

CONSERVATION AREA ADVISORY COMMITTEE

AGENDA



Thursday 26 July 2012

At 6.00 p.m.

At Bryan Hanson House, Hanson Square, Hartlepool, TS24 7BT

MEMBERS OF THE CONSERVATION AREA ADVISORY COMMITTEE:

The Mayor, Stuart Drummond
Councillor Rob Cook, Chair of Planning Committee
David Bentham, Hutton Avenue Residents Association
Mrs Joan Carroll, Hartlepool Civic Society
Mrs Maureen Smith, Hartlepool Archaeological and Historic Society
Ms Julia Patterson, Park Residents Association
Mr Richard Tinker, Victorian Society
Mr Brian Walker, Greatham Parish Council
Ms Jo Lonsborough, Elwick Parish Council
John Cambridge, Hartlepool Headland Conservation Area Advisory Group

- 1 Visit to Engine House, Cemetery Road
- 2 Apologies for absence
- 3 Minutes of last meeting held on 19th April 2012
- 4 Matters arising
- 5 Presentation by Brian Walker on the Rural Village Plan
- 6 Enterprise and Regulatory Reform Bill (Penfold Review)
- 7 Review of Conservation Grant scheme
- 8 Guidance on Heritage Statements
- 9 Any other business

CONSERVATION AREA ADVISORY COMMITTEE

19th April 2012

MINUTES

The meeting commenced at 6.00 pm at Bryan Hanson House, Hartlepool

Present: David Bentham, Hutton Avenue Residents Association
Joan Carroll, Hartlepool Civic Society
Richard Tinker, Victorian Society
Brian Walker, Greatham Parish Council
Jo Lonsborough, Elwick Parish Council

Officers: Sarah Scarr, Landscape Planning and Conservation Team Leader
Peter Graves, Conservation Officer
David Cosgrove, Principal Democratic Services Officer

1. Apologies for Absence

The Mayor, Stuart Drummond, Councillor Rob Cook, Chair of Planning Committee, John Cambridge, Hartlepool Headland Conservation Area Advisory Group, and Julia Patterson, Park Residents Association.

2. Minutes of the meeting held on 26 January 2012

Confirmed.

3. Matters Arising

The Landscape Planning and Conservation Manager indicated that the Locally Listed Buildings register was now on the council website and a number of updates had already been made.

The last of the conservation grants had been awarded for 2011/12. There was no specific budget for 2012/13 though officers were looking to the potential of bidding to other funding streams. The committee suggested that through any bidding the local employment and training benefits, as discussed at the previous meeting, should be highlighted.

The government had adopted the proposals set out in the Penfold Review as reported at the previous meeting, although they have not been implemented as the focus now appears to be on the new National Planning Policy Framework.

Decision

That the updates be noted.

4. **Heritage at Risk Register for Hartlepool** (*Director of Regeneration and Neighbourhoods*)

The Landscape Planning and Conservation Manager reported that some local authorities had registers of Heritage at Risk in their area. These were documents which brought together a list of heritage assets at risk within a single local authority area. The officer outlined the methodology and selection of sites which had formed the establishment of a register of heritage at risk for Hartlepool.

English Heritage encouraged local authorities to monitor heritage in their area and compile local registers of Heritage at Risk. In Hartlepool there were two Scheduled Monuments and one Listed Building included on the English Heritage at Risk Register. The monuments were Low Throston Deserted Medieval Village and the Medieval Farmstead and irregular open field system at High Burntoft Farm, Elwick. The building was the Church of St Hilda, Headland.

The condition of the heritage assets had been assessed from an external visual inspection. The condition was then used to calculate the level of risk. The same methodology applied by English Heritage on their Heritage at Risk Register had been used.

Owners of heritage assets on the register had been notified of their inclusion. Only one owner responded to the consultation; a representative for the former Wesley Methodist Church, Victoria Road stated that they believed, 'the general fabric of the building' was sound and did not consider 'that the building is presently "at risk"'. In response officers confirmed that assets considered to be "at risk" could be in a sound condition but have no clear future and therefore considered to be at risk which was the case with this property.

The register had been agreed by the Portfolio Holder for Community Safety and Planning on the 13th April. It was proposed that the register be reviewed annually. The consultation process would be repeated to enable owners to provide any comments or new information that they had prior to the updating of the list.

Finalised copies of the register were circulated at the meeting. Members suggested that it may be useful in future versions to indicate whether any specific plans were in place for any of the buildings, such as planning applications approved but not yet implemented. It was also suggested that including some of the wording from the English Heritage listing for the buildings may be helpful, though officers did indicate that some of the earlier listings didn't include much valuable detail. It was highlighted that officers did utilise whatever powers they had to ensure proper maintenance of buildings on the list, should action be deemed necessary.

Members indicated that the Gray Memorial Hall in Greatham may need to be added to the register as it was understood that there were funding difficulties relating to the building.

The Landscape Planning and Conservation Manager commented that the Council was doing what it could to protect the town's heritage through either regulation or proactively seeking new uses for buildings. For example, this had happened in the case of the Morrison Hall which the local authority had purchased in 2010.

Decision

That the report be noted.

5. **Stranton Conservation Area Management Plan** *(Director of Regeneration and Neighbourhoods)*

The Landscape Planning and Conservation Manager updated the committee on the Stranton Conservation Area Management Plan following on from the Stranton Conservation Area Visual Appraisal reported to the Committee in October 2010. A copy of the Management Plan was circulated at the meeting.

The Landscape Planning and Conservation Manager commented that in general the area was in reasonably good condition after quite an amount of investment during the course of the New Deal for Communities scheme. Various commercial properties had received grant aid for shop front works, and Stranton Pets shop front was cited a good example of what could be achieved. There were poor examples in the area as well, and the Coral Betting shop and Bathgate Terrace were particularly highlighted by Members.

Officers considered that with the small size of the area and the few real issues to tackle, should some funding be available, then quite a difference could be made in Stranton. One real concern was the retail units on the corner of Burn Road and Stranton which had now been empty for some time.

Decision

That the report be noted.

6. **Proposed Heritage Lottery Fund Bid for Linear Park** *(Director of Regeneration and Neighbourhoods)*

The Conservation Officer outlined a potential grant application to the Heritage Lottery Fund (HLF) to fund a Linear Park in north Hartlepool based on the heritage provided by the former Hartlepool to Haswell railway line. The bid was to include the Throston Engine House (a grade II listed building) which formed the termination to the railway and was on the Hartlepool Draft Heritage at Risk Register discussed earlier in the meeting.

The report outlined the long and complex background to the Linear Park proposal which dated back to the late 1980's. The bid now proposed to the Heritage Lottery Fund was multi-faceted addressing a broad range of issues including environment, health, well being and social deprivation issues besides heritage. It is considered, therefore, to be attractive to the HLF and other lottery based funding bodies as a potential project for grant investment. It was considered that an application solely based on the historical importance of the engine house would be unlikely to succeed.

The Committee fully supported the application particularly as the scheme would build on the local historical importance of the Throston Engine House, the history of the port and the fact that the rail line serving the port was one of the earliest in the country. Utilising the park to link in with other wider coastal paths and linking to the history of the Hart to Haswell walkway was seen as a positive widening of the scheme's appeal.

The Committee discussed the potential uses of the Engine House as part of the development. Officers indicated that there were local community groups that had expressed an interest in the future of the building and the committee fully supported any beneficial use of the building. Utilising the Engine House as a visitor centre outlining the history of the site was suggested together with looking to a local group possibly creating a working model of the site.

Decision

That the report be noted and that the application for funding had the full support of the

Committee.

7. Any Other Items

Meeting Venues

Members raised the issue of the venue of meetings as the Committee had not visited any of the conservation areas for some time. It was suggested that at the next meeting, a visit to the Linear park site and the Throston Engine House could take place prior to the business meeting. Officers indicated that they would look to arranging such a visit and would circulate the dates of the meetings for the forthcoming municipal year as soon as they were available.

The meeting concluded at 7.20 p.m.

Report of: Director of Regeneration and Neighbourhoods**Subject:** Enterprise and Regulatory Reform Bill (Penfold Review)

1 Introduction

- 1.1 To up-date committee members on further progress concerning the implementation of the Penfold Review previously reported at the meeting on the 26th January 2012.

2 Background

- 2.1 As part of Government's aim for strong, sustainable and balanced economic growth the Financial Statement in the autumn of 2011 emphasised the need to reduce regulation, amongst which was reform of the planning regulation system.
- 2.2 Reform of the planning system has been partly addressed by the Localism Act and the National Planning Policy Framework, the latter coming into effect on the 27th March this year. The Penfold Review was a further part of the reform process which looked at various consent regimes, including planning, that are perceived as creating delay, uncertainty and cost to business and thereby affecting economic growth.
- 2.3 On the planning system the Penfold Review proposed the following reforms to simplify and reduce the cost of heritage protection specifically.
- A developer or owner must apply for listed building consent for works which affects the special historic character or architectural interest of a listed building. To reduce the need for consents, Penfold proposed that the extent of a listed buildings special interest be legally defined in its list entry removing the need for consent for parts of the building not legally defined.
 - That a developer can seek Certificates of Immunity (COI) from listing or scheduling at any time, valid for up to five years which removes an area of uncertainty.
 - That there is a system of Statutory Management Agreements to enable work contained in such agreements to effectively receive prior approval. This would remove the need for an owner of an extensive site containing a number of listed buildings in a single ownership to make repeated applications for the same works which are not contentious.
 - That the system of separate Conservation Area Consent for demolition of an unlisted building in a conservation area is abolished and the need for consent rolled up into one application for planning permission.

- That a system of prior approval for specified types of works to listed buildings is introduced. With most applications for listed building consent being approved (i.e. up to 90%), the proposed alternative is a notification system of works to LPAs, deemed granted if an application is not requested.
- A system of accredited independent building conservation agents to provide an alternative to local authority provision.

3 Proposed Enterprise and Regulatory Reform Bill

3.1 The Government is proposing to introduce some of the above proposed reforms into legislation via the Enterprise and Regulatory Reform Bill drafted by the Department of Business, Innovation and Skills. The Bill is wide ranging covering reform of industrial tribunals, setting up of the UK Green Investment Bank, company directors pay etc but it also proposes a number of the reforms first outlined in Penfold in the following way:

- Merging conservation area consent with planning permission for demolition of an unlisted building in a conservation area and also making it an offence to demolish an unlisted building in a conservation area.
- Allowing for a COI to be applied for at any time rather than when a planning application is submitted.
- Enable the creation of Statutory Management Agreements, termed Heritage Partnership Agreements (HPA) in the Bill, between LPAs and owners of extensive heritage sites.
- Allowing for the extent of special interest in a listed building to be clearly defined excluding certain parts of the building from listing controls.

3.2 The other reforms proposed in the Penfold Review, consisting of introducing a system of prior approval for specified types of works to listed buildings and allowing certification of applications for listed building consent by accredited agents is to be subject to consultation by the Department for Culture, Media and Sport during this summer.

4 Comment on the Bill

4.1 As indicated before when the Penfold Review was first considered by the committee, the reforms proposed in the Bill of merging conservation area consent and planning permission, and introducing heritage partnership agreements are not contentious. These proposals were first introduced in the draft Heritage Protection Bill, but dropped from the legislative programme in 2008.

4.2 An article considering the Bill in the 1st June edition of the Planning magazine commented on the proposed measure to more clearly define the extent of special interest of a listed building. Comment in the article from

CgMs (a private heritage consultant) considered it would be a huge undertaking for English Heritage to write more specific listing descriptions at a time when the organisation, like almost all public bodies, was under significant budget pressures. It would also be difficult to provide a legal definition as some aspects of a listed buildings significance are hidden or the knowledge (and therefore significance) on specific or particular types of listed buildings is subject to change.

- 4.3 Comment in the same article from the Heritage Alliance also raised concerns about the capacity of English Heritage and councils to implement the proposed reforms. The Alliance pointed to a report completed last year by the Institute of Historic Building Conservation showing that staff in local authorities had declined by almost 22% since 2006. The Country Land and Business Association has also commented that the proposals in the Bill will not solve the main problem which is the lack of skilled heritage staff in councils. The drafting of HPAs for example to ensure that potential agreements achieve heritage protection and flexibility for owners are potentially time consuming for conservation staff and other local authority officers, yet this measure is being proposed against a background of declining skills and resources .

5 Conclusions

- 5.1 The Enterprise and Regulatory Reform Bill has still to pass through the legislative process and may be subject to amendment and alteration as a result. The progress of the Bill and the final legislative form will be reported back to the committee.

6 Recommendations

- 6.1 The Committee notes the report

Report of: Director of Regeneration and Neighbourhoods**Subject:** Review of Conservation Grant Scheme

1 Introduction

- 1.1 This report provides a review of the Council's Conservation Grant Scheme which has run for the last six years. It provides information on the distribution of grants across the conservation areas and the type of work which has been carried out.

2 Background

- 2.1 The Conservation Grant Scheme was launched in 2006. Budget was made available to residential properties located within conservation areas that were built pre-1919 and listed buildings. The budget allocated for the last financial year (2012/13) was just over £60,000. This was a slight reduction on previous budgets.
- 2.2 Grant is available for works to make properties structurally sound, works to make buildings watertight such as lead work and re-roofing, and to restore and repair traditional details such as doors and sash windows.

3 Grant Distribution

- 3.1 Since the inception of the scheme 112 grants have been distributed across the eight conservation areas in Hartlepool. A break down of the number of grants provided in each area is shown in the graph in Appendix 1. The Headland Conservation Area has received the highest proportion of grants followed by the Grange Conservation Area. Both of these areas are subject to Article 4 Directions resulting in the requirement to apply for planning permission for minor alterations, they are also two of the largest residential conservation areas in the town. As a result it is to be expected that these areas would see the highest uptake of grants.
- 3.2 The funding distribution across the lifetime of the scheme is provided in Appendix 1. As expected with the highest number of grants being provided in the Headland and Grange Conservation Areas, these areas have also received the largest proportion of grant assistance, with 46% of grant invested in the Headland Conservation Area and 27% in the Grange. The other conservation areas have received far less grant however the distribution reflects the number of residential properties within these conservation areas therefore those two conservation areas with the smallest number of dwellings i.e. Stranton and Church Street have received the least grant. It is, however, worth noting that whilst the Conservation Grant Scheme has been running

those areas which have not received a high level of support have benefited from other Council run schemes. For example, most recently a grant scheme providing investment in Church Street Conservation Area, offered financial assistance for repair works and decoration to commercial properties within the area.

4 Works carried out under the conservation grant scheme

- 4.1 The catalyst for the conservation grant scheme was the high proportion of applications received for replacement windows across the conservation areas. The scheme has a wider remit than purely windows and this is reflected in the work that has been carried out.
- 4.2 The highest number of grants (44%) has been for re-roofing works. This is usually anticipated to be one of the most costly elements of work to a house and therefore it is to be expected that residents have taken advantage of the availability of grant to assist them with these works. 36% of the grant applications have been for joinery works such as windows and doors. It should be noted that in most instances these two elements have been repaired or replaced together. The final 20% of the schemes have been considered separately as they cover a number of elements such as rendering and structural works.

5 Indirect Benefits of the Grant Scheme

- 5.1 The work carried out on the conservation grant scheme has, in the majority of cases, been completed by contractors from Hartlepool. 37 firms have worked on the 112 schemes which have been completed. The small number of firms is indicative of the fact that few contractors specialise in traditional construction works. The scheme has supported the development of firms based in Hartlepool and as a result only 8 of the 37 firms who carried out grant work have been from outside of Hartlepool. It should be noted that on five of those schemes the firms were assisting Hartlepool contractors therefore it is fair to state that the great majority of the work generated through this scheme has gone to Hartlepool based businesses. All of the firms who have been based outside of Hartlepool have been from the north-east of England with the farthest away coming from Barnard Castle and the closest from Middlesbrough.
- 5.2 In those instances where firms from outside of the town have been brought in it is usually for particularly specialist works. For example in two instances the work was cleaning paint from the brick façade of a building. A further example is a firm from Durham being used to repair and install panels of stained glass after joiners from Hartlepool carried out extensive window repairs.
- 5.3 Over the lifetime of the scheme £386,432 grant assistance has been provided. This has generated match funding of £489,684. This is greater than the 50% of the total cost of the eligible works that individuals are expected to contribute. It amounts to £103,252 above that which would have been expected as very often residents will carry out additional works alongside

conservation works or carry out extra conservation works so the scheme can be completed in a single phase.

6 Conclusions

- 6.1 The conservation grant scheme has provided support to residents living across Hartlepool in repairing and restoring their historic property. Whilst the direct impacts can clearly be seen in the resultant enhancement of conservation areas and improvements to houses there are also indirect benefits from the work. The investment has supported the work of 29 Hartlepool firms assisting the construction industry in the town along with a number of firms providing specialist conservation work in the wider north-east.

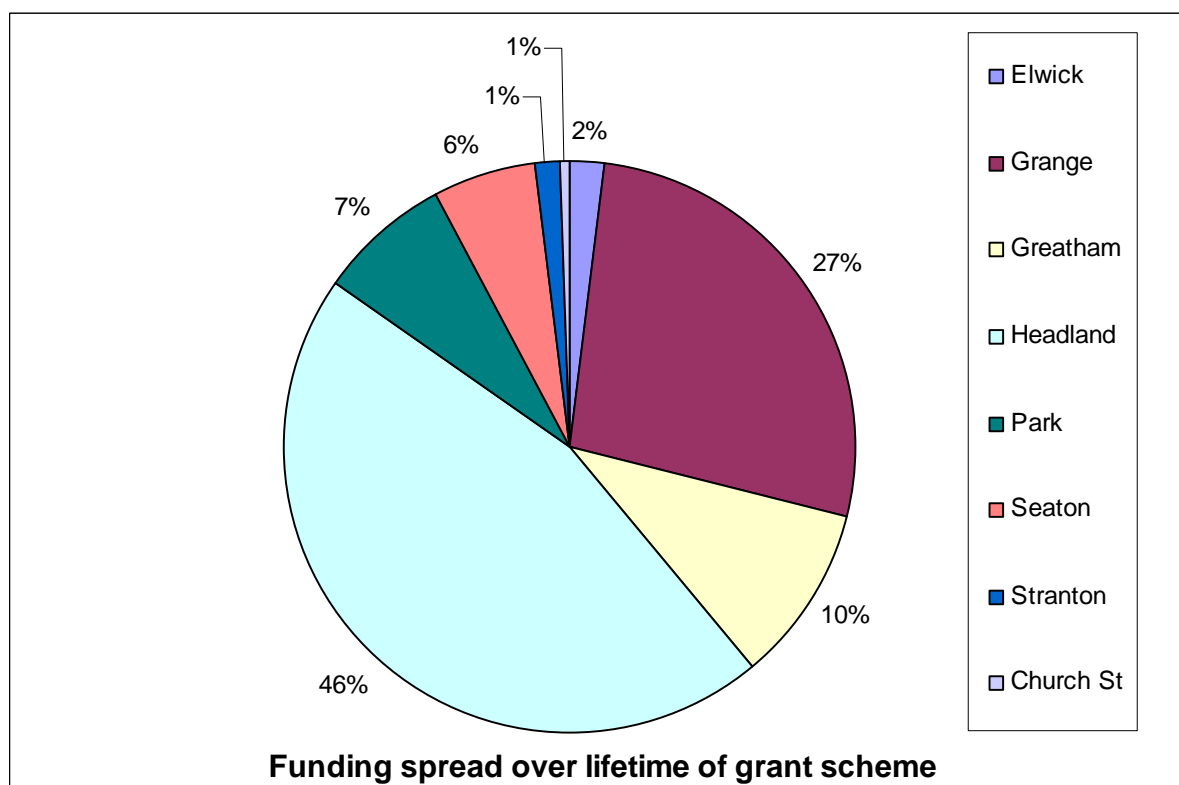
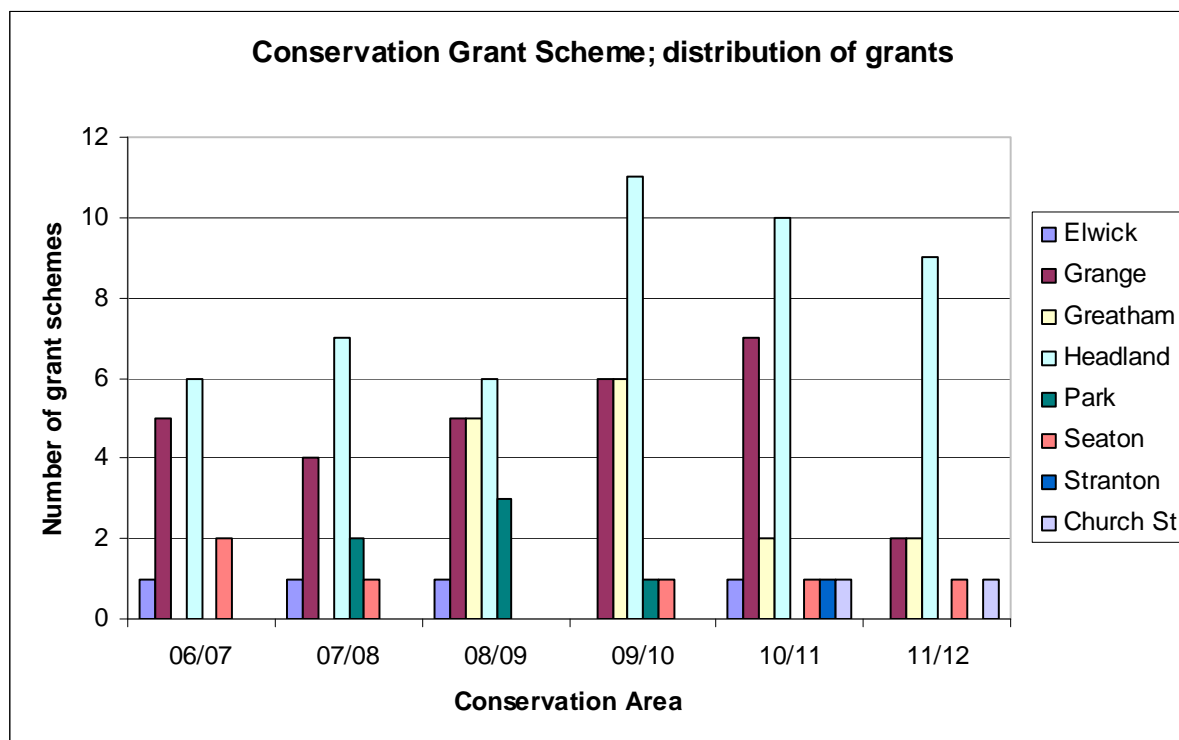
7 Future Conservation Grant Schemes

- 7.1 Funding has been secured for a Conservation Grant Scheme for the financial year 2012 – 13. The criteria used for the scheme, along with the level of grant, remain the same.

8 Recommendation

- 8.1 The Committee notes the report.

APPENDIX 1



Report of: Director of Regeneration and Neighbourhoods**Subject:** Guidance on Heritage Statements

1 Introduction

- 1.2 There is a need for individuals submitting various forms of applications to provide a Heritage Statement outlining how the works they propose impact on adjacent heritage assets. A short guidance note has been put together to assist applicants with this.

2 Background

- 2.2 The requirement for Heritage Statements to accompany planning, listed building consent and conservation area consent applications were introduced in Planning Policy Guidance Statement 5. The National Planning Policy Framework has continued this practice with paragraph 128 stating,

'In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance.'

- 2.3 The Heritage Statements that have been received to date vary greatly. It is often found that both applicants and agents struggle to provide appropriate information or require guidance on the type of information that is needed.

3 Guidance note on Heritage Statements

- 3.1 A short guidance note has been put together to inform applicants of the type of information that is required in such statements (see appendix 1). There are also details of key resources they can use in carrying out research.
- 3.2 It is proposed that the guidance note will be available on the Council's website and hard copies will be made available to individuals who require a Heritage Statement with their application.

4 Recommendation

- 4.1 That the committee note the proposal to introduce advice on Heritage Statements and provide comment on the draft guidance note.



HERITAGE STATEMENTS

When is a Heritage Statement needed?

A Heritage Statement is needed when a proposed development affects a heritage asset which is a conservation area, listed building, locally listed building or archaeological site. The scope and detail necessary will vary according to the particular circumstances of each application.

It this the same as a Design and Access Statement?

A Design and Access Statement is a short statement on how the proposal would affect access to the property and the reasons behind the chosen design. These are required for most applications. If your proposal is for a small extension, or an alteration to a house, a Heritage Statement could be included as part of the Design and Access Statement. Larger proposals such as the extensions to listed buildings or the redevelopment of a site in a conservation area would need a separate more detailed statement.

What information should be included in a Heritage Statement?

The level of detail in the statement will vary depending on the extent of the proposals and the importance of the building. For example larger development proposals that include demolition and new build in a conservation area will require a more in-depth approach than the replacement of a boundary wall or a front door. For most applications the heritage statement will include the following information, under each one are some points for you to consider including:

A description of the heritage asset and its setting

- What type of heritage asset is it, for example is it a listed building or located next to a scheduled monument?
- What age is the building?
- What are the main building materials used and does it have any significant architectural features, for example it might have a porch over the door or arched windows which make it stand out?
- What is the surrounding area like, for example is it part of a conservation area or next to a scheduled ancient monument?
- What are the main uses of the buildings in the street for example are they houses, shops or offices?

An assessment of the significance

- How does the building contribute to the historic character of the area?
- Is it the only building of its kind or is it part of a group of similar buildings?
- Are there any distinctive architectural features for example unusual dormer windows or brickwork?
- Is there anything in the setting of the building that contributes to the appearance?

An explanation of the design for the proposed development

- For small scale alterations describe the design and proposed materials e.g. replacement windows or doors.
- For extensions to buildings or proposals for new development describe the layout, scale and appearance e.g. building materials and architectural detail.

Describing the impact of the proposed development

- Would the proposed development be visible from any public viewpoint?
- Would the proposed development involve the loss or change to any original features?
- What would be the impact of new development be on the appearance, character and setting of the building?

The statement should show that you have considered all of the relevant issues and sought to preserve the special appearance and character of the building or area affected.

Where can I find the information to put in my heritage statement?

Listed below are some documents to assist with your research and useful points of contact.

Conservation areas

Conservation area plans for the eight conservation areas in the Borough can be found on our website or at Bryan Hanson House. You can look at these and see if your building is in a conservation area. There are character appraisals for all of the conservation areas. These provide descriptions of the area and might help when you are describing the character of the area.

Listed buildings

There is a list of all of the buildings that are listed on our website or a paper copy of the document can be viewed at Bryan Hanson House. Each entry provides a short description of the building, this is not a list of what is and isn't listed, but it may provide assistance identifying architectural features and the age of the building.

Locally listed buildings

The local list is available on our website or at Bryan House. It provides a short description for each entry on the list and in some cases relevant history.

Hartlepool heritage at risk register

This document provides information on heritage assets across Hartlepool that are derelict or vulnerable because they are not in use. It is available on our website and at Bryan Hanson House. Each entry provides basic background information on the asset at risk.

Policy and guidance documents

The Hartlepool Local Plan provides general background information on the character of the borough and might be a useful starting point if you are not familiar with the town. It also has current policy guidance that's useful to consider when thinking about new development.

Guidance on replacement windows and doors is also available. This will give an indication of the type of materials and design that may be appropriate to consider when carrying out minor works.

Further research

Tees Archaeology holds the Historic Environment Record for Hartlepool. This is a database of information on historic assets across the borough. It can be viewed by appointment on contacting Tees Archaeology.

The Reference Library on York Road holds local information including books on the history and development of Hartlepool and historic photographs that could be used as sources of information. Additionally, Teesside Archives holds information from both public and private sources across Teesside and it a useful place for researching local history.

Useful addresses and contact details:Planning Services

Bryan Hanson House, Hanson Square,
Hartlepool, TS24 7BT
Tel: (01429) 523275 or 523433
E-mail: landscape.planning@hartlepool.gov.uk
www.hartlepool.gov.uk/builtheritage

Tees Archaeology

Sir William Grey House,
Clarence Road, Hartlepool, TS24 8BT
Tel: (01429) 523455.
E-mail: tees.archaeology@hartlepool.gov.uk
www.teesarchaeology.com

Hartlepool Reference Library

Central Library, 124 York Road,
Hartlepool, TS24 9DE
Tel: (01429) 242909.
E-mail: infodesk@hartlepool.gov.uk
www.prism.talis.com/hartlepool/

Teesside Archives

Exchange House, 6 Marton Road,
Middlesbrough, TS1 1DB
Tel: (01642) 248321
E-mail: Teesside_archives@middlesbrough.gov.uk