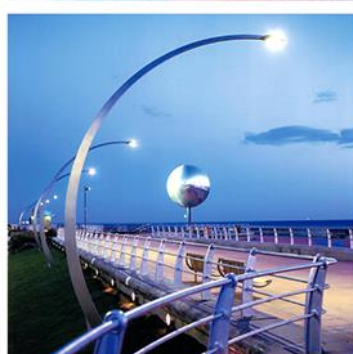


LIST OF BUILDINGS OF LOCAL ARCHITECTURAL AND/OR HISTORIC INTEREST IN BLACKPOOL (LOCAL LIST)

GUIDANCE ON REPAIRS AND ALTERATIONS

June 2018



LOCAL LIST GOOD PRACTICE GUIDE

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1. What is the local list?

- 1.1 There are around 400,000 listed buildings in the country which are of national importance. Blackpool's listed buildings include the grade I Blackpool Tower and grade II* Winter Gardens complex, Grand Theatre and the Shrine of our Lady of Lourdes. There are also several grade II churches and other structures including the Abingdon Street Post Office and North Pier. However, there are also many other historic buildings of architectural and/or historic interest which do not meet the strict criteria for statutory listing, but which make a positive contribution to the character and appearance of Blackpool's streets and neighbourhoods.
- 1.2 The historic built environment is a precious and irreplaceable resource. It illustrates patterns of growth and change in urban development. Houses, shops and public buildings such as schools, churches, public houses, banks, workhouses, libraries, town halls and cinemas signify the tastes, wealth and aspirations of local people. Industrial and commercial buildings indicate sources of income and employment.



The Albert, Lytham Road



St Cuthbert's RC Church, Lytham Road

- 1.3 Socio-economic and cultural change has always been reflected in Blackpool's built environment. From the very beginning, traditional cobble fishermen's cottages were demolished to make way for hotels and inns, which then expanded to accommodate the growing numbers of visitors. Lodging houses in what is now the town centre developed retail facilities at ground level. New small churches were replaced by more and much larger churches. Change is part of the nature of Blackpool, and many buildings which were once the fabric of everyday life have had to change their use to remain viable. In recent years a number of building types have become at risk due to 'functional' redundancy. For example, due to declining church congregations there are now several empty places of worship, and the impact of the smoking ban and other issues has had a noticeable effect on the ability of many public houses to remain in business.

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- 1.4 Many more buildings have been changed to provide facilities which were considered more modern and appropriate for the time; some have disappeared altogether. This practice of constant use and re-use of old buildings, and changes to their appearance driven by changes in taste, lifestyle and behaviour, means that many buildings which have become part of the local scene may yet be in danger of being irredeemably changed or lost forever. These historic buildings, which add character to our streets and provide a link to the past, now form the Local List of Buildings of Architectural and/or Historic Interest (the Local List).



Former drill hall, Talbot Road



Former Revue Library, Grasmere Road

2. What is the difference between a listed building and a locally listed building?

- 2.1 The difference between the Statutory List and the Local List is essentially the level of control. Listed buildings, and unlisted buildings in conservation areas, have various degrees of statutory protection against alterations and demolition. Any works (internal or external) which affect the special interest of a listed building requires Listed Building Consent. This ensures that the very best of Blackpool's architectural heritage is protected in the national public interest. Works to visible elevations of buildings in conservation areas usually require planning permission.
- 2.2 Statutory protection of the historic built environment dates back to the late 19th century. The Ancient Monuments Protection Act of 1882 made arrangements for the 'guardianship' of some 50 pre-historic sites and appointed a single inspector of ancient monuments. Responsibility for sites and monuments was developed through further Acts during the 20th century. The Town and Country Planning Act of 1947 began the system of listing buildings and structures of special historical, architectural or cultural importance. Originally structures were graded I, II or III according to their degree of national importance.

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- 2.3 In 1970 the criteria for selection of listed buildings was changed, and grade III buildings in many areas became the first to make up local lists. Since then local listing has been encouraged by national planning policy and Historic England guidance, emphasising the importance of local character and distinctiveness in providing a positive sense of place, and enhancing the quality of daily life. In November 2011 Blackpool Council approved the establishment of a list of buildings of local architectural and/or historic interest. Since then nearly 300 buildings have been adopted onto the local list. The lists of addresses for each ward are available on the Council website <https://www.blackpool.gov.uk/Residents/Libraries-arts-and-heritage/Blackpool-heritage/Conservation-areas-and-listed-buildings/Blackpool-locally-listed-buildings.aspx>.
- 2.4 The control of works on a locally listed building or structure is more limited than for listed buildings, with protection managed through the normal planning process. Inclusion on the Local List is not primarily intended to restrict development, but will seek to ensure that any proposals take into consideration the local significance of the building. The only real implication, therefore, of including a building or structure on the Local List is that it will change the level of consideration given by the Council to preserving a building's character and appearance when planning proposals are assessed.



Arnold Primary School



Bloomfield Hotel

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3. Works to Locally Listed Buildings

- 3.1 When considering proposals for development affecting buildings on the Local List, the Council will assess the proposed development using the following guidance. Where planning permission is not required it is hoped that this guidance will serve as a best practice guide. Historic England has also produced a range of guidance for the repair and maintenance of historic buildings which is available at <http://www.english-heritage.org.uk/your-home/looking-after/maintenance/>.

4. Maintenance and repair of historic buildings

- 4.1 Regular maintenance of any building will be cheaper in the long run than an extensive repair programme. The most important thing is to stop damp getting into your building. This might be anything from periodically inspecting the roof to prevent leaks from slipped slates or tiles to clearing gutters, repairing flashings and minor re-pointing of walls.
- 4.2 The majority of structures on the Local List were constructed between mid 19th century and 1939. Although materials and techniques changed during that time, the approach to repairing these traditional buildings is roughly similar. Brick-making improved from the late 19th century but lime-based mortar continued to be used up until the Second World War so, for example, we would advise that lime-based mortar should be used for re-pointing work. This is because the bricks were fired at a lower temperature than they are now, and using modern cement mortar will may lead to spalling of the brick face and damp being trapped in the walls. This in turn would lead to mould growth on internal surfaces. The older your building the more important it is that lime-based mortar is used, whether for pointing or rendering.



Spalling Victorian brickwork pointed with cement mortar

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Gutters which need to be cleared of vegetation to prevent water ingress

5. Replacement windows

- 5.1 Some locally listed buildings have original windows, and owners are encouraged to repair and retain these wherever possible. Traditional timber sash or casement windows are an essential feature of an historic building's character, and it is possible to upgrade them to eliminate the draughts and rattles associated with these windows. Renovating your period timber windows typically works out at the same cost as replacing them with uPVC windows. In addition, studies by Historic England have revealed that period features add value to a property, and 78% of estate agents say that they help to sell a property quicker. Timber is also truly a sustainable product. Unlike many other materials, both modern and traditional, it is a renewable resource, and FSC certified wood comes from responsibly managed sources - see General Information below.
- 5.2 Energy efficiency can be improved by installing secondary glazing. If, however, your locally listed building already has upvc replacement windows which are beginning to fail, we would encourage you to replace them with slim profile timber double glazed units. These would give the outward appearance and charm of traditional windows whilst providing modern energy performance.
- 5.3 If you are considering replacing your windows please bear in mind that the design of modern windows cannot replicate the slender appearance of historic windows. Carefully designed upvc windows with slim profiles, sliding sashes with run-through sash horns and a woodgrain finish can mitigate the bulky appearance of standard replacement windows, but upvc cannot be repaired in the same way as timber. If your original windows have stained or etched glass this should be encapsulated in the new window system wherever possible.

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Dunes Hotel which retains its original joinery

- 5.4 If you live in a conservation area you may need planning permission to replace your windows, and you should contact the Built Heritage and Conservation Team for advice in the first instance at builtheritage@blackpool.gov.uk .

6. Alterations and extensions

- 6.1 Your permitted development rights are not affected by local listing. However, if the changes you want to make need planning permission, your application should include a heritage statement which describes the significance of the building including any contribution made by its setting. The level of detail need be no more than is sufficient to understand the potential impact of the proposal on the building's significance. A copy of the datasheet which was completed to summarise the architectural and/or historic interest of your property is available from the Built Heritage and Conservation Team to assist you. Guidance on writing heritage statements is also available on the Council website <https://www.blackpool.gov.uk/Residents/Planning-environment-and-community/Documents/Heritage-Statement-Guidance.pdf> .

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- 6.2 When considering altering or extending your historic building it is important that the special features which contribute to its importance are retained. Original windows, doors, roof pitch and covering etc are all important elements which, if lost or significantly altered, can devalue the historic character and importance of a building. Features of architectural and historic interest, whether internal or external, should be preserved and restored wherever possible using traditional methods and materials. For information and advice contact the Built Heritage and Conservation Team.
- 6.3 General guidance and policy advice for building extensions is set out in the 'Extending your home' SPD at <http://www.blackpool.gov.uk/Residents/Planning-environment-and-community/Documents/Extending-Your-Home-SPD.pdf> . In addition, when designing extensions for a locally listed building it is important that the character and setting of the building is not harmed, and that the extension relates appropriately in scale and massing. Extensions should be subservient to the main building, and the materials should be of a quality which will preserve or enhance the character of the main building. The design can be of an historic style to match the existing building, or adopt a contemporary approach. If an historic style is chosen it is important that historic accuracy is used with regard to detailing, materials, colour and scale. If a contemporary approach is considered appropriate, a high quality of design detail and materials should be adopted.
- 7. Shop fronts and signage**
- 7.1 The character of locally listed buildings which have a commercial use can be damaged by inappropriately designed shop fronts and signage. Original shop fronts should be repaired and retained to preserve their historic character. Proposals for new shop fronts and signage should take account of SPD 6: Shop Fronts and Signs, which is available on the Council website. In particular, the ground floor elevation(s) should relate to the upper floors, and materials should be appropriate to the age of the building. UPVC shop fronts and solid roller shutters will not be supported under any circumstances.

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Original shop front - before



Poorly designed new shopfront - after

8. New buildings

- 8.1 When a new building is proposed in the grounds of a locally listed building, or in close proximity to it, then the impact of the new building on the setting of the historic building should be taken into account. This might mean using a similar approach to design and materials as set out above for extensions. Views of the historic building should also be preserved. Proposed new buildings should not be so close to an historic building that spaces which separate the historic building from its neighbours are filled in, or so tall that its historic context cannot be understood. For instance a new building should not be higher than an historic building which has been selected for, amongst other things, its landmark qualities.

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- 8.2 In addition, new developments should preserve positive settings, and enhance settings which are poor. For example, landscape features could be used to screen poor quality outside spaces, or planting could be used to introduce greenery. The loss of areas of open greenness and trees can cause significant harm to the character of an area and the setting of historic buildings, and these should therefore be preserved wherever possible.
- 8.3 Where historic settings have been compromised by earlier development, proposals will be supported which reverse the harmful impact. Conversely, where proposals will increase the level of harm, or remove the last link between a locally listed building and its original setting, these will not be supported.
- 8.4 Historic boundary treatments such as original brick or cobble walls and railings should be preserved, and the type and quality of surface treatments for paths, driveways and other outside areas should be considered carefully.



Historic cobble wall

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9. Demolition

- 9.1 If a building is locally listed because of its architectural and/or historic interest, this will be a material consideration when planning decisions are being made. The Council will strongly discourage the demolition of any buildings on the local list and will seek to encourage their retention, restoration and continued beneficial use wherever possible. This means that, if development proposals include the demolition of a locally listed building, applicants should demonstrate that the building is not able to be retained and incorporated into the development. When the Council considers such applications they will reach a balanced judgement which will weigh the loss of the building against the public benefits of the proposal.



Hawes Side Primary School which was demolished to make way for a new school. The boundary wall and railings were preserved as part of the scheme

- 9.2 If demolition is approved the Council will support new development which makes a positive contribution towards local character and distinctiveness.

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10. Archaeology

- 10.1 Where proposals to a building on the Local List are likely, or suspected, to impact on elements of archaeological interest the Council will require a desk-based archaeological assessment to be carried out and, where necessary, field evaluation. This should form part of the application and should include details of mitigation to record those elements of the historic fabric which will be adversely affected.

General Information

11. Sustainable Development

- 11.1 The concept of sustainable development emerged from the post-WWII environmental movement, which recognised the negative impacts of human growth and development on the environment and communities. The term “sustainable development” came to prominence through the United Nations Brundtland Commission. Their 1987 report *Our Common Future* defined sustainable development as “development which meets the needs of the present without compromising the ability of future generations to meet their own needs”.
- 11.2 The revised *National Planning Policy Framework* (NPPF) published in 2018 sets out the Government’s planning policies for England and how these are expected to be applied. Specifically, it states that at the heart of the Framework is the presumption in favour of sustainable development. It also states that heritage assets should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations.
- 11.3 There are three dimensions to sustainable development: economic, social and environmental. However, with regard to locally listed buildings, there are two core principles which will be taken into account when proposed works are being considered, namely the re-use of existing resources which includes the re-use of historic buildings, and supporting the transition to a low carbon future by encouraging the use of renewable resources if appropriate.

12. Embodied energy

- 12.1 **Embodied energy** is the energy related to the construction of a building; **operational energy** is associated with the use of a building; and **end-of-life energy** is related to the demolition of a building, site clearance and disposal of materials. Embodied energy is the energy required and carbon emitted to construct a building including extraction of raw materials, manufacture of building products and construction of the building.

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12.2 The embodied energy and operational energy of historic buildings have already been “spent” so retaining existing buildings and seeking to enhance their energy performance in sensitive ways, rather than spending more energy in demolition and rebuild, is in keeping with historic building conservation, sustainability and progress towards a low carbon society.

13. Sustainable construction materials

13.1 According to the Office of National Statistics, the construction industry accounts for over 50% by weight of materials used in Britain, and approximately 30% of road freight. As a result, the construction industry is a major contributor to greenhouse gas emissions. One of the ways that the industry can help to reduce its carbon footprint is to select materials with the lowest overall contribution to emissions and environmental impact.

13.2 However, it is sometimes difficult to make informed choices. For example aluminium, produced on a large scale by electrolysis (passing high voltage electricity through the raw material), has a very high energy requirement and could be considered an environmentally-unfriendly choice. However, it is usually produced using hydroelectric power which has relatively low carbon emissions. In addition, aluminium is recyclable and is a very durable material and, therefore, on a whole-life basis has a low carbon footprint. On the other hand a low embodied energy product can have its ‘green’ credentials negated if it has to travel long distances to its processing centres and to the construction site. For example, a concrete block sourced from a factory in the locality, or a building stone from a quarry near the construction site, will contain less embodied carbon than one from China, because of the energy used to transport it. These are the factors which should be taken into account when considering the most sustainable materials to be used in any development.

13. Timber v. uPVC

13.1 The sustainable nature of building materials can be illustrated with a comparison of windows. The embodied energy of uPVC is 13 times that of sawn softwood. A well-maintained softwood window can last for centuries; yet the lifespan of a typical uPVC unit is less than 25 years (Asif et al., 2002). If, in a timber window, the glass or ironmongery is broken it can be replaced; but a defect in a uPVC window may necessitate complete replacement of the window. More frequent replacement cycles increase the embodied energy over the life time of a building.

13.2 According to one model, a Victorian terraced house is cheaper to maintain over a 100-year period (at an average of £2,648 per 100 m² of floor space per year) than a house built in the 1980s (which would cost £3,686 for the same area). This is because of the greater quality and durability of the materials used in the construction of older houses, and the higher standards of their design and construction compared to some modern homes (English Heritage 2003).

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- 13.3 In addition, manufacture and disposal of uPVC can be hazardous. uPVC stands for unplasticised PolyVinyl Chloride. The manufacture of uPVC is an energy intensive process and there are associated environmental risks of oil extraction and global transportation. Around 57% of PVC's mass is chlorine, and the manufacturing process results in toxic by-products which have demonstrated hazards to health.
- 13.4 Although advances have been made in recycling upvc, a considerable amount currently still ends up as waste, to be incinerated or sent to landfill. Landfill of such a bulky inert product is a problem. Incineration is contentious, because of the potential for releasing harmful chemicals such as dioxins.
- 13.6 Timber is repairable, adaptable and durable. From well managed sources it is a sustainable, environmentally friendly resource. Independent certification by the Forestry Stewardship Council should be sought as proof of acceptable forestry practices. As long as care is also taken in the choice of preservatives, paints and stains, timber windows are the best environmental choice.
- 13.7 Modified softwoods appear to offer benefits usually associated with more expensive hardwood varieties. For example, Accoya® is a modified wood which claims to have properties that match or exceed those of the best tropical hardwoods and treated woods, yet is manufactured using fast growing softwood from sustainable sources. This is done by reacting the wood right through to the core with acetic anhydride, which comes from acetic acid (known as vinegar when in its dilute form). This treatment greatly reduces the ability of the wood to absorb water by 75% or more, making it much less likely to swell and warp, whilst improving its hardness without compromising its bending strength. This improves the life of paint and other coatings. It is also indigestible to a wide range of insects, and claims to last 50 years above ground.
- 13.8 Windows are, in effect, a building's eyes and often a building's most prominent feature. With slimmer frames than bulky uPVC windows, and sometimes with etched or stained glass, historic windows are one of the most significant components in determining a building's character and appearance.
- 13.9 For all of these reasons, owners of historic buildings, whether locally listed or not, are encouraged to retain existing timber windows, or replace failed uPVC windows with double glazed timber windows.

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14. Aluminium

- 14.1 Aluminium has very high embodied energy and is a non-renewable resource. However, it is recyclable which reduces its embodied energy, although the nature of some coatings can inhibit recycling – anodizing is preferable. If your building has metal windows which are beyond repair, or you wish to replace with double glazed units, slimline double glazed aluminium windows which are made with a high level of recycled material are an appropriate alternative.
- 14.2 Historic buildings usually had cast iron rainwater goods, and in many cases these have been replaced with uPVC. If your downpipes or gutters have been replaced with uPVC we would encourage you to consider cast aluminium replacements in the future. If your building still has cast iron rainwater goods these should be retained, and replaced with cast aluminium if they are deemed to be beyond repair.

15. Roofing materials

- 15.1 In Blackpool the majority of historic buildings originally had slate roofs, and in many cases these have been retained. Small red clay tiles, often known as Rosemary tiles, are also often found on historic buildings. Natural stone, which requires only minimal processing, has the lowest embodied energy of all the roofing materials. Slate has a layered fabric along which it is readily split, making it ideally suitable as a roofing material. It is capable of being split thinner than other natural roofing materials and, therefore, has greater coverage per unit weight than other choices. Although there is a large variation in the embodied carbon of natural roofing slates its embodied carbon value is at most 16% of that of other roofing materials.
- 15.2 The choice of slate is also very important. Some slates are known to fail within a few years of exposure on a roof. However, good quality slates, with the potential to last over a hundred years, are one of the best environmental choices for a roofing material. Good quality slate from any source can out-perform the original building. Reclaimed slate can be used if it can be traced to a reliable source, although using new slate for repairs and replacement work will also help keep UK quarries open. Imported slate will have higher embodied energy due to transportation.

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Contacts for further information

For more information on the Local List, or for advice on the repair of a locally listed building, please telephone the Built Heritage and Conservation team on 01253 476332 or email builtheritage@blackpool.gov.uk .

Contact address:

Built Heritage and Conservation
Blackpool Council
81 Central
77-81 Church Street
BLACKPOOL
FY1 1HU.

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APPENDIX

CRITERIA FOR SELECTION OF LOCALLY LISTED BUILDINGS

When the local listing process in Blackpool began, English Heritage (EH) was in the midst of drawing up a good practice guide for local listing. Draft pre-consultation guidance circulated in 2010 put forward suggested criteria for selection based on criteria used to determine suitability of heritage assets for statutory designation. Therefore, the criteria against which heritage assets in Blackpool were evaluated for inclusion on the local list were:

Age

- (a) Buildings surviving from the earliest phases of development (in Blackpool's case prior to 20th century) and early 20th suburban development, and surviving in anything like their original form. Superficial alterations which may be reversed in the future, e.g. reinstatement of timber windows, will not preclude inclusion on the list.

Rarity

- (a) Rare surviving examples of a particular type or form of building, material or style.

Aesthetic or design merit

- (a) Examples of a particular architectural style.
- (b) Use of quality materials and workmanship.
- (c) The work of a notable local architect

Group value

- (a) Groups which as a whole have a unified architectural or historic value to the local area.
- (b) Terraces, enclosing buildings (surrounding squares etc.), uniform rows etc.

Archaeological interest

- (a) Although archaeological finds across the borough to date have been scattered and few, they nevertheless indicate ancient settlements, and the possibility of future accidental finds should not be discounted. In addition, there is the possibility that some existing buildings have older foundations, perhaps as yet undiscovered. Where the presence of such archaeology is known, or suspected, to exist, the building will be included on the list. In all other cases, where planning applications for development in any part of the borough involve work below ground level, it is suggested that a condition be attached that archaeological finds should be notified to the Council for recording in situ, so the location can be added to the Heritage Environment Record.

Historical interest

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- (a) Historical association with a notable local person, event or key period of development.
- (b) Figures or events of national interest with a direct association
- (c) Where buildings have later alterations, if the change demonstrates key stages in the town's historical development and are clearly legible, the building will be included

Landmark status

- (a) Buildings which contribute significantly to townscape appearance e.g. pubs, churches, factories, cinemas, banks, etc.
- (b) Buildings that are a focal point of social or visual interest e.g. prominent corner sites.
- (c) Form a landmark, from within or from outside an area.

Social value

- (a) 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 historical development of the area.

Documentation

- (a) The significance of a local historic asset of any kind may be enhanced by a significant contemporary or historic record, although this criterion alone will probably not be sufficient to justify local listing.

English Heritage guidance suggests that heritage assets put forward for a local list need only meet a minimum of one of the criteria. However, wherever possible, candidates should meet at least two in order to ensure that the local list retains its value as a record of the most significant buildings and structures.

PROCESS FOR LOCAL LISTING

The local list was initiated by the findings of the historic townscape characterisation exercise undertaken by the Architectural History Practice in 2008/9, which identified buildings of local architectural and/or historic interest in those areas covered by the project. Since then historic pubs, schools, unlisted churches and libraries from across town have been recognised as building types being most at risk of demolition or unsympathetic alteration, and the decision was taken to extend the local list to cover the whole borough so that their special interest could be taken into account in

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planning decisions. Buildings such as dwellinghouses, which have been assessed under the foregoing criteria as having architectural and/or historic interest, have also been included.

Individual datasheets are prepared for each property outlining their special interest. These are assessed by an expert panel followed by a period of a minimum 28 days' public consultation and notification to owners. The list is submitted to the Planning Committee together with any representations for them to consider and make a recommendation for formal adoption. This recommendation is subsequently taken into account by the relevant Cabinet member when he makes the decision formally to adopt the list.

Should a building owner wish to appeal against the recommendation, a system has been established whereby the individual case may be independently reviewed by an officer from another authority. However, it must be made clear that local listing does not have the power of statutory designation. It does not prevent change and does not remove permitted development rights. It is hoped, therefore, that conferring local listed status to any building will be considered a source of pride to the owner.

Local listing, however, is not the end of the process but the beginning. Not only is it intended to raise awareness of the diversity and importance of local historic buildings, but it is also a means to ensure positive change, if change becomes necessary and unavoidable. Where a planning application is submitted to the Council for its alteration, extension or demolition, its locally listed status will be a material consideration so that its special interest is taken into account in any decision. This will mean, for example, referring to the good practice guide for advice on materials to be used. Ultimately, if it is decided that a locally listed building should be demolished, local listing will ensure that it will be recorded for posterity beforehand, and that its replacement will be of sufficiently high quality that it will continue to add interest and character to the locality.

Information about the local list is available on the Council's website and will form part of the Historic Environment Record (HER). This will be made available on a searchable database so that awareness of the richness and diversity of the local historic built environment can be made available to, and appreciated by, the general public. It will also be a resource for developers who are obliged to consult the HER as a precursor to submitting a planning application for a site.

The public will be able to nominate buildings for inclusion on the Local List via the Council website. Any nominations will be considered quarterly in the established manner.