



**GOOD PRACTICE GUIDANCE FOR THE SELECTION
OF LOCAL HERITAGE ASSETS (BUILDINGS OF
LOCAL INTEREST AND AREAS OF HIGH
TOWNSCAPE VALUE)**

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Borough Council**

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Prologue

This document aims to set out the level of protection afforded to local heritage assets, the purpose of the list and identifies the criteria local communities can use to select; assets such as buildings, areas, spaces and places that matter to them. Assets that build a sense of identity and distinctiveness, values that are taken into account when changes to them are considered.

DRAFT



Background

- 1.1 Local Authorities have been identifying heritage assets of local interest since the 1970's; however despite the lists of identified heritage assets produced by those individual authorities the selection criteria adopted by each, lacked national continuity. In that the majority of historic lists of local assets, have been prepared with limited community involvement and the absence of formal criteria. This document does not intent to change Eastbourne's current list of buildings of local interest or areas of high townscape value, but sets out good practice guidance and criteria for the selection and management of heritage assets of local interest.
- 1.2 For clarification a local heritage asset, for the purpose of this document, is defined as a Building of Local Interest and Area of High Townscape Value.

*"Heritage assets not designated under statutory regimes, but recognised by the Local Planning Authority [LPA] as having heritage significance, do merit consideration in planning matters; with the LPA taking a balanced judgement having regard to the scale of any harm or loss to the significance of the heritage asset."*¹



National Westminster Bank addressing Terminus Roads and Cornfield Road

1. Good Practice Guide for Local Heritage Listing, English Heritage, Pg.7

2. Introduction

- 2.1 The historic environment is central to England’s cultural, social, economic and environmental values. Which provide a sense of identity through history, place and quality of life, an invaluable asset that should be sustained for present and future generations.

The National Planning Policy Framework [NPPF] provides protection through the planning system for heritage assets of national importance in England. At local level the planning authority should consider the *'effect of an application on the significance of a non-designated heritage asset in determining the application. In weighing applications that affect directly or indirectly 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.'*²

- 2.3 In this respect, the identification of local assets through set criteria, allows the local community and local planning authority to work in partnership to decide what in their area they would like recognised as local heritage assets, worthy of some protection through the planning system.

- 2.4 Set criteria also provides, clarity about the assets identified significance and location for future developers. Therefore allowing considered decisions to be made about those parts of the historic environment the community genuinely values.

- 2.4 This document aims to set out the level of protection afforded to local heritage assets, the purpose of the list and identifies the criteria local communities can use to select; assets such as buildings, areas, spaces and places that matter to them. Assets that build a sense of identity and distinctiveness, values that are taken into account when changes to them are proposed.

2. National Planning Policy Framework NPPF para.135

3. Protection of Local Heritage Assets

- 3.1 Heritage assets identified as being of local interest are not subject to further protection through the planning system. Therefore additional consents over and above those required for planning permission will not be a requirement. However the conservation and contribution of local heritage assets will be a material consideration in planning decisions, which directly affect the significance of the identified asset or its setting.
- 3.2 To safeguard those heritage assets identified as being of local interest the Council, will take into account Policy UHT 18 of the Borough Plan, when considering planning applications for the alteration and extension of buildings of local interest. In addition Policy UHT 16 of the Borough Plan, when considering development within Areas of High Townscape Value.
- 3.3 Policy UHT 18: Buildings of Local Interest in the Borough Plan recognises this and states:

“Proposals which would adversely affect the character or appearance of buildings of local interest will not be permitted. Should planning permission be granted for a major alteration, the consent will be subject to a condition to provide and opportunity for the building to be inspected and recorded”³

- 3.4 Policy UHT 16: Protection of Areas of High Townscape Value is the primary policy contained in the Borough Plan and states:

“Proposals within Areas of High Townscape Value will be required to generally preserve the character and appearance of the area. Development shall:

- a) Use materials which respect and compliment the predominant traditional materials of the location;*
- b) Not allow the loss of traditional materials and features;*
- c) Retain amenity spaces where they form part of an established character of the area; and*
- d) Retain, wherever possible, the existing trees and other important landscape features. In exceptional cases where any such loss is allowed, compensatory provision will be required in terms of quality and quantity.³*

- 3.5 In addition the Eastbourne Townscape Guide provides an expansion of the policies found in the Urban Heritage and Townscape Chapter of the Eastbourne Borough Plan. As Supplementary Planning Guidance [SPG], Eastbourne Townscape Guide expands the primary policies, when considering planning applications for the alteration and extension of local heritage assets, namely;

Extensions

Guideline E4: Extensions to buildings of local interest and buildings in areas of high townscape value will be expected to be appropriate scale, harmony and rhythm with the host building.

Roofs

Guideline R8: In areas of high townscape value and on buildings of local interest, the Council will normally:

- (a) expect changes to the roof covering to be in a material that reflects the colour, texture and unit size of the original covering or predominant covering in the street/ terrace;*
- (b) expect the retention of prominent chimney stacks with their pots and;*
- (c) allow the use of alternative materials for fascias, soffits, gutters and pipework.*

Windows and Doors

Guideline WD3: In areas of high townscape value and buildings of local interest, the Council will normally:-

- a) expect the retention of the original doors and windows where these are in the majority on visible elevations of the individual building or the terrace if the premises forms part of a terrace;*
- b) allow in cases other than a) above and on hidden elevations, or those not generally seen from public areas, the use of alternative materials for windows and doors in a matching style to the originals.*

Front Boundary Walls and Car Parking

Guideline FWCP3: Council will normally expect applications for creating a vehicular access to the front of a property that is on the local list or in an area of high townscape value, to take into account the quality of the building and area.

Satellite Dishes

Guideline SD3: On buildings of local interest and buildings within areas of high townscape value, the Council expects satellite dishes to be sited on hidden elevations or within the rear garden area.

Refuge Storage

Guideline RS2: In all historic areas including buildings of local interest and buildings within areas of high townscape value the Council expects permanent refuse storage areas to be normally located to the rear of the property.

3.6 The level of consideration a local heritage asset receives through the planning process is however reliant on a sound basis for its selection. Therefore the use of nationally recognised selection criteria, adapted to reflect local character, will go towards conserving and enhancing the identified significance of the asset. However this does not imply; that a heritage asset that has not been included on the local heritage list is of no heritage value, simply that the building or area has not yet been identified or does not currently meet the selection criteria.

3.7 If a local heritage asset is of such merit that its significance, through the normal planning process, will inevitably be undermined. The Council may consider the removal of permitted development rights through an Article 4 Direction (in conjunction with the selection process).



Willingdon Village Pump House (An existing locally listed building)



Built in 1880, the walls are decorated with sheep's knuckle bones

4. Local Heritage Assets and Conservation Areas

- 4.1 Assets of local interest (local heritage assets) do not have to be in a Conservation Area to be considered of merit. The assessment, however, of existing conservation areas, does provide a useful starting point, through the identification of unlisted buildings and areas, which make a positive contribution to the historic and architectural character and appearance of the identified area. Although those identified unlisted buildings and areas, would need to meet the selection criteria before being considered to be local heritage assets.⁴



The Park Close – Subject to an Article 4 Direction and a designated Conservation Area

4. Understanding Place: Conservation Area Designation, Appraisal and Management, English Heritage, 2011.

5. Purpose of the Local Heritage Register

- 5.1 The purpose of the Local Heritage Register is to set out the Boroughs objectives and criteria for the management of our local heritage assets. While these buildings may not meet national criteria for listing they undoubtedly add to the richness of the Boroughs built environment which encapsulates the special identity and social history of Eastbourne.

The objective of Eastbourne's Local Heritage Register is as follows:

- To raise awareness of the Borough's buildings and areas that make a positive contribution to local distinctiveness and quality of life.
- To promote further research and recording of the Boroughs historic environment including; important buildings, areas, associated architects, occupiers and local events which have contributed to our culture.
- To inform residents, customers, developers, owners, Council officers and Members about buildings and areas within the Borough that are desirable to retain and protect.
- To provide guidance and specialist advice to owners to help protect the character and setting of the buildings and areas.
- To aid the Council in its decision making when discussing proposals and determining planning applications.



*General view looking west of the houses on York Road, at the junction with Cannon Road
an identified Area of High Townscape Value*

6. Development of the Selection Criteria

- 6.1 There is increasing recognition that locally many areas and buildings, both individually and collectively, add a rich diversity to a local sense of identity as;

"People may value a place (building or area) for many reasons beyond utility or personal association; for its distinctive architecture (Aesthetic Value) or landscape, the story it can tell about its past (Evidential Value), its connection with notable people or events (Historic Value), its landform, flora and fauna, because they find it beautiful or inspiring (Artistic Value), or for its role as a focus of a community (Communal Value). These are examples of cultural and natural heritage values in the historic environment that people want to enjoy and sustain for the benefit of present and future generations..."⁶

- 6.2 The criteria for the assessment of the significance of a local heritage, has therefore taken into account **all** the inter-related values, identified above, that contribute to its Architectural and Historic interest. In addition, criteria for the assessment of interest, has also taken into account the general principles used for national designations namely; Age and Rarity, Integrity, Group Value (Aesthetic Merits), Representativeness (Selectivity).⁴



*View along Enys Road, at the junction of Selwyn Road
No's 1 – 45 are identified as Buildings of Local Interest*

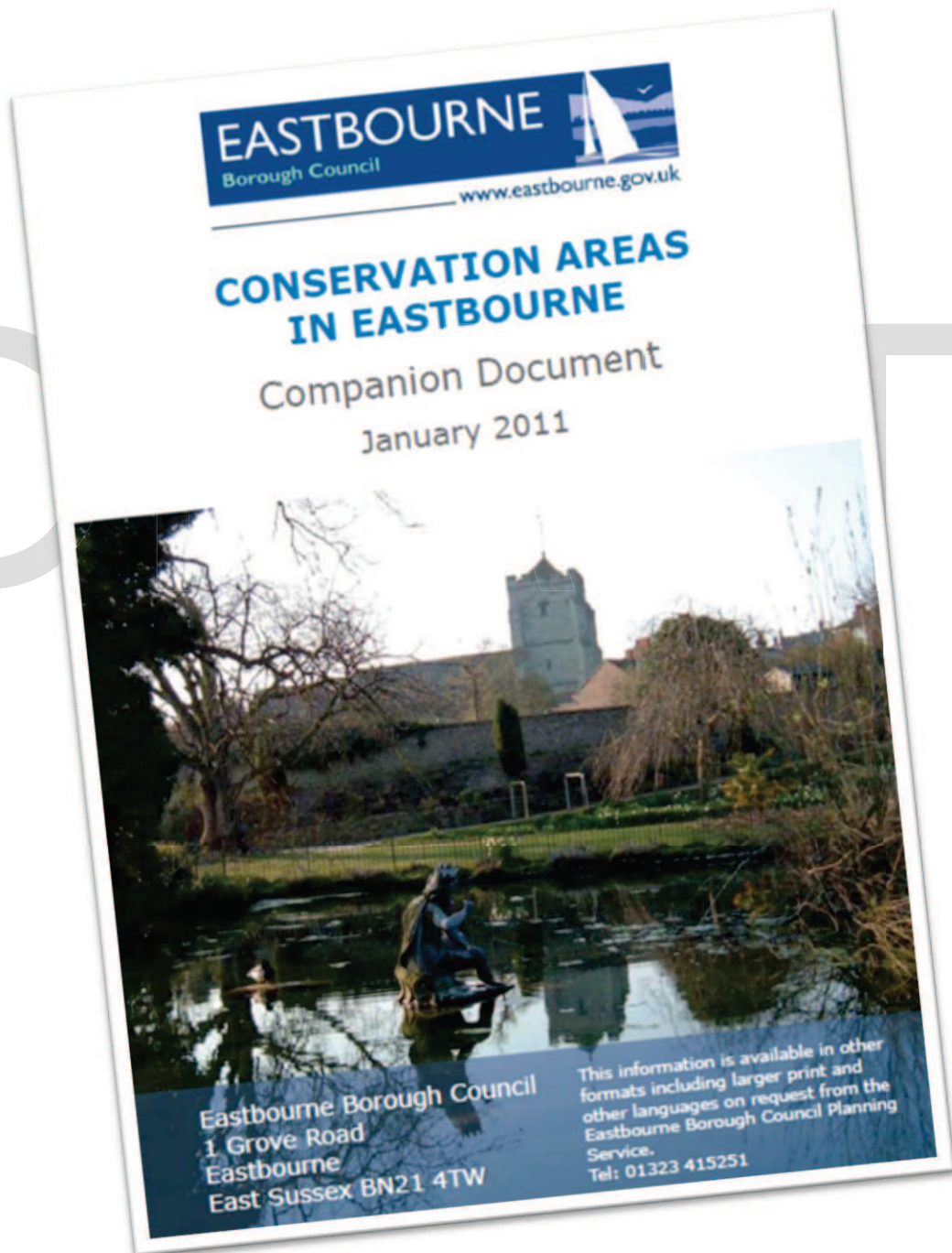
5. Conservation Principles, Policy and Guidance For The Sustainable Management of the Historic Environment, English Heritage, 2008 : Page 27

6. Good Practice Guide for Local Heritage Listing, English Heritage

6.3 The table below briefly defines heritage values and special interest at national level, the principles of which will form the adopted criteria for the selection of heritage assets at a local level.

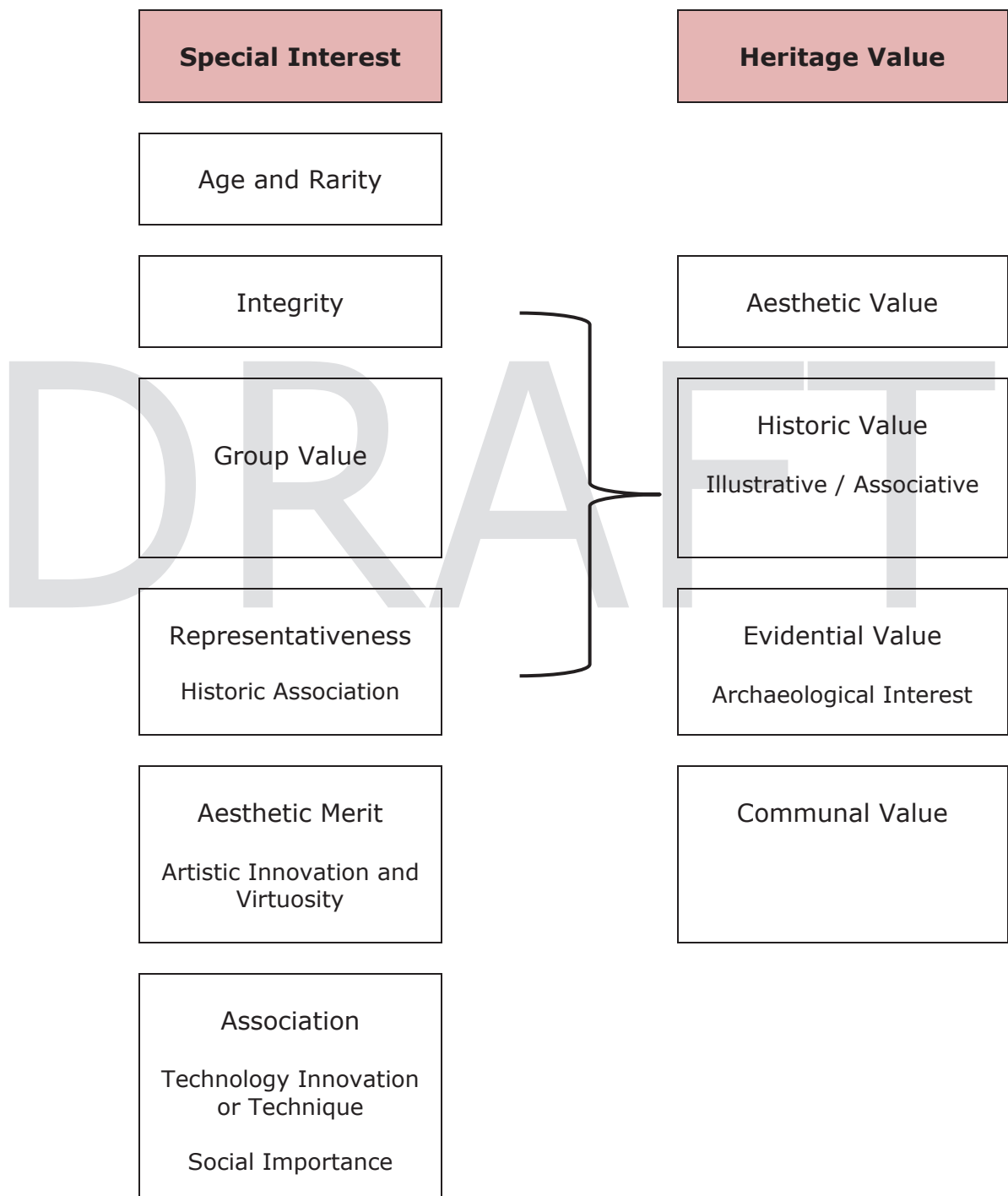
| Heritage Value and Special Interest | Description |
|---|---|
| Aesthetic Value 'derives from the ways in which people draw sensory and intellectual stimulation from a place' | A building, structure, site and setting Architectural styles, date(s) of construction, materials, key notable characteristics. What is its particular townscape value; aesthetic value can be fortuitous or designed. Unusual or rare features will give a building, or area, a higher level of significance. |
| Historic Value 'derives from the ways in which past people, events and aspects of life can be connected through a place to the present. It tends to be <i>illustrative</i> or <i>associative</i> ' | Illustrative: how the development, form and appearance of a building or area illustrates or tells the story of its history. Associative: with a notable family, persons, event or movement gives historical value a particular resonance. Many buildings and landscape area associated with the development of other aspects of cultural heritage, such as literature, art, music or film. |
| Evidential Value 'derives from the potential a building or area to yield evidence about past human activity.' This would probably but not exclusively apply to areas of archaeological importance. | Usually associated with older assets, however all buildings and areas encapsulate information about their historic development and chronology. The value of which is proportionate to their age and interpretation of the past and rarity. |
| Communal Value 'derives from the meaning of a place for the people who relate to it, or for whom it figures in their collective experience and memory.' | The importance of an area for society or a particular group in society, such as a war memorial, church, school and or public buildings. |
| Age and Rarity | The older a building or area is, and the fewer the surviving examples of its kind, the more likely it is to have special interest. The relevance of age and rarity will vary according to the particular type of building and area. |
| Integrity | To have a degree of integrity a building or area should retain a sense of completeness, either as an individual or as part of a larger group. |
| Group Value | Where buildings are part of an important architectural or historic group or are a fine example of planning (squares, terraces etc.) |
| Representativeness | Represents a particular historical type, regional type, style, architect or innovative technology. |

- 6.4 To assist with identifying what constitutes Eastbourne's local distinctiveness; an overarching statement of Eastbourne's local historic character, can be found in the accompanying Conservation Areas In Eastbourne, Companion Document, which succinctly identifies local characteristics, comparable to defining the heritage 'values' and 'special interest' when preparing the local heritage asset criteria.



7. Selection Criteria

- 7.1 The diagram below demonstrates the relationship between Heritage Values and Special Interest. In order for a local heritage asset to be considered for inclusion on the Local Heritage Register, it must have at least **one** element of special interest and **one** element of heritage value.



- 7.2** If a building or area is identified to have some form of special interest, it will then be judged against its historic value. Sections 7.3 and 7.4 set out the selection criteria used to identify heritage assets of local interest.

7.3 Special Interest

7.3.1 Age, Rarity

The age of an asset is an important criterion as the age range can take into account distinctive local characteristics. The older a building or area the fewer examples of its kind are likely to have survived and so the more likely it is to have historic importance.

For a building to be considered to be included on the register it must meet one or more of the following criteria in the Age and Rarity categories;

- Pre-1840: all buildings where the style, form and construction of the building are easily identifiable and potentially restorable.
- 1840 - 1880: all buildings that are largely complete and of good architectural or historic interest.
- 1880 – 1940: only buildings that are substantially complete and unaltered and of very good architectural or historic interest that are largely unaffected by alterations and extensions.
- Post 1940: only buildings that are wholly complete and of the highest level of architectural or historic interest that is unaffected by inappropriate alterations and extensions.
- Is the area particularly old, does it allow for the interpretation about the history of the area which is distinctive to Eastbourne.
- Does the area contribute to a date significant to Eastbourne’s urban development.
- Is the urban development of the area significant to an important person or event in Eastbourne’s history.

- Is the area a rare surviving example of evolved or conscious urban design that contributes to the history of Eastbourne and its urban development.
- Is the area an early example of town planning
- Does the area open up significance views of Eastbourne
- Does the area consist of urban landscape features which are distinct to Eastbourne's urban development.



Brick local to Eastbourne

Besides the age and rarity there are other criteria for selection; a building may have architectural interest, for example it may display particularly impressive craftsmanship or distinctive architectural style. It might demonstrate technological innovation or excellence. It may have a close documented historic association with significant people or events in history or it might have scenic, artistic or group value. An historic building may have limited architectural interest but remain structurally sound and be adaptable for new uses.

7.3.2 Integrity

To have a degree of integrity, the building or area should retain a sense of completeness, either as an individual building, plan form or landscape feature as part of a larger group. The building or area may also represent a single phase of development, or encompass several phases, as can be found with most residential or institutional buildings or associated areas.

7.3.3 Group Value

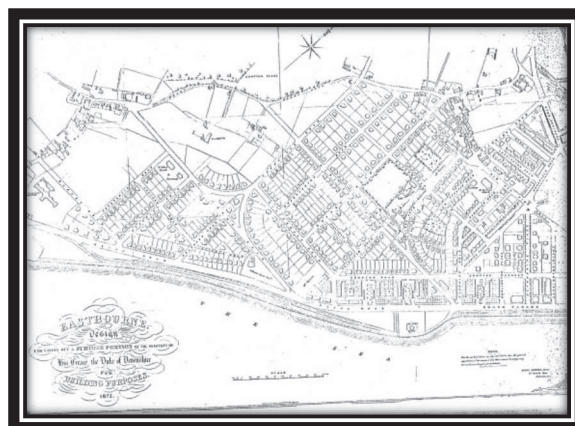
- Terraces, enclosing buildings (surrounding squares), uniformed rows etc
- Early local examples of deliberate town planning
- Groups which as a whole have a unified architectural and historic value to the local area.



1 – 45 Enys Road, Buildings of Local Interest representing Group Value

7.3.4 Representative

A local heritage asset may not necessarily be rare; it could be representative of a particular historical or architectural trend. It may also be part of a legacy of a particular individual, architect, and architectural movement, programme of works, company or group in the past. The special interest found in representativeness is closely linked to a building or areas historic association;



*Henry Curreys 1872 Development Plan of Eastbourne (west)
Representative of a particular period of development some of
which is included as Areas of High Townscape Value*

Historic Association

- Well authenticated historical association with a notable person(s) or event
- Figures or events of national interest with direct association
- Figures or events of local interest with a prolonged and direct association
- The contribution made by the individual or event to the local scene
- The importance of the building in relation to the work / influence of the person or event in question
- A key association with a notable figure or event, particularly if the figure or event influenced local or national events during the association with the building in question

7.3.5

Aesthetic Merit

A local heritage asset may evoke positive feelings of worth by reason of its architectural, design or artistic quality for in its form and layout. This may be through a conscious design or evolved through incremental growth over time, features that make a positive contribution to the streetscene and wider area.

The aesthetic merit of a building or group of buildings is judged according to the following criteria:



10 Bolton Road a Building of Local Interest

Artistic Innovation or Virtuosity

- Early local examples of a particular architectural style
- Use of quality materials and workmanship
- The work of a notable local architect (same determination factors as for Historic Association).
- Architectural merit as recognised by local or national awards or publications

7.3.6 **Association**

Evidence may suggest a local heritage asset is associated with a particular person or historic event. This could include a landowner, royal event, charity, religious group or other group in the past. Examples may include sites previously inhabited, designed or constructed by a well-known or locally important individual or group. If an association cannot be proved some sites may be valued for associations based on local tradition rather than historic fact.

Technological Innovation or Technique

- Early local examples of a particular type of building or early local use of a new material or building technique (eg C19th concrete)
- Use of quality materials and workmanship



Use of local materials

Social Importance

The development of an area is often influenced by an individual building, which may play an integral part in the shape of the area, or in the local social scene. Such buildings may include churches, schools, village and town halls, chapels, public houses, memorials, places of employment and workhouses, which formed a focal point or key social role in the history of the area.

- Pubs, churches, factories, cinemas, banks etc
- Buildings that are a focal point or social and visual interest.
- Form a landmark, from within or from outside an area.
- Of good general architectural or historic interest
- Townscape value; a building which adds to a group, street or space
- Groups which as a whole have a unified architectural and historic value which the local area.



Willingdon Village Pump House a building of local interest of social importance

7.3.7 If a building or area is identified as having special interest this would then be measured against its heritage values.

7.4 Heritage Values

Sections 7.4.1 to 7.4.4 explore the different types of heritage values at local level. In order for an asset to be of significance it must have heritage value.

7.4.1 Aesthetic Value

'The ability to provide sensory and intellectual stimulation from a place',

as a result of its composition (form, proportion, massing, silhouette, views, vista and circulation), use of materials or craftsmanship. It may be consciously designed or have evolved over time to give an overall attractive appearance and make a positive contribution to the character and appearance of the streetscene or wider area.

A heritage asset with aesthetic value will usually be in a good state of repair or in a state that could be easily restored.

7.4.2 Historic Value

'The way in which the present can be connected by a place [building or area] to people, events and aspects of life in the past, it tends to be illustrative or associative.'

Illustrative value assists with the interpretation of a building or areas past, through making connections with, and providing insight into, past communities and their activities through a shared experience of a place.^x

Often described in relation to design, technology, structural system, planform, veteran trees, street furniture etc.

Associative value with a notable person, event or movement gives historic value a particular meaning. Associative value also identifies places closely connected with the works of people who have made important discoveries.

A heritage asset with historic value will usually depend on sound identification and direct experience of fabric or landscape that has survived from the past.

7.4.3 Evidential Value

'The potential for a place [building or area] to yield significant evidence, usually from physical remains about past human activity.'

Usually associated with archaeology and older assets, all buildings and areas encapsulate information about their historic development and chronology, the value of which is proportionate to their interpretation of the past against existing evidence available of that period.

A heritage asset with evidential value will usually depend on the age of the asset and its ability to provide evidence of the past through interpretation.

7.4.4 Communal Value

'The meaning of a place [building or area] for people who relate to it – a collective experience or memory'.

Communal value tends to be closely linked to aesthetic and historic values, which reflect the meaning of a place for those who have an emotional link. The most obvious examples are commemorative memorials or places of worship (spiritual value).

A heritage asset with communal value will usually depend on the perceived survival of the fabric or character of place

8 Archaeological Sites

A large number of areas of archaeological interest are already identified on East Sussex Historic Environment Record (HER). In addition any new sites that may come forward through development works, local studies, metal detecting etc, should be reported to the HER as being of archaeological interest for further investigation and notification.

9 Recommendations for Local Heritage Assets

Recommendations of local heritage assets are welcomed from Councillors, local amenity societies, residents and other interested parties. To nominate a local heritage asset, complete the selection criteria against the identified asset and submit to the council for full consideration. Remember the more information provided in relation to the identified special interest and heritage value, the more an informed decision can be made on its validity.

When a building or area is identified and meets the selection criteria the owners of the selected building, will be notified and comments sought from the owner of the building.

Following which the identified building or area will be presented to The Conservation Area Advisory Group for ratification and Planning Committee for final approval.

10. Nominate a Local Heritage Asset

| | |
|----------|--|
| Name | |
| Location | |

Please provide a photograph and a map showing its location

Identification of the Local Heritage Asset [please tick]

| | |
|---|--|
| A building or group of buildings | |
| A monument or site (an area of archaeological remains or a structure other than a building i.e. statue, bridge etc) | |
| An area or place (area, street, park, garden or natural space) | |
| A landscape (an area defined by visual features or character i.e. open space, field system, suburb, village etc) | |

What are the assets 'special interest' [please tick]

| | |
|--|--|
| Age Is it particularly old or of a date significant to Eastbourne's urban development | |
| Rarity ...Is it unusual in the area or a rare survival of a once common feature | |
| Integrity ...Is it largely complete or in original condition | |
| Group Value ...Is it part of a group that has close historic, aesthetic or communal association | |
| Historic Association [Representative] ...does it have well documented association with a persons, event, episode of local history | |
| Aesthetic Merit ...is it a good example of architectural style, a particular use or work of a local architect | |
| Associative ...is it a good example of an innovative technique or use of materials | |
| Eastbourne's identity ...Is it important to the identity or character of Eastbourne or a particular part of the Borough | |
| Other ...Is there another way you think it has special interest or historic value that contributes to the unique character and appearance of Eastbourne | |

Why is it locally valued [please tick]

| | |
|--|--|
| Aesthetic : Does it make an important contribution to the positive look of the area either by conscious design or has it evolved over time providing a sense of identity | |
| Historic: Illustrative:- Does it illustrate an aspect of the area's past that makes and important contribution to its identity or character Associative:- Does the building or area connect us to people and events that shaped the character or identity of the area | |
| Evidential: It the building or area an important resource for understanding and learning about the area's history | |
| Communal: Is the building or area important to the identity, cohesion, spiritual life or memory of all or part of the community | |

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