



West Lancashire Borough Council



HERITAGE AND CONSERVATION STRATEGY

September 2009

West Lancashire Heritage and Conservation Strategy

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West Lancashire Heritage and Conservation Strategy

1. Introduction and update

This document has been prepared as an addendum and update to the existing Heritage and Conservation Strategy, which was approved by Council on the 30th June 2003.

The strategy has been developed to ensure that the changes in legislation, national planning policy and guidance, which have taken place in the heritage and conservation fields since 2003, are adequately reflected in the document. This will ensure that the strategy remains relevant and is still focused on the key issues, which affect heritage in our Borough.

A revised draft document was prepared and approved by the Council for consultation purposes on the 24th March 2009. Consultation on the draft strategy took place between the 1st June and the 26th June 2009. During this period the draft strategy was available to view at the Council offices and local libraries and as a download from the Council's Web site. Comments made on the draft have been used to amend the text, where it has been appropriate to do so.

2. Background to the strategy

Our built heritage provides a huge resource that can play an important role in the future of West Lancashire. Heritage can be an important stimulus to regeneration, be used to promote tourism and visitors into the area, provide a sense of local pride and importantly by preserving it we are contributing to a more sustainable future.

West Lancashire has a wealth of historic buildings and places, which contribute greatly to the character and appearance of the local environment and which form part of a distinctive and cherished local scene. We are however aware that the historic environment is a fragile resource and one which is an irreplaceable and unique record of our past which when lost is gone forever.

Local authorities are often seen as the 'managers' of the historic environment and have a statutory duty to ensure that the best architectural and historic buildings and historic areas are properly preserved and wherever possible are enhanced. However, the responsibility of stewardship of our heritage is shared by everyone and is not just a task undertaken by the Council. To truly succeed it is

acknowledged that there needs to be broad level of public support and understanding of the issues relating to the preservation of our historic environment.

In order to carry out our role effectively and efficiently it is important that the Council maintains a coordinated strategy, which sets down its vision for preserving the Borough's historic environment. Good conservation practice is crucial to the long-term well being of the area's historic buildings and places.

The updated draft document sets down the Council's aims and objectives with regard to conservation and establishes a framework on which conserving and the historic environment can be realistically achieved.

3. The national position

Government guidance contained in Planning Policy Guidance Note 15 'Planning and the Historic Environment' (PPG 15) states that one of the objectives of the planning process is to reconcile the need for economic growth with the need to protect the natural and historic environment. Local Authorities in this respect need to *"maintain and strengthen their commitment to the stewardship of the historic environment"*. Revisions to both PPG 15 and PPG 16 are likely in the near future as the Government seeks to further strengthen how heritage can be used to promote investment, regeneration and sustainability. Consultation on the new *Planning Policy Statement 15: Planning for the Historic Environment*, which will eventually replace PPG 15 and 16 is currently in progress and concludes on the 30th October 2009.

Since the original heritage strategy was published in 2003 the Government's advisors, English Heritage have been looking at the national system of heritage protection within England and Wales and in particular how it could be changed to ensure it remained 'fit for purpose'. The Government published its White Paper entitled *Heritage Protection for the 21st Century* in March 2007. The White Paper contained three core principles, which can be summarized as:

- *To develop a unified approach to heritage protection.*
- *Maximize opportunities for inclusion and involvement in heritage.*
- *To put heritage matters at the heart of the planning system.*

The White Paper recognises the value that heritage plays in understanding our environment and the need for a unified and simpler heritage protection system. The proposals also focus on ensuring that local authorities have the proper skills and capacity in place to deliver the heritage agenda. It aims to encourage local

authorities to further develop a wider skill base and understanding in heritage issues, introduce better inter department working practices and to benchmark themselves against other authorities to learn from 'best' practice.

The *Draft Heritage Protection Bill*, which was published in April 2008 aims to bring about the legislative reform highlighted in the earlier White Paper. Whilst originally timetabled for implementation in 2010/11 due to a lack of Parliamentary time the legislative reforms have been delayed. English Heritage has nevertheless confirmed that they will continue to work to bring forward some of the reforms put forward in the *Bill* and will work to provide updated guidance to those working within the heritage profession.

In April 2008 English Heritage published a guide entitled *Conservation Principles - Policies and Guidance for the Sustainable Management of the Historic Environment*. The guidance document sets down a logical approach to help in making decisions and to ensure consistency when working in an advisory role within the historic environment.

The English Heritage document identifies six key principles in its framework, these are:

1. *The historic environment is a shared resource.*
2. *Everyone should be able to participate in sustaining the historic environment.*
3. *Understanding the significance of historic buildings and places is vital.*
4. *The historic environment needs to be properly managed to sustain its value.*
5. *Decisions about changes affecting our heritage should be reasonable and consistent.*
6. *Documentation and learning from decisions is essential.*

The document, whilst written primarily to be used as a guide for its own staff and to strengthen the credibility and consistency of decisions taken by English Heritage, is nevertheless a sound framework for other organisations, working in the heritage field, to take forward and embed in their own service. In this respect, it is felt the six key principles (outlined on pages 19-24 of English Heritage document *Conservation Principles - Policies and Guidance for the Sustainable Management of the Historic Environment*) are relevant to the Councils own service and commitment to dealing with the historic environment in the District.

Recently has seen the launch of the *Draft PPS 15: Planning for the Historic Environment* which sets down the new policy and principles for dealing with the nation's historic environment. Most notable aspects include a wish to recognize the heritage value of non designated sites and buildings and extend protection to these assets, to focus on what is 'significant' in heritage terms and how proposals might affect significance and to give a greater emphasis to viewing the historic environment in a wider planning context. Importantly together, the anticipated new heritage legislation and PPS guidance will deal with all types of heritage asset, as one, under an integrated system. Meaning there will be no distinction between buildings or archaeology.

4. The local perspective

West Lancashire is a distinctive place, which has been defined by its unique position on the Lancashire coastal plain and the effects of glacial ice. Historically much of its wealth came from the fertile soils and the ability to produce food and this helped shape the pattern of villages and settlements, which can be seen today. This early wealth is reflected in the legacy of historic buildings and places, which are so important to the identity of West Lancashire.

West Lancashire contains a substantial number of historic buildings and places, many of which are recognised as being of national importance and have been given statutory protection through the designation system, either as listed buildings, scheduled ancient monuments, historic parks or conservation areas. West Lancashire currently has 612 statutory Listed Buildings (506 entries), 28 Conservation Areas, 11 Scheduled Ancient Monuments and 1 historic park included on the National Register of Historic Parks and Gardens.

Importantly the area covered by West Lancashire also includes many other buildings, places, landscapes and sites of local historic interest which fall outside the scope of formal designation. The Council already publishes a list of 'locally important' buildings which highlight the unique and distinctive qualities of the area.

The area covered by the authority contains more nationally recorded *heritage assets* than most of its Lancashire neighbour's and ranks in the top half of all the authorities in the North West, including the conurbations of Merseyside and Greater Manchester. More information on the designated heritage assets of the District is included in Appendix 1.

5. The purpose of the strategy

The update of the existing 2003 strategy aims to re-affirm the Council's commitment to the historic environment and build on the work already carried out in delivering its heritage function. It will also provide a new focus for the management of the Council's involvement in heritage for the future and help define priorities for the service. The strategy is intended to be a framework for heritage based activity and will guide planning policy and decision making within the Council's planning function.

We also need to acknowledge the general level of public support for heritage protection and the proper management of the historic environment, evidenced by our engagement with residents through our customer satisfaction surveys, meetings and regular exhibitions and this needs to be valued and embedded into the strategy.

Our vision for heritage in West Lancashire is:

“To raise awareness to the value that heritage can play in people's lives and to ensure that our historic environment is afforded the proper protection and management it warrants.”

To help achieve this, the Council feels the broad aims of the 2003 Strategy remain relevant and should be used in the updated strategy. Work undoubtedly still needs to focus on the need to properly manage the historic environment, broaden awareness and understanding and ensure heritage is adequately identified and protected.

6. The work already undertaken

Since 2003 the Council has been focusing the heritage service on delivering the three broad aims of the strategy, namely, to preserve and enhance the areas heritage, to promote public awareness and to manage changes in the historic environment.

To achieve the broad aims we identified five main objectives within the strategy. These were;

- A. To maintain an up to date record of our historic environment.*
- B. To provide the appropriate level of protection to our heritage assets.*
- C. To provide professional advice and to promote an understanding of heritage.*
- D. To encourage partnership working.*

E. To seek funding opportunities where ever possible.

Appended to this document is a record of the work the Council has already achieved, since 2003, under each of the three stated aims (Appendix 4 - pages 23-27). Reference in the three tables is also made to how the actions taken have supported the five main objectives listed A-E above.

7. Up dating the strategy

Without overcomplicating the message the six principles, identified recently by English Heritage in their own policy document, can be adequately accommodated by maintaining three broad key aims or *themes* in the revised strategy. These are:

Theme 1 *Looking after our heritage – the need to manage and sustain its value.*

Theme 2 *Heritage is for everyone – promote a proper understanding and enjoyment of our heritage.*

Theme 3 *Identifying our heritage and making a case for its retention.*

The format of the draft strategy, includes an *action plan* which provides information regarding the heritage work that the Council has already undertaken in the 5 years since the existing strategy was introduced and importantly what still needs to be done to meet the strategies broad aims in the future.

It is however important to stress that conservation and the protection of the historic environment should not be seen only as the preserve of the Council and that there are many partners involved in its stewardship. The benefits of heritage is enjoyed by all and everyone has a stake, to some degree or other, in its preservation and where ever possible its enhancement.

Importantly it is recognised that the historic environment cannot be preserved without broad public support, whether this is given from owners of buildings, voluntary organisations and local groups or visitors and users of the historic buildings or places. As custodians of our historic environment its continued stewardship is shared by all of us.

Theme 1 *Looking after our heritage – the need to manage and sustain its value*

Preservation of our heritage

The fragile nature of our heritage should not be underplayed and is a key message in our strategy. Once a historic building is demolished or unsympathetically altered it cannot be replaced. Its historic value is lost forever. The effective preservation of historic buildings, places and landscapes and their stewardship is therefore fundamental to the Council's role.

Work on identifying and recording West Lancashire's heritage is important. It provides an information base, which helps us understand our built heritage and also importantly provides a record of the changes, which have occurred in the past. The activity plays a key role in conserving our heritage and underpins much of the work carried out within the Heritage and Environment Team.

The Council is committed to ensuring that all listed buildings are properly preserved and that their character is not adversely affected because of neglect, unnecessary demolition, works which affect their setting and/or alterations and extensions.

The Council has a statutory duty to ensure the proper preservation of all listed buildings within the District. An up to date record of the condition of listed buildings in the District is maintained through a programme of regular inspection and monitoring of the listed buildings. The survey mechanism provides a standard approach for the assessment of the physical condition of the building and identifies its use and importantly whether it is occupied or not. The work follows the 'best practice' guidelines expressed by English Heritage¹ and currently runs on a five yearly review cycle. Importantly the review work allows us to identify listed buildings as being 'at risk' and to include them on a register of *Buildings at Risk*.

The Council has at its disposal, as part of this role, a wide range of powers, under the existing 1990 Listed Buildings and Conservation Areas Act which seek to ensure that adequate protection is given to listed buildings. Using these powers the Council can require, an owner, to undertake urgent works to the building to make it wind and weather proof or in some instances can require more extensive repair works to be undertaken. In extreme cases the Council can compulsory purchase the property or seek to prosecute those responsible for causing damage to listed buildings.

The Council will always seek to work in partnership with owners of listed buildings, to bring about their proper repair and to help secure their long term future. This may involve discussions relating to possible new uses for a building and in some instances looking at ways in which additional funds can be provided

¹ English Heritage – Heritage at Risk Register 2008.

from other development to enable the repair of the heritage asset. In such circumstances the Council will use the relevant guidance provided by English Heritage to guide their approach and final decision. In particular proposals for enabling development will need to accord with the English Heritage guidance *Enabling Development and the conservation of significant places* published in September 2008.

Keeping the unique ‘character’ of the area

West Lancashire has a diverse historic environment, which is important to us. Many of the villages and settlements have been designated as conservation areas the character and appearance it is important to preserve and wherever possible enhance. In total West Lancashire have 28 conservation areas the 2nd highest of the Lancashire authorities and the 8th highest total in the North West region. In conservation areas, whilst controls exist over the demolition of buildings many physical changes to the environment can still take place, which do not require planning permission.

The pressure to develop new buildings and sites and to extend and alter the existing housing stock across the district is not a new problem however in the more sensitive areas like conservation areas even minor changes can, over time, severely erode their special character and result in a loss of the areas distinctive character. To overcome the threats to an areas character and appearance it is important to identify what aspects of an area are important and what makes it distinctive. Character appraisal work identifies the typical types and styles of buildings, the commonly used materials and their spacing, scale and mass. Regular conservation area reviews enable changes and potential threats to an areas character to be recognized and monitored and where appropriate measures put in place to protect harm from occurring.

The appraisal process also enables the Council to work proactively on issues affecting a particular conservation area with partner organizations, local groups and residents. Works to roads, pavements and street lighting and potential improvements are identified and actions discussed with Lancashire County Council Highways. Any traditional highway surfaces which still exist will be recorded and all efforts will be made to ensure they are maintained.

As part of the conservation area appraisal process, areas which have been identified as being sensitive to alterations, which can have a marked affect on their character and appearance, have been afforded additional protection by the designation of additional planning control restrictions. Article 4(2) Directions can be applied in areas where small scale changes to domestic properties are harming the character and unique appearance of our conservation areas. The controls, when applied, help preserve the fronts of properties and those elevations which are open to public view from unwarranted or unsympathetic

alterations including porches, laying down areas of hard-standing and changes to windows and doors.

The use of such control measures will continue to be applied, where necessary, to help preserve the character and appearance of the important historic places in the Borough.

Ensuring a level of conservation expertise

Conservation of the historic environment is the process of managing the inevitable changes that will take place, to an area or heritage asset in a way, which best sustains its historic value for the present and future generations. It is important to have the appropriate staff skills and capacity in place to ensure the proper conservation management of heritage assets can be achieved. The capacity to influence owners of buildings, members of the public, architects and other professionals with influence over the historic environment is crucial as is the knowledge of traditional building techniques and the care and repair of historic assets.

The provision of specialist conservation advice is an essential service for the preservation of our built heritage. Heritage advice is currently provided to owners and occupiers of listed buildings and to those living in conservation areas on a whole range of issues, ranging from whether planning permission or listed building consent is required, to how to sensitively repair buildings and/or help on the design of extensions and alterations to historic properties. To complement this service the availability of written guidance aimed at the promotion of good conservation practice, has the benefit of fostering owner responsibility and stewardship.

In 2008 just over 300 planning proposals affecting historic building and conservation areas were assessed and comments and advice provided on the likely impact on the historic environment.

The Council recognizes that good design is important in all aspects of development, especially when related to historic buildings and places, which are sensitive to inappropriate change. The Council is seeking to promote the need for building design to be of the highest quality and the need to place an emphasis on new development, which contributes to the local distinctiveness of the historic environment of West Lancashire. To support this role the Council runs the West Lancashire Conservation Areas Advisory Panel, which provides comments to the Local Planning Authority, as an advisor, on planning applications and developments which affect the historic environment.

Theme 2 *Heritage is for everyone – promote a proper understanding and enjoyment of our heritage*

Enjoyment of our heritage

Each year, historic sites and buildings throughout the region, get large numbers of visitors who enjoy learning about the history of a place, the attractive building features and/or the historic landscapes. Even on a local level many people enjoy the historic environment, whether just walking within it or visiting Ormskirk and its market or one of West Lancashire's many historic villages. Heritage undoubtedly plays a vital role in attracting people and visitors in to West Lancashire, benefiting local businesses and communities which offer services. It is important to ensure that the historic environment retains its 'value' to visitors, including its attractiveness, and to ensure that features within the streetscene such as footpath's, car parks and facilities provided by public authorities for example streetlights and litterbins are well maintained and renewed where necessary.

Improving the awareness of heritage

Getting people involved in heritage within local communities is important. It strengthens our understanding of heritage and the role it plays in our cultural. The Council is involved in delivering educational material through community exhibitions and talks and provides an educational resource (*Heritage Teacher Pack*) to local schools to enable children to become more aware of their own local heritage. The Council also acknowledges that local groups and heritage organizations provide valuable opportunities to participate and learn about our heritage through individual projects or group activities.

The review of the Council's conservation areas provides opportunities for local residents to become involved in looking at what enhances the areas character and what buildings, sites and features may detract from it. Providing local exhibitions and public consultation allows owners of properties to engage with the Council in understanding the reasons why the preservation of conservation areas and managing changes within these areas is important.

The conservation area appraisal program has also enabled the Council to publish the *Conservation Areas of West Lancashire -a Brief History*, which is a collection of the historical research undertaken to date on the districts 28 conservation areas.

Providing and sharing information relating to the historic environment and the care of our heritage is vital to enable people to make the right choices. The Council will continue to provide advice on heritage matters through direct contact with home and property owners and the production of relevant advice leaflets.

The use of the Councils Web site as a tool to provide information has greatly increased over the period since the existing heritage strategy was approved. We recognize the benefits of increasing the amount of relevant information on the Heritage and Environment Web pages and are committed to ensuring the information is kept up to date. We do however acknowledge that the other ways of communicating with residents and property owners need to be maintained to ensure our service is accessible to all.

The Heritage and Environment Newsletter continues to be sent out to all residents living in listed buildings and the Boroughs conservation areas and copies are also made available through the Lancashire library service and as a download from our Web site. The newsletter, which has 3 editions a year, provides a useful way of passing on information and issues relating to heritage and the environment including trees and woodland. Recent customer surveys suggest that it remains a popular way of relaying information with residents whom have a stake in our heritage.

Partnership working

The preservation and management of the historic environment is a complex subject, which aims to balance the needs and wishes of residents and land owners, local businesses, user groups and public bodies all of which have a stake in heritage. Work which affects a heritage asset, whether a listed buildings, conservation area or historic park is therefore rarely undertaken in isolation and very often involves the need to work in partnership with others, after consultation. It is essential that in such circumstances all concerned are aware of the value of the heritage asset and the need to preserve it including the economic and cultural benefits that can be achieved in doing so.

In particular works undertaken by organizations e.g. Lancashire County Council Highways and Public Utility companies should acknowledge the special character and appearance of places and use materials which are appropriate to their location and reflect those traditionally used in the area. Organizations should be encouraged to embed within their structures an understanding of the need to preserve the historic environment and to make additional resources available to ensure quality materials are used.

Similarly the affects of heavy vehicles and an increased use of the road network on historic buildings and areas should be carefully considered before undertaking any highway works. In particular Highway Authorities should look at using anti-vibration road surfaces in historic towns and villages to mitigate the damaging affect on older buildings.

It is also important that the views and issues affecting conservation, within the Borough, are put forward in a whole range of forums to ensure that influence can

be made on the decisions taken especially where they may affect the implementation of the strategy's key objectives.

Partnerships with voluntary groups should be explored and further developed to engage with people and built more skills and knowledge of the historic environment.

Within the local area, sub-region and region the Council will continue to promote and participate in partnerships which involve heritage projects with Parish Councils, local groups, Local Authorities including Lancashire County Council, statutory bodies i.e. English Heritage, natural England, Environment Agency and British Waterways and other heritage organizations i.e. the local Civic Trust.

Theme 3 Identifying our heritage and making a case for its retention

Local heritage

The Council is keen to continue to develop a comprehensive database of all the heritage assets within West Lancashire to ensure the appropriate level of protection is afforded to it. Much of the West Lancashire's built heritage is not formally protected through statutory designation and yet many of these buildings provide an important and cherished backdrop for our villages and communities and help define their distinctive character.

As well as continuing to put forward new buildings for inclusion onto the statutory lists as nationally recognised 'listed' building we also support our own list of locally important buildings. The recent Government White Paper - *Heritage Protection for the 21st Century* promotes the use of more local designations to ensure adequate protection is given to buildings, which provide communities with a local identity. Legislation proposed through the *Draft Heritage Protection Bill*, would allow local authorities to build on existing initiatives to produce a more open and comprehensive heritage protection system, including identifying and protecting buildings, which have a local value. The new draft PPS 15² reinforces the importance of local designations and the need to recognise a broader definition of heritage and its value to local communities.

The Council's existing list of locally important buildings (known as a 'Local List') was introduced in 2005. The 'list' was reviewed and updated in September 2007 and currently includes 123 buildings. It is envisaged that work in identifying and protecting locally important heritage, with the help of local communities, will continue to grow in importance in the future. It should be recognized that West Lancashire is one of only a small number of authorities in the North West which

² Draft Planning Policy Statement 15: Planning for the Historic Environment (DCLG - published 24th July 2009).

already has and maintains a 'Local List'. Ideas of how this can be expanded upon will need to be discussed with local groups and communities.

Archaeology

The importance of the need to protect archaeological remains has long been recognised nationally through the Governments Planning Policy Guidance *Archaeology and Planning* (PPG 16). The guidance advises that early consultation is required to ensure reconciling the needs of development with the likely affect on any important archaeological remains. It is vital that the appropriate professional advice is sought and that the recording of sites and buildings is undertaken where necessary.

It is also important to consider the implications of development and our actions on the historic landscape as a whole, and not just isolated sites within it. Our landscape includes a whole range of features which survive as a record of our past and historic use of land, such as field patterns and boundaries, historic routes and tracks, buildings and the remains of former industries. There is a need to identify the value of the Borough's historic landscape and preserve the features which help us understand its past and make it distinctive.

The Council will continue to support and encourage greater understanding of our cultural and physical past through archaeology and will support the proper investigation and recording of locally important sites, buildings and monuments. Owners of known locally important sites will be encouraged to value and preserve their sites.

Historic Environment Records

The recording and proper identification of our heritage lies at the heart of the national protection system and is vital to help develop knowledge and understanding of the historic environment. At the heart of this system, in Lancashire, are the records kept and maintained by Lancashire County Council. The Council will continue to support the role of the Lancashire County Council Archaeology Service, or any other archaeology body, in providing information relating to the preservation and recording of important archaeology (currently known as the sites and monuments record). We will also assist the County Archaeologist in maintaining and providing greater access to the current SMR and/or the forthcoming Historic Environment Records (HERs).

Work has progressed in the integrated use of Geographic Information Systems (GIS) to link databases across the County to provide a more accessible and comprehensive mapping system which includes the details of heritage assets within the Borough.

8. Implementing the Strategy

The management of the historic environment is a long-term commitment, which involves a mix of statutory and non-statutory controls and powers. Because heritage is unique and irreplaceable, it is recognized that the Council needs to co-ordinate efforts to maximize its effectiveness and ensure that we protect it for future generations to enjoy.

There is no doubt that we need to work in partnership with other agencies to fully secure the aims and objectives of the strategy. We will continue to maintain close links with English Heritage, other regional bodies working in the heritage field, and the voluntary sector to help deliver projects. Other similar funding partnerships will be investigated and encouraged.

Many of the actions outlined in the above strategy relate to ongoing work in which the Council is already involved. It is important that work continues in these subject areas and that improvements in the delivery of the service are achieved wherever possible, to realize the principal aims of the strategy. However it needs to be recognized that issues relating to the capacity of available staff resources could ultimately be a barrier to delivery. Some actions rely on others and their implementation is not directly under the control of the Local Authority.

9. Monitoring its Success and Review

As a strategy document it is important to provide a timetable to measure progress in meeting its aims and objectives. As with the previous strategy a five year period will provide a suitable and sustainable timescale on which progress can be judged. Given the above time-scale it is also proposed to monitor progress of the action plan on a yearly basis to allow new work priorities to be set and/or new projects/initiatives to be identified and programmed into the strategy.

Appendix 1

West Lancashire Historic Environment – Data Set

<u>Indicator</u>	West Lancashire (1)	Lancashire 2008 (1)	North West 2008 (1)	Ranking in North West (2)	Ranking in Lancashire (3)
Understanding the heritage asset					
Listed Buildings					
Total No.of entries	506	5450	25 420	15 th	3 rd
Grade I	5	71	486	20 th	3 rd
Grade II*	21	275	1526	19 th	4 th
Grade II	480	5104	23401	15 th	3 rd
Scheduled Monuments	12	146	1316	15 th	4 th
Registered Parks and Gardens	1	38	129	28 th	9 th
Conservation Areas	28	202	859	8 th	2 nd
Up to date Conservation Area appraisals	16	83	309	5 th	3 rd
Conservation area management plans	28	82	164	1 st	1 st
Listed Building					

Consents	31	502	1923	22 nd	5 th
Conservation Area Consents	5	55	275	19 th	6 th
Registered Locally Listed Buildings	123	N/A	N/A	N/A	N/A

- (1) Figures taken from English Heritage report *Heritage Counts 2008 Lancashire and North West* data set and relate to 2007/08 figures.
- (2) Ranking is based on 44 authorities in North West region.
- (3) The figure is the ranking based on the 14 Lancashire authorities (12 plus 2 unitary authorities).

Appendix 2

Relevant National and Local Plan policies relating to heritage and the protection of the historic environment:

National Planning Policy Guidance

PPG 15 - Planning and the Historic Environment (DoE, 1994)

PPG 16 – Archaeology and Planning (DoE, 1990)

PPS 1 – Delivering Sustainable Development (ODPM, 2005)

West Lancashire Local Plan Policies

Policy GD1: Design of Development

This policy provides general guidance on the design of all types of buildings and aims to raise the overall quality of development.

Policy EN4: Conservation Areas

This policy relates the protection of Conservation Areas and in particular the need to ensure that any development either preserves or enhances the character and appearance of any of the District's Conservation Areas.

Policy EN5: Buildings of Historic Importance

This policy relates to the need to ensure the preservation of buildings of historic importance.

Policy EN6: Archaeological Heritage

This policy relates to the preservation and enhancement of the archaeological heritage of West Lancashire.

Policy EN7: Protection of Historic Parks and Gardens

This policy deals with the need to preserve the character of important historic landscapes.

Supplementary Planning Document – Design Guide (January 2009)

DP 9 - Development, which affects a Listed Building, Conservation Area, Historic Park and Garden, Scheduled Monument or their historic settings, should always reflect their special architectural, archaeological and/or historic interest. Proposals should always be sensitive to the character of the historic environment, be of a high quality in terms of design and the materials used and aim to enhance the character and appearance of the building and/or wider area.

Appendix 3**Glossary of commonly used heritage terms:**

<i>Alteration</i>	Work which is carried out to change or alter the appearance of a building or place.
<i>Authenticity</i>	Those parts of a building (or characteristics) which reflect the age, style or heritage value of the building.
<i>Character Appraisal</i>	Character appraisals of conservation areas help provide a clear assessment of an area's special interest and the action needed to preserve them. They also help to generate awareness and encourage local property owners to take the right sort of action for them selves. Appraisals also identify areas where enhancement through development may be desirable.
<i>Conservation</i>	The process of recognising the heritage value of a building or place and ensuring that the 'value' is preserved and passed on to future generations.
<i>Conservation Area</i>	Are areas chosen because they are deemed to be areas as having special architectural or historic interest which it is desirable to protected or enhance. Conservation areas vary

greatly in their nature and character. They can range from historic towns to country houses set in parkland or rural villages. Designating a conservation area doesn't mean that they have to remain frozen in time as change is often necessary to accommodate the demands of modern living. The challenge to property owners and the Council is to preserve or enhance, rather than detract from, their special local character.

<i>Conservation deficit</i>	The amount by which the costs of repair of a heritage asset exceeds its market value.
<i>Context</i>	This often relates to the character of the area. The setting of a site or an area includes factors such as the nature and style of the buildings, their built form, the landscape setting, typical land uses, activities and the road pattern.
<i>Distinctiveness</i>	Local distinctiveness relates to the positive features of a place, which contribute to its special character and sense of place.
<i>Enabling</i>	Development which is justified as safeguarding a significant heritage asset which would normally be inappropriate in policy terms.
<i>Enhance</i>	To improve upon the character and or appearance of a building, place or area by taking some form of positive action.
<i>Grain</i>	The pattern, arrangement and size/mass of the buildings and their plots, which make up a streetscene or settlement. Fine grain would represent small scale, narrow buildings with frequent breaks and junctions.
<i>Heritage Asset</i>	This is a generic 'heritage' term for buildings, sites or areas which are recognized as having heritage value and can include non statutory designations.
<i>Historic Parks</i>	The register of parks and gardens of special historic interest is maintained and managed by English Heritage. Protection, afforded by legislation, is similar to listed buildings.
<i>Listed Building</i>	Listing a building is a statutory designation which helps us acknowledge and protect our most important buildings. It marks and celebrates a building's special architectural and historic interest. Listed buildings fall in to three Grades

which recognize the level of their importance. Grade I buildings are of exceptional interest, sometimes considered to be internationally important. Grade II* buildings are particularly important buildings of more than special interest. Grade II buildings are nationally important and of special interest. 92% of all listed buildings fall in this class.

Locally Listed

Locally important buildings are identified and designated by the Council and will often represent good examples of *local vernacular* architecture. In this respect locally listed buildings may include buildings, which are more modern in age.

Maintenance

Routine work which is undertaken on a regular basis to ensure the fabric of a building is kept in a good state of repair.

Preserve

To keep a building or place safe from harm.

Repair

Work which is undertaken to a building to remedy a defect either through decay or damage which does not involve an alteration or change and has a sustainable outcome.

Reversibility

An action or works to a building which is capable of being reversed so that its previous state is restored.

SAM

Scheduled Ancient Monuments are nationally important monuments and archaeological sites which can range from ruins of former buildings to earthworks. Scheduled Monuments are protected from disturbance and the consent process is managed by English Heritage.

Sense of place

Best explained as the 'spirit' of a place or its identity which is perceived by its residents, visitors or users. This combines the built form of a place, its scale etc, with the social attributes of a place (akin to local distinctiveness).

Setting

The surroundings to a building or place which relates to the site and provides it with its local context. Need not be confined to the immediate area around a building or place and can extend to include views into and out from an area or place.

Sustainable

As in sustainable development, is defined in PPS 1 as 'development which meets present needs without

compromising the ability of future generations to achieve their own needs and aspirations’.

Value

An assessment of the importance of a heritage asset. Can be expressed in a number of ways – aesthetic value relates to the visual benefits of a building or place whilst historic value can relate to how people, places or events in history can be connected through a place.

Vernacular

Building types which respond to the local context and make use of local styles, techniques and materials.

Appendix 4 West Lancashire Heritage and Conservation Strategy

Work undertaken under Aim 1 – To preserve and enhance the Districts heritage

Aim/ Action ref No.	Work or project undertaken	Comments	Objectives	Value H/M/L
PE.1	Maintain and update Building at Risk (BAR) register. Undertook re-survey (via external heritage surveyors) of the areas listed buildings (613) in order to record their condition and to flag up any buildings being neglected or at risk. Information/records held on a database helps focus work on the buildings most at risk.	West Lancashire has had a BAR register since 1989. The re-survey was undertaken in 2005. Under the Planning Acts the Council has a 'duty' to preserve the character of all listed buildings. English Heritage advises that all Local Authorities should maintain a BAR register.	A, B	High
PE.2	Building at Risk Grant programme. Grant support for buildings and properties identified on the Council's BAR register. In last 3 years 17 grants have been approved benefiting 14 properties.	Funding obtained through Capital programme for 2005-08.	B, D	High
PE.3	Conservation area character appraisals. The programme of reviews of the Councils 28 conservation areas was completed in 2008. Work to maintain up to date reviews is continuing to ensure changes in our historic places are recognised and managed.	Duty under the Planning Act 1990 to review its conservation areas from time to time. English Heritage recommends that appraisals should be undertaken every 5 years.	A, B, C, D	High
PE.4	Conservation areas grant scheme supports works to repair or renew traditional features on properties i.e. sash windows. In the last 3 years we have supported 17 schemes to enhance the character and appearance of the Districts conservation areas.	Funding obtained through the Capital programme for 2005-08.	B, C, D	High

PE.5	Conservation Area Enhancement Work. These schemes are identified through public consultation in the conservation area review programme and highlight areas/schemes, which enhance the areas character/appearance e.g. replacing street furniture or providing 'traditional' styled street lights. Work also takes place in Ormskirk Town Centre. 15 schemes have been provided support totalling over £31K of investment.	Funding obtained through the Capital programme for 2005-08. Lighting schemes carried out in partnership with LCC. Partnership schemes with Parish Councils i.e. Newburgh Village Green.	B, D	High
PE.6	Conservation Area Tree and Hedge Planting Scheme. Enhancement Work identified through the appraisal work, in a number of conservation areas, to help with the re-planting of lost hedges and trees. In total 10 grants have been given out.	Funding obtained through the Capital programme for 2005-08.	B, D	Med
PE.7	Providing additional planning controls in conservation areas through the use of Article 4(2) Directions where appropriate to do so.	Identified through the conservation area appraisal work and only applied after consultation with local residents and landowners.	B, C	Med
PE.8	Proactively working with the Planning Officers to ensure adequate protection is given to any heritage asset through the development process.	Over 300 consultation responses are provided a year on 'heritage' issues. Need to ensure that specialist conservation skills are kept within the Council.	B, C	High
PE.9	The running and organisation of the Conservation Areas Advisory Panel (CAAP) which provides independent comments on planning proposals which affect listed buildings and properties in conservation areas. The panel is made up of members drawn from local amenity groups and representatives from professional bodies with knowledge of the development process. Comments are fed back into the Development Control Planning function and are intended to help the Council on applications relating to heritage matters.	The Councils conservation panel is a long established group which 'add value' to the planning process by scrutinising planning proposals. West Lancashire is one of only a few authorities in the North West, which maintain a panel.	B, D	Med

PE.10	Production and updating of the Councils 'List of Locally Important Buildings'. The list recognises buildings, which are of local heritage value, which are not statutory protected through being a 'listed' building.	The Council's current 'Local List' was produced in 2005 and reviewed in 2008. Many of the buildings identified on the list have been submitted by Parish Councils and local groups.	A, B	Low
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Work undertaken under Aim 2 – To promote awareness, knowledge and enjoyment

Aim/ Action ref No.	Work or project undertaken	Comments	Objectives	Value H/M/L
AK.1	Conservation area character appraisals. Work to maintain up to date reviews is continuing to ensure changes in our historic places are recognised and managed. Much of the work involves direct consultation with residents and exhibitions are promoted to allow discussions with Officers on any issues relating to the area.	The appraisal work provides a good way to engage with stakeholders with an interest in preserving and enhancing the Councils conservation areas.	C, D	Med
AK.2	The internet is recognised as a powerful tool for both informing and providing advice. We keep an up to date Web page with information on heritage issues, advice for property owners and residents with links to other sites and areas of information.	On going work.	C	High
AK.3	Publish the 'Heritage and Environment' Newsletter. Since Feb 2004 we have produced a newsletter, which is sent out to all residents who live in conservation areas or in a listed building (approx 2500 households) providing articles regarding current issues.	The newsletter was first published as a response of a customer survey. To date we have published 16 editions, which are available as a download off our Web site.	C	Med

AK.4	Production of advice leaflets and documents, which highlight specific heritage issues and promote awareness and understanding. 10 documents are currently available either in paper form or as a download from our Web page.	Target for 2009 is to publish a further leaflet relating to the cleaning of historic buildings.	C	Low
AK.5	Provide talks to local groups, bodies and organisations on various heritage topics.	Approximately 3-4 talks a year are provided both locally and at a regional and sub regional level.	C, D	Low
AK.6	Provide professional advice/guidance on a range of heritage issues to other Council Officers, Members, architects, property owners and residents.	Need to maintain staffing levels to retain high standard of conservation service.	C	High

Work undertaken under Aim 3 – To manage changes in the historic environment

Aim/ Action ref No.	Work or project undertaken	Comments	Objectives	Value H/M/L
MC.1	Maintain and update the Building at Risk (BAR) register in order to record the condition of all the Districts listed buildings and monitor changes.	See PE.1	A, B	High
MC.2	Conservation area character appraisals. The programme of reviews of the Councils 28 conservation areas was completed in 2008. Work to maintain up to date reviews is continuing to ensure changes in our historic places are recognised and managed in an appropriate and sustainable way.	Duty under the Planning Act 1990 to review its conservation areas from time to time. English Heritage recommends that appraisals should be undertaken every 5 years.	A, B, C	High

MC.3	Provide additional planning controls in conservation areas through the use of Article 4(2) Directions where it is appropriate to do so. Article 4 (2) Directions provide a tool to manage minor changes in conservation areas where these changes can harm the areas character and appearance.	Identified through the conservation area appraisal work and only applied after consultation with local residents and landowners.	B	Med
MC.4	Proactively work with the Planning Officers to ensure that the character and/or appearance of conservation areas and other heritage assets are given sufficient weight in the development process.	Over 300 consultation responses are provided a year on 'heritage' issues. Need to ensure that specialist conservation skills are kept within the Council.	B	High
MC.5	Work in partnership with other Council departments, organisations and public bodies to ensure heritage is properly considered and protected.	Heritage is often a driver in regeneration projects as it provides a sense of place.	D	Med

Note

The **Objectives** relate to those highlighted in the approved Heritage Conservation Strategy.

- A To develop and maintain a comprehensive information base relating to all elements of the historic environment*
- B To provide proper protection for the historic environment to ensure it is safeguarded for future generations*
- C To provide sound 'conservation' advice and promote good practice and understanding of the historic environment*
- D To encourage partnership working with other local authorities, national, regional and local heritage bodies*
- E To identify and secure funding opportunities and initiatives which will help achieve the aims of the strategy*

Appendix 5 West Lancashire Heritage and Conservation Strategy

Theme 1 Looking after our heritage – the need to manage and sustain its value

Heritage Issue	Proposed aims	Proposed action	What has already been achieved	Targets/ Time scales
1.1 To continue to monitor the <i>health</i> of the Listed Buildings in the Borough.	1.1.1 In line with Government guidance to maintain an up to date <i>Building at Risk Register</i> (BAR register), which records, to a suitable standard, the condition of all the listed buildings (Grade I, II* and II) in the Borough.	<p>1.1A Monitor and record the <i>condition</i> of the listed buildings in West Lancashire and comply the register.</p> <p>1.1B Focus efforts on reducing the numbers of listed buildings considered to be in the ‘<i>at risk</i>’ category.</p>	<ul style="list-style-type: none"> The Council has had a BAR register since 1989. The last full review was completed in March 2005. Capital funds between 2005-08 where made available to provide grants to assist in the repair of buildings at risk. 	<p>To maintain a 5 yr cycle for the re-surveys.</p> <p>To reduce, by 4 per year, the number of ‘at risk’ buildings.</p>

1.2 To manage proposed changes in the historic environment in a sustainable way.	<p>1.2.1 That the Council fulfils its duty to ensure that all listed buildings, scheduled monuments and historic landscapes and gardens are adequately protected and their historic character is preserved.</p> <p>1.2.2 To encourage development that is sensitive to its context and respectful of the character and distinctiveness of the District through the form, scale and use of appropriate materials.</p>	<p>1.2A Increase the understanding of decision makers on the issues, which can effect the historic environment and develop ways of support.</p> <p>1.2B Provide training to Officers and Council Members on conservation and design issues.</p> <p>1.2C Encourage use of good design through the continuation of the West Lancashire Design Awards scheme.</p>	<ul style="list-style-type: none"> Continue to influence the design of development, which affects the historic environment. Continue to operate Conservation Advisory Panel (CAAP). West Lancashire Design Awards has operated since 1989. 	<p>On going work</p> <p>To meet 12 times a year</p> <p>Awards are run every 2 years.</p>
1.3 To ensure we provide specialist conservation and heritage expertise and advice at all levels within the District.	<p>1.3.1 To retain the skills in place within the Council to ensure an appropriate level of service is provided when dealing with developments/sites with heritage issues.</p> <p>1.3.2 Highlight the 'added value' gained in having conservation skills embedded within the Planning Division.</p>	<p>1.3A To continue to employ at least one trained conservation specialist within the Planning Division.</p> <p>1.3B Ensure that conservation advice/input is provided on schemes to maximise their value (social, economic and environmental benefits).</p>	<ul style="list-style-type: none"> Heritage and Environment Section has 2 conservation posts (1 of which is currently vacant). Heritage advice and guidance is provided on a wide range of proposed developments throughout the Borough. 	On going
1.4 The need to intervene to ensure the proper preservation of the Districts heritage.	1.4.1 By using the powers available avoid any net loss to the value of significant heritage buildings, sites or places.	<p>1.4A To serve Repairs Notices and/or Urgent Works Notices where it is appropriate to do so.</p> <p>1.4B To use Listed Building Enforcement Notices to remedy serious breaches in Listed Building legislation.</p>	<ul style="list-style-type: none"> In the last 5 years threats of Urgent Works Notices have been used on 11 occasions to secure works to listed building. 	On-going

1.5 Heritage assets are often seen as a constraint rather than an asset in development	1.5.1 Champion the value of heritage and the retention and enhancement of the historic environment as an essential part of successful and sustainable development.	1.5A Have a heritage 'voice' within the Council.	<ul style="list-style-type: none"> Portfolio Holder for Planning and Transportation is designated as the Heritage Champion. 	In place
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Theme 2 Heritage is for everyone - promote a proper understanding and enjoyment of our heritage.

Issue	Proposed Aims	Action	What has been achieved	Targets
2.1. People don't recognise heritage as something to value.	<p>2.1.1 Improve the awareness of the educational value of our heritage.</p> <p>2.1.2 Make heritage open and available to everyone.</p>	<p>2.1A. Provide educational material on heritage for local schools.</p> <p>2.1B Produce more information regarding the historic environment and why it is important to preserve.</p>	<ul style="list-style-type: none"> Produced in 2008 <i>Heritage Teacher Resource Pack</i>, which provides classroom materials/worksheets on identifying and understanding our heritage. 	<p>Done</p> <p>To promote its use – 4 schools a year</p>

2.2. Increase the number of people involved in heritage activity	<p>2.2.1 Encourage stakeholders to be involved in identifying and preserving heritage assets.</p> <p>2.2.2 Improve enjoyment of the historic environment.</p>	<p>2.2A Encourage participation in identifying heritage assets through Local List initiative and improved advice and guidance on Web site.</p> <p>2.2B To be involved as a partner organisation in the Heritage Open Days programme.</p> <p>2.2C Develop resources and links with local communities to encourage the use of heritage and its protection.</p>	<ul style="list-style-type: none"> The Council has a list of locally important buildings, which involves consultation with the local community and Parish Councils. Last update was in 2007. 	<p>Greater public involvement to be encouraged in next update.</p> <p>To encourage 2 new sites to be opened up each year.</p>
2.3. Encourage the use of heritage as being important to tourism in the District.	<p>2.3.1. Identify, protect and enhance the assets on which tourism depends i.e. canal network.</p> <p>2.3.2. Use heritage as the corner stone to develop sustainable tourism within the District.</p>	<p>2.3A Work in partnership with other organisations i.e. British Waterways to improve heritage on the canal network.</p> <p>2.3B To liase with tourism officials both at a local and regional level to seek ways in which heritage can be utilised better within the district.</p>	<ul style="list-style-type: none"> Identified the buildings at risk on the canal network and discussed with BW how these can be improved. 	To remove buildings from the BAR register.
2.4. Promote a proper understanding of conservation techniques and good practice.	2.4.1. Ensure that owners of historic assets are aware of their value and their responsibilities in relation to looking after and maintaining their buildings.	<p>2.4A. Provide an appropriate level of specialist conservation advice to owners of heritage assets within the district.</p> <p>2.4B. Produce guidance material for owners via various media i.e. leaflets, web site, newsletter.</p>	<ul style="list-style-type: none"> Since Feb 2004 we have produced a heritage newsletter, which goes out to approx 2500 residents. To date we have published 16 editions. Work with Web Champion to maintain an up to date and relevant Heritage and Environment Web page. 	<p>On going</p> <p>On going</p>

Theme 3 Identifying our heritage and making a case for its retention

Issue	Proposed Aims	Action	What has been achieved	Targets
3.1. To identify and record all the heritage assets, which are important within the District.	3.1.1. To continue to develop and maintain up to date and comprehensive information base detailing all elements of the historic environment (both nationally and locally important buildings and sites)	3.1A Continue to put forward, for national 'listing' any buildings found to have significant architectural or historic value. 3.1B To produce and maintain an up to date list of Locally important buildings.	<ul style="list-style-type: none"> Since 2005 six buildings have been 'spot listed' and added to the national register. Since January 2005 the Council has had an approved 'Local List'. This was reviewed in 2007. 	On -going The Local List will have a full review every 5 years (2010).
3.2. Ensuring protection of the historic environment is effectively integrated into the LDF and Regional and sub regional strategies/plans.	3.2.1. Influence policy makers at a regional level. 3.2.2. Influence planning policy through Local development Framework.	3.2A Have direct role in policies as they relate to the historic environment. 3.2B For the Council to continue to sit on regional and sub regional heritage groups and forums.	<ul style="list-style-type: none"> Member of Lancashire Conservation Officers working group. 	On going participation
3.3. The value of heritage is often overlooked or played down	3.3.1 Improve understanding to ensure important heritage is not devalued or lost.	3.3A Promote best practice within Council and sub region. 3.3B Benchmark heritage service with other authorities within Lancashire and North West to ensure what we do is ensuring protection of heritage assets.	<ul style="list-style-type: none"> Benchmarking figures already produced by English heritage through <i>Heritage Counts</i> publication 	On going

3.4. Look at how we can build capacity in heritage protection.	3.4.1 Improve partnerships with other organisations to help deliver heritage protection.	3.4A Look at how the service is provided and how it can be improved by working with other Local Authorities in Lancashire or sub region.	<ul style="list-style-type: none"> Customer surveys undertaken every 2 years to gauge 'satisfaction' with service and to consider ways to improve service to residents. 	To undertake a survey every 2 years.
3.5 Ensure that work being undertaken by statutory undertakers, highway authorities and other public bodies recognises the 'value' of the historic environment.	3.5.1 Improve partnerships with bodies and influence how they carry out work to or within historic buildings, places and areas.	<p>3.5A Through work within regional and sub-regional groups maintain pressure on statutory organisations to consult on work with affects the historic environment.</p> <p>3.5B Try to ensure that materials used for schemes affecting heritage assets are appropriate to the context of the site</p>	<ul style="list-style-type: none"> Worked in partnership with Lancashire County Highways on a number of enhancement schemes providing new street lights in conservation areas. 	<p>On going.</p> <p>Work to be undertaken if resources made available.</p>