

TRAFFORD COUNCIL

DELEGATED EXECUTIVE MEMBER DECISION REPORT

Report to: Executive Member for Housing and Regeneration
Date: August 2019
Report for: Decision
Report of: Corporate Director for Place

Report Title

The 'Local List': producing a list of local non-designated heritage assets.

Summary

A list of local heritage assets ('local list') recognises those parts of the historic environment which are not worthy of statutory designation, but nonetheless make a significant contribution to the character and local distinctiveness of an area. National guidance encourages Councils to draw up a local list to provide greater clarity and certainty for developers and decision makers and Policy R1.5 of the Core Strategy states the Council's intention to do so.

The inclusion of a heritage asset on a local list does not have an effect on existing planning controls; however it reinforces efforts to preserve the character of the historic environment and is a material consideration in the planning process.

It is proposed that publicity be given to the intention to prepare a local list; that the criteria to be used in formulating the list be the subject of consultation and that nominations for inclusion of buildings/structures on the list be invited.

Subsequently a Supplementary Planning Document (SPD) will be prepared which will be made the subject of full and formal public consultation before its final adoption.

Through this initial consultation and nomination process, local communities will have an opportunity to identify elements of their local heritage which merit a degree of protection. This complies with the government's wider aspirations of increasing community engagement and promoting sustainable communities.

Recommendation(s)

It is recommended that the Executive Member for Housing and Regeneration:

- Approves the preparation of the local list as a Supplementary Planning Document (SPD);

- Approves the first stage of publicity and consultation arrangements for the Local List SPD, inviting nominations for inclusion on a draft local list and consultation on the selection criteria to be used for nominations
- Notes that following the consultation process described in this report a future report will seek approval for the content of the consultation draft SPD and the next stage of consultation and publicity.

Contact person for access to background papers and further information:

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Background Papers: None

Relationship to Policy Framework / Corporate Priorities	<p>The List of Local Heritage Assets will support the delivery of the Council's Corporate Plan (2019) including Building Quality, Affordable and Social Housing, Health and Wellbeing, Pride in Our Area, and Successful and Thriving Places.</p> <p>Strategic Objectives provide the framework for the development of Trafford's Core Strategy. The historic environment is one of eight Strategic Objectives for the borough. SO8 -Protect the historic built environment –specifies the Council's aspiration to protect, enhance and value the borough's heritage to contribute to the attractiveness and distinctiveness of the borough.</p> <p>The prerequisite for identifying local heritage assets is supported by Policy R1: Historic Environment of Trafford's Core Strategy. Policy R1 recognises that preparing a local list will assist the council in identifying, preserving, protecting and enhancing the positive features and characteristics of Trafford's historic environment. (R1.5)</p>
Relationship to GM Policy or Strategy Framework	<p>The identification of local heritage assets in Trafford accords with the emerging GMSF Policy GM-E 2 Heritage.</p> <p>In particular the draft policy requires local authorities to set out the key elements which contribute to the district's distinct identity and which should be the priority for safeguarding and enhancing in the future, and demonstrate a clear</p>

	<p>understanding of the historic environment and the heritage values of sites or areas and their relationship with their surroundings</p> <p>The List of Local Heritage Assets will contribute towards a clear vision that recognises and embeds the role of heritage in place-making. The List will enable the identification of the heritage significance of a site or area in the planning and design process as well as providing opportunities for interpretation and local engagement.</p> <p>Furthermore, the List will require the integration of heritage considerations, early in the design process to avoid harm and identify enhancement opportunities.</p>
Financial	<p>The compilation of a local list and public consultation can be covered by existing staff resources.</p> <p>Designated heritage assets with financial valuations against them are included on the Council's balance sheet and also for insurance purposes. Any further Council owned heritage assets identified on the final Local List may need to be valued by the Estates Team for accounting purposes.</p>
Legal Implications:	The inclusion of any heritage asset on the local list will mean that its conservation, including its setting, is a material consideration when determining the outcome of a planning application.
Equality/Diversity Implications	Neutral impact.
Sustainability Implications	Heritage assets that meet the criteria for local listing contribute significantly to environmental quality and sustainable communities in Trafford. The production of a local list for Trafford will help to mitigate the effects of climate change. The conservation of the historic environment through the local list will encourage the retention and reuse of heritage assets, avoiding the material and energy costs associated with new development.
Resource Implications e.g. Staffing / ICT / Assets	The local list may include properties which are owned by the Council and therefore may have implications for their long term conservation and on-going stewardship.
Risk Management Implications	Not applicable
Health & Wellbeing Implications	Not applicable
Health and Safety Implications	Not applicable

1 Background

- 1.1 Heritage assets are buildings, monuments, sites, or landscapes of historic, archaeological, architectural or artistic interest. The significance, character, and appearance of these heritage assets are qualities which should be protected, maintained and enhanced.
- 1.2 The historic environment of Trafford incorporates a diverse range of heritage assets, which make a major contribution to the attractiveness and local distinctiveness of the borough. Some of these heritage assets have already been identified as demonstrating a level of significance that justifies special protection through their formal designation as listed buildings, conservation areas, scheduled monuments or registered parks and gardens.
- 1.3 In addition to these statutory designations, local authorities may also formally identify heritage assets that make a significant contribution to the character and local distinctiveness of an area through local listing or during the planning process (Annex 2 of the National Planning Policy Framework). For heritage assets that are non-designated, the creation of a local list recognises heritage assets which are considered by the Council to be of local significance.
- 1.4 The prerequisite for identifying significant local heritage assets is set out in Policy R1: Historic Environment of Trafford's Core Strategy. Policy R1 recognises that preparing a local list will assist the council in identifying, preserving, protecting and enhancing the positive features and characteristics of Trafford's historic environment. The policy requires developers to demonstrate how their development will protect, preserve and enhance buildings or structures on the local list which make a significant contribution to the townscape in terms of architectural and historic interest and those locally significant historic buildings and structures which are at risk.
- 1.5 A particular emphasis of the local list will be to recognise the character and local distinctiveness of the north of the borough, large parts of which are not statutorily designated. The list will include assets in areas such as Stretford, Sale, Ashton upon Mersey, Old Trafford, Carrington, Partington, Urmston and Flixton.
- 1.6 The formulation of a local list is promoted by Historic England's guidance on Local Heritage Listing. The document sets out the value of a local list; the criteria to be used in assembling and approving a local list; the need for public consultation and the considerations by a local authority when development proposals affect a building or structure included on the local list.

2 The effect of a local list on current planning controls

- 2.1 A local list does not offer any statutory protection and no additional planning controls. However, entry of a building or site on a local list means that its conservation as a heritage asset is an objective of the National Planning Policy Framework (NPPF) and a material consideration when determining the outcome of a planning application. The local list will support existing planning policies and guidance; adding weight to the consideration of the significance of local heritage assets in development proposals; consider the positive contribution that conserving such heritage assets can make to sustainable communities including their economic vitality, ensure the use of good quality materials and facilitate innovative design. Paragraph 197 of the NPPF states that such assets can merit consideration in planning matters, with the authority taking

a balanced judgement having regard to the scale of any harm or loss and the significance of the heritage asset.

- 2.2 Local listing does not affect the requirements for planning permission. Where permitted development rights, for example demolition, would undermine the aims for locally listed heritage assets, local planning authorities can consider the use of an Article 4 direction to remove permitted development rights in order to reinstate the requirement for planning permission and to ensure any change to the property is given due consideration. The inclusion of a building on a local list would give greater justification for the use of Article 4 powers, if required.
- 2.3 The local list is not intended to restrict development. It seeks to encourage the re-use of existing buildings, structures and sites which contribute to the local distinctiveness and character of an area and that new development is sensitive to their setting. Critically any proposals requiring consent will be required to take into account the significance of a local heritage asset and the positive role they play in place shaping and sustainable communities.
- 2.4 The local list will provide clarity for owners, the local community, developers and officers, so that they are aware of the interest of a heritage asset as early as possible. Identification on the local list will also highlight that development proposals affecting heritage assets and their settings will need to be supported by a Heritage Impact Assessment. Local listing provides a sound, consistent and accountable means of identifying local heritage assets to ensure good strategic planning for the area and to the benefit of owners and developers in order to understand local development opportunities and constraints.

3 Draft criteria for selection

- 3.1 It is important to establish selection criteria which take account of the range of heritage assets in Trafford, recognising that “local distinctiveness may lie as much in the commonplace or everyday as it does in the rare and spectacular” (Historic England-Good Practice Guide for Local Listing). The criteria should provide a sound basis for identification and represent the varied historic environment in Trafford. Categories will be broad to include any non designated heritage asset such as a building, structure, monument, site, place, route, area or landscape identified as having a degree of significance because of its heritage interest. The selection criteria will be developed further at local level in consultation with the community, reflecting the local distinctiveness of the Borough. The following paragraphs set out a draft criteria for selection which have been adapted from national designation lists and other local lists already adopted elsewhere in Greater Manchester.
- 3.2 For a heritage asset to be considered for the local list it must not already be statutorily designated as a listed building, scheduled monument, registered park or garden or located within in a conservation area. Those heritage assets located within conservation areas are identified as positive contributors within the 21 accompanying conservation areas appraisals and management plans, and therefore already benefit from statutory protection.
- 3.3 The draft selection criteria are set out below. To be included on the local list, the heritage asset must fall within one or more of the following categories;

Age and Integrity

- **Pre 1840:** All buildings/structures where the style, form and construction of the original building is evident
- **1840-1875:** Buildings/structures that are largely complete, retain many of their original features, and are of good architectural or historic interest.
- **1876-1914:** Only buildings/structures that are substantially complete and of very good architectural or historic interest will be included. This interest should be of sufficient quality to distinguish it from other buildings of this period. The building/structure should be largely unaffected by alterations and extensions and as such will retain the majority of its special features.
- **1915-1945:** Only buildings/structures that are complete and of good architectural interest, or of regional or national historic interest. In particular, buildings/structures should represent a good example of the style and/or building type of the period. They should be largely unaffected by alterations and extensions and will retain the majority of their special features.
- **1945+** Buildings/structures that are of individual merit in terms of quality, innovation and design and retain a good level of architectural or historic interest will be included.

Historic or Communal Interest

- The historic or communal interest of a building/structure shall be judged by considering the following: Whether it has reliable associations with figures, aspects of life or events of local or regional interest or significant/direct associations with figures, aspects of life or events of national interest.
- Illustrates history or connections with the past through use or physical fabric.
- Where there is evidence that it represents a surviving example of a particular type or plan form of a building or style.
- The extent that it has historically formed a prolonged focal point for the local community.
- Association with cultural heritage, such as literature, art, music or film.
- Played a key social, transport, agricultural, sporting, economic or industrial role in the history of the Borough, for example buildings associated with the Bridgewater or Ship Canals, Trafford Park, railways, clubs, organisations and leisure facilities, or with former agricultural sites.
- War memorials, churchyards, monuments, plaques of sufficient historic interest.

Architectural or artistic Interest

The architectural or artistic interest of a building/structure will be judged by considering the following:

- Its architectural design, decoration, innovation or plan form.
- Whether it is an example of a style of building or construction that is unique to the local area.
- The construction techniques, quality of materials used and level of craftsmanship.
- The extent that it is a focal point of visual interest and forms a landmark from within or outside the area
- If it is part of a group, the extent to which, as a whole, that group has a unified architectural value to the local area, or individual buildings which contribute to the setting of listed buildings and conservation areas.
- Whether it is the work of a particular architect or artist of national, regional or local note.

Archaeological Interest

- Locally significant assets which display archaeological interest above ground and are sufficiently supported by an evidence base.

Street Furniture

- Street furniture or associated structures including boundary stones, monuments, milestones, finger posts, post boxes, plaques, memorials, street signs, lamp posts, statues, sculpture, street surfaces, or minor artefacts and structures means of enclosure may be included

Landscape, site, place, route, or area

- Examples of locally important designed landscapes, sites, parks and gardens.
- Historic landscape features, sites, places, routes, areas or surfaces.

4 Option of not proceeding with Local List

- 4.1 An alternative would be to not take forward a local list at this time. However, Trafford's Core Strategy sets out our intention as the local planning authority to formulate and publish a local list. The lack of an adopted local list has resulted in the demolition of a number of locally significant buildings and has been a determining factor in a number of appeal decisions in giving less weight to the identification of non-designated heritage assets in the planning process. There is also a lack of clarity for owners, developers and officers regarding the identification of heritage assets. Furthermore, it would also result in a missed opportunity to engage members of the community in making a positive contribution to the identification and conservation of local heritage assets.

5 Consultation arrangements

- 5.1 In order to formulate and adopt a local list as a Supplementary Planning Document, it is a statutory requirement to prepare and publish a consultation document (under the Planning and Compulsory Purchase Act 2004). This Supplementary Planning Document will have to comply with the relevant regulations as will the consultation process to bring the SPD to adoption. However at this stage it is proposed to do no more than consult on the Council's intention to draw up a Local List SPD in line with the Core Strategy policy and seek inputs from the general public and from local amenity and conservation groups to both the draft criteria to be used and to the draft list itself.

- 5.2 The following consultation process is proposed:

- A consultation period of 6 weeks.
- Engagement with Members
- The proposed selection criteria and nomination forms for additions to the local list to be published on the Council's website and to be the subject of a press release.
- The proposed selection criteria and nomination forms for additions to the local list to be the subject of discussion with other relevant Council services
- If requested by any group, the consultation may include a presentation at a meeting organised by that group with an opportunity for members of the public to submit comments and nominations.
- The possible arrangement of 'drop in' sessions at Sale Waterside/Trafford Town Hall/Trafford Local Studies during the consultation period where members of the public are invited to make their comments and fill out a questionnaire and/or nomination form.

- The proposed selection criteria and nomination forms for additions to the local list to be sent to the following organisations for consultation and other relevant community or friends groups/local stakeholders :

Sale Civic Society
 Ashton & Sale Local History Society
 Friends of Victoria Park
 Friends of Longford Park
 Friends of Denzell Gardens
 Friends of John Leigh Park
 Other Park Friends groups
 Friends of Turn Moss
 Friends of Carrington Moss
 Stretford Local History Society
 Cheshire Gardens Trust
 Historic England
 Greater Manchester Archaeological
 Advisory Service

The National Trust
 Bowdon Conservation Group
 Altrincham & Bowdon Civic Society
 Hale Civic Society
 South Trafford Archaeological Group
 Davyhulme Historical Society
 Timperley Civic Society
 St Antony's Centre, Trafford Park
 Urmston & District Local History
 Society
 Lancashire & Cheshire Antiquarian
 Society
 Old Trafford Liaison Group
 Positive Partington Partnership

The consultation responses will inform the production of a draft SPD to include a draft local list and a set of designation criteria for future entries to the list. This draft SPD will also be consulted on, and a future report will seek authorisation for the contents of the SPD and the next stage of consultation.

6 Reasons for Recommendation

The Executive Member for Housing and Regeneration is asked to approve the preparation of the local list as a Supplementary Planning Document (SPD) and to approve the first stage of publicity and consultation arrangements for the Local List SPD.

Finance Officer Clearance
Legal Officer Clearance

PC 31/07/19
CK 30/07/19

[CORPORATE] DIRECTOR'S SIGNATURE (*electronic*)



Richard Roe 14/08/19

To confirm that the Financial and Legal Implications have been considered and the Corporate Director has cleared the report prior to issuing to the Executive Member for decision.