



DECISION ITEM

REPORT OF	MEETING	DATE	ITEM NO
DEVELOPMENT SERVICES DIRECTORATE	PLANNING COMMITTEE	3 rd July 2019	5
LOCAL LISTS OF HERITAGE ASSETS HERITAGE ZONES: KIRKHAM, WESHAM, SINGLETON, FRECKLETON			

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 locally listed assets across the nine zones in Lytham St Annes have been approved. This report seeks approval for locally listed buildings in four zones: Kirkham, Wesham, Singleton, and Freckleton.

RECOMMENDATIONS

1. That the local list of buildings as set out within Schedule 1 (Appendix 1) contained within the four zones be approved and adopted.
2. 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.
3. That Planning Committee nominate three members of Committee to form part of the Project Board to assist, where appropriate, in the delivery of the local listing project.

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 2015 – 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 Cllr Richard Redcliffe, Cllr Maxine Chew and Cllr 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.

In **September 2017** Planning Committee RESOLVED TO approve the Groups of High Townscape Value in Ansdell, the scope for conservation area review and further potential designations and the locally listing of the second batch of locally listed buildings.

In **January 2018** Planning Committee RESOLVED TO approve the locally listing of the third and final batch of locally listed 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 issue of local heritage protection has been considered at length by previous Planning Committees. However, for the newly appointed Councillors with no previous involvement, the following background is offered, which sets the context for locally listed buildings and the broader issue of Heritage Protection.

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The Councils 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, which 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 now adopted, has full weight in the planning decision making process – and 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 (HE) 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 fully in support the method being used. Indeed HE are recommending to other Council's that they look closely at the Fylde approach when contemplating local listing as a model.

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 prepared and this document was approved in March 2017.

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. It should not be assumed that all buildings that are placed before the panel are automatically approved. The panel is provided with a written justification by way of a 'data sheet' with a full justification as to why the building is recommended by Fylde Officers (often nominations are made by the public or a parish council) - it should be locally listed. Considerable debate often ensues at the Panel meetings with some rejected or deferred for further information.

3. Notification to building owners and other interested parties

Following consideration by the Panel, the owners of the buildings affected are notified. This is 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 resolve any initial concerns of owners.

Experience to date, shows that the vast majority of owners either favour local listing or do not object to it, when the circumstances are explained (with the outgoing informative letter). Many owners value the recognition of the historic recognition of a building and even an increase in its value. In cases where there is objection, this can be in view of the often misunderstood circumstances relating to additional planning controls or, very rarely, that the local listing will encourage interest and as a result may impinge on privacy.

4. Implications of Local Listing and Article 4 Directions

At the meetings of March and September 2017, 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 of this nature to be appropriate, then this matter will be reported to Committee with the issues and implications set out for due consideration.

5. 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 remaining parts of the Borough. The project is now extended into the remaining areas of the Borough – The rural parishes. The methodology and processes that have been applied so far are entirely applicable to the other towns and parishes and will help to continue the steady progress made so far. This is the first tranche of rural areas to be considered namely, Freckleton, Singleton, Kirkham and Wesham.

6. Consultation with owners

Responses were received from a small proportion of owners.

Lane Ends Hotel brewery (Estates Director) queried if the architecture of Lane Ends Hotel is notable in the context of the Fylde and expressed the opinion that the historical interest was not well founded. The comments do not raise issues that the Expert Panel did not consider fully and therefore the asset remains on the proposed Local List. The building is considered to be locally significant if not nationally.

Singleton Trust has made representation in respect of Manor Farmhouse and barn, expressing the opinion that the age nor architecture is rare in Fylde. The comments do not raise issues that the Expert Panel did not consider and therefore the assets remains on the proposed Local List.

An appeal from NHS was lodged against including the former poor law institute at Wesham Park Hospital office on Derby Road and the poor law cottage home at Moor Street doctor's surgery. An appeal panel was convened, the panel considered the appeal document, visited the sites and discussed the selection criteria and reaction. The appeal papers will need to be fully considered and this item will be brought to Committee at the next opportunity.

A written objection has been received from Raval House, Freckleton; the owner initially verbally objected as he feels that the extent of the alterations have weakened the architectural and historic interest. A formal appeal has now been received, and this will now be considered by a separate appeals panel with the recommendation of that Panel reported to committee in due course.

Unfortunately there was delay in obtaining ownership contact details of three of the assets in Kirkham. When the notification period is over, these assets will be reported in a future committee report.

7. The Project Board

When the project was initiated, officers requested that a small group of Planning Committee members form a Project Board. The reason for this was that it was envisaged that as the project progressed, certain changes to the method of working, scope of the project and as a way of monitoring progress would be helpful as it would allow for working amendments to be made without constant reporting to Planning Committee. This has proved useful.

The constituted Board of three Members; It is considered that a small group should be retained and as a consequence, three councillors be nominated for inclusion. It is assumed that the Vice Chairman would wish to continue, given his experience, but Committee will make the determination.

8. Conclusion

The lists of assets before Committee is contained at Appendix 1 and totals 54 in number. The assets range from commercial buildings, dwellings, communal buildings and unusual artefacts.

Once approved by Committee, the status is confirmed and owners and interested parties notified of the final decision. It can be assumed that where buildings are contained within the list, they are placed on it either on the basis that the particular owner supports (or does not object) to the proposed listing or in a few cases, where initial representations and potential objections have been resolved. Once contained within the list, the status afforded by listing becomes a material factor in the determination of any planning application.

The local listing project has progressed well with all Lytham St Annes zones and four rural towns/parishes all but complete. It is proposed to progressively bring additional lists to Committee covering the heritage zones in the remainder of the Borough. A report in respect of conservation area review and designation will be brought forward in due course. It is envisaged that the local listing project will form a 'bound volume' for use by officers, members and the public.

IMPLICATIONS	
Finance	None
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	TEL	DATE	DOC ID
Paul Drinnan	01253 658434	20 June 2019	

LIST OF BACKGROUND PAPERS		
Name of document	Date	Where available for inspection
Built Heritage Strategy for Fylde 2015 – 32	November 2015	Regeneration office (Town Hall) and website: http://www4.fylde.gov.uk/heritage-strategy.pdf
Built Heritage protocol	November 2015	Regeneration office (Town Hall)

Attached Documents: Appendix

1. Schedule of buildings proposed for local listing within the four zones.