee with the issues and implications set out for due consideration.

One particular issue that has been drawn to the attention of the Department is the loss of frontage walls, particularly along Commonside, to create off street parking provision. This is also a potential problem along Rossall Road. The suggestion is that the loss of walls is eroding the character of the street frontage and in some cases, even where off street parking might be justified, the extent to which walls are being lost is unnecessary. The Council has been asked to introduce an Article 4 Direction to bring this matter under control.

On the basis that some of the Ansdell area might be suitable for conservation area designation, where the frontage walls are considered important, the view is taken that such an Article 4 Direction would be justified.

6. Fairhaven Zone : Unresolved matters

The Fairhaven Zone was considered in full at the Committee meeting in March. However, two buildings were 'deferred' prior to Committee. These related to no.225, Inner Promenade and the boathouse at Fairhaven Lake. The first was in view of a potential objection/appeal from the owners of 225, which has not materialised, following discussions with the said owners. The second was deferred pending further information, which has been resolved. It is recommended that these two buildings be added to the local list.

7. Progress to Date

The resolution of Committee was one of completing the Lytham and St Annes area given the funding support offered by the Civic Society in the first instance. This would also enable to system to the 'trialled' such that it could be rolled out across the rural parts of the Borough. All of the survey work has been completed for Lytham and St. Annes, with the remaining zones to be reported to Committee over the forthcoming months.

With this in mind, it is now proposed to extend the project into the rural areas and as a first stage it is suggested that officers make contact with the town and parish councils to engage their support and involvement. The methodology and processes that have been applied so far are entirely applicable to the rural towns and parishes and will help to continue the steady progress made so far. Given time, the local listing project will have been undertaken across the whole of the Borough.

8. Conclusion

The local listing project has progressed well with the first two zones complete. It is proposed to progressively bring additional lists to Committee and commence on extending the project to the rural area.

IMPLICATIONS	
Finance	There are no financial implications arising directly from this report
Legal	None specific outside normal planning considerations
Community Safety	None
Human Rights and Equalities	None specific
Sustainability and Environmental Impact	Project seeks to sustain the built heritage of the Borough
Health & Safety and Risk Management	None

LEAD AUTHOR	CONTACT DETAILS	DATE
Paul Drinnan	01253 658434	17 th August 2017

BACKGROUND PAPERS		
Name of document	Date	Where available for inspection
Built Heritage Strategy for Fylde 2015 – 32	November 2015	Town Hall or Web site www.fylde.gov.uk
Report to Development Management Committee	20 th January 2016	

Attached documents

1. Map of the Ansdell Zone indicating proposed local listed buildings. Groups of High Townscape Value and potential area for conservation area declaration.
2. Schedule of Buildings proposed for local listing within the Ansdell Zone (The full data sheets for each building are available on the Council's web-site).
3. Schedule of Buildings within the Fairhaven Area not previously considered.