

HERITAGE IMPACT ASSESSMENT AND STATEMENT OF SIGNIFICANCE

Planning Application for Garden
Room/Office, Shed and Fence at
Land to rear of 1 Park Road,
Gisburn, Lancashire.

MPD Built
Environment
Consultants
Limited

1. INTRODUCTION

This Heritage Impact Assessment has been prepared to support the retrospective planning application for a rear garden fence, a garden shed and a garden room within the curtilage of 1 Park Road, Gisburn.

The Heritage Impact Assessment is submitted as part of the supporting documentation for the retrospective planning application for a garden room, garden shed and rear boundary fence, this Statement will explain the approach to the design ethos in relation to the new structures and their impacts on the surrounding heritage assets and their settings as well as their heritage significance.

The Heritage Impact Assessment will address the effects of the new additions on the heritage assets namely the listed building at 1 Park Road and the Gisburn Conservation Area. It will therefore concentrate on addressing how the developments impact on the significance of these assets and their setting.

2. Site History

There is no formal planning history relating to this particular site.

3. DEVELOPMENT PLAN POLICIES

The Development Plan for Ribble Valley is the Core Strategy 2008 – 2028 A Local Plan for Ribble Valley which was formally adopted on 16 December 2014. The Core Strategy along with the NPPF form the development plan for the district.

National Planning Policy Framework (2019)

Section 16. Conserving and enhancing the historic environment

Proposals affecting heritage assets

189. In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. 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. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.

190. 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 any necessary expertise. 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.

191. Where there is evidence of deliberate neglect of, or damage to, a heritage asset, the deteriorated state of the heritage asset should not be taken into account in any decision.

192. In determining applications, local planning authorities should take account of:

- a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- c) the desirability of new development making a positive contribution to local character and distinctiveness.

Considering potential impacts

193. When considering the 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.

194. Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of:

- a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional;
- b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional⁶³.

195. Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- a) the nature of the heritage asset prevents all reasonable uses of the site; and
- b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and
- d) the harm or loss is outweighed by the benefit of bringing the site back into use.

196. Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

197. The effect of an 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.

198. Local planning authorities should not permit the loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred.

199. Local planning authorities should require developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible⁶⁴. However, the ability to record evidence of our past should not be a factor in deciding whether such loss should be permitted.

200. Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

201. Not all elements of a Conservation Area or World Heritage Site will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 195 or less than substantial harm under paragraph 196, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole.

202. Local planning authorities should assess whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies but which would secure the future conservation of a heritage asset, outweigh the disbenefits of departing from those policies.

Local Planning Policy

The Core Strategy was adopted by the Council on 16 December 2014 and now forms part of the statutory Development Plan for the Borough. It sets out the strategic planning policy framework to guide development in the borough up to 2028. It also includes development management policies to assist in the determination of individual planning applications.

KEY STATEMENT EN5: HERITAGE ASSETS

There will be a presumption in favour of the conservation and enhancement of the significance of heritage assets and their settings. The Historic Environment and its Heritage Assets and their settings will be conserved and enhanced in a manner appropriate to their significance for their heritage value; their important contribution to local character, distinctiveness and sense of place; and to wider social, cultural and environmental benefits. This will be achieved through:

- Recognising that the best way of ensuring the long-term protection of heritage assets is to ensure a viable use that optimises opportunities for sustaining and enhancing its significance.
- Keeping Conservation Area Appraisals under review to ensure that any development proposals respect and safeguard the character, appearance and significance of the area.
- Considering any development proposals which may impact on a heritage asset or their setting through seeking benefits that conserve and enhance their significance and avoids any substantial harm to the heritage asset.
- Requiring all development proposals to make a positive contribution to local distinctiveness/sense of place.

- The consideration of Article 4 Directions to restrict permitted development rights where the exercise of such rights would harm the historic environment.

POLICY DME4: PROTECTING HERITAGE ASSETS

10.15 IN CONSIDERING DEVELOPMENT PROPOSALS THE COUNCIL WILL MAKE A PRESUMPTION IN FAVOUR OF THE CONSERVATION AND ENHANCEMENT OF HERITAGE ASSETS AND THEIR SETTINGS.

1. CONSERVATION AREAS

PROPOSALS WITHIN, OR AFFECTING VIEWS INTO AND OUT OF, OR AFFECTING THE SETTING OF A CONSERVATION AREA WILL BE REQUIRED TO CONSERVE AND WHERE APPROPRIATE ENHANCE ITS CHARACTER AND APPEARANCE AND THOSE ELEMENTS WHICH CONTRIBUTE TOWARDS ITS SIGNIFICANCE. THIS SHOULD INCLUDE CONSIDERATIONS AS TO WHETHER IT CONSERVES AND ENHANCES THE SPECIAL ARCHITECTURAL AND HISTORIC CHARACTER OF THE AREA AS SET OUT IN THE RELEVANT CONSERVATION AREA APPRAISAL. DEVELOPMENT WHICH MAKES A POSITIVE CONTRIBUTION AND CONSERVES AND ENHANCES THE CHARACTER, APPEARANCE AND SIGNIFICANCE OF THE AREA IN TERMS OF ITS LOCATION, SCALE, SIZE, DESIGN AND MATERIALS AND EXISTING BUILDINGS, STRUCTURES, TREES AND OPEN SPACES WILL BE SUPPORTED.

IN THE CONSERVATION AREAS THERE WILL BE A PRESUMPTION IN FAVOUR OF THE CONSERVATION AND ENHANCEMENT OF ELEMENTS THAT MAKE A POSITIVE CONTRIBUTION TO THE CHARACTER OR APPEARANCE OF THE CONSERVATION AREA.

2. LISTED BUILDINGS AND OTHER BUILDINGS OF SIGNIFICANT HERITAGE INTEREST

ALTERATIONS OR EXTENSIONS TO LISTED BUILDINGS OR BUILDINGS OF LOCAL HERITAGE INTEREST, OR DEVELOPMENT PROPOSALS ON SITES WITHIN THEIR SETTING WHICH CAUSE HARM TO THE SIGNIFICANCE OF THE HERITAGE ASSET WILL NOT BE SUPPORTED.

ANY PROPOSALS INVOLVING THE DEMOLITION OR LOSS OF IMPORTANT HISTORIC FABRIC FROM LISTED BUILDINGS WILL BE REFUSED UNLESS IT CAN BE DEMONSTRATED THAT EXCEPTIONAL CIRCUMSTANCES EXIST.

The protection of heritage assets is recognised in national policy and makes a significant contribution to the character and inherent qualities of the borough. It is important to provide clear guidance on the treatment of these assets through the development management process.

4. MATERIAL CONSIDERATIONS

Sections 16 and 66 of the Act require authorities considering applications for planning permission or listed building consent for works which affect a listed building to have special regard to certain matters, including the desirability of preserving the setting of the building. The setting is often an essential part of the building's character, especially if a garden or grounds have been laid out to complement its design or function. Also, the economic viability as well as the character of historic buildings may suffer and they can be robbed of much of their interest, and of the contribution they make to townscape or the countryside, if they become isolated from their surroundings, e.g. by new traffic routes, car parks, or other development.

Local planning authorities are required under section 67 of the Act to publish a notice of all applications they receive for planning permission for any development which, in their opinion, affects the setting of a listed building. This provision should not be interpreted too narrowly: the setting of a building may be limited to obviously ancillary land, but may often include land some distance from it. Even where a building has no ancillary land - for example in a crowded urban street - the setting may encompass a number of other properties. The setting of individual listed buildings very often owes its character to the harmony produced by a particular grouping of buildings (not necessarily all of great individual merit) and to the quality of the spaces created between them. Such areas require careful appraisal when proposals for development are under consideration, even if the redevelopment would only replace a building which is neither itself listed nor immediately adjacent to a listed building. Where a listed building forms an important visual element in a street, it would probably be right to regard any development in the street as being within the setting of the building. A proposed high or bulky building might also affect the setting of a listed building some distance away, or alter views of a historic skyline. In some cases, setting can only be defined by a historical assessment of a building's surroundings. If there is doubt about the precise extent of a building's setting, it is better to publish a notice.

The setting of a listed building is afforded statutory protection by primary legislation, namely S. 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, to wit:

" In considering whether to grant planning permission or permission in principle 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." (emphasis added)

In 1] 29 of the Barnwell Manorl judgement, Lang] found that:

" Parliament's intention in enacting section 66(1) was that decision—makers should give" considerable importance and weight" to the desirability of preserving the setting of listed buildings... " (emphasis added)

Paragraph 184 of the National Planning Policy Framework (NPPF) states:

" 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. " (emphasis added)

NPPF paragraph 190 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 any necessary expertise. 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. "

On page 71, the National Planning Policy Guidance defines "setting" and "significance", thus:

" 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.

Significance (for heritage policy): The value of a heritage asset to this and future generations because of its heritage interest.

5. Assessment

General Introduction

The purpose of a Statement of Heritage Significance is to meet the relevant guidance given in the NPPF. This outlines the need to inform the planning decisions when considering proposals that have the potential to have some impact on the character or setting of a heritage asset. It is not concerned with other planning issues.

The nature of the heritage assets and the potential impact upon them through development are both very varied. The heritage assets include both designated heritage assets – such as listed buildings, scheduled ancient monuments and conservation areas – and non-designated heritage assets, a rather uncomfortable and sometimes subjective category that includes locally listed buildings, field systems, buried archaeological remains and views.

The degree of impact a proposed development could have on such assets is variable and can sometimes be positive rather than negative. The wide range of possible impacts can include loss of historic fabric, loss of historic character, damage to historic setting, and damage to significant views.

The structures which are the subject of this application sit within the garden curtilage of a Grade II listed buildings (1 Park Road) as well as being located within the Gisburn Conservation Area. The garden room also straddles the curtilage of the property to cover the site of the former outside toilets to the former New Inn PH.

Paragraph 9 of The Setting of Heritage Assets: Historic Environment Good Practice Advice in Planning Note 3 (Second Edition), published by Historic England in December 2017 (SHA), advises that the importance of setting:

“lies in what contributes to the significance of the heritage asset or to the ability to appreciate that significance.”

SHA paragraph 19 sets out five steps for the proportionate assessment of the significance of heritage assets.

Step 1: Identify which heritage assets and their settings are affected

Step 2: Assess the degree to which these settings make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated

Step 3: Assess the effects of the proposed development, whether beneficial or harmful, on that significance or on the ability to appreciate it

Step 4: Explore ways to maximise enhancement and avoid or minimise harm

Step 5: Make and document the decision and monitor outcomes

Step 1. IDENTITY

Listing Descriptions

Entry Name: 1, Park Road
Listing Date: 27 April 1984
Grade: II
Source: Historic England
Source ID: 1317720
English Heritage Legacy ID: 183393
Location: Gisburn, Ribble Valley, Lancashire, BB7
County: Lancashire
District: Ribble Valley
Civil Parish: Gisburn
Built-Up Area: Gisburn
Traditional County: Yorkshire
Lieutenancy Area (Ceremonial County): Lancashire
Church of England Parish: Gisburn St Mary the Virgin
Church of England Diocese: Blackburn

Listing Text

SD 82 48 GISBURN PARK ROAD

12/74 No. 1

-

GV II

House, early C19th. Rubble with sandstone dressings and stone slate roof. 2 storeys. At the left is a 2-storey bow window with 3 lights on each floor, having plain stone surrounds and square mullions and either sashed with glazing bars or fixed with glazing bars. To the right, above the door, is a sashed window with glazing bars and plain stone surround. The door has a plain stone surround. Blocking course, and gutter on brackets.

Listing NGR: SD8276948831

Entry Name: Barn Adjoining to East of Pimlico House
Listing Date: 16 November 1954
Grade: II
Source: Historic England
Source ID: 1072108
English Heritage Legacy ID: 183385

Location: Gisburn, Ribble Valley, Lancashire, BB7
County: Lancashire
District: Ribble Valley
Civil Parish: Gisburn
Built-Up Area: Gisburn
Traditional County: Yorkshire
Lieutenancy Area (Ceremonial County): Lancashire
Church of England Parish: Gisburn St Mary the Virgin
Church of England Diocese: Blackburn

Lancashire Historic Environment Record

The site is located within the Gisburn Conservation Area which was designated on 3rd October 1974. A Conservation Area Appraisal (2005) and Management Guidance (2005) have been produced.



No reference is made in the Conservation Area Appraisal or Management Plan to importance of gardens or structures within them. It must therefore be assumed that these are considered to be insignificant in terms of the character of the conservation area and they are not identified as a threat within the Management Plan.

Step 2. Assessing Significance of Setting

Definition of Setting

Setting, as a concept, was clearly defined in PPS5 and was then restated in the NPPF which describe it 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.'

The latest Historic England guidance on what constitutes setting is virtually identical to the English Heritage guidance it superseded in March 2015: *'Setting is not a heritage asset, nor a heritage designation, though land within a setting may itself be designated (see Designed settings below). Its importance lies in what it contributes to the significance of the heritage asset. This depends on a wide range of physical elements within, as well as perceptual and associational attributes pertaining to, the heritage asset's surroundings.'*

The new Historic England guidance also re-states the earlier guidance that setting is not confined entirely to visible elements and views but includes other aspects including environmental considerations and historical relationships between assets:

'The contribution of setting to the significance of a heritage asset is often expressed by reference to views, a purely visual impression of an asset or place which can be static or dynamic, including a variety of views of, across, or including that asset, and views of the surroundings from or through the asset, and may intersect with, and incorporate the settings of numerous heritage assets'.

It is clear from the listing description that the significance of the listed buildings lies in its interpretative value as an appreciation of the design, materials of construction, internal and external detailing of a Georgian residential building of the early nineteenth century.



1849 Map - The curtilage of No.1 comprised only a small yard with an outbuilding.



1892 Map



1907 Map



1955 Map

SHA paragraph 17 indicates that the contribution made to significance by setting varies. There is nothing in the listing description to suggest the setting of any heritage asset should be considered to extend beyond their respective curtilages.

The 'Zone of Visibility' is shown at Appendix C. It includes views from Park Road (red zone), and Park Mews (yellow zone). These two zones were chosen because they are the locations within which the majority of people passing through the area would have an opportunity to catch a view of the site and its relationship with the surrounding heritage assets.

There are no significant topographical variations across the site that would impact views into the development site. However, there is significant foliage cover, existing buildings and boundary treatments which restricts views in and out of the site.

Red Zone: The *Google Earth* photograph below shows the view from Park Road, directly in front of the side garden to No.1 Park Road. This demonstrates that the development site is well screened from the road which is likely to be the main public viewing point for passers-by from the red zone. The existing tree cover substantially screens the developments from view. The garden where the developments are located is elevated above the front garden area. A hedgerow has been planted immediately behind the front wall and railings fronting onto Park Road and once this is established this will screen views into the site from Park Road. The hedgerow will reach a height of 2 metres within 5 years and this will significantly screen the garden. In addition, two trees have also been planted further back towards the retaining wall and their foliage will further add an additional element of screening meaning that none of the structures in the elevated side garden will be visible from Park Road.

The visual impact of the developments upon setting of any of the heritage assets from the red zone is therefore considered to be minimal and will continue to reduce as the planting matures and it is considered that the structures will not detract from appreciation of the listed building or conservation area as heritage assets.

Yellow Zone: The *Google Earth* oblique aerial image below shows the current views towards the site from the entrance to Park Mews. Views from Park Mews have not been raised as an issue by the local planning authority however it is important that the impact of the developments is considered from this public vantage point as well.

The rear/side garden to 1 Park Road backs onto a private road/parking court for the new build properties situated on Park Mews. The site is glimpsed across the back gardens of properties formed from the former New Inn public house situated on the corner of Park Road and the A59.

It is considered that any harm to the setting of the heritage assets resulting from the proposed development in the yellow zone could readily be mitigated by the use of condition to require an appropriate boundary treatment, if it was deemed necessary.

In Summary, 1 Park Road is not the most prominent building and its setting is considered to be uncompromised by the developments from the principal elevation on Park Road which runs in front of it. The structures are set back behind the principal elevation of the listed building and the adjoining building on the other side of the garden. Therefore, to see the

structures one has to stand directly in front of the garden and look between the two buildings. The planting that has been introduced to screen the garden room and shed is still relatively new and as this matures this will soften the appearance of these structures and eventually conceal them from public view along Park Road

The structures are situated in the side/rear garden of No.1 but will to a large extent be obscured from the view of passing traffic on the A59 and Park Road by existing buildings and planting. It should also be noted that the garden room ostensibly sits on the footprint of the former outdoor toilets to the former New Inn and whilst the building is slightly larger in footprint it does not impact the appreciation of the listed building any more than the previous structure which occupied the site.

Having regard to the above, it is considered that there would be no discernible harmful intervisibility between the new structures and the settings of any of the identified heritage assets (listed building and conservation area). If it was deemed there, were it is not considered that these would amount to anything more than minor harm and it is felt this could reasonably be mitigated against by the use of landscaping conditions. To this end the applicant has already introduced a substantial amount of new planting along the frontage to Park Road in the form of a Hornbeam hedgerow with two new maple trees and an acer tree also being planted.

Step 3. Assessing Effects upon Significance

Definition of Significance

The glossary of the Planning Practice Guidance (PPG) to the NPPF defines significance as:

‘The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting’.

The PPG also states:

‘Local planning authorities may identify non-designated heritage assets. These are buildings, monuments, sites, places, areas or landscapes identified as having a degree of significance meriting consideration in planning decisions but which are not formally designated heritage assets. In some areas, local authorities identify some non-designated heritage assets as ‘locally listed’’. (9)

But Cautions that:

‘A substantial majority of buildings have little or no heritage significance and thus do not constitute heritage assets. Only a minority have enough heritage interest for their significance to be a material consideration in the planning process’.(10)

There is no mention in the listing descriptions that the setting of the heritage asset contribute to its significance. SHA paragraph 9 indicates that the setting of an asset may affect the ability to appreciate the significance of a heritage asset. It is important that the elevations of the surrounding assets (particularly their principal elevations) are not obscured from view as this could lead to a partial but harmful impact on their significance. It was therefore important in locating the structures that care was taken to ensure that the principal elevation of the listed building was not unduly impacted and that views of this heritage asset are preserved so that its significance along with that of the conservation area can still be appreciated.

Change over time

The Ordinance Survey Plans (above) shows that the land occupied by the garden room/office was previously occupied by the outside toilet block to the former public house and in the main the site was not within the curtilage of the listed building at No. 1 Park Road. With the change of use of the public house into residential dwellings and the subdivision of the property which this entailed the former toilet block was demolished and the land on which it stood was sold to the owner of No.1 Park Road so was subsumed into its garden area.

The garden room/office occupies a slightly larger footprint than the former toilet block but is very much in the same location on site as the former structure was. The garden room/office is eminently more aesthetically pleasing to the eye than the toilet block and clearly has no greater impact on the setting of the listed building or the conservation area than the toilet block which previously occupied the site.

The size of the garden has changed over the years but there is no indication that this has impacted on the significance of the listed building. At the time the property was listed, the garden in front of No.180 was much smaller than it had been 1875. The boundary treatments are not referenced in the listing description of No.1 and therefore it can be inferred from this that they are not a significant factor in terms of its historical or architectural importance and are neutral in terms of how the building is appreciated and read as a heritage asset.

The proposals must be considered against the backdrop of the historic development of Gisburn as a rural settlement. The new structures are of their time, minor in scale and designed in a manner that is consistent with the way that the village has grown, with increasingly dense residential and commercial development radiating out from Gisburn Hall.

Cumulative Change

The closure of the railway station and the conversion of the New Inn public house to residential dwellings has probably had the greatest impact on this part of the conservation area in terms of change. The new structures which are the subject of this application are all standalone structures which do not irreversibly alter the historic fabric of the heritage assets. The new structures are relatively modest additions and the garden room/office is clearly a structure of its time, which provides additional accommodation without impacting the listed building in the way that an extension would.

Impact on Adjacent Heritage Assets

The heritage assets likely to be most impacted by the application are 1 Park Road (Grade II listed building) and the Gisburn Conservation Area. The principal elevation of 1 Park Road is best appreciated from the private road in front of the property. The garden room/office, shed and the timber fence are located to the rear of the listed building in the garden which is situated on the south side of the main house. The garden consists of a lower front garden which then rises up on a terrace when it meets the front of the house. The garden room/office, shed and rear boundary fence are located towards the back of the elevated garden so are not readily visible from the street in front of 1 Park Road.

The view from Park Road has been identified as the most important view and to this end by way of mitigation a new hornbeam hedgerow has been planted along the garden frontage with Park Road to provide screening to the garden. Further back three new trees consisting

of two maples and an acer have been planted and these will provide additional screening that will obscure the structures in the upper garden from view within a few short years.

The garden room/office, shed and fence can also be viewed from main street (A59) from between the opening that forms Park Mews. The side garden to No. 1 Park Road is viewed across the gardens of adjoining properties so to a large extent is not particularly visible in townscape terms and certainly does not detract from the appreciation of either the listed building or Gisburn conservation area.

Archaeological Implications

Part of the site occupied by the Garden room was formerly the site of the outdoor toilets associated with the former New Inn public house. These were demolished some years back and the land on which they stood was conveyed over to the ownership of No.1 Park Road on a separate title to the rest of the garden. The toilets are not shown on earlier OS Maps and there is nothing to suggest from the available evidence that the site has ever been the site of an earlier building or structure in the past. It is therefore unlikely that finds of any archaeological significance will be discovered as a result of excavation works to the site.

The application is retrospective no groundworks were required for the scheme. The potential for the survival of significant buried archaeological remains that could be impacted by the groundworks is considered to be extremely limited.

Step 4. Enhancement/Minimise Harm

Definition of Harm

The NPPF and its accompanying PPG effectively distinguish between two degrees of harm to heritage assets – *substantial* and *less than substantial*. Substantial harm is considered to be a degree of harm so serious to the significance of the heritage asset, usually involving total or partial destruction of a listed building, for example, or radical changes to its setting.

As the term suggests, *less than substantial harm* is not as serious and varies in its impact – but it still is an important consideration in assessing planning applications. However, recent High Court rulings have emphasised the primacy of the 1990 Planning Act – and the fact that it is up to the decision makers in the planning system to *‘have special regard to the desirability of preserving the [listed] building or its setting’*. Paragraph 134 of the NPPF states that *‘Where a development proposal would lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposals.’*

As explained above great care has been taken in terms of the siting, scale and design of these new features as well as the surrounding landscaping against which it will be experienced along with the existing heritage asset. The new structures are located behind the principal elevation to the side of the property so are not readily visible from Park Road which is the primary view of the listed building at 1 Park Road.

The new buildings are structures which are domestic in scale and such structures are found in gardens throughout the conservation area and beyond.

The garden room and timber shed are therefore subordinate in size, scale and design to the listed building and do not detract from the heritage asset. They are therefore considered to have a neutral impact in terms of the historic building and the conservation area themselves and their settings. The same is also true of the timber fence erected along the rear boundary of the site, which is only visible from outside the site if you are stood in the private courtyard to the property at the rear.

The siting, size, design and landscaping along with the external construction materials have all been carefully considered to minimise the impact of these features on their surrounding and not detract from the way the heritage assets are experienced. It is considered that the proposals successfully achieve this and do not adversely impact the significance of any of the heritage assets which adjoin the site.

The proposals are proportionate and well considered. There is no detrimental impact on the historic fabric and the more significant elements of the overall character of the listed building or its setting on the site are respected by these new additions which have no discernible visual impact on how the public view or interpret the listed building or the conservation area.

Care has been taken to ensure that the design of the new structures does not detract from the listed building or its settings. The garden room/office and shed appear subservient to the listed building and has been designed to provide a sympathetic and yet contemporary addition which respects its surroundings in terms of its size, scale and massing. Within the context of the conservation area these additions are barely noticeable and have a neutral impact on the character of the conservation area.

Step 5. Documentation and Monitoring

As there will be no material loss of significance resulting from the development, there should be no need to amend the historic environment record as a result of these proposal having being implemented. Details of the planning application, which include a heritage statement will be retained on the Council's website as a permanent record and can be supplied to the Lancashire County Archive and Records Office.

The applicant considers that any conditions attached to the planning permission to protect the significance of the heritage assets, their settings and the manner in which they are experienced, would be readily enforceable.

6. Conclusions

For the reasons outlined above it is considered that the retrospective application for a garden room/office, shed and rear boundary fence within the settings of the listed building at 1 Park Road, Gisburn will result in minimal harm to the character, setting or significance of either the listed building (1 Park Road) or more generally the Gisburn conservation area.

The structures are all standalone and as such do not result in irreversible alterations to the listed structure which an extension to the building might. The garden room/office is required to provide a quiet working space away from the main house and actually predominantly sits on the site of the now demolished outdoor toilets which belonged to the former New Inn public house and as such most of this site was not contained within the original curtilage of 1 Park Road.

In the recent past, planning guidance has recognised that change to historic buildings and their settings is part of their history and that buildings are not and should not be fossilised. The prospect of change, even to listed buildings and conservation areas as well as their settings, is anticipated in the government's National Planning Policy Framework but was more clearly outlined in earlier guidance from 1996, Planning Policy Guideline No.15 (PPG 15), which stated – in relation to listed buildings that:

'Many listed buildings can sustain some degree of sensitive alteration or extension to accommodate continuing or new uses. Indeed, cumulative changes reflecting the history of use and ownership are themselves an aspect of the special interest of some buildings, and the merit of some new alterations or additions, especially where they are generated within a secure and committed long-term ownership, should not be discounted.'

The listing descriptions for the heritage asset does not contain any specific reference to its setting. Typically, historic buildings may be experienced as part a wider group of buildings in a conservation area so their wider setting is therefore important consideration as well.

In summary, the additions have no detrimental impacts upon the heritage assets or their settings, nor do they detract from the significance of the heritage assets or how they are appreciated, which is dependent upon observation in close proximity rather than assessment of their siting within a wider landscape or their physical juxtaposition.

Having regard to the above it is clear that the great care has been taken to minimise the impact of these new additions on the historic environment and it is considered that with the introduction of the new planting already undertaken the impact will be minimised to a point where no discernible harm will result from the proposals.

Sources of Information consulted:

- Lancashire Archive and Local Studies
- Lancashire Records Office
- Lancashire Historic Environment Record
- The National Heritage List
- Gisburn Conservation Area Appraisal
- Gisburn Conservation Area Management Guidance
- National Planning Policy Framework (NPPF) o NPPF Planning Practice Guidance
- The Ribble Valley Local plan
- Lancashire Landscape Character Assessment
- Historic ordnance survey maps
- Historic Aerial Photographs

APPENDICES

Appendix A – Photographic Record of Site and Surroundings

Appendix B – Aerial Photographic Record

Appendix C – Zones of Visibility

Appendix A – Photographic Record of Site and Surroundings









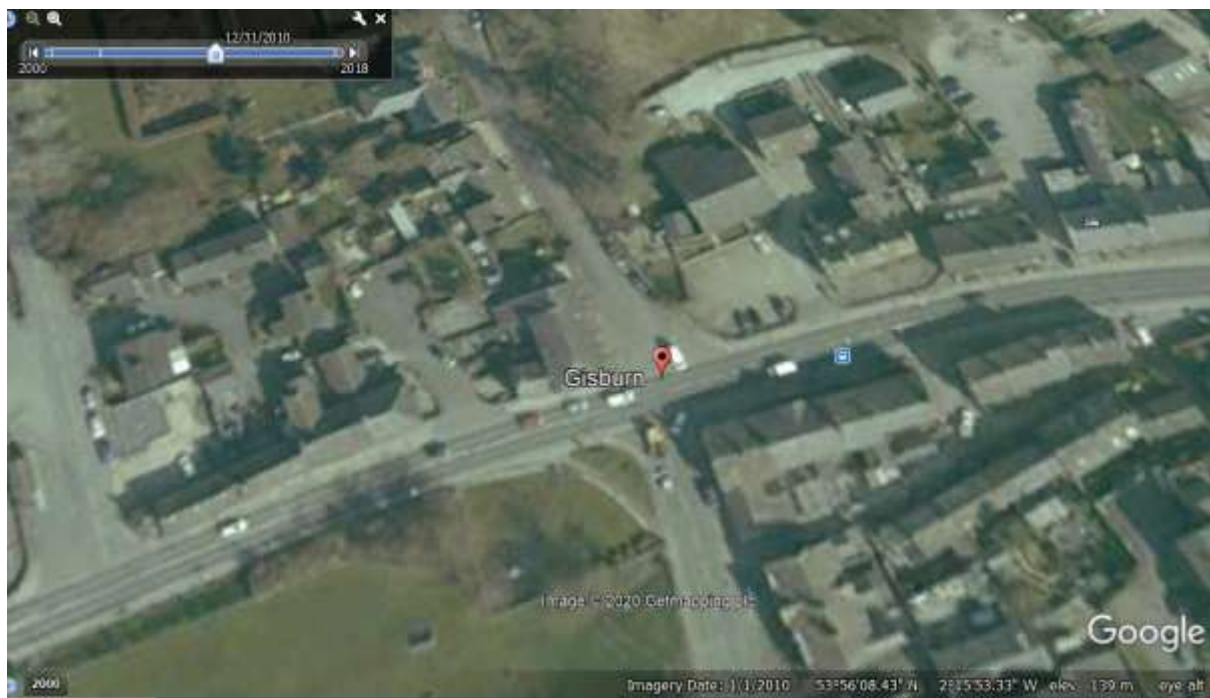
Appendix B – Historical Maps and Aerial Photographic Records



Aerial Photograph 2000



Aerial Photograph 2003

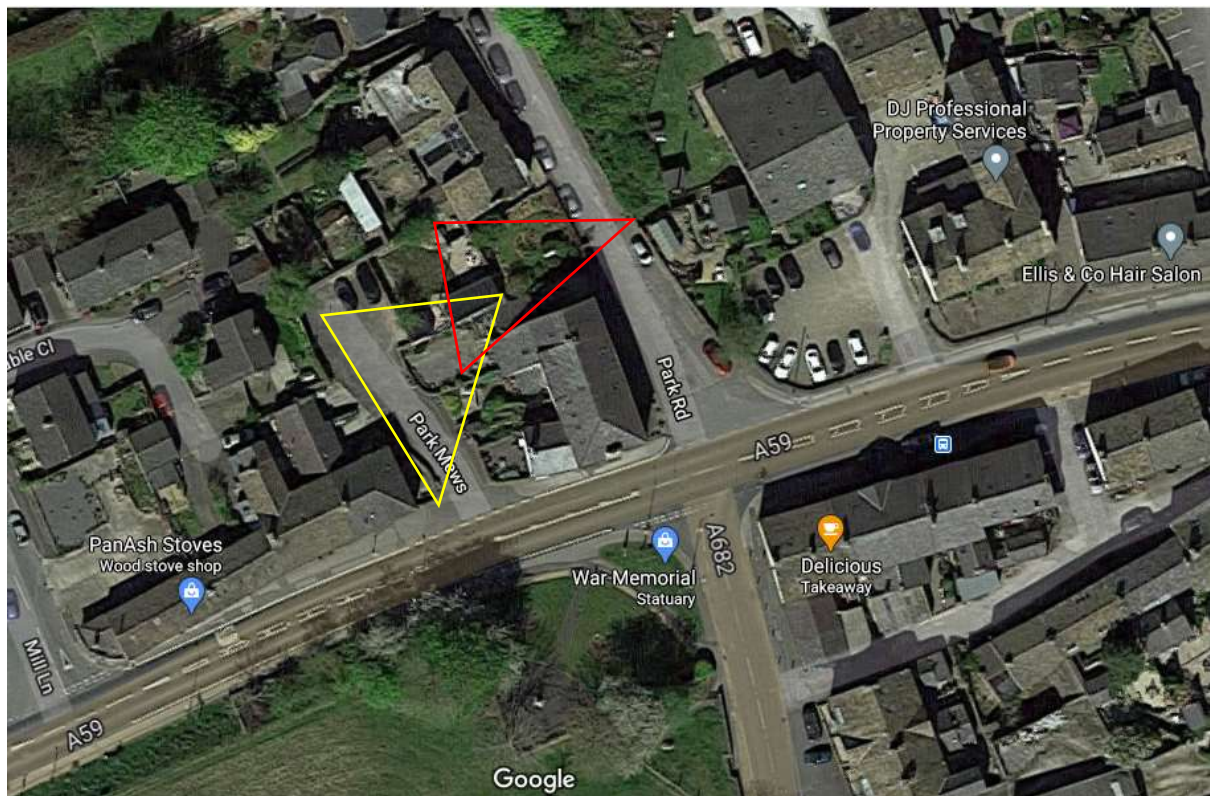


Aerial Photograph 2010



Aerial Photograph 2018

Appendix C – Zones of Visibility



Appendix D – Planting



Hornbeam Hedge planted along the frontage with Park Road will grow to 2 metres with 5 years



2 x Japanese Maple Tree planted in front garden to provide additional screening



Acer Tree planted in front garden to provide screening