



SUPPLEMENTARY
PLANNING
DOCUMENT

CONSULTATION DRAFT

**Local Heritage List for
York**

June 2013

Local Heritage List for York

Supplementary Planning Document

Consultation Draft June 2013

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1 Introduction

1.1 The 'Local Heritage List for York' is a list of heritage assets that contribute to the special local architectural and historic character of the area and are valued by the community. Entries represent locally distinctive features that contribute to the environmental, social and cultural heritage of the York area.

1.2 The Local Heritage List is in addition to those buildings included in the Statutory List of Buildings of Special Architectural or Historic Interest, known as Listed Buildings, that are considered by the Government and English Heritage to be of national importance. There are currently¹ some 1,578 Listed Building items in the City of York Council area, together with 22 Scheduled Ancient Monuments and 7 Areas of Archaeological Importance, 35 Conservation Areas and 4 Registered Parks and Gardens of Special Historic Interest.

1.3 City of York Council values York's local heritage and intends to prepare, through public consultation, a Local Heritage List of heritage assets that include buildings, monuments, sites, places, areas and landscapes². Local heritage assets contribute to York's special character, significance and sense of place as defined in the Council's Heritage Topic Paper (updated 2013).

1.4 City of York Council has been working together with local community group, York Open Planning Forum (YOPF) to establish a Local Heritage List for York. Since 2005, YOPF has prepared a draft list of some 180 entries for the Local Heritage List for York from public nominations. It is proposed to re-launch the nomination process for the Local Heritage List for York to include the draft entries prepared by YOPF whilst encouraging new nominations from members of the public, local communities and interest groups.

1.5 The Local Heritage List for York recognises the significance of locally important heritage assets and will ensure that entries are properly considered when development proposals are submitted to the Local Planning Authority. This Supplementary Planning Document (SPD) provides information regarding the Local Heritage List for York. When adopted, this SPD will be a material consideration in planning decisions and will ultimately form part of the City of York Local Plan as a supporting document linked to heritage policies.

¹ Date of publication of Local Heritage List for York SPD

² Refer definition of Heritage Asset, National Planning Policy Framework, March 2012

1.6 The aims and objectives of the Local Heritage List for York are to:

- recognise the contribution of locally important buildings, monuments, sites, places, areas and landscapes to York's special character and significance
- add to the local community's knowledge and enjoyment of their historic environment
- promote the conservation, repair and enhancement of local heritage assets
- encourage owners and the wider community to take pride in the care and conservation of local heritage assets for the benefit of present and future generations
- promote good design for development affecting local heritage assets that is appropriate to their special character and local significance

2 Policy Framework

2.1 National Policy

2.1.1 The Localism Act, November 2011, sets out new freedoms and flexibilities for local government, new rights and powers for communities and a range of reforms to the planning system. The Act enhances the role of communities in determining how planning decisions are made at the local level.

2.1.2 The National Planning Policy Framework (the 'Framework') (March 2012) states that, "Local planning authorities should set out in their Local Plan a positive strategy for the conservation and enjoyment of the historic environment..." Emphasis is placed on "sustaining and enhancing the significance of heritage assets..." and recognising that heritage assets are an "irreplaceable resource" and should be conserved "in a manner appropriate to their significance". The Framework sets out a definition of Heritage Assets, to include designated and non-designated assets identified as having a degree of significance meriting consideration in planning decisions. Non-designated heritage assets can include those identified by the Local Planning Authority through Local Heritage Listing.

2.1.3 The Framework requires Local Planning Authorities to describe and make publicly available information about the significance of its Heritage Assets³, and requires from applicants a proportionate appraisal of the likely impact of any development proposal on that Asset. Under the Framework the conservation and contribution of locally listed heritage assets will be a material consideration in planning decisions that directly affect them or their setting.⁴ Local heritage assets within conservation areas also benefit from the general control over demolition afforded by the Planning (Listed Buildings and Conservation Areas) Act 1990.

2.1.4 The Good Practice Guide for Local Heritage Listing was published by English Heritage in March 2012. English Heritage acknowledges that local heritage lists play an important role in celebrating heritage that is valued by the community at the local level. This comprehensive guide to local heritage listing draws on good practice from across England and provides guidance on developing new local heritage lists or making improvements to existing lists.

2.2 Local Policy

2.2.1 The City of York Council Local Plan 4th set of changes (May 2005) are currently adopted for Development Management Purposes. The Plan contains policies relevant to the Local Heritage List for York including those with reference to design, open space, landscaping, subdivision of gardens and infill development.

2.2.2 City of York Council commenced work on a new Local Plan in October 2012. The new Local Plan for York will include a vision for the future development of the city and a spatial strategy that will cover both strategic policies and land allocations, alongside detailed development management policies.

2.2.3 Policy DHE2 'Heritage Assets' in the City of York Local Plan Preferred Options document encourages and supports development proposals where they are designed to conserve, enhance, and add value to the special qualities and significance of York's historic environment, including designated and non-designated heritage assets and their settings. Policy DHE2 is set out in full at Appendix 1. The Local Plan recognises that the majority of the city's heritage assets are undesignated, specifically its archaeological deposits and locally valued buildings, sites and spaces and supports the preparation, through public consultation, of a Local Heritage List Supplementary Planning Document of heritage assets.

³ Refer to http://www.york.gov.uk/info/200584/sites_and_ancient_monuments/446/sites_and_ancient_monuments

⁴ Refer paragraph 135, National Planning Policy Framework, March 2012

3 Selection Criteria for Local Heritage Assets

3.1 The following criteria will be used to assess whether any building, monument, site, place, area or landscape may be considered for inclusion in the Local Heritage List for York as a locally designated heritage asset. Nominated local heritage assets will need to meet one or more criteria to be considered for inclusion in the Local Heritage List for York. The criteria are defined as follows;

(i) Architectural Significance

A building that is valued locally for special architectural or vernacular interest; has associations with a locally or nationally notable architect, designer or engineer; or demonstrates design features of exceptional quality that may be characteristic of the local area.

(ii) Townscape and Landscape Significance

A building, monument, site, place, area, landscape or open space which makes a positive visual contribution to character, helps define a sense of place or adds to the local distinctiveness of the area. These include:

- a) Key landmark buildings and/or structures including significant buildings on important routes into the area
- b) Buildings that create a vista, view or make a positive contribution to the skyline
- c) A group of buildings or the relationship between buildings and the spaces around them
- d) Valued open spaces, including public streets and squares, parks, gardens, amenity spaces and linear greenways, for example, river corridors
- e) Trees including avenues, special groups and single landmark trees
- f) Walls, fences, railings or hedges
- g) Street surfaces and margins, for example, cobbles, setts and grass verges
- h) Distinctive items of street furniture, for example, signposts, lamp columns and light fittings

(iii) Historical Significance

Buildings, monuments, sites, places, areas and landscapes that are of historic interest associated with local historic events or locally famous or notable people,

civic, community or industrial activities of local significance; or which reflect traditional functional character of, or former patterns of land use within the area.

(iv) Artistic Significance

Features within the public realm, for example, signs, adverts or plaques, that are of artistic interest for their conscious design, or technical significance that displays exceptional innovation and craftsmanship.

(v) Archaeological Significance

Monuments or places of archaeological interest⁵ that are identifiable and definable in extent; have the potential to retain well preserved deposits (both upstanding features or earthworks and sub-surface); relate to a significant phase of local development or local occupation or with a person of local significance.

(vi) Age and Rarity

Only buildings over 30 years old are normally considered eligible for nomination as a local heritage asset. It takes time for different styles of architecture to be appreciated and widely acknowledged as nationally or locally important.⁶

(vii) Community Significance

Places and features perceived as a source of local identity, distinctiveness, social interaction and coherence that have strong communal meaning.

4 Local Heritage Assets and Development Management

4.1 City of York Council recognises the important contribution of local heritage assets to the special character and local identity of York and its surrounding villages. Inclusion of local heritage assets in the Local Heritage List for York will increase the status and importance of local buildings, monuments, sites, places, areas and landscapes.

⁵ Places of archaeological interest (whether currently recorded in the CYCHER or not) that address the questions and priorities that are identified in the existing and emerging national, regional and local Research Agenda. Designation of local heritage assets of archaeological significance must therefore take place within the existing and emerging national, regional and local Research Agenda and be guided by advice from the City Archaeologist and the York Archaeological Forum.

⁶ Refer York Central Historic Core Conservation Area Appraisal, Part Two, Management Strategy, 5.4.2 Buildings of Merit, November 2011

4.2 A heritage asset included in the Local Heritage List for York will not have the same level of protection as a Statutorily Listed Building. Local Heritage Listing does not bring any additional consent requirements over and above the requirement for planning permission. However, the conservation and contribution of a locally listed heritage asset to the special character of the York area will be a material consideration when planning decisions are made that affect a local heritage asset or its setting.

4.3 Where local heritage assets are situated inside Conservation Area boundaries, Conservation Area Consent is required for the demolition of most unlisted buildings and certain gates, walls and fences. Within Conservation Areas most houses and some commercial buildings have restricted permitted development rights. These allow certain alterations to be undertaken without seeking planning permission from the Local Planning Authority. Where a building does not have permitted development rights, planning permission is required for alterations which affect the external appearance of the building including partial demolition.

4.4 Where local heritage assets are situated outside Conservation Area boundaries, many alterations to unlisted buildings/structures can be carried out as permitted development where the local planning authority has limited control. Outside Conservation Area boundaries, the demolition of buildings is normally permitted development, for which the prior approval of the Local Planning Authority is only required for the method of demolition and any proposed restoration of the site.

4.5 When planning applications are assessed by the Council, the inclusion of a building, monument or site, place, area or landscape in the Local Heritage List for York will increase the level of consideration given to conserving the character and appearance of the local heritage asset, and its setting. This SPD will be a material consideration in the planning process and the assessment of planning proposals. The significance or special interest of the local heritage asset will be considered for works to a building or structure that require planning permission.

5 Guidance

5.1 The significance or special interest of a local heritage asset included in the Local Heritage List for York will be a material consideration when determining planning applications for works of alteration, extension or demolition (if situated in a conservation area). The following guidance should be taken into consideration for development proposals affecting local heritage assets and their setting.

5.2 Architectural Character and Interest. Alterations and extensions to locally listed heritage assets should respect the special character and interest of the asset that contributes to its significance. Extensions should be designed to relate to the architectural character, scale, mass and appearance of the local heritage asset and

its setting. Contemporary design for extensions should be of a high quality and respect the scale and mass of the existing building. Extensions should be finished in materials that complement those of the local heritage asset and buildings within its setting.

5.3 Townscape and views. Development proposals should conserve and respect the special character and interest of features that contribute to townscape, established views and landscape significance.

5.4 Landscape. New development should be sensitive to the significance of landscape features, for example, trees, hedgerows, grass verges, cobbled road margins and open space, that contribute to York's distinctive local identity and special character and aim to retain and enhance these.

5.7 Setting. The setting of a local heritage asset contributes to its special character and interest and should be conserved. The design, scale and location of new buildings, changes and alterations to existing buildings, and demolitions within the setting of local heritage assets should respect the existing urban grain and pattern of development so that the significance of the local heritage asset is conserved.

5.5 Demolition. Where possible, development proposals should avoid demolition, either in whole or in part, that would result in the loss of local heritage assets that contribute to the distinctive local character and special interest of the York area. Proposals for the conservation and sympathetic re-use of local heritage assets should be encouraged to enable the retention and long term viable economic use of local heritage assets.

5.6 Traditional materials and repair. Historic fabric contributes to the distinctive local character and interest of local heritage assets and may include windows, doors, chimneys, roofs and boundary materials. Owners of local heritage assets should be encouraged to retain historic fabric and implement like for like repairs using traditional materials.

6 Establishing and Managing the Local Heritage List for York

6.1 The following paragraphs set out the means of establishing the Local Heritage List for York.

6.1.1 The **Supplementary Planning Document (SPD)** sets out the selection criteria for local heritage assets, guidance and the means of establishing and managing the Local Heritage List for York. Subject to the approval of the Local Plan Working Group, a statutory and public consultation will be undertaken on the consultation

draft of the Local Heritage List for York SPD. Recommendations will be made to the Planning Committee with regard to the Local Heritage List for York based on the outcomes of public consultation.

6.1.2 Identify assets and gather data for assessment. York Open Planning Forum has prepared a draft list of some 180 locally important heritage assets nominated by local communities in the York area. In 2005 nominations were invited at open forums and Ward Committee meetings, and with the support of The Press. The YOPF draft entries will be tested against the selection criteria set out in Section 3 of the SPD.

6.1.3 The nomination process will be re-launched to the wider public to invite new entries for the Local Heritage List for York and will include details of the YOPF draft entries. All nominated local heritage assets should meet at least one of the selection criteria. A nomination form has been prepared to enable members of the public, local communities and interest groups to nominate local heritage assets for inclusion in the Local Heritage List for York (refer Appendix 2). A leaflet will be distributed to Parish Councils, Ward Committees and members of the public. The 'Buildings of Merit' identified in the York Central Historic Core Conservation Area Appraisal, Part Two: Management Strategy, November 2011, will also be considered during the nomination process.

6.1.4 Local Heritage List Review Panel. A Local Heritage List Review Panel will be established and facilitated by City of York Council to assess and review nominations for the Local Heritage List for York and associated information. The Review Panel will comprise of representatives of special interest groups, and others (refer Appendix 3). The Review Panel will seek specialist advice in assessing nominated local heritage assets as required.

6.2 The following paragraphs set out how the Local Heritage List for York will be managed.

6.2.1 Owner notification. Owners of nominated local heritage assets will be notified and consulted on the proposed inclusion of their property in the Local Heritage List for York. The notification will specify which of the criteria it is considered that the nominated local heritage asset meets. Owners can often provide valuable additional information that can influence the decision about whether to add the building to the Local Heritage List or not. Input from owners is welcomed and all representations made in relation to each asset will be considered as part of the nomination process.

6.2.3 Any objection to the inclusion of a particular building, monument, site, place, area or landscape in the Local Heritage List for York would need to be justified within the terms of the selection criteria. Issues that do not relate to the selection criteria, such as development potential, personal preference or privacy cannot be considered.

6.2.4 Assessment Process and the Review Panel. The YOPF draft entries, 'Buildings of Merit' and new nominations will be assessed and reviewed against the selection criteria prior to inclusion in the draft Local Heritage List for York. The Local Heritage List Review Panel will consider the nominated entries prior to making recommendations to the City of York Council Planning Committee for the inclusion of local heritage assets in the Local Heritage List for York. Nominees and owners will have an opportunity to address the Panel during the decision making process.

6.2.5 Ratification. The Local Heritage List Review Panel will make recommendations to the City of York Council Planning Committee for the inclusion of entries or amendments to the Local Heritage List for York. Nominees and owners will have a further opportunity to address the Planning Committee when the Review Panel's recommendations are considered for ratification. This SPD will be updated to include the approved Local Heritage List entries in Appendix 4.

6.2.6 Ongoing management of the Local Heritage List. The Local Heritage List Review Panel will be reconvened at regular intervals as required, and at least once annually, to assess new nominations, review the Local Heritage List and to add or remove assets as appropriate. New nominations will require appropriate consultation, and revisions to the Local Heritage List for York will need to be ratified at Planning Committee.

6.2.7 All stages of the consultation will be informed by and meet the requirements of the Local Plan Statement of Community Involvement.

7 References and Glossary

7.1 References

National Planning Policy Framework, March 2012
PPS5 Planning for the Historic Environment: Historic Environment Planning Practice Guide, March 2010
Good Practice Guide for Local Heritage Listing, English Heritage, March 2012
Conservation Principles: Policies and Guidance, English Heritage, 2008
Understanding Place: Conservation Area Designation, Appraisal and Management, English Heritage, 2011
The Setting of Heritage Assets, English Heritage, October 2011
City of York Council Local Plan 4th set of changes (May 2005)
York Central Historic Core Conservation Area Appraisal – Part Two Management Strategy 5.4.2 Buildings of Merit, November 2011
Heritage Topic Paper Update, City of York Council, June 2013
Heritage Impact Appraisal, City of York Council, 2013
York Open Planning Forum, York's Developing Local List www.yorklocalist.org.uk

City of York Historic Environment Record (HER)

7.2 Glossary

Heritage asset: A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing). National Planning Policy Framework, March 2012

HER: Historic Environment Record. HERs are information services that provide access to comprehensive and dynamic sources relating to the historic environment of a defined geographic area for public benefit and use. Typically they comprise databases linked to a geographic information system (GIS) and associated reference material, together with a dedicated staffing resource.

CYCHER: The HER maintained by City of York Council. Information from the CYCHER can be accessed on line through the Heritage Gateway www.heritage-gateway.org.uk or through City of York online mapping system <http://localview.york.gov.uk/Sites/lv/>

8 Contacts

Design, Conservation and Sustainable Development, City and Environmental Services, City of York Council, West Offices, Station Rise, York YO1 6GA

conservation@york.gov.uk

York Open Planning Forum

Appendix 1 Extract from the City of York Local Plan Preferred Options

Policy DHE2: Heritage Assets

Development proposals will be encouraged and supported where they are:

- i. designed to conserve, enhance, and add value to the special qualities and significance of York's historic environment, including designated and non-designated heritage assets and their settings;
- ii. accompanied by detailed evidence based analysis that set out how the development will better reveal the significance of the heritage assets for public benefit; and
- iii. accompanied by a detailed evidence based heritage statement of significance that either, explains how the significance of heritage assets likely to be affected by development will not be substantially harmed, or that the public benefits of development clearly outweigh the harm.

16.3 Heritage assets are, by their nature finite and non-renewable and understanding the significance of them is fundamental to their conservation, management and enhancement. Statements of significance should be evidence based and include an assessment of heritage values as detailed in English Heritage's *Conservation Principles Policies and Guidance (2008)* which is considered to be appropriate guidance on this matter. Evidence may also need to be based on physical assessments of heritage assets. These physical assessments may take the form of standing building assessments or archaeological investigations of buried deposits and structures. In all cases these should be undertaken by appropriately qualified and skilled individuals and organisations preferably accredited by nationally recognised professional institutes or organisations. Other sources of evidence will include conservation area appraisals, documentary evidence, maps and plans, published research and, views analysis. The City of York Historic Environment Record should always be consulted and advice and guidance sought from the Council's historic environment specialists.

16.4 Statements of significance and other forms of assessment and research can make a valuable contribution to extending our understanding of York's character and significance as well as extending opportunities for visitors and citizens to engage with the city's past, present and future. The Council is committed to ensuring that public benefits will always outweigh harm to the historic environment. The Council is particularly keen to ensure that heritage assets can be sustained and enhanced by

enabling viable uses consistent with their conservation, including sympathetic alterations to address occupant amenity and reductions in CO₂ emissions and identifying opportunities for revealing, and improving access to, previously hidden assets, consistent with their conservation.

- 16.5 The Council recognises that the majority of its heritage assets are undesignated, specifically its archaeological deposits and locally valued buildings, sites and spaces. The Council will prepare, through public consultation, a Local Heritage List Supplementary Planning Document of heritage assets that include buildings, monuments, sites, places, areas and landscapes. The 'Local Heritage List for York' will be a list of heritage assets that contribute to the special local architectural and historic character of the area and are valued by the community. Entries will represent locally distinctive features that contribute to the environmental, social and cultural heritage of the York area. The Local Heritage List will be in addition to those buildings included in the Statutory List of Buildings of Special Architectural or Historic Interest, known as Listed Buildings that are considered by the Government and English Heritage to be of national importance. The *Consultation Draft Local Heritage List Supplementary Planning Document (2013)* sets out the criteria that will be used to assess whether any building, monument, site, place, area or landscape may be considered for inclusion in the Local Heritage List for York as a locally designated heritage asset. Nominated local heritage assets will need to meet one or more criteria to be considered for inclusion in the Local Heritage List for York

Appendix 2 Local Heritage List for York – Draft Nomination Form



York Local Heritage List - Nomination Form



Details of individual/ group nominating a local heritage asset

Name	
Address	
Telephone	
E-mail	

Details of local heritage asset

Name and brief description	(e.g. type of structure, architect, construction date, original/ current use)
Address and post code	
Parish/ Ward	
Grid reference (if known)	
In Conservation Area	Yes/ No

Supporting Statement

Please give a brief statement of the significance or special interest of this local heritage asset within the local context.

Reason for nomination

Please indicate which of the following selection criteria you consider the local heritage asset meets and why.

Architectural Significance –

Townscape and Landscape Significance -

Historical Significance -

Artistic Significance -

Archaeological Significance -

Age and Rarity -

Community Significance -

Contact

Please send nominations, accompanied by **location plans** and **photographs** where possible, to:

To be confirmed

Appendix 3 Local Heritage List Review Panel – Terms of Reference

1. The **purpose** of the Local Heritage List Review Panel is;
 - To assess nominations for local heritage assets and associated supporting information for the Local Heritage List for York before ratification by Planning Committee, in accordance with the National Planning Policy Framework.
 - To review the Local Heritage List and recommend the addition or removal of assets as appropriate at regular intervals and at least once annually.

2. **Membership** of the Review Panel should be drawn from the following organisations;
 - the York Open Planning Forum (YOPF)
 - local historian
 - local architect
 - local archaeologist
 - the Conservation Area Advisory Panel (CAAP)
 - a Local Amenity Society
 - The Local Councils Association
 - Elected Member, City and Environmental Services, City of York Council
 - CYC Officer with relevant built or natural environment skills
 - CYC Officer with community planning function

The length of service of members of the Review Panel shall be at the discretion of the nominating bodies.

Specialist Advice. It may occasionally be necessary to seek specialist advice when assessing a particular asset. The Review Panel may co-opt an additional member with appropriate qualifications either on a permanent or temporary basis where their specialist knowledge would be appropriate.

3. **Assessment of Local Heritage Assets.**

3.1 Nominations will be assessed against the terms of the published criteria for inclusion in the Local Heritage List for York. Where a nominated asset meets one or more of the criteria it will be included in the Local Heritage List. Where supporting information is incorrect, incomplete or lacking, further justification may

be sought from the person making the nomination, at the discretion of the Review Panel. Otherwise, a nomination may be rejected. The significance of a nominated asset may require to be measured, for example, against archaeological criteria.

3.2 Appeals against the inclusion may be lodged by objectors on the basis of evidence that it fails to meet the information submitted in support of the nomination; or that it fails to meet any of the selection criteria. The presumption in favour of adopting an asset should remain unless it meets either of these conditions.

3.3 A nominated asset which is already protected through inclusion in the Statutory List of Buildings of Special Architectural or Historic Interest, as a Scheduled Ancient Monument or as a Registered Park or Garden will not be added to the Local Heritage List.

4. Local Heritage List Review Panel Practice and Procedures

4.1 The Review Panel will meet at regular intervals, as required, and at least once annually. The Review Panel will have no more than 12 members. Voting on nominations will only be possible if the meeting is quorate. A meeting is quorate if half the members are present

4.2 All meetings will be minuted and agendas will be published on the Council's website two weeks in advance. Minutes will be published on the Council's website no more than two weeks after a meeting.

4.3 Following each meeting, as new nominations come forward, the Review Panel will prepare a report for Planning Committee that will include: a list of local heritage assets that are recommended to be added or removed from the Local Heritage List; the criteria that may or may not apply; comments received through public consultation and the Review Panel's response to consultation comments. Nominees and owners will have an opportunity to address the Review Panel and subsequently the Planning Committee, as appropriate, during the decision making process. A member of the Review Panel will have the opportunity to address the Planning Committee regarding nominations for inclusion and removal from the Local Heritage List.

4.4 It is recommended that the Chair should be appointed by Review Panel members and this should be reviewed annually. Encouragement should be given to rotating the Chair annually.

4.5 Review Panel Terms of Reference and Practice and Procedures should be reviewed at regular intervals.

Appendix 4 – Local Heritage List Entries

Entries in the Local Heritage List for York will be under constant review. Please refer to the City of York Council/YOPF website for the current version of the Local Heritage List for York.