Supplementary Planning Document

Heritage SPD: main document

Draft for EPH Committee

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# Contents

## Foreword

### 1.0 Introduction

1.1 Overview

1.2 The built heritage of Basingstoke and Deane and its importance

1.3 Types of heritage asset

### 2.0 Context

2.1 The Council Plan

2.2 The Development Plan

2.3 Key definitions

2.4 Legislation

2.5 The National Planning Policy Framework

2.6 The Heritage SPD

### 3.0 Listed buildings

3.1 The national register

3.2 Criteria for listing and the listing process

3.3 Control of works to listed buildings, including emergency works

3.4 The extent of protection afforded by listing

3.5 Penalties for failing to obtain listed building consent

3.6 Works to listed buildings: principles

3.7 Changes of use of listed buildings: principles

### 4.0 Conservation areas

4.1 Overview

4.2 Character and appearance

4.3 Notable structures

4.4 Control of development in conservation areas: general

4.5 Control of development in conservation areas: demolitions

4.6 Control of development in conservation areas: Article 4 directions

4.7 Control of advertisements in conservation areas

4.8 Control of works to trees in conservation areas

4.9 Development in conservation areas: principles

### 5.0 Other designated heritage assets

5.1 Overview

5.2 The Register of Parks and Gardens

5.3 Development within a landscape on the Register of Parks and Gardens: principles
6.0 Non-designated heritage assets 33
6.1 Overview 33
6.2 The local list 34
6.3 Development relating to locally-listed buildings: principles 35
6.4 The Hampshire Register of Parks and Gardens 36
6.5 Development within locally-listed landscapes: principles 37

7.0 Development within the setting of heritage assets 37
7.1 Overview 37
7.2 Legislation, policy and guidance 38
7.3 Development within the setting of heritage assets: principles 39

8.0 Heritage at risk 42
8.1 Overview 42
8.2 Registers of heritage at risk 42

9.0 Archaeology 43
9.1 Overview 43
9.2 Scheduled monuments 43
9.3 Protection of non-designated heritage assets of archaeological interest 44
9.4 Development which has the potential to impact on archaeology: principles 44

10.0 Heritage and green infrastructure 46
10.1 Preserving the significance of heritage assets and the ability to appreciate that significance through green infrastructure: principles 46

11.0 Biodiversity and historic buildings 47
11.1 Responsibilities 47
11.2 Policy and guidance 47

12.0 Energy efficiency and historic buildings 49
12.1 The whole life approach to energy consumption of buildings 49
12.2 Improving the energy efficiency of old buildings 49
12.3 Building Regulations: the conservation of fuel and power 50

13.0 Making an application for planning permission for works affecting a heritage asset or for listed building consent 53
13.1 Overview 53
13.2 Statements of significance 53
13.3 Information and sources of guidance 55
Appendices to this document are published as follows. Additional appendices may be added in due course.

A Historic farmsteads, farm buildings and farmhouses

B Windows and doors in historic buildings and places

C Article 4 directions in conservation areas

D Criteria for inclusion on the local list

E Shopfronts and signage in historic buildings and places
Obtaining advice relating to heritage assets

Including:

- Do I need planning permission, and/or listed building consent?
- Pre-application enquiries

Development affecting a heritage asset or its setting may need planning permission. Works to a listed building may also need listed building consent: see Section 3.0 of this document.

In line with the positive and proactive approach to planning advocated by central government, the council welcomes pre-application enquiries relating to proposals which affect different types of assets and/or their settings.

The council also welcomes enquiries relating to whether planning permission, and/or listed building consent is required for a particular proposal.

Early engagement with the local planning authority is encouraged.

Enquiries should be made via email to: development.control@basingstoke.gov.uk or by telephoning 01256 844844. Dependent upon the nature of the enquiry, it may be dealt with via email or via the council’s Duty Planning Service. A fee may be payable.
Foreword

This document has been produced in order to aid applicants, agents and decision-makers in submitting and assessing planning applications affecting heritage assets and applications for listed building consent in Basingstoke and Deane.

Intended to be comprehensive in its scope, the document supersedes various heritage-related guidance documents and webpages previously published by the council.

The updated local guidance complements national guidance and supports the Basingstoke and Deane Local Plan 2011 – 2029. Changes to the council’s guidance relating to the historic built environment are necessitated by and responsive to, inter alia, the Localism Act 2011, the General Permitted Development Order (England) 2015, the National Planning Policy Framework 2018, changes to guidance published by Historic England, and recent case law.

Contextual information and definitions of key terms are included within the document in order to guide readers who are less familiar with planning practice relating to historic buildings and places. However, the emphasis of this document is on providing detailed guidance, which is responsive to the particular circumstances of the borough including those relating to current and anticipated challenges and opportunities presented by the need for new housing and other types of development, the rural character of much of the borough, and the quality and sensitivity of the area’s natural and built environment.
1.0 Introduction

1.1 Overview

“Our heritage is all that has been passed to us by previous generations. It is all around us. It is in the houses we live in, our places of work, the transport we use, our places of worship, our parks and gardens, the places we go to for our sport and social life, in the ground beneath our feet, in the shape of our landscape, and in the placing and arrangement of our fields, villages, towns and cities.”

1.1.1 This document will be adopted as a Supplementary Planning Document (SPD). It does not include new policies, but identifies more detailed development principles and provides guidance, building on existing planning policy, in particular Policy EM11 (The Historic Environment) of the Basingstoke and Deane Local Plan 2016-2029. This document will be a material consideration in determining planning applications and applications for listed building consent in Basingstoke and Deane. The SPD is made up of a main document and appendices: principles are included in the main document and in some of the appendices.

1.1.2 A heritage asset is defined as: ‘A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing).’

1.1.3 The focus of this document is built heritage. Impact on heritage is a consideration which carries substantial weight in the determination of planning applications. This document is intended to aid applicants and their agents by setting out key principles which will underpin decision-making on applications for planning permission and for listed building consent which affect heritage assets and/or their settings within the borough.

1.2 The built heritage of Basingstoke and Deane and its importance

1.2.1 The range and quality of heritage assets within the borough is considerable. Perhaps the most well-known of these is Highclere Castle, familiar from the set of the Downton Abbey television series. There are many other grand historic houses, including The Vyne, (which is owned by the National Trust). Many of our towns and villages, including Basingstoke, are of historic and architectural interest. These settlements include individual buildings, groups of buildings, and areas of interest, some of which have been designated as

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conservation areas. Many other heritage assets, such as farm buildings and country houses, are, or were once, located in open countryside.

1.2.2 Buildings and places of note range from medieval and later places of worship (such as the Church of St Michael in Basingstoke and the parish churches of smaller settlements within the borough as well as Sandham Memorial Chapel), and mill complexes of various dates (including Laverstoke Mill, now the home of Bombay Sapphire, and the Whitchurch Silk Mill), to residential areas made up of Victorian terraces (as at Fairfields), civic buildings (such as Whitchurch Town Hall), and individual C20th offices and other buildings related to industry and commerce (such as Mountbatten House and the former Eli Lilly Building, now known as The White Building). There are also a number of designed landscapes (as at Hackwood Park) as well as scheduled monuments (including, for example, a motte and bailey castle at Oliver’s Battery, Old Basing) and other sites and features of archaeological interest (such as the Roman road linking Winchester to Silchester, Iron Age and Roman settlements such as those at Beggarwood Lane and Scrapps Hill, ancient burial mounds and defended sites).

Examples of heritage assets in the borough are illustrated at Figure 1.

Figure 1 to be interested here – examples of heritage assets in the borough

1.2.3 The preservation and enhancement of heritage assets is important for cultural, economic and social reasons. Heritage should be valued for its own sake and for its important contribution to the quality of place and quality of life in the borough. Heritage assets impact on the character, sense of place and local distinctiveness of the places where people work, live and visit. Heritage supports education, recreation, investment and community.

1.3 Types of heritage asset

1.3.1 Heritage assets include ‘designated’ and ‘non-designated’ heritage assets. Designated heritage assets include listed buildings, conservation areas, registered parks and gardens and scheduled monuments. These types of heritage assets, which are protected by statute, are discussed in more detail at Sections 3.0, 4.0, 5.0 and at paragraph 9.2. There are other types of designated heritage asset, see sub-paragraph 5.1.1. Responsibility for designation varies, dependent upon the type of heritage asset.

1.3.2 There are also a large number of non-designated heritage assets across the borough, including historic buildings, historic landscapes and archaeological sites which do not have statutory protection (unless within a conservation area). The heritage interest of such assets is, nevertheless, a

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material consideration in the determination of relevant planning applications\(^4\). Non-designated heritage assets are discussed in more detail at Section 6.0 and at paragraph 9.3.

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**The National Heritage List for England**

Historic England is the public body which ‘champions and protects England’s historic places’\(^5\).

The National Heritage List for England (NHLE) is the official, up to date register of all ‘nationally-protected buildings and sites’ in England. It is possible to search for listed buildings or other designated heritage assets on a map or via an advanced search facility on the Historic England website.

[https://historicengland.org.uk/listing/the-list/](https://historicengland.org.uk/listing/the-list/)

Note that conservation areas are not included on this list even though they are designated heritage assets: see Section 4.0.

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**2.0 Context**

**2.1 The Council Plan**

2.1.1 This Supplementary Planning Document (SPD) will aid the delivery of the Council Plan priorities relating to the preservation and protection of local character and distinctiveness, and to maintaining and enhancing our built environment. Preservation and enhancement of the heritage of the borough are key to ensuring that the council achieves these objectives. The historic environment is an important resource in relation to facilitating improvements to the borough’s economy and to improving levels of well-being, which are also key objectives of the Council Plan.

**2.2 The Development Plan**

2.2.1 Decisions on planning applications must be taken in accordance with the Development Plan, unless material considerations indicate otherwise\(^6\). In Basingstoke and Deane the Development Plan currently comprises:

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\(^4\) See paragraph 6.89 of the text of the Basingstoke and Deane Local Plan 2011-2029

\(^5\) [https://historicengland.org.uk/about/who-we-are/](https://historicengland.org.uk/about/who-we-are/)

\(^6\) Section 38(6) of the Planning and Compulsory Purchase Act 2004 and Section 70(2) of the Town and Country Planning Act 1990
• The Basingstoke and Deane Local Plan 2011 – 2029 and Policies Maps
• The Hampshire County Council Minerals and Waste Plan 2013
• Neighbourhood Plans or Orders (which have been ‘made’ by the council, or have been approved through the referendum process but which are still waiting to be made by the council).

2.2.2 The key policy within the Basingstoke and Deane Local Plan 2011 – 2029 (Local Plan) relating to heritage is Policy EM11 (Historic Environment). Other policies will be applicable to applications for planning permission affecting heritage assets and to applications for listed building consent, depending upon the particular circumstances pertaining to each application.

Policy EM11 of the Local Plan, The Historic Environment, reads as follows:

‘All development must conserve or enhance the quality of the borough’s heritage assets in a manner appropriate to their significance.

Development proposals which would affect designated or non-designated heritage assets will be permitted where they:

a) Demonstrate a thorough understanding of the significance of the heritage asset and its setting, how this has informed the proposed development, and how the proposal would impact on the asset’s significance. This will be proportionate to the importance of the heritage asset and the potential impact of the proposal;

b) Ensure that extensions and/or alterations respect the historic form, setting, fabric and any other aspects that contribute to the significance of the host building;

c) Demonstrate a thorough understanding of the significance, character and setting of conservation areas and how this has informed proposals, to achieve high quality new design which is respectful of heritage interest and local character;

d) Conserve or enhance the quality, distinctiveness and character of heritage assets by ensuring the use of appropriate materials, design and detailing; and

e) Retain the significance and character of historic buildings when considering alternative uses and make sensitive use of redundant historic assets.’

2.2.3 The requirement to ‘conserve or enhance the quality…of heritage assets’ is noted, as is the fact that the onus is on the applicant or agent to ‘demonstrate a thorough understanding’ of ‘the heritage asset and its setting’ and of how the proposal would ‘impact on the asset’s significance’. Further it is noted that the ‘setting of conservation areas’ is specifically referred to within the policy and that reference is made to both designated and non-designated heritage assets.
2.2.4 Where applications fall within an area which has a made Neighbourhood Plan, they should comply with relevant policies within that Plan. A full list of designated Neighbourhood Areas and Neighbourhood Plans within the borough is available on the council’s website⁷. Even where specific policies on heritage assets are not included within a Neighbourhood Plan, it may contain relevant background and contextual information which may help to inform consideration of heritage-related issues.

2.2.5 There are also a large number of Village Design Statements which have been prepared in relation to various parishes within the borough. These statements may also be relevant to applications for planning permission affecting heritage assets or for listed building consent.

2.3 Key definitions

2.3.1 Significance and setting, terms which are used in the Local Plan referenced above, notably within Policy EM11, are important concepts which are fundamental to an understanding of conservation practice.

2.3.2 The National Planning Framework (NPPF) 2018 (see paragraph 2.5 of this document) defines significance (for heritage policy) as follows: ‘The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting.’

2.3.3 Conservation is defined as: ‘The process of maintaining and managing change to a heritage asset in a way that sustains and where appropriate enhances its significance.’ It is noteworthy that conservation does not preclude change.

2.3.4 The setting of a heritage asset is defined within the NPPF as: ‘The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.’ Setting is discussed in more detail at Section 7.0.

2.4 Legislation

2.4.1 A local planning authority has specific obligations in respect of listed buildings. Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (‘the 1990 Act’) requires that ‘in considering whether to grant planning permission for development which affects a listed building or

⁷ https://www.basingstoke.gov.uk/neighbourhood-planning
its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.’ The need for ‘special regard’ to be paid by the decision-maker is noted, as is the fact that such regard extends to the desirability of ‘preserving the building or its setting or any features of special architectural or historic interest.’ Preserving has been defined as ‘doing no harm.’

2.4.2 The local planning authority also has specific obligations in respect of conservation areas. Section 72 of the Act states that in exercise of planning functions, with respect to any buildings or other land in a conservation area ‘special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.’ Enhancing means improving ‘its quality, value or attractiveness.’ The need for ‘special attention’ to be paid is noted.

2.4.3 The phrases ‘special regard’ and ‘special attention’ are important: they signify that heritage issues should carry considerable weight in planning decisions affecting listed buildings, the setting of listed buildings, and conservation areas.

2.5 The National Planning Policy Framework

2.5.1 Paragraph 193 of the NPPF11 notes that: ‘When considering the impact of a proposed development on the significance of a designated heritage asset,12 great weight should be given to the asset’s conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

2.5.2 Further, it notes at paragraph 194 that: ‘Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of:
   a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional;
   b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.’

10 Collins English Dictionary
12 see paragraph 1.3.1.
There is a footnote (No. 63) to this paragraph which states that: ‘Non-designated heritage assets of archaeological interest, which are demonstrably of equivalent significance to scheduled monuments, should be considered subject to the policies for designated heritage assets.’

2.5.3 Paragraph 195 of the NPPF notes that applications which would cause ‘substantial harm’ to the significance of a designated heritage asset should be refused ‘unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following criteria apply:

a) the nature of the heritage asset prevents all reasonable uses of the site; and
b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and

c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and
d) the harm or loss is outweighed by the benefit of bringing the site back into use.’

National Planning Practice Guidance (currently under review, and is likely to be updated in light of the revisions made to the NPPF in July 2018) notes that ‘substantial harm’ is a high test.

2.5.4 Paragraph 196 of the NPPF states that where a development proposal will lead to harm to the significance of a designated heritage asset and such harm is ‘less than substantial’, this harm should be weighed against the public benefits of the proposal, including its optimal viable use. It is therefore important to establish at an early stage whether a development proposal harms or does not harm the significance of a heritage asset, and, further, whether any harm is substantial or less than substantial. Decisions made by the Planning Inspectorate and by the Courts make it clear that where less than substantial harm is identified, considerable importance and weight must be given to such harm in decision making.

2.5.5 Responsibilities of applicants as set out in the NPPF in respect of planning applications relating to heritage assets are discussed at paragraph 13.2.

2.6 The Heritage SPD

2.6.1 This Supplementary Planning Document (SPD) is intended to complement and expand upon policy set out in the Local Plan, and to act as a guide for applicants and their agents. It will also assist decision-makers such as development management officers, Councillors and Planning Inspectors. The SPD is made up of a main document and appendices. Principles and supporting text are contained within the main body of the document and the appendices, derive from Policy EM11 and/or from other policies within the
Local Plan, and are informed by and complementary to the NPPF, relevant legislation, case law, planning guidance, Historic England advice, government websites and other documents. Contextual information is included within the SPD to aid understanding and to answer frequently-asked questions.

2.6.2 The Heritage SPD will be a material consideration in the determination of planning applications which affect a heritage asset, whether designated or non-designated, and/or its setting, and in the determination of applications for listed building consent.

2.6.3 This SPD supersedes previous local guidance, notably: The Historic Environment: Listed Buildings SPG (2003); The Historic Environment: Buildings of Local Interest SPG (2003); Farm Diversification and Traditional Farmsteads SPD (2007); and Appendix 4 of the Design and Sustainability SPD (2008).

2.6.4 This SPD should be read in conjunction with the NPPF, the Local Plan, and other SPDs and SPG, notably the Design and Sustainability SPD 2018 and Landscape, Biodiversity and Trees SPD 2018, and the Council’s Conservation Area Appraisals and Management Plans. The adoption of this Heritage SPD is complementary to the ongoing programme of review of the borough’s Conservation Area Appraisals and the production of Conservation Area Management Plans, and to the adoption of these documents as SPDs.

2.6.5 This SPD is not intended to remove the need for reference to other guidance or advice, such as advice published by Historic England, which may also be a material consideration in decision-making. Signposts to other sources of information are included in the document. It is intended to complement early engagement with the local authority, and is not intended to replace the services of appropriately-qualified and experienced specialist professional advisors.

3.0 **Listed buildings**

3.1 **The national register**

3.1.1 **Listed buildings** are those on a national register of buildings of *special architectural or historic interest*. (See information box at paragraph 1.3). The register includes a range of structures such as post boxes, milestones etc. which are not buildings. Examples of listed buildings within the borough are illustrated at Figure 2.

Insert Figure 2 – examples of listed buildings in the borough – montage full A4 page as soon as possible after this point.
3.1.2 Grade I buildings are of exceptional interest; Grade II* buildings are particularly important buildings of more than special interest; Grade II buildings (the vast majority) are of special interest, warranting every effort to preserve them.

3.1.3 Whilst the fact that a building is listed will normally be reflected on the Land Charges Register and shown on the council’s Planning GIS (to which planning officers have access), the National Register referenced at paragraph 1.3 is the primary source to which reference should be made.

3.1.4 List entries may cover one or several properties e.g. an entry for 18-24 Church Street could cover a number of houses or flats.

3.1.5 The main listed building or buildings is/are referred to as the principal building(s).

3.1.6 Decisions on whether a building should be listed are made by the Secretary of State for Digital, Culture, Media and Sport (DCMS), with the benefit of advice from Historic England.

3.2 Criteria for listing and the listing process

3.2.1 ‘The Secretary of State uses the following criteria when assessing whether a building is of special interest and therefore should be added to the statutory list:

- **Architectural Interest.** To be of special architectural interest a building must be of importance in its architectural design, decoration or craftsmanship; special interest may also apply to nationally important examples of particular building types and techniques (e.g. buildings displaying technological innovation or virtuosity) and significant plan forms;

- **Historic Interest.** To be of special historic interest a building must illustrate important aspects of the nation’s social, economic, cultural, or military history and/or have close historical associations with nationally important people. There should normally be some quality of interest in the physical fabric of the building itself to justify the statutory protection afforded by listing.\(^\text{13}\)^

3.2.2 The older a building is, the more likely it is to be listed.

3.2.3 When making a decision as to whether a building should be included on the register, consideration will be given, where appropriate, to the extent to which it contributes to the architectural or historic interest of the group of

buildings of which it forms part. This is termed ‘group value’ and is an important consideration in the evaluation of development proposals.

3.2.4 Historic England has its own strategic programme of listing priorities. However, anyone can nominate a building for listing, see https://historicengland.org.uk/listing/apply-for-listing/.

3.3 Control of works to listed buildings, including emergency works

3.3.1 In addition to being subject to the controls which may necessitate an application for planning permission when development is proposed, works affecting listed buildings are subject to a separate consent regime. A proposal for works to a listed building may require planning permission and/or listed building consent.

3.3.2 **Permitted development rights** i.e. rights to undertake development without the need to make a planning application (which vary for buildings in different Use Classes\(^{14}\) and with location) are restricted for listed buildings\(^{15}\). Permitted development rights are complicated and change from time to time, so it is important to obtain up to date advice specific to the particular site and proposed development.

3.3.3 Prospective purchasers of listed buildings, owners and their agents are encouraged to seek advice from the council’s conservation team regarding the extent of protection afforded by listing, whether planning permission and/or listed building consent is required for works proposed, and whether proposals are likely to be acceptable, at an early stage. Contact details for enquiries are at the front of this document.

3.3.4 **Listed building consent** is required for works of demolition, and for works of alteration or extension which affect the special interest of a listed building.\(^{16}\) Such works may not constitute ‘development,’ which has a defined meaning in law\(^{17}\).

3.3.5 Listed building consent is required for works of repair to a listed building which are considered an alteration (i.e. when these extend beyond repairs on a like for like basis), which affect the special interest of a listed building. The interpretation of the phrase ‘like for like’ varies considerably: in practice very little repair work is undertaken strictly on a like for like basis and consent for most repair work other than small localised repairs to listed buildings is therefore required. Consent is also generally required for the replacement of components such as windows. Other examples of ‘alterations’ relate to services, structural work, damp-proofing, removal

\(^{14}\) as set out in the Town and Country Planning (Use Classes) Order 1987
\(^{15}\) under the Town and Country Planning (General Permitted Development) (England) Order 2015
\(^{16}\) Section 7 Planning (Listed Buildings and Conservation Areas) Act 1990
\(^{17}\) as set out in Section 55 of the Town and Country Planning Act 1990 as amended by subsequent legislation
3.3.6 Aspects of the application process are discussed at Section 13.0.

3.3.7 Where emergency works are undertaken, for example following a fire or where a building has been identified as a dangerous structure, in order to defend undertaking such work it will subsequently be necessary to demonstrate:

a) ‘that works were urgently necessary in the interests of safety or health or for the preservation of the building;

b) that it was not practicable to secure safety or health or, as the case may be, the preservation of the building by works of repair or works for affording temporary support or shelter;

c) that the works carried out were the minimum measures immediately necessary; and

d) that notice in writing justifying in detail the carrying out of the works was given to the Council as soon as reasonably practical’.  

In such cases, the owner is advised to contact the planning authority as soon as possible.

3.4 The extent of protection afforded by listing

3.4.1 A list entry includes only a brief description of a building; it does not describe every feature of interest which it possesses. A particular feature or aspect of a building may not be mentioned in the list entry, but may still make an important contribution to special interest and to significance. List entries which were added or updated from 2013 onwards are more detailed than earlier list entries.

3.4.2 The entirety of a building, i.e. its interior and its exterior, is normally protected by listing (entries, generally post-2013, may specifically exclude parts of a building which are not of special interest). The significance of a building may lie not only in its original fabric but also in later additions and alterations.

3.4.3 The protection afforded by listing extends to objects, structures and buildings affixed to the principal listed building.

3.4.4 Other buildings or other structures (such as walls) which are not affixed to the building but which are or which were once within its curtilage may also be protected as curtilage-listed structures. Property names like ‘______ Lodge,’ ‘______ Stables’ etc., which suggest a relationship to a main house, often, but not always, provide clues that a building may be curtilage-listed even if now in separate ownership. The fact that a building or structure is

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18 Section 9 (3) The Planning (Listed Buildings and Conservation Areas) Act 1990
curtilage-listed will not normally be registered as a Land Charge or recorded on the council’s Planning GIS (to which planning officers have access).

3.4.5 The subject of curtilage-listed structures is a complex one. For a structure to be protected as a curtilage-listed structure it must meet various tests. Key considerations relate to age, physical layout, ownership and function.

3.4.6 Historic England has published advice\(^ \text{19} \) which suggests that many structures which were previously considered as protected under the listed building consent regime should no longer be treated as curtilage-listed. It is likely that this guidance will result in such structures being put forward for listing in their own right (taking due account of their group value) or for inclusion on the local list (see Section 6.0). Nomination may result in delays to the determination of planning applications and applications for listed building consent. Even if a structure is not curtilage-listed it may, as part of the setting of a listed building, make a contribution to its significance or to an understanding of that significance.

3.4.7 It is for the local planning authority, rather than Historic England, to determine whether a structure should be considered curtilage-listed. The determination can be challenged at planning appeal, or in the courts. Advice as to whether the council considers a building or structure to be protected by listing can be obtained using the contact details at the front of this document.

3.5 **Penalties for failing to obtain listed building consent**

3.5.1 It is an offence to carry out works which require listed building consent without such consent being obtained.\(^ \text{20} \) Penalties for carrying out works which require listed building consent without obtaining such consent are considerably more onerous than those relating to failure to obtain planning permission. Undertaking works without such consent may render those responsible liable to enforcement action and/or criminal prosecution. Failure to comply with a condition attached to a listed building consent may also result in enforcement action and/or criminal prosecution.

3.5.2 Whilst those who undertook unauthorised works and/or those who instructed that such works should be carried out have responsibility for their actions, responsibility for rectifying any breach of legislation, including compliance with the terms of any related enforcement notice, lies with the current owner.

3.5.3 For further information relating to criminal offences in relation to listed buildings and other heritage assets reference should be made to: [https://historicengland.org.uk/advice/hpg/uwandhc/offences/](https://historicengland.org.uk/advice/hpg/uwandhc/offences/).


\(^ {20} \) Section 9 Planning (Listed Buildings and Conservation Areas) Act 1990
3.5.4 Listed building consent cannot be obtained retrospectively: an application may, however, be made for retention of unauthorised works.

3.6 Works to listed buildings: principles

3.6.1 Proposals relating to a listed building may relate to physical interventions and/or to changes of use. Changes of use of listed buildings are discussed at paragraph 3.7. This paragraph (3.6) incorporates principles relevant to works of demolition, alteration and extension to listed buildings. The philosophy underpinning such principles may also be relevant to proposals for works to buildings which are non-designated heritage assets (see Section 6.0 and Appendix A). Development which affects the setting of listed buildings is discussed at Section 7.0. Examples of works to listed buildings are shown at Figure 3.

Insert Figure 3 – examples of works to listed buildings in the borough

3.6.2 Proposals for works to a listed building should demonstrate that they are informed by a thorough evaluation of the significance of the building. Such evaluation may include building recording. (See Section 13.0). Expert knowledge and experience of working with historic buildings is required on the part of professional advisers and contractors engaged in relation to works to listed buildings, who should be selected accordingly.

3.6.3 In respect of demolitions and other interventions to listed buildings the NPPF states that ‘Substantial harm to or loss of a grade II listed building, or grade II registered park or garden should be exceptional’. Substantial harm to or loss of ‘grade I and II* listed buildings, grade I and II* registered parks and gardens and World Heritage Sites, should be wholly exceptional.21 The demolition of listed buildings will not normally be permitted.

Principle LB01 – Works to listed buildings: impact on significance

In respect of proposals to demolish (in whole or in part), and/or to alter and/or extend a listed building:

a) the design and specification of works, and the methods of construction employed should ensure that there is no unacceptable adverse impact on the significance of the listed building and/or on the ability to appreciate that significance;

b) building fabric and/or internal and external features which contribute to the significance of a listed building should be retained and conserved; and

c) such proposals should not unacceptably reduce the legibility of the historic plan form of a listed building where the plan contributes to significance and/or to an understanding of significance. Further, proposals should not have an unacceptable adverse impact on the character and/or proportions of spaces within the listed building which contribute to significance and/or to an understanding of significance.

Note that clear and convincing justification for such works must be provided, in accordance with paragraph 194 of the NPPF: see also sub-paragraphs 2.5.2 and 3.6.3 above.

3.6.4 It is desirable to ensure that listed buildings are retained in use or brought back into use, where this is consistent with their conservation (see sub-paragraph 3.7.2), and it is recognised that some physical interventions may contribute to achieving that end. However, proposals relating to the desires and needs of a present or prospective owner but which have an adverse impact on the significance of a listed building, such as the subdivision of well-proportioned rooms to create en-suite bathrooms, or the loss of historic fabric in buildings which are characterised by small room sizes in order to create open plan living/dining/kitchen areas, are likely to be unacceptable.

3.6.5 Care should be taken to ensure that listed buildings are protected from the weather and from damage, and are secured during the construction phase of works. It may be appropriate for proposals to include arrangements for offsite storage for features such as fireplaces which are vulnerable to theft and/or damage.

3.6.6 Proposals should ensure that the structural integrity of listed buildings is maintained or enhanced during the construction phase of works and thereafter.

3.6.7 For listed buildings of timber framed-construction, the loss or alteration of principal members such as posts, principal rafters, purlins, ties or roof trusses will not normally be acceptable. Loss or alteration of members such
as wall plates, sill beams, common rafters, studs and braces will require clear and convincing justification.

3.6.8 Historic windows and doors which are part of a listed building should be retained and repaired where possible. If repair is not possible, replacement should normally be on a like for like basis using details and materials to match the original components. Such replacement will require clear and convincing justification. (See also Appendix B).

3.6.9 The position, and type of services external to a listed building including lighting, aerials, meter boxes, flues should be carefully considered, such that the essential character of the building is preserved. Additions such as satellite dishes are unlikely to be acceptable.

3.6.10 Particular care will need to be taken in the design of installations relating to renewable energy, both in terms of impact on the appearance and the fabric of a listed building.

3.6.11 In respect of proposals to alter and/or extend a listed building, particular attention will be paid to design issues in the evaluation of proposals.

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**Principle LB02 – Works to listed buildings: design**

In respect of proposals to alter and/or extend a listed building:

- a) Proposals should respond sensitively to the design of the listed building, for example in terms of the pattern of openings within it, its rhythm, massing, dimensions, scale and proportions, its horizontal or vertical emphasis, and the complexity or simplicity, humble nature or grandeur, and formality or informality of its design.

- b) A design which competes with the host building and/or which incorporates incongruous features is unlikely to be acceptable.

3.6.12 Where an extension or alteration to a listed building is proposed, dependent upon the individual circumstances, it may be appropriate to replicate the style of the host building, although phases in the evolution of the building should be clearly distinguished. If this approach is taken, careful attention to detail must be paid to ensure that poor imitation of the design and details of the host building is avoided. Alternatively a contemporary design approach may be appropriate: this approach will also require careful attention to detail and demands a particularly high level of expertise.
**Principle LB03 – Extensions to listed buildings: hierarchy of built form**

a) Any extensions to a listed building should, individually and cumulatively, generally be subordinate to the original building, in order to ensure an appropriate hierarchy of built form, and should ensure that the significance of the listed building and/or the ability to appreciate that significance is/are not unacceptably eroded or compromised.

b) Extensions should generally be smaller than that part of the building which is of special interest in terms of both footprint and floor areas: ridge heights should generally be lower and roof spans smaller.

3.6.13 Factors which affect the hierarchy of built form and which merit consideration in decision-making include:

- The dimensions in elevation and plan of buildings and parts of buildings;
- The footprints, plan areas and roof spans of parts of buildings;
- The location of parts of buildings;
- Whether extensions result in the linking of existing buildings;
- Materials, finishes and details employed; and
- The uses to which parts of the building are to be put.

3.6.14 Where a listed building has already been extended and/or buildings have been constructed within its setting, evaluation of the impact of a development proposal to further extend the building will include consideration of the cumulative effect of existing and proposed development.

3.6.15 Changes which impact on the way in which a listed building is used which fail to maintain an appropriate hierarchy of built form, such as relocating the principal entrance of the building, or making the original part of the building ancillary to an extension or linked building, are unlikely to be acceptable.

3.6.16 Traditionally, subordinate parts of a property and/or extensions were often detailed differently from the main part of the building, with simpler elevational treatment, sometimes using materials and finishes with a less substantial and permanent appearance than those used in the main or original part of the building. An example is a timber-clad lean-to or outshut under a slate roof attached to a brick-built thatched cottage. Such an approach helps not only to differentiate the new from the old, but also to make the extension read as subordinate to the main part of the building, and may be appropriate in new work.
Principle LB04 – Works to listed buildings: materials, finishes and construction details

Materials, finishes and construction details employed in works of alteration or extension or in repairs to a listed building should respect those of the listed building and/or the local vernacular, and should not give rise to unacceptable impacts on the way the building performs as an environmental system and/or to unacceptable impacts on its appearance. Natural materials should generally be used for works to a listed building.

3.6.17 ‘Natural’ materials include tiles and bricks made of fired clay; timber; natural slate, flint and stone; lime; and aggregates: historically such materials were often sourced locally. Artificial slates, concrete tiles, upvc and other modern materials will not normally be acceptable in works to listed buildings.

3.6.18 Repairs and works of restoration to a listed building should normally be undertaken using traditional materials and techniques. It may be appropriate for a repair to be on a like for like basis or to be clearly differentiated from existing work and expressed as an honest repair, and/or it may be appropriate to use new or reclaimed materials, dependent upon specific circumstances. Advice in this regard may be obtained from the conservation team.

3.6.19 In works to a listed building, bricks should normally match closely those used in the existing building in terms of colour and texture: red bricks with a variation in colour and texture are common within the borough.

3.6.20 Works to historic brickwork forming part of a listed building should generally be undertaken in traditional lime mortar, i.e. cement-free mortar, with care taken in the selection of its constituent parts, including aggregates, to ensure that it closely resembles the colour and texture of original work and does not adversely affect the permeability of the construction (see sub-paragraph 3.6.27). Brick sizes, coursing, joint sizes and profiles in such work should generally match closely those of original work.

3.6.21 Works to timber-framed listed buildings should ensure the integrity of the frame, with traditional joinery techniques employed for repairs where practicable.

3.6.22 Roofs to listed buildings, including roofs to extensions, should generally be finished in plain clay tiles, natural slates, thatch or lead, normally as found in the local vernacular and/or the host building, with traditional details such: as timber bargeboards; exposed rafter feet; half-round or small angular ridges and/or bonnet tiles to hips, both matching the colour of adjacent work; laced valleys; lead rolls; and lead flashings. The pitches of tiled and slated roofs to extensions to listed buildings should generally be that of the host building or as used in the local vernacular. Extensions to listed buildings which combine
areas of flat roof above pitched roofs (sometimes referred to as ‘crown roofs’) will not normally be acceptable.

3.6.23 Where roofs of a listed building finished in tiles or slates are stripped and reroofed or localised repairs are undertaken, existing components should be reused if they have sufficient remaining design life for this to be practicable. Advice on the appropriate locations for reused and new components may also be obtained from the conservation team.

3.6.24 Where new plain clay tiles are used, a mix of tiles of varying colour from the same range and manufacturer will often be appropriate.

3.6.25 There may be issues relating to ecology which impact on construction details, for example providing bat access tiles and avoiding the use of breathable roofing membranes (BRMs) (see Section 11.0).

3.6.26 Any proposals affecting thatched roofs of listed buildings should normally respect the simple forms of the local vernacular, its typical details and the tradition of using long straw.

3.6.27 The permeability of historic fabric forming part of a listed building (and of materials and finishes immediate thereto) should be maintained or enhanced (See Section 12.0). The addition of ground floor slabs, hardsurfacing, thermal or acoustic insulation, materials to improve performance in fire, membranes, render or plaster, underpinning and/or other changes should not give rise to unacceptable impacts on the way the building performs structurally, and/or as an environmental system and/or to unacceptable impacts on its appearance. Specifically, renders and plasters used in works to historic fabric of listed buildings should generally be lime-based rather than cementitious or gypsum-based, and have a smooth float finish and a highly vapour-permeable coating.

3.6.28 Cellars often act as a buffer between the earth and habitable spaces and are often damp. They play a key role in the environmental system of the building of which they form part. Infilling or conversion of cellars to habitable accommodation can give rise to serious technical problems allied to the issues discussed at Section 12.0 and/or a loss of significance, and will generally be resisted.
Providing detailed information: applications relating to listed buildings

In order to preserve the significance of listed buildings and consistent with the above principles, information may be requested during the determination period of an application for planning permission for works to a listed building or for listed building consent, and/or conditions may be attached to a related decision notice e.g. in relation to working methods, protection, services, materials and finishes, joinery and other construction details etc. Detailed information should be submitted as part of the relevant application to avoid delays or refusal of an application on the grounds of insufficient information. See also Section 13.0.

3.7 Changes of use of listed buildings: principles

3.7.1 Just as proposals for works to a listed building should demonstrate that they are informed by a thorough evaluation of the significance of the building, as noted at sub-paragraph 3.6.2, so too should proposals for change of use of a listed building from one Use Class to another. (See Section 13.0). The philosophy underpinning principles relating to the change of use of listed buildings may also be relevant to proposals for the change of use of buildings which are non-designated heritage assets (see Section 6.0 and Appendix A).

3.7.2 Paragraph 192 of the NPPF notes that ‘In determining planning applications, local planning authorities should take account of … the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation.’ Where changes of use of a listed building are proposed, for example from an agricultural use to residential use, particular care is needed to ensure that there is not an unacceptable loss of significance (see Appendix A).

3.7.3 In many instances, the historic use of a listed building makes an extremely important contribution to its significance. An example is an historic inn. Where feasible, retaining a listed building in its original or historic use or returning it to such use is often desirable to preserve its significance.

3.7.4 Interventions compliant with policy and guidance which support such use of a listed building and which preserve its significance will therefore be welcomed: conversely, those which reduce the likelihood of such use will require clear and convincing justification.
**Principle LB05 - Changes of use of listed buildings: impact on significance**

In respect of proposals to change the use of a listed building, any change of use should ensure that there is no unacceptable adverse impact on the significance of the listed building or on the ability to appreciate that significance.

### 4.0 Conservation areas

#### 4.1 Overview

4.1.1 A Local Planning Authority has powers and obligations to designate as conservation areas, ‘areas of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance.’

4.1.2 Conservation areas are a type of ‘designated heritage asset’: they differ from other types of designated heritage assets in that they are generally designated at a local rather than a national level.

4.1.3 There are currently 46 Conservation Areas within the borough. These range from places such as Overton and Kingsclere, which have evolved over centuries and which contain buildings which vary in their original function and are of various styles and dates, to areas made up largely of houses built in a similar style over a relatively short period, such as at Brookvale West. Images showing parts of some of the conservation areas within the borough are at Figure 4.

Insert Figure 4 – examples of conservation areas in the borough

4.1.4 The extent of a conservation area is set out on a map published by the local authority. If a property is within a conservation area this will be recorded on the Land Charges Register.

4.1.5 A local authority is required ‘from time to time’ to review conservation areas and their boundaries and to publish proposals for the preservation and enhancement of those areas. All conservation areas within the borough have an appraisal: the conservation area appraisals for each of the borough’s conservation areas which describe key features contributing to their character and appearance (and management plans where published) and maps are at: [https://www.basingstoke.gov.uk/conservationappraisals](https://www.basingstoke.gov.uk/conservationappraisals).

4.1.6 A programme of conservation area appraisal (CAA) review which includes the formulation of management plans is ongoing in the borough. Conservation area appraisals and management plans are nowadays adopted by the council as SPDs (older documents are Supplementary...
Planning Guidance (SPG)): a document of this type is an important material consideration in planning decisions.

4.1.7 The Local Planning Authority’s activities in relation to conservation areas are focussed not on preventing development but on managing change to protect the character and appearance of a place and to encourage development which will have a positive impact on that character and appearance.

4.2 Character and appearance

4.2.1 Many aspects of a conservation area contribute to its character and appearance. It is noteworthy that attributes which contribute, either positively or negatively, to the character and/or appearance of a conservation area may or may not be closely related to its special architectural and/or historic interest and to its significance. A place may, for example, be somewhere where there is little light pollution at night or which is subject to a great deal of traffic noise from a nearby motorway; it may be hilly, or flat. Within a conservation area there may be areas which differ from each other in their character and appearance. Some parts of a conservation area may be of more interest than others.

4.2.2 ‘Appearance’ is a term that is generally understood: it is ‘what is seen with the eyes.’\(^{24}\) What the area looks like depends on many things including the form and massing of buildings; building materials and finishes; the age and style of buildings; the uses to which buildings are put; the views afforded to, from and within the area; and the topography and setting of the place. The way that roads, streets, plots and buildings are laid out; the degree of enclosure; the treatment of ground surfaces; open spaces and gaps between buildings; trees, hedges and other vegetation, watercourses, boundary treatments such as walls and fences, and other landscape features are all important factors in determining the unique appearance of a place. Lighting is also a key factor.

4.2.3 The ‘small print’ of places is extremely important. The gradual loss of architectural details such as:

- traditional front doors;
- timber sliding sash windows;
- chimneys;
- decorative bargeboards;

and

- cast iron rainwater goods;

and unsympathetic interventions such as:

- replacement of the above features with modern components;
- changes to signage and to traditional shopfronts;

• changes to hard surfacing materials (including tiled paths), kerbs and street furniture;
• loss of boundary walls, railings and gates;
• loss of front gardens;
• the installation of fencing which is out of keeping with the character and appearance of the area;
• the addition of porches which do not make a positive contribution to the streetscene;

and/or

• the creation of parking areas;

can cumulatively have a serious and adverse impact on the character and appearance of a conservation area and on local distinctiveness. Materials and finishes are of particular importance, notably natural slate and plain clay tiles, quarry tiles, cast iron, brick and timber. Areas where groups of buildings date from the same period and/or are similar in style and/or share common details are particularly sensitive: examples include terraces of Victorian and Edwardian houses. Figure 5 illustrates examples of architectural details and hard landscaping which make a positive contribution to character and appearance of conservation areas within the borough.

Insert Figure 5 – examples of architectural details and hard landscaping which make a positive contribution to the character and appearance of conservation areas within the borough.

4.2.4 ‘Character’ relates to a wide range of attributes which distinguish one place from another and relates to a wider range of senses, not just sight, and to the atmosphere of a place. Uses of buildings and places and the nature of activities which those buildings and places support are important contributors to character. The sound of a trickling stream or of a motorway will affect the character of a place; as will the smell of diesel/petrol or of pine trees. A place may be tranquil and rural in character - for example, a quiet and leafy country lane subject to very little traffic and surrounded by pasture land. Its tranquillity and rural character would be significantly affected by a large housing development immediate to the lane and/or accessed from it, and/or by loss of vegetation. In another place, uses such pubs, shops and restaurants (in buildings which may not be of any special architectural or historic interest) may bring vitality to a village centre and interest to the street scene: that vitality and interest would be lost were those buildings to be converted to housing.

4.2.5 Character and appearance are often intrinsically linked; as an example, a public open space will have a very different appearance and character if it is used for informal recreation, or for cricket, or for as a multi-use games area (MUGA).
4.3 **Notable structures**

4.3.1 Buildings or other structures, such as walls, which have been identified as making a positive contribution to the character or appearance of a conservation area in the borough are referred to as ‘**Notable Structures**’ or ‘**Notable Buildings.**’ (These terms, whilst useful, are not terms in common usage). Such buildings are shown on conservation area appraisal maps but a list is not published. Listed, curtilage-listed and locally-listed buildings (see Sections 3.0 and 6.0) and other features, such as open spaces, trees, hedges and verges, may evidently also make a positive contribution to character or appearance.

4.4 **Control of development in conservation areas: general**

4.4.1 Permitted development rights (see sub-paragraph 3.3.2) are restricted in conservation areas.\(^{25}\) Examples of operational development for which a planning application would need to be made include, for dwelling houses within a conservation area, various types of external works and extensions. Permitted development rights relating to changes of use are also restricted by conservation area designation.

4.4.2 As noted previously, permitted development rights are complicated and change from time to time, so it is important to obtain up to date advice specific to the site and proposed development regarding the need for planning permission: advice may be obtained from the council as to whether planning permission is required and whether proposals are likely to be acceptable. Contact details for enquiries are at the front of this document. See also: [https://www.planningportal.co.uk/info/200125/do_you_need_permission](https://www.planningportal.co.uk/info/200125/do_you_need_permission). It is notable that flats and commercial premises do not have the same permitted development rights as houses.

4.4.3 At August 2018, an application for planning permission would be required, *inter alia*, for the following types of development in a conservation area:

- The enlargement, improvement or other alteration of a dwellinghouse where:
  - it would consist of or include the cladding of any part of the exterior of the dwellinghouse with stone, artificial stone, pebble dash, render, timber, plastic or tiles;
  - the enlarged part of the dwellinghouse would extend beyond a wall forming a side elevation of the original dwellinghouse; or
  - the enlarged part of the dwellinghouse would have more than a single storey and extend beyond the rear wall of the original dwellinghouse.

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\(^{25}\) see the Town and Country Planning (General Permitted Development) (England) Order 2015
• The enlargement of a dwellinghouse consisting of an addition or alteration to its roof.
• The provision, maintenance, improvement or other alteration of any building, enclosure, pool, or container used for domestic heating purposes, which is incidental to the enjoyment of the dwellinghouse and located within the curtilage of the dwellinghouse, where any part would be situated on land between a wall forming a side elevation of the dwellinghouse and the boundary of the curtilage of the dwellinghouse.
• The installation, alteration or replacement of a chimney, flue or soil and vent pipe on a dwellinghouse where it would be installed on a wall or roof slope which—
  o fronts a highway, and
  o forms either the principal elevation or a side elevation of the dwellinghouse.
• The installation, alteration or replacement of a microwave antenna\textsuperscript{26} on a dwellinghouse or within the curtilage of a dwellinghouse it would consist of the installation of an antenna:
  o on a chimney, wall or roof slope which faces onto, and is visible from, a highway; or
  o on a building which exceeds 15 metres in height.

4.5 Control of development: demolitions in conservation areas

4.5.1 Planning permission is presently generally required for ‘relevant demolitions’\textsuperscript{27} in conservation areas which include:
• Demolition of an unlisted building with a volume of more than 115 cubic metres;
• Demolition of a gate, fence, wall or railing more than one metre high next to a highway (including a public footpath or bridleway) or public open space; or more than two metres high elsewhere.

4.5.2 There are some exceptions to the above, and permission may be required for demolitions which do not fall within the above descriptions. It is a criminal offence to carry out demolition in a conservation area for which planning permission is required without obtaining such permission. Advice may be obtained as noted at sub-paragraph 4.4.2.

4.5.3 Where permission is granted for demolition within a conservation area, the local authority will normally take precautions to ensure that appropriate redevelopment of the site is secured.

4.6 Control of development: Article 4 directions

\textsuperscript{26} satellite dishes are included within this category of development
\textsuperscript{27} see Part 11 of the Town and Country Planning (General Permitted Development) (England) Order 2015; and The Conservation Areas (Application of Section 74 of the Planning (Listed Buildings and Conservation Areas) Act 1990) Direction 2015
4.6.1 The council can remove permitted development rights by imposing Article 4
directions to protect particular features such as boundary walls, windows
and doors and to control operations such as external painting. This means
that within a defined area which is subject to an Article 4 direction, an
application for planning permission will be required if development described
in the direction is proposed, where otherwise such an application would not
be required. (See Appendix C).

4.6.2 Presently Article 4 Directions in the borough apply in the following
conservation areas:

- Basingstoke Town
- Brookvale West
- Fairfields
- South View

4.6.3 Advice on the implications of an Article 4 direction in relation to proposed
works to a particular property may be obtained as noted at sub-paragraph
4.4.2.

4.7 Control of advertisements in conservation areas

4.7.1 The control of advertisements in conservation areas is much stricter than
elsewhere: again advice may be obtained as noted at sub-paragraph 4.4.2.
See also Appendix E.

4.8 Control of works to trees in conservation areas

4.8.1 If works to a tree or trees in a conservation area are proposed, including
cutting down or pruning a tree, the council must be notified six weeks in
advance of such works. The notification system allows time for the council
to assess the contribution which the tree makes to the character of the
conservation area and to advise accordingly. In an emergency situation,
please contact the council by telephoning 01256 844844. Further information
including contact details for the Trees Team and the application form is
available at:

https://www.basingstoke.gov.uk/protectedtrees

4.8.2 It is a criminal offence to undertake works to a tree where consent has been
refused or where notice was required but not served.

4.9 Development in conservation areas: principles

4.9.1 The following principles are derived from the duties of the local planning
authority under the 1990 Act, as referenced at sub-paragraph 2.4.2, in
relation to ‘the desirability of preserving or enhancing the character or
appearance’ of a conservation area.’ Where change is not controlled under

28 under Article 4 of the General Permitted Development Order 2015
29 Applies to all trees with a trunk diameter greater than 7.5 cm measured at 1.5m above ground level.
the development management process, it is desirable that the same principles are followed in order to prevent the gradual erosion of the special interest and of the character and/or appearance of a conservation area.

Principle CA01 - Development in conservation areas: preserving or enhancing character and appearance, and preserving significance

In respect of proposals for development, including changes of use, requiring planning permission in conservation areas:

a) Any development should preserve or enhance aspects of a conservation area which make a positive contribution to its character and/or appearance, and should preserve the significance of the conservation area. Development should not prejudice the ability to appreciate that significance, and should, where possible, provide opportunities to aid such appreciation;

b) Buildings and/or features, including buildings or other structures which have been identified as a ‘notable’ buildings or structures and locally-listed heritage assets, which make a positive contribution to the character and/or appearance of a conservation area and/or to its significance should generally be retained;

c) Full or partial loss of such buildings or features will require clear and convincing justification, and proposals for the site should make a positive contribution to character and/or appearance equivalent to or greater than that of the building or feature which has been lost, in order to ensure that the character and appearance of the conservation area is preserved or enhanced.

d) The council will encourage opportunities for enhancement to be taken, e.g. where the character or appearance of a site presently has a negative impact on the character and/or appearance of a conservation area.

4.9.2 Where change is subject to planning controls, there will be a presumption in favour of retention (and repair where necessary) of building fabric, components and details which contribute(s) to the special architectural and/or historic interest of a conservation area such as windows and doors, wall and roof finishes, ground surface treatments, kerbs, boundary walls, chimneys, street furniture, shopfronts and signage. The presumption also applies to features such as walls, gates and railings which make a positive contribution to the character and appearance of a conservation area. Historic windows and doors in conservation areas should be retained and repaired where possible. If it can be demonstrated that such components are beyond repair, replacement should normally be on a like for like basis. (See Appendix B).
4.9.3 Changes of use which require planning permission and which would result in a loss of vitality to an area and/or interest to the street scene within a conservation area will not normally be acceptable and will require clear and convincing justification.

4.9.4 Development proposals requiring planning permission which would adversely affect the character of a conservation area as a result of impact on important views or vistas, or by virtue of material changes to light and/or noise levels will also not normally be acceptable and will require clear and convincing justification.

4.9.5 Proposals for development requiring planning permission within a conservation area should demonstrate that they are informed by a thorough evaluation of the significance of the conservation area, and by an identification of the key qualities which determine its character and appearance and which contribute to local distinctiveness. (See Section 13.0). It is useful to consider the nature of objects and how they are arranged: the morphology of a place, which can be analysed at different scales.

4.9.6 In respect of proposals for development in a conservation area requiring planning permission, particular attention will be paid to design issues in the evaluation of proposals.

**Principle CA02 - Development in conservation areas: design**

In respect of proposals for development in a conservation area requiring planning permission:

Proposals should be informed by, and should respond sensitively to, those aspects of the conservation area which make a positive contribution to its character and appearance and/or to its special historic or architectural interest.

4.9.7 Aspects of a conservation area which make a positive contribution to its character and/or appearance and/or to its special historic or architectural interest, and which should inform the design of new development referenced in Principle CA02 (and in Principle SHA06) include, *inter alia*:

- The settlement pattern: its type and relationship to the landscape. Is the settlement dispersed/linear/compact? Is development along a valley floor/on a hill top?
- The hierarchy of different elements within the conservation area;
• The degree of uniformity or variety of elements within the conservation area;
• The formality or informality of the arrangement of elements;
• The pattern of roads, streets and paths etc., their use and permeability;
• The nature of verges and pavements;
• Ground surface treatments;
• Lighting;
• Parking arrangements;
• The nature of open spaces, public and private, including spaces between buildings;
• Plots: their shape and size;
• The relationships between buildings, plots, and streets: including how far buildings are set back from the street; how buildings are oriented to the street; plot ratio; the width of frontages in relation to plots; the extent to which buildings provide enclosure to the street etc.;
• How properties are grouped: are they detached, semi-detached, in terraces, or presenting a continuous frontage?
• The scale, height, plan depth and 3-dimensional form of buildings;
• How built form responds to changes in level, e.g. by changes in eaves and ridge levels;
• Roofscape: the use of gables and hips, the orientation of gables to the street, the type and position of features such as dormers, chimneys etc.;
• The pattern of openings of individual buildings;
• The rhythm and proportions of buildings, and their horizontal or vertical emphasis;
• The complexity or simplicity, humble nature or grandeur of buildings;
• Building details, including those which provide interest and relief;
• Building materials and finishes: including their quality, textures and colours;
• Boundary treatments;
• Trees and hedges;
• Street furniture;
• Signage;
• Other soft and hard landscaping features.

It should be noted that this list is not exhaustive. Examples of how the nature of objects and the way that objects are arranged contribute to local distinctiveness are illustrated at Figures 6 and 7.

Insert Figures 6 and 7 – examples of how the nature of objects and the way that objects are arranged contribute to character and appearance and to local distinctiveness

4.9.8 Evaluation of design proposals for development requiring planning
permission within a conservation area will respond to the fact that the defining character of a place can be eroded where new development does not respond sensitively to local distinctiveness. The best contemporary schemes in historic areas make full reference to the existing character and appearance of the area. Where a new building or buildings or an extension is proposed in a conservation area, dependent upon the individual circumstances, it may be appropriate to adopt a traditional design approach. If this approach is taken, careful attention to detail should be paid to ensure that poor imitation of the design and details of traditional buildings is avoided. Alternatively a contemporary design approach may be appropriate: this approach will also require careful attention to detail and demands a particularly high level of expertise. Whichever approach is adopted, materials, finishes and details are of particular importance. Those which contribute to the roofscape of a conservation area are especially important where there are views of the conservation area from high ground.

4.9.9 A proposal for development requiring planning permission within a conservation area which competes with buildings of particular importance within the conservation area and/or which incorporates incongruous features is unlikely to be acceptable. New buildings and features should, however, generally add interest, such that their contribution to the conservation area is positive.

4.9.10 Interventions such as the erection of close-boarded fencing, and the hardsurfacing of front gardens, which are out of keeping with the character and appearance of a conservation area, are unlikely to be acceptable where subject to planning controls. The retention, reinstatement and construction of garden walls, traditional fences and hedges which make a positive contribution to the character and appearance of a conservation area is generally encouraged.

4.9.11 Features relating to the public realm and highways, including signage, signals, road markings, road and pavement surfacing, kerb details, and traffic calming measures have a significant impact on the character and appearance of a conservation area, as do parking arrangements and street furniture. The retention of fabric and features related to the public realm and highways which make a positive contribution to the character and appearance of a conservation area is encouraged. The use of sympathetic materials, finishes and features in new and repair works is also encouraged. It is desirable to remove redundant infrastructure, and to avoid duplication of signage and a cluttered appearance.

4.9.12 Works undertaken by utility suppliers, such as the installation of power lines, cables and poles, tree cutting and trenching can also have an impact on the character and appearance of a conservation area. A sensitive approach to new works and repairs and the removal of redundant infrastructure is encouraged.
Principle CA03 - Development in conservation areas: materials, finishes and construction details

In respect of proposals for development within a conservation area which are subject to planning controls, materials, finishes and construction details employed should be of a high quality and should complement those used in buildings and features which make a positive contribution to the character and appearance of a conservation area.

4.9.11 It is noted that natural materials, many of which were, historically, sourced locally – plain clay tiles; and bricks with a variation in colour and texture made of fired clay; timber; natural slate, flint and stone; lime; and aggregates - are common within conservation areas within the borough. Often modern materials do not work well in this context and traditional materials may be more appropriate. A strong emphasis should be placed on the use of appropriate materials.

Providing detailed information: outline planning applications in conservation areas

Although legislation permits the submission of outline planning applications within a conservation area, a local authority will need a considerable amount of information in order for them to ensure that they meet their legal obligations in relation to Section 72 of the 1990 Act (see sub-paragraph 2.4.2).

Information may be requested during the determination period of an application for planning permission for development within a conservation area and/or conditions attached to a related decision notice e.g. in relation to materials and finishes, joinery and other construction details etc. Detailed information should be submitted as part of the relevant application to avoid delays or refusal of an application on the grounds of insufficient information. See also Section 13.0.

5.0 Other designated heritage assets

5.1 Overview

5.1.1 The Glossary to the NPPF defines a designated heritage asset as: ‘A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck

There are no World Heritage Sites, protected wreck sites or registered battlefields within the borough. Scheduled monuments are discussed at paragraph 9.2, listed buildings at Section 3.0, registered parks and gardens at paragraph 5.2, and conservation areas at Section 4.0.

### The Register of Parks and Gardens

Parks and gardens may, like buildings, be on a national list or register, and listed at Grades I, II* or II. However, there is no separate consent regime for parks and gardens on the national Register of Parks and Gardens. Parks and gardens in the borough on the national register include Hackwood Park, listed at Grade I, and The Vyne (illustrated at Figure 8), listed at Grade II, both associated with important country houses, as well as the 1970s roof gardens and perimeter landscaping of Mountbatten House (illustrated at Figure 9), listed at Grade II.

Insert Figure 8 - The Vyne

Insert Figure 9 - Roof Gardens, Mountbatten House

Whilst the fact that a park or garden is listed will normally be reflected on the Land Charges Register and shown on the council’s Planning GIS, the National Register referenced at paragraph 1.3 is the primary source to which reference should be made.

The Historic England website\(^{31}\) notes that: ‘The emphasis of the Register is on gardens, grounds and other planned open spaces, such as town squares. The majority of sites registered are, or started life as, the grounds of private houses, but public parks and cemeteries form important categories too…The emphasis of the Register is on ‘designed’ landscapes, rather than on planting or botanical importance.’

It goes on to note that: ‘Historic parks and gardens are a fragile and finite resource: they can easily be damaged beyond repair or lost forever…Registration is a ‘material consideration’ in the planning process, meaning that planning authorities must consider the impact of any proposed development on the landscapes’ special character.’

### Development within a landscape on the Register of Parks and Gardens: principles

\(^{31}\) https://historicengland.org.uk/listing/what-is-designation/registered-parks-and-gardens/
Principle RPG01 – Historic landscapes on the Register of Parks and Gardens: conserving or better revealing significance

Development requiring planning permission within an historic landscape on the Register of Parks and Gardens should conserve or better reveal its significance.

a) Features which contribute to the special interest of the historic landscape should be retained and conserved;

b) Proposals should not unacceptably reduce the legibility of the historic plan form of the historic landscape where the plan contributes to significance or to an understanding of significance.

5.3.1 When required, planning permission will normally only be granted for interventions which would conserve or better reveal the significance of a landscape on the Register. A proposal which incorporates incongruous features is unlikely to be acceptable.

5.3.2 Where change is not controlled under the development management process, it is desirable that the above principle is followed in order to prevent the gradual erosion of the significance of an historic landscape.

6.0 Non-designated heritage assets

6.1 Overview

6.1.1 As noted at sub-paragraph 1.3.2, there are a large number of heritage assets across the borough, including historic buildings, historic landscapes, and archaeological sites which do not have statutory protection (unless as part of a conservation area). The heritage interest of such assets is, nevertheless, a material planning consideration in the determination of relevant planning applications.\(^{32}\)

6.1.2 There are many unlisted buildings in the Borough which are of local heritage interest. While these buildings, which make up the greater proportion of historic buildings within the borough, have not been identified as being of sufficient interest to merit statutory listing, many add to the richness of the local built environment and contribute to local distinctiveness. The large-scale redevelopment and expansion of Basingstoke from the 1960s onwards, and ongoing development in the surrounding towns and villages has given older buildings greater importance, particularly in the centre of Basingstoke.

\(^{32}\) see paragraph 6.89 of the Local Plan
6.1.3 Guidance at Section 3.0 applies to Listed Buildings: buildings which are non-designated heritage assets are not subject to the same degree of control, but that guidance may be useful as a guide to good practice when changes to buildings which are non-designated heritage assets are proposed.

6.1.4 Section 12.0 is directly relevant to buildings which are non-designated heritage assets.

6.1.5 Locally-listed buildings are discussed at paragraphs 6.2 and 6.3.

6.1.6 Non-designated heritage assets of archaeological interest are discussed at paragraph 9.3.

6.1.7 Locally-listed historic landscapes are discussed at paragraphs 6.4 and 6.5.

6.2 The local list

6.2.1 The council has committed to compiling a 'local list' of buildings and other structures of historical or architectural interest which have been assessed via a formal assessment process, taking account of criteria set out at Appendix D. This list is available at: https://www.basingstoke.gov.uk/local-list and is updated from time to time as entries are added to or removed from the list.

6.2.2 In Basingstoke and Deane such buildings are referred to as 'Buildings of Local Interest' or BOLIs. The phrase used more generally is 'locally-listed buildings'. Examples of locally-listed buildings within the borough are shown at Figures 10 and 11.

Insert Figures 10 and 11 examples of locally-listed buildings – 2 photos

6.2.3 Such buildings are not listed buildings and are not subject to the listed building consent regime. The permitted development rights of buildings are not affected by inclusion on the local list. Advice on the implications of local listing for property owners is available via the contact details at the front of this document. It is noteworthy that the fact that a building is locally-listed will not normally show up on the Land Charges Register but should show up on the council’s Planning GIS (to which planning officers have access).

6.2.4 Most buildings or structures of local interest on the list will be of 19th- or early 20th-century origin, as most buildings earlier than 1840 are already statutorily listed.

6.2.5 It is noteworthy that inclusion on a local list is not a prerequisite for consideration of a building or structure as a non-designated heritage asset. Not all buildings or other structures which are of historic or architectural interest will be included in the local list: if a building or structure is not on the local list it may, even so, have heritage interest which merits consideration in the planning process.
6.2.6 On occasion the heritage interest of buildings or other structures may be identified during the period for determination of a planning application.

6.2.7 If a building or other structure is identified as being of heritage interest, it may be put forward for local listing by a council officer. Nominations can also be made at any time by private individuals, parish councils or other organisations, using the contact details at the front of this document and the nomination form available at: https://www.basingstoke.gov.uk/HE02. As noted at sub-paragraph 3.4.6, changes to guidance regarding curtilage-listing may mean that buildings or other structures formerly considered as curtilage-listed may be put forward for local listing. Nomination may result in delays to the determination of planning applications.

6.3 Development relating to locally-listed buildings: principles

Principle LLB01 – Locally-listed buildings: conserving or better revealing historic and architectural interest

In respect of proposals for development requiring planning permission relating to a building or structure which has been identified as worthy of inclusion on the list of Buildings of Local Interest, such development should generally conserve or better reveal its heritage interest.

Principle LLB02 – Locally-listed buildings: demolitions

Full or partial loss requiring planning permission (or relating to development requiring planning permission) of a building or other structure which has been identified by the council as worthy of inclusion on the list of Buildings of Local Interest will require clear and convincing justification. Proposals for the site should make a positive contribution to local distinctiveness equivalent to or greater than that of the asset which is proposed to be lost.

Principle LLB03 – Locally-listed buildings: design of alterations, extensions and replacement buildings/structures

In respect of proposals to alter and/or extend or replace a building or structure which has been identified as worthy of inclusion on the list of Buildings of Local Interest, particular attention will be paid to design issues in the evaluation of proposals requiring planning permission.
6.3.1 The council will, as far as possible, resist the demolition of a building or structure identified as being worthy of inclusion on the list of Buildings of Local Interest. When planning permission is required, such permission will not normally be granted for the demolition of a building of local interest, unless clear and convincing evidence is given to show that it is beyond restoration and/or sensitive reuse. An applicant wishing to demolish a building of local interest will need to demonstrate that they have thoroughly investigated all possible means of retention and/or reuse, before the council will consider the merits of a proposed replacement building(s).

6.3.2 Where the principle of the demolition of a building or structure identified as being worthy of inclusion on the list of Buildings of Local Interest has been established, there will be a strong presumption towards its replacement with a building or structure that is of equal or greater architectural merit, which should be implemented with high quality materials and workmanship.

6.3.3 When required, planning permission will normally only be granted for alterations and extensions to a building or structure as being worthy of inclusion on the list of Buildings of Local Interest where the design of such interventions is of a high quality and where the proposal would conserve or better reveal the heritage interest of the building.

6.4 The Hampshire Register of Historic Parks and Gardens

6.4.1 A local list of historic landscapes, the Hampshire Register of Historic Parks & Gardens, at: http://research.hgt.org.uk/loc/basingstoke-deane-borough-council/, is maintained by the Hampshire Gardens Trust.

6.4.2 The Trust’s website states that: ‘Designed or ornamental landscapes and places of recreation are of historic interest when they:

- illustrate some particular aspect of the history of gardens, parks, and landscape design. For instance they may represent the work of a particular designer or have been created in a particular period or style. They may contain features that are of historic, archaeological, architectural, artistic, horticultural, cultural or social interest;

- have significant historic associations, for example with a particular person or event;

- have a group value with buildings or other land of historic interest or significance;

- retain features that represent a rich tapestry of historical changes and development of the landscape; or

- provide the setting for some of our most important buildings.’

6.4.3 List entries include a range of places, some of which have public access (such as Goldings Park (illustrated at Figure 12), Whitchurch Silk Mill and Worting Road cemetery) and others which do not, or which are only open to
the public occasionally (such as the gardens to private houses such as Stargroves and Malverleys).

Insert Figure 12 - Example of a locally-listed landscape: Goldings Park - photo

6.4.4 The fact that a landscape is on the local list will not normally show up on the Land Charges Register or on the council’s Planning GIS (to which planning officers have access).

6.5 Development within locally-listed landscapes: principles

<table>
<thead>
<tr>
<th>Principle NDHA04 – Non-designated heritage assets (historic landscapes): conserving or better revealing significance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Development requiring planning permission within an historic landscape on the local list of parks and gardens should conserve or better reveal its significance.</td>
</tr>
</tbody>
</table>

6.5.1 When required, planning permission will normally only be granted for interventions which would conserve or better reveal the significance of a locally-listed landscape. A proposal which incorporates incongruous features is unlikely to be acceptable.

6.5.2 Where change is not controlled under the development management process, it is desirable that the above principle is followed in order to prevent the gradual erosion of the significance of an historic landscape.

7.0 Development within the setting of heritage assets

7.1 Overview

7.1.1 ‘Setting’ in the context of heritage assets is defined at sub-paragraph 2.3.4.

7.1.2 The significance of a heritage asset and the ability to appreciate that significance may be harmed by development in its setting. For example, if, as a result of development, the intervisibility between a farm building and the farmhouse with which it was historically associated is lost, or if housing is built on agricultural land which provides a rural setting to a conservation area visible in important views, there may be a loss of significance and/or of an ability to appreciate that significance.

7.1.3 As noted on the Historic England website: ‘Every heritage asset, whether designated or not has a setting. Its importance, and therefore the degree of protection it is offered in planning decisions, depends entirely on the contribution it makes to the significance of the heritage asset or its
Photographs illustrating settings of heritage assets are at Figure 13.

Insert Figure 13 – examples illustrating the setting of heritage assets

7.2 Legislation, policy and guidance

7.2.1 The local planning authority’s duties in respect of the desirability of preserving the setting of a listed building are noted in Section 66 of the 1990 Act (see sub-paragraph 2.4.1).

7.2.2 The NPPF states that any harm to or loss of the significance of a designated heritage asset, including from development within its setting, should require clear and convincing justification (see sub-paragraph 2.5.2 of this document).

7.2.3 Policy EM11 of the Local Plan (reproduced below sub-paragraph 2.2.2 of this document) makes reference to the setting of designated and non-designated heritage assets, and to the fact that proposals should demonstrate a thorough understanding of the setting of heritage assets and how this has informed proposals.

Where to find guidance on the setting of heritage assets

Historic England’s “Historic Environment Good Practice Advice in Planning Note 3 The Setting of Heritage Assets” (HEGPA3) provides useful general guidance on understanding the setting of heritage assets and on how it may contribute to the significance of heritage assets and allow significance to be appreciated. A staged approach to consideration of key issues is suggested.

7.3 Development affecting the setting of heritage assets: principles

7.3.1 Proposals for development requiring planning permission within the setting of a heritage asset or heritage assets should demonstrate that they are informed by a thorough evaluation of the significance of the heritage asset(s) (See also Section 13.0).

7.3.2 The principles and supporting text which follow relate to the fact that the philosophy which underpins many of the principles and supporting text within

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33 https://historicengland.org.uk/advice/hpg/has/setting/
34 https://content.historicengland.org.uk/images-books/publications/gpa3-setting-of-heritage-assets/heag180-gpa3-setting-heritage-assets.pdf/
this SPD relating to development directly affecting heritage assets (for example works to a listed building, or development within a conservation area) is also pertinent to development within the setting of such assets. The principles below relate closely to those in the foregoing sections: the supporting text relating to those sections has not been reproduced in full but may provide useful guidance in respect of how the principles below will be interpreted.

**Principle SHA01 – Development within the setting of heritage assets: impact on significance**

In respect of proposals for development within the setting of heritage assets requiring planning permission, proposals should ensure that there is no unacceptable adverse impact on the significance of the heritage asset or on the ability to appreciate that significance.

**Principle SHA02 – Development within the setting of listed buildings: design**

In respect of proposals within the setting of a listed building, particular attention will be paid to design issues in the evaluation of proposals, such proposals will need to respond sensitively to the design of the listed building.\(^{35}\)

**Principle SHA03 – Development within the immediate setting of listed buildings: hierarchy of built form**

In respect of proposals within the immediate setting of a listed building, such as those relating to garages, annexes and other outbuildings within the immediate setting of a dwelling, and other new buildings close to listed buildings:

a) Development should generally be subordinate to the original building, in order to ensure an appropriate hierarchy of built form and should ensure that the significance of the listed building is not unacceptably eroded or compromised.

b) New and altered buildings should generally be smaller than the principal building in terms of footprint and floor areas: ridge heights should generally be lower and roof spans smaller.

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\(^{35}\) see Principle LB02 a)
7.3.3 Sub-paragraph 3.6.13 is directly relevant to decision-making relating to proposals for development within the immediate setting of a listed building.

7.3.4 Where a listed building has already been extended and/or buildings have been constructed within its setting, evaluation of the impact of a development proposal within the setting of the listed building will include consideration of the cumulative effect of existing and proposed development.

7.3.5 Traditionally, outbuildings were often detailed differently from the main building, with simpler elevational treatment, sometimes using materials and finishes with a less substantial and permanent appearance than those used in the main or original building. An example is a timber-clad stable with casement windows within the setting of a brick-built country house with sash windows. Such an approach helps to make the outbuilding read as subordinate to the main building and may be appropriate in new work.

**Principle SHA04 – Works within the setting of listed buildings: materials, finishes and construction details**

Materials, finishes and construction details employed in works within the setting of a listed building should respect those of the listed building and/or the local vernacular. Natural materials should generally be used for works within the immediate setting of a listed building.\(^{36}\)

**Principle SHA05 - Development within the setting of a conservation area: impact on significance**

In respect of proposals for development requiring planning permission within the setting of conservation areas,

a) Consistent with Principle SHA01, any development should ensure that there is no unacceptable adverse impact on the significance of the conservation area. Development should not prejudice the ability to appreciate that significance, and should, where possible, provide opportunities to aid such appreciation;

b) The council will encourage opportunities for enhancement to be taken, e.g. where the character or appearance of a site presently has a negative impact on appreciation of the significance of a conservation area.

7.3.6 As noted at sub-paragraph 4.2.1, development outside a conservation area may impact on its character and/or appearance. Areas within the setting of a conservation area may form a backdrop in important views and vistas to and

\(^{36}\) Natural materials are described at sub-paragraph 3.6.17 of this document.
from the conservation area, and may thus affect the way that the conservation area is perceived and the ability to appreciate its significance. Light and noise from a development within the setting of a conservation area may have an impact on its character and/or appearance and/or on the ability to appreciate its significance.

7.3.7 In respect of proposals for development within the setting of a conservation area requiring planning permission, particular attention will be paid to design issues in the evaluation of proposals.

### Principle SHA06 - Development within the setting of a conservation area: design

In respect of proposals for development within the setting of a conservation area requiring planning permission:

Proposals should be informed by, and should respond sensitively to, those aspects of the conservation area which make a positive contribution to its character and appearance and/or to its special historic or architectural interest.

7.3.8 Various aspects of a conservation area which make a positive contribution to its character and/or appearance and/or to its special historic or architectural interest, and which should inform the design of new development within its setting as referenced in Principle SHA06, are set out at sub-paragraph 4.9.7.

### 8.0 Heritage at risk

#### 8.1 Overview

8.1.1 Regular maintenance and repair is fundamental to ensuring the long-term preservation of heritage assets, for the enjoyment of current and future generations. Regular maintenance and repair reduces the risk of expensive remedial work, so is often in the best interests of the owner. Heritage assets in a poor state of repair which threatens their significance may be described as ‘heritage at risk.’

#### 8.2 Registers of heritage at risk

8.2.1 Historic England publishes a national Heritage at Risk Register. The register includes buildings, places of worship, monuments, parks and gardens, conservation areas, battlefields and wreck sites that are designated and have been assessed and found to be at risk from neglect, decay or other threats.

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8.2.2 In respect of listed buildings outside London, only buildings listed at Grade I and Grade II*, and Grade II listed places of worship are included in the register.

8.2.3 Historic landscapes on the Register of Parks and Gardens of any grade may be on the Register of Heritage at Risk.

8.2.4 The council keeps a register of Grade II listed buildings at risk in the borough: the local Buildings at Risk Register. The list includes curtilage-listed structures. The council is committed to removing a number of entries from the list each year.

8.2.5 The council works with owners to address issues relating to buildings at risk, encouraging proper repair and maintenance through the provision of advice and assistance where appropriate.

8.2.6 Where considered necessary for the preservation of heritage assets, interventions include the issue of Urgent Works Notices and Repair Notices, which can lead to Compulsory Purchase Orders. Historic England’s ‘Stopping the Rot’ provides a useful guide to enforcement action relating to the preservation of heritage assets.\(^{38}\)

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9.0 **Archaeology**

9.1 **Overview**

9.1.1 **Archaeology** is the study of physical remains in order to understand past human activity. The term is also used to refer to those remains.

9.1.2 There is an archaeology of buildings, where study of the fabric of historic buildings reveals their true date, evolution and uses. There is also an archaeology of landscape and townscape, where the roads, paths and property boundaries, whether walled or hedged, reveal the past layout and uses of land.

9.1.3 The archaeology of Basingstoke and Deane is rich and varied, ranging from the stone tools of the hunter gatherers who followed the Loddon and the Test, to the ‘Late Iron Age oppidum and Roman town of Calleva Atrebatum and associated earthworks\(^ {39}\) at Silchester (‘one of the best-preserved in Britain\(^ {40}\)’) and the GHQ defence line of the Second World War. Various

\(^{38}\) [https://historicengland.org.uk/images-books/publications/stoppingtherot/](https://historicengland.org.uk/images-books/publications/stoppingtherot/)

\(^{39}\) [https://historicengland.org.uk/listing/the-list/list-entry/1011957](https://historicengland.org.uk/listing/the-list/list-entry/1011957)

examples of heritage assets of archaeological interest within the borough are illustrated at Figure 14.

Insert Figure 14 – examples of heritage assets of archaeological interest within the borough

9.1.4 Archaeology plays an important role in the open space and green infrastructure management of the borough (see Section 10.0). There are frequently direct links between biodiversity value and age of a place, such as ancient woodland and historic hedgerows: hedgerows on historic field boundaries can preserve both ecology corridors and historic landscape character.

9.1.5 Archaeology can be conserved, enhanced and made more accessible both through the planning system and by local initiatives. Where archaeological remains survive within open spaces they can be utilised to promote local identity, sense of place and community. As an example, at the burial mounds and Roman road at Old Down, planting and sign boards reveal their story. Recent initiatives within development management have retained the line of a Roman road within a development (at Razors Farm) and a Bronze Age burial mound in a housing estate (at Bloswood Lane).

9.2 Scheduled monuments

9.2.1 As noted previously, scheduled monuments are a type of designated heritage asset of national importance. Scheduling derives its authority from the Ancient Monuments and Archaeological Areas Act 1979.41

9.2.2 There are many hundreds of archaeological sites in the borough, but only a minority, such as Winklebury camp, an Iron Age hillfort, are protected as scheduled monuments. In total there are 63 Scheduled Monuments within BDBC.

9.2.3 Scheduled Monument Consent is required where activities that physically affect a scheduled monument are proposed (see https://historicengland.org.uk/advice/hpg/consent/smc/). The consent regime is administered by Historic England. An application for planning permission may also be necessary for work affecting a scheduled monument which constitutes ‘development’.

9.2.4 The Historic England website notes that: ‘While some change’ (to Scheduled Monuments) ‘may be possible, there is a presumption that they will be handed on to future generations in much the same state that we have found them.’

41 https://historicengland.org.uk/listing/what-is-designation/scheduled-monuments/
9.2.5 As noted at sub-paragraph 2.5.2, paragraph 194 of the NPPF makes it clear that substantial harm to a scheduled monument, or site of equivalent importance, should be ‘wholly exceptional’.

9.3 Protection of non-designated heritage assets of archaeological interest

9.3.1 Given the limited number of archaeological sites which are protected by scheduling as designated heritage assets, archaeological remains (which are, for the most part, non-designated heritage assets) are generally reliant on the planning system to protect, conserve, enhance and, where applicable, record them to mitigate the impacts of development.

9.3.2 As referenced at sub-paragraph 2.5.2 above, it is noteworthy that a footnote to paragraph 194 of the NPPF states that: ‘Non-designated heritage assets of archaeological interest that are demonstrably of equivalent significance to scheduled monuments, should be considered subject to the policies for designated heritage assets.’

9.4 Development which has the potential to impact on archaeology: principles

Principle ARC01 – Preserving the significance of archaeological remains and the ability to appreciate that significance

In respect of proposals for development which has the potential to impact archaeological remains, whether standing or buried, the significance of those remains and/or the ability to appreciate that significance should be preserved or enhanced.
Providing information relating to archaeology

Where a proposal may impact on archaeology, information relating to archaeology may be required to support a planning application or application for listed building consent and/or to discharge a condition attached to any permission in order to ensure adequate protection, conservation, enhancement and recording.

Where archaeology is a material consideration, relevant information will need to be presented in the heritage statement which supports the planning application (see information box at Section 13.0). In some circumstances it may be appropriate for this information to include the results of field work in this submission. (See also Section 13.0 for information relating to building recording).

As noted in HCC guidance\(^\text{42}\) \textit{It is often in the applicant’s best interest to undertake fieldwork prior to the submission of larger planning applications, or applications affecting known archaeological sites. This is because undertaking fieldwork at this early stage decreases the risk of making unexpected archaeological discoveries late in the day. If archaeological discoveries are made at a late stage in the development process, it is harder to make the adaptations to masterplans and programme planning which might be required to mitigate the impact of the development upon archaeology.}'

The Heritage Statement should describe the significance of the archaeological remains, the impact of the proposed development, and should propose opportunities for enhancement and for mitigation of impact where relevant.

Where the merits of development outweigh the significance of the archaeological remains and will result in the loss of archaeological evidence, it may be appropriate to require archaeological recording of those remains and to secure such recording by means of an archaeological condition attached to any permission.

\(^\text{42}\) http://documents.hants.gov.uk/archaeology/archaeology-planning-developers.pdf
Where to find information relating to archaeology and other aspects of the historic environment in Hampshire

More about the heritage of Hampshire and the role of the County Council’s Historic Environment Team, working with the borough council, in conserving and recording archaeology can be found at:


The website includes links to extensive guidance for developers, planners and others.

The team can be contacted on 01962 832339, or using historic.environment@hants.gov.uk.

Basingstoke and Deane Borough Council supports the Hampshire Historic Environment Record (HER):

https://www.hants.gov.uk/landplanningandenvironment/environment/historicenvironment/historicenvironmentrecord

which is the evidence base used to underpin planning policy and development management. As noted at paragraph 13.2, the council will require a statement of significance to support any application for planning permission affecting the significance of a heritage asset or heritage assets or for listed building consent. This statement should conform to the requirements of the NPPF: as a minimum ‘the historic environment record (HER) should have been consulted.’

All currently reported archaeological sites are recorded here and it is possible to request archaeological data or to use the HER on-line data search facility.

There are other national databases which may be accessed via: https://www.heritagegateway.org.uk/gateway/

10.0 Heritage and green infrastructure

10.1 Preserving the significance of heritage assets and the ability to appreciate that significance through green infrastructure: principles

10.1.1 The council’s Green Infrastructure Strategy is set out at: https://www.basingstoke.gov.uk/ENV09 Open space within development can be used to protect and enhance the setting of heritage assets. Green infrastructure also provides opportunities not only to preserve heritage assets, but also to increase access to such assets (whether physical access
or intellectual access), to use heritage to advance other agendas such as the health agenda, for example by promoting walks and trails allied to archaeology, and to add to and enhance sense of place, local identity and community as noted at sub-paragraph 9.1.5.

**Principle GIH01 – Preserving the significance of heritage assets and the ability to appreciate that significance through green infrastructure**

In respect of proposals for development which has the potential to preserve the significance of heritage assets and to preserve or enhance the ability to appreciate that significance through green infrastructure:

a) Development should preserve the significance of heritage assets, should not prejudice the ability to appreciate that significance, and should, where possible, provide opportunities to aid such appreciation;

b) The council will encourage opportunities for enhancement to be taken, e.g. where the character or appearance of a site presently has a negative impact on the significance of a heritage asset or on the ability to appreciate that significance.

Insert Figures 15 and 16 – examples of heritage assets of archaeological interest within the borough related to green infrastructure

**11.0 Biodiversity and historic buildings**

**11.1 Responsibilities**

11.1.1 Historic buildings very often provide habitats for wildlife such as bats, barn owls and other nesting birds. Various species are afforded protection under the Wildlife and Countryside Act 1981 (as amended) and, in the case of bats, by the Conservation of Habitats and Species Regulations 2017 (as amended). Harm to protected species and/or their breeding places or roosts is punishable in law.

11.1.2 Local Planning Authorities have a duty to consider legally-protected species as a material consideration when determining applications for planning permission and for listed building consent.

**11.2 Policy and Guidance**

11.2.1 The key policy within the Local Plan relating to Biodiversity, Geodiversity and Nature Conservation is Policy EM4. Guidance on the interpretation of that
policy is contained in the council’s Landscape, Biodiversity and Trees SPD 2018.

**Providing information: ecology reports**

When making an application for planning permission or for listed building consent, it may be necessary to submit an ecological assessment, carried out by a suitably qualified ecologist, to determine whether bats or other protected species are likely to be present and could be affected by a proposal. This may lead to a requirement for more detailed surveys and mitigation strategies, if it is considered that such species are likely to be present and could be adversely affected by a proposal.

Applicants should take account of this before they submit their application, as surveys for certain species have to be undertaken at an appropriate time of year for the species concerned. Surveys undertaken during sub-optimal times will not necessarily be sufficient to support an application.

To help inform the scope of the biodiversity information likely to be required, a biodiversity checklist (available at: https://www.basingstoke.gov.uk/submit-a-planning-application) should be completed.

If an ecological survey or assessment is considered necessary, such information must be provided with the application, (i.e. not supplied in order to discharge a condition). This approach is in line with advice given in Circular 06/2005 which states that ‘It is essential that the presence or otherwise of protected species, and the extent that they may be affected by the proposed development, is established before the planning permission is granted, otherwise all relevant material considerations may not have been addressed in making the decision.’

If it is likely the works will adversely affect a European Protected Species (EPS) (which includes all species of bat in the UK) then it may be necessary to obtain a European Protected Species licence. In such cases the Local Planning Authority needs to consider whether an EPS licence is likely to be granted ahead of the grant of planning permission or listed building consent.

The local planning authority has a duty to address all three of the tests contained in the Conservation of Habitats and Species Regulations 2017 when determining applications.

One of the tests is that ‘the favourable conservation status of the species affected must be maintained’. Information will be required which clearly sets out mitigation and/or compensation measures to offset any negative impacts on the species concerned. Such mitigation or compensation measures may influence the design
of the development and therefore need to be addressed as part of the planning application or application for listed building consent.

Generally, when considering planning applications, the council will seek to secure a net gain for biodiversity.

Further guidance can be found in the Council’s Landscape, Biodiversity and Trees SPD 2018 or provided by one of the council’s Biodiversity Officers, who may be contacted via 01256 844844.

Information on where to find a suitably qualified ecologist to carry out an ecological survey can be found on the following website:

http://www.cieem.net

(from the main page, select ‘Professional Directory’).

12.0 Energy efficiency and historic buildings

12.1 The whole life approach to energy consumption of buildings

12.1.1 The energy consumed by a building is made up of three components: embodied energy (the energy consumed to make the building and to refurbish and maintain it over its lifetime); operational energy (the energy consumed in the running of the building e.g. for heating and lighting); and demolition energy (the energy consumed in disposal of the building at the end of its life). Whilst a great deal of consideration is given to sustainability in terms of reducing the use of operational energy in buildings by, for example, increasing thermal insulation, the bigger picture is often overlooked. Loss of historic buildings and their replacement with new buildings results in the expenditure of considerable amounts of embodied and demolition energy.

12.2 Improving the energy efficiency of old buildings

12.2.1 Reducing the operational energy of a building of traditional construction poses particular challenges: the majority of old buildings are such that their fabric absorbs and releases moisture, and moisture is dispersed by natural ventilation arising from convection. Interventions which change the way an old building works in relation to heat and moisture (its hygrothermal behaviour), such as the addition of impermeable membranes and/or insulation, can give rise to serious long-term, and potentially costly, technical problems.

12.2.2 Modern buildings are designed to be highly insulated and sealed, with ventilation controlled: their hygrothermal behaviour is, as a result, very different from that of traditional buildings.
12.2.3 If demand for operational energy is to be reduced but damage to a historic building/a building of traditional construction is to be avoided, in terms of a building’s significance and fabric, an in-depth understanding is required both in terms of the building's significance and of the way the building works as an environmental system. Such an understanding is essential to ensure compliance with Policy EM11 of the Local Plan (reproduced at Section 2.0).

12.2.4 Assessments of energy efficiency and environmental performance, such as Energy Performance Certificates (EPCs) and Standard Assessment Procedure (SAP) ratings, have generally been developed to suit the technologies of modern buildings. Measures recommended to improve energy performance in modern buildings may not be appropriate to heritage assets for technical reasons and/or because of their impact on character and appearance.

12.2.5 Some proposed interventions, such as the replacement of single-glazed sash windows with double-glazed upvc windows, can have a substantial impact on the character and appearance of a building or an area. Where such work is subject to planning controls, it may not be acceptable (see Appendix B). The impact of such interventions in terms of embodied energy is considerable and payback periods can be long.\(^{43}\)

12.3 **Building Regulations: the conservation of fuel and power**

12.3.1 Under the Building Regulations Part L, ‘energy conservation upgrading’ is normally required where elements are to be substantially replaced or renovated, where there is a change of use, when changes are to be made to ‘controlled fittings’ or ‘controlled services’ such as (windows, boilers etc.) or where ‘consequential improvements’ to buildings over 1000 sq m are required (when such buildings are extended or their capacity for heating or cooling is increased).

12.3.2 Under Regulation 21 of the Building Regulations\(^{44}\), and as noted at paragraphs 3.6 and 3.7 of the Building Regulations Approved Documents L1B\(^{45}\) and L2B\(^{46}\), buildings which are listed or in a conservation area, and scheduled monuments, are exempt from compliance with the energy efficiency requirements of Building Regulations Part L 'where compliance with the energy efficiency requirements would unacceptably alter their character or appearance.'

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\(^{43}\)https://historicengland.org.uk/images-books/publications/traditional-windows-care-repair-upgrading/

\(^{44}\)http://www.legislation.gov.uk/uksi/2010/2214/regulation/21/made


12.3.3 Paragraph 3.8 of both Approved Documents L1B and L2B lists three further classes of buildings where ‘special considerations’ apply in relation to the conservation of fuel and power. These are:

(a) ‘Buildings which are of architectural and historical interest and which are referred to as a material consideration in a local authority’s development plan or local development framework’ (i.e. non-designated heritage assets including locally-listed buildings, see subparagraph 1.3.2 above and Section 6.0);

(b) Buildings which are of architectural and historical interest within national parks, areas of outstanding natural beauty, registered historic parks and gardens, registered battlefields, the curtilages of scheduled ancient monuments, and world heritage sites;’

and

(c) ‘Buildings of traditional construction with permeable fabric that both absorbs and readily allows the evaporation of moisture’.

12.3.4 It is noteworthy that many traditional farm buildings in the district are of heritage interest and fall within the North Wessex Downs Area of Outstanding Natural Beauty, such that they are subject to special consideration under item (b) above, and that much of the building stock (including Victorian terraced housing) within the district is subject to special consideration under item (c).

12.3.5 Paragraph 3.9 of the relevant Approved Documents goes on to state that: ‘When undertaking work on or in connection with a building that falls within one of the classes listed [in paragraph 3.8] above, the aim should be to improve energy efficiency as far as is reasonably practical. The work should not prejudice the character of the host building or increase the risk of long-term deterioration of the building fabric or fittings.’

12.3.6 Proposals to extend historic buildings are treated rather differently: paragraph 3.11 goes on to note that: ‘In general, new extensions to historic or traditional dwellings [or buildings in L2B] should comply with the standards of energy efficiency as set out in this Approved Document. The only exception would be where there is a particular need to match the external appearance or character of the extension to that of the host building.’

12.3.7 Paragraph 3.12 of the Approved Documents L1B and L2B also makes provision for ‘special considerations’ being applied as follows: ‘Particular issues relating to work in historic buildings that warrant sympathetic treatment…include:

a) Restoring the historic character of a building that has been subject to previous inappropriate alteration, e.g. replacement windows, doors and roof-lights;
b) Rebuilding a former historic building (e.g. following a fire or filling a gap
site in a terrace);

c) Making provisions enabling the fabric of historic buildings to ‘breathe’ to
control moisture and potential long-term decay problems.”

Where to find out about Building Regulations requirements

This section of the document is intended as a very brief introduction to issues
relating to energy efficiency, building regulations and heritage assets: reference
should always be made to the Building Regulations and Approved Documents as
amended at an early stage in the development of proposals affecting heritage
assets. In relation to issues discussed in this section of the SPD it may be
advantageous to seek advice from a suitably qualified and independent
professional who has specific experience in dealing with interventions to improve
energy efficiency in historic buildings.

Advice on interpretation of the Regulations and Approved Documents may be
obtained from the council’s Building Control department via
building.control@basingstoke.gov.uk or 01256 844844 or from Approved
Inspectors in the private sector.

Paragraph 3.13 of the relevant Approved Documents advises that: ‘In assessing
reasonable provision for energy efficiency improvements for historic buildings of
the sort described in [the above] paragraphs…, it is important that the BCB
[Building Control Body] takes into account the advice of the local authority’s
conservation officer. The views of the conservation officer are particularly
important where building work requires planning permission and/or listed building
consent.’

Although the planning and building control regimes are separate, council officers
dealing with applications and enquiries are part of the same service, and work
closely to provide an integrated and supportive service to applicants and agents.

Where to find guidance on improving energy efficiency in old buildings

Historic England has published a series of documents providing highly detailed
good practice advice on the adaptation of old buildings to improve energy
efficiency: see https://www.historicengland.org.uk/advice/technical-advice/energy-
efficiency-and-historic-buildings/. The series includes a document which provides
an overview of the application of Part L of the Building Regulations to historic and
traditionally-constructed buildings: https://www.historicengland.org.uk/images-
books/publications/energy-efficiency-historic-buildings-ptl/. Other documents in the series relate to works affecting specific elements and components such as roofs, walls, windows etc.; and to energy performance certificates. See also: https://historicengland.org.uk/advice/your-home/saving-energy/ which provides a link to various documents including advice to owners of older buildings on generating energy.

13.0 Making an application for planning permission for works affecting a heritage asset or for listed building consent

13.1 Overview

13.1.1 Applicants and their agents are encouraged to engage in pre-application discussions with the local planning authority at an early stage in the evolution of proposals affecting a heritage asset or heritage assets. Contact details are at the front of this document. Any views expressed will, however be made without prejudice to any decision the Development Control Committee or Head of Planning and Infrastructure may make on an application subsequently submitted.

13.1.2 Any submission for planning permission and/or listed building consent made to the borough council must meet its minimum validation requirements, in order for the application to be registered. It should be made using a standard form: various fees are payable. See https://www.basingstoke.gov.uk/submit-a-planning-application.

13.1.3 It is common for additional information and a considerable level of detail to be required in support of such and/or in order to discharge conditions attached to any approval.

13.1.4 Applicants and their agents are encouraged to use the sources of information signposted within this SPD which are in the boxes marked with an ⏩ when preparing documents for submission.

13.1.5 Where applications relate to listed buildings, it will be particularly important to consider Building Regulations requirements at an early stage in the development of proposals.

13.2 Statements of significance

13.2.1 Paragraph 189 of the NPPF states that:

‘In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise
where necessary. Where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.

Providing information: statements of significance

The council will require a statement of significance to support any application for planning permission affecting the significance of a heritage asset or heritage assets or for listed building consent. This statement should conform to the requirements of the NPPF as set out above. Note that as a minimum ‘the historic environment record (HER) should have been consulted’: this should be evidenced in the submission. A copy of the list entry will not be sufficient to meet this requirement. See information box ⓘ which follows paragraph 9.4 for information on the Historic Environment Record (HER).

It is important that proposals are informed by an understanding of significance, and thus an early assessment of significance is desirable.

The statement of significance is often incorporated into a heritage statement, which includes an assessment of the impact of proposals on the heritage asset(s) affected, and which identifies conservation and enhancement opportunities and any mitigation strategies as appropriate.

Where appropriate, statements should address impact on the character and appearance of a conservation area, and/or on the impact on the setting of a heritage asset or assets.

Information relating to archaeology (as information box at paragraph 9.4) may also be included in such a statement.

Records of historic buildings are compiled for a number of reasons. Building recording can assist in the understanding of a building and of its significance to inform a statement of significance/heritage statement and/or the preparation of a scheme of conservation, repair or alteration and/or development proposals. It can also be used to document buildings or parts of buildings which will be lost as a result of demolition. The type or ‘level’ of building recording appropriate to a particular set of circumstances will vary. Commonly, where alterations are proposed to a listed building, a Level 3 record will be appropriate. Guidance is set out in Historic England’s Understanding Historic Buildings: a guide to Good Recording Practice.47

13.3 Information and sources of guidance

13.3.1 Information required as part of or to support an application will vary dependent upon particular circumstances. Attention is drawn to the boxes marked with an asterisk ✪ within this SPD which are intended to guide applicants and their agents in relation to information commonly required in support of heritage applications and/or to discharge conditions attached to any approval. Boxes marked ⬚ are complementary in that they provide information on sources of guidance.

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