

Blackpool Council

2 June 2023

To: Councillors Baker, P Brookes, Farrell, Flanagan, Jackson, Roe and Sloman

The above members are requested to attend the:

PLANNING COMMITTEE

Tuesday, 13 June 2023 at 6.00 pm
Council Chamber, Town Hall, Blackpool FY1 1GB

A G E N D A

1 DECLARATIONS OF INTEREST

Members are asked to declare any interests in the items under consideration and in doing so state:

(1) the type of interest concerned either

- (a) personal interest
- (b) prejudicial interest
- (c) disclosable pecuniary interest (DPI)

and

(2) the nature of the interest concerned

If any member requires advice on declarations of interests, they are advised to contact the Head of Democratic Governance in advance of the meeting.

2 MINUTES OF THE MEETING HELD ON 26 APRIL 2023 (Pages 1 - 6)

To agree the minutes of the last meeting held on 26 April 2023 as a true and correct record.

3 PLANNING/ENFORCEMENT APPEALS LODGED AND DETERMINED (Pages 7 - 10)

The Committee will be requested to note the planning/enforcement appeals lodged and determined.

4 BLACKPOOL DESIGN GUIDE (Pages 11 - 26)

The Committee will be asked to consider and approve the use of the design guidance, to be publicised and given to applicants to support the development of planning applications.

5 APPLICATION NUMBER 22/0499 - 6 WHINNEY HEYS ROAD, BLACKPOOL, FY3 8NP (Pages 27 - 54)

To consider planning application number 22/0499 for the erection of 1no detached dwelling in rear garden, with associated access from Cottessmore Place (resubmission of withdrawn application ref: 21/0476) at 6 Whinney Heys Road, Blackpool, FY3 8NP.

6 APPLICATION NUMBER 22/0991 - 32-34 VICTORIA STREET, BLACKPOOL, FY1 4RA (Pages 55 - 80)

To consider application number 22/0991 for the use of first and second floors as a serviced holiday flat (sui generis use) following replacement of external windows at 32-34 Victoria Street, Blackpool, FY1 4RA.

7 LOCAL LISTING OF DROMORE, 137 PRESTON NEW ROAD, BLACKPOOL (Pages 81 - 118)

To consider the inclusion of Dromore, 137 Preston New Road, Blackpool, onto the List of Buildings of Local Architectural and/or Historic Interest and to consider the objection received.

8 LIST OF BUILDINGS OF LOCAL ARCHITECTURAL AND/OR HISTORIC INTEREST 11-19 HILL STREET, BLACKPOOL (Pages 119 - 126)

To consider the inclusion of 11-19 Hill Street, Blackpool, on the List of Buildings of Local Architectural and/or Historic Interest ('Local List').

9 SOUTH SHORE AREA OF SPECIAL LOCAL CHARACTER (Pages 127 - 152)

To consider formal adoption of the South Shore Area of Special Local Character onto the List of Buildings of Local Architectural and/or Historic Interest ('Local List').

10 DATE OF NEXT MEETING

To note the date of the next meeting as 25 July 2023.

Venue information:

First floor meeting room (lift available), accessible toilets (ground floor), no-smoking building.

Other information:

For queries regarding this agenda please contact Jenni Cook, Democratic Governance Senior Adviser, Tel: (01253) 477212, e-mail jennifer.cook@blackpool.gov.uk

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Public Document Pack Agenda Item 2

MINUTES OF PLANNING COMMITTEE MEETING - WEDNESDAY, 26 APRIL 2023

Present:

Councillor Hunter (in the Chair)

Councillors

Baker	Farrell	Sloman
G Coleman	O'Hara	Stansfield

In Attendance:

Carl Carrington, Head of Planning, Quality and Control
Jenni Cook, Democratic Governance Senior Adviser
Ian Curtis, Legal Officer
Susan Parker, Head of Development Management

1 DECLARATIONS OF INTEREST

There were no declarations of interest.

2 MINUTES OF THE MEETING HELD ON 7 MARCH 2023

Resolved:

That the minutes of the last meeting held on 7 March 2023 be approved and signed by the Chairman as a correct record.

3 PLANNING/ENFORCEMENT APPEALS LODGED AND DETERMINED

The Committee considered a report on planning appeals lodged since the last meeting.

Resolved:

To note the update.

4 PLANNING ENFORCEMENT UPDATE REPORT- FEBRUARY 2023

The Committee considered an update on planning enforcement activity in Blackpool between 1 February 2023 and 28 February 2023.

In total, 41 new cases had been registered for investigation in February 2023, 317 live complaints were outstanding and 21 cases had been resolved by negotiation without resource to formal action.

Resolved:

To note the update.

5 PLANNING ENFORCEMENT UPDATE REPORT- MARCH 2023

The Committee considered an update on planning enforcement activity in Blackpool between 1 March 2023 and 31 March 2023.

MINUTES OF PLANNING COMMITTEE MEETING - WEDNESDAY, 26 APRIL 2023

In total, 44 new cases had been registered for investigation in February 2023, 365 live complaints were outstanding and 10 cases had been resolved by negotiation without resource to formal action.

Resolved:

To note the update.

6 APPLICATION NUMBER 22/0506- FLAGSTAFF GARDENS/OSBORNE ROAD

The Committee discussed planning application 22/0506 for the erection of 19 shipping containers (part single and part two storey) and use of the land as food and drink venue comprising outdoor seating areas, roof terraces and canopy, external glazed balconies to upper floor, a stage and refuse store, with associated landscaping and bollards at Flagstaff Gardens/Osborne Road, Promenade, Blackpool.

Ms S Parker, Head of Development Management, presented the report and provided the Committee with an overview of the application which was a full planning application, constituting main town centre use, for 19 stacked shipping containers and use of the site as an outdoor food and drinks venue with a stage and associated facilities. Ms Parker advised that 10 of the containers would serve food, 5 would be used for storage or staff facilities, one would provide toilets and one would be used as a stage, with 2 containers providing bars.

The Committee's attention was drawn to a submission by the applicant along with the Planning Officer's response to that submission, both of which had been included within the Update Note and a late representation had also been included. Ms Parker considered that all points raised had been suitably addressed through the Update Note.

The Committee was advised that the site was surrounded by major leisure attractions, food and drink venues, with permanent and visitor accommodation to the east of the site. The site housed United Utilities infrastructure on the eastern part of the site and underground along with an Electricity North West has a substation which included a right of way and cable easement.

Ms Parker advised the Committee that the site was open space and designated as green infrastructure under the recently adopted Local Plan Part 2. This site also sat within the setting of the Grade II White Tower. Ms Parker noted that the National Planning Policy Framework and Policy CS6 stated that open space and recreational land should only be built on if an assessment clearly showed that the land was surplus to requirements, that replacement provision could be provided or that alternative sports and recreation provision could be provided in order to outweigh the loss. The 2019 Open Space Assessment had also identified the space as amenity greenspace of fair quality in the Waterloo Ward and wider Inner area and therefore Planning Officers considered that it was not surplus to requirements. A sequential test had been submitted stating that no appropriate sequentially preferable alternative sites were available and this had been accepted by the Planning Officers and Ms Parker advised the Committee that Planning Officers were of the opinion that the proposal would not have a significant adverse impact on the Town Centre, nor would it affect any planned investment at Blackpool Central.

MINUTES OF PLANNING COMMITTEE MEETING - WEDNESDAY, 26 APRIL 2023

The Committee was advised of objections and concerns raised by Public Health in respect of the application and Ms Parker reminded the Committee of one of the key Council priorities which was to improve public health, particularly in view of the levels of poor health, low life expectancy and health inequalities in Blackpool. Public Health had objected to the application due to the recognised correlation between poor health, obesity, deprivation and over-concentrations of takeaways and due to the fact that the application was for 10 food units in an area with a high concentration of takeaways. Ms Parker acknowledged the applicant's commitment to serve healthy street food, however, she advised that the Local Planning Authority could not control the type of food sold, deliveries via apps and who the food was sold to by planning condition.

In respect of design, Ms Parker informed the Committee that containers would be situated on the perimeter of the site, would be inward looking and forward of the building line and no active frontages on the Promenade streetscene. The Committee was reminded that shipping containers were utilitarian and industrial in appearance and that this aesthetic was not considered appropriate for open space, nor was it appropriate in the setting of the Grade II listed White Tower. The proposed containers represented an incongruous form of development, would not enhance the appearance of the seafront and would harm the character and quality of that stretch of the Promenade. Although other authorities had approved similar container parks, these had been situated in more industrial or dockland settings on a temporary basis pending appropriate permanent development.

The Committee was advised that in relation to amenity, the noise assessment had not made any reference to the stage, the use of amplified music and noise from sporting events on large LED screens, particularly in view of permanent residential accommodation and visitor accommodation to the east of the site. The assessment had not demonstrated that the venue would operate without an unacceptable impact on residential amenity. As one of the seating areas was located over a wastewater network tank that held stagnant water, United Utilities had requested an Odour Assessment, however Ms Parker advised that this had not been provided as the recommendation was one of refusal.

Servicing of the site remained a concern to the Planning Officers and the Committee was reminded that regular deliveries would be received in an area that was busy with both cars and pedestrians and that the Local Planning Authority could not prevent delivery drivers collecting food orders from the 10 proposed food units. Concerns had also been raised by the Head of Highways in relation to the main entrance to the site and the possibility that this would invite crossing movements away from an existing pelican crossing. In respect of habitat and green infrastructure, some would be lost along the eastern boundary and had the proposal been acceptable then the applicant could have been asked to incorporate green roofs and landscaping on site or via a financial contribution to provision of off-site planting to mitigate this loss.

In summary, Ms Parker advised that although the proposal could deliver some economic benefits and support existing visitor attractions, these benefits were not considered sufficient to outweigh the concerns identified and outlined to the Committee. The scheme was not considered to be sustainable development and the recommendation remained one of refusal for the reasons outlined in the officer report.

Mr Jamie Willacy and Mr Andrew Bradshaw, South Beach Streetfood UK Limited, spoke as the applicants and advised the Committee that it was their intention to develop the site

MINUTES OF PLANNING COMMITTEE MEETING - WEDNESDAY, 26 APRIL 2023

as a high quality, ethical and healthy food destination that would cater for dietary provision, allergies and intolerances. Work would be undertaken to ensure that ingredients were locally sourced and partnerships would be developed with local colleges. It was hoped that the development would act as a catalyst to encourage investment in the South Shore area. In relation to the loss of open space, reference was made to previous temporary uses of the site and the Committee was advised that the proposed site was currently an unused eyesore and that the development would provide an economic and aesthetic benefit to the area.

In relation to concerns raised by Public Health, the applicants advised that it was not intended to provide a takeaway service and that the proposal was for a high-quality food venue to improve the food offer in the South Shore area. In respect of other box park venues around the country, the applicants stated that not all of these were in industrial and dockland settings and that the CGI video images provided as part of the Update Note had received positive public feedback and that the containers would be a destination venue that would attract visitors. It was noted that that the CGI video had provided a somewhat unrepresentative view of the size of the stage, that no loud music was intended and the stage could be used to host community and charity events. In respect of concerns regarding odours from the United Utilities tanks on the site, the Committee was advised that the applicants were not aware of any previous issues in relation to odours.

Councillor Derek Robertson BEM spoke in his capacity as Ward Councillor for the Waterloo Ward and stated that he was representing residents who were supportive of the application. The proposal would bring more visitors to the South Shore area and would provide job opportunities for local people. Councillor Robertson advised the Committee that he had been contacted by Councillor Jim Hobson, Councillor for the nearby Bloomfield Ward, who had been unable to speak at the Committee and that he was also supportive of the proposal. Councillor Robertson stated that the South Shore area was in need of investment and that this opportunity should not be passed by. The site was close to public transport and was opposite a large car park which would also bring visitors to the site easily. Councillor Robertson asked the Committee to support the application.

In response to the representations made, Ms Parker advised the Committee that the Local Planning Authority was unable use planning conditions to control the types of food served, portion control, use of local ingredients or ethical practices and that although this could address concerns raised by Public Health, no planning weight could be given to the statements made by the applicants regarding this matter. She advised that appropriation of the land did not change the Local Plan designation which remained as open space and green infrastructure.

The Committee discussed the report and in relation to concerns raised by Public Health, was informed that the applicants intended to keep sole control over food suppliers in order to retain a good quality and standard of food in line with a Mission Statement that had been submitted by the applicant to the Council's Property Department in 2019. The applicants intended to work with the Council's Public Health Team in respect of the Healthy Weight Declaration and intended to work towards a Healthy Choice Award.

The Committee discussed the need to develop the South Shore area with high-quality, welcoming attractions and that the objections raised by the Pleasure Beach in relation to

MINUTES OF PLANNING COMMITTEE MEETING - WEDNESDAY, 26 APRIL 2023

competition were not planning considerations. The need to balance development against the need to retain public open space was noted along with concerns regarding noise from events. In respect of site operation during adverse weather, the Committee noted that it was the intention of the applicant to cover half of the site with a stretch tent to remain operational and that some containers would provide welfare facilities for staff during periods of adverse weather. The applicants had indicated that the site would initially be operational for 205 days per year and that, if approved, consideration would be given to extending operational times in line with the extended illuminations season.

Ms Parker reminded the Committee of the concerns raised in relation to visual amenity and impact and also of the concerns raised by Public Health. It was reiterated that the types of food served could not be controlled by planning condition. In addition she noted that a noise assessment had not been submitted in respect of the application. Ms Parker also reminded the Committee that if it was minded to approve the application then planning reasons must be provided and the provision should be made for the negotiation and agreement of conditions.

The Committee noted that it was minded to support the application contrary to the Planning Officer's view for reasons of the economic benefits that the development would bring to the South Shore area, particularly this piece of land, the provision of employment and a differing view to the Planning Officer in respect of the aesthetics of the scheme.

Resolved:

To support the application for the reasons outlined above and to delegate approval to the Head of Development Management following consultation with the Chairman of the Planning Committee.

7 DATE OF NEXT MEETING

The Committee was advised that the date of the next meeting would be confirmed at the Annual Council meeting on 24 May 2023.

Chairman

(The meeting ended at 6.58 pm)

Any queries regarding these minutes, please contact:
Jenni Cook Democratic Governance Senior Adviser
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E-mail: jennifer.cook@blackpool.gov.uk

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Report to:	PLANNING COMMITTEE
Relevant Officer:	Susan Parker, Head of Development Management
Date of Meeting:	13 June 2023

PLANNING/ENFORCEMENT APPEALS LODGED AND DETERMINED

1.0 Purpose of the report:

1.1 The Committee is requested to note the planning and enforcement appeals, lodged and determined.

2.0 Recommendation(s):

2.1 To note the report.

3.0 Reasons for recommendation(s):

3.1 To provide the Committee with a summary of planning appeals for information.

3.2 Is the recommendation contrary to a plan or strategy adopted or approved by the Council? No

3.3 Is the recommendation in accordance with the Council's approved budget? Yes

4.0 Other alternative options to be considered:

4.1 None, the report is for information only.

5.0 Council Priority:

5.1 The relevant Council priorities are both 'The Economy: maximising growth and opportunity across Blackpool' and 'Communities: creating stronger communities and increasing resilience'.

6.0 Planning Appeals Lodged

6.1. 21/0843 – 18 Springfield Road, Blackpool FY1 1QL - Erection of bin and cycle store to rear and use of premises as three self-contained permanent flats

An appeal has been lodged by GTEC Property Holdings Ltd against the Council's refusal of planning permission

6.2. 22/0507 – Mayfield, Kitty Lane, Blackpool, FY4 5EG - Use of premises as a sui generis mixed use consisting of a residential dwelling and self-contained holiday Let

An appeal has been lodged by Ms Cheetham against the Council's refusal of planning permission.

6.3. 22/0612 – 12 Springfield Road, Blackpool, FY1 1QL – Retention of automated teller machine

An appeal has been lodged by Cardtronics UK Ltd, trading as CASHZONE against the Council's refusal of planning permission.

6.4. 22/0834 – ST Michaels Vicarage, Calvert Place, Blackpool, FY3 7RU – Display of non-illuminated free standing sign.

An appeal has been lodged by Miss A Wilkinson against the Council's refusal of advertisement consent.

6.5. 23/0037 – 31 Stockydale Road, Blackpool. FY4 5HP - Erection of a part single storey, part two storey side extension, single storey rear extension and extension to existing decking to rear

An appeal has been lodged by Mrs C Threlfall against the Council's refusal of planning permission.

7.0 Planning/Enforcement Appeals Determined

7.1. 21/0485 – 131 Caunce Street, Blackpool, FY1 3NG – Installation of new shop front and roller shutter to sides elevation following demolition of bay windows.

7.2. 21/0807 – 131 Caunce Street, Blackpool, FY1 3NG – Alterations to shop front to replaced doorway (resubmission of application 21/0485)

7.3 Appeals Allowed

7.4 The Inspector found that there would be no adverse effect on the character and appearance of the area caused by the proposals under 21/0485 as the street has a mixed character dominated by St Thomas Parish Centre. It was stated that the new frontage would appear neat and streamlined and would replace rather untidy bay windows. Significant weight was afforded to the classification of the character of the street as mixed use as opposed to residential and it was concluded that the proposals would not be out of context with the street given its mixed character.

- 7.5 It was found that the infilling of the recessed doorway proposed under 21/0807 would conflict with Policy DM22, but the traditional feature has become so engulfed by the otherwise modern appearance that it was difficult to discern and now offered very little in terms of positive contribution to the appearance of the premises. Significant weight was afforded to this observation despite conflict with Policy DM22.
- 7.6 The Planning Inspectorate decision letter can be viewed online at <https://idoxpa.blackpool.gov.uk/online-applications/>
- 7.7 Does the information submitted include any exempt information? No
- 7.8 22/0823 – 1 Lincoln Road, Blackpool - Removal of part garden wall and creation of hardstanding for vehicle access.
- 7.9 Appeal Dismissed
- 7.10 The Inspector agreed that the main issue was whether the proposal would preserve or enhance the character and appearance of the Raikes Hall Conservation Area. He stated that the removal of the front boundary wall to facilitate off street parking with the loss of enclosure to the property and the loss of the front garden area would cause harm to the character and appearance of the Conservation Area. He stated that there was no evidence that the proposal would generate public benefits to weigh in its favour against the harm identified to the Conservation Area.
- 7.11 The Planning Inspectorate decision letter can be viewed online at <https://idoxpa.blackpool.gov.uk/online-applications/>
- 7.12 Does the information submitted include any exempt information? No
- 7.13 22/0259 – 81-83 Ansdell Road, Blackpool, FY1 6PU upgrade of existing radio base station comprising erection of 20m high monopole in rear parking area with 2no. cabinets and associated works, including removal of existing wall mounted antennas, associated wall mounted apparatus and 1no. ground based equipment cabinet'
- 7.14 Appeal Allowed
- 7.15 The Inspector set out that the main issue was the effect of the siting and appearance of the proposal on the character and appearance of the area and, if any harm would occur, whether this was outweighed by the need for the installation to be sited as proposed taking into account any suitable alternatives. The Inspector found that the siting and appearance of the proposal would have a harmful effect on the character and appearance of the area. Nonetheless, having regard to all relevant considerations, including the importance attached by the Government to high quality and reliable communications in national policy and the lack of available alternative sites, they considered that the operational and locational needs of the appellant and the enhancement of the local telecommunications network in the particular circumstances of this case would outweigh such harm.

7.16 The Planning Inspectorate decision letter can be viewed online at <https://idoxpa.blackpool.gov.uk/online-applications/>

7.17 Does the information submitted include any exempt information? No

8.0 List of Appendices

8.1 None.

9.0 Financial considerations:

9.1 None.

10.0 Legal considerations

10.1 None.

11.0 Risk management considerations

11.1 None.

12.0 Equalities considerations

12.1 None.

13.0 Sustainability, climate change and environmental considerations:

13.1 None.

14.0 Internal/ External Consultation undertaken:

14.1 None.

15.0 Background papers:

15.1 None.

Report to:	PLANNING COMMITTEE
Relevant Officer:	Susan Parker, Head of Development Management
Date of Meeting:	13 June 2023

BLACKPOOL DESIGN GUIDE

1.0 Purpose of the report

1.1 To consider the Planning Guidance Note (Appendix 4a) which:

- Provides guidance for applicants bringing together national planning policy and guidance and Local Plan policies on design
- Sets out what is expected of applicants to ensure that development proposals in Blackpool raise the quality of design.

2.0 Recommendation

2.1 To approve the use of the design guidance, to be publicised and given to applicants to support the development of planning applications.

3.0 Reasons for recommendation

3.1 It is appropriate for this guidance to be produced to help applicants develop planning applications to meet the requirements set out in Local Plan Policies and fully take into account:

- National Planning Policy Framework
- Planning Practice Guidance
- National Design Guide
- National Model Design Code
- Manual for Streets

3.2 The Guidance is 'sign-posting' applicants to existing policies and setting out the Council's expectations of securing good design. It is not deemed appropriate to develop a separate design Supplementary Planning Document at this time. The guidance will guide applicants to adopted national and local policy and guidance.

3.3 The recommendation is not contrary to any plan or strategy adopted or approved by the Council, and is in accordance with the Council's budget.

4.0 Background information

4.1 Part 2 of the Blackpool Local Plan: Site Allocations and Development Management Policies was adopted in February 2023. This contains detailed development management policies that cover many design aspects and replace the previous policies from the 2006 Local Plan. The adoption of Part 2 of the Local Plan provides the opportunity for a renewed impetus on

securing high quality design, alongside the policies in the Core Strategy, which were adopted in 2016.

- 4.2 An update to the National Planning Policy Framework in 2021 places much stronger emphasis on design and refusing development that is not well designed, taking into account both national and local guidance. This has subsequently formed the basis of planning appeal decisions, where appeals have been dismissed following refusals on design grounds. The National Planning Policy Framework, in paragraph 128, states that national documents should be used to guide decisions on applications in the absence of locally produced design guides or design codes.
- 4.3 The national documents referred to in National Planning Policy Framework are the National Design Guide published in January 2021 and the supporting the National Model Design Code, which was published in June 2021. The National Model Design Guide sets out the characteristics of well-designed places and demonstrates what good design means in practice. The National Model Design Code provides detailed guidance on the production of design codes, guides and policies to promote successful design. The Levelling Up and Regeneration Bill, published in May 2022, makes provision for design guides covering local authority areas, supplemented by detailed design codes.
- 4.4 In addition, Manual for Streets provides design guidelines for local roads and streets. This design guidance is currently being revised, with a replacement to be produced in 2023 to replace both Manual for Streets (2007) and Manual for Streets 2 (2010) to encourage more widespread use. The design, appearance, and the way streets function have a huge impact on the quality of people's lives as well as economic and social vitality and environmental sustainability.
- 4.5 This Blackpool planning guidance note assists applicants in the planning application process. It sets out what the Council expects to see in planning applications that are submitted to the council, including addressing design issues as early as possible, through the use of the Council's pre-application advice service.
- 4.6 To help applicants navigate local and national policies, a series of questions has been prepared to provide a prompt to applicants to set out how a proposal achieves high quality design. Applicants addressing these questions in Design and Access Statements (where one is required) will assist the Council in ensuring that the proposal is achieving high quality design and assist in effectively processing applications.

5.0 Appendices

- 5.1 Appendix 4a: Draft Planning Guidance Note: Raising the Quality of Design in Blackpool

6.0 Financial considerations

- 6.1 The work is being undertaken within existing budgetary provisions.

7.0 Legal considerations

- 7.1 The Planning Guidance Note will not form a material consideration on its own, but it clearly sets out existing policy and guidance note and will assist offices and members when determining planning applications.

8.0 Risk management considerations

- 8.1 The draft Planning Guidance Note provides advice to applicants, officers and members on the Blackpool Local Plan and national planning policy and guidance to enable and assist the delivery of high quality design in Blackpool.

9.0 Equalities considerations

- 9.1 Local authorities need to have regard to the Public Sector Equalities Duty, as referred to in the Equality Act 2010, in respect of considering people with 'protected characteristics' in decision making. The Planning Guidance Note raises no adverse equalities considerations. The note will contribute to the Council priorities set out in the Council Plan.

10.0 Sustainability, climate change and environmental considerations

- 10.1 Sustainability, climate change and the environment are key considerations that have to be taken into account in the preparation of the statutory Blackpool Local Plan.

11.0 Relevant Council Priority

- 11.1. This matter is relevant to and would support both Council priorities being both 'The Economy: maximising growth and opportunity across Blackpool' and 'Communities: creating stronger communities and increasing resilience'.

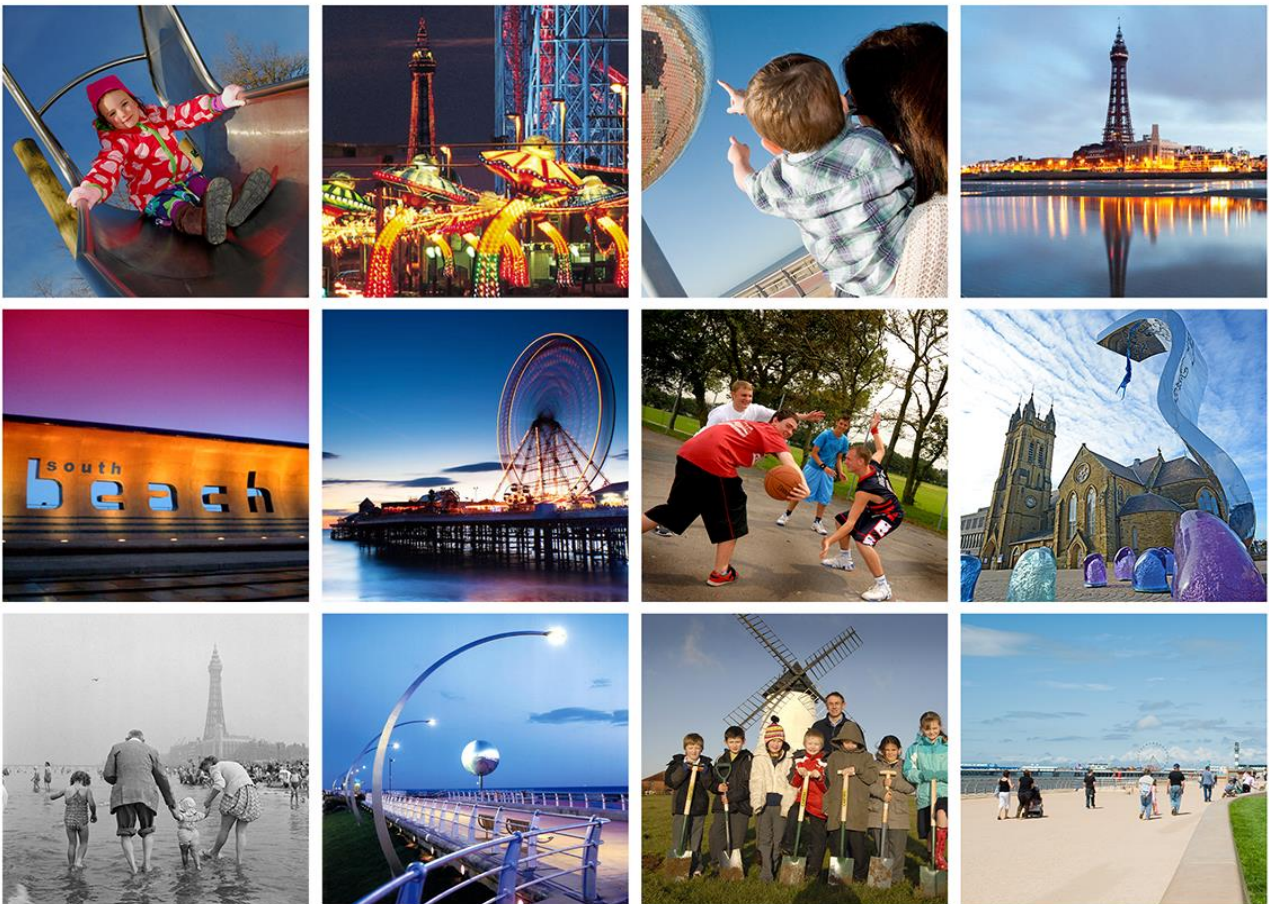
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Blackpool Design Guide

Advice Note

May 2023

Blackpool Council



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1.0 Introduction

- 1.1 The aim of this guidance note is to raise design standards in Blackpool, by ensuring compliance with national policy and refusing development that is not well designed. The note provides a summary of national planning policy and guidance; as well as local planning policy to set out how design can be taken into account in the development management process.

Who is this guidance note for?

- 1.2 This guidance note is for all applicants submitting development proposals that include an element of new-build or external alteration to an existing property. This note aims to guide applicants through existing national and local policies to ensure well designed development is delivered

Use of Design and Access Statements to secure good design

- 1.3 It is expected that where schemes require a Design and Access Statement, in line with the national validation requirements, that the statement will set out the narrative of how the proposal delivers good design. To help guide applicants through this process, a list of questions is set out in paragraph 4.4. Further information is provided on the related Local Plan policies and sections of the National Design Guide for each of these questions, in Appendix 1. Smaller scale development does not require a Design and Access Statement, however the Council still expect to see high quality design in these proposals, and the questions can support this.

2.0 National Policy

National Planning Policy Framework

- 2.1 Paragraph 134 of NPPF was updated in July 2021, it reads:

Development that is not well designed should be refused, especially where it fails to reflect local design policies and government guidance on design, taking into account any local design guidance and supplementary planning documents such as design guides and codes. Conversely, significant weight should be given to:

a) development which reflects local design policies and government guidance on design, taking into account any local design guidance and supplementary planning documents such as design guides and codes; and/or

b) outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings.”

- 2.2 This paragraph has since been used by Inspectors in dismissing appeals for applications where design formed part of the refusal. Therefore the NPPF along with the National Design Guide are material considerations of notable weight in the determination of planning applications. Whilst

paragraph 128 of NPPF states that “all local planning authorities should prepare design guides or codes consistent with the principles set out in the National Design Guide and National Model Design Code, and which reflect local character and design preferences”, the absence of a design guide or code does not mean that design is given less weight in the decision making process.

National Planning Practice Guidance

- 2.3 The PPG contains a section concerning making decisions about design. The PPG identifies pre-application discussion as an opportunity for a prospective applicant and the Local Planning Authority to discuss the intended approach given to a site and how to apply design policies. The guidance states that addressing design early in the process is more efficient than trying to implement revisions at a later stage.
- 2.4 PPG includes guidance of how to consider design in outline applications. This states design is often considered at outline stage to assist community engagement, inform an Environmental Impact Assessment or Design and Access Statement, and provide a framework for the preparation and submission of reserved matters applications. It may be appropriate for a Design Code or parameter plans to be submitted with outline applications to guide the preparation and submission of reserved matters. Such codes can include information on the proposed land use, building heights, areas of potential built development, structure of landscape and green infrastructure, access and movement and other key structuring and place-making components, to inform the detailed design in the reserved matters application.
- 2.5 PPG states that Design and Access Statements should set out the narrative for the design approach and design rationale for the scheme and demonstrate how the proposal has considered local character and will achieve high quality design.
- 2.6 The guidance states that Local Planning Authorities can consider using planning conditions to ensure that design principles are respected in detailed design. Design elements that are fundamental to the acceptability of a scheme should be agreed early to ensure that they are incorporated as effectively as possible. The use of pre-application advice is encouraged to establish design requirements. It is important to ensure that the quality of an approved development does not materially diminish between the grant of permission and construction such as, for example, when materials or details of landscaping are agreed through condition.

National Design Guide

- 2.7 Paragraph 11 of the Guide states who the guide is for including: planning officers who assess the quality of planning applications, councillors who make planning decisions, applicants who prepare applications and people in the local community.
- 2.8 The guide introduces ten characteristics of a well-designed place and paragraph 14 of the Guide sets out how the relative priority of different characteristics can be determined at an early stage.



- 2.9 Paragraph 16 of the guide talks about where there is a clearly expressed ‘story’ for the design concept, how this influences the components of design and addresses the ten characteristics. This ‘story’ should be set out in a Design and Access Statement, reflecting advice in PPG.
- 2.10 The guide sets out the components of good design, taking into account the context of the site including buildings, landscaping and infrastructure. The components of design are outlined in the plan and should form the basis of a good design which achieves the ten characteristics of a well-designed place. The components are:
- Layout: including how routes and blocks are arranged, the structure / grain and distribution of different uses.
 - Form: The size and shape of buildings, their height, bulk, massing, building lines and relationship to plot boundaries
 - Scale: The height, width and length of individual buildings and enclosure formed around the space by height of and distance between buildings.
 - Appearance: Including the architecture, materials, decoration, lighting, colour and texture of buildings
 - Landscape: Including the landform, drainage, hard landscaping, street furniture, play equipment and planting within a site and its relationship to wider environment
 - Materials: Including for buildings and landscape, how they relate to the surrounds, their suitability for the type of development.
 - Detailing: These include deliberate part of the appearance of a building including windows, doors and their surrounds; but can also include lighting, ventilation and rainwater goods.
- 2.11 The text relating to each of the ten characteristics provides guidance on achieving these characteristics of good design, which can be cross-referenced with the components of design. Against each characteristic there is also a list of ‘looking forward’ questions which seeks to address climate change.

National Model Design Code

- 2.12 The code is in two parts: Part 1 - the coding process and Part 2 - guidance notes. The purpose of the code is to provide guidance on the production of design codes and to promote successful design, expanding on the National Design Guide. Paragraph 8 states that this sets out design considerations that will be expected to be taken into account when determining planning applications.
- 2.13 Paragraph 11 states the Code sets a baseline standard of quality and practice, which local planning authorities are expected to take into account when determining planning applications including:
- Designing new development to enhance health and wellbeing
 - How landscape, green infrastructure and biodiversity are approached
 - The environmental performance of the place and buildings
 - The layout of development including infrastructure and street pattern
 - The factors to consider when determining whether facades of buildings are of sufficiently high quality
 - How developments take account of local vernacular, character, heritage, architecture and materials
- 2.14 Section 3 includes guidance for different issues to be addressed in different areas (in a design code) and on an area wide basis. Part 2 of the Design Code – guidance note provides more detailed

guidance. Part 2 is particularly useful in expanding on the guidance set out in the National Design Guide.

Manual for Streets

- 2.15 Manual for Streets is referred to the National Design Guide, this provides design guidelines for local roads and streets. Manual for Streets is [currently being revised](#), with a replacement to be produced in 2023 to replace both Manual for Streets (2007) and Manual for Streets 2 (2010). This is to take account of wider changes in design policy and guidance. This sets out the design approach for streets, including considering the design process, design principles and detailed design issues.
- 2.16 Para 3.2.1 recommends joint working between local planning and highway authorities, and others responsible for service delivery to ensure that they do not give contradictory advice. Table 3.1 sets out the design approach making a differentiation between large developments, small developments and changes to existing streets; these have links to the guidance set out in the National Design Guide and National Model Design Code.
- 2.17 The document provides detailed guidance on street users' needs; street geometry; parking; traffic signs and markings; street furniture and street lighting; and materials, adoption and maintenance. The latter part includes planting and drainage.

3.0 Local Policies

- 3.1 One of the key objectives of the Core Strategy is to create well-designed places for people to enjoy with high quality buildings, streets and spaces, whilst conserving and enhancing Blackpool's rich heritage and natural environment. This is supported by several policies. CS7: Quality of Design is the core design policy but several other policies have links to improving design and cover issues that should be addressed in Design and Access Statements, giving consideration to the National Design Guide and National Model Design Code:

Core Strategy Policy:
CS5: Connectivity
CS6: Green Infrastructure
CS7: Quality of Design
CS8: Heritage
CS9: Water Management
CS10: Sustainable Design and Renewable and Low Carbon Energy
CS12: Sustainable Neighbourhoods
CS13: Housing Mix, Density and Standards
CS17: Blackpool Town Centre
CS22: Key Resort Gateways

- 3.2 Part 2 of the Local Plan contains detailed Development Management Policies, which should also be read in conjunction with national guidance in order to make decisions on design; with Design and Access Statements articulating how these have been taken into account.

Development Management Policy:
DM1: Design Requirements for New Build Housing Developments
DM3: Supported Accommodation and Housing for Older People
DM4: Student Accommodation
DM17: Design Principles
DM19: Strategic Views
DM20: Extensions and Alterations
DM21: Landscaping
DM22: Shopfronts
DM23: Security Shutters
DM25: Public Art
DM26: Listed Buildings
DM27: Conservation Areas
DM28: Non-Designated Heritage Assets
DM31: Surface Water Management
DM35: Biodiversity
DM36: Controlling Pollution and Contamination
DM41: Transport Requirements for New Development

- 3.3 There are Supplementary Planning Documents which contain further guidance on design: Greening Blackpool, New Homes from Old Places, Signage and Extending Your Home.

4.0 The Planning Application process

Prior to the submission of an application

- 4.1 National planning policy, national planning and design guidance and local planning policies set out clear expectations on what is required for the design of development, with national policy being clear that development that is not well design should be refused. There are clear expectations on The National Design Guide (para 14) gives advice on the early stage of the design process.
- 4.2 Planning Practice Guidance sets out the value of pre-application engagement and the importance of resolving issues early on in the process. The Council has a [pre-application advice service](#) for both small scale development and major applications. Applicants are strongly advised to seek pre-application advice in order to understand the Council's expectations on design; and to discuss the best way for developments to achieve these. The Council's website sets out the information that is required at the pre-application stage.
- 4.3 For non-residential developments with over 1,000 square metres floorspace; a [BREEAM](#) pre-assessment report should be compiled to ensure that the proposal will achieve at least BREEAM 'very good' standard. Agreeing details on the design of the building at an early stage will ensure that the standard is met and help ensure that more energy efficient buildings are delivered in accordance with Local Plan Policy CS10.

Submission of an application / preparation of a Design and Access Statement

- 4.4 A set of questions has been prepared to provide a prompt to applicants to set out how the proposal achieves high quality design. The questions are based around the themes of character and context, movement, amenity, public spaces and green infrastructure. It would be useful if a submitted application includes answers to the below questions, which can be addressed in the Design and Access Statement where one is required. The questions are set out below:

Questions to be addressed to secure a high standard of design:
How does the proposal enhance the character and appearance of the local area by having regard to the design components set out in Policy DM17 and the National Design Guide?
How does the proposal strengthen the existing townscape character?
How does the proposal make the most efficient use of land and why is the density proposed appropriate?
What contribution does the proposal make to helping create an attractive gateway to the resort and town centre?
Where affordable housing has been provided on site, how has this been designed to ensure that it is not distinguishable from market housing?
How does the proposal maintain or enhance the residential character of the neighbourhood / street?
How have views identified in Policy DM19 informed the design of the proposal?
How does the proposal enhance walking and cycling connection; including access to public transport?
Where car parking is provided, is it well integrated into the site; and does it avoid dominating the frontage of the development?
How has the proposal maximised accessibility to different groups?
How does the development support the amenity of its occupiers and the occupiers of neighbouring buildings by dealing with visual intrusion, overlooking, shading, noise and light pollution?
Does the development incorporated adequate amenity space and is sufficient floorspace provided to support residential amenity and meet NDSS as set out in DM1?
What steps have been taken to reduce energy demand for the end-user?
How does the development support the provision of safe public and private spaces?
How does the proposal enhance the quality of buildings, streets and spaces within the town centre?
How has utilities and servicing infrastructure being sensitively incorporated into the development?
How has the proposal sought to incorporate public art into the public realm?
How does the proposal create new green infrastructure and help connect to other areas of green infrastructure?
How has the proposal sought to deliver a net gain in biodiversity?
How has the proposal sought to include street trees?
How has the development sought to minimise surface water run-off?

- 4.5 A more detailed version of the questions is set out in a separate table (in appendix 1) which links to the relevant Local Plan policies and National Design Guide, to demonstrate the policy basis of these questions but to also allow the applicant and case officer to seek further detail.
- 4.6 In accordance with national policy, a Heritage Statement is required on all applications affecting Listed Buildings, buildings in Conservation Areas, Locally Listed Buildings (non-designated heritage assets), registered historic parks and gardens, or affecting known archaeological sites. A Heritage

Statement is also required for applications affecting the setting of any of the above. Further guidance is available on the Council's website. There may be scope for a joint Heritage and Design & Access Statement to consider design issues affecting a site.

Deciding a planning application

- 4.7 These questions would form the basis of how the case officer decides whether the policy has met national and local planning policies to achieve well designed development. Ultimately if it is not clear that the application is delivering high quality design, it will be refused.

5.0 Further information

Pre-application advice

The Council offers a pre-application advice service. Applicant's wishing to develop serviced holiday accommodation may wish to take advantage of this service to establish the likelihood of planning permission being granted for their proposal and to understand any specific requirements that may be necessary.

Details of this service can be found [here](#) or at: <https://www.blackpool.gov.uk/Residents/Planning-environment-and-community/Planning/Planning-applications/Pre-application.aspx>

Public consultation

As this document is intended as an advice note to provide clarification and information on the Council's approach to design, no public consultation has been undertaken on its content.

Sustainability appraisal

The Blackpool Local Plan, Parts 1 and 2, have both been subject to a sustainability appraisal. As such, there is no need for this advice note to be subject to a separate sustainability appraisal.

Habitats Regulations Assessment

Given the purpose, content and scope of this advice note, it is not considered to trigger a requirement for a Habitats Regulations Assessment (HRA).

Useful numbers

Development Management (Planning) – 01253 476193

Appendix 1: Questions to be addressed to secure a high standard of design and their related policies

Questions to be addressed to secure a high standard of design	Relevant Local Plan Policies	Relevant National Design Guide heading
How does the proposal enhance the character and appearance of the local area by having regard to the design components set out in Policy DM17 and the National Design Guide?	CS7, CS12, DM1, DM5, DM17, DM19, DM22, DM25	C1, C2, I1, I2, I3, B1, B2
How does the proposal strengthen the existing townscape character?	CS7, CS12, DM1, DM17, DM19	C1, C2, I1, I2, I3, B1, B2
How does the proposal make the most efficient use of land and why is the density proposed appropriate?	CS7, CS13, DM1, DM17	B1, B2
What contribution does the proposal make to helping create an attract gateway to the resort and town centre?	CS7, CS17, CS22, DM10, DM17, DM19, DM22	C1, C2, I1, I2, I3, B1, B2, B3
Where affordable housing has been provided on site, how has this been designed to ensure that it is not distinguishable from market housing?	CS14, DM1	U2, U3
How does the proposal maintain or enhance the residential character of the neighbourhood / street?	CS7, CS12, DM1, DM3, DM4, DM5, DM17	C1, C2, I1
How have views identified in Policy DM19 informed the design of the proposal?	CS7, DM17, DM19, DM26, DM27, DM28	C2. I1
How does the proposal enhance walking and cycling connection; including access to public transport?	CS5, CS6, CS7, CS12, DM41	M1, M2, M3
Where car parking is provided, is it well integrated into the site; and does it avoid dominating the frontage of the development?	CS6, CS7, CS12, DM1, DM17, DM21 DM41	M1, M2, M3, H2
How has the proposal maximised accessibility to different groups?	CS7, DM1, DM3	M3, H1, L2
How does the development support the amenity of its occupiers and the occupiers of neighbouring buildings by dealing with visual intrusion, overlooking, shading, noise and light pollution?	CS7, DM1, DM17, DM36	H1
How has the development incorporated adequate amenity space and is sufficient floorspace provided to support residential amenity and meet NDSS as set out in DM1?	CS7, CS12, CS13, DM1	H1, H2
What steps have been taken to reduce energy demand for the end-user?	CS10, DM1	R1, R2, R3
How does the development support the provision of safe public and private spaces?	CS7, DM17, DM21	P1, P2, P3
How does the proposal enhance the quality of buildings, streets and spaces within the town centre?	CS7, CS17, DM17, DM19, DM22	P1, P2, U1
How has utilities and servicing infrastructure being sensitively incorporated into the development?	CS7, DM1	M3, H3, L2
How has the proposal sought to incorporate public art into the public realm?	CS7, DM17, DM25	P1, P2

How does the proposal create new green infrastructure and help connect to other areas of green infrastructure?	CS6, CS7, DM21, GBSPD (Greening Blackpool SPD)	N1, N2, N3
How has the proposal sought to deliver a net gain in biodiversity?	CS6, DM21, DM35, GBSPD	N3
How has the proposal sought to include street trees?	CS6, DM21, DM35, GBSPD	N1, P1
How has the development sought to minimise surface water run-off?	CS6, CS9, DM1, DM21, DM31, GBSPD	N2

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Blackpool Council
Development Management

Officer Report to Committee

Application ref:	22/0499
Ward:	Park
Application type:	Full
Location: 6 Whinney Heys Road, Blackpool, FY3 8NP	
Proposal:	Erection of 1no detached dwelling in rear garden, with associated access from Cottesmore Place (resubmission of withdrawn application ref: 21/0476).
Recommendation:	Grant
Recommendation Summary:	The scheme as amended is considered acceptable. It would provide a new home of a good standard and would not have an unacceptable impact on surrounding properties.
Meeting date: 13 June 2023	
Reason for bringing to Committee:	Following consultation with the Chair of the Planning Committee it is considered that the application is of significant public interest.
Case officer:	Caron Taylor
Case officer contact:	01253 476221

1.0 SITE DESCRIPTION

- 1.1 The application site is part of the rear garden of 6 Whinney Heys Road, a large, detached house on the east side of Whinney Heys Road, originally the presbytery to the adjacent shrine. Its rear garden has a long frontage to Cottesmore Place. The Thanksgiving Shrine of Our Lady of Lourdes located to the north, is a listed Grade II* building. To the north east is a four storey block of flats, and Cottesmore Place is a cul-de-sac of mainly detached houses.
- 1.2 The property is within flood zone 1, no other constraints apply to the site. The property is outside Stanley Park Conservation Area (the boundary runs between the property and the Shrine).

2.0 PROPOSAL

- 2.1 Erection of one detached dwelling house in rear garden, with associated access from Cottesmore Place. The proposed two storey dwelling would be in the side/rear garden of the existing dwelling on Whinney Heys Road and would take both pedestrian and vehicular access from Cottesmore Place.
- 2.2 The application has been supported by:
- Design and Heritage Statement
 - Arboricultural Report

3.0 RELEVANT PLANNING HISTORY

- 3.1 21/0476 – Erection of one detached dwelling house and detached garage in rear garden, with associated access from Cottesmore Place – withdrawn
- 3.2 08/0437 – Use premises as a dental surgery - withdrawn

4.0 RELEVANT PLANNING POLICY/LEGISLATION

4.1 National Planning Policy Framework

4.1.1 The National Planning Policy Framework was updated in July 2021. It sets out a presumption in favour of sustainable development. The following sections are most relevant to this application:

- Section 5 – Delivering a Sufficient Supply of Homes
- Section 11 – Making Effective Use of Land
- Section 12 - Achieving well-designed places
- Section 15 – Conserving and Enhancing the Natural Environment
- Section 16 – Conserving and Enhancing the Historic Environment

4.2 National Planning Practice Guidance

4.2.1 The National Planning Practice Guidance expands upon and offers clarity on the points of policy set out in the National Planning Policy Framework.

4.3 Local Plan Part 1: Core Strategy 2012-2027

4.3.1 The Core Strategy was adopted in January 2016. The following policies are most relevant to this application:

- CS2 Housing Provision
- CS6 Green Infrastructure
- CS7 Quality of Design
- CS8 Heritage
- CS9 Water Management
- CS11 Planning Obligations
- CS12 Sustainable Neighbourhoods
- CS13 Housing Mix, Standards, and Density

4.4 Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027

4.4.1 Part 2 was adopted in February 2023. The following emerging policies in Part 2 are most relevant to this application:

- DM1 Design Requirements for New Build Housing Developments
- DM17 Design Principles
- DM18 High Speed Broadband for New Developments

- DM26 Listed Buildings
- DM27 Conservation Areas
- DM31 Surface Water Management
- DM35 Biodiversity
- DM41 Transport Requirements for New Development

4.5 Other documents, guidance and legislation

- 4.5.1 DCLG National Technical Housing Standards – this document was published in March 2015 and sets out the national minimum standards for new homes. This partially supersedes some of the standards in the Council’s New Homes from Old Places Supplementary Planning Document guidance.
- 4.5.2 Greening Blackpool Supplementary Planning Document - this document was adopted in May 2022 and sets out the green infrastructure and tree planting requirements for new development.
- 4.5.3 Blackpool Council declared a Climate Change Emergency in June 2019 and are committed to ensuring that approaches to planning decision are in line with a shift to zero carbon by 2030.
- 4.5.4 Blackpool Council adopted the Blackpool Green and Blue Infrastructure (GBI) Strategy in 2019. The GBI Strategy sets out six objectives for Blackpool in terms of green infrastructure:
- Protect and Enhance GBI i.e. protecting the best and enhancing the rest
 - Create and Restore GBI i.e. greening the grey and creating new GBI in areas where it is most needed
 - Connect and Link GBI i.e. making the links, improving connectivity and accessibility of GBI
 - Promote GBI i.e. changing behaviour, promoting the benefits of GBI and encouraging greater uptake of outdoor activity and volunteering.
- 4.5.5 National Model Design Code (July 2021) provides guidance to promote successful design and expands on the ten characteristics of good design set out in the National Design Guide.
- 4.5.6 National Design Guide (January 2021) recognises the importance of good design and identifies the ten characteristics that make up good design to achieve high quality places and buildings. The guide articulates that a well-designed place is made up of its character, its contribution to a sense of community and its ability to address the environmental issues affecting climate.
- 4.5.7 The Environment Act 2021 makes provision for all planning permissions to be conditional on the provision of biodiversity net gain. Whilst there is, as yet, not requirement set out in statute, the Government’s clear intention is a material planning consideration. The Council will therefore seek to secure biodiversity net gains where practicable in advance of this becoming a statutory requirement.

5.0 CONSULTEE RESPONSES

5.1 United Utilities

Following the receipt of amended plans United Utilities has issued a build over in principle letter as it appears that its required access to the sewer is provided. The acceptability of the scheme will be dependent upon the applicant knowing the exact location (line and depth) of

the asset in question and a build over agreement being entered into with its developer services legal department.

5.2 **Head of Highways and Traffic Management Services**

From a highways perspective they have no objection to the principle of the development. They originally commented on the parking arrangement not being acceptable as it showed three spaces –two of which were blocked by a vehicles in the third space. Amended plans have since been received reducing the size of the property and the parking layout.

5.3 **Blackpool Civic Trust**

This development will provide a very intensive site which is out of context for the conservation area and should not be approved.

5.4 **Parks Officer**

There's no issues with the information and tree report. However trees have been removed from site without permission and cut the trees in half (G1) belonging to the church. Therefore, they would expect a landscaping/planting plan to be provided/conditioned.

5.5 **Conservation Officer**

Agrees with the approach to secure new planting through this application.

6.0 **REPRESENTATIONS**

6.1 Press notice published: 12/07/22

6.2 Site notice displayed: 30/06/22

6.3 Neighbours notified: 24/06/22 and 23/03/23 (amended plans)

6.4 Three representations were received from residents of Cottesmore Place to notification of the original plans, two objections and one of neutral comments.

6.4.1 Following notification of amended plans (a reduced size dwelling) the two people who objected and the person who made neutral comments have reiterated their points.

6.4.2 These objections raise the following issues:

- Object to the entrance from Cottesmore Palace as the road is simply too narrow;
- The opposite side is not yellow lined therefore free to park for all for as long as they wish;
- The council promised this was going to be double lines like the rest of the street but this still hasn't happened;
- There is no room to swing into the property on Cottesmore Place from this entrance there would be enormous constraints on the traffic in and out of the road;
- No emergency vehicle will be able to enter if the traffic is parked and the new entrance will be obstructed by work vehicles;
- The dwelling could possibly take light off the rear gardens in Cottesmore Place;
- Residents will struggle to exit the road;
- Residents struggle to reverse off their driveways as they cannot see cars coming due to parked cars on the road;
- The entrance proposed would make this impossible for traffic to manoeuvre safely, possibly having an impact on Whinney Heys road where emergency vehicles are on route to the hospital;

- Yellow lines would be a safety asset, access for ambulance and fire engine if required;
- They are aware that the inconvenience would only be temporary whilst the building is in progress, but unless the parking down Cottesmore Place is resolved it will remain a serious risk of an accident occurring so yellow lines would be required before building could commence and they would like that concern on record;
- The single fronted building is not in keeping with the other nine houses in Cottesmore Place;
- Concern about losing light to the front left side of no. 2 Cottesmore Place.

6.4.3 The neutral comment states:

- They have no objection in principal to the erection of the property;
- However the proposed new driveway leading into Cottesmore Place has the potential to cause a serious accident and they would politely suggest that a sub-committee come and look at the situation before a final decision is made;
- The entry and exit by vehicles in and out of Cottesmore Place continues to be restricted to a single carriageway due to the failure by Road Traffic Management to carry out its promise to provide double yellow lines and no loading restrictions passed by the Planning Committee in 2020-1;
- This, together with instances of continued illegal parking on footpaths and at the junction of Cottesmore Place due to the lack of car parks in the area makes the possibility of a serious accident a continued threat;
- Allowing of a driveway into Cottesmore Place facing oncoming traffic with no escape is going to make an existing serious situation considerably worse;
- The Highways Department previously recognised in 2019-20 that forcing traffic exiting Cottesmore Place onto the right hand side of the road was creating a very dangerous situation which could possibly lead to an accident or hold up on Whinney Heys Road. Their solution was to paint double yellow lines/no stopping markings however this was never carried out so there continues to be a very dangerous situation which is sometimes made even worse by illegally parked vehicles;
- If Highways had kept its promise to make Cottesmore Place a safe thoroughfare by painting the double yellow lines/no loading kerb markings there would be no need to make any objections whatsoever to this application.

7.0 ASSESSMENT

7.1 Principle

7.1.1 The site is a windfall site (a site not allocated for development in the Local Plan), however Core Strategy Policy 2 envisages that windfall sites will be used to deliver homes during the plan period.

7.1.2 As a garden area the site is not previously developed land as defined by the National Planning Policy Framework. The National Planning Policy Framework seeks to ensure that development coming forward on garden land maintains an area's prevailing character and setting and not cause harm to an area.

7.1.3 Therefore subject to this being acceptable the proposal is considered acceptable in principle as the site is not on the Council's brownfield register and is not otherwise allocated or safeguarded for another use.

7.2 Amenity

- 7.2.1 Initially a four bedroom property was proposed, however United Utilities raised an issue regarding a public sewer crossing the site and will not permit building over it and require an easement for access and maintenance. The dwelling has therefore been reduced in size to a three bed property so as not to impinge on the sewer or its easement.
- 7.2.2 The proposed dwelling is of a good size, meeting or exceeding all the relevant standards in relation to the gross internal floor area, kitchen/lounge/dining areas and bedrooms.
- 7.2.3 Policy DM1 of the Local Plan Part 2 requires proposals to provide adequate private, defined and useable amenity space for existing and new occupants. It states private amenity space should be at least the equivalent size of the footprint of the house or reflect garden sizes in the area. Depending on the character of the wider area, where possible, all new build dwellings should include amenity space at the front of the property.
- 7.2.4 The proposal would benefit from a rear garden larger than the footprint of the house. It would also benefit from a small front garden area with a side driveway. The proposal is therefore considered acceptable in this respect.
- 7.2.5 In terms of overlooking to/from the rear, there would be no issue of overlooking to the listed shrine. There is a block of three/four storey flats on Newton Drive to the north, however it does not share a boundary with the site and although there would only be approximately 7.5m between the first floor rear windows of the proposed property and its rear boundary, this window will look onto the open land associated with the shrine, the carpark of the flats and its windows will face towards windows in the flats at an oblique angle. In addition to the oblique angle of vision there would also be over 25m between facing windows so the relationship with the flats is considered acceptable.
- 7.2.6 In relation to the host property, no. 6 Whinney Heys Road, the rear of this property has a double height bay window nearest to the application site. There would be approximately 10.5m between this window and the side wall of the proposed dwelling (which would only have a first floor window in serving a bathroom). There would be just over 6m from the bay window to the boundary with the application property but it would look onto the proposed side driveway, not an area of private amenity space. The host property would retain a good garden area to the rear and side of the property and for these reasons the proposal is considered acceptable in terms of its relationship with no. 6.
- 7.2.7 The proposed dwelling would project marginally further rearwards than the adjacent property no. 1 Cottesmore Place (by about 1.5 metres) but would cause very little overshadowing of its rear rooms due to the angle of the properties and their orientation and for the same reason it would not appear over-dominant from its rear garden.
- 7.2.8 To the front the proposed property would face towards the side of the rear garden of no. 12 Whinney Heys Road but there would be over 15m between them separated by the front garden of the application proposal and Cottesmore Place which is considered an acceptable relationship.
- 7.2.9 An objector has raised the concern over losing light to the front left hand side of their property no. 2 Cottesmore Place. To respond to this the proposed dwelling will be on the other side of the road to this property and not directly opposite it. It is considered the distance between no. 2 and the proposal will ensure that the development does not have an unacceptable impact on it.

7.2.10 In terms of waste collection the property would benefit from access to the rear down the side to allow the storage of multiple waste and recycling receptacles in the rear garden.

7.3 Visual Impact

7.3.1 The properties on Cottesmore Place are from around the 1970s era and are all of a homogenous design with much architectural detailing. They all have a pediments over the front door with pilasters either side, false shutters on many windows and some have small round bay windows.

7.3.2 The proposed property does not seek to copy the design of the other properties on Cottesmore Place which are very much 'of their time'. A small canopy is proposed over the front door to articulate the entrance and window proportions have a horizontal emphasis to reflect the proportions of other properties in the street.

7.3.3 Materials proposed will reflect those on the street, being facing brickwork with grey roof tiles and white window frames. Overall the proposed dwelling is of a simple design that does not seek to compete or clash with the existing properties and this is considered acceptable.

7.3.4 An objector has commented that the proposed dwelling will not be double fronted like the other properties in Cottesmore Place. However, some of the properties at the end of Cottesmore Place have been extended so not every property is identical. It is not considered that the proposed property will be viewed as a copy of the existing properties and therefore does not need to be of identical design.

7.3.5 Most of the properties on Cottesmore Place have no front boundary walls, the street having an open plan design, though some properties have used decorative chains or low post and rail fencing to delineate their front boundaries and no. 1 adjacent to the site has a front boundary hedge. However the part of Cottesmore Place nearest to Whinney Heys Road has fencing right up to the back of the footway to enclose the side gardens of the properties on Whinney Heys Road.

7.3.6 Although the front garden of the proposed property will be enclosed each side of the driveway entrance with a low brick wall with native hedge planting behind, this is considered acceptable in this part of Cottesmore Place as it will be positioned where there is currently a fence and sited between the remaining fence and the hedge enclosing the front garden of no. 1. It is beyond this area that the street opens out to have an open plan character.

7.3.7 Amended plans have been received reducing frontage parking and creating a side driveway to reduce its dominance in the streetscene and allow for 50% of the frontage to be landscaped in line with policy.

7.3.8 Subject to conditions controlling materials the proposal is considered acceptable in terms of visual impact.

7.4 Access, Highway Safety and Parking

7.4.1 Highways have no objection to the principle of the development. Their comments relating to parking are noted, however the scheme has now been amended so the proposed property now has three, rather than four bedrooms. In line with the councils parking standards the property should have two parking spaces. The driveway now proposed allows for three spaces. The whole of Cottesmore Place, apart from a small section close to Whinney Heys

Road, has double yellow lines, so on street parking is extremely limited. Therefore the availability of three spaces is welcomed to ensure the property has sufficient parking within its curtilage. Although the parking is in the form of a tandem drive it is considered such parking will be used due to the very limited parking in the area.

- 7.4.2 The main issue raised by neighbours is that of the parking on Cottesmore Place and how this will interact with the proposed scheme.



Proposed Access

- 7.4.3 Nearly all of Cottesmore Place is double yellow lined except an area of unrestricted parking on the south east side of the road alongside the side garden of no. 12 Whinney Heys Road. As a result this part of the road is reduced to single width when cars are parked there.
- 7.4.4 The Council's Parking Officer advises that the small section of unrestricted parking on Cottesmore Place is supposed to be double yellow lined and advises they have repeatedly asked the Council's contractor to implement this. This has not been done to date due to a change in contractors. However, a new contractor has now been appointed and the yellow lining is on the list to be done.
- 7.4.5 They do however advise that when the request for double yellow lines came through it was not to do with the exit from the street being narrow but more to do with noise pollution as cars were pulling up waiting for the spaces to become clear - they were leaving engines running and parking over peoples dropped crossings and causing an issue to the residents. They advise that at this time there have been no serious accidents of cars heading out of Cottesmore Place, and they do not consider that adding one more driveway is going to cause

more of an issue than all the other houses that have driveways and need to exit Cottesmore Place in the same way.

- 7.4.6 Based on the current situation that the yellow lines have not yet been put down, it is accepted that this does mean that the section of Cottesmore Place near its junction with Whinney Heys Road is reduced to single width by parking. However, it is not considered that the current lack of yellow lines means that the proposed dwelling is unacceptable. Cottesmore Place a quiet road and completely straight, so any vehicle coming out of the proposed new driveway would be able to see if there was traffic coming in either direction before pulling onto the highway. Once on the highway they would be in no different situation to any other vehicle that has to exit Cottesmore Place at present. Therefore it is not considered that the proposed dwelling could be refused due to the lack of yellow lines. Notwithstanding this the Parking Officer advises that the yellow lining will be undertaken as already planned prior to this application.
- 7.4.7 Given the parking restrictions on Cottesmore Place and the surrounding area a Construction Management Plan condition is proposed. In this case it will specifically require details of parking provision, turning, loading and off-loading.

7.5 Impact on the Conservation Area and Grade 2* Listed Shrine:

- 7.5.1 A Heritage Statement has been submitted with the application. The proposed dwelling will be viewed in the context of the existing dwellings on Cottesmore Place and the host property no. 6 Whinney Heys Road. It is considered that the addition of the dwelling subject to sufficient screening (which is discussed below) will conserve the shrine as a heritage asset and its setting and will not have an unacceptable impact on its significance or on the immediately adjacent conservation area.
- 7.5.2 It has become apparent that some trees have been removed on the side boundary with no. 6 (the application host property) and listed shrine. The applicant advised on site that they were very large conifers and overhanging their garden by approximately 2m. This appears to be confirmed by Google Street View map regression which suggests that they were an overgrown hedge. It is unclear if the Historic Churches Trust (which owns the shrine) gave consent or not. However, the trees would have been within the conservation area boundary and an application for work to Trees in a Conservation Area should have been made.
- 7.5.3 It is however clear from the regression photos the trees were originally a conifer hedge that has grown. If the applicant had made the correct application the Council would have had to make a decision on whether to place a Tree Preservation Order (TPO) on them or not. Given their species it is very likely that the council would not have been able to justify a TPO and therefore prevent their removal. It is therefore considered that the most appropriate action is to accept that they have been removed (noting that it would have been very unlikely that the Council would have TPO'd them) and secure appropriate replacement planting as part of this application. It is clear on the shrine side of the boundary a group of small shrubs have grown in the place of the conifers to soften the boundary with the application property. In addition, following discussion with the agent native tree planting is proposed in the proposed garden of the new dwelling on the rear boundary with the shrine. It is considered this will provide screening and ensure that the proposed property will not have an unacceptable impact on the listed shrine or the setting of the conservation area. The council's Conservation Officer is agreeable with this approach.

7.6 Other Issues

- 7.6.1 The Greening Blackpool Supplementary Planning Document requires two trees to be provided on site. Trees are being proposed to the rear of the site in line with this policy. Significant native hedgerow planting is also proposed along the side and front boundaries, again in accordance with the SPD and in relation to biodiversity net gain.
- 7.6.2 A mains sewer crosses the site. Following lengthy liaison between the agent and United Utilities the scheme is now acceptable to them. Following United Utilities review of the proposed site layout they have issued a build over in principle letter as they state it appears that their required access to the sewer is provided. An informative note will be put any permission regarding making contacting United Utilities about the build as the development will need to enter into a formal build over agreement with them.
- 7.6.3 In terms of biodiversity, as stated above, new native hedge planting is proposed along with trees, a bat box and a habitat pile at the rear of the garden.
- 7.6.4 Subject to conditions including controlling drainage, details of hard surfacing and the implementation of landscaping the proposal is considered acceptable in relation to environmental impact, air, water and land quality
- 7.6.5 The application has been considered in the context of the Council's general duty in all its functions to have regard to community safety issues as required by section 17 of the Crime and Disorder Act 1998 (as amended).
- 7.6.6 Under Article 8 and Article 1 of the first protocol to the Convention on Human Rights, a person is entitled to the right to respect for private and family life, and the peaceful enjoyment of his/her property. However, these rights are qualified in that they must be set against the general interest and the protection of the rights and freedoms of others. This application does not raise any specific human rights issues.
- 7.6.7 Through the assessment of this application, Blackpool Council as a public authority has had due regard to the Public Sector Equality Duty ("PSED") under s.149 of the Equality Act and the need to eliminate unlawful discrimination, advance equality of opportunity between people who share a protected characteristic and those who do not, and to foster or encourage good relations between people who share a protected characteristic and those who do not. The application is not considered to raise any inequality issues.

7.7 Sustainability and planning balance appraisal

- 7.7.1 Sustainability comprises economic, environmental and social components.
- 8.2 Economically the scheme would have a very limited impact but the creation of a new dwelling would help to support local shops and services and some employment would be generated during construction.
- 8.3 Environmentally, the proposal would be acceptable, there would be no detrimental impact on drainage and environmental quality and biodiversity would not be materially affected subject to conditions.
- 8.4 Socially, the scheme would contribute towards the borough's housing needs albeit to a negligible extent. No unacceptable impacts on highway safety or flood risk are anticipated.

8.5 In terms of planning balance, the development proposed is considered to constitute sustainable development in terms of the environmental and social components. No other material planning considerations have been identified that would outweigh this view.

8.0 FINANCIAL CONSIDERATIONS

8.1 The development would generate Council Tax revenue. This is not a material consideration in the planning balance.

9.0 BLACKPOOL COUNCIL PLAN 2019-2024

9.1 The Council Plan sets out two priorities. The first is 'the economy: maximising growth and opportunity across Blackpool', and the second is 'communities: creating stronger communities and increasing resilience.

9.2 This application accords with the priorities by creating a new home of a good standard.

10.0 CONCLUSION

10.1 As set out above, the scheme is considered to represent sustainable development and no other material planning considerations have been identified that would outweigh this assessment. On this basis, planning permission should be granted.

11.0 RECOMMENDATION

11.1 Approve subject to the following conditions:

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

Reason: Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990 (as amended).

2 The development shall be carried out, except where modified by the conditions attached to this permission, in accordance with the planning application received by the Local Planning Authority including the following plans and information:

Location plan recorded as received by the Council on 12th April 2023

Proposed site plan and streetscene elevation ref. 21017_11S Rev H

Proposed plans and elevations ref. 21017_110 Rev F

The development shall thereafter be retained and maintained in accordance with these approved details.

Reason: For the avoidance of doubt and so the Local Planning Authority can be satisfied as to the details of the permission.

3 The external materials to be used on the development hereby approved shall be submitted to and agreed in writing by the Local Planning Authority prior to the commencement of any

above ground construction and the development shall thereafter proceed in full accordance with these approved details.

Reason: In the interests of the appearance of the site and streetscene in accordance with Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policy DM17 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027.

- 4 The surfacing materials to be used in the development hereby approved shall be submitted to and agreed in writing by the Local Planning Authority prior to the laying down of any final surfacing and the development shall thereafter proceed in full accordance with these approved details.

Reason: In the interests of the appearance of the site and streetscene in accordance with Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policy DM17 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027.

- 5 Prior to the commencement of any above ground construction, a scheme for the provision of boundary treatments to include their position, height, materials and design (including features to facilitate roaming of small mammals), shall be submitted to and agreed in writing by the Local Planning Authority. These agreed boundary treatments shall then be provided in full and in full accordance with the approved details before the proposal hereby approved is first brought into use.

Reason: In the interests of the appearance of the site and streetscene in accordance with Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policy DM17 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027.

- 6 The accommodation shall be used for permanent residential occupation within Class C3 of the Town and Country Planning (Use Classes) Order 1987 (as amended) only and for no other purpose.

Reason: In order to safeguard the living conditions of the occupants of nearby residential properties and the character of the area in accordance with Policies CS7, CS12 and CS23 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policy DM36 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027.

- 7 Prior to the commencement of development;
- (a) a phase 1 geo-technical study into potential land contamination shall be submitted to and agreed in writing by the Local Planning Authority; and
- (b) should the phase 1 report required by part (a) of this condition indicate a need for site investigation, a methodology for a phase 2 geo-technical site investigation into potential land contamination shall be submitted to and agreed in writing by the Local Planning Authority; and

(c) the phase 2 investigation approved pursuant to part (b) of this condition shall be carried out in full and the results of this investigation shall be submitted to and agreed in writing by the Local Planning Authority; and

(d) any scheme of remediation shown to be required by the investigation undertaken pursuant to part (c) shall be submitted to and agreed in writing by the Local Planning Authority; and

(e) the remediation agreed pursuant to part (d) of this condition shall be carried out in full and a validation report confirming the works shall be submitted to and agreed in writing by the Local Planning Authority.

Reason: To ensure a safe form of development that poses no unacceptable risk of pollution to water resources or to human health and in accordance with the provisions of Policies CS7 and CS9 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policy DM36 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027. This information is required to be submitted and agreed prior to commencement in order to ensure that the development hereby approved proceeds safely.

8 Prior to the first occupation or use of the development hereby approved:

(a) the landscaping scheme shown on plan ref. 21017_11S Rev. H shall be implemented in full and in full accordance with the approved details; and

(b) any trees or plants planted in accordance with this condition that are removed, uprooted, destroyed, die or become severely damaged or seriously diseased within 5 years of planting shall be replaced within the next planting season with trees or plants of similar size and species to those originally required unless otherwise first submitted to and agreed in writing by the Local Planning Authority.

Reason: To ensure that the site is satisfactorily landscaped in the interests of visual amenity and to ensure there are adequate areas of soft landscaping to act as a soakaway during times of heavy rainfall in accordance with Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies DM21 and DM35 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027.

9 Prior to the development hereby approved being first brought into use, the parking provision shown on the approved plan(s) shall be provided and shall thereafter be retained as such.

Reason: In order to ensure that adequate and accessible parking provision is available to meet the needs of the development in the interests of highway safety, and to encourage travel to and from the site by ultra-low and zero emission vehicles in accordance with Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policy DM41 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027.

10 (a) Prior to the commencement of any development, a surface water drainage scheme, based on the hierarchy of drainage options in the National Planning Practice Guidance and in accordance with the Non-Statutory Technical Standards for Sustainable Drainage Systems

(March 2015) or any subsequent replacement national standards shall be submitted to and approved in writing by the Local Planning Authority.

This scheme shall include:

(i) Measures to achieve a reduced rate of discharge of surface water agreed with the Local Planning Authority and a timetable for its implementation.

(ii) Evidence of an assessment of the site conditions to include site investigation and test results to discount infiltration or to confirm infiltration rates;

(iii) Surveys and appropriate evidence to establish the position, capacity and interconnection of all watercourses and surface-water sewers within the application site and those outside of the site into which a direct or indirect connection is proposed;

(b) Unless otherwise agreed in writing by the Local Planning Authority, no surface water shall discharge to the public sewerage system either directly or indirectly.

(c) The scheme agreed pursuant to part (a) of this condition shall be implemented in full and in full accordance with the approved details before the development hereby approved is first brought into use.

Reason: To promote sustainable development, secure proper drainage of surface water and to manage the risk of flooding and pollution in accordance with the provisions of Policy CS9 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policy DM31 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027. This information must be agreed prior to the commencement of development in order to ensure appropriate drainage of the site as the development proceeds.

11 Foul and surface water shall be drained on separate systems.

Reason: To secure proper drainage and to manage the risk of flooding and pollution in accordance with Policy CS9 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

12 No development shall take place until a Construction Management Plan has been submitted to and approved in writing by the Local Planning Authority. The Construction Management Plan shall include and specify the provision to be made for the following:

- dust mitigation measures during the construction period
- control of noise emanating from the site during the construction period
- hours and days of construction work for the development
- contractors' compounds and other storage arrangements
- provision for all site operatives, visitors and construction loading, off-loading, parking and turning within the site during the construction period
- arrangements during the construction period to minimise the deposit of mud and other similar debris on the adjacent highways

- measures to prevent contamination of surface and sub-surface water bodies during the construction period
- routing of construction traffic

The construction of the development shall then proceed in full accordance with the approved Construction Management Plan.

Reason: In the interests of the amenities of surrounding residents and to safeguard the character and appearance of the area in accordance with Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policy DM31 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027. This condition is required to be discharged prior to commencement in order to ensure that the development proceeds without causing undue harm to residential amenity, highway safety or the quality of the environment.

- 13 Prior to the occupation of the property a bat box shall be provided as shown on drawing no. 21017_11S Rev. H.

Reason: In order to safeguard and enhance biodiversity in accordance with Policy CS6 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies DM21 and DM35 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027.

- 14 Prior to the first occupation of any dwelling hereby approved, that dwelling shall be provided and fitted with a water butt of not less than 200 litres capacity to collect roof rainwater. This water butt shall be situated to the rear of the property.

Reason: In order to minimise water consumption to improve the sustainability of the development in accordance with the provisions of Policy CS10 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policy DM1 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027.

ADVICE NOTES TO DEVELOPERS

1. Please note that any address changes or new addresses needed as a result of this development must be agreed by the Council. Please contact the Council on 01253 477477 for further information.
2. Blackpool Council operates a refuse collection and recycling service through the use of wheeled bins. Developers of new residential properties, including conversions, will be required to provide these bins. Contact should be made with the Council's Waste Services team via email to waste@blackpool.gov.uk or by telephone to 01253 477477 for further advice and to purchase the bins required.

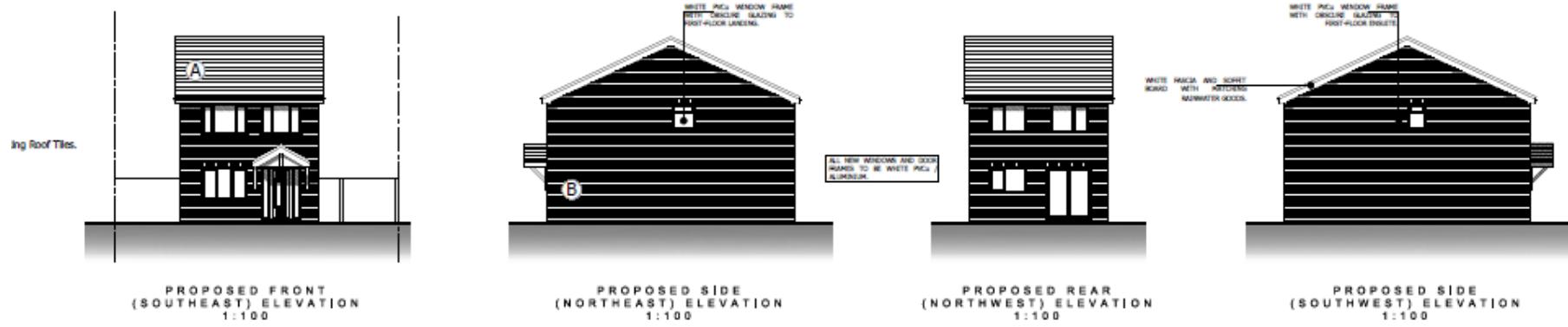
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Site Layout Plan

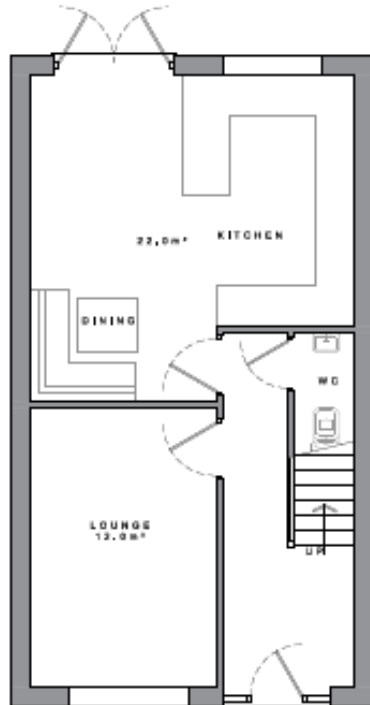
Page 44



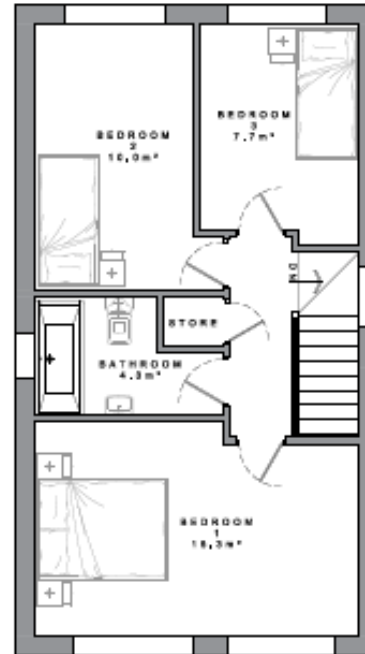
Proposed Elevations



Proposed Floor Plans



PROPOSED GROUND-FLOOR PLAN
1:50



PROPOSED FIRST-FLOOR PLAN
1:50

PROPOSED
3 BED, 4 PERSON DWELLING.
GROSS INT. AREA = 91.1m²



Application site



Proposed Access Point (behind lighting column)

Application Site Behind Fence









Application Site



View from Whinney Heys Road.

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**Blackpool Council
Development Management**

Officer Report to Committee

Application ref:	22/0991
Ward:	Talbot
Application type:	Full
Location: 32-34 VICTORIA STREET, BLACKPOOL, FY1 4RA	
Proposal:	Use of first and second floors as a serviced holiday flat (sui generis use) following replacement of external windows.
Recommendation:	APPROVE SUBJECT TO CONDITIONS
Recommendation Summary:	The scheme is considered to represent sustainable development and would create new holiday accommodation in the town centre in line with the Council's regeneration objectives. Subject to conditions it is not considered that the proposal would have an unacceptable impact on The Grand Theatre. The recommendation is therefore that planning permission be granted subject to condition
Meeting date: 13/06/23	
Reason for bringing to Committee:	The item is before the Committee at the request of the Ward Councillor.
Case officer:	Caron Taylor
Case officer contact:	01253 476221

1.0 SITE DESCRIPTION

- 1.1 The application site is the first and second floors of 32-34 Victoria Street located in a prominent position on the corner with Corporation Street. At ground floor the property is currently trading as F. Hinds Jewellers, the upper floors are currently used as associated storage and office space.
- 1.2 The site is within the defined Inner Area and the Primary Shopping Area. The frontage of the building facing Victoria Street is part of the Primary Shopping Frontage and the frontage facing Corporation Street is in the Secondary Shopping Frontage.

2.0 PROPOSAL

- 2.1 The proposal is for use of the first and second floors as a serviced holiday flat (sui generis use) following replacement of external windows. The ground floor will remain as a commercial unit.
- 2.2 The application has been supported by:
- Design and Access Statement (including Heritage Assessment)

3.0 RELEVANT PLANNING HISTORY

3.1 There have been various applications over the years for signage and changes of use of the ground floor of the building, but none that have a bearing on the current application.

4.0 RELEVANT PLANNING POLICY/GUIDANCE/LEGISLATION

4.1 National Planning Policy Framework

4.1.1 The National Planning Policy Framework was adopted in July 2021. It sets out a presumption in favour of sustainable development. The following sections are most relevant to this application:

- Section 7 – Ensuring the Vitality of Town Centres
- Section 11 – Making Effective Use of Land
- Section 12 - Achieving well-designed places
- Section 16 – Conserving and Enhancing the Historic Environment

4.2 National Planning Practice Guidance

4.2.1 The National Planning Practice Guidance expands upon and offers clarity on the points of policy set out in the National Planning Policy Framework.

4.3 Blackpool Local Plan Part 1: Core Strategy 2012-2027 (Core Strategy)

4.3.1 The Core Strategy was adopted in January 2016. The following policies are most relevant to this application:

- CS3 Economic Development and Employment
- CS4 Retail and Other Town Centre Uses
- CS7 Quality of Design
- CS8 Heritage
- CS13 Housing Mix, Standards, and Density
- CS17 Blackpool Town Centre
- CS21 Leisure and Business Tourism
- CS23 Managing Holiday Bed Spaces

4.4 Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027

4.4.1 Part 2 was adopted in February 2023. The following policies are considered to be most relevant to this application:

- DM5 Residential Conversions and Sub-Divisions
- DM6 Residential Uses in the Town Centre
- DM17 Design Principles

4.5 Other Relevant documents, guidance and legislation

- 4.5.1 New Homes from Old Places Supplementary Planning Document – this document was adopted in March 2011 and sets out the Council’s minimum design and amenity standards for new homes created through conversion.
- 4.5.2 DCLG National Technical Housing Standards – this document was published in March 2015 and sets out the national minimum standards for new homes. This partially supersedes some of the standards in the Council’s New Homes from Old Places Supplementary Planning Document guidance.
- 4.5.3 Holiday Accommodation Supplementary Planning Document – this updated document was adopted in November 2017. It identifies the protected holiday accommodation areas across the borough and sets out how proposals for change of use of holiday accommodation premises will be considered.
- 4.5.4 Blackpool Council declared a Climate Change Emergency in June 2019 and are committed to ensuring that approaches to planning decision are in line with a shift to zero carbon by 2030.
- 4.5.5 National Model Design Code (July 2021) provides guidance to promote successful design and expands on the ten characteristics of good design set out in the National Design Guide.
- 4.5.6 National Design Guide (January 2021) recognises the importance of good design and identifies the ten characteristics that make up good design to achieve high quality places and buildings. The guide articulates that a well-designed place is made up of its character, its contribution to a sense of community and its ability to address the environmental issues affecting climate.
- 4.5.7 The Environment Act 2021 makes provision for all planning permissions to be conditional on the provision of biodiversity net gain. Whilst there is, as yet, not requirement set out in statute, the Government’s clear intention is a material planning consideration. The Council will therefore seek to secure biodiversity net gains where practicable in advance of this becoming a statutory requirement.

5.0 CONSULTEE RESPONSES

5.1 Theatres Trust

- 5.1.1 The Theatres Trust state the application has been brought to its attention because it is proposing conversion to short-term accommodation at a site directly adjacent to the Grand Theatre, a form of residential use.
- 5.1.2 Development of this nature is of great concern to the Trust because residential uses and noise generating cultural venues including theatres are not necessarily compatible, even when not for permanent residents. Such use has the potential to create negative impacts on the theatre and its operations which could be detrimental to its ability to function should new restrictions, or the threat of restrictions, be imposed. In turn the established activities of the theatre, and those which it could legitimately introduce in future, are likely to cause disturbance to future occupants leading to sub-optimal living conditions. This is particularly the case for the space shown as Bedroom 1 on the proposed first floor plan.
- 5.1.3 The theatre is a Grade II* listed heritage asset within the Town Centre Conservation Area, considered one of the finest works of renowned theatre architect Frank Matcham. It is an important and valued cultural venue for Blackpool, hosting a busy programme which both

meets the needs of local people as well as contributing to Blackpool's visitor offer. Paragraph 93 of the NPPF (2021) seeks planning decisions to plan positively for facilities of this nature and to avoid unnecessary loss. Paragraph 3.339 of the emerging Blackpool Local Plan Part 2 (2021) in support of Policy DM37 makes clear the plan seeks to ensure that facilities are protected.

- 5.1.4 The application site is currently in retail use with the upper levels providing ancillary storage and staff facilities. The Grand Theatre is just a few metres away from the north/north-west elevation of this unit across Matcham Court, a small passageway providing access to the theatre's Stage Door. This area is utilised for 'get-ins' and 'get-outs', in other words the delivery, set-up and removal of sets and equipment. By necessity, particularly where there are touring shows moving on to other locations, this can take place late at night, early in the morning and at weekends. This can be an unavoidably noisy undertaking, and introducing restrictions on hours of work would not be acceptable because it would mean the Grand being unable to accept many shows. This would cause significant harm to the venue's reputation and viability, and reduce access and provision of culture and the arts for local people.
- 5.1.5 Secondly, the proximity of this unit and the age of the theatre also mean there is potential for bleed of noise from performances as well as rehearsals which could also cause disturbance. There is also a risk of activities on the proposed roof terrace [now removed] in particular disrupting quieter performances at the theatre.
- 5.1.6 These issues can and have resulted in harmful restrictions and uncertainty being imposed where complaints have been received. At worst this can result in the complete closure of venues, something which has occurred in the past prior to legislation and planning policy in this respect being introduced.
- 5.1.7 Therefore our general position is to object to such development unless there are compelling circumstances to the contrary and sufficient mitigations are in place which extinguishes all reasonable doubt.
- 5.1.8 Policy at both local and national level supports and protects facilities such as theatres and states that development should be refused where acceptable living conditions cannot be reached. Paragraph 187 of the NPPF (2021) seeks to ensure that new development can be effectively integrated with existing facilities and that unreasonable restrictions should not be placed on them. It also makes clear that obligations to make development acceptable must fall to the applicant/developer.
- 5.1.9 Policy DM36.1 only permits development where it can be demonstrated it is compatible with existing adjacent uses and will not lead to adverse effects on health, amenity and operation.
- 5.1.10 Presently there is no assessment of the relationship between this proposal and the theatre, including acoustic surveys to ascertain what mitigations such as soundproofing would be required to make development acceptable, or if it would be acceptable at all. This should be undertaken, ensuring it reports on levels arising from different types of activities at the theatre including those which cause greatest disturbance. Without such assessment this application should not be permitted.
- 5.1.11 They note and provide examples of a number of decisions and judgements in favour of protecting the interests and operations of existing venues over introducing potentially

incompatible development such as this. These examples should afford the Council confidence that refusal of this application on the basis of noise and 'agent of change' concerns, if required, can be justified and defended.

- 5.1.12 As this application currently stands the Theatres Trust strongly objects to the granting of planning permission because it is contrary to relevant policies and has failed to demonstrate compatibility with the theatre in terms of noise or provision of appropriate living conditions for occupants. Therefore the future operation of the Grand Theatre as a community, cultural and social asset would be jeopardised in turn risking vacancy of a heritage asset of great importance and significance. In the event the Council is minded to grant permission against our advice despite such clear conflict with policy in the absence of sufficient information and assessment by the applicant, they ask that the Trust is notified in advance of a decision notice being issued and to communicate any date for Committee if relevant. It is essential that robust conditions are attached requiring approval of sufficient acoustic and design protections, and that the applicant or future developer must be responsible for any costs arising whether to the application site or to the theatre. There must also be limits on the maximum consecutive duration of occupancy by a single party to further mitigate against cumulative impact resulting in complaint. The Trust can advise and work with the Council on drafting appropriate wording for any conditions or agreements.
- 5.1.13 Furthermore, construction activity itself poses a risk to the theatre's performances and operations; whilst this is necessary we urge a condition to be in place requiring submission of a construction management plan agreed with the theatre. This would prevent intrusive works taking place during normal performance times to ensure shows and the experience of audiences is not negatively impacted.

5.2 Blackpool Civic Trust

- 5.2.1 The adjacent Grand Theatre is a Grade II* listed building which has been highly acclaimed as a classic piece of Matcham architecture and will be severely impacted by the application.
- 5.2.2 The proposed entrance to the development on the plans submitted does not meet building regulations standards as it is neither high nor wide enough.
- 5.2.3 Access to Matcham Court was restricted on the introduction of the town centre pedestrian zone some years ago and has facilitated the town centre changes over many years.
- 5.2.4 A detailed drawing is needed to show the adjacent properties, their legal boundaries, their fire routers for emergency evacuation. Also how their fire alarms will interlink in emergency.
- 5.2.5 No allowances have been allowed to control for noise penetration from the second floor open air entertainment terrace [now removed from the plans].
- 5.2.6 There are many potential issues with vehicular access/egress to all properties impacted by the development and existing occupiers need to ensure their access is in no way restricted.
- 5.2.7 The Civic Trust understands the Council are seeking an injunction against the numerous Airbnb developments being sought and to restrict further development in retail areas. They believe this application therefore should be refused on the basis of exiting planning guidelines.

5.3 Environmental Protection

- 5.3.1 Initially requested a noise survey. This was then submitted and having reviewed it they state the report has taken into account the activities of The Grand Theatre and shown that with the glazing specification this will prevent an adverse impact.

5.4 Local Highway Authority

- 5.4.1 Has no objection to the principle of the development, however, vehicular access to the area is limited to loading/unloading only and before 10.30am or after 6.00 pm. They would suggest that a Construction Management Plan is conditioned covering: Working hours and days; hoardings/fencing; loading and unloading of waste and materials; and requirements for standing plant or other occupation of parts of the highway.

5.5 Council's Conservation Officer

- 5.5.1 States they have no comments from a heritage perspective.

6.0 REPRESENTATIONS

- 6.1 Site notice published: 12/01/23

- 6.2 Neighbours notified: 22/12/2022

- 6.3 One objection has been received from a member of the public and one from The Grand Theatre.

6.3.1 The Grand Theatre

- 6.3.2 Object to the proposed development in the strongest possible terms, in particular because of:
- The close proximity to the Grand Theatre a Grade II* listed building;
 - The proposal to enter the premises via a side door from Matcham Court on the basis that:
 - a. this is their private road, it has not been a public thoroughfare for decades;
 - b. it is an emergency escape route from the theatre, Marks and Spencers and other retail units;
 - c. it forms part of their premises alcohol licence;
 - d. it is behind their security gates;
 - e. it is their only loading bay with large trucks arriving and leaving into the small hours;
 - It's location at the heart of the conservation area;
 - It's location in a pedestrian zone with vehicle access from Church Street restricted between 10:30 and 18:00 every day;
 - The lack of parking or offloading space;
 - The potential for noise from the roof terrace disrupting the theatre and, conversely, noise from theatre-goers using the bar outside area affecting holiday makers.

- 6.3.3 While they accept that the noise and dirt associated with construction work cannot in

themselves be grounds for objection, they state they are a live theatre venue with matinee and early evening performances that could be adversely affected by this.

6.3.4 Full access to Matcham Court for the operation of the Theatre is very important. They state have provided photos of a recent load-in/load-out of scenery, illustrating very clearly that the door to F. Hinds Jewellers that is proposed to be used becomes inaccessible during the day, late at night and in the early hours of the morning when a new production arrives and departs.

6.4 Public objection

6.4.1 A member of the public from Montpellier Avenue has raised the following objections to the proposal:

- The prospect of a property accommodating 10 people in 5 rooms with roof top communal area [please note the roof terrace has been removed from the plans] gives serious concerns about the potential for a party house. Something the documented management agent is renowned for, leaving the community, and blue light emergency services to pick up the pieces while the management agency withhold the security bond is beyond offensive;
- As well as CCTV in communal areas there would be a need to be able to monitor noise levels making the management agency immediately responsive to noise issues. Having the likes of a Ring doorbell in place as a back up to the traditional key code entry is also essential, having witnessed guests at another managed property being left out doors for an hour and a half, late afternoon in the drizzle bringing noise, anti-social behaviour and other negative issues in to the heart of the town. As it stands this application should not be supported.

7.0 ASSESSMENT

7.1 Principle

7.1.1 The proposal is for holiday accommodation. Policy CS21 of the Core Strategy covers Leisure and Business Tourism. This aims to regenerate Blackpool's resort core and town centre and states that proposals for new visitor accommodation will be focused on the town centre, resort core and defined holiday areas, unless exceptional circumstances justify a peripheral location outside these areas.

7.1.2 As the property is within the town centre (as designated on the Blackpool Local Plan 2012-2027 Policies Map) then the proposal to convert the upper floor to holiday accommodation would be in accordance with policy and therefore acceptable in principle.

7.2 Amenity

7.2.1 The proposal would be for one large holiday house with five bedrooms. Bedroom accommodation would be provided on the first floor with a large open plan kitchen/dining/living room on the second floor.

7.2.2 The overall Gross Internal Floor Area, bedroom sizes and kitchen/dining/living room would all exceed the relevant space standards set out in both the Government's Technical housing standards and the Council's New Homes from Old Places SPG as required by Core Strategy

Policy CS13 in relation to floor areas, which indicate a good standard of accommodation will be provided for occupiers.

- 7.2.3 The application building is attached to Marks and Spencer but also sits adjacent to The Grand Theatre, separated by Matcham Court, a covered pedestrianised area leading to the theatre's stage door.
- 7.2.4 A number of objections have been received to the application in relation to noise and how the current activities of The Grand could impact on the proposed holiday flat (and vice versa), which could ultimately lead to complaints from guests of the holiday flat resulting in restrictions being imposed the theatre.
- 7.2.5 Paragraph 185 of the Framework states that planning policies and decisions should ensure that new development is appropriate for its location taking into account the likely effects (including cumulative effects) of pollution on health, living conditions and the natural environment, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development. In doing so they should:
- a) mitigate and reduce to a minimum potential adverse impacts resulting from noise from new development – and avoid noise giving rise to significant adverse impacts on health and the quality of life...
- 7.2.6 Paragraph 187 also makes clear that decisions should integrate effectively with existing businesses and community facilities (such as places of worship, pubs, music venues and sports clubs). Existing businesses and facilities should not have unreasonable restrictions placed on them as a result of development permitted after they were established. Where the operation of an existing business or community facility could have a significant adverse effect on new development (including changes of use) in its vicinity, the applicant (or 'agent of change') should be required to provide suitable mitigation before the development has been completed.
- 7.2.7 Policy DM36 of Part 2 of the Local Plan covers Controlling Pollution and Contamination and reflects the advice in the NPPF. Part 1 a) of this policy is relevant to this application. It states that development will be permitted where in isolation or in conjunction with other planned or committed developments it can be demonstrated that the development:
- a. Will be compatible with adjacent existing uses and would not lead to unacceptable adverse effects on health, amenity, safety and the operation of surrounding uses and for occupants, users of the development itself or designated sites of importance for biodiversity, with reference to noise, vibration, odour, light, dust, other pollution or nuisance. Applications will be required to be accompanied, where appropriate by relevant impact assessments and mitigation proposals;
- 7.2.8 Further guidance is found at national level in the Planning Practice Guidance (PPG), including relating to the 'agent of change' principle. It states that development proposed in the vicinity of existing businesses, community facilities or other activities may need to put suitable mitigation measures in place to avoid those activities having a significant adverse effect on residents or users of the proposed scheme.
- 7.2.9 It goes on to state that in these circumstances the applicant (or 'agent of change') will need to clearly identify the effects of existing businesses that may cause a nuisance (including noise, but also dust, odours, vibration and other sources of pollution) and the likelihood that they could have a significant adverse effect on new residents/users. In doing so, the agent of

change will need to take into account not only the current activities that may cause a nuisance, but also those activities that businesses or other facilities are permitted to carry out, even if they are not occurring at the time of the application being made.

- 7.2.10 The agent of change will also need to define clearly the mitigation being proposed to address any potential significant adverse effects that are identified. The PPG states that adopting this approach may not prevent all complaints from the new residents/users about noise or other effects, but can help to achieve a satisfactory living or working environment, and help to mitigate the risk of a statutory nuisance being found if the new development is used as designed (for example, keeping windows closed and using alternative ventilation systems when the noise or other effects are occurring).
- 7.2.11 The Grand Theatre and the Theatres Trust have objected to the application on the basis of noise from the theatre (including the changing over of sets and HGVs loading and unloading in Matcham Court) as well as possible noise from the holiday accommodation disrupting performances. Their concern over noise from the proposed holiday accommodation focusses on if complaints were made to the Council by the occupiers of the accommodation about noise from The Grand, then restrictions may be imposed on the theatre (or its loading/unloading) as a result, which they would not want as it would restrict their activities.
- 7.2.12 The importance of The Grand Theatre to the local community in terms of its social and economic benefits is acknowledged and it accepted that its use should not be prejudiced by the proposed development because of noise and disturbance issues.
- 7.2.13 As per the PPG, in this case the applicant for the holiday flat is the 'agent of change'. They have therefore submitted an Acoustic Survey and Assessment (herein referred to as the noise report) for the proposed holiday flat, which has been reviewed by the council's Environmental Protection team.
- 7.2.14 Monitoring was undertaken on between the 10th and 12th March. Looking at the theatre guide there were three shows on during those dates which would indicate that there were changeovers between shows on that weekend (it was not the same show each night):
10th Giovanni Pernice
11th The Carpenters Story
12th Beyond the Barricade
- 7.2.15 The results of the noise monitoring show that the maximum sound levels regularly exceeded 80dB(A) on one evening and 77.5dB(A) on the second. Therefore the sound levels that could be experienced by future occupiers of the holiday accommodation (as a result of external noise – not just from the theatre, but including other sources such as people passing and plant noise) could be above levels identified by relevant guidance. Therefore it concludes that further additional mitigation measures are required (above standard build). The noise report states that while standard double glazing would be sufficient to protect future occupiers of the flat from the average day and night-time sound levels, the guideline noise levels at night would be exceeded. As a result an enhanced glazing specification is proposed to bedrooms to ensure future occupants are adequately protected from the night-time regularly exceeded maximum sound levels that were identified.
- 7.2.16 To ensure this sound reduction could be met the windows would need to be kept shut. Therefore additional ventilation provision is proposed for the holiday accommodation by incorporating acoustic trickle ventilators for all windows to habitable rooms which would

achieve a similar or better performance to windows when open. The noise report specifies a number of suitable models that would achieve this available to the developer.

- 7.2.17 It is considered in permanent residential properties it would not normally be desirable in the Inner Area/Town Centre of Blackpool to require windows to be kept permanently closed even with alternative ventilation provided, as the opening of windows in a habitable room does not only serve the purpose of ventilation, but also has other purposes such as residents feeling in control of their environment, feeling connected to the outside and providing fresh air, so it also impacts on the living conditions of the occupiers and their mental health.
- 7.2.18 However, in this case the proposal is for a holiday flat, rather than permanent accommodation and therefore occupiers are not going to be living there on a long-term basis. Normally the same standards are required for both but consideration must be given to the benefits of securing efficient use of the space. On balance, therefore, the inability to open windows to ensure noise levels are not exceeded will not have an unacceptable impact on the long term health of occupiers and is considered acceptable. A condition is proposed that the property shall be used for serviced holiday accommodation only for this reason (where the duration of the stay does not exceed 30 days).
- 7.2.19 Environmental Protection has reviewed the noise report and considers that with the glazing specification this will prevent an adverse impact to the holiday flat. Therefore, it is considered that suitable mitigation measures can be put in place (and controlled by a planning condition) to ensure that noise from The Grand will not have an unacceptable adverse impact on the proposal and will achieve a satisfactory living environment for guests, to avoid statutory noise complaints being made against The Grand.
- 7.2.20 Originally the application proposed that a roof terrace at second floor for use by guests of the proposed holiday flat. Objectors raised concerns regarding this and the impact noise from the terrace could have on performances at The Grand Theatre. During the course of the application the terrace was removed from the application and is no longer proposed. The holiday flat will no longer therefore benefit from outside space, so guests will not have an outdoor area in which to congregate. The removal of this is looked upon favourably in terms of reducing possible noise disturbance to The Grand.

7.3 Visual impact

- 7.3.1 The application building is faced in concrete with concrete and red brick framing. The scheme proposes to replace the existing windows with aluminium frames, but no other external works to the building's façade are proposed.
- 7.3.2 An array of solar panels are proposed on the roof, but they will be positioned behind the parapet so will not be visible in the streetscene. In terms of design and the impact of the works on the building itself and the streetscene the proposal is considered acceptable, subject to a condition that the final details of the windows e.g. their colour are agreed.

7.4 Impact on Designated Heritage Assets

- 7.4.1 The application site is not within a Conservation Area, but lies just outside the Town Centre Conservation Area (Matcham Court being the boundary). The Grand Theatre is a Grade II* Listed Building. They are both designated heritage assets. Even though the application site is

outside the conservation area, whether the proposal would affect its setting or views into or out of the area must be considered.

- 7.4.2 Section 16 of the National Planning Policy Framework covers conserving and enhancing the historic environment and states Local Planning Authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and necessary expertise. It goes on to state they should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.
- 7.4.3 Paragraph 199 of the National Planning Policy Framework states that in considering potential impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.
- 7.4.4 Policy DM26 of the Local Plan Part 2 covers Listed Buildings and seeks to sustain and enhance the significance of the town's listed buildings including their settings. It states great weight will be given to the conservation of those elements that contribute to the significance of the listed building including its setting. It goes on to say that proposals which would cause harm to or loss of a listed building, will only be permitted where this is clearly justified and outweighed by the public benefits of the proposal. Substantial harm or total loss to the significance of a listed building will only be permitted in exceptional circumstances.
- 7.4.5 Similarly, Policy DM27 relates to Conservation Areas and seeks to preserve and enhance them.
- 7.4.6 The impact of the proposal on the setting of the adjacent Grade II* Grand Theatre must therefore be considered. The setting of a heritage asset is defined in the glossary to the NPPF as *'The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.'*
- 7.4.7 The external works proposed are very limited. The windows will be replaced with new in aluminium frames but no other external façade works are proposed. Solar panels will be fitted to the flat roof of the building but these will sit behind a parapet wall so will not be visible from public vantage points. It is not therefore considered the external works will have an impact on the setting of The Grand Theatre or conservation area. The Council's Conservation Officer has reviewed the proposal and has no comments from a heritage perspective.
- 7.4.8 Guidance from Historic England on The Setting of Heritage Assets (Planning Note 3) states the extent and importance of setting is often expressed by reference to visual considerations. Although views of or from an asset will play an important part, the way in which we experience an asset in its setting is also influenced by other environmental factors (including noise) from other land uses in the vicinity.
- 7.4.9 In this case The Grand Theatre is located within the heart of the town centre on the corner of Corporation Street and Church Street, both busy routes including in the evenings with

high existing background noise levels. It is not considered that noise from within the holiday flat (which now has no outside space proposed), will harm the setting of The Grand or the conservation area as heritage assets.

7.5 Access, highway safety and parking (including active travel provision)

7.5.1 The Council's Highway Engineer has no objection to the principle of the development subject to a planning condition requiring a Construction Management Plan to be submitted and agreed. This is proposed.

7.5.2 As the holiday flat is within a pedestrianised area, as is the case with a lot of holiday accommodation in the town no parking is proposed on site and it is not possible to provide any. However it is located within the town centre, in a highly sustainable location within walking distance of town centre car parks and Blackpool North Station. The parking situation is therefore considered acceptable.

7.5.3 The Grand Theatre have also objected to the application on the basis that the holiday flat will cause problems for the theatre in terms of access to it. They state the door that will be used to access the flat (on the corner of Matcham Court and Corporation Street, on the ground floor to the rear of the jewellers) becomes inaccessible during the day, late at night and in the early hours of the morning when a new production arrives and departs.

7.5.4 Matcham Court is used for the loading and unloading of sets and equipment associated with performances at The Grand. Delivery vehicles including HGVs back into Matcham Court. Corporation Street and Matcham Court were pedestrianised in the 1980's but vehicular access to the area is allowed for loading/unloading only before 10.30am or after 6.00 pm. A decorative security gate was approved in 1998 (planning permission ref: 98/0477) which allows Matcham Court to be enclosed. There are two doors on the ground floor at the rear of the application property. One of these doors is behind the security gate if it is closed, however the other is in front of the gate and opens out onto the pedestrian area that remains as public highway. It is this door in front of the gate that will be used as access to the holiday flat.

7.5.5 HGVs back into Matcham Court to service The Grand and do protrude beyond the line of the security gate onto the public highway when parked, however they do not completely block or prevent access to Corporation Street or the door that will be used to access the holiday flat. It is therefore considered that access to the holiday flat will be maintained even during loading and unloading at the theatre.

7.6 Other Issues

7.6.1 No drainage or flood risk issues identified.

7.6.2 No ecological impacts would result and no trees would be affected.

7.6.3 Air, land and water quality would be unaffected and the site would not be expected to be at undue risk from such.

7.6.4 The application has been considered in the context of the Council's general duty in all its functions to have regard to community safety issues as required by section 17 of the Crime and Disorder Act 1998 (as amended).

- 7.6.5 Under Article 8 and Article 1 of the first protocol to the Convention on Human Rights, a person is entitled to the right to respect for private and family life, and the peaceful enjoyment of his/her property. However, these rights are qualified in that they must be set against the general interest and the protection of the rights and freedoms of others. This application does not raise any specific human rights issues.
- 7.6.6 Through the assessment of this application, Blackpool Council as a public authority has had due regard to the Public Sector Equality Duty (“PSED”) under s.149 of the Equality Act and the need to eliminate unlawful discrimination, advance equality of opportunity between people who share a protected characteristic and those who do not, and to foster or encourage good relations between people who share a protected characteristic and those who do not. The application is not considered to raise any inequality issues.
- 7.6.7 As a holiday flat a contribution for trees is not required from this development.

7.7 Sustainability and planning balance appraisal

- 7.7.1 Sustainability comprises economic, environmental and social components.
- 7.7.2 Economically the scheme would have a very limited impact but a new holiday flat would help to support local shops, services and the tourism industry and some employment would be generated during conversion and through its servicing.
- 7.7.3 Environmentally, the external alterations would be minimal and acceptable, there would be no detrimental impact on drainage and environmental quality and biodiversity would not be materially affected.
- 7.6.4 Socially, the space standards are met in all areas and the proposal will support the Council’s regeneration objectives for the area. The proposals would offer an adequate level of amenity for occupants and would not compromise the continued occupation of the Grand Theatre as a valuable community facility. No impacts on highway safety or flood risk are anticipated.

8.0 FINANCIAL CONSIDERATIONS

- 8.1 This is not a material consideration in the planning balance.

9.0 BLACKPOOL COUNCIL PLAN 2019-2024

- 9.1 The Council Plan sets out two priorities. The first is ‘the economy: maximising growth and opportunity across Blackpool’, and the second is ‘communities: creating stronger communities and increasing resilience.
- 9.2 This application accords with the priorities by creating new holiday accommodation in the town centre.

10.0 CONCLUSION

- 10.1 The proposal would provide new holiday accommodation within the town centre in accordance with the council’s regeneration aims. The accommodation would be of a good standard and subject to a condition requiring mitigation measures to be implemented in relation to noise it is not considered The Grand Theatre activities would have an

unacceptable impact on the use or vice versa. The scheme is therefore considered to represent sustainable development and no other material planning considerations have been identified that would outweigh this assessment. On this basis, planning permission should be approved.

11.0 RECOMMENDATION

11.1 Approve subject to the following conditions:

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

Reason: Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990 (as amended).

- 2 The development shall be carried out, except where modified by the conditions attached to this permission, in accordance with the planning application received by the Local Planning Authority including the following plans and information:

Location plan recorded as received by the Council on 20th December 2022

Proposed site layout plan ref. JBA611-PL-003

Proposed elevations plan ref. JBA611-PL-007 Rev B

Proposed site layout plan ref. JBA611-PL-006 Rev D

The development shall thereafter be retained and maintained in accordance with these approved details.

Reason: For the avoidance of doubt and so the Local Planning Authority can be satisfied as to the details of the permission.

- 3 The external materials to be used on the development hereby approved shall be submitted to and agreed in writing by the Local Planning Authority prior to the commencement of any above ground construction and the development shall thereafter proceed in full accordance with these approved details.

Reason: In the interests of the appearance of the site and streetscene in accordance with Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policy DM17 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027.

- 4 (a) The holiday flat/maisonette shall be occupied until all of the internal and external alterations shown on the approved plans have been carried out in full and in full accordance with the approved details.

(b) The layout of the accommodation shall thereafter be retained as approved unless otherwise first submitted to and agreed in writing by the Local Planning Authority.

Reason: In order to ensure that the accommodation provides an adequate standard of residential amenity to improve the external appearance of the property and ensure that it has appropriate residential character in accordance with Policies CS7, CS12 and CS13 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027, Policies DM5 and DM17 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027, and the Council's New Homes from Old Places Supplementary Planning Document 2011.

- 5 The accommodation shall be used for serviced holiday accommodation only within the category of sui generis and for no other purpose within the Schedule to the Town and Country Planning (Use Classes) Order 1987) as amended. For the avoidance of doubt, the accommodation shall at no time be occupied on a permanent basis or by persons who are not on holiday. A person is considered to be on holiday where the duration of the stay does not exceed 30 days.

Reason: The accommodation is unsuitable for permanent occupation due to the necessity for noise mitigation measures that require alternative ventilation to opening windows. In addition the development lacks any outdoor space or storage space and no contribution towards public open space provision has been secured. As such this condition is necessary to accord with Policies CS7, CS12, CS13, CS21 and CS23 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policy DM5 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027, the Holiday Accommodation Supplementary Planning Document and the Council's New Homes from Old Places Supplementary Planning Document.

- 6 (a) The use hereby approved shall not commence until a board displaying management contact details for the property has been displayed in accordance with the submitted Management Plan. This board shall thereafter be retained and maintained for so long as the use hereby approved is operational.

(b) The use hereby approved shall at all times operate in full accordance with the approved Management Plan unless otherwise first submitted to and agreed in writing by the Local Planning Department.

Reason: In order to ensure that the accommodation is properly operated; to ensure that other visitors and local residents have a recourse in the event of any disturbance; and in order to safeguard nearby residential and visitor amenity and the character and function of the area. This is in accordance Policies CS7, CS12, CS17 and CS21 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies DM5 and DM36 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027.

- 7 The holiday flat hereby approved as marked on the approved plans, the following number of bed-spaces shall not at any time be exceeded other than through the provision of travel cots for infants:

Flat 1 – 10 bedspaces

For the avoidance of doubt, sofa-bed provision counts as a bed-space provision and lounge and kitchen spaces should not be used for sleeping.

Reason: The communal spaces serving the flats hereby approved are of insufficient size to support occupation beyond that listed above, the use of lounge and kitchen spaces for sleeping presents a fire safety risk for occupants, and occupation above that listed above would result in overly intensive use of the property to the detriment of the amenity of nearby neighbours and visitors and the character and function of the immediate area. As such this condition is required in accordance with the provisions of Policies CS7, CS12, CS21 and CS23 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027, Policies DM5 and DM36 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027, and the Council's New Homes from Old Places SPD.

- 8 The flat roofed section of the building shall not be used for any purpose other than for maintenance or as a means of escape in the event of an emergency. No part of it shall be used as a roof terrace at any time.

Reason: In order to safeguard the amenities of nearby residents in accordance with Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policy DM36 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027.

- 9 Notwithstanding any information shown on the approved plans the noise mitigation measures as detailed in the Acoustic Survey and Assessment (Report No: 2470-1 Dated May 2023) shall be implemented in full before the use hereby approved is first commenced and shall thereafter be retained and maintained as such.

Reason: In order to safeguard the amenities of nearby residents in accordance with Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policy DM36 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027.

- 10 Before the development hereby approved is first brought into use the refuse storage shown on plan ref. JBA611-PL-006 Rev D shall be provided and shall thereafter be retained and maintained as such.

Reason: In the interest of the appearance of the site and locality and to safeguard the amenities of nearby residents in accordance with Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies DM17 and DM36 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027.

- 11 No development shall take place until a Construction Management Plan has been submitted to and approved in writing by the Local Planning Authority. The Construction Management Plan shall include and specify the provision to be made for the following:

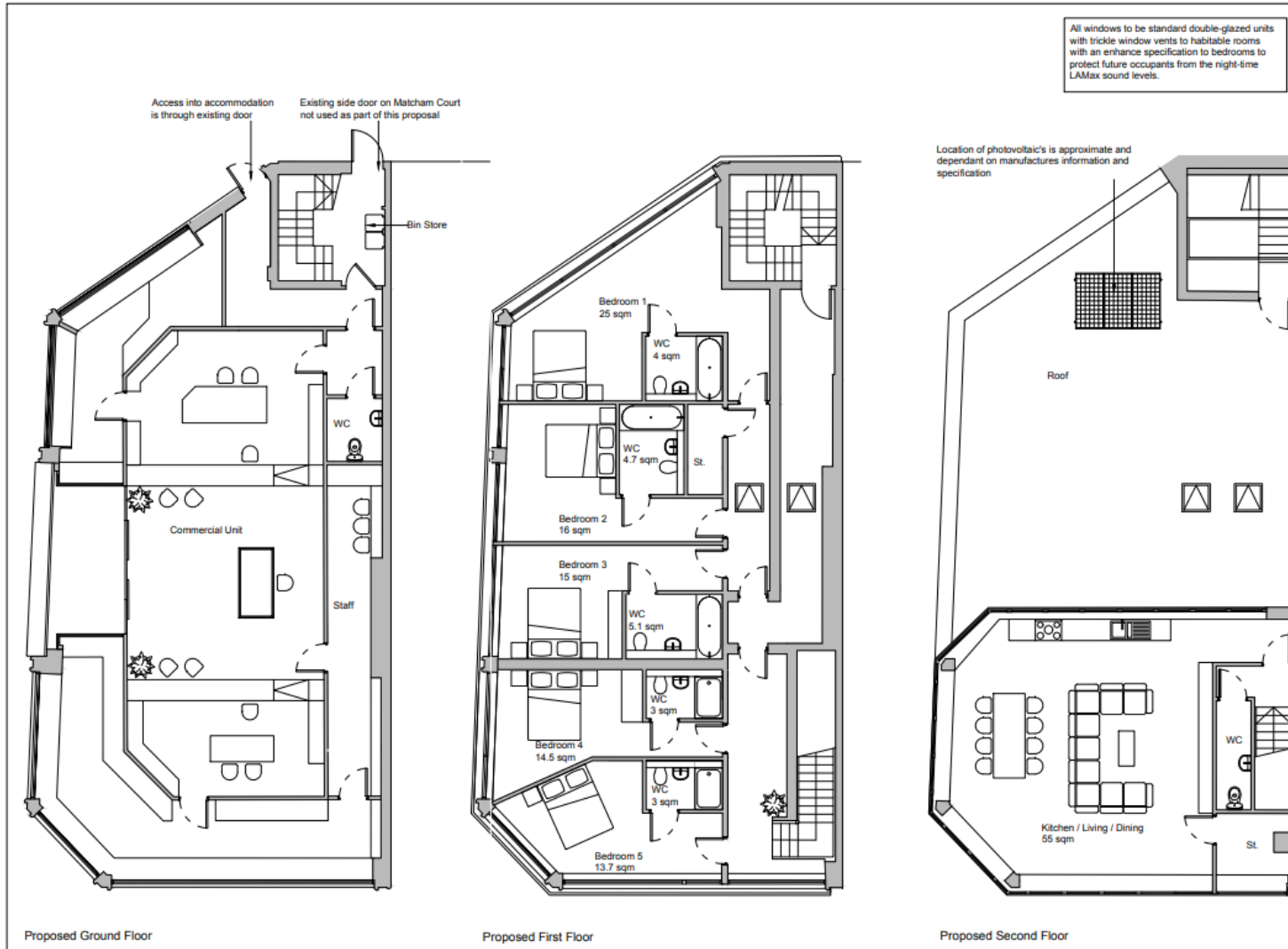
- Working hours and days
- Hoardings/fencing
- Loading and unloading of waste and materials
- Any requirements for standing plant or other occupation of parts of the highway

The construction of the development shall then proceed in full accordance with the approved Construction Management Plan.

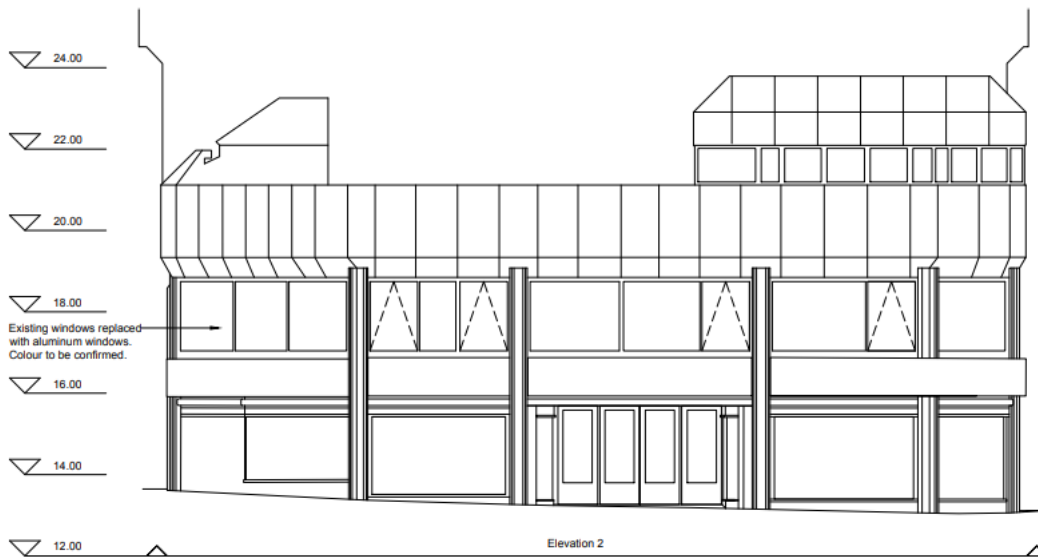
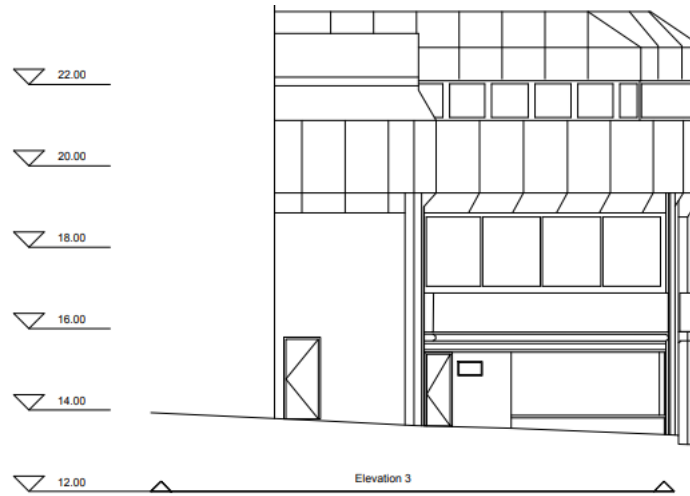
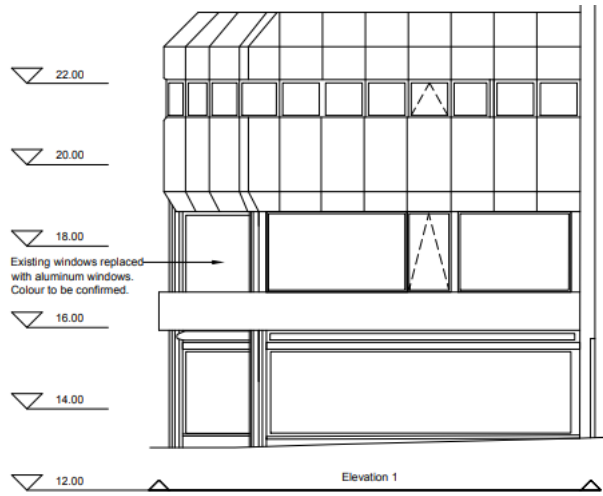
Reason: In the interests of the amenities of surrounding residents and to safeguard the character and appearance of the area in accordance with Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policy DM31 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027. This condition is required to be discharged prior to commencement in order to ensure that the development proceeds without causing undue harm to residential amenity, highway safety or the quality of the environment.

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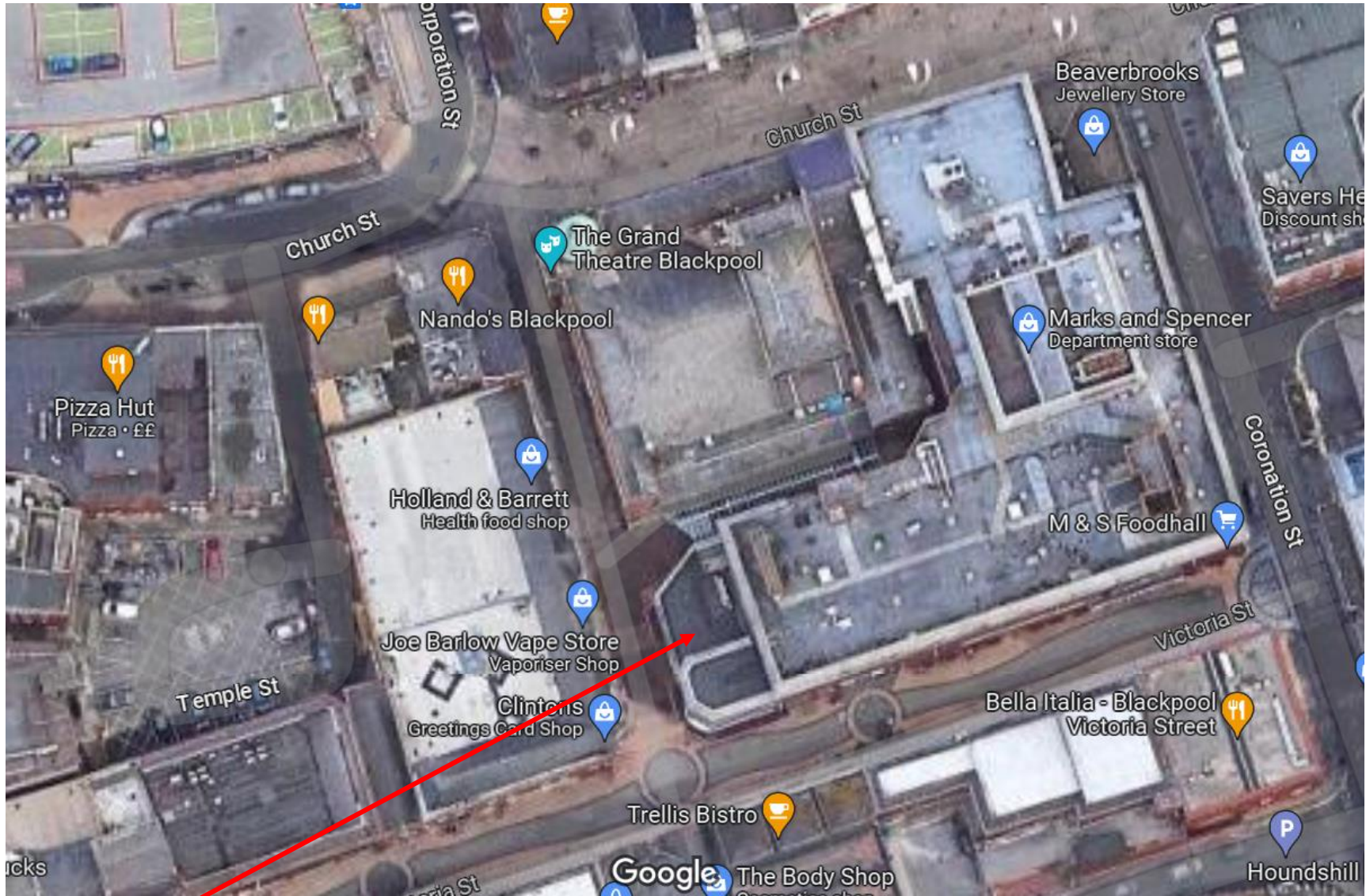
Proposed Floor Plans



Proposed Elevations

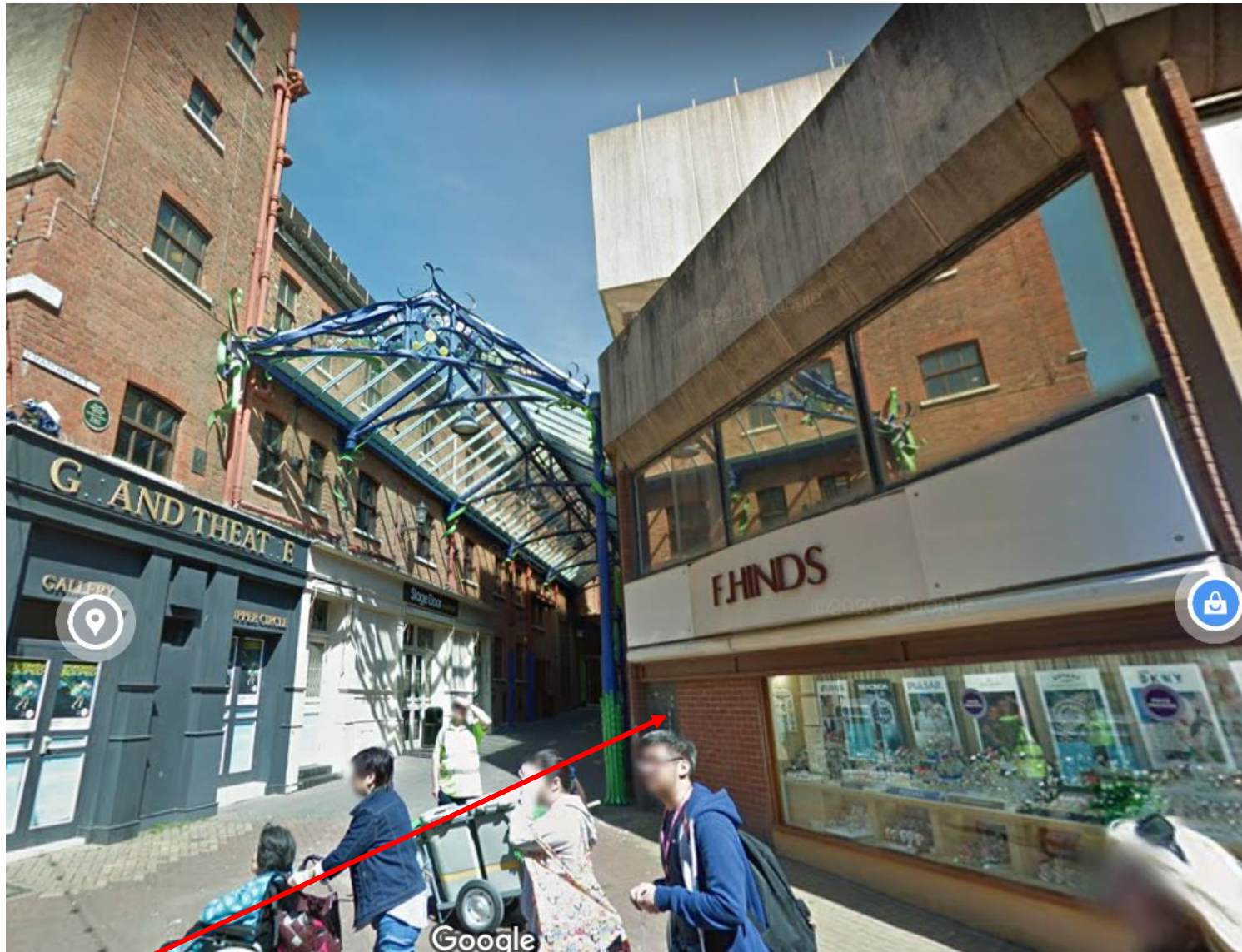


All windows to be standard double-glazed units with trickle window vents to habitable rooms with an enhance specification to bedrooms to protect future occupants from the night-time L_AMax sound levels.



Application site





Proposed access door to holiday flat (outside gate)



Photograph showing a HGV loading/unloading in Matcham Court overhanging into Corporation Street. Access door visible.



Report to:	PLANNING COMMITTEE
Relevant Officer:	Jan Cresswell, Conservation Officer
Date of Meeting:	13 June 2023

LIST OF BUILDINGS OF LOCAL ARCHITECTURAL AND/OR HISTORIC INTEREST: DROMORE, 137 PRESTON NEW ROAD, BLACKPOOL

1.0 Purpose of the report:

- 1.1 To request the formal adoption of Dromore, 137 Preston New Road, Blackpool, and to recommend adoption onto the List of Buildings of Local Architectural and/or Historic Interest and to consider the objection received.

2.0 Recommendation(s):

- 2.1 To consider the adoption of Dromore, 137 Preston New Road, Blackpool, onto the list of buildings of local architectural and/or historic interest and adoption by the relevant Cabinet member and to consider the objection received.

3.0 Reasons for recommendation(s):

- 3.1 The listing has been reviewed by a suitably qualified independent officer, who states that the building meets the criteria for local listing.

3.2 Is the recommendation contrary to a plan or strategy adopted or approved by the Council? No

3.3 Is the recommendation in accordance with the Council's approved budget? Yes

4.0 Other alternative options to be considered:

- 4.1 If the Committee believes the building does not meet the criteria, it should not recommend adoption onto the Local List

5.0 Council Priority:

- 5.1 The relevant Council priority is 'Communities: creating stronger communities and increasing resilience'.

6.0 Background information:

6.1 'Dromore' was nominated through the online public nomination system by a local historian. He proposed it as a candidate for local listing because of its architectural merit as an Arts and Crafts style house, and its historic interest as one of the first properties on Preston New Road. It was also associated with a local businessman.

6.2 A datasheet was prepared (Appendix 7a) which was assessed by an expert panel, who decided it met the criteria for local listing because of its architectural and historic interest. A letter was sent to the owner on 6 January 2023 to explain the process and requesting any representations to be made prior to the planning committee meeting on 7 March 2023.

6.3 Following telephone and email correspondence with the owner, an objection was received on 9 February 2023 together with a heritage assessment explaining why it was considered the property did not meet the criteria for local listing (Appendix 7b).

6.4 In line with the procedure for administering appeals against local listing, a suitably qualified officer from a neighbouring authority was asked to provide a review of the datasheet and heritage assessment, and to confirm whether or not the building met the criteria for local listing. The review was carried out on 10 March 2023, and this confirmed that the building did meet the criteria (Appendix 7b), and it is therefore requested that it is now recommended for adoption onto the Local List.

7.0 List of Appendices:

7.1 Appendix 7a - Local list datasheet/Heritage assessment submitted by appellant.
Appendix 7b - Appeal assessment.

8.0 Financial Considerations

8.1 None.

9.0 Legal considerations:

9.1 None.

10.0 Risk management considerations:

10.1 None.

11.0 Equalities considerations:

11.1 None.

12.0 Sustainability, climate change and environmental considerations:

12.1 None.

13.0 Internal/external consultation undertaken:

13.1 None.

14.0 Background papers:

14.1 None.

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Acland
Bracewell

Appendix 7a

Heritage Assessment

Page 85

137 Preston New Road
Blackpool
FY3 9NG

February 2023

Report Details:

Document	Heritage Assessment
Site Address	137 Preston New Road, Blackpool, FY3 9NG
Client	G. Hitchen
Reference	X569.157.003

Authors:

	Name	Initial	Signature
Prepared By:	Abigayle Boardman BA(Hons) MCD	AB	<i>A. Boardman</i>
Reviewed By:	Robert Rawlinson BSc, MA, MRICS, FAAV	RR	<i>RR</i>

Issue:

Issue	Date	Approved By
V1	09.02.2022	AB

Contents

1. Executive Summary

2. The Site

3. Report Objectives

4. Historical Context

5. Local Listing Criteria

6. Conclusions

1. Executive Summary

- 1.1 This report has been prepared by Acland Bracewell (“Agent”) in response to a letter dated 6th January 2023 issued to the owners and occupiers of 137 Preston New Road, Blackpool, FY3 9NG (the “Property”).
- 1.2 The letter advises that my clients, Mr. & Mrs. Hitchen, property will be considered at Planning Committee on 7th March 2023 to be added to the Local Heritage List for Blackpool Council. The Council have provided a copy of their Historic Asset Record sheet, setting out where the Council consider the properties heritage value to derive from.
- 1.3 Following receipt of the letter, this firm has been instructed to consider the properties heritage value and to make representations as necessary in response to the current consultation.
- 1.4 Having reviewed the Historic Asset Record for the property and undertaken further research it is not considered there is sufficient evidence of heritage value at this property to warrant a local listing. For the reasons set out within this report, it is not considered the property has local heritage value and therefore it is considered the property should not be included on the Local Heritage List.
- 1.5 This objection is made on the basis that whilst the Site has a history of development over the past 100 years, the building itself has been extensively altered. This decreases its heritage value significantly and obscures the original dwellinghouse, including its original design.
- 1.6 Blackpool Council’s assessment of 137 Preston New Road states that the site is suspected to have been built around 1906 and was occupied by Ernest Gill, son of local ironmonger John Gill, in 1911. The Council’s assessment continues that E. Gill passed away in 1921, leaving his wife, Helen, in residence of 137 Preston New Road up to 1934. Having undertaken our own research, we do not consider the property to have an extensive and convoluted history.
- 1.7 Furthermore, the assessment of the physical properties of 137 Preston New Road as set out within the Council’s assessment are fundamentally incorrect in parts and this raises questions as to the accuracy of the assessment at the current time.

- 1.8 The purpose of a local listing is to recognise and offer a degree of protection to heritage assets that are of interest to the community within which they reside. This report demonstrates that while the site is clearly of some note, modern additions and inconclusive history to the property have overwhelmed any historic character the building may be considered as possessing.
- 1.9 It is considered therefore that the property does not meet the heritage criteria established by Blackpool Council for local listing and therefore should not be designated as such.

2. The Site

- 2.1 137 Preston New Road is a detached dwellinghouse (Use Class C3) located within the settlement of Blackpool, to the north of Preston New Road (A583). It stands within a large corner plot and benefits from a number of detached outbuildings and a detached garage. Whilst the outbuildings and garage are detached buildings, they are linked to the main dwellinghouse with a wall, which is also rendered and painted white with black copings, in keeping with the main dwellinghouse. This creates a 'courtyard' effect off Clifton Crescent. From a review of historic OS Maps it is clear that the outbuilding, garage and connecting walls are all later, non-original, additions to the property.
- 2.2 There are two accesses to the property, both with abilities to be vehicular access, one being off Preston New Road to the properties frontage and the second off Clifton Crescent to the east.
- 2.3 The property is set back from the highway and footpath with a generous front garden, as is commensurate with other residential properties within the vicinity. A tall, close board timber fence, painted black, runs along the boundary of the property and, along with the existing dense vegetation, obscures the property from some street level views.
- 2.4 The wider setting of the property is decisively urban, with residential properties surrounding as well as retail, public house and fast-food outlets within close proximity.

3. Report Objective

3.1 Instructions

- 3.1.1 The scope and purpose of this report is to support an appeal by the owner of 137 Preston New Road against the proposals by Blackpool Council to add the building to their list of local heritage assets. The basis of the objection is that whilst the site has local historical associations, the building lacks sufficient original architectural and historic interest to warrant designation.
- 3.1.2 The Heritage Asset Record received from the Council includes images from Google Maps. It is therefore understood that Blackpool Council have assessed the property by means of a desk-top assessment, albeit this is unconfirmed.
- 3.1.3 Acland Bracewell have been appointed by the owner of the 137 Preston New Road to support their objection and for this an Inspection of the property was undertaken by this firm. Two members of Acland Bracewell (Chartered Surveyors, Land Agents and Planners) attended the property in January 2023 and inspected both the external and internal of the property.
- 3.1.4 This report has been prepared using information obtained during the property inspection, findings from desktop research, a review of the properties Title Deed and a conveyance and an Assignment of Title in relation to the property, provided by the client.
- 3.1.5 This report has been prepared by Abigail Boardman. I am a planner and non-professional historian, having obtained an undergraduate degree in History and a masters in Planning. I have 4 years' experience working in planning, including heritage and conservation. I also reside in the neighbouring Borough and I'm therefore familiar with the Site, Blackpool Borough and surrounding areas. Robert Rawlinson, Director of Acland Bracewell, Chartered Surveyor and planner with 26 years' experience has also contributed to this report.

3.2 Report Structure

3.2.1 The report structure is as follows:

1. A brief summary of the historical background relating to the site (Section 4)
2. Description and analysis of the building, based upon a fabric survey (Section 5)
3. A summary of Blackpool Council's local listing criteria (Section 6) and an assessment of how 137 Preston New Road meets these criteria (Section 7).

4. Historical Context

4.1 Background

4.1.1 The Historic Asset Record ('HAR') produced by Blackpool Council with a view to potential local designation states that the property was erected in c. 1906 but is first recorded in the 1911 Census, which states that Ernest Gill resided at 'Dromore'. The HAR suggests that Ernest Gill was the son of local ironmonger, John Gill of Hallmark & Gill. The HAR states that Ernest Gill married Helen Eccles in June 1906 and had two daughters with her, all of whom are detailed in the 1911 Census. Ernest died in 1921 and the HAR suggests Helen remained in the property until 1934. The HAR does not state whether Helen moved away from the property or passed away in 1934.

4.2 Development of the Site

4.2.1 The OS mapping of the mid-1840s and 1890s show this site as absent from development. The maps from this period suggest that the land at this time was undeveloped agricultural land associated to one of the many scattered farmsteads found in this area during this period. Preston New Road is not shown on either of these maps sets.

4.2.2 The period between 1890 – 1909 saw significant development within this area, including extension of 'Great Marton' to the west.

4.2.3 A property is first visible at this site on historic OS Maps from 1909/10 (Published 1913), where Preston New Road is also shown for the first time. OS Maps from this date show a broadly square parcel of land with a rectangular building within, referred to as 'Dromore'. The name 'Dromore' has its origins in Ireland. A review of an Assignment of Title for the property show that Ernest Gill did not own the land but leased it from John Talbot Clifton. Clifton was an avid traveller and had links with Ireland, eventually buying Kylemore House in Connemara following the end of the first world war.



Figure 1: OS Map 1909/10, Published 1913 (Lancashire Sheet LI.SW)

- 4.2.4 The 1930/31 OS Maps (Published 1933) shows a property, again referred to as 'Dromore' at the site. Significant development has also taken place within the surroundings, including the creation of a number of streets, including Clifton Crescent immediately east of the property. This map again shows a rectangular property, however, this is now set within a larger plot with a diagonal rear boundary. From a review of the Conveyances in relation to this property, it can be seen that this additional land was purchased by Helen Gill in 1922.



Figure 2: OS Map 1930/31, Published 1933 (Lancashire Sheet LI.SW)

- 4.2.5 By 1938, the plot to the west saw development, with a large rectangular shaped property having been erected. At this date, 137 Preston New Road remains unaltered to the 1930/31 OS Map, however, as of 1938 the property is no longer detailed as 'Dromore' and no subsequent records refer to the property with this name. It has not been possible to confirm why the property name was abandoned, however, it is noted that the registered address for this property is '137 Preston New Road' and not 'Dromore'.

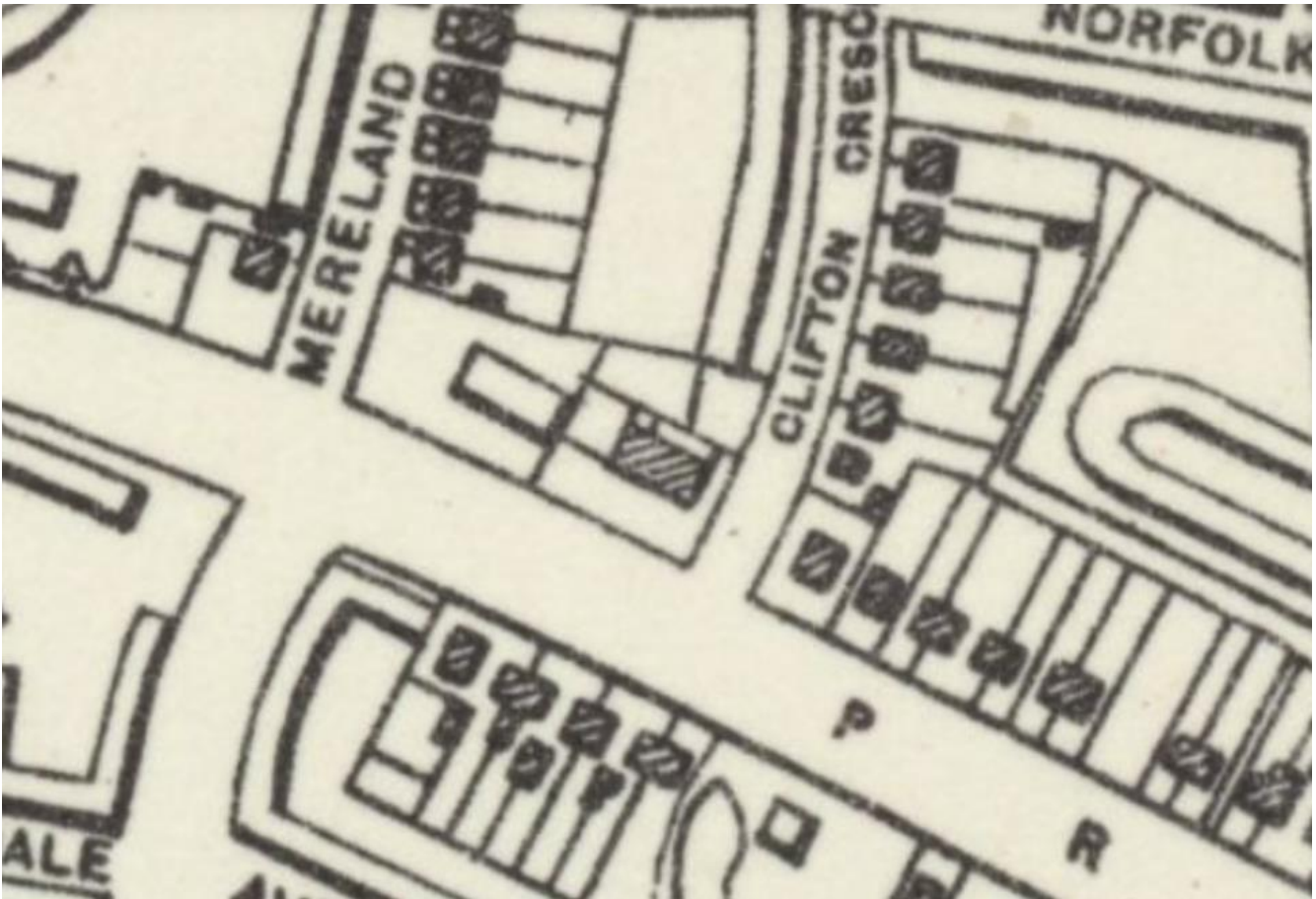


Figure 3: OS Map 1938, Published 1945 (Lancashire Sheet LI.SW)

- 4.2.6 By 1951, the adjacent property to the west has been subdivided and there is an additional development to the west also. 137 Preston New Road remains shown as a rectangular property.



Figure 4: OS Map 1851/71, Published 1971 (SD33SDW - Part of SD23SE-A)

5. Analysis of the Building

5.1 Historic Asset Record

5.1.1 The HAR produced by Blackpool Council provides a brief description of the property 137 Preston New Road and reads as follows:

“Substantial detached two storey dwellinghouse probably constructed from brick, rendered and painted. Steeply pitched slate roof swept at eaves. The main elevation has two large gabled bays; the right-hand gable breaks forward and has a double height bay window, and the main entrance with an arched doorway adjacent. Left-hand gable as a bay window to the ground floor. There is a slate canopy above the ground floor windows to the left of the entrance which continues down the side elevation. Small swept dormer to the centre of the front roof slope.”

5.1.2 Its significance is summarised as follows:

“A good and locally rare example of an Arts and Crafts style house constructed c. 1906”.

5.2 Arts and Crafts Movement

5.2.1 As set out above and within the HAR, it is considered the heritage value of this property derives from its Arts and Crafts style. In order to fully assess whether the property is in keeping with Arts and Crafts style architecture, it is important to understand the defining features of such style.

5.2.2 The Arts and Crafts movement emerged in Britain following the Great Exhibition in 1851. The movement in Britain is generally accepted as lasting from 1860 up to around 1905. By this time, Britain had already experienced its Industrial Revolution and cities were heavily developed with factories and terrace housing. Some people didn't like how plain developments like housing had become and felt a lot of buildings looked the same. The style of the British Arts and Crafts movement is often accredited to architect and interior designer William Morris (1834 – 1896), as well as many other artists, writers, philosophers and theologians.

- 5.2.3 The Arts and Crafts movement favoured quality over quantity and hand-crafted items rather than mass produced, machine made goods. A key feature of the movement was the desire to replace machine with specialised craftsmen, hand painted ornamentation and human personality in design. The resultant dwellings by and large emphasised natural materials and recalled medieval cottages with sloping roofs, small windows and expansive gardens.
- 5.2.4 Arts and Crafts style houses were built with features left exposed to explain and tell the story of its construction. This is because the craftsmanship and construction of the buildings were so integral to the style and movement as a whole.
- 5.2.5 Small, multipaned windows were often used, as was stained glass due to its medieval feel.
- 5.2.5 White, rough cast render was often used externally, however, features would be left exposed, including wooden pegs in beams, bare stone and brick, pebble dash, stone dashed window and door openings and low rooflines. The exposure of features and materials was purposeful and synonymous with the Arts and Crafts movement, showcasing the craftsmanship of those involved in the build.
- 5.2.6 Fireplaces were also a popular feature in Arts and Crafts style architecture, with multiple usually being installed within a single property. Internally, fireplaces would have wide hearths and carved or ornamental fireplaces. Externally, multiple chimney stacks would be visible, and these were usually oversized to create a prominent roof feature.

5.3 Analysis

Form

- 5.3.1 The building is an oddly shaped and asymmetrical two storey building.
- 5.3.2 From an inspection of the property it is clear that it has been subjected to two rear extensions off the original dwellinghouse as well as a side extension to the east. As the sloping roof is found to the east elevation is suspected this could be a non-original feature of the property. From internal inspection, there does appear to be an outer wall in line with the edge of the roof beams, suggesting that the large slope to first floor level with gable at the east is a later extension to the property. This is also intimated through an unusual protrusion of the roofline around this area.

5.3.3 In addition, there are three outbuildings to the rear of the property, erected originally as 2.no stores and a sauna. There is a large detached double garage, which has been subject to extension. The outbuildings and garage are all understood to be late 20th century additions to the dwellinghouse and none are visible up to the 1951 OS Maps.

5.3.4 Also within the rear garden of the property is a large, unenclosed swimming pool, which is understood to have been completed in December 2006.

Walls

5.3.5 The HAR states that the property is probably of brick construction, rendered and painted white. We agree with this assessment of the property.

5.3.6 During the investigation, no render was removed from the property, and it was not possible to confirm the underlying construction. It's thought that the property is rendered with cement and has been painted white.

5.3.7 Whilst the white render is an attractive feature of this property and a feature found within Arts and Crafts style architecture, it is uncommon to find Arts and Crafts style developments that are fully rendered. Usually only the upper storey, sometimes set within a mock timber frame, would be rendered, as the material was used to help the developments break away from the revival styles of the Victorian era, such as Gothic and Classical.

Roof

5.3.8 The HAR states that the property has a steeply pitched slate roof, which is swept at the eaves.

5.3.9 Fundamentally, the HAR is incorrect in its description of the roofing material. It is confirmed that no element of this property is roofed in slate. The roof tiles are of a clay material, suspected Rosemary clay. This material is consistent through the dwellinghouse, outbuildings and garage. The roof tiles also appear to be the same as those used on the adjacent 135a Preston New Road. 135a is a c.1970s dwellinghouse, erected within the grounds of 137 Preston New Road before the title was severed and 135a was sold as a separate dwellinghouse.

5.3.10 A fundamental feature of Arts and Crafts houses was their emphasis on the handmade and craftsmen trades. Indeed, a rejection of industry and machine made products is how the Arts and Crafts movement was born. The clay roof tiles have been assessed and are not handcrafted, but are a machine made tile. The roof material therefore possesses no historical significance, nor is it reflective of Arts and Crafts development.

- 5.3.11 The roof is steeply pitched to the east elevation and to the gables to the front and east. However, the main ridge and roof is not considered to be 'steeply' pitched and is comparative to other dwellings locally, including 135a Preston New Road, adjacent. The roof does sweep slightly at the eaves. However, the roof at 137 Preston New Road is neither as steep, nor as interesting as the steep, swept roofs found on the properties at 78 – 80 Lomond Avenue and 29 – 35 Preston New Road and 68 West Park Drive to name just a few local comparisons.
- 5.3.12 The HRA acknowledges a 'slate canopy' however, this canopy is also clay tiled to match the roof. The canopy is present above the ground floor window to the left of the entrance and continues approximately halfway down the west elevation of the property. The pillar holding this canopy also appears to be a non-original feature when inspected and so the canopy may not be an original feature of this property.
- 5.3.13 From a review of the local vernacular, the canopy above ground floor windows is clearly a common feature and so this is not considered to give the property any particular architectural interest. In fact, upon a review of the residential properties surrounding 137 Preston New Road, the canopy features to ground floor are extremely common across both older and new build properties. Therefore, the canopy, whilst an aesthetically interesting feature in keeping with the local area, is not a feature of any historical merit or significance.
- 5.3.14 The swept eaves are a less common feature within the local vernacular. However, swept eaves are more akin to Edwardian street shelters (like the Grade II Listed shelters along Princess Parade) than the Arts and Crafts movement.
- 5.3.15 From internal inspection it is suspected that the original property contained three fireplaces, however, these have been blocked up/taken out of use and their chimney stacks have been removed. Externally, there is no evidence of fireplaces at the property and this is a clear indication of roof alterations at the property. Given the likely extension to the east side, where the large slope is present, it could be possible that the chimney stacks were removed and the large slope to the side extension were implemented as part of a renovation of the property.
- 5.3.16 Furthermore, and as shown in the imaged dated to c.1980s, there has been significant alteration to the roofline of the property on the east elevation. The image shows the roofline continuing north with a white rendered chimney stack present, the other two chimney stacks already removed. The roofline on the property today is cut back in this location at an unusual angel and this last chimney stack has been removed. It's also noted from the photograph that the chimney stack that was in situ is not oversized, as was common with Arts and

Crafts style properties. This chimney shown in the photograph is more in keeping with surrounding 20th century properties.



Figure 5: Blackpool Gazette Offices, c.1980s (Source: The Gazette)

Fenestration

- 5.3.17 A key feature of Arts and Crafts style dwellings was the use of small, multipaned windows and sometimes the use of stained glass.
- 5.3.18 The windows within 137 Preston New Road are not small and are of a standard size. To the front elevation, the windows are UPVC mock sash windows, which are reflective of timber sash windows. However, the windows to the front elevation are non-original, including the eyelid window at first floor.
- 5.3.19 To the side and rear elevations non-original UPVC windows are again found, except these windows do not have the mock sash effect.
- 5.3.20 The main dwellinghouse has two small round timber framed feature windows within the east side extension (one facing the east and one the south). However, upon inspection of the property it has been noted that these two windows are identical to the small round timber framed feature window in the garages front elevation. The garage is a non-original outbuilding and so the authenticity of these feature windows is questioned. The east facing round window is currently stained glass, however, review of Google Maps images show that in 2009, this window was not stained, therefore suggesting the stained glass has been inserted at a later date, possibly when the ground floor window on this elevation was replaced with a non-ventilated window.



Figure 6: First-Floor Side Window non-Stained in 2009 (Source: Google Maps)

- 5.3.21 The HAR acknowledges the presence of bay windows within the property to both ground and first floor. Whilst an attractive feature bay windows are extremely common within the local area, poses no architectural or historical interest and are not features accredited to the Arts and Crafts movement. No heritage value is therefore derived from the bay windows.
- 5.3.22 The HAR also makes reference to a ‘swept dormer’ to the centre of the front roof slope. This feature, which is technically known as an ‘eyebrow window’ does not serve a habitable room (as is usually the case for a ‘dormer’) and provides a feature and natural light to the first floor hallway. These features are sometimes known as eyebrow dormers but are more akin to a window as they provide natural light and ventilation as opposed to habitable interior space. Eyebrow windows have been used for centuries within British cottage

architecture and so again, are not necessarily synonymous with the Arts and Crafts movement, despite being aesthetically interesting.

5.4 Date

- 5.4.1 The HAR suggests that the property was built in c. 1906 and this date has possibly been derived from the year in which Ernest Gill married Helen Eccles.
- 5.4.2 From a review of the conveyance and assignment of title for this property, a map dated 1908 is included and shows the plot of land as undeveloped. A property at the site is visible on the 1909 OS Maps and therefore it's suspected the property was erected around 1908/09. This is at the late end of the Arts and Crafts movement in England, which is generally considered as occurring between 1860 – 1905, albeit the movement continued with traction in the United States at least into the 1920s. That said, the American Arts and Crafts style is very different to the British style and American Arts and Crafts dwellings are usually known as 'Craftsmen' houses.

5.5 Setting

- 5.5.1 The building stands within a fairly recently developed area of Blackpool. A review of historic OS Maps show that 'Dromore' was one of the earliest properties in this area not associated with an agricultural holding. From around 1900 there has been significant development in this area, including Stanley Park which was created in 1926. Today, this area of Blackpool is undeniably urban, with the property sited on a main and busy A-Road. The property is surrounded to all sides by mid-late 20th century developments and it is not considered the wider setting holds any heritage value. To confirm, the property does not lie within a Conservation Area.
- 5.5.2 Following an investigation of the property, it is considered that the history of its development is too unclear to warrant a local heritage listing and further research should be undertaken to establish a strong timeline of its development, including the later extensions and additions.

5.6 Summary

- 5.6.1 In short, there are simply too many questions surrounding the property at the current time to justify its inclusion on the local heritage list. The property has clearly been extended and altered, including significant roof alteration.
- 5.6.2 Whilst the property at face value appears to be an Arts and Crafts style development, the age and alterations to the property since it first appears on OS Maps in 1909 raise questions as to whether the property was originally erected in such style, or whether it has been altered at a later date to give a 'mock' Arts and Crafts feel. If the property was originally erected in this style (which is not confirmed), then features and materials fundamental to the movement have been lost and with them the historical value of this style of architecture.
- 5.6.3 Furthermore, the property poses many features which simply aren't synonymous or reflective of the Arts and Crafts movement, including the white render to the full extent of the property and associated outbuildings and swept eaves.
- 5.6.4 The property is undeniably a beautiful home, but it is not considered to be of sufficient local heritage value.

6. Local Listing Criteria

- 6.1 Following a 2011 Study in conjunction with Historic England Blackpool Council have been creating a list of local heritage assets with over 300 now identified. National government encourages local authorities to create a local heritage list to protect local assets that may be at risk of unsympathetic alteration or demolition.
- 6.2 Blackpool Council have produced a criteria for the selection of buildings for inclusion on the Local List. The listing criteria is as follows:

Age

(a) Buildings surviving from the earliest phases of development (in Blackpool's case prior to 20th century) and early 20th suburban development and surviving in anything like their original form. Superficial alterations which may be reversed in the future, e.g. reinstatement of timber windows, will not preclude inclusion on the list.

Rarity

(a) Rare surviving examples of a particular type or form of building, material or style.

Aesthetic or design merit

(a) Examples of a particular architectural style.

(b) Use of quality materials and workmanship.

(c) The work of a notable local architect

Group value

(a) Groups which as a whole have a unified architectural or historic value to the local area.

(b) Terraces, enclosing buildings (surrounding squares etc.), uniform rows etc.

Archaeological interest

(a) Although archaeological finds across the borough to date have been scattered and few, they nevertheless indicate ancient settlements, and the possibility of future accidental finds should not be discounted. In addition, there is the possibility that some existing buildings have older foundations, perhaps as yet undiscovered. Where the presence of such archaeology is known, or suspected, to exist,

the building will be included on the list. In all other cases, where planning applications for development in any part of the borough involve work below ground level, it is suggested that a condition be attached that archaeological finds should be notified to the Council for recording in situ, so the location can be added to the Heritage Environment Record.

Historical interest

- (a) Historical association with a notable local person, event or key period of development.
- (b) Figures or events of national interest with a direct association
- (c) Where buildings have later alterations, if the change demonstrates key stages in the town's historical development and are clearly legible, the building will be included

Landmark status

- (a) Buildings which contribute significantly to townscape appearance e.g. pubs, churches, factories, cinemas, banks, etc.
- (b) Buildings that are a focal point of social or visual interest e.g. prominent corner sites.
- (c) Form a landmark, from within or from outside an area.

Social value

- (a) The development of an area is often influenced by an individual building, which may play an integral part in the shape of the area, or in the local social scene. Such buildings may include churches, schools, village and town halls, chapels, public houses, memorials, places of employment and workhouses, which formed a focal point or key social role in the historical development of the area.

Documentation

- (a) The significance of a local historic asset of any kind may be enhanced by a significant contemporary or historic record, although this criterion alone will probably not be sufficient to justify local listing.

7. Assessment and Conclusion

7.1 Application of the Listing Criteria

7.1.1 When Blackpool Council's heritage criteria are applied to 137 Preston New Road, the following conclusions are obtained:

Age

7.1.2 This report has demonstrated that whilst there was a dwelling erected on this site in 1908/09, the original property has been subject to multiple extensions which have obscured, particularly from external review, what is an original feature.

7.1.3 Perhaps most significant is the acknowledgement that the deeply sloping roof, which gives the property that Arts and Crafts feel, is likely non-original and therefore is a mock Arts and Crafts feature. This, along with the other extensions to the main dwelling house and alterations to the roof (including the removal of three chimney stacks) goes beyond superficial alterations and are structural changes, obscuring the original form of the property and preventing its reinstatement to its original form.

Rarity

7.1.4 As has been demonstrated throughout this report, it's questioned whether the property is a surviving example of an Arts and Crafts development from the Arts and Crafts period. Furthermore, the materials used in the building are neither rare nor in keeping with the handcrafted materials found within Arts and Crafts homes and that were fundamental to the movement, for example the machine manufactured clay roof tiles are in complete antithesis to the Arts and Crafts movement.

Aesthetic Design or Merit

7.1.5 At a glance, the property appears to be an example of a particular architectural style, namely the Arts and Crafts style. However, as has been set out within this report, some of the architectural features of the property are out of character for an Arts and Crafts style dwelling, including the full white render to all elevations, the standard sized window openings and the swept eaves. Other features which are synonymous with Arts and

Crafts style properties, such as steep sloping roofs, cannot be proven to be original features and are suspected to be later additions. The property is therefore considered to possibly pay homage to the Arts and Crafts style, as opposed to originally being an Arts and Crafts home.

- 7.1.6 The use of quality materials and craftsmanship is a fundamental element of the Arts and Crafts movement and architectural style. The site investigation has confirmed that the materials used at the property do not hold heritage significance in terms of quality of materials or craftsmanship and the materials used within the building fabric are machine manufactured, for example the clay roof and UPVC window frame and fascias.
- 7.1.7 It has not been possible to confirm whether a notable local architect was involved in the property and therefore no heritage value is derived in this regard.

Group Value

- 7.1.8 The property does not form part of a group and therefore does not possess group value.

Archaeological Interest

- 7.1.9 We are not aware of any suspected archaeological interest at the site.

Historical Interest

- 7.1.10 The HAR alludes to some historical interest being derived from Ernest Gill (1876 – 1921) residing at the property.
- 7.1.11 Ernest Gill was the son of John Gill, ironmonger and co-founder of Hallmark and Gill ironmongers. Ernest married Helen Eccles in Preston in 1906. It's not been possible to identify any further details regarding Ernest or Helen Gill and it has not been possible to confirm whether Ernest worked within Hallmark and Gill or had any association to the business beyond his father being the founder.
- 7.1.12 It is therefore questioned whether it is appropriate to derive heritage value at the property by virtue of Ernest Gill, son of ironmonger John Gill, being a resident. A review of the conveyance and assignment of title has also confirmed that neither Ernest nor Helen owned the site but instead leased it from John Talbot Clifton.
- 7.1.13 Had John Gill resided at the property, greater heritage value could have been attached through historical association.

7.1.14 We are not aware of any figures or events of national interest having any association with the property.

7.1.15 Where buildings have later alterations, if the change demonstrates key stages in the town's historical development and are clearly legible, the building will be included. In the case of this property, later additions are not easily identifiable nor are they reflective of key stages in the town's historical development.

Landmark Status

7.1.16 The property does not contribute significantly to the local townscape.

7.1.17 The building, by virtue of its set back nature, mature boundary landscaping and large perimeter close board fencing, is not a focal point of social or visual interest and despite being a corner plot, within this setting it is not a prominent corner plot.

7.1.18 The property does not form a landmark from within or outside an area.

Social Value

7.1.19 The property is not considered to form a focal point or key social role in the historical development of the area and therefore does not possess social value.

Documentation

7.1.20 There are no significant contemporary or historic records associated with this site.

7.2 Summary and Conclusions

7.2.1 The purpose of this local listing is to recognise and offer a degree of protection to heritage assets that are of interest to the particular community within which they reside. This assessment has demonstrated that whilst this is clearly an aesthetical property with a clear nod to the Arts and Crafts style, the property has been subject to extensive external alteration which has obscured the original dwellinghouse.

7.2.2 Furthermore, initial investigations have revealed that the property in its current form lacks fundamental features of Arts and Crafts style properties, such as small windows, use of handcrafted materials and exposure of different elements of building material. 137 Preston Road possesses machine made clay roof tiles, standard sized windows and full render. Whilst the original property may have contained features more aligned with

the Arts and Crafts movement, they are now lost and with them the heritage value deriving from the architectural style.

- 7.2.3 Ernest Gill, son of ironmonger John Gill did reside at the property until his death in 1921. However, it has not been possible to confirm whether any heritage value can derive from the property's association with Ernest. It's not been possible to confirm whether Ernest was involved with the Hallmark and Gill ironmongers. I therefore question the appropriateness of locally listing a building on this basis. My assessment would have been different in this regard had John Gill resided at the property.
- 7.2.4 In summary, it is considered there is insufficient robust and unambiguous information currently available on the property to confirm it possesses heritage value.
- 7.2.5 The Historic Asset Record provided by Blackpool Council advises the significance is considered to be derived from the property being a *"good and locally rare example of an Arts and Crafts style house constructed c.1906"*.
- 7.2.6 Whilst the property may have been erected in the Arts and Crafts style, as it stands today it is absent of fundamental characteristics of the architectural style, including the loss of original chimneys, non-original roof and multiple rear and side extensions. Furthermore, the integral driver behind the Arts and Crafts movement was the championing of craftsmanship and handmade materials. These would be showcased in the developments by ensuring the different materials were exposed in various places. With this property the full white render obscures all the suspected brickwork (meaning it's not been possible to confirm the construction of the property), the roof tiles are all machine-made clay tiles, the windows and facias are UPVC and there's a clear lack of handmade and crafted material in the surviving dwellinghouse. The property in its existing form therefore falls short in exemplifying the principle aims of the Arts and Crafts movement. Furthermore, the extensive alterations to the roof raise question as to whether the property was erected in the Arts and Crafts style or altered at a later date to mimic said style.
- 7.2.6 We do feel that given the lack of robust and unambiguous information on the history of the property that to seek a local listing on 7th March 2023 would be premature. Further investigation is necessary to confirm whether the property possess heritage value worthy of protection.

137 Preston New Road, BlackpoolConsideration of how asset meets selection criteria

Age:

Many early 20th century buildings that are situated in large plots on a main route location - such as this - in Marton have been replaced. This house has survived in its plot and stands as a reminder of the history of the area.

Architectural interest:

The distinctive design with horizontal bias and unusual design features makes it highly distinctive as a stand-alone house, and even more so within the context of less distinctive houses of similar style along Preston New Road. The distinctive style suggests that it was designed to be prestigious house for the newly married son of a successful and long-established ironmonger's business in the rapidly expanding town.

Historic interest:

The reasons for the father having a house built in the town for the son is not known and the assumed intention of growth of the business once the son was married and housed is not known, so there is no correlation to be made between a large and fashionable house that would have been expensive to build and the impact of the well-known business in the town.

The early 20th century saw many advances and innovations in industry and domestic living that would have held up a well-known ironmongers business as being high status; it is reasonable to assume that it was a normal display of prestige in town society that a successful business owner had a prestigious house built for his son and new daughter in law.

Setting:

The conspicuous position on a corner plot contributes to its landmark interest.

Comment on appeal

If the house was being considered for national listing as a 1906-09 Arts and Crafts style house it would matter if the house was originally built as it is now. The question for today is does it meet the criteria for local listing.

The house is aesthetically pleasing, it also has special local interest. The architectural interest analysis indeed raises more questions than answers, nevertheless, how much the appearance has changed over the years is interesting but, ultimately, is not relevant to whether it meets the criteria for local listing or not.

Conclusions

The commentary in the appeal document regarding the Arts and Crafts design influences, the likely building extensions, and the analysis of historical development contributes evidence that strengthens the argument for adding the house to the local list.

The house has age interest, architectural interest, and social/historic interest which rates as special in the context of Marton and Blackpool.

Catherine Kitching
Conservation Officer
Fylde Borough Council

10/3/2023

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Report to:	PLANNING COMMITTEE
Relevant Officer:	Jan Cresswell, Conservation Officer
Date of Meeting:	13 June 2023

LIST OF BUILDINGS OF LOCAL ARCHITECTURAL AND/OR HISTORIC INTEREST 11-19 HILL STREET, BLACKPOOL

1.0 Purpose of the report:

- 1.1 To request the recommendation for formal adoption of 11 – 19 Hill Street onto the List of Buildings of Local Architectural and/or Historic Interest ('Local List').

2.0 Recommendation(s):

- 2.1 To approve the proposed buildings being added to the Local List and recommend their adoption by the relevant Cabinet member.

3.0 Reasons for recommendation(s):

- 3.1 The buildings have been assessed on a site visit by an expert panel, and meet the criteria for inclusion in the local list.

- 3.2 Is the recommendation contrary to a plan or strategy adopted or approved by the Council? No

- 3.3 Is the recommendation in accordance with the Council's approved budget? Yes

4.0 Other alternative options to be considered:

- 4.1 If the Committee believes that the buildings do not meet the criteria for local listing it should not recommend formal adoption onto the local list.

5.0 Council Priority:

- 5.1 The relevant Council priority is 'Communities: creating stronger communities and increasing resilience'.

6.0 Background Information

- 6.1 On 2 November 2011 Executive approval (EX52/2011) was received to create a list of buildings of local architectural and/or historic interest ('Local List'). Local lists are a way of helping conserve historic buildings and other sites of local, rather than national, importance which make a positive contribution to the character of our streets and neighbourhoods. Although local listing does not confer the level of

protection of statutory designation, it is a material consideration when planning permission is sought which might harm a building's special interest.

- 6.2 Work began on the Local List in 2012 and, because of the large number of buildings proposed for the Local List, it was undertaken in stages. The first batch of buildings covering the Revoe, Victoria and Waterloo wards was adopted in 2013, and the List covering the whole borough was completed by 2014.
- 6.3 It had been anticipated that there may be other historic buildings or sites which would come to light as being of local architectural and/or historic interest. The terrace 11 – 19 Hill Street was identified by the expert panel during a site visit to assess the suitability of the area as an Area of Special Local Character.
- 6.4 Letters were sent to the owners/occupiers of these properties advising them of the proposed local listing, and no representations have been received.

6.5 Does the information submitted include any exempt information? No

7.0 List of Appendices

Appendix 8a: Local List Datasheet for 11 – 19 Hill Street/Criteria for selection for the Local List.

8.0 Financial considerations:

- 8.1 Officer time would be required for responding to planning consultations, but this can be met within existing resources.

9.0 Legal considerations:

- 9.1 Local listing does not change any existing permitted development rights for a property but is considered as a "material planning consideration" that can be included in the decision making process of any application affecting the property. There is no statutory appeals process. Decisions are subject to general principles.

10.0 Risk management considerations:

- 10.1 None

11.0 Equalities considerations:

- 11.1 None

12.0 Sustainability, climate change and environmental considerations:

- 12.1 None

13.0 Internal/ External Consultation undertaken:

13.1 Expert Panel Review has been carried out to ensure the buildings meet the criteria for local listing. Owners have been notified and no representations have been received.

14.0 Background Papers

14.1 None.

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HISTORIC ASSET RECORD (HAR)

Template version 1.0

TITLE/ADDRESS			Asset number
Corona Terrace, 11- 19 Hill Street			HA
National Grid Reference	County	District	Ward
	Lancashire	Blackpool	Waterloo
Grade: Local			
Summary of Significance			
Little altered late Victorian terrace which makes a strong positive contribution to the character of the townscape			
Historic Asset Description			
Little altered late Victorian terrace which makes a strong positive contribution to the character of the townscape. First appears on the 1890 OS map			
Two storey red brick terrace with buff and dark blue unglazed brick decorative surrounds to the windows and between each individual dwelling. Probably locally made. Single storey canted stone bays. Gabled canopies with slender timberwork over each entrance. Short front gardens with dwarf brick boundary walls with stone copings and modern railings, and stone gate piers.			
Number 13 retains original joinery, slate roof and clay tiles to the canopy.			

HISTORIC ASSET RECORD (HAR)
Template version 1.0



HISTORIC ASSET RECORD (HAR)

Template version 1.0



Sources:

Criteria Architectural merit Historic interest Rarity Age

Archaeological interest Landmark qualities Setting

Any other general comment eg recommend for national listing

Date of decision record entry

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Report to:	PLANNING COMMITTEE
Relevant Officer:	Jan Cresswell, Conservation Officer
Date of Meeting:	13 June 2023

SOUTH SHORE AREA OF SPECIAL LOCAL CHARACTER

1.0 Purpose of the report:

1.1 To request the formal adoption of the South Shore Area of Special Local Character onto the List of Buildings of Local Architectural and/or Historic Interest ('Local List').

2.0 Recommendation(s):

2.1 To approve the South Shore Area of Special Local Character being added to the Local List and recommend its adoption by the relevant Cabinet member.

3.0 Reasons for recommendation(s):

3.1 The concept of an area-based non-designated heritage asset of an Area of Special Local Character for South Shore was considered by the Planning Committee on 6 September 2022. It was recommended that a public consultation be carried out to gauge local support, which was carried out 9 February to 23 March 2023. There were no objections, and it is therefore requested that the South Shore Area of Special Local Character is adopted onto the Council's Local List.

3.2 Is the recommendation contrary to a plan or strategy adopted or approved by the Council? No

3.3 Is the recommendation in accordance with the Council's approved budget? Yes

4.0 Other alternative options to be considered:

4.1 If the Committee believes that the area does not meet the criteria for local listing it should not recommend formal adoption onto the local list.

5.0 Council Priority:

5.1 The relevant Council priority is 'Communities: creating stronger communities and increasing resilience'.

6.0 Background Information

- 6.1 On 2 November 2011 Executive approval (EX52/2011) was received to create a list of buildings of local architectural and/or historic interest ('Local List'). Local lists are a way of helping conserve historic buildings and other sites of local, rather than national, importance which make a positive contribution to the character of our streets and neighbourhoods. Although local listing does not confer the level of protection of statutory designation, it is a material consideration when planning permission is sought which might harm a building's special interest.
- 6.2 Work began on the Local List in 2012 and the List covering the whole borough was completed by 2014.
- 6.3 Historic England describes Areas of Special Local Character as historically important areas that fail to meet the criteria for Conservation Area designation. The main difference between Conservation Areas and Areas of Special Local Character is that planning permission is necessary for partial or total demolition in Conservation Areas. Permitted development rights in Areas of Special Local Character are not affected, and Areas of Special Local Character are therefore area-based non-designated heritage assets.
- 6.4 A public consultation inviting feedback on the proposal to create a South Shore Area of Special Local Character was carried out from 9 February - 23 March 2023. Information was made available on the Council website, and site notices advertising the consultation were fixed on Waterloo Road and Bond Street. Printed copies of the Area Assessment were deposited in the Blackpool Enterprise Centre, as well as Bickerstaffe House. No objections were received.
- 6.5 Does the information submitted include any exempt information? No

7.0 List of Appendices

Appendix 9a: Local List Datasheet

Appendix 9b: South Shore Area of Local Character Area Assessment

Appendix 9c. Boundary map

8.0 Financial considerations:

- 8.1 Officer time would be required for responding to planning consultations, but this can be met within existing resources.

9.0 Legal considerations:

- 9.1 Local listing does not change any existing permitted development rights for a property but is considered as a 'material planning consideration' that can be included in the decision making process of any application affecting the property. There is no statutory appeals process. Decisions are subject to general principles.

10.0 Risk management considerations:

10.1 None.

11.0 Equalities considerations:

11.1 None.

12.0 Sustainability, climate change and environmental considerations:

12.1 None.

13.0 Internal/ External Consultation undertaken:

13.1 Internal consultation took place with the Development Management and Planning Policy Teams, and external consultation as described above

14.0 Background Papers

14.1 None.

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SOUTH SHORE AREA OF SPECIAL LOCAL CHARACTER

MAY 2023

Blackpool Council



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SOUTH SHORE AREA OF SPECIAL LOCAL CHARACTER

Introduction

Historic England describes Areas of Special Local Character as historically important areas that fail to meet the criteria for Conservation Area designation. The main difference between Conservation Areas and Areas of Special Local Character is that planning permission is necessary for partial or total demolition in Conservation Areas. Permitted development rights in Areas of Special Local Character are not affected, unless article 4 directions are made for individual locally listed buildings. However, an area's special interest will be a material consideration when planning applications which would result in the total or partial demolition, or major alteration, of any building within the area are being determined. Areas of Special Local Character are therefore area-based non-designated heritage assets, which will be adopted onto the Council's List of Buildings of Local Architectural and/or Historic Interest.

Following approval by the Planning Committee in September 2022, a public consultation inviting feedback on the proposal to create a South Shore Area of Special Local Character was carried out from 9 February - 23 March 2023. Information was made available on the Council website, and site notices advertising the consultation were fixed on Waterloo Road and Bond Street. Printed copies of the Area Assessment were deposited in the Blackpool Enterprise Centre, as well as Bickerstaffe House. No objections were received.

Policy context

The National Planning Policy Framework (NPPF) 2021 states that heritage assets range from sites and buildings of local historic value to those of the highest significance, such as World Heritage Sites which are internationally recognised to be of Outstanding Universal Value. These assets are an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations.

The NPPF also states that the effect of a planning application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

Policy CS8 of the Blackpool Local Plan Part 1: Core Strategy (2012 – 2027) states that proposals will be supported that retain, re-use or convert, whilst conserving and enhancing the significance of, designated and non-designated heritage assets and their setting.

Planning applications will also be assessed against policy DM28 (non-designated heritage assets) of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies.

South Shore Area of Special Local Character

Bond Street and Waterloo Road are the main historic shopping streets serving the South Shore area. Commercial pressures and poor development management in the past have resulted in the loss of historic shop fronts and architectural features. More recently the economic decline of the area has resulted in high vacancy levels and disrepair.

Nevertheless, there is a significant cluster of locally listed buildings along these streets, plus the grade II listed Holy Trinity Church which, together with some interesting original architectural features on the

SOUTH SHORE AREA OF SPECIAL LOCAL CHARACTER

upper floors of other buildings, merits the 'local listing' of Waterloo Road and Bond Street as an Area of Special Local Character. Such a designation would assist the decision-making process when applications are received which would affect the setting of listed and locally listed buildings, or where proposals would result in further erosion of historic character.



Grade II Holy Trinity Church, Dean Street/Bond Street

Summary of Significance

Bond Street and Waterloo Road developed as the main retail and commercial area of South Shore. Today these streets retain their retail character and are busy thoroughfares which include several locally listed buildings and the grade II listed Holy Trinity Church.

SOUTH SHORE AREA OF SPECIAL LOCAL CHARACTER



Stone cladding and gabled dormers on Waterloo Road

SOUTH SHORE AREA OF SPECIAL LOCAL CHARACTER

Historical development of South Shore

Early mapping of South Shore shows that there were few buildings in the area until the mid-1800s. In the early 19th century the area today known as South Shore or South Beach was known as New Blackpool, and was formed as a separate community and a rival resort to Blackpool. The first house was reputedly built by Mr Thomas Moore in 1819, and the community grew to a definable settlement by 1838 although it only contained about fifty properties. The 1838 Tithe map shows that South Shore was a distinguishable community with buildings mainly located on a square of streets behind the seafront, between Bolton Street and Britannia Place.

Between 1845 and 1850 land at South Shore had become highly desirable. Lytham Road (then Broad Lane) and Waterloo Road formed the principal routes through South Shore, with Church Street (later renamed Bond Street) running parallel to the seafront; this was no more than a track at its south end where it led to the church.

The OS map of 1893 shows that South Shore had by then merged with Blackpool to form the southern tip of the urban area. The mapping shows a densely built-up area around Church Street (Bond Street), which developed as the area's principal shopping district. To the south of Dean Street the houses were larger and less densely developed, their middle class aspirations expressed by streets named after Queen Victoria's holiday homes (Osborne and Balmoral). New streets to the south of Station Road are clearly shown, following field boundaries, and by the 1890s these streets were lined with rows of semi-detached, terraced and detached houses.

To the north of Dean Street, denser terraced streets were developed parallel to the seafront in a compact grid. The larger seafront villas and hotels had large gardens fronting the promenade. Proximity to the sea was the attraction; larger properties are shown on the 1890s OS map closest to the sea, compared with inland, although streets south of Dean Street were lined with substantial houses built for the middle classes. Alongside affluent retired people, these houses were mostly occupied by commuters and commercial travellers who had easy access to the rail network from South Shore station. There were also a few respectable lodging houses for summer visitors drawn by the Pleasure Beach, developed on rough pasture to the south of Balmoral Road in the 1890s. The district was also served by the promenade tramway from 1885 and the tram along Lytham Road.

By 1911 most of the gap sites to the south of Waterloo Road had been filled with terraces and semi-detached houses, and a large hotel facing the station (the Grand, now demolished) had been built in the late 19th century on Lytham Road. The streets to the north of Waterloo Road were also completed, with higher density terraced housing, shown from the 1912 OS map. 1930s OS mapping shows little change in the area, although the Pleasure Beach, the South Promenade and Pier had been developed during the interwar period.

Bond Street

An important commercial street in the South Shore area, running north-south between Waterloo Road in the north and south to the railway station by the Pleasure Beach. The stretch covered by the Area of Special Local Character runs from Waterloo Road to Station Road. The street was historically known as Church Street due to the presence of the grade II Holy Trinity Church, the earliest church built in South Shore. The street's higher status in the street hierarchy is expressed in its width, and in the height and quality of the buildings.

SOUTH SHORE AREA OF SPECIAL LOCAL CHARACTER



16 – 22 Bond Street



61 – 69 Bond Street

SOUTH SHORE AREA OF SPECIAL LOCAL CHARACTER

The building line follows the back of the footway in most cases, creating a dense street scene. Properties have narrow frontages and a vertical emphasis. The grain of the area is tight with an absence of open space. The buildings are generally of three or more storeys, with a varied, lively roof line of gabled or parapet roofs.



Locally listed 29 – 31 Bond Street

Corner properties tend to be given more architectural prominence with corner features and more elaborate entrances. The buildings are a mix of brick and stone construction with red brick used for earlier buildings. Some are painted or rendered, and roofs are largely Welsh slate, with some clay and concrete tile. Almost all buildings have uPVC windows, although some timber sashes or leaded casements survive on upper floors. Upper floors generally retain historic character and features. Historic shop fronts are absent, with late 20th century signage and fascias dominating street frontages.

SOUTH SHORE AREA OF SPECIAL LOCAL CHARACTER



Locally listed former bank, 46 Bond Street

Building uses have changed as the economic status of the street has declined, for example at least three former banks have been converted into pubs or shops.

Overall the street has positive character. Locally listed buildings include former banks and large shops including a former District Bank at No.29 and the RBS at No.87. The former Woolworth's store on the corner with Waterloo Road has now fallen into dilapidation.

SOUTH SHORE AREA OF SPECIAL LOCAL CHARACTER



Former Woolworth's store

Waterloo Road

The stretch covered by the Area of Special Local Character runs from the Promenade to Lytham Road including the locally listed Royal Oak Hotel and former Palladium cinema, and 1 – 4 Royal Oak Buildings opposite.



Locally listed Royal Oak and Palladium buildings

SOUTH SHORE AREA OF SPECIAL LOCAL CHARACTER



Locally listed Talbot Court, Waterloo Road/Promenade



Locally listed Dutton Arms, Waterloo Road/Promenade

SOUTH SHORE AREA OF SPECIAL LOCAL CHARACTER

The street was one of the first east-west streets in South Shore to be laid out, and is shown on the 1838 Tithe map. By the late 19th century it rivalled Bond Street as a main commercial street in the area, with residential premises at the east end (beyond the Area of Special Local Character). By 1938 retailers such as Woolworths, Saxone and Boots were trading from the street, as well as independent confectioners and drapers. There was a cinema at No. 36, a bank and a post office. In the early 20th century a railway station opened at the bridge, to the east. The street is characterised by its relatively wide aspect, with buildings built up to the rear of wide footways, and the intersection of north-south side streets along its length.



35 Waterloo Road

The streetscape has a varied mix of buildings, with late 19th to early 20th century buildings. The locally listed former post office, and a range of 1970s shop units on the north side create variations in the roofline and scale. The former Victoria Market and post office are both prominent on the street and reflect each other in their vertical height, and the post office relates in scale to post-war 20th century buildings on the north-west side of the street. The scale throughout the rest of the street is generally of two-storey shops and commercial premises.

SOUTH SHORE AREA OF SPECIAL LOCAL CHARACTER



Locally listed former post office

Most of the commercial properties have modern fascias and shop fronts to the ground floor, with the upper floors being converted into residential flats. However, there are several positive value buildings including no. 35, formerly a car showroom, with a striking white faience façade. The 1930s former Talbot Market by renowned local architect Halstead Best on an island site to the west of Bolton Street is also of interest, and retains its original fenestration pattern of large shop windows.

Locally listed buildings include the Bull Inn, the former Post Office, former Woolworth's store on the corner of Bond Street, and the former bank at 44 Waterloo Road.

Historic and current uses

The 1901 Barrett Directory shows that Bond Street was an important retail street, with everything from shoemakers and stationers to grocers and banks. Waterloo Road was primarily commercial with a cinema and post office at its centre. Much of the commercial property remains in retail use, and the shopping streets remain lively, although uses have changed as the economic status of the street has declined, for example at least three former banks on Bond Street have been converted to pubs or shops.

SOUTH SHORE AREA OF SPECIAL LOCAL CHARACTER



Former Talbot Market



Locally listed Bull Inn

SOUTH SHORE AREA OF SPECIAL LOCAL CHARACTER



Locally listed former bank

Materials and construction

The majority of buildings within South Shore are of red brick construction. Brickmaking became an important industry during Blackpool's expansion, using local clay from pits shown on late 19th century maps. By 1891 there were four brickworks in the town, but these were demolished by 1910 to make way for housing development. The brick is red and smooth-faced. Moulded brick details are used on large commercial buildings such as the former Woolworth's on Bond Street where a simple classical-style frieze is used at the entablature. The Edwardian stepped gables of 16-22 Bond Street, a former bank, are a strong townscape feature in bright red brick and moulded terracotta.

Some public buildings, particularly former banks, are faced in ashlar or pitch-faced yellow sandstone. Grade II listed Holy Trinity Church is constructed of coursed, pitch-faced yellow sandstone with red sandstone dressings. A locally listed former club on the corner of Bond Street and Station Road, dating from the 1920s, is faced in pitch-faced yellow sandstone and has a wealth of ashlar pilasters, cornices, keystone, colonettes, hoodmoulds and carved details.

The Last Orders Inn, a locally listed former bank on the corner of Bond Street and Rawcliffe Street has a rusticated ground floor of sandstone ashlar, brick to the upper floors, with sandstone 'Gibbs' surrounds to the windows and sandstone details.

No. 35 Waterloo Road is a good early 20th century example of the use of faience.

SOUTH SHORE AREA OF SPECIAL LOCAL CHARACTER



Locally listed former club, now apartments

Archaeological potential

Historic maps suggest that the area was in cultivation on drained moss fields prior to early 19th century development, and no earlier settlement has been recorded. The archaeological potential for the South Shore area is therefore considered to be low. However, there are a few sites in this area where relatively modern buildings have been built on the site of historic buildings, for example the site of an historic inn on the corner of Waterloo Road and Lytham Road. Any development which involves below ground works, including demolition, should include a watching brief for buildings which are known to stand on earlier sites.

Development management

Since the South Beach Historic Townscape Characterisation exercise was undertaken in 2008 there has been significant deterioration in the fabric of Waterloo Road, and particularly Bond Street. Not only has this affected the appearance of the historic shopping street generally, it has had a damaging impact on the setting of the grade II listed Holy Trinity Church on the corner of Bond Street and Dean Street, as well as on locally listed buildings on the road.

Although the loss of architectural features and historic shop fronts has diminished the historic character of the streets, they nonetheless contain several high quality buildings and many others retain historic features at first floor level and above. 'Local listing' as an Area of Special Local Character means that its special character will be a material consideration when development management decisions are being made.

SOUTH SHORE AREA OF SPECIAL LOCAL CHARACTER

Planning applications for works to buildings in the Area of Special Local Character will be supported for developments which preserve or enhance historic character. In particular, applications for total or partial demolition of any building in the area will take account of the impact of its removal, and the design of its replacement.

Design codes

On 20 July 2021, the Ministry of Housing, Communities & Local Government introduced the Building Beautiful Places plan, a programme incorporating a range of measures including an update of the National Planning Policy Framework (NPPF) and the introduction of the National Model Design Code (NMDC). The NPPF was amended to urge all councils to develop local design codes.

Now that Bond Street falls outside the South Shore District Centre and that, subject to the Prior Approval process, residential conversion from retail could be permitted development (subject to conditions and restrictions), it is suggested that a Design Code for the Bond Street and Waterloo Road Area of Special Local Character should be developed in consultation with the local community. This would set out the design expectations for new development in the area which respects the local historic character and ensuring that proposals such as new buildings, shopfronts or external alterations associated with residential conversions, are consistent and sympathetic to the area's historic character and appear cohesive in the streetscene. The Design Code would set out detailed parameters for development in the area and could, for example, contain a list of suitable materials for different types of development, include an illustrated design guide and architectural detail requirements in conversions, such as the inclusion of bay windows and/or stone dressings or require traditional shopfronts etc.

Designated and undesignated heritage assets

Holy Trinity, Bond Street/Dean Street (grade II)
Holy Trinity School, Dean Street (adjacent to church)
Harte's Store, 7 – 11 Bond Street
Former bank, 29 – 31 Bond Street
Former bank, 46 Bond Street
Former assembly rooms, 98 – 100 Bond Street/Station Road
Former villa and bank, 87 Bond Street/22 Dean Street
Dutton Arms, Waterloo Road/441 Promenade
Bull Inn, Waterloo Road
Talbot Court, 5 – 9 Waterloo Road/Promenade
Former Post Office, 20 – 32 Waterloo Road
Former bank, 44 Waterloo Road/St Bedes Avenue

SOUTH SHORE AREA OF SPECIAL LOCAL CHARACTER

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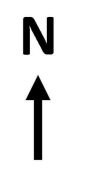
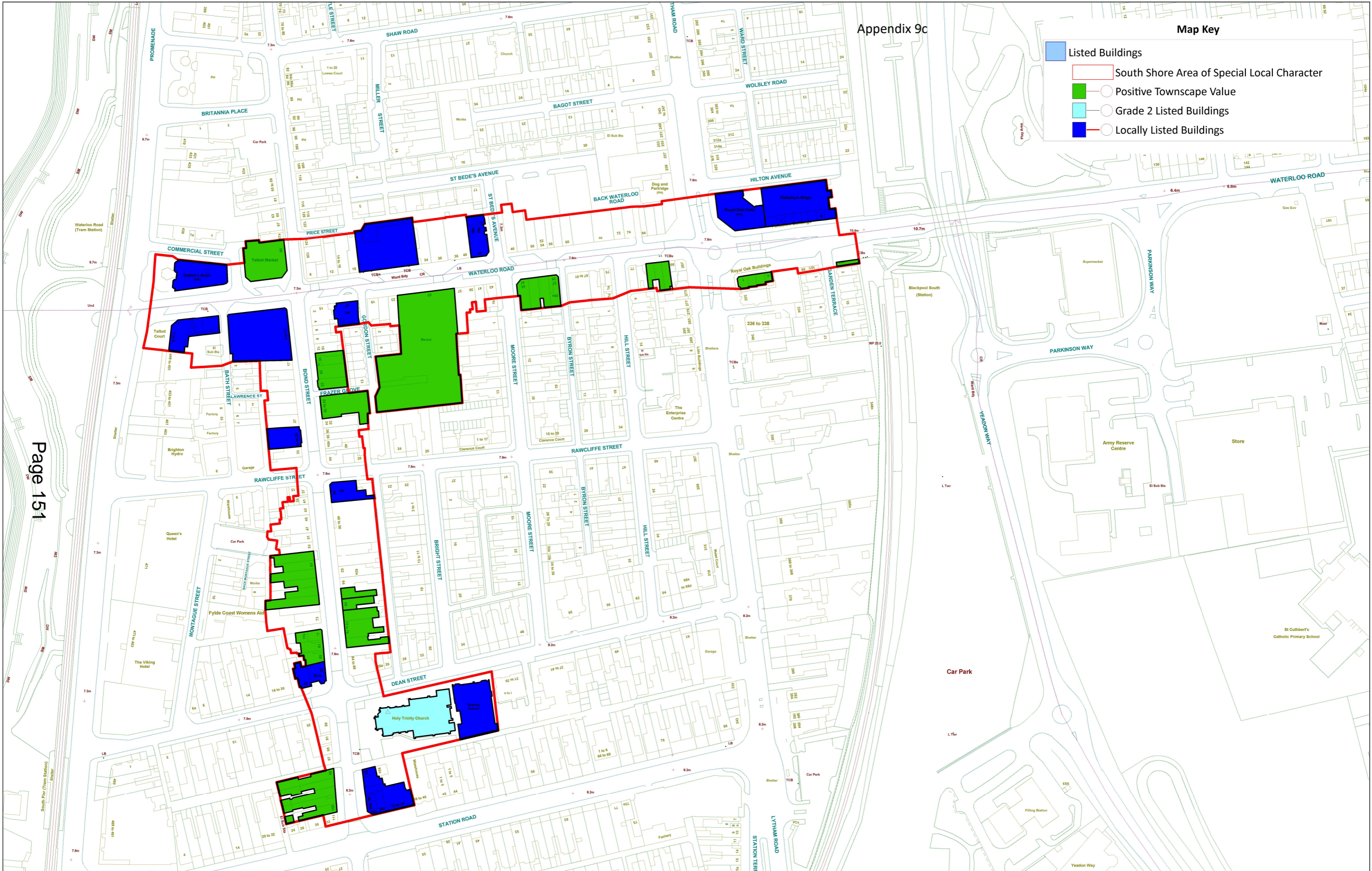
Record of Amendments:

Date	Version	Amended by	Description of changes

Approved By:

Name	Title	Signature	Date

- Listed Buildings
- South Shore Area of Special Local Character
- Positive Townscape Value
- Grade 2 Listed Buildings
- Locally Listed Buildings



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