
Planning & Heritage Statement

Common Edge Road,
Blackpool, FY4 5DN.

September 2014



Shepherd Planning

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1. INTRODUCTION

This Planning & Heritage Statement is provided to accompany an application by Newfield Construction Ltd c/o Jones Homes Limited for 8No. 3 and 4 bedroom residential units with associated car parking and landscaping on approximately 0.45 hectares of land accessed off Common Edge Road, Blackpool. As mentioned in both the submitted Design & Access Statement and the Planning Statement, the scheme submitted now has been revised since determination of the last application (14/0302) that was considered by Blackpool's Planning Committee at their meeting held on the 14th July 2014.

The changes and additional information/reports submitted with this application include the following;

- i) The Design & Access Statement includes an addendum where advice has been taken from a piling contractor – “Roger Bullivant Ltd” – which describes how their piling techniques can minimise any risk to adjacent or nearby properties. The Company is clearly aware of their responsibilities as responsible constructors and contractors, in that any damage to any property or land caused by their activities is their responsibility in law. That said, the consulted piling contractor was confident that the works can be carried out without any problems to neighbouring land and building owners. (This is of course a civil matter in any case but was understood to be a concern of the committee).
- ii) This Planning & Heritage Statement covering relevant legislation and policies and considering if there would be any detrimental impact on the setting of the two statutorily listed cottages at 1 & 2 Fishers Lane, is submitted in support of the proposal. (This is part of the reason for refusal 1 and the main thrust of reason for refusal 3 on the decision notice).
- iii) Thirdly, there have been various changes to the application proposal in respect of the design and materials of construction of the dwellings proposed. (These are considered to address part of the reason for refusal 1 and also reason for refusal 2 on the decision notice). The changes include;
 - More appropriately designed units on plots 4 – 6 (inclusive) reflecting a more rural/semi-rural (and less suburban) setting and moving plot 6 by 2.36 metres further away from the listed cottages. In particular, plots 5 and 6 are now a pair of semi-detached units more in the form of cottages with rendered finish, slate roofs, mono-pitch porch, cottage style windows and they incorporate a central chimney stack
 - More traditional materials to roofs (replica slate as opposed to more modern, concrete roof tiles)
 - More appropriate surface materials and increased amenity area and general “space” within the vista/views towards the listed cottages that better respect the semi-rural character of the site and reduction in size of the access road and turning head
 - Dwellings moved further away from the Listed cottages in Fishers Lane for two reasons, i) to improve upon the setting of the Listed Buildings and, ii) to provide a greater distance between the proposal and the cottages to minimise as much as possible the impacts of piling on them

It is considered that the revised application overcomes the previous concerns of the Planning Committee and addresses the three reasons for refusal given on the decision notice dated the 14th July 2014.

This Planning & Heritage Statement is submitted in support of the proposal and considers appropriate areas of legislation at national level, reference to the Planning (Listed Buildings and Conservation Areas) Act 1990 and to relevant Blackpool Local Plan policies in respect of new development both to and affecting the setting of listed buildings.

This Planning & Heritage Statement should be read in conjunction with the Planning Statement and Design & Access Statement which also form part of the application, together with the following documents which have influenced the analysis and resultant proposals:

- Site Location Plan and Site Layout
- House Type Floor Plans and Elevations
- Drainage Layout
- Transport Statement
- Ecology Report
- Landscaping Plan
- Site Investigation Report

1.1 Report Author

I am David Shepherd a Chartered Town Planner with almost 25 years experience in the planning profession. I hold Post Graduate Diploma's in both Building Conservation and Environmental Planning and a HNC in Building Construction. I am a member of the Royal Town Planning Institute.

I have held various senior posts at all of the three coastal planning authorities (Blackpool, Fylde and Wyre) and ended my Local Government career two years ago as Head of Development Management at Wyre Council. My responsibilities at Fylde and Wyre also included being the point of contact for all conservation matters, as the two authorities did not employ a conservation officer. I have had experience of dealing with the administration and grant funding of appropriate works to Listed Buildings and non-listed buildings in conservation areas, dealing with Listed Building Consent applications and Conservation Area Consent applications and appeals for the same including written representations, hearings and at public inquiry.

I have been self employed as a sole planning practitioner since September 2012.

2. PROPOSAL

2.1 Locality

The main concern of the planning committee in relation to the application proposal seems to be in respect of the potential for the new development to cause harm to the setting of the listed cottages on Fishers Lane. This is clearly borne out by the content of reasons for refusal 1 and 3 on the decision notice on 14/0302.

The application site area (shown red below) shows the proximity of the listed cottages just to the north-west corner of the red edge (above the annotation Fishers La.).



The north western corner of the site faces the listed cottages at 1 & 2 Fishers Lane, that are indicated in red on the constraints plan on the following page. The topography of the land is generally level, though the site overall is at an approximate 500mm lower level than Common Edge Road to which it abuts.

The residential properties in the immediate vicinity of the application site are predominately one and two storey detached, semi-detached and terraced dwellings, built in traditional style with either hipped or gable roofs. External materials tend to be either red or grey roof tiles/slates, with a mixture of render or facing brick facades. The surrounding property styles are mixed and no one style dominates. More recent, urban development abuts the western boundary of the listed cottages.



Constraints plan (taken from the Design & Access Statement) shows the listed cottages in red.



Photograph of the listed cottages at 1 & 2 Fishers Lane.

3. LISTING DESCRIPTION

The full listing description from English Heritage is appended at the end of this statement. In brief, it notes that the pair of cottages are probably late 18th Century, cobble and brick built with roofs of thatch, corrugated metal and slate. It continues to note a “modern flat roofed extension to left hand side” of No1 and extensions to No2. It also notes modern window frames are inserted.

No comments are made in relation to the surrounding area (or the listed buildings setting). It is fair to say that these two cottages are relatively rare on the Fylde coast – though there are other similar aged, cobble built properties nearby at both Walker’s Hill Farmhouse, off Midgeland Road and Blowing Sands at 166 Common Edge Road. Both of these are also listed Grade II.

It is noted that both these other late 18th Century properties (mentioned above) are surrounded by more recent developments in a manner far more harmful to their setting than the proposal would be on No1 and No2 Fishers Lane (in particular Walker’s Hill Farmhouse and surroundings). New development has taken place to the west of the cottages on Fishers Lane also (in Belverdale Gardens). The existing residential development there is considered to have a greater impact on the setting of the listed cottages than the proposal would.

3.1 Planning History Re: 1 and 2 Fishers Lane.

There is some recent planning history regarding developments at the listed cottages. Some is related to necessary repairs, improvements and alterations regarding new slab floors and walls as a result of damage to the properties understood to be as a result of both fire damage and resultant water ingress. There is however, the following application for listed building consent;

Application 10/0575. 2 Fishers Lane. Erection of 2 store side extension incorporating rear dormers, single storey rear extension and alterations to roof. This was approved in July 2010. What is interesting – despite these quite extensive extensions and alterations that were granted both Listed Building Consent and planning permission – is that there was no Heritage Statement submitted (or required by officers) in order to assist in judging how these extensions would impact on the historic and architectural character of the listed building(s).

4. POLICY CONSIDERATIONS

National, regional and local plan policies relevant to the proposal are considered in more depth in the accompanying Planning Statement. More heritage related matters are discussed below.

5. NATIONAL PLANNING POLICY FRAMEWORK (NPPF) (2012)

The National Planning Policy Framework (NPPF) contains sections dealing with; requiring good design and Conserving and enhancing the historic environment.

In respect of design, paragraphs 56-57 and 60-64 are especially relevant. These seek high quality design, seek to promote *or* reinforce local distinctiveness and improvements in the character and quality of an area.

Regard shall be had to the advice given at Section 12 of the NPPF “Conserving and enhancing the historic environment”, (paragraph 128 in particular) and to Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990, “General duty as respects Listed Buildings in exercise of planning functions”, specifically, “In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses”.

6. NATIONAL PLANNING PRACTICE GUIDANCE (NPPG) (2014)

This came in to effect on the 6 March 2014.

This refers to both Conserving and Enhancing the Historic Environment and Design matters. It cross references at many points with the guidance contained within the same sections of the NPPF (that are referred to above). This refers to both Listed Buildings and Conservation Areas.

6.1 Conservation and the enhancement of the Historic Environment

In respect of “Conservation and the enhancement of the Historic Environment” (Paragraph: 003 Reference ID: 18a-003-20140306), the NPPG states;

“Where changes are proposed, the National Planning Policy Framework sets out a clear framework for both plan-making and decision-taking to ensure that heritage assets (includes listed buildings) are conserved, and where appropriate enhanced, in a manner that is consistent with their significance and thereby achieving sustainable development”.

The NPPG further discusses the setting of a heritage asset and how it should be taken in to account in decision making at Paragraph: 013 Reference ID: 18a-013-20140306. It states;

“A thorough assessment of the impact on setting needs to take into account, and be proportionate to, the significance of the heritage asset under consideration and the degree to which proposed changes enhance or detract from that significance and the ability to appreciate it.

Setting is the surroundings in which an asset is experienced, and may therefore be more extensive than its curtilage. All heritage assets have a setting, irrespective of the form in which they survive and whether they are designated or not.

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 such as noise, dust and vibration from other land uses in the vicinity, and by our understanding of the historic relationship between places. For example, buildings that are in close proximity but are not visible from each other may have a historic or aesthetic connection that amplifies the experience of the significance of each”.

The “setting of a heritage asset” is defined in the Glossary of the National Planning Policy Framework as;

“Setting of a heritage asset: 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”.

6.2 Comments on the impact on the setting of the listed building (No1 and No2 Fishers Lane).

The proposed layout of the development subject of this application has been considered and its evolving nature has been covered in the Design & Access Statement that accompanies this application. As mentioned in this statement, the Planning and D & A Statements, and now in line with how this re-submitted proposal has evolved in design terms, it is considered that the setting of the listed building is not detrimentally affected by the proposal.

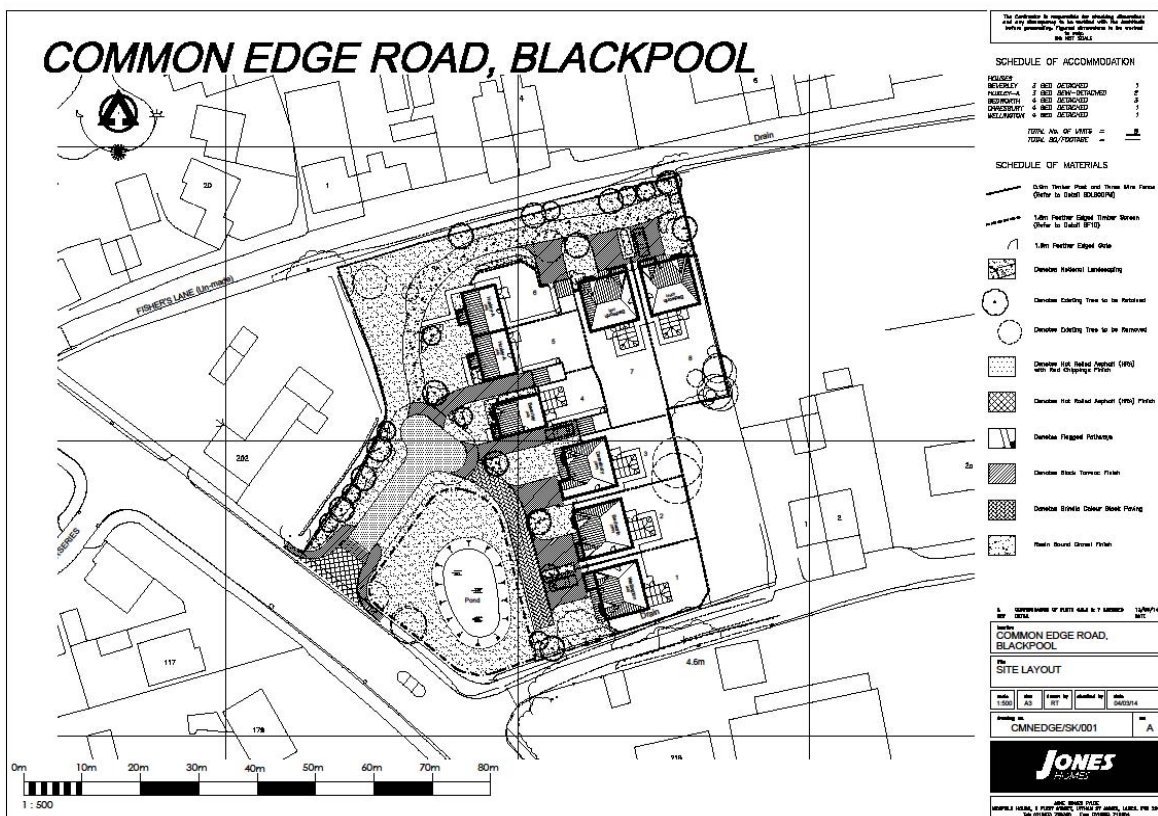
There is an ample vista across from Common Edge Road at its junction with Ecclesgate Road, where the cottages are viewed from. This can be taken to be the main zone of visual influence (ZVI) and where the natural views of the listed cottages are best observed from. This open view will not be intruded on by the proposed development. In fact the re-submission moves the plots 4, 5 and 6 further east and away from the field of vision to the cottages. The design changes proposed to those units also means that the “suburban setting” (referred to in reason for refusal 1 on application 14/0302) has been removed with a far more appropriate setting both in terms of design and proximity to the cottages. Better quality surfacing materials also add to the more sympathetic setting of the new development and its relationship with the cottages.

In the “setting of a heritage asset” as defined in the glossary of the NPPF, it mentions, “...The surroundings in which a heritage asset is experienced. Its *extent is not fixed and may change as the asset and its surroundings evolve*” (my italics). Having regard to the fact that the “extent of setting” is not fixed and that it “may change as the asset and its surroundings evolve”, it is suggested that it is an unreasonable expectation for there to be no further new development in the locality of the listed cottages, and that its setting has already changed as a result of other new development over the last 25 years (and to date) as the area has evolved to take on a more urban feel. Going back to the wording again of “setting of a heritage asset”, it mentions, “Its extent is not fixed and may change as *the asset and its surroundings evolve*”. It is suggested that the actual listed building itself is evolving. The fact that alterations have been made and Listed Building Consent granted for quite considerable extensions/alterations to number 2 (see planning history above application 10/0575), this further suggests that both the listed building and its surroundings are evolving.

It is considered that the main views across the field (to the rear of 202 Common Edge Road) would be retained and enhanced by the revised proposal. The setting of a pond and appropriate landscaping with improved, wider views towards the front of the cottages and a reduction in the turning head, is considered to comply with the NPPF and NPPG. The listed cottages can still be appreciated and arguably their setting would be improved upon by quality new development of appropriate design, scale and materials. That impact is at least a neutral impact but it is considered to be more of a positive impact on the cottages.

6.3 Design matters

The guidance in respect of design refers to the “Innovative use of construction materials and techniques” and that “Innovative construction materials and techniques can help achieve well designed homes and other buildings”. Layout, form, scale, detailing and materials are all identified as being important issues. The proposal is for a small development of just 8no dwellings. The design changes that have been made to this re-submitted proposal are considered to result in at least a neutral impact on the listed cottages, though the improved setting could be construed to be a positive impact on their setting. As has been mentioned elsewhere in this statement and in the Design & Access Statement, design changes to the nearest dwellings to the listed cottages have been made and also the distance between the proposal and the cottages has been widened by approximately a further 2.36 metres from the earlier application. The proposal is considered to comply with the aims of the NPPG in respect of Design matters. The more “innovative materials and construction techniques” are considered to have been given weight in the design changes to the nearest units to the listed cottages, where this has informed a more appropriate design and massing to the new development because of its proximity to the listed cottages.



Site layout plan of revised application. Note changes to plots 4 – 6 and the reduced turning head



THE HUXLEY-A - 3 Bed Semi-Detached

Plots 5 and 6. Huxley in form of semi-detached cottages.

7. **BLACKPOOL LOCAL PLAN (2006)**

The Blackpool Local Plan (adopted June 2006) is almost 6 years older than the National Planning Policy Framework. The “saved policies” direction still pre-dates the NPPF by a number of years. The NPPF clearly has a greater weight in terms of decision - making and places great emphasis on sustainable development. Paragraph 12 of the NPPF states that, “Proposed development that accords with an up-to-date Local Plan (my emphasis) should be approved and proposed development that conflicts should be refused unless other material considerations indicate otherwise”.

The most relevant policies here are;

- Policy LQ1 – Lifting the quality of design
- Policy LQ2 – Site Context
- Policy LQ9 – Listed Buildings

7.1 **Policy LQ1 – Lifting the quality of design**

The policy refers to the need for high standards of design making positive contributions to the areas where new developments are located. In relation to this application, the proposal has been modified since determination of the last application (14/0302) and the design solution proposed now is considered to provide a high quality development that will respect the listed building, its setting and the immediate locality. The design “changes” proposed (discussed more in the Design & Access Statement) see more space created between the listed cottages and the new development, better/more appropriate design/massing and materials used for those dwellings nearest to the listed cottages and more appropriate

surfacing materials. It is considered that the visual impact of the proposal is minimised to such an extent that it causes no recognised harm to the locality.

7.2 Policy LQ2 – Site Context

The policy states, “The design of new development proposals will be considered in relation to the character and setting of the surrounding area.

- A) New developments in streets, spaces or areas with a consistent townscape character should respond to and enhance the existing character. These locations include;
- i) Affecting the setting of Listed Buildings”.

In this regard, the proposal has been considered in relation to the character and surroundings of the immediate area. As the submitted D & A Statement points out, the area has a rich variety of shapes and styles of dwellings. The revised proposal has been amended to include more appropriate design and layout that recognises the presence of the listed cottages, the character of the area and also takes on board the concerns of the planning committee when determining the previous application.

7.3 Policy LQ9 – Listed Buildings

Section (B) of the policy considers development affecting the setting of a Listed Building. It states that development which adversely affects the character or appearance of a Listed Building or its setting will not be permitted.

Section (C) Deals with alterations and extensions to a Listed Building which are not relevant to this proposal.

In terms of Section (B), the proposal is not considered to adversely affect the character or appearance of the listed building or its setting. As explained above (Comments on the impact on the setting of the listed building), the proposal at best has a positive impact on the setting of the listed cottages or at worst a neutral impact. The development certainly does not have an adverse impact on the setting of the listed building.



Recent photograph of the cottages

8. **HERITAGE MATTERS**

Partly referred to in the policy section above.

Regard shall be had to the advice given at Section 12 of the NPPF “Conserving and enhancing the historic environment”, (paragraph 128 in particular), Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 in respect of “General duty as respects Listed Buildings in exercise of planning functions”. Specifically, “In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses”. Also, Policy LQ9 of the Blackpool Local Plan (June 2006) is relevant, as already discussed.

Paragraph 128 of the NPPF states that when determining such application, “Local Planning Authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting”. It continues to say that, “*the level of detail should be proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on their significance*”.

In this case, the application should be considered in relation to any potential that it may have on the “setting” of the listed cottages. The proposal is not considered to impact in any

detrimental way on the listed cottages and it preserves their setting for reasons previously discussed.

Section 12 of the NPPF deals with, “Conserving and enhancing the historic environment”. Of particular relevance to this proposal is the content of paragraph 128 (mentioned above) that gives advice as to what local planning authorities should require of an applicant, in order to determine applications. Clearly, this whole statement is relevant, but the Heritage section in particular deals with the impact of the proposal on the listed cottages. This is obviously the key consideration when determining this application.

Paragraph 131 of the NPPF states, “In determining planning applications, local planning authorities should take account of (amongst other things);

“the desirability of new development making a positive contribution to local character and distinctiveness”. In this case, the design changes made to this revised application are considered to overcome previous concerns raised in relation to the earlier application (14/0302) and the proposal now makes a positive impact on the locality and one that is in character with the general area and that is not harmful to the setting of the listed cottages.

It is considered that the main issues are whether the proposed development detrimentally (or adversely) affects the setting of the listed cottages.

Policy LQ9 of the local plan allows us to consider the impacts of the proposal on the “setting” of a listed building, (as opposed to actual/physical “works” to a listed building). It is suggested that the proposed development does not harm the listed cottages architectural or historic character, nor does it harm their setting.

The buildings within the immediate locality are somewhat varied in terms of their styles and designs (and height, size, massing and materials). The listed cottages are seen as one of many varying building/dwelling designs in the wider area.

9. **CONCLUSION**

The revised proposal is considered to comply with the basic thrust of the NPPF and NPPG, in terms of;

- Requiring good design
- And, Conserving and enhancing the historic environment

It complies with the NPPG (which, in the main, repeats the advice from within the NPPF).

It meets with the requirements of Sections 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990, "General Duty as respects Listed Buildings in exercise of planning functions", specifically, in respect of considering whether to grant planning permission for development which affects a listed building or its setting, and special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses".

It complies with the relevant policies of the Blackpool Local Plan (2006), in respect of;

- Policy LQ1 – Lifting the quality of design
- Policy LQ2 – Site Context
- Policy LQ9 – Listed Buildings

This amended proposal is not considered to be prominent, dominant, intrusive or conspicuous in this area. It would utilise appropriate materials that would be in keeping with the immediate locality and surrounding development. The development would blend in without detriment to the immediate area and to neighbouring dwellings. It is not considered to either be harmful to the setting of the listed building, nor is it development that would have a detrimental effect on the listed buildings architectural or historic character. It is considered to preserve the character and appearance of this part of the Marton Moss area.

Dave Shepherd, Dip EP, Dip Bldg. Cons, MRTPI.
September 2014.

APPENDIX-A - English Heritage Listing Description and location plan.

List entry

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List entry Summary

This building is listed under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended for its special architectural or historic interest.

Name: No name for this Entry

List entry Number: 1205761

Location

1 AND 2, FISHERS LANE

The building may lie within the boundary of more than one authority.

County	District	District Type	Parish
	Blackpool	Unitary Authority	

National Park: Not applicable to this List entry.

Grade: II

Date first listed: 20-Oct-1983

Date of most recent amendment: Not applicable to this List entry.

Legacy System Information

The contents of this record have been generated from a legacy data system.

Legacy System: LBS

UID: 183666

Asset Groupings

This list entry does not comprise part of an Asset Grouping. Asset Groupings are not part of the official record but are added later for information.

List entry Description

Summary of Building

Legacy Record - This information may be included in the List Entry Details.

Reasons for Designation

Legacy Record - This information may be included in the List Entry Details.

History

Legacy Record - This information may be included in the List Entry Details.

Details

SD 33 SW 3/9

BLACKPOOL FISHERS LANE Nos 1 and 2

II

Pair of single-storey cottages, date uncertain but probably late C18. Cobblestone and brick, with roofs of thatch, corrugated metal sheet, and slate. Each is essentially a single-unit plan with gable-end chimney stack; No 1, recently re-thatched, has a rear extension under cat-slide roof, and a modern flat-roofed extension to left-hand side. No.2 has rear extension of brick with roof of corrugated sheet, and low side-extension with slate roof. Doors of both are close to gable ends, that of No.1 with modern gabled porch; both have two rectangular windows in front wall, all with modern frames. No. 2 has a very small square window in the rear wall, close to the end walls, perhaps originally to light the hearth. Listed as now rear examples of single-storey cobble-walled dwellings.

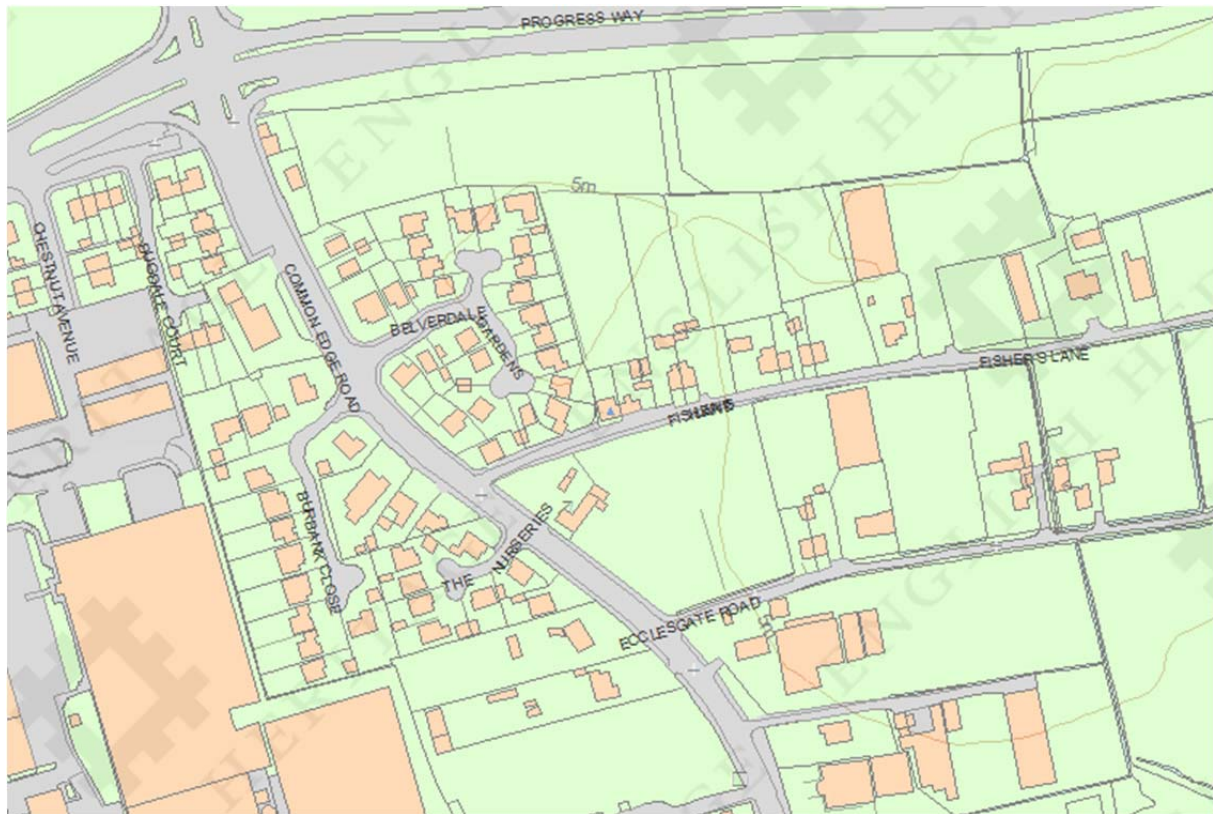
Listing NGR: SD3291932192

Selected Sources

Legacy Record - This information may be included in the List Entry Details

National Grid Reference: SD 32919 32192

Map



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