

Gloucester City Council Local List - Guidance on Selection Criteria June 2019



Why the Council are creating a Local List

Gloucester has a unique and rich heritage formed by historic buildings, street patterns, archaeological remains, landscape and other physical remnants of its past. A city of intense urban activity for nearly two thousand years, it has a special legacy of nationally significant heritage from all historic periods. The heritage of the city is a central component in the identity of the city. It defines much of what is locally distinctive about the city and that impacts on how the city's residents and visitors feel, use and perceive the city. This has wide reaching implications on the image of the city, the economy, tourism, legibility and the health and wellbeing of the city's residents.

The Local List of heritage assets provides an opportunity for a community and a local authority to jointly identify heritage assets that are valued as a distinctive element of the local historic environment, contributing to its character and appearance and local interest.

It provides clarity on the location and significance of the assets so that the desirability of their conservation and enhancement can be taken into account.

The local list also aims to provide the basis for a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats.

What is a Local List?

The Local List identifies those undesignated heritage assets, which have special local architectural or historic interest and contribute to the character of Gloucester. A Local List provides information on the location of these assets and what it is about them that is significant.

The National Planning Policy Framework states that local planning authorities should give consideration to undesignated heritage assets:

“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.”

(Para 197, NPPF, MHCLG, February 2019)

It also goes on to identify that this provides an opportunity to discover unidentified heritage assets in the process, which may form part of the historic environment record.

The significance of a heritage asset can be wider than the traditional focus on historic and architectural interest and character and appearance historic and architectural interest and character and appearance.

Assets may also gain their significance from economic, social and environmental factors, which may include culture, social history, patterns of settlement and local figures.

Local heritage assets are not included in the national list of buildings of special architectural or historic interest and therefore are not protected by statutory designations. Buildings, structures and archaeological sites or parks and gardens included in the Local Heritage List will be given special consideration in the planning process, when decisions are made on development proposals, which affect them.

Development Plan Policies

The Joint Core Strategy 2018, has been produced in partnership between Gloucester City Council, Cheltenham Borough Council and Tewkesbury Borough Council and sets out a planning framework for all three areas. Policy SD8 in the Joint Core Strategy concerns the historic environment: The Gloucester City Plan will sit beneath the Joint Core Strategy and provide more detailed site allocations and development management policies. It will, for example, set out where and when major regeneration schemes are expected to emerge, as well as identifying sites for new homes, jobs and shopping.

Policy SD8 - Historic Environment

- 1. The built, natural and cultural heritage of Gloucester City, Cheltenham town, Tewkesbury town, smaller historic settlements and the wider countryside will continue to be valued and promoted for their important contribution to local identity, quality of life and the economy.*
- 2. Development should make a positive contribution to local character and distinctiveness, having regard to valued and distinctive elements of the historic environment.*
- 3. Designated and undesignated heritage assets and their settings will be conserved and enhanced as appropriate to their significance, and for their important contribution to local character, distinctiveness and sense of place. Consideration will also be given to the contribution made by heritage assets to supporting sustainable communities and the local economy. Development should aim to sustain and enhance the significance of heritage assets and put them to viable uses consistent with their conservation whilst improving accessibility where appropriate.*
- 4. Proposals that will secure the future conservation and maintenance of heritage assets and their settings that are at risk through neglect, decay or other threats will be encouraged. Proposals that will bring vacant or derelict heritage assets back into appropriate use will also be encouraged.*
- 5. Development proposals at Strategic Allocations must have regard to the findings and recommendations of the JCS Historic Environment Assessment (or any subsequent revision) demonstrating that the potential impacts on heritage assets and appropriate mitigation measures have been assessed.*

Policy E3: Historic Environment: Non-designated Heritage Assets

1. *The assessment of whether a site, feature or structure is considered to be a non-designated heritage asset will be guided by the criteria set out within the policy.*
2. *Development affecting a non-designated heritage asset should be of high quality, designed sympathetically and preserve the historic and architectural interest by retaining any features of significance. Development should respect the surrounding landscape and its setting.*
3. *Development will seek to enhance the character of the non-designated heritage asset. Proposals for demolition or total loss of a non-designated heritage asset will be subject to a balanced assessment taking into account the significance of the asset, the scale of harm or loss and all reasonable steps have been taken to retain the asset, including assessment of alternative uses.*

Creating a Local List

Gloucester City Council is working to create a local list, starting with buildings, structures, archaeological sites, green spaces and locations that have been identified over the last couple of years as a result of evidence base work for the City Plan relating to the Townscape Character Appraisal of the City and site analysis assessment for housing allocations, together with, routine planning applications.

The Local List is a means for a community and a local authority to jointly identify heritage assets that are valued as distinctive elements of the local historic environment.

Volunteers from the community including local heritage societies, community groups and organisations as well as the wider community, will be carrying out the surveys in Gloucester city centre to record and research candidates for consideration inclusion in Gloucester's Local Heritage List. In addition there may be instances when the buildings that are nominated for local listing are considered by the Council's Principal Conservation Officer to merit nomination for national listing. In these instances the Council will recommend that the nominator submits an application to Historic England for National Listing.

The decision on whether to include an asset in the Local List will be made by Gloucester City Council, based on the recommendations of a panel comprising members of local heritage bodies, Principal Conservation Officer from Gloucester City Council, and other professional advisors.

It is also recognised that the local list is an evolutionary process and that further assets will be identified following the initial role out programme. Gloucester City Council will seek nominations for additions to the list on an annual basis. A report will be presented to the Council with new assets for inclusion and the formal adoption. This does not preclude the introduction of assets by nomination of local communities or ad hoc findings by the Conservation Officer during these periods.

Selection Criteria and Principles

Historic England has produced 'Local Heritage Listing: Historic England Advice Note 7' in May 2016. This is a good practice guide for local listing which sets out what to consider when developing local selection criteria.

The following proposed selection criteria are based upon the criteria identified in Historic England's guide and are organised under the general headings of Historic Interest, Architectural Interest and Archaeological Interest.

For inclusion on the Local List, heritage assets must be of architectural, historical or archaeological interest, or two or all three of these criteria.

Architectural Interest - Heritage assets which are locally important for the interest of their architectural design, decoration, materials or craftsmanship. These include locally important examples of particular asset types, which demonstrate good design qualities, including form, proportions, attention to detail, innovation and articulation. The building or structure should be a well-executed example of a particular architectural style and contributes to local character.

Historical Interest - Heritage assets which illustrate important aspects of Gloucester's social, economic, cultural, industrial, religious or military history. These include buildings and other structures, which have a close historical association with locally important people, families or events. These assets may be representative of a particular phase of Gloucester's history, including those with communal, spiritual, cultural or artistic importance.

Archaeological Interest – Heritage assets of archaeological interest can take the form of structural remains, earthwork monuments, archaeological features or deposits. These may be remains that help explain Gloucester's past or contribute to a sense of place. These may date from very early prehistory through to relatively recent sites, for example structures associated with World War Two.

General Principles of Selection:

- Aesthetic merits
- Age and rarity
- Designed Landscape Merit
- Evidential Value
- Group value
- Intactness (state of originality)
- Landmark qualities
- Social and communal value

This Guidance Note defines the selection criteria and principles used to review the Gloucester Local Heritage List, using local examples to illustrate each criterion

General Principles of Selection

AESTHETIC MERITS

The appearance of an asset is an important consideration in the selection process. This includes assets, which reflect local traditions of design, craftsmanship and materials. The asset may be highly decorative, or of plain form and detailing, but should have aesthetic appeal. Selection may consider the wider contribution of the building, structure or group to the local townscape, as well as, parks and gardens.



AGE AND RARITY

The older an asset is and the fewer surviving examples of its type, the more likely it is to have local interest. Most buildings in original or largely unaltered condition which date from before 1840 are included on the national list. The newer the heritage asset is, the greater the need to justify its inclusion, although there is no age related cut off date. The rarer the building heritage asset the more valuable it is.



DESIGNED LANDSCAPE MERIT

This refers to gardens, parks or landscaped grounds, which have been designed and create a special environment for the enjoyment of outdoor spaces. They often contain key buildings or structures, which form focal points within the landscape.



EVIDENTIAL MERIT

Historic buildings, landscapes and archaeological sites all have the potential for further investigation and research. The evidence they contain has the potential to advance our understanding of the past at a local, regional or national level.



GROUP VALUE

Certain buildings or structures are part of a larger group of similarly designed buildings or structures, which together create a distinctive local environment.

Examples include houses in a terrace, different buildings in an estate designed by the same architect which share common design features, a range of buildings in a similar architectural style, and buildings which use the same palette of locally distinctive materials.



INTACTNESS (State of Originality)

A building's architectural and historic interest may have been devalued via cumulative intervention and inappropriate repairs. The more intact and 'complete' a building is the greater likelihood it is to be considered for local listing.



LANDMARK QUALITIES

Assets which, due to their scale or location, stand out positively in their surroundings or contribute to the visual amenity locally. They create visual interest and contribute to the local townscape due to their scale and location. Their position might be on a corner plot where they act as a focal point in the streetscene or on a site where they can be seen in longer views.



SOCIAL AND COMMUNAL VALUE

Buildings, sites or spaces, which have associations with local social or economic activities, events, traditions, practices or wider history.

They are often perceived as a source of local identity, distinctiveness, social interaction or coherence. Such properties may be based on intangible aspects of heritage such as the 'collective memory' of a place.



Nomination Categories

The following nomination categories include a wide range of heritage assets, which might be considered for local listing:

- Agricultural buildings, including farmhouses and barns.
- Archaeological sites and monuments.
- Civic and other public buildings, including libraries, police stations and banks.
- Commercial and industrial buildings, including offices, shopping parades, shopfronts, pubs, hotels and industrial premises, including workshops.
- Community centres and meeting rooms, including church halls.
- Cultural and entertainment, including cinemas and theatres.
- Domestic/residential, including detached, semi-detached and terraced houses and flatted development. Includes both private and public housing.
- Educational buildings, including schools and colleges.
- Graveyard, cemetery and funerary structures, including monuments, statues, tombstones and mausolea.
- Health and welfare buildings, including clinics and hospitals.
- Industrial and dock related features and structures
- Leisure/sports/recreational buildings, including swimming pools, sports pavilions and clubhouses.
- Military structures, including war memorials.
- Municipal park buildings and structures, including bandstands and pavilions.
- National utilities and communications structures, including those associated with gas, electricity and water.
- Places of worship, including churches and chapels, synagogues, temples and mosques.
- Public art, including sculpture.
- Public parks, gardens and other open spaces.
- Street furniture, including distance markers, drinking fountains, horse and

cattle troughs, pillar boxes, phone boxes, walls, railings, gates and paving.

- Transport-related structures including bus, rail stations.

The Need for Evidence

It is important to ensure that the inclusion of an asset in the Local Heritage List is based on robust evidence demonstrating its significance. The information gathered on each asset will provide key baseline data on the location and significance.

Photographs taken during the survey will provide a record of each item for future reference and support the illustration of the document.

All surveys undertaken should be fully completed as the information gathered and recorded will be used to support the case for inclusion in the local list.

Useful Links and Resources

Gloucester City Council's listing of Schedule of Listed Buildings

<https://www.gloucester.gov.uk/planning-development/conservation-regeneration/listed-buildings/>

Local Heritage Listing: Historic England Advice Note 7

<https://historicengland.org.uk/images-books/publications/local-heritage-listing-advicenote-7/>

Contact:

Heritage Team, Gloucester City Council heritage@gloucester.gov.uk

Sarah Orton, Community Engagement & Volunteer Officer, Gloucester Culture Trust
email Sarah@gloucesterculture.org.uk or phone 01452 318218

Supported and funded by:



Supported using public funding by
**ARTS COUNCIL
ENGLAND**

