

Rainhill I, II & III Conservation Area Management Plan

2008

Rainhill I, II & III Conservation Area Management Plan - Rainford I, II & III Conservation Area Management Plan

Contents

Page

1	1.0	Introduction
5	2.0	Proposals deriving from the Appraisal
20	3.0	Guidelines for New Development
26	4.0	Other Projects
31	5.0	Community Involvement
33	6.0	Delivery and Funding
35	7.0	Appendix 1

Rainhill I, II & III Conservation Area Management Plan - Rainford I, II & III Conservation Area Management Plan

1.0 Introduction

1.1 Introduction

The Council is required to prepare management plans for conservation areas in conjunction with the preparation of character appraisals. There is a statutory duty upon Local Authorities to periodically review conservation areas and to undertake proposals for their management and enhancement.

In addition, under Best Value, the Council is required to report to the Government (the Audit Commission) on an annual basis to advise upon what proportion of designated conservation areas have up to date character appraisals and management plans (up to date means 5 years old or less). This helps determine the extent of grants provided by the Government for the delivery of a better quality planning service (The Planning Delivery Grant).

Notwithstanding the statutory and financial justification, there is a strong 'stewardship' argument for the preparation of character appraisals and management plans. After all, these are our cherished places, which are an intrinsic part of our cultural heritage and therefore we all have a responsibility toward their upkeep.

St Helens Council, as the primary local agency for managing the historic built environment, has the resources and the authority to lead in this process. However, it requires the efforts of the entire community to ensure that this conservation area remains cherished and well managed. This management plan is an essential tool in that process.

1.2 Why prioritise Rainhill?

Rainhill was chosen for early review for a number of reasons:

- Rainhill's historic importance and the relevance of some of that history to recent anniversaries and commemorations.
- The fact that there has been no review since the area was designated in 1976.
- To halt the erosion of character of parts of the conservation area and bring into protection important areas that are currently vulnerable to damage.
- To integrate with other investment taking place in Rainhill so as to maximise outputs and create a critical mass for genuine, sustained enhancement.
- To increase awareness of the village's heritage and help encourage heritage based tourism.
- To help make Rainhill better for the community that live, work and spend time there.

1.3 Aims of the management plan

The management plan has been developed from the Rainhill Conservation Area Character Appraisal. The plan will set objectives for protecting and enhancing the conservation area and will seek to integrate conservation objectives with related objectives in other Council Strategies, especially those for the Arts, Cultural, Heritage, Tourism and Community Safety.

This management plan should be considered in conjunction with the Rainhill Character Appraisal and the St Helens Design Guidance SPD.

The key objectives arising from the character appraisal and having regard to the various associated strategies are as follows:

- To make people more aware of the importance of local heritage and to celebrate it for the benefit of the people who live, work, visit and spend time there.
- To provide a robust framework that will be a powerful agent in the consideration and implementation of changes within the area.
- To help provide robust guidance to preserve and enhance the special character of the area as identified in the character appraisal.
- To provide guidance for enhancements to the area, identifying key sites and providing a framework for managing that change.
- To set out the key statutory requirements for considering development in the area and to put in place monitoring and evaluation over the longer term.
- To set out required controls and procedures that will help reverse inappropriate change and provide surety for public investment in the longer term.
- To encourage regeneration through the protection and reuse of buildings and vacant/underused land and by resolving conflict between conservation objectives and inappropriate land use and activities.

1.4 Relationship to the Development Plan

Although the Council is in the process of preparing the next generation development plan, the Local Development Framework (LDF) this Management Plan will, for the foreseeable future, be linked to the saved policies of the St Helens Unitary Development Plan (UDP). The key policies are identified below:

1.0 Introduction

S7	Sustainable Development
ENV 23	Archaeology
ENV 24B	Development in Conservation Areas
ENV 25	Listed Buildings
GEN 2	Good Environments
GEN 4	Security and Crime Prevention
GEN 5	Design and layout of new housing
GEN12	Lighting and security apparatus
GEN 14	Backland and tandem developments
RET 6	Alterations and new shopfronts

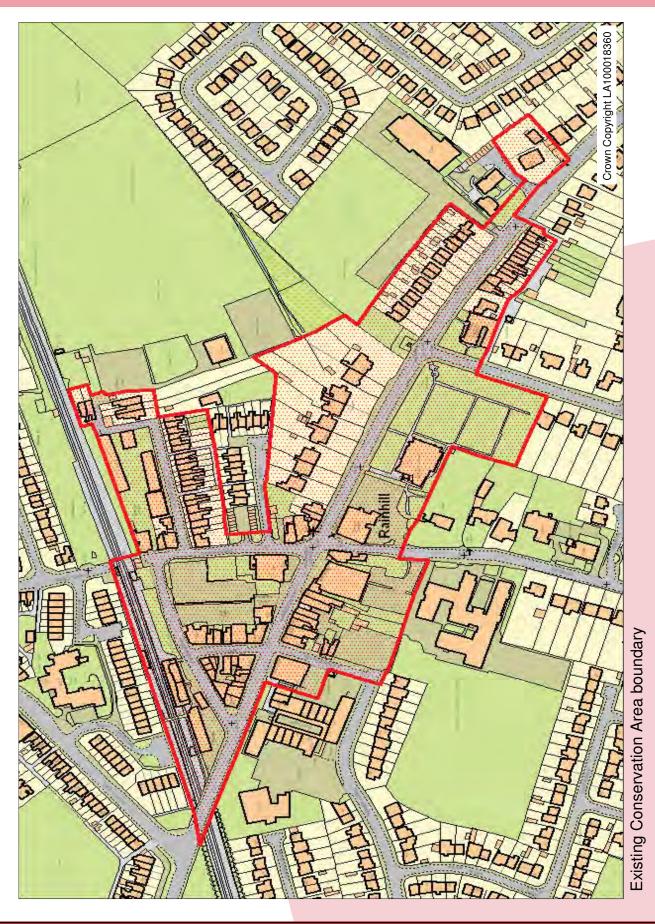
The Council is also in the process of preparing Borough wide design guidance, with the aim of improving the quality of design in the Borough by promoting a structured approach, focusing on process and achieving quality by meeting defined performance criteria. The guide makes reference to the programme of conservation area reviews and the need for character appraisals and management plans. It also provides guidance upon a variety of built heritage conservation issues across the document. It is the intention that the Design Guidance will be adopted as a Supplementary Planning Document (SPD), which is time-tabled for adoption by Autumn 2006.

1.5 Status of the management plan

Guidance from English Heritage on the status of management plans and appraisals within the new planning system sets out that in most instances they should not be prepared as SPDs. Therefore, there is no intention to adopt this plan or the character appraisal as a SPD. Instead they will form technical guidance to the Design Guidance SPD which in turn is linked to saved policies in the UDP and which, eventually, will link to the Core Strategy of the LDF. As such they will be a material consideration in the determination of planning applications.

The management plan will also be an important resource-planning tool for St Helens Council and for it's partner agencies/organisations. More information on programming and resources is provided in Part 6.

1.0 Introduction



2.0 Proposals deriving from the Appraisal

The Rainhill Conservation Area Character Appraisal has identified a number of issues that inform the content of the management proposals set out in this document. These are supplemented by some other issues arising from linked strategies and programmes that have relevance to the conservation area and which aim to deliver the objectives outlined previously. These other policies/proposals are set out in Part 3.

Issue 1: Amending the boundary

As the appraisal identifies, the area adjacent to the boundary of the conservation area invariably impacts upon it. Consequently, considering the position of the boundary is one of the key issues to take into account in preserving and enhancing the character of the area. If the area is badly defined then it can lead to areas of special interest being unprotected, whilst a degrading of the designation could arise if areas without special character are included.

As a consequence of the appraisal, it has been identified that there are currently arguments for both in relation to Rainhill.

1) Removal from the Conservation Area

The group of buildings 535 to 561 Warrington Road are currently within the conservation area. However, the appraisal considers that they should be excluded because the buildings themselves are relatively recent, built in the 1960s and they have been substantially altered and therefore do not contribute positively to the character or appearance of the area. However, these properties are bounded at the front by historic walling, which helps enclose the public realm and which maintains a positive contribution to the character of the area. Therefore, the appraisal recommends that the boundary be amended to exclude the properties themselves but retain the front boundary wall within the conservation area.

The Victoria works site on Victoria Street is also discussed for potential removal within the appraisal but is cautionary because of concern regarding the potential impact from future re-development of the site. The appraisal advocates that removal should occur only if there is a development brief in place.

The area currently detracts from the conservation area and it is pro-





Action 1

The boundary of the conservation area be amended to exclude the buildings 535 to 561 Warrington Road but to retain the front boundary wall within the designated conservation area. posed within this management plan to masterplan the station area. Provided that this site is included in that process there is no justification for it being retained in the conservation area.

2) Additions to the conservation area

The existing conservation area is focused on the village core and predominantly a specific type of building typology (largely back of pavement terraces and groupings of commercial premises), creating higher density and a finer urban grain. It is only on the eastern and southern periphery (Warrington and View Roads) where the character changes, arising from the occurrence of more monumental buildings (St Ann's Church and the St Anne's Centre (formerly the school)) combined with a greener, more spacious townscape character. These edges of the existing conservation area mark the transition into a different townscape character.

Immediately to the east along and off Warrington Road, this area comprises of more recent estate type development that has no intrinsic historic interest except for the retained stone walling that fronts onto Warrington Road. This in isolation is not considered worthy of inclusion within the conservation area but is considered worthy of specialist protection as a townscape feature in its own right. This is discussed more fully in the section on Article 4 Directions later.

However, slightly further east, to the south of Warrington Road, is a small enclave of early Edwardian development in Lawton Road that has survived significant intrusion and character loss from more recent developments. This area is considered vulnerable to change because the dwellings are set within relatively large plots and there are features such as walling that survives and which significantly enhance the special character and ambience of the street.

This modest area of townscape is considered worthy of protection because it reflects a specific phase in the evolution of Rainhill (the growth of Rainhill as a commuting settlement linked to the development of the Liverpool to Manchester Railway, whereby 'white collar' housing evolved on the periphery of the settlement).

However, extending the existing conservation area because of its segregation from the core by more recent development that is not of historic interest cannot readily incorporate it. Rather than attempt-

Action 2 The boundary of the conservation area to be amended to exclude the Victoria Works site. However, the site must be included within the proposed urban design framework/ masterplan for the Rainhill Station area.





ing to create an 'artificial' connection therefore, it is considered that this should be designated as a separate conservation area.

To the south, between View Road and St. James Road, lies a suburb of later Victorian and early Edwardian housing that evolved around an earlier phase of satellite development away from the village centre. It also has an important urban morphological character.

In townscape terms the area has a strong identity that sets it apart from the other parts of Rainhill. There are strong, channelled vistas within the area reinforced by trees and boundary walling that give the public realm a distinct character. Features such as ornamental gateposts further enhance this and glimpsed views of larger detached villas set back in substantial grounds.

Some of the historical properties have been lost to new development. Many of the properties have extensive grounds and there has been a trend in the recent past to intensify development that has interrupted the area's historic open grain and pattern of lower density. There has also been incremental erosion to the character of some buildings that remain as a consequence of unsympathetic repair, alteration and extension.

Whilst cumulatively these events have weakened the integrity of the area, it is considered possible to identify a significant area that is still considered special enough to warrant its protection as a conservation area.

In effect therefore there are three distinct character areas, and it is proposed that these be designated as three individual conservation areas, the existing with some boundary amendment and two entirely new conservation areas.

Issue 2: Enhancement & Regeneration

1) Buildings

The appraisal has identified several issues about the condition of buildings within different parts of the conservation area (state of disrepair, extent of alteration and vacancy). The appendices to the appraisal also include a basic property-by-property survey. It is eviAction 3 To designate a new conservation area incorporating Lawton Road.

Action 4

To designate a new conservation area incorporating the area between View Road and St James Road. dent that in some parts of the conservation area (and the other two areas proposed to be designated), the fabric is deteriorating.

From a regeneration and enhancement perspective it will be important to undertake a more rigorous survey relating to the condition of buildings and levels of vacancy.

The work already undertaken as part of the appraisal has identified buildings as being at potential risk from vacancy or disrepair. Consequently, it is proposed to undertake a condition survey of buildings and to establish levels of vacancy. An enhancement programme can then be devised to repair buildings and bring them back into use.

2) Vacant/underused sites

The appraisal has also identified a number of sites within the existing conservation area that detract from its character and appearance and which could be used to help revitalise and regenerate the area.

These are considered below:

a) Land off View Road

This vacant piece of land set behind a stone wall, adjoins the access and car park of the Somerfield Store. This site is very prominent in the views within View Road and its development would help create a stronger sense of enclosure on the northern side of the street.

b) Back land behind Warrington Road

This area is largely hidden from the main views within the conservation area. However, it is an area with the potential to increase the vitality of the village centre, to increase parking provision and to tidy up neglected backland areas behind the main shopping street.

This is the only remaining site of this type in the village centre and provides the opportunity to create additional niche retail, leisure (restaurant) and residential development to increase activity and add to the existing offer. Action 5 Undertake a condition/vacancy survey of buildings in the existing and proposed conservation areas.

Action 6 Establish a grants scheme for 'at risk buildings and proactively target buildings for re-use.

c) Victoria and Commercial Hotel car parks

Historically Houghton Street was a terraced street connecting the Warrington and Station Roads. This relatively highdensity pattern of buildings led to a more enclosed character in the centre of Rainhill that has in the recent past been drastically altered by the street's demolition. This has created a large expanse of open space right in the heart of the village. At present this is used as parking for the Victoria and Commercial Hotels.

Although this is a potentially useful facility, especially given the shortage of car parking in Rainhill, the area is relatively run down and detracts from the character and appearance of the area.

There is a need to consider the future of this area long term. Ideally it would be advantageous to regenerate at least part of this area to reduce the amount of open space. Whilst it isn't likely to be feasible to re-create Houghton Street, there is development potential on the Station Road frontage and the end of the new space created from the remaining small section of Houghton Street, to contain views from Warrington Road and give a more enclosed frontage to Station Road. For this reason this area should be included within the masterplan for the Station Road area, which is discussed more fully later.

In the shorter term there is a need to take advantage of the opportunity that this site presents in terms of provision of car parking to serve the Station and the town centre. This would also give added justification for undertaking enhancement of the area until the longer-term proposals take shape and are implemented.

d) The environs of Station Road (including Victoria works) The station is a very important building within the conservation area, so much so that it is proposed that it should be put forward for statutory listing (discussed later).

The unattractive setting around the station however, is a significant factor in determining the poor ambience of this part of the conservation area. It also significantly detracts from the setting of the Station itself. On one side a car repair busiAction 7

Investigate ownership of the site, any existing planning proposals and, if appropriate, prepare a development brief for the site (View Road).



Action 8 To investigate land ownership, any existing planning proposals and, if appropriate, prepare a development brief for the site (Warrington Road). ness operates within a poor quality modern building, which also entails vehicles spilling out onto Station Road. On the other side of the station is a piece of open ground that is used for vehicle storage. The whole street scene is dominated by vehicle related activity and this significantly undermines this area.

In addition to this the issue, the condition of the pub car parks, the poor condition of the station environs is the principal detractor within the conservation area. In the longer term therefore this issue needs to be resolved.

It will however, take a co-ordinated urban design approach to successfully manage the complex set of issues that relate to this area, which is beyond the scope of this management plan. Therefore, the management plan's role is to secure the shorter-term enhancements and set the context for preparing the urban design framework.

Issue 3: Public realm

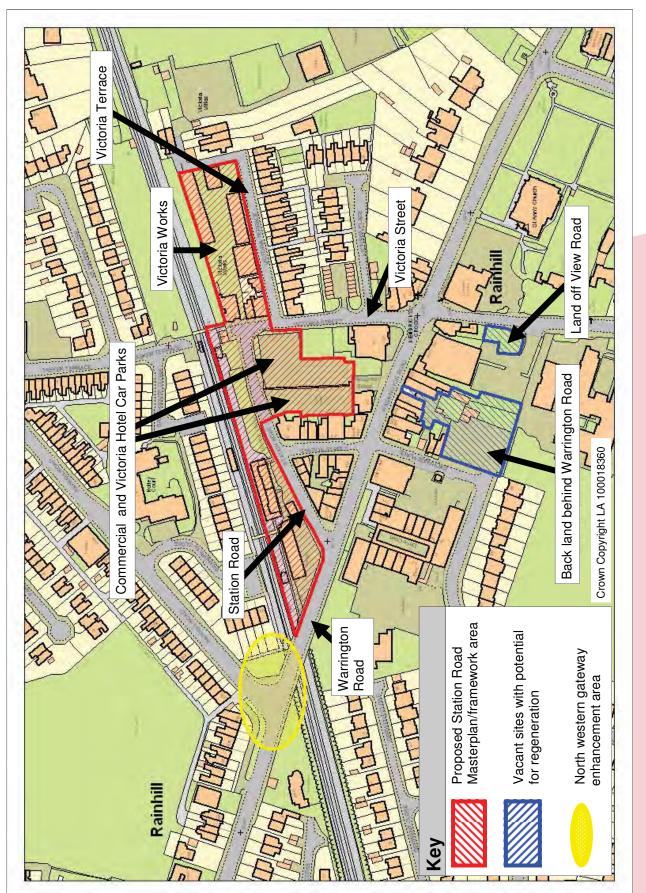
The public realm is made up of the space between buildings that people have ready access to (i.e. it is usually interpreted to exclude private curtilages). In other words, it is the aspect of the built environment that people have the strongest interaction with both physically and ephemerally. The quality of the public realm has a strong influence therefore upon our perceptions of specialness. This is perhaps even more important in relation to historic environments. Factors that are particularly important in the appreciation of the public realm include:

- hard and soft landscape elements
- streetscape and surfacing
- boundary enclosures
- street furniture and lighting (e.g. lamp stands and phone boxes)
- 'human scale' architectural detail (doorways, windows, shop fronts, balconies, finer detailing etc.)
- public art and other objects (e.g. Kendricks Cross)
- activities that influence perceptions of the public realm (e.g. uses, smells, noises etc.)

Action 9

To prepare details for the short term enhancements of the car parks and secure agreement with landowners/ Merseytravel for use to serve the station and town centre.

Action 10 To prepare an urban design masterplan for the Station Road area (including the pub car parks and Victoria works) involving landowners and the community.



2.0 Proposals deriving from the Appraisal

Proposed regeneration areas

Accessibility for all sectors of the community irrespective of their degree of physical capacity.

The quality of the public realm varies across the three character areas and there are particular issues specific to each. In general terms, there are areas where the public realm is quite good and areas where enhancement work has been implemented, but for many areas the quality of the public realm is simply not as good as it should be and is in need of significant enhancement.

Most significantly the village centre is the worst affected area in terms of the quality of public realm. The Council has embarked on a programme of streetscape enhancement along Warrington Road and in Station Street that is likely to continue to other areas of the current conservation area. These works have included enhancements to Houghton Street where a small public space has been created, with tree planting, lighting and a new piece of public art.

It is important that other opportunities for enhancing the public realm are realised. This issue is considered more fully on an area-by-area basis below.

The nighttime public realm of Rainhill could be further enhanced by a public lighting scheme for the village. Sympathetic accent lighting can help denote landmark buildings and spaces and help create a more welcoming and hospitable setting for activity after dark.

Issue 4: Signage and Visual Clutter

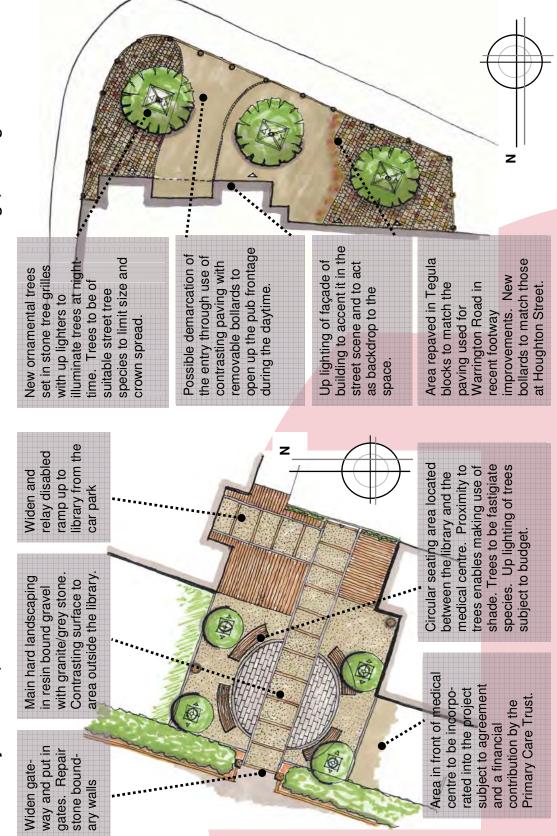
Although this isn't a significant problem for the conservation areas except for commercial signage on buildings in the centre of the village, it is important that the street environment is as clutter free as possible and that signage reflects the character of the conservation area

Signage

Advertisement consent is required for advertising and signage, but some forms of signage are granted 'deemed' consent by planning legislation. There are certain requirements and limitations in respect to deemed consent signage that, if exceeded, require a specific consent (express advertisement consent). Action 11 A public realm lighting strategy (including key buildings) should be developed and implemented for Rainhill.



The Library Forecourt, View Road



Sketch details for key public realm implementation projects

2.0 Proposals deriving from the Appraisal

In the village centre there are lots of examples of inappropriate or poorly designed signage that detract from the character of the area. Inappropriate signage usually arises where the signage results as a consequence of an over dominance of the frontage by the signage due to overall size, the size of letters/figures, the content and design, colours, lighting, materials and placement on the building (more usually as a combination of these). The cumulative effect of signage can also led to visual clutter.

Visual clutter can also arise as a result of the cumulative effects of activities in the public realm through highway signage, street furniture and apparatus. It may also be that some of this is redundant and could therefore be removed without consequence.

The more pleasing conservation area environments are usually devoid of clutter. Signage is usually relatively simple, of high quality and does not overly dominate the visual environment. Highway related signage and apparatus is usually kept to a minimum and of a design that is sympathetic to the character of the area, rather than of a standard, lesser quality design.

Often in conservation areas it is seen as good practice to undertake an audit of signage and potentially redundant apparatus in order to de-clutter and simplify the public realm.

Issue 5: Quality of frontages

The frontages of buildings and boundaries are important in defining the extent of the public realm and in giving an enhanced sense of special historic character. The degradation of historic frontages reduces both the historic and cultural value of an area and also can give the impression that an area is in decline, which has wider reaching social and economic consequences.

In all three of the character areas, frontages have been degraded to a greater or lesser extent and the degree of frontage intactness varies across each area.

It will be important to not only arrest this incremental erosion of character, but also, to secure reinstatement in key areas. A programme of targeted interventions to enhance frontages (buildings and boundaries) could be a positive means of demonstrating the



Action 12 Undertake a public realm and signage audit to identify whether highway signage could be reduced/enhanced and whether there is any redundant street furniture/ equipment that could be removed. benefits of positive conservation to the community.

An indication of the type and extent of frontage enhancement necessary for each area is shown on the maps relating to public realm issues. These can be summarised for each area as follows:

a) Village centre

- Improvements to shop and other business premises to replace unsympathetic shop fronts and other amendments and to address inappropriate signage/illumination
- Improvements to the frontages of residential properties including restoration of boundaries and restoration of historic architectural features/detailing
- Restoration and improvements to other boundary structures

b) View Road/St. James Road

- Improvements to the frontages of residential properties including restoration of boundaries and restoration of historic architectural features/detailing
- Restoration and improvements to other boundary structures

c) Lawton Road

- Improvements to the frontages of residential properties including restoration of boundaries and restoration of historic architectural features/detailing
- Restoration and improvements to other boundary structures

Issue 6: Street lighting, highways and utilities

The style of street lighting as a repetitive feature in street scenes can either enliven it or create an urbanised, sterile environment. This has been ably demonstrated in the George Street scheme in St Helens, where high quality new street lighting has become one of the most popular and striking elements of enhancement.





Action 13 A programme of frontage enhancements will be developed for each conservation area. It will be important to assess whether street lighting detracts from the character of conservation areas. Where it does, a programme for more sympathetic replacement should be devised to run in conjunction with the street lighting/highway maintenance programme. Rather than going for a pastiche approach it is recommended that a high quality, sympathetic but contemporary design is selected.

Highway design and treatment can also have a significant impact upon the setting of a conservation area. Overly engineered schemes, designed principally upon meeting highway standards can seriously detract from the character of conservation areas.

The sensitive choice of materials and detailing in highway works can contribute significantly toward reinforcing the sense of local distinctiveness of a conservation area. Where existing historic surfaces/detailing remain these should be reinstated and used as a cue for the design of highway based schemes.

Repaving works have recently been undertaken in the centre of Rainhill. Although not strictly authentic in terms of the historic character of the area, they are a significant improvement aesthetically upon the previous surfacing. Consequently, the programme of pavement enhancement in the village centre should be extended to other parts of this conservation area and prioritised to co-ordinate with other proposals in set out in the management plan.

Consequently, for all future highway/lighting works in these areas, a sensitive approach should be undertaken and developed in conjunction with the Design and Conservation Team.

The impact of the activities of the Utility companies is very visible in parts of the conservation areas. In order to secure long term enhancement it will be important that these companies are aware of and are sympathetic to the objectives for the conservation areas. Otherwise there is the real danger that enhancements to the public realm will very quickly be undermined.

Issue 7: Trees

Landscape features such as trees and hedges can be an important aspect of the character of conservation areas. The interaction between built and natural elements is a strong factor in defining character and creating a distinctive sense of place. Mature trees within Action 14 Work with the Engineering Division to co-ordinate the programme of streetscape enhancements in the centre of Rainhill with other priorities in this management plan.

Action 15

The design of highway and lighting schemes in the conservation areas should involve the Design and Conservation Team.

Action 16

Liase with the Utility Companies to raise awareness and coordinate the management plan and the utility programmes. conservation areas will often be of a significant age with historical and cultural associations for the community.

In Rainhill there is a contrast between the three character areas identified for protection. The central part of the village, the current conservation area, is sparsely vegetated. There are few trees in this area due to the density and form of building groupings. However, in the southern areas of View Road/St James Road the more open character has provided space for tree planting. This has resulted in a very green and leafy suburb dominated by vegetation. The trees in front gardens, contained by low walling, help to frame views in this area and give it a strong sense of character and distinctiveness.

Although not as landscape dominated, Lawton Road still has a mature landscape setting with trees and hedges in front gardens. However, the buildings make a stronger statement in this character area and front boundary walls have a more dominant role in containing views along the street.

Trees covered by Preservation Order

A large number of the trees in the View Road/St James Road area are protected by Tree Preservation Orders (TPOs). This provides strong protection for those trees that fall within the coverage of the orders.

Within conservation areas, trees not covered by TPO are still afforded protection. Property owners are required to give 6 weeks written notice of the works and this gives the Council the opportunity to instigate further protection (a TPO).

Issue 8: Planning controls and enforcement

The Planning legislation already provides limited additional controls in conservation areas. These relate principally to residential properties (by reducing permitted development rights) and protection of trees.

Conservation area designation and management can only be effective if the Council is prepared to support designation and enhancement initiatives by establishing robust planning controls to prevent



Action 17 Undertake a tree survey to assess the extent of coverage and to ensure that protected trees are in healthy condition.

Action 18

From the resultant survey develop a succession strategy to ensure that new trees are planted to replace those lost as a consequence of tree work (including pre-conservation area works). an erosion of character, resolve problem sites, control and enforce against inappropriate advertising and generally protect the special character of the area.

The positive use of planning controls alongside the use of incentive measures like grant schemes can be a very effective tool in preventing and reversing inappropriate change in conservation areas. It is also very important when there has been public investment in the fabric of the area.

A range of specialist planning controls is available to the Planning Authority. These are:

Article 4 Directions

Article 4 Directions remove permitted development rights for alterations to residential properties that would otherwise be permitted. In conservation areas they are a particularly useful tool in preventing piecemeal erosion of character arising from incremental alterations and changes to properties that otherwise would be outside of control.

Windows and doors are particularly susceptible to change and which, without Article 4 protection, would be permitted development.

In the absence of an Article 4, certain types of demolition are also permitted in conservation areas. Typically the loss of chimneys, removal of porches, breaches in boundary walls etc. all contribute to an erosion of character of an area.

The replacement of roofing materials and cladding/painting of properties is also a major threat to the character of an area. In many parts of the Rainhill conservation area original roofing on buildings has been removed and replaced with inferior quality materials, such as man made concrete tiles.

The issue of serving an Article 4 Direction is often controversial because of the added controls it places over householders and because of the potential for additional cost in terms of undertaking repairs/alterations. It will be important therefore to supplement this form of control with a grant scheme to assist householders in meeting additional costs. The issue of grants is considered later





Action 19 Prepare an Article 4 Direction for each conservation area. These will be tailored to the issues relevant to each individual area.

Advertisement Controls

Advertising is a significant issue for the centre of Rainhill. As discussed previously, the signage on some buildings detracts from the character of the area.

Some of the problematic signage has been granted advertisement consent by the Council, which is unfortunate, however, there are also examples of unauthorised signage within the conservation area. There are planning powers to discontinue consent for advertisements and to take enforcement action against unauthorised signage. As part of the works to enhance the conservation area an audit of signage needs to be undertaken. This should be a joint conservation and enforcement project to identify inappropriate signage and then develop a strategy to address it.

Section 215 notices

These notices can be served by the Council to require land and property owners to undertake work to tidy/repair land and buildings that are detrimental to public amenity.

This power enables Councils to take direct action where owners are unwilling/unable to affect the works themselves.

Whilst it is an action that is used fairly infrequently, it is an option to be considered in terms of protecting the character and appearance of conservation areas.

Whether or not this power is used will be largely dependent on the attitude and response of land and property owners to the proposals set out in this management plan.

Action 20 Undertake a signage audit in the Village Centre and devise a programme of action to secure removal of unauthorised/ inappropriate signage.

Action 21 Consider the use of Section 215 powers in relation to untidy sites/properties if negotiation with owners proves unsuccessful.

3.1 General issues

New buildings, alterations, extensions and repairs to buildings and structures within the conservation area need to be of high quality design and workmanship. It is important that the new development and work to existing elements within the conservation areas do not detract from their character and appearance. Ideally works within the conservation areas should aim to enhance their character.

The sensitive repair of existing features of the building should always be the starting point in considering work to properties. If repair is not appropriate then sympathetic replacement should be undertaken seeking to reflect the original detail in terms of style, materials and finished appearance.

In all instances, early discussion with the Conservation Officer would be advisable to ensure that proposals are well informed and appropriate. Submitted proposals must be compatible with the character of the conservation area.

Specific considerations are examined below in relation to the three different conservation areas:

1) The Village Centre

Key characteristics are:

- Predominantly mid to late 19th century origins, buildings are generally back of pavement or with small front curtilages defined by brick/stone walling.
- Buildings are generally grouped or in terraced form.
- Buildings are predominantly 2 storey with exceptional 3 storey (e.g. the Commercial Hotel).
- The principal conservation material is smooth faced red brick with slate roofing.
- There are several Sandstone buildings in the centre but these are keynote, higher status buildings.
- The detailing of buildings is generally simple with stone detailing above/below windows and doors.
- Some properties have stone bays with leaded roofing.

- Historically windows and doors would have been in timber. Doorways would have included fanlights in most instances.
- Historically rainwater goods would have been in cast iron.

i) New buildings and extensions

Whilst new development should not seek to mimic the prevailing Victorian design it should be responsive to the conservation area in terms of relationship to space, scale, form, materials and detailing. In particular, new development in this area should help re-inforce the grouping/terracing character of the area and help re-create a finer grain.

Modern materials will only be accepted where they form part of a coherent, high quality design that complements or enhances the prevailing character.

Extensions should be appropriate in scale character and detailing to the main building.

ii) Windows, doors and conservatories

Historically windows and doors would have been constructed in timber and painted (predominantly white). Consequently uPVC will be discouraged in the conservation area in favour of timber that is from a sustainably managed source. The windows should be painted white or another appropriate colour.

The general proportions and design of windows and doors should reflect the character of those that would have been traditional to the area, predominantly of a vertical sliding sash form. Doors should be constructed in timber, ideally with a fanlight above. This detail gives doorways added stature and interest and can provide additional natural light into lobby's and entrance halls.

Conservatories should be of an appropriate scale and design and should be constructed in appropriate materials. Whilst PVCu will be discouraged, high quality, contemporary design incorporating modern glazing and minimalist metal frames may be acceptable (e.g. Pilkingtons Planar glazed systems).

iii) Walling and other boundary treatments

Where walling is proposed it should be constructed in appropriate brick (or stone where applicable). The height and finishing of the wall, including the coping detail should be sympathetic to and take a lead from details in the surrounding area.

Metal railings are not a characteristic feature in this area and therefore this type of bound-

ary should only be considered for stand alone or high status sites or as a restoration where railings existed previously (e.g. on pre World War II properties).

iv) Shop fronts/signage

Generally shop fronts should be constructed in timber and reflect the principles set out in the St Helens Design Guidance SPD Part 3: Shopfronts. The key principles for which are:

- The design of the shop front incorporates a stallriser, pilasters, pediment and cornice to give depth and robustness.
- Fanlights should be incorporated to brake up the glazing.
- Colours should be from a pre-agreed palette.
- Signage should be of a scale and style appropriate to the building.
- Illuminated signage will only be appropriate if it is of high quality (internally illuminated box fascia signs and external swan neck lighting will not be appropriate).
- Signage should not be located above the fascia line.
- The size and design of projecting signage should reflect the design of the shopfront and associated fascia signage.
- Transfer signage on the glazing may be appropriate subject to the extent/ design.
- External roller shutters will be deterred except in exceptional circumstances (where permissible, external shutters will be of a lattice form with internal shutter housing).

2) View Road area

Key characteristics are:

- Predominantly larger detached buildings set within spacious plots. Deep frontages with properties set back from the road.
- Villa type properties with more ornate design and detailing.

- Predominantly brick but some properties in stucco. Historically buildings roofed mainly in slate
- Dressed stone detailing including portico entrances and bays
- Predominantly 2-storey but with some 21/2 and 3 storey properties
- Plots contain detached out buildings/garaging
- Front boundary walls, many in local Sandstone. Some with ornate gate piers
- Area dominated by its green character arising from mature tree planting and other vegetation

i) New buildings and extensions

The open, lower density character of this area leaves it prone to developers seeking higher density schemes. This has occurred in several locations where original houses have been demolished and the sites 'crammed' with new housing. This is leading to an erosion of the character of the area.

It is considered therefore that there should be a presumption against this form of development within the terms of Policy ENV 24B Development in conservation areas once this area is designated. Infill development within the sites of existing properties, such as back land type development should also be resisted, unless it can be accommodated without detriment to the character of the area.

There is no substantive reason why larger properties cannot be sub-divided and extended to provide multiple units provided that the intrinsic character of the building and plot are not affected. Indeed this may be a means to ensure a future for buildings under threat or in disrepair.

Whilst new development should not seek to mimic the prevailing Victorian/early Edwardian design, it should be responsive to the conservation area in terms of relationship to space, scale, form, materials and detailing. In particular, new development in this area should help to reinforce the 'villa suburb' character.

The character of this area lends itself to high quality contemporary architecture alongside the more traditional building forms and styles however, in order to be accepted it must be exemplary in all respects.

li) <u>Windows, timberwork, doors and conservatories</u>

The 'polite' architecture of this area is characterised by more lavish design and detailing.

Historically windows and doors would have been constructed in timber and painted (predominantly white for windows). Windows would mainly have been of a vertical sliding sash design.

PVCu will be discouraged in the conservation area in favour of timber that is from a sustainably managed source. The windows should be painted white or another appropriate colour.

The general proportions and design of windows and doors should reflect the character of those that would have been traditional to the area. Doors should be constructed in timber, ideally with a decent sized fanlight above. This detail gives a stronger entrance detail.

If a contemporary design is being advocated then the detailing needs to be an integral part of the architectural composition and design concept. Conservatories should be of an appropriate scale and design and should be constructed in appropriate materials. Whilst PVCu will be discouraged, high quality, contemporary design incorporating modern glazing and minimalist metal frames may be acceptable (e.g. Pilkingtons Planar glazed systems).

iii) <u>Walling and other boundary treatments</u>

Sandstone walling is a strong characteristic of the area and it is important that this is protected and enhanced where appropriate. Where walling is proposed, if the area is predominantly Sandstone, then it should be constructed in locally sourced Sandstone. The height and finishing of the wall, including the coping detail should be sympathetic to and take a lead from details in the surrounding area.

Ornate and imposing gateposts are an architectural characteristic of the area and should be encouraged as part of new walling schemes or as part of restoration projects.

Metal railings are not a characteristic feature in this area and therefore should be discouraged except when it is a restoration project.

3) Lawton Road

Key characteristics are:

- Properties set back from the road with small to intermediate front gardens
- Medium density area with properties set in relatively large plots
- Properties detached or semi detached, generally 2 storey
- Majority of buildings constructed in brick and of 20th century origin. Some buildings faced in render
- Substantial boundary walls and hedging define the edge of most plots
- Rising topography enhances view westwards from Warrington Road

4.0 Other projects

Alongside the historic environment conservation issues arising from the appraisal there several other related issues that need to be taken into consideration and built into this management plan.

1) Heritage interpretation

An important aspect of conservation work is making the historic environment accessible to the community. Built heritage is seen as a driving force for social and physical regeneration and for celebrating our cultural and community identity. The perception of the value and purpose of conservation has changed immeasurably since the time of the designation of the conservation area in 1976.

Despite the activities and best intentions of the Civic Society, the Rainhill Railway and Heritage Society and the Parish Council it is reasonable to presume that the general population of Rainhill are likely to unaware of the true extent and significance of the heritage that surrounds them. To the majority of the outside world these historical associations are even farther removed.

This 'lack of profile' is due in part to the physical condition of the existing conservation area, the fact that important historic areas have, until now, been unprotected (discussed previously) and the fact that this abundant history is not adequately celebrated or reflected in the fabric of the village.

Heritage trail

One of the Council's heritage and tourism priorities is to establish a heritage trail for the Borough.

The purpose of heritage trails is to combine physical activity and movement around an area with the identification of keynote historic locations. These are often linked with 'blue plaque' schemes where buildings/places with historic associations are denoted with a plaque on a wall with some basic information about that person/event.

In order to broaden the understanding of Rainhill's heritage, it is considered that a Heritage Trail should be devised that incorporates the three proposed conservation areas in conjunction with important sites outside of these areas. Action 22 To develop a heritage trail for Rainhill in conjunction with local heritage groups and schools. The heritage trail could be developed in partnership with the local heritage groups and with schools to increase the children's awareness of the history of the village.

Interpretation through public art and public realm

An appreciation of the history of Rainhill could be amplified through a coherent approach to public realm enhancement and public art interventions. It is important however that this doesn't descend into an ill conceived 'mish mash' of mock Victoriana. Public art and public realm should celebrate history but with a forward-looking perspective. The recent artwork commissioned for Houghton Street takes such an approach, commemorating the events of the historic Rainhill Trials in an 'of today' design combining a mixture of traditional and contemporary materials.

A partnership between the Planning, Arts and Libraries Services of the Council and the local civic/heritage groups could be established to develop and deliver a programme of public realm and public art enhancements that celebrate the history of Rainhill.

This could be linked with other forms of interpretation and celebration such as living history projects, community archaeology, electronic and multimedia interpretation and the organisation of cultural events aimed at drawing the community together by celebrating heritage and culture.

2) The Rainhill Trials Exhibition

The Rainhill Trials is a key historical event not only for Rainhill but also for the world. This revolutionising competition ushered in the age of the steam-engine train, the workhorse of the Victorian age. It is commemorated in an exhibition located in a railway carriage behind the library.

There are a number of issues relating to the exhibition that necessitate consideration of the future of the exhibition and which tie in with objectives and actions within this management plan:

- The exhibition is looking tired and needs refreshing.
- Accessibility is a significant issue.

Action 23

Work collaboratively with the local community to develop a managed programme of heritage interpretation/celebration and to make grant applications to the relevant funding bodies

- The location means that it is distanced from the railway, its logical home
- It relies on the goodwill of library staff for supervision
- Lack of publicity and so a limited range of visitors (usually school parties and railway enthusiasts)
- The accommodation is in poor condition and therefore exhibits could be at risk
- Its image and quality belies the significance of the subject matter
- The sense of arrival and the public realm at the library are poor

The Council has identified the Rainhill Trials exhibition as a key priority in the recently launched Heritage Strategy (2005). A feasibility study is going to be undertaken this year to consider these issues and provide a way forward for the exhibition. The exhibition has also been nominated as a key project for the submission of a Heritage Lottery funding bid.

3) Gateways into the area

It is important to create a strong sense of arrival in relation to the conservation areas, particularly the village centre. This helps form a positive impression of the place and helps to announce its historic significance.

There are two main gateways upon entry into the village centre, they are:

i) Approaching from the northwest

The Skew Bridge marks entry into the conservation area. There is rather an abrupt sense of arrival from this direction and the approach is marred by the quality of townscape in this area. A road junction dominates the area to the north of the bridge and there is a poorly used area of space immediately in front of the Skew Bridge (between Warrington Road). Action 24 To work collaboratively in the completion of the feasibility study for Trials exhibition and grant funding applications and the enhancement of the public realm at the library

Skew Bridge

The Bridge itself is very historic, being the first of its type (i.e. its skewed design). It is a Listed structure. Constructed in stonework, the bridge in its original condition would have made a fine gateway feature, but this has been undermined by adaptation that took place in the 1970s to accommodate a footway. This has resulted in a crude steel parapet, which detracts from the original form and finish of the structure. If this gateway is to be enhanced then this aspect of the bridge's appearance needs to be addressed.

Action 25 Devise and undertake alterations that address the negative aspects of the Bridge's appearance.

• The area immediately north of Skew Bridge

The townscape of this area needs to be improved to help give a better setting to Skew Bridge, enhance first impressions and to give an indication that the area being entered is significant. The open space is considered significant in helping to achieve this alongside works to improve the area around the junction. Initial ideas in relation to the open space are that this could be the location of a gateway art feature, perhaps mirrored on the other main entry into Rainhill. This could be complemented with a high quality-landscaping scheme. Other improvements could be to street furniture (street lighting, better highway railings) and continuing the repaving in Warrington road over the bridge.

ii) South-eastern gateway

The entry into Rainhill from the direction of junction 7 of the M62 gives a very different impression. From this direction there are stronger architectural and natural landscape cues that help signify that the area is historic and has character. However, this is quite subtle and there is an argument that the southern gateway could also benefit from an artwork that more strongly announces arrival at Rainhill – the home of the locomotive trials (presently this is accomplished by a sign).

As with the northern entrance, the artwork could be combined with a high quality landscape design. In terms of location, there are legitimate reasons why this should be at the entry into the village (the Stoops), rather than closer to the village centre (lack of an appropriAction 26 To develop and implement proposals to enhance the townscape north of Skew Bridge, possibly including a gateway public art feature.

Action 27

Explore potential to erect a gateway public art feature at the Rainhill Stoops entry and implement as part of a high quality landscape scheme. ate space being one such reason). This will need to be examined further.

In terms of entry into the village centre, the management approach would be best focussed upon protecting the character of historic built and natural elements such as stonewalling and mature trees. Special measures will be necessary where they fall outside of the conservation areas (Article 4s and TPOs). A succession strategy for tree planting should also be developed with landowners.

The public realm along Warrington Road could also be enhanced by continuing the repaying up to the proposed Lawton Road Conservation Area and by implementing a programme of street lighting replacement to complement that proposed in the conservation area.

N.B These artworks should be developed in conjunction with the wider 'interpretation through art and the public realm project' (discussed previously). Action 28

Protect existing historic structures and trees and implement a succession programme of tree planting in conjunction with landowners. Upgrade paving and street lighting as part of the highways programme.

5.0 Community Involvement

5.1 Community 'ownership'

For the conservation areas to thrive and their character to be protected and enhanced in the longer term it is important that all sectors of the community (the public, voluntary and civic groups, businesses, property/landowners and developers) be engaged in the management proposals and agree with the objectives and outcomes. Everyone has a responsibility to his or her heritage.

This in itself creates some tensions because the management proposals are not merely about maintaining the status quo. The character of Rainhill has been dramatically affected by past decisions and activities and current activities are still adversely impinging upon the historic built environment. This management plan is about redressing some of that impact so as to enhance the area's specialness and make it a more popular and pleasurable place for businesses, residents and visitors alike. But, this comes at a price. A number of tough decisions need to be made and some will disadvantage people as a consequence. This will necessitate commitment and determination, meaningful resources and establishing positive relationships between the community, the Council and other partner agencies/organisations to try and mitigate these impacts.

A major element of building trust is to be open and transparent in dealing with the issues and by keeping people informed of activities and progress.

5.2 Consultation and involvement

The Council is committed to meaningful community involvement in the proposals for Rainhill. A comprehensive consultation process has been taking place and in developing the proposals the views of the community have been sought and taken into account.

The Statement of Community Involvement for the Local Development Framework sets out the consultation considered appropriate in relation to Planning for the Borough. As a consequence, in the future, the Council is committed to fully involving the Rainhill community in developing the proposals set out in this Plan and to keeping it appraised of progress on a regular basis through a variety of mediums (the local media, community websites and newsletter, St Helens First, Council website, exhibitions etc.). Action 29 Ensure consultation techniques are in place to keep the community regularly informed and encourage community involvement in the development and delivery of projects. The Council also aims to form strong partnerships with local civic, heritage and community groups and the Parish Council who will all be an additional outlet for keeping the community informed of progress and involving them in decision making. Action 30 Produce conservation area advisory leaflets to help inform land and property owners etc. of the constraints and opportunities that apply in the conservation area.

6.0 Delivery and Funding

6.1 Delivery plan

A delivery plan has been devised based upon the actions outlined in this report (see Appendix 1).

It is based on the premise that the programme will entail short, medium and long-term projects. Short -term projects would aim to be delivered within 18 months; medium-term within 5 years and longerterm would be over 5 years.

The delivery plan is a notional one at this stage, as commitments in relation to most of the funding have not been secured. Funding availability will also be dependent on the success of grant applications to various funding bodies. This is discussed more fully below.

Also, discussions with landowner's etc. need to be undertaken and agreements reached before definitive timetables can be given. Therefore the delivery plan and timetable can only be indicative at present, but with the aim of giving some structure and coherency to the programme of initiatives arising from this management plan. As the project proceeds the delivery plan will evolve and be firmed up. Action 31 To undertake regular review of the delivery plan in the light of progress and emerging circumstances and to set up a delivery steering group to oversee implementation.

6.2 Funding

The Council has already committed a significant amount of money (2005/6) to kick starting the process of enhancement in Rainhill. Bids for additional funding through to 2010/11 have been submitted and are presently being considered.

It is inevitable with a programme of this size and nature that not all of the funding will be derived from the Council. As a consequence, the Council will actively seek funding from other sources to match the funding that it is able to commit to the management proposals in Rainhill.

Although a detailed funding search has not been undertaken, several possible sources are being considered to supplement the Council investment. These include the Heritage Lottery Fund, English Heritage Conservation Partnership Schemes and Arts Council Funding. The Council will also be looking for partners helping in the delivering of proposals to assist where possible in contributions toward those specific elements. In addition, it will seek to integrate the management proposals into its existing work programmes so that resources are targeted and prioritised towards its objectives.

An early requirement will be to undertake a much more comprehensive trawl of funding opportunities and grant streams, utilising both in house and partner knowledge, to more accurately target funding opportunities. Action 32 To work with partners to undertake a comprehensive appraisal of funding opportunities in relation to the proposals and to identify delivery partners.

Appendix 1

Action & description	Short term	Me- dium term	Long term	Imple- mented by	Funding from	Notes/comments
1 Remove 535-561 Warrington Rd from CA but retain front boundary wall				SHC	N/A	Statutory process to be followed
2 Remove Victoria works from CA				SHC,	N/A	Statutory process to be followed
3 Designate new CA incorporating Lawton Rd				SHC,	N/A	Statutory process to be followed
4 Designate new CA incorporating View Rd/St. James Rd				SHC	N/A	Statutory process to be followed
5 Undertake condition/vacancy survey				SHC, RCS	SHC	May require Structural Engineers input
6 Establish a grants scheme for at risk buildings				SHC	SHC, EH	Part of CA partnership Scheme
7 Investigate site history/ownership and prepare development brief for va- cant site on View Rd				SHC	N/A	Site may already have development proposals in place
8 Investigate site history/ownership and prepare development brief for site behind Warrington Road				SHC, LLO		Site may already have development proposals in place
9 To prepare details for short term enhancements of car parks and se- cure agreement for use as parking to serve station/town centre				SHC, MT, LLO	SHC, MT	Early indications form MT that this could be supported in principle
10 To prepare and implement an urban design Masterplan for the Station Road Area				SHC, RPC, LLO, RCS, RRHS, MT, EH, RHT	SHC, EH, LO, MT, NR, RHT	Consultant urban De- signer may need to be appointed
11 Public realm lighting strategy should be developed and implemented				SHC, MT, RPC, RCS, RRHS	SHC, EH, PC	Lighting of key buildings, features in village centre
12 Undertake a public realm and sign- age audit (highway signs)				SHC	SHC	Joint highways and Conservation Team project
13 Develop a programme of frontage enhancements				SHC, LO, EH, PC, CC	SHC, EH	Part of CA partnership Scheme
14 Co-ordinate streetscape enhance- ments				SHC	SHC	Part of annual street- scape programme
15 The design of highway/lighting schemes to be prepared jointly by En- gineers and Conservation				SHC	SHC	Part of annual street- scape programme and conservation led public realm enhancements
16 Liase with utility companies to co- ordinate works				SHC/UC	SHC	Needs to be done early on and maintained into the future
17 Undertake a tree survey to assess extent of TPOs and tree health				SHC	SHC	May require consultancy input
18 Develop a succession strategy for tree planting				SHC, LO	SHC	May require consultancy input
19 Prepare an Article 4 direction for each CA				SHC	SHC	Statutory process to be followed

SHC – St Helens Council, MT – Mersey Travel, LLO – Local landowner, RPC - Rainhill PC, RCS – Rainhill Civic Society, RRHS – Rainhill Railway heritage Society, NR - Network Rail, PCT – Primary Care Trust , EH – English Heritage

Appendix 1

Action & description	Short	Me-	Long	Imple-	Funding	Notes/comments
Action & description	term	dium term	term	mented by	from	Notes/connents
00 Linderteke e eignege eudit		lenn				Joint Conservation and
20 Undertake a signage audit				SHC, PC	SHC	enforcement initiative
21 Consider the use of Section 215 powers for untidy sites/ properties				SHC, PC	SHC	Statutory process to be followed. Joint conserva- tion and enforcement initia- tive
22 Develop a heritage trail				SHC, RPC, RCS, RRHS, LS	SHC, HLF, EH, PC	Part of broader heritage interpretation project in- volving Libraries and Arts Teams
23 Develop a managed pro- gramme of heritage interpreta- tion				SHC, RPC, RCS, RRHS, LS	SHC, HLF, EH, PC	Part of heritage interpreta- tion project involving Librar- ies and Arts Teams
24 Work collaboratively on feasi- bility study for the Trials exhibi- tion and developing proposals for the library public realm				SHC, RPC, RCS, RRHS, RHT, LS	SHC, HLF, EH, PC, RHT	
25 Prepare and undertake altera- tions to Skew Bridge				SHC, RPC, RCS RRHS, RHT, MT, NR, EH	SHC, RHT, MT, NR, EH	Ideally works would be to clad in Stone but may have to think of an alternative if costs prohibitive or techni- cally not possible
26 Develop and implement pro- posals to enhance townscape west of Skew Bridge including gateway art feature				SHC, RPC, RCS RRHS, LS	SHC, HLF, EH, AC	Part of wider public realm initiative
27 Explore potential of gateway art feature at Rainhill Stoops				SHC, RPC, RCS RRHS, LS	SHC, HLF, AC	Part of wider public realm initiative
28 Protect existing historic struc- tures and trees and implement a succession programme of street planting. Upgrade pav- ing and street lighting as part of highways programme				SHC, LLO, PC	SHC, EH	Protecting/enhancing exist- ing eastern gateway into village centre
29 Ensure consultation tech- niques in place and promote community involvement. Regu- larly update community				SHC, RPC, RCS, RRHS	SHC, RPC, RCS	Primarily the responsibility of the Council but partners also involved in ensuring community involvement
30 Produce conservation area advisory material				SHC, RPC, RCS, RRHS	SHC, RPC, EH	Primarily the responsibility of the Council but partners also involved
31 Regular review of delivery plan and set up a delivery group				SHC, RPC, RCS, RRHS	SHC	Delivery group made up representatives from local community and other stakeholders
32 Undertake appraisal of funding				SHC, RPC, RCS RRHS, RHT, MT, NR, EH	SHC	Led by council but involving other stakeholders



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