



MANAGING CHANGE



THE BILL AND BEYOND CAMBRIDGE CASE STUDY

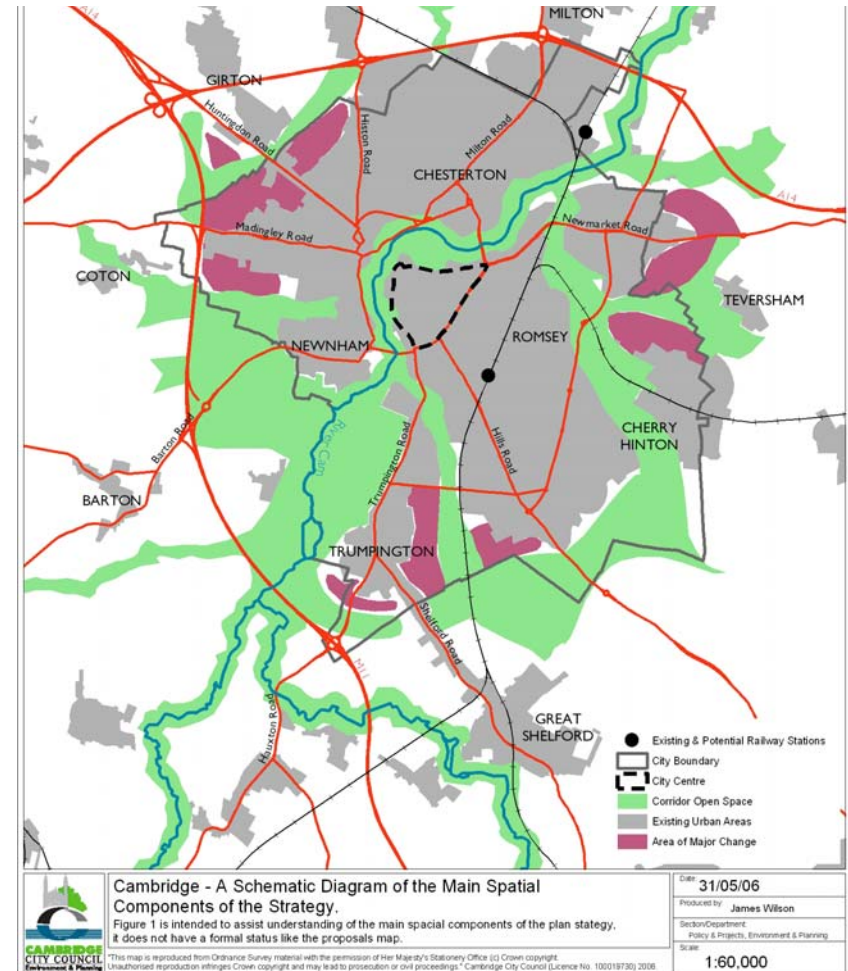
John Preston HISTORIC ENVIRONMENT MANAGER, CAMBRIDGE CITY COUNCIL

EDUCATION SECRETARY, IHBC



WHAT CITY?

- **Historic City**
- **Tourist City**
- 4.58 million in 2004
- **University City**
- 2 Universities
- **Growth City**
- to increase by 34-37%
- **Expensive City**
- **Crowded City**
- **Market Town!**





HERITAGE ASSETS - NATIONAL

Listed Buildings

779 list entries

61 at grade I

50 at grade II*

668 at grade II

1585 listed buildings

173 at grade I (10.9%)

59 II* (3.7%)

1354 II (85.4%)

5 Scheduled Ancient Monuments

11 Designated Historic Parks and
Gardens (3 II*, 8 II)





HERITAGE ASSETS - LOCAL

CONSERVATION AREAS

10, total area 709.5 ha

BUILDINGS OF LOCAL INTEREST 1000+

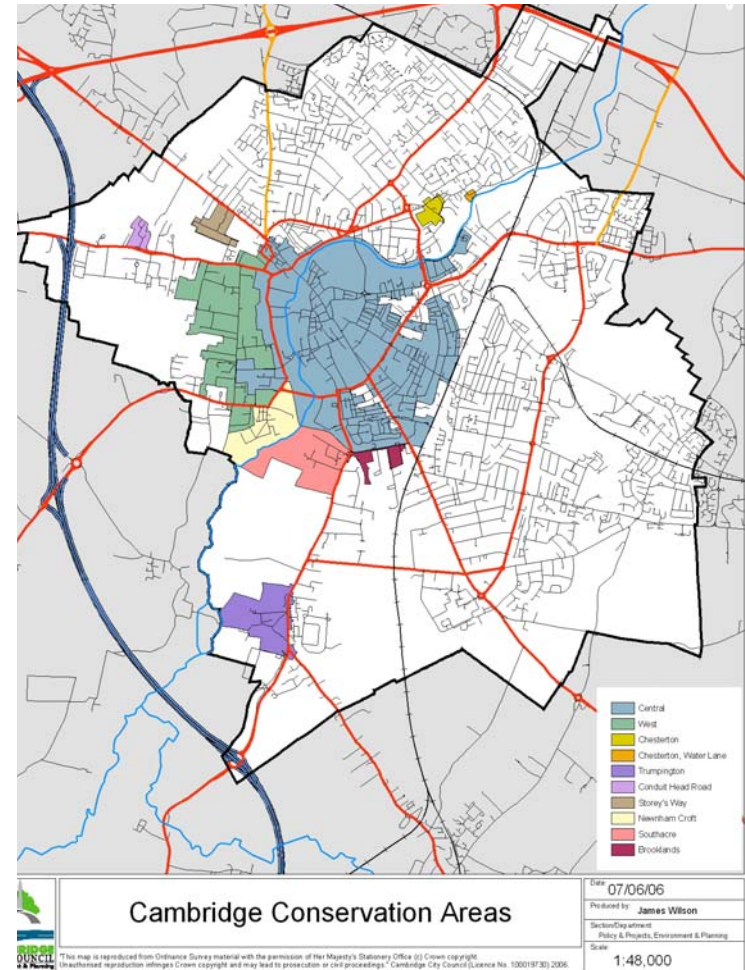
covered by Local Plan policy

(undesigned cultural landscapes)

Grantchester Meadows

Stourbridge Common

Lents and Mays course



Draft HP Bill doesn't protect cultural landscapes



PRESSURES / DEMANDS

GROWTH AREAS

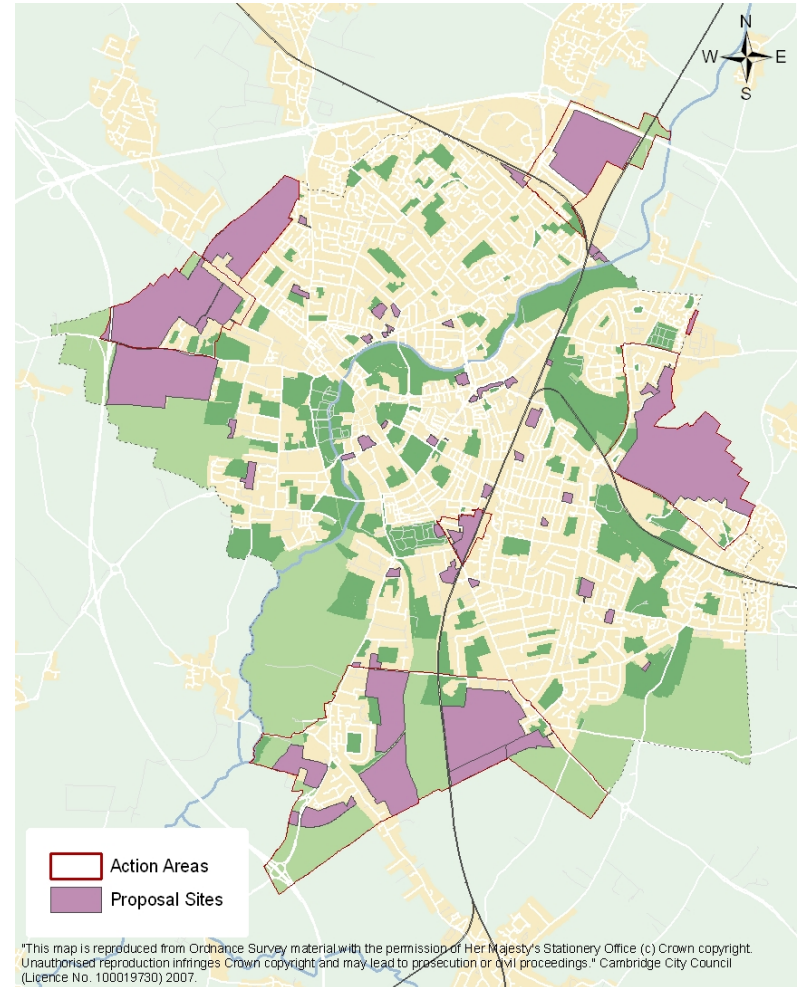
Environmental Capacity
Transport

BUILT-UP AREAS

CB1 / Station
Replacement of houses
with blocks of flats

CLIMATE CHANGE

Council policies
New buildings
Existing building stock



Capacity of Historic Environment for change?



SERVICE PLAN

MEDIUM TERM OBJECTIVES (Hist Env related objectives in bold)

1. Promote Cambridge as a sustainable city (but in purely environmental terms)
2. **Ensure that residents and other service users have an entirely positive experience of dealing with the Council**
(use of electronic systems NLIS, Customer Access)
3. **Seek to ensure effective community engagement in planning process**
(consultation processes, enforcement, reconciling conflicting legislation)
5. **Maintain a healthy safe and enjoyable city for all**
(reconcile conflicts between conservation, amenity and safety)
6. **Lead the growth of Cambridge to achieve attractive new neighbourhoods**
(LDF inputs - Core Strategy & SPDs; inputs to Development Control)
9. **Conserve protect and enhance the historic and natural environments**
(Promotion and grants; pro-active Conservation Area management; prompt statutory and advisory historic building service; input to public realm proposals; support corporate action on Building at Risk)

NEW RESOURCE BIDS HAVE TO BE RELATED TO CLIMATE CHANGE

Need to link HE to Climate Change agendas!



WORKLOAD

CONSERVATION TEAM WORKLOAD 2/10/ 2008

JKP JH SS KB

Corporate projects

Major apps / projects in bold

Deferred due to lack of resources

STRATEGY / POLICY	DEVELOPMENT CONTROL							EXTERNAL PROJECTS	CARE OF RESOURCE			PROMOTION
	PRE-APP	MAJOR	LB	CAC	PLN	AD	DOC					
Storeys Way CA	Mus of Tech	CB1	1071	1087	1072	1029	Grand	Guided Bus	Manage / Management	Unauth. Works	Advice	David Unwin
	Langdons	MASTERPLAN	1080	1269	1075	1144	Arcade	Stops + paving	Agreements etc	Complaints		Awards
	Hist Faculty	Station	1127		1102	1150	04/1095	Kings Parade lights		Repairs action etc		2009 awards
Mill Lane SPD	Trin Chapel	Demolitions	1136		1123	1167	05/0310					Best contribution
	Market	Silo	1137		1141	1275	05/0519	Jesus Green	Guildhall	Orchard St	Gargoyles	to street scene
CA review programme	Hostel	Square	1169		1145		07/1122	Coe Fen Cycle		Bharat Bhavan	St John's cupola etc etc	GRANTS
	Abbey	MSCP	1147		1148		08/0159	Paths	Backs Conservation Plan	Anstey Hall Farm		(50% spent)
Suburbs and Approaches	Church	SPECIAL	1184		1166		06/1080	Bishops Mill		Holy Trinity		Orchard St
	Brunswick School site	CTEE 15/10	1177		1174		Merton Hall	Sluice	<i>Review Open Spaces Conservation Plans</i>	WM		Trinity Conduit Head
HISTORIC ENVIRONMENT SPD	Magdalene	Trumpington	1241		1199		St Johns	Wayfinding HPR				
	St signage	Meadows	1259		1205							Historic Env Champion
	34 Storeys	design codes			1240			INTERNAL PROJECTS	Jesus Green Lottery Bid			
	Way				1261							Member Training
Brooklands CA boundary review	ARU site	NW Cambridge			1264			Customer Access / BPR	College Cons Plans			
	Old Maltings				1268							Talks to Area Ctees
	Prospect				1277			EDRMS				Officer Training
	Row				1281			NLIS data capture	DESIGNATION			
De Freville CA	Gt St Marys				1290			Info systems	Grove Lodge BLI (urgent)			Talks to College Bursars etc
	Judge Inst				1300			New Uniform Modules	Correct Stat List database (awaiting DCMS)			Disability Panel
Chesterton CA	6 belvoir terr				1317			Records + Archive Disposal	non-urgent BLI designations			
	66 Bridge St							Budget Round	Local Historic Gardens			
LDF Core Strategy	Grove Lodge							Recruitment / retention				
	Guildhall							Enforcement Concordat				
Historic Core + CCM Strategy	former Courts							CA Appraisals on Web				
Public Art strategy	D & C PANEL											
	Meeting 15/10											
	CB1 Special Panel											
	Meetings to be arranged											

Too much to do! How to balance front-line DC and pro-active?



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	Guildhall former Courts							Recruitment / retention	<i>non-urgent BLI designations</i>			
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	Meeting 15/10											
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	Meetings to be arranged											

Too much to do! How to balance front-line DC and pro-active?



STRATEGY/POLICY

Until 2007 STRUCTURE PLAN + LOCAL PLAN

- **SUPPLEMENTARY PLANNING GUIDANCE (SPGs)**
- Conservation Area Appraisals
- Shopfronts Design Guide
- Buildings of Local Interest
- **Conservation policies with force in appeals etc**

Now SUSTAINABLE COMMUNITY STRATEGY

- LDF - Cambridge Local Plan
- SUPPLEMENTARY PLANNING DOCUMENTS (SPDs)
- **No status for former SPGs, including all CA Appraisals**
- Historic Environment SPD will link Cons policies to LDF, but on hold due to lack of resources

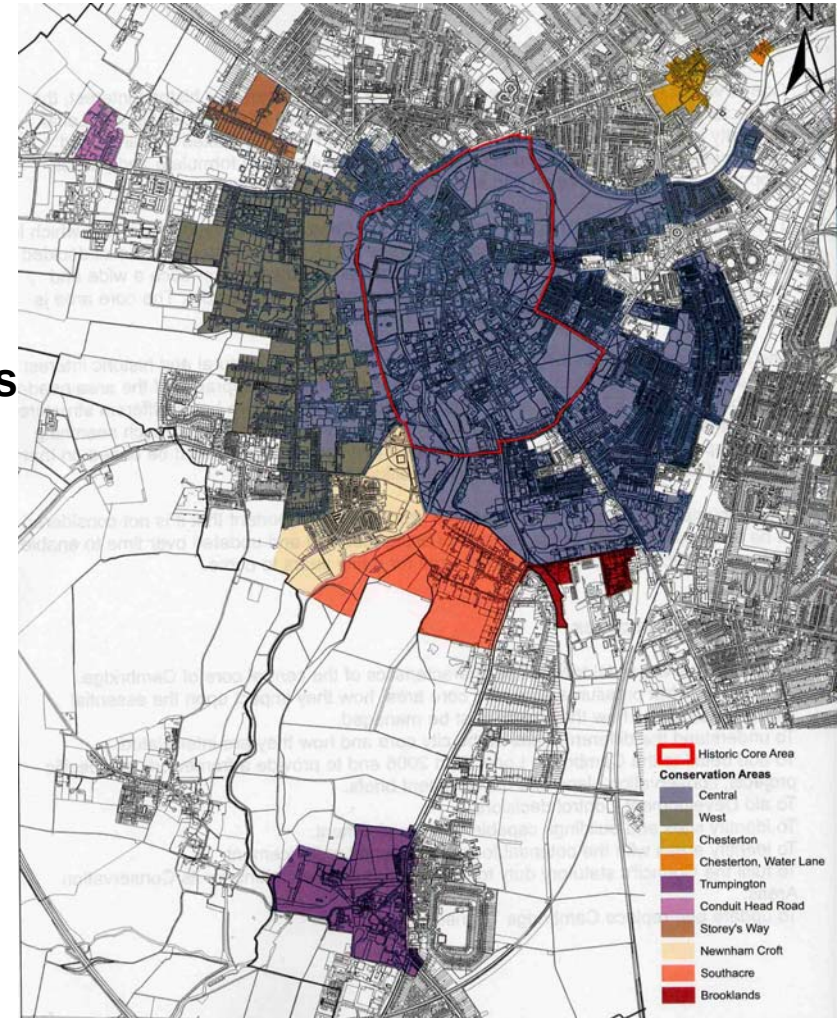
Joined-up Government long overdue!

- *LDF Evidence base requirements should include CA Appraisals*
- *Conservation Policies should have formal status within LDF*



CONSERVATION AREA APPRAISALS

- Conservation Areas
no 1 1969 & 1993
no 2 1972
- Cambridge Townscape 1971
- 60 % covered by Appraisals
- Kite 1996
- Trumpington 1998
- Mill Rd 1999
- Newnham Croft 1999
- Southacre 2000
- Brooklands 2002
- Station Area 2004
- Historic Core 2006
- Storeys Way 2008



- *How to resource the backlog of Appraisals?*



ENGAGEMENT AND ENHANCEMENT

- **Kite**
secured EH CAPS funding
- **Mill Road**
regeneration – unsuccessful HERS bid – local grant scheme - enhancements - tree planting scheme
- **Newnham Croft, Southacre, Brooklands, Storeys Way**
residents' survey work
- **Station Area**
part of area development framework
- **Historic Core**
major project covering 70+ streets



SCOPE

Spaces and uses as well as buildings

Identify enhancement scope

Duty (briefly) under BV 219

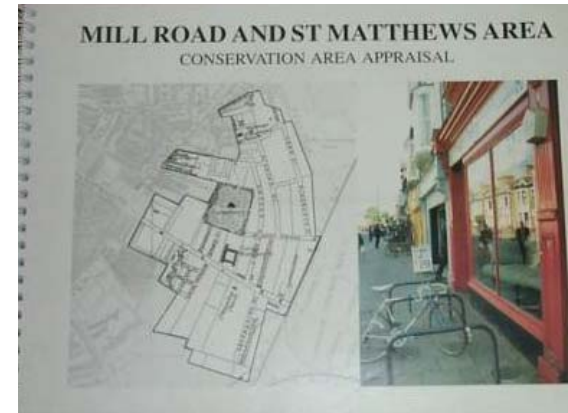
- proportion with Appraisal
- proportion up to date
- proportion with Management Plans

New Duty under HPB

With community and stakeholders

Conservation Plan approach

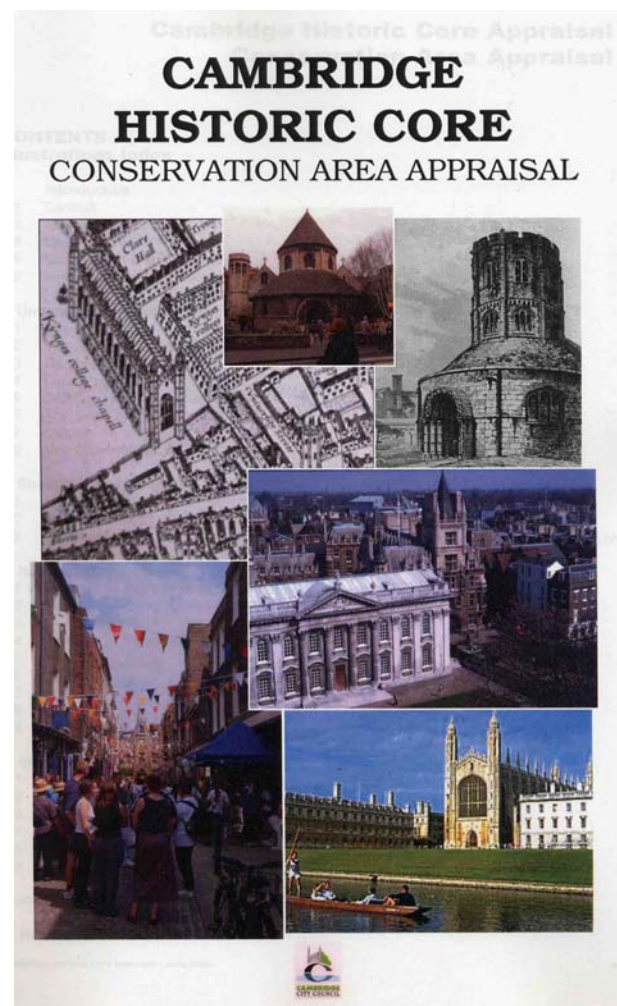
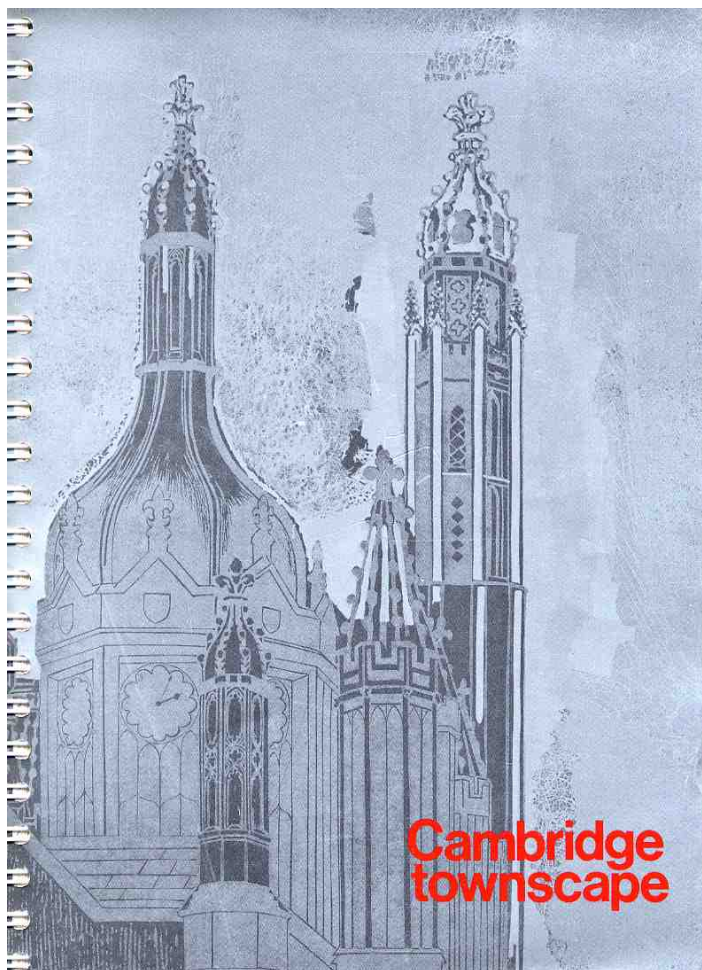
- significance
- vulnerability to change
- capacity for change
- management policies





HISTORIC CORE APPRAISAL

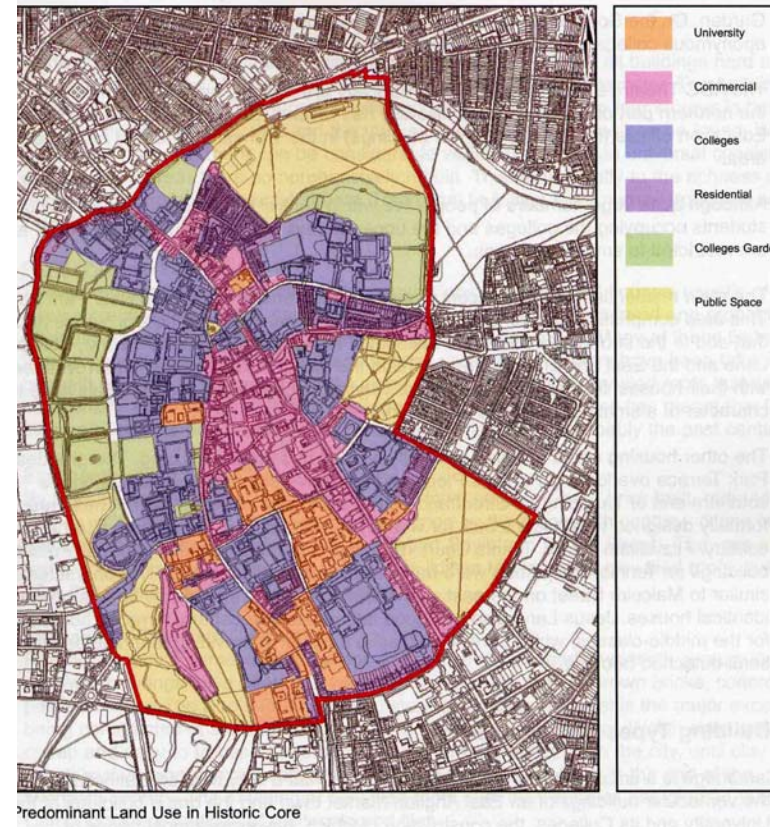
- Successor to CAMBRIDGE TOWNSCAPE 1971





HISTORIC CORE APPRAISAL

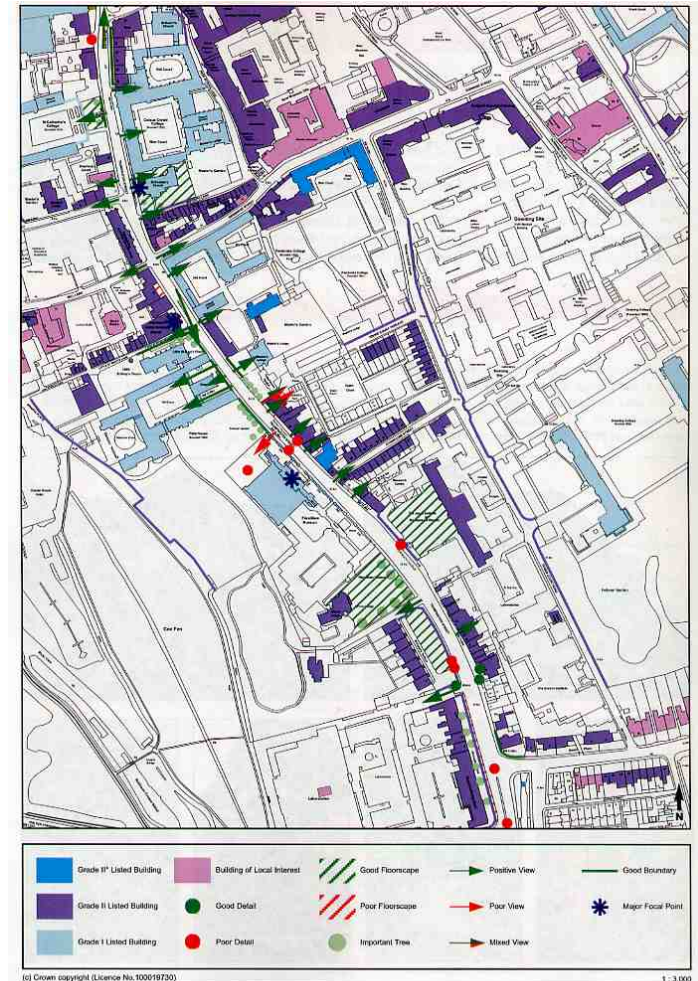
- **Huge and Complex Area**
- **Conservation Plan Approach**
 - Significance
 - Vulnerability
 - Capacity for change
 - Management policies
- **Land use as well as townscape**





HISTORIC CORE APPRAISAL

- Landscape structure
- Historical analysis
- “Cambridge dynamic”
- Land uses
- Building types and character
- Streets and spaces
- Street by Street analysis (76 streets)
- 4 levels of significance
- Key Management Issues
- Implementation policies cross-referenced to Local Plan





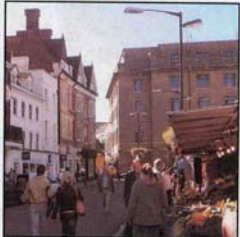
STREET ANALYSES

- General Overview
- Townscape Elements
- Streetscape enhancement
- Redevelopment Opportunities
- Archaeology / historic topography
- Gazetteer of buildings
- Colour coded according to significance
- <http://www.cambridge.gov.uk/ccm/content/policy-and-projects/cambridge-historic-core-appraisal.en>

Market Hill

The square has remained the vibrant heart of the city for at least 800 years.

The market has been at the centre of city life for centuries, though it did not adopt its current spacious form until the mid C19 when a block of houses that stood in the middle of the current market place was destroyed by a great fire in 1849 and a larger market was created and a central fountain installed. The name Market Hill comes from the old use of the word 'hill' to mean a meeting place - not raised ground! Today the market continues to be the thriving heart of the day-time city.



Market Hill - east side

SIGNIFICANCE - HIGH

General Overview

The square has remained the vibrant heart of the city and is popular with residents and visitors alike. It is effectively pedestrianised between 10am and 4pm as it is within the core traffic zone and is frequently used as the starting point for walking tours. Uses include retail, cafes, Local Government Offices, banks, student accommodation, church and general market.



Great St Mary's Church



Don Pasquale



Victorian Fountain



Victorian railings in market

Townscape Elements

- > Buildings on back of footpath, except on north side which generally have colonnaded ground floors.
- > Church set back behind railings and narrow shrubbery.
- > Space well enclosed by quite substantial buildings.
- > Views west towards King's College and the Senate House are very fine, but Lion Yard dominates views down Petty Cury and Guildhall Street.
- > Roofscapes disappointing on all but west side because of abundance of flat roofs and intrusion of rooftop plant.
- > Church and Barclays Bank tower add great interest to west side.
- > Soft landscaping provided by shrubs around church, some of which are quite substantial.
- > Good Victorian railings behind refuse skips are reminder of former underground toilets.

Streetscape Enhancement

The Victorian fountain in the centre is a sad shadow of its former glory and any enhancement scheme should attempt to raise its profile. The treatment of the road is important to the space.

24 Hour Economy

The major opportunity is to build upon the life and vibrancy of the market during the day and spread this into the night. The yellow umbrella and chairs and tables at Don Pasquale in the north east corner add vitality especially in the summer. The atmosphere changes after dark, however, and, to some, the square becomes intimidating. More leisure uses within the market and better street lighting may help. The present street lighting in the market is not particularly appropriate and has been replaced in a rather piece-meal manner over recent years.

Cambridge Historic Core Appraisal - June 2006

Market Hill - page 1 of 3



STREET ANALYSES

Trinity Lane

An atmospheric, historic street which originally led to the riverside wharves.

Trinity Lane is an ancient route that originally linked the old High Street (now Trinity Street) to the wharves along the River Cam. In the sixteenth century, the east-west leg of the lane was known as Find Silver Lane (or King's Childer Lane); the north-south leg was part of Mill Street which, before King's

College was built, continued through to what is now known as Queens' Lane. Trinity Lane has remained little altered for many centuries and is today well used by pedestrians and cyclists moving between the city centre and colleges and west Cambridge and the River Cam.



Trinity Lane - view to King's College

SIGNIFICANCE - VERY HIGH

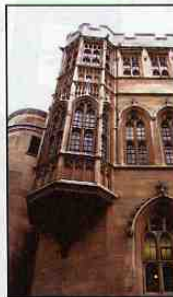
General Overview

Trinity Lane is an attractive lane of fine college buildings, well used by pedestrians and cyclists, and by vehicles as a delivery and access route to the colleges. These uses can, however, sometimes conflict and service vehicles can cause damage to the buildings.

The buildings lining the street are all occupied by Trinity, Gonville and Caius, Clare and King's Colleges, Trinity Hall and the university. The buildings are generally colleges with administration offices for the university.



View north along Trinity Lane



Old Schools



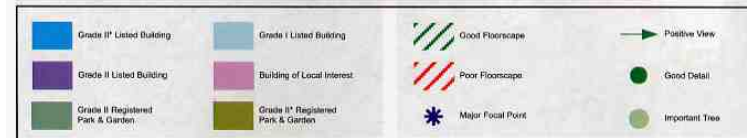
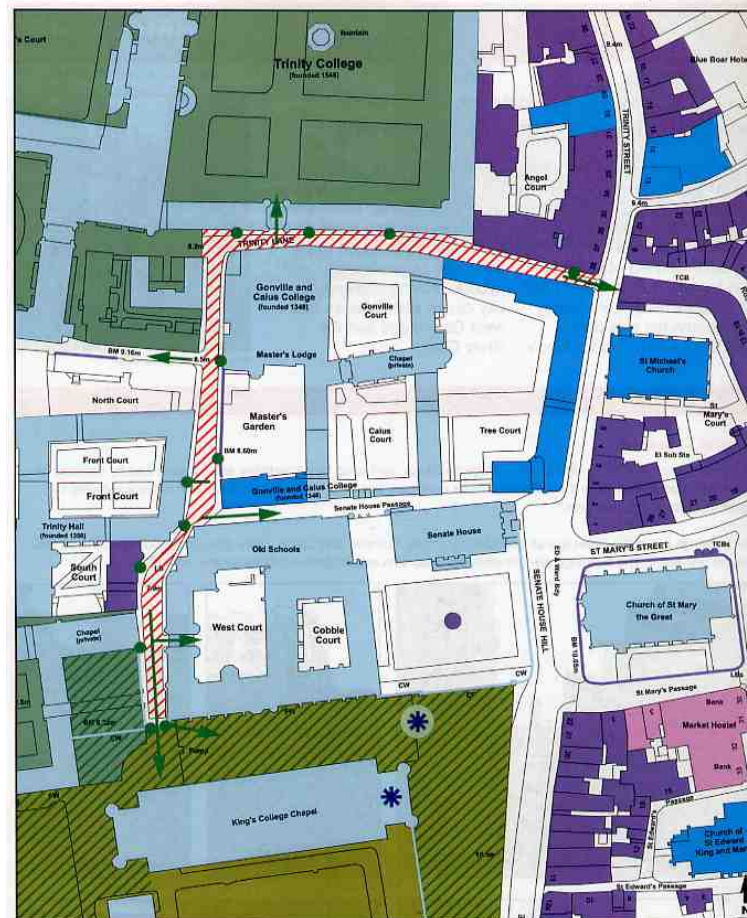
Gate to Clare College



View north along Trinity Lane



Trinity Lane Garden



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KEY MANAGEMENT ISSUES

ISSUE	POTENTIAL IMPACT ON HISTORIC CORE	IMPLEMENTATION & POLICIES
Retail		
Commercial		
University & Colleges		
Access & Traffic		
Tourism		
Housing		
Leisure		
Conservation Issues		



MAJOR APPLICATIONS - CB1



JUSTIFICATION FOR MAJOR CHANGE?

BALANCE between PRESERVATION and ENHANCEMENT?



AN INTEGRATED APPROACH

relies on
continuity of COs
problem-solving approach
relationships with clients



Jesus College kitchen upgrade and fire escape





DEV CONTROL - NOT JUST PLANNING

Building Regulations

Access

Energy Conservation

Climate Change

Environmental Health

Housing Standards



**Resolving conflicting requirements?
Get other regulators out of their
comfort zones BS7913:1998**



- Climate change implications for CAs and BLIs; need to work closely with Building Control and Housing Dept***



ACCESS ISSUES AND APPROACHES



Consultative Panel

Strategies

Some problems insoluble





CONSERVATION PLANS

Significance

Vulnerability

Capacity for Change

Management Policies

Proposals



2.1.21	Sessions Court	Original 1836 interior. Hardwood paneling, gilded rose of arms, large lavlight in ceiling plaster ceiling, original lighting, chandeliers, ornate plasterwork on walls now discoloured. Fine ornate staircase. Narrow staircase from cells below.	High	  Downstairs to Sessions Court
2.1.22	Old Police Court	Back in 1936 as a Police Court but partitioned off to form waiting room and offices. Lavlight: original fixtures and lighting remains (similar to Sessions Court) but new partition detracts from significance.	Medium	



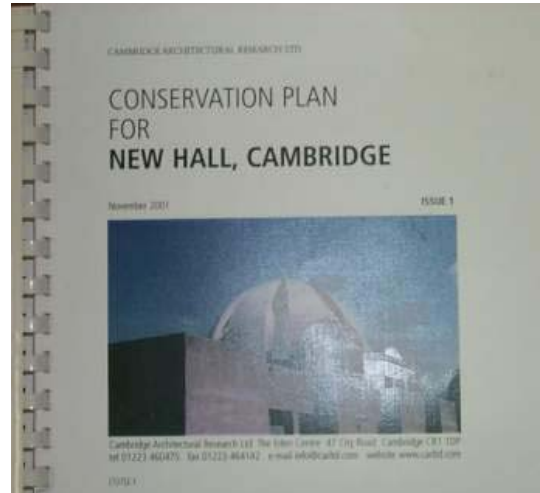
GUIDING DIFFICULT CHOICES

Design failures

What to change,
what to keep?

Informed owners

Good decisions!





CARE OF RESOURCE / ENFORCEMENT

Threatened Buildings
Redundant Buildings
Neglected Buildings



URGENT NEED TO REVIEW LB ENFORCEMENT!!!!



PROMOTING

Historic Environment Champion

Blue Plaques

Design Awards

Best new building

Best refurbishment

Best street scene

Most sustainable

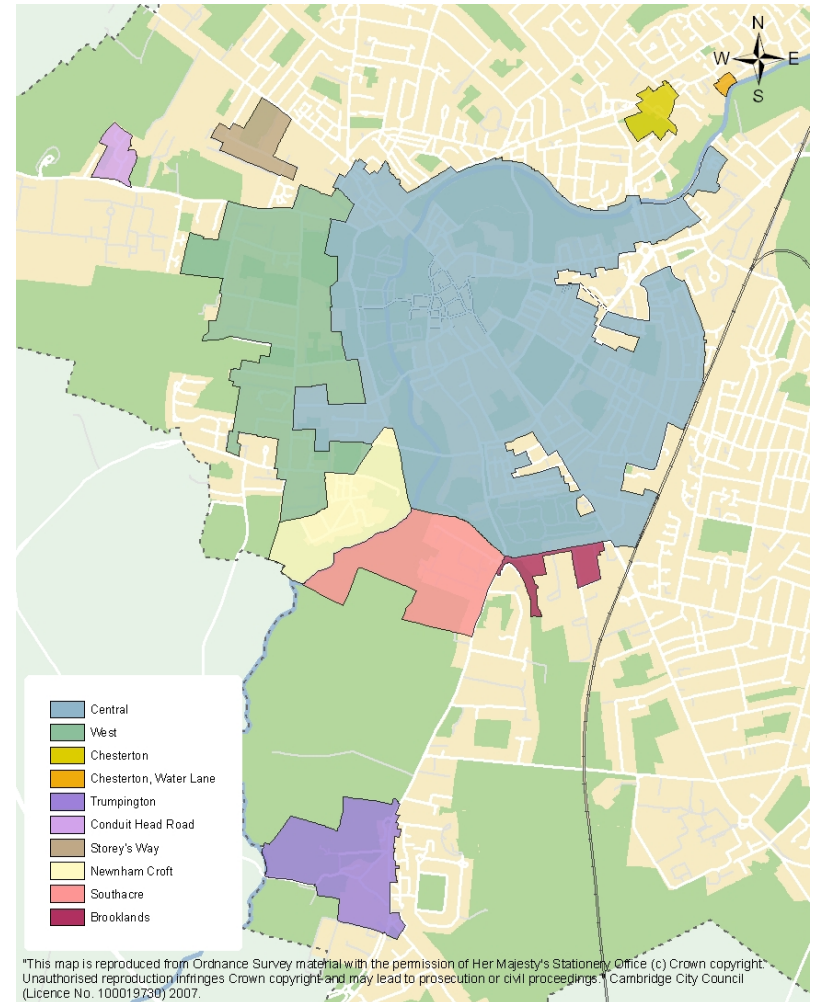


***Member training essential (Area Ctees) - no resources
Has to be first hand, real life, not web based***



MAKING SENSE AT THE SHARP END?

- Efforts to include Appraisals within **LDS**
- Cambridge Conservation Areas: **60 % by area** covered by Appraisals – but only **3** under 5 years old
- Demands for new Conservation Area designations
- Need to tie Appraisals to LDF
- Repeated bids for resources

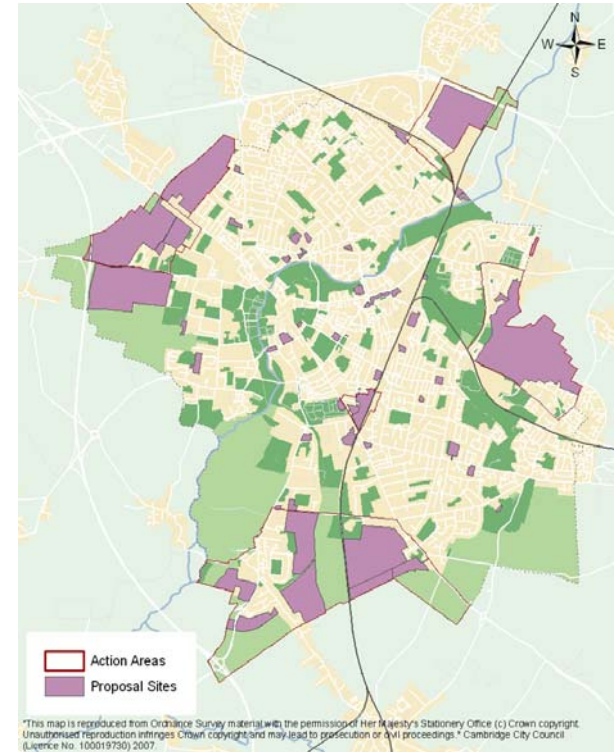




HISTORIC ENVIRONMENT SPD

DRAFT ISSUES AND OPTIONS

- **Sustainability**
- **cultural** as well as environmental ?
- BS 7913:1998
- **Climate Change**
- impacts
- mitigation measures
- **Growth**
- Direct and indirect impacts
- **Access / Equalities**
- Physical – workplaces / service providers / visitors
- Involvement / awareness
- Different communities in Cambridge





SUBURBS AND APPROACHES

**Replacement of
houses with flats**

**Pressure for CA
designations**

**Members forced to
act on conservation**

**£30K p.a. for 3
years for character
studies**



NIMBY SUCCESS?!.....



“THE MOST ETHNICALLY DIVERSE STREET IN ENGLAND”

MILL ROAD

**Vibrant community
fighting to keep
small shops and
multicultural
character -but only
half in Cons Area**



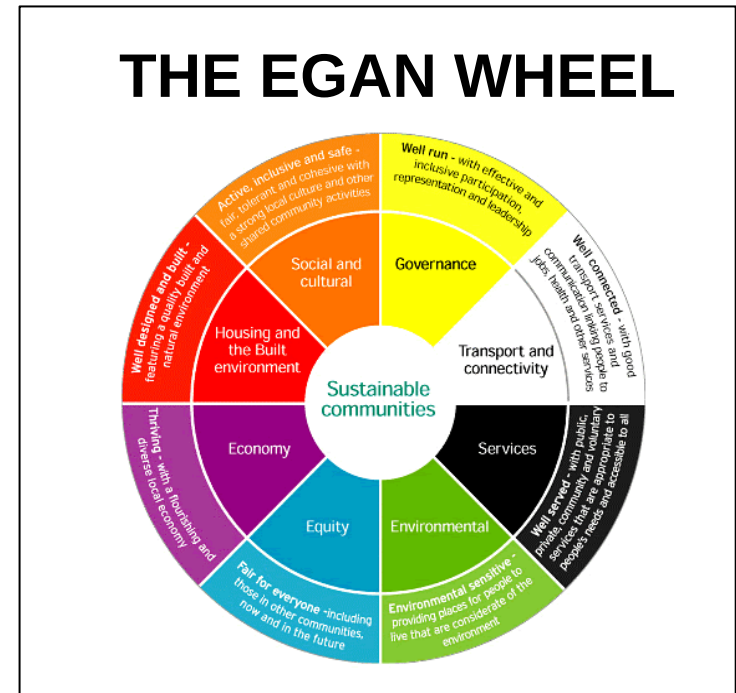
.....vs popular pressure???



RESOURCES

- Impacts of Govt focus on **new** (not existing) Sustainable Communities
- Resources to Growth areas
- Unsuccessful bids for Cons staff + projects (no PDG)
- Single Status impacts
- Recruitment / retention
- Age Employment regs
- Succession planning issues
- Turnover of planners
- Knowledge transfer issues

- *Incredible comments by DCMS / EH to Sel Ctee*
- *Coordinated Govt effort urgently needed*





SYSTEMS

IDOX Uniform

- Planning module
- B Control module
- LB module - not fully functional
- No module for archaeology!

Uniform and HBSMR not linked!

TLC / NLIS land charges

Accurate information on buildings **and curtilages** essential!

Aiming to get as much info on to web as possible

Customer access & EDRMS

Resource demands, major impacts, major problems

DCMS and CLG must act to join up systems!



INFORMATION MANAGEMENT

Putting as much info as possible on web

Problems with old appraisals

CUSTOMER ACCESS:

Caller: “Is my building listed”

Call centre adviser: “yes”

Caller: “what can I do with it?”

Call centre adviser: ?!?!?

“I’ll have to put you through to the conservation officer...”

Customer access unlikely to improve HE service - caller has to go through extra hassle to get to an answer!

Technical / practical advice is part of the service

Govt and LAs need to understand what a good service to HE customers involves !



UNIFIED REGISTER ISSUES

Digitised list of LBs
created 1999
EH disk of LBs unusable
Listings don't have maps
Need data as polygons

Curtilages

BLPUs - data compatibility?

How will new unified register
relate to existing listings



2 systems in parallel - for how long? Who pays?



HERITAGE PARTNERSHIP AGREEMENTS?

- Promoting Conservation Plans since 1999

- Kings College

- Unauthorised works to Grade I
- Prosecution threat
- Remedial works + Conference

- Key recommendation:

Owners to keep proper archives



**LISTED BUILDINGS
SEMINAR**

30 SEPTEMBER 1999

**A new approach to managing
historic buildings**

**KING'S COLLEGE
CAMBRIDGE**

**supported by
Cambridge City Council and
Taylor Vinters**

HPA pilots - but not archiving!

Bursars' Ctee unenthusiastic

HPA scope needs to be widened to include Building Control



BUILDINGS OF LOCAL INTEREST

Protection needed

2 good Schools
gone since 2002

No action from ODPM/CLG
on 2002 GPDO proposals
to require PP to demolish

Lists drawn up
and managed by
LPA

LDF policy

Building control

etc



Will BLIs outside Conservation Areas be protected?



HISTORIC ENVIRONMENT RECORDS

In 2 tier authorities, duty only on Counties??

Requirement to link into planning systems -

Who resolves incompatible systems?

Has this been costed and budgeted?

Cambridge situation:

- Need to link HBSMR and Uniform
- Attempting to set up joint project
- Not a priority for corporate ICT
- Now having to take charge of own data sets
- Major time demands, new skills needs, no resources

Interactions have to be managed at LPA level

HERs have to be partnerships



ARCHIVES

HARD COPY

Archives being lost - accelerated by EDRMS

Building Plan & Notice drawings

Planning records

Can't work without paper drawings

*can't compare 6+ A1 drawings on 2 monitor screens
and "you can't take a laptop up a ladder....."*

DIGITAL

Permanency of digital media + means of access?

Vulnerability to tampering

Vulnerability to technical failure

Essential to keep hard copies

WHY HASN'T HPR INCLUDED ARCHIVES ?!!!!



PLANNING POLICY GUIDANCE ETC

New PPS 15 - how much detail?

What supporting text?

Will it require recording - and in what form, and to what standard?

Heritage Partnership Agreements - Linkages to other control systems? What about records?

Need to think beyond Planning Controls

EH Conservation Principles won't help resolving regulatory conflicts - **updated BS7913:1998 would!**

Will the new PPS meet the needs??????



CONCLUSIONS

1. *The devil is in the detail - will the secondary measures achieve joined-up government?*
2. *“If there ain’t an indicator, it ain’t gonna happen”*
 - Buildings at Risk - scrapped by Egan
 - Conservation Areas (BV 219) - RIP
 - *Now no indicators for the Historic Environment!!!*
 - *No recording of HE related applications*
 - just NI 14: minimise unnecessary customer contact!
3. *HERS have to be partnerships*
4. *Govt must do as it says - “PUT THE HISTORIC ENVIRONMENT AT THE HEART OF PLANNING!”*

HPR won’t deliver without CLG commitment
Indicators needed to force LA commitment