

# Heritage Supplementary Planning Document

March 2019



Basingstoke  
and Deane



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Appendices to this document, and which form part of this SPD, are published as follows. Additional appendices may be added in due course.

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## What is this?

This Supplementary Planning Document has been prepared by Basingstoke and Deane Borough Council, in its role as Local Planning Authority, to support the delivery of the Basingstoke and Deane Local Plan 2011-29. The SPD has been informed by extensive consultation, including a six week formal consultation with residents and other stakeholders.

It has been prepared in accordance with The Town and Country Planning (Local Planning) (England) Regulations 2012, and is a material consideration in the determination of planning applications.



### 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](mailto: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 2019, 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 historic, 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.’<sup>1</sup>*

- 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 2011-2029. 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.

### Key:

Key Local Plan Policies are contained in boxes shaded mauve. Principles, which will guide decision-making, are contained in boxes shaded green. General guidance and background information is contained within the text of the document.

Boxes shaded grey and marked with an asterisk \* 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 shaded grey and marked with an information icon ⓘ are complementary in that they provide information on sources of guidance/information.

- 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).’<sup>2</sup>*

- 1.1.3 The focus of this document is built heritage although wider heritage issues are also addressed. 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

<sup>1</sup> <https://historicengland.org.uk/advice/hpg/generalintro/heritage-conservation-defined/>

<sup>2</sup> <https://www.gov.uk/guidance/national-planning-policy-framework/annex-2-glossary>

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 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 conservation areas. Many 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 the Whitchurch Silk Mill and Laverstoke Mill, now the home of Bombay Sapphire), 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). Sections of the Basingstoke Canal also remain. Examples of heritage assets in the borough are illustrated at Figure 1.
- 1.2.3 The conservation and enhancement of heritage assets are 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, many of 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.<sup>3</sup>

- 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 material consideration in the determination of relevant planning applications.<sup>4</sup> Non-designated heritage assets are discussed in more detail at Section 6.0 and at paragraph 9.3. (Paragraph 2.5 discusses the treatment of non-designated heritage assets of archaeological interest which are demonstrably of equivalent significance to scheduled monuments).



### The National Heritage List for England

Historic England is the public body which ‘champions and protects England’s historic places’.<sup>5</sup>

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/>

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

<sup>3</sup> <https://www.gov.uk/guidance/conserving-and-enhancing-the-historic-environment>

<sup>4</sup> See paragraph 6.89 of the text of the Basingstoke and Deane Local Plan 2011-2029

<sup>5</sup> <https://historicengland.org.uk/about/who-we-are/>

## Figure 1: Examples of heritage assets within the borough

Clockwise from top left: Ruins of the Chapel of the Holy Ghost, Basingstoke (Grade II\* listed building and Scheduled Monument); South View Conservation Area; War Memorial Park, Basingstoke (locally-listed landscape); Old Basing Conservation Area; Basingstoke War Memorial (Grade II listed building); Roman wall, Silchester, part of Late Iron Age Oppidum and Roman town of Calleva Atrebatum (Scheduled Monument).



## 2.0 Context

### 2.1 The Council Plan

2.1.1 This Supplementary Planning Document (SPD) will aid the delivery of Council Plan priorities relating to the conservation and protection of local character and distinctiveness, and to maintaining and enhancing our built environment. Conservation 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.<sup>6</sup> In Basingstoke and Deane the Development Plan currently comprises:

- The Basingstoke and Deane Local Plan 2011 – 2029 and Policies Maps
- The Hampshire County Council Minerals and Waste Plan 2013
- Neighbourhood Plans (which have been 'made' by the council, or which 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 (the 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.

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<sup>6</sup> Section 38(6) of the Planning and Compulsory Purchase Act 2004 and Section 70(2) of the Town and Country Planning Act 1990

**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 website.<sup>7</sup> 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.

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<sup>7</sup> <https://www.basingstoke.gov.uk/neighbourhood-planning>

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 Policy Framework (NPPF) 2019 (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.’*<sup>8</sup> 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 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.’*<sup>9</sup>

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<sup>8</sup> <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

<sup>9</sup> In the speech of Lord Bridge of Harwich in *South Lakeland District Council v. Secretary of State for the Environment* [1992] 2 A. C. 141.

- 2.4.2 The local planning authority also has specific obligations in respect of conservation areas. Section 72 of the 1990 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.'* The need for *'special attention'* to be paid is noted.
- 2.4.3 The phrases *'special regard'* and *'special attention'* are extremely important in relation to planning decisions affecting listed buildings, the setting of listed buildings, and conservation areas.
- 2.4.4 Scheduled monuments are protected outside the planning system under the Ancient Monuments and Archaeological Areas Act 1979: see paragraph 9.2.

## 2.5 The National Planning Policy Framework

- 2.5.1 Paragraph 190 of the National Planning Policy Framework (NPPF) requires local planning authorities to take the significance of any heritage asset into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.
- 2.5.2 It is important to understand the significance of any heritage assets that may be affected by a development proposal, prior to establishing, 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.'*
- 2.5.3 Paragraph 193 of the NPPF<sup>10</sup> notes that: *'When considering the impact of a proposed development on the significance of a designated heritage asset,<sup>11</sup> 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.'*
- 2.5.4 It is noted at paragraph 194 of the NPPF 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,*

<sup>10</sup> <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

<sup>11</sup> see sub-paragraph 1.3.1.

*grade I and II\* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.'*

There is a footnote (No. 63) to this paragraph of the NPPF 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.'*

- 2.5.5 Paragraph 195 of the NPPF notes that applications which would cause *'substantial harm'* to a designated heritage asset (or total loss of significance) 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 notes that *'substantial harm'* is a high test.

- 2.5.6 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, where appropriate, securing its optimal viable use. Decisions made by the Planning Inspectorate and by the Courts make it clear that *'less than substantial harm'* is still harm, and that considerable importance and weight must be given to such harm in decision-making.<sup>12</sup> It is noted that benefits against which harm must be weighed must be public benefits, rather than benefits to an individual.
- 2.5.7 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 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,

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<sup>12</sup> See *Barnwell Manor Wind Energy Ltd vs East Northamptonshire DC and others* 2014 EWCA Civ 137

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 is 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, made Neighbourhood Plans, 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.

#### Figure 2: Examples of listed buildings within the borough

Clockwise from top left: Highclere Castle (Grade I listed building); Church of St Nicholas, Steventon (Grade II\* listed building); K6 telephone kiosk North Waltham (Grade II listed building); cottage in Hannington (Grade II listed building); Whitchurch Silk Mill (Grade II\* listed building).



- 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 Graphical Information System (GIS), 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.'*<sup>13</sup>
- 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

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<sup>13</sup><https://www.gov.uk/government/publications/principles-of-selection-for-listing-buildings>

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 'Development' has a defined meaning in law.<sup>14</sup> Many types of development require planning permission. 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 therefore require listed building consent and may also require planning permission.
- 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<sup>15</sup> and with location) are restricted for listed buildings.<sup>16</sup> 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 Historic Environment 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.<sup>17</sup> Such works may not constitute 'development.'
- 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

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<sup>14</sup> as set out in Section 55 of the Town and Country Planning Act 1990 as amended by subsequent legislation

<sup>15</sup> as set out in the Town and Country Planning (Use Classes) Order 1987

<sup>16</sup> under the Town and Country Planning (General Permitted Development) (England) Order 2015

<sup>17</sup> Section 7 Planning (Listed Buildings and Conservation Areas) Act 1990

replacement of components such as windows. Other examples of 'alterations' relate to services, structural work, damp-proofing, removal and/or application of render, plaster etc. and the addition of advertisements and signage.

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.'*<sup>18</sup>

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 of the building. 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.

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<sup>18</sup> Section 9 (3) The Planning (Listed Buildings and Conservation Areas) Act 1990

- 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 curtilage-listed will not normally be registered as a Land Charge or recorded on the council’s Planning GIS.
- 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<sup>19</sup> 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 significance or to an understanding of significance.
- 3.4.7 It is for the local planning authority, rather than Historic England, to determine whether a structure should be considered to be 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.<sup>20</sup> 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. It is noted that where unauthorised development requiring planning permission is undertaken, penalties may be incurred for failure to comply with an enforcement notice. Where unauthorised work requiring

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<sup>19</sup> <https://historicengland.org.uk/images-books/publications/listed-buildings-and-curtilage-advice-note-10/>

<sup>20</sup> Section 9 Planning (Listed Buildings and Conservation Areas) Act 1990

listed building consent is undertaken, prosecution may result without the intervening step of enforcement action.

- 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/>.
- 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.
- 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, which should be undertaken by a suitably qualified and competent professional. Such evaluation may include building recording (see Section 13.0). Those commissioning works to a listed building are advised to ensure that professional advisers and contractors employed in relation to such works have appropriate expert knowledge and experience of historic buildings.<sup>21</sup>
- 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.*'<sup>22</sup> The demolition of listed buildings will not normally be permitted.

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<sup>21</sup> See also British Standards Institution (2013) BS 7913: Guide to the conservation of historic buildings

<sup>22</sup> Paragraph 194 of the NPPF at: <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

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 subparagraph 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.

**Figure 3: Examples of works to listed buildings in the borough**

Works range from external and internal works of repair, to alterations, and conversions to new uses. Photographs illustrate render repairs, repairs to timber frames and floor structures, and the alteration and conversion of a group of industrial buildings and associated cottages.



### **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) it should be demonstrated that such proposals are informed by a thorough evaluation of significance;
- b) the nature, extent, design and specification of works, and the methods of construction employed should take account of BS7913: 2013 *Guide to the conservation of historic buildings*, and should ensure that there is no unjustified adverse impact on significance and/or on the ability to appreciate that significance;
- c) building fabric and/or internal and external features which contribute to the significance of a listed building should be retained and conserved;
- d) 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 unjustified 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;
- e) Clear and convincing justification for any harm to, or loss of, significance must be provided, in accordance with paragraph 194 of the NPPF: see also sub-paragraphs 2.5.4 and 3.6.3 above.

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 off-site 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, such as solar panels, 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.

#### **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 significance and/or the ability to appreciate 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 an 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 unjustified impacts on the way the building performs as an environmental system and/or to unjustified 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; aggregates; and metals such as iron, lead and copper. 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 Historic Environment 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 Historic Environment 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 unjustified impacts on the way the building performs structurally, and/or as an environmental system and/or to unjustified 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 significance, 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, which discusses the role of statements of significance and heritage statements.

## 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 significance, as noted at subparagraph 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 the change of use of a listed building is proposed, for example from an agricultural use to residential use, particular care is needed to ensure that there is not an unjustified loss of significance (see Appendix A).

### 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 unjustified adverse impact on significance or on the ability to appreciate significance. Where feasible, a listed building should be retained in its original or historic use or returned to such use.

- 3.7.3 In many instances, the historic use of a listed building makes an extremely important contribution to significance. An example is a 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 significance. This will normally be the council's preferred option.

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

## 4.0 Conservation areas

### 4.1 Overview

- 4.1.1 A Local Planning Authority has powers and obligations<sup>23</sup> 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.

**Figure 4: Examples of conservation areas in the borough**

Clockwise from top left:  
Fairfields,  
Basingstoke Town,  
Oakley and Deane.



<sup>23</sup> under Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990

- 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*<sup>24</sup> 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>.
- 4.1.6 Conservation area appraisals are a systematic way of appraising and describing the character and appearance of places. 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 (CAAMPS) 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. This approach is aligned with paragraph 200 of the NPPF, which encourages local planning authorities to 'look for opportunities for new development within Conservation Areas..... to enhance or better reveal their significance.'

## **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. Its character and appearance may be affected by on street car parking, lorry movements, traffic congestion, or other issues relating to highways. 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.

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<sup>24</sup> Under Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990

4.2.2 **‘Appearance’** is a term that is generally understood: it is ‘what is seen with the eyes.’<sup>25</sup> 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;
- the addition of dormer windows which are out of keeping with the character and appearance of the area;
- the addition of solar panels which are out of keeping with the character and appearance of the areas; and/or
- the creation of parking areas where this results in the loss of features which make a positive contribution to the character or appearance of the area;

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

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<sup>25</sup> Historic Towns and Villages Forum, (1998) Conservation Area Management - A Practical Guide

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 landscape features which make a positive contribution to the character and appearance of conservation areas within the borough.

**Figure 5: Examples of architectural details and landscape features 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, which relate to a wider range of senses, not just sight, and which contribute to the atmosphere of a place. The intrinsic historic character of a place goes beyond appearance: loss of historic elements and their replacement will therefore be resisted. 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 in close proximity to the lane and/or accessed from it, and/or by loss of vegetation. In another place, uses such as 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 as a multi-use games area.

### 4.3 Notable structures

- 4.3.1 Buildings or other structures, such as walls, which have been identified during the drafting of a conservation area appraisal 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.<sup>26</sup> 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.)

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<sup>26</sup> see the Town and Country Planning (General Permitted Development) (England) Order 2015

4.4.3 At the time of publication, an application for planning permission would be required, among other things, 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.
- 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:
  - fronts a highway, and
  - forms either the principal elevation or a side elevation of the dwellinghouse;
  - Or in the case of the rear elevation, where the height of the chimney, flue or soil and vent pipe would exceed the highest part of the roof by 1 metre or more.
- The installation, alteration or replacement of a microwave antenna<sup>27</sup> on a dwellinghouse or within the curtilage of a dwellinghouse it would consist of the installation of an antenna:
  - on a chimney, wall or roof slope which faces onto, and is visible from, a highway; or
  - 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'<sup>28</sup> in conservation areas which include:

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<sup>27</sup> satellite dishes are included within this category of development

<sup>28</sup> 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

- 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 Paragraph 201 of the NPPF states that ‘Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area.....should be treated either as substantial harm under paragraph 195 or less than substantial harm under paragraph 196, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area.....as a whole.’

4.5.4 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**

4.6.1 The council can remove permitted development rights by imposing Article 4 directions,<sup>29</sup> 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

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<sup>29</sup> under Article 4 of the General Permitted Development Order 2015

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.<sup>30</sup> 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 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

<sup>30</sup> Applies to all trees with a trunk diameter greater than 7.5 cm measured at 1.5m above ground level.

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 whenever it is possible to do so, for example where the character or appearance of a site presently has a negative impact on the character and/or appearance of a conservation area;
- e) Proposals should demonstrate that they are informed by a thorough evaluation of significance, and by an identification of the key qualities which determine the character and appearance of the conservation area 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;
- f) Proposals should preserve or enhance important views and vistas.

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. Any exceptions will require clear and convincing justification.
- 4.9.5 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.

- 4.9.6 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, among other things:
- 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 setting of the conservation area. Is it surrounded by open countryside or does it form part of a larger settlement?
  - 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, for example the setting back of frontages from the remainder of facades and the use of special bricks;
- Building materials and finishes: including their quality, textures and colours;
- Boundary treatments;
- Trees and hedges;
- Street furniture;
- Signage;
- Other soft and hard landscape features.

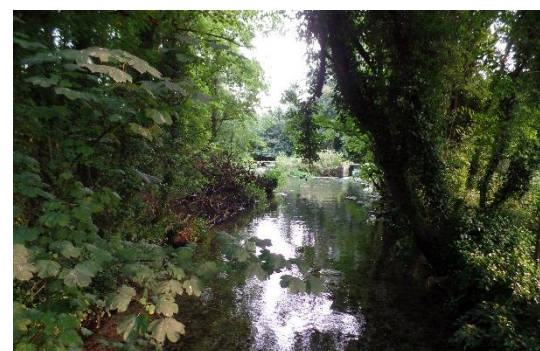
It should be noted that this list is not exhaustive. Examples of how the nature of objects and the way that objects are arranged contribute to character and appearance and to local distinctiveness are illustrated at Figure 6.

4.9.7 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 above, e.g. due to the topography of surrounding land and the location of public rights of way.

**Figure 6: Examples of how the nature of objects and the way that objects are arranged contribute to character and appearance and to local distinctiveness.**

Overton, Kingsclere and Whitchurch



- 4.9.8 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.
- 4.9.9 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.
- 4.9.10 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.
- 4.9.11 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 are 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.

- 4.9.12 It is noted that natural materials, many of which were, historically, sourced locally – plain tiles and bricks made of fired clay, with a variation in colour and texture; 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 planning 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.<sup>31</sup>

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.

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<sup>31</sup> see the Town and Country Planning (Development Management Procedure) England Order 2015, Part 3 Para 5(2).

## 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 Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation.*’
- 5.1.2 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.

### 5.2 The Register of Parks and Gardens

- 5.2.1 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, which do not have the statutory protection afforded to listed buildings. Inclusion of a landscape on the Register is, however, a material consideration in the determination of planning applications. Parks and gardens in the borough on the Register include Hackwood Park, listed at Grade I, and The Vyne (illustrated at Figure 7), 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 8), listed at Grade II.

**Figure 7: The Vyne, a landscape on the Register of Parks and Gardens**



**Figure 8: Roof Gardens, Mountbatten House, part of a landscape on the Register of Parks and Gardens**



- 5.2.2 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 Register referenced at paragraph 1.3 is the primary source to which reference should be made.
- 5.2.3 The Historic England website<sup>32</sup> 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.'*
- 5.2.4 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.'*

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<sup>32</sup> <https://historicengland.org.uk/listing/what-is-designation/registered-parks-and-gardens/>

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

#### **Principle RPG01 – Historic landscapes on the Register of Parks and Gardens: conserving or better revealing significance**

- a) Proposals for development requiring planning permission within a registered historic park or garden should demonstrate that they are informed by a thorough evaluation of significance and by an identification of key features of the Park or Garden, and should conserve or better reveal significance or the appreciation of significance.
- b) Features which contribute to the special interest of the historic landscape should be retained and conserved.
- c) 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: principle

- 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.<sup>33</sup> Such applications include applications within the setting of these **non-designated heritage assets**.
- 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 have given older buildings greater importance, particularly in the centre of Basingstoke.
- 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, a type of non-designated heritage asset, 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, another type of non-designated heritage asset, are discussed at paragraphs 6.4 and 6.5. Reference should also be made to the council's Landscape, Biodiversity and Trees SPD (2018) and to the Landscape Assessment of the Borough (2001), at: <https://www.basingstoke.gov.uk/ENV07>.

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<sup>33</sup> see paragraph 6.89 of the Local Plan

## Principle NDH01 – Non-designated heritage assets: proposals informed by understanding of significance

Proposals for development requiring planning permission that could affect the significance of a non-designated heritage asset, including development within its setting, should demonstrate that they are informed by a thorough evaluation of significance.

### 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 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 at Figure 9.
- 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.
- 6.2.4 Most buildings or structures of local interest on the list will be of 19<sup>th</sup>– or early 20<sup>th</sup>–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.

**Figure 9: The Eli Lilly Building (White Building), currently being converted to housing; and a house in Cliddesden Road, both locally-listed buildings.**



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. 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 and town 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 or buildings.
- 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 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 Eastrop Park, illustrated at Figure 10, 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).
- 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.

**Figure 10: Eastrop Park, a locally-listed landscape.**



## 6.5 Development within locally-listed landscapes: principles

### **Principle LLL01 – Non-designated heritage assets (historic landscapes): conserving or better revealing significance**

Development requiring planning permission within a historic landscape on the local list of parks and gardens should conserve or better reveal significance.

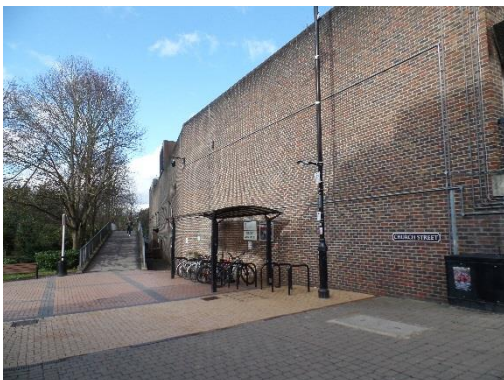
- 6.5.1 When required, planning permission will normally only be granted for interventions which would conserve or better reveal the significance of a locally-listed landscape. A proposal which incorporates incongruous features is unlikely to be acceptable.
- 6.5.2 Where change is not controlled under 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 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 appreciation.*'<sup>34</sup> Photographs illustrating elements within the setting of a heritage asset are at Figure 11.

**Figure 11: Images illustrating elements within the setting of a heritage asset: Church of St Michael, Basingstoke**



<sup>34</sup> <https://historicengland.org.uk/advice/hpg/has/setting/>

## 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 2.5.4 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'<sup>35</sup> (GPA3) provides useful general guidance on understanding the setting of heritage assets and on how setting 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) and by an understanding of the contribution made by setting to the asset (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 this SPD relating to development directly affecting heritage assets (for example works to a listed building, and development within a conservation area) is also pertinent to development within the setting of such assets. The requirement at paragraph 190 of the NPPF that 'Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the

<sup>35</sup> <https://historicengland.org.uk/images-books/publications/gpa3-setting-of-heritage-assets/>

setting of a heritage asset)...’ applies to both designated and non-designated heritage 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. It is noted that the setting of scheduled monuments and historic landscapes can, as for other heritage assets, contribute to significance, and that assessment of the impact of a proposal on the setting of a heritage asset may involve consideration of long distance views and vistas.

**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 unjustified adverse impact on significance or on the ability to appreciate significance. The council will look for opportunities for new development within the setting of heritage assets to enhance or better reveal significance. Proposals that preserve those elements of the setting that make a positive contribution to significance, or which better reveal significance, will be treated favourably, in accordance with paragraph 200 of the NPPF.

**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.<sup>36</sup>

**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;

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<sup>36</sup> see Principle LB02 a)

- 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.

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.<sup>37</sup>

**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 unjustified 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;

<sup>37</sup> Natural materials are described at sub-paragraph 3.6.17 of this document.

- 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;
- c) Proposals should preserve or enhance important views and/or vistas.

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 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 4.9.6.

## 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 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.<sup>38</sup> 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.

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 used at least six times a year for 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.<sup>39</sup>

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<sup>38</sup> <https://historicengland.org.uk/advice/heritage-at-risk/search-register/>

<sup>39</sup> <https://historicengland.org.uk/images-books/publications/stoppingtherot/>

## 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' <sup>40</sup> at Silchester ('one of the best-preserved in Britain' <sup>41</sup>) and the GHQ defence line of the Second World War. Various examples of heritage assets of archaeological interest within the borough are illustrated at Figure 12.
- 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. Open spaces can play an important role in protecting archaeological remains. 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 Blosswood Lane).

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<sup>40</sup> <https://historicengland.org.uk/listing/the-list/list-entry/1011957>

<sup>41</sup> <http://www.english-heritage.org.uk/visit/places/silchester-roman-city-walls-and-amphitheatre/history/>

**Figure 12: Examples of heritage assets of archaeological interest within the borough.**

Hypocaust to bath house, Calleva; Neolithic Burnt Mound, Whitchurch; Basing House, Old Basing.



**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.<sup>42</sup>

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

<sup>42</sup> <https://historicengland.org.uk/listing/what-is-designation/scheduled-monuments/>

<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.*'
- 9.2.5 As noted at sub-paragraph 2.5.4, 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 Many archaeological sites within the borough are of local significance. 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 previously, 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: principle

#### **Principle ARC01 – Preserving and enhancing the significance of archaeological remains and the ability to appreciate significance**

In respect of proposals for development which has the potential to impact archaeological remains, whether standing or buried:

- a) the significance of those remains and/or the ability to appreciate that significance should be preserved or enhanced;
- b) When the merits of development outweigh the significance of the archaeological remains and will result in the loss of archaeological evidence, the council will seek to ensure appropriate recording of those remains.



## 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<sup>43</sup> *'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.'*

A heritage statement should describe the significance of the archaeological remains and 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.

It is noted at paragraph 199 of the NPPF that *'Local planning authorities should require developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible. However, the ability to record evidence of our past should not be a factor in deciding whether such loss should be permitted.'*

Records will be made available to the public via the Historic Environment Record, see below.

<sup>43</sup> <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:

<https://www.hants.gov.uk/landplanningandenvironment/environment/historicenvironment>.

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](mailto: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 significance through green infrastructure: principle

- 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 and enhancing the significance of heritage assets and the ability to appreciate 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 or enhance the significance of heritage assets, should not prejudice the ability to appreciate 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 significance;
- c) The council will encourage the use of open space to protect archaeological remains.

## 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/plan-app-process>) 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 has a considerable impact in terms 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 is unlikely to be acceptable (see Appendix B). The impact of such interventions in terms of embodied energy is considerable and payback periods can be long.<sup>44</sup>

## 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,<sup>45</sup> and as noted at paragraphs 3.6 and 3.7 of the Building Regulations Approved Documents L1B<sup>46</sup> and L2B,<sup>47</sup> 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.*'
- 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 sub-paragraph 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

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<sup>44</sup><https://historicengland.org.uk/images-books/publications/traditional-windows-care-repair-upgrading/>

<sup>45</sup><http://www.legislation.gov.uk/ukxi/2010/2214/regulation/21/made>

<sup>46</sup>[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/697629/L1B\\_secure-1.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/697629/L1B_secure-1.pdf)

<sup>47</sup>[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/540328/BR\\_PDF\\_AD\\_L2A\\_2013\\_with\\_2016\\_amendments.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/540328/BR_PDF_AD_L2A_2013_with_2016_amendments.pdf)

- 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);*
- d) *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](mailto: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 Historic England can also offer pre-application advice on Grade I and II\* buildings (<https://historicengland.org.uk/services-skills/our-planning-services/charter/Our-pre-application-advisory-service/>).
- 13.1.3 Any submission for planning permission and/or listed building consent made to the 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/plan-app-process>.
- 13.1.4 It is common for additional information and a considerable level of detail to be required in support of such an application and/or in order to discharge conditions attached to any approval.
- 13.1.5 Applicants and their agents are encouraged to use the sources of information signposted within this SPD which are in the boxes marked with an ① when preparing documents for submission.
- 13.1.6 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.*<sup>48</sup>

<sup>48</sup> <https://historicengland.org.uk/images-books/publications/understanding-historic-buildings/>

### 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, and to the boxes marked ⓘ which provide information on sources of guidance/information.

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## **Heritage SPD: Appendix A**

### **Historic farmsteads, farm buildings and farmhouses**

## Contents

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# 1.0 Introduction

## 1.1 Overview

- 1.1.1 This appendix incorporates principles relevant to development proposals subject to planning controls which affect: farmsteads, which include traditional farm buildings and/or historic farmhouses; individual traditional farm buildings or historic farmhouses; and the settings of those farmsteads or buildings. These principles are also relevant to proposals for works (including repairs) to traditional farm buildings or farmhouses requiring listed building consent.
- 1.1.2 The appendix may also help inform proposals for works to farmsteads, traditional farm buildings and historic farmhouses which do not require an application for planning permission or listed building consent.
- 1.1.3 The principles apply also to historic buildings which were formerly in agricultural use but which have been converted to other uses. The terms '**traditional farm building**' and '**historic farmhouse**' as used here refer to historic buildings formerly in agricultural use or formerly occupied as farmhouses, irrespective of their current use. The term '**farmstead**,' as used here, means the house belonging or once belonging to a farm together with the land and buildings nearby which are associated or were formerly associated with it.
- 1.1.4 It is noted that the degree of control which can be exercised over works to listed buildings is greater than for works to non-designated heritage assets.
- 1.1.5 The appendix should be read in conjunction with the remainder of this SPD (main document and appendices) and other relevant documents.
- 1.1.6 Farmsteads may include a farmhouse; traditional farm buildings such as barns, granaries, stables, byres, cartsheds and shelter sheds; yards; and modern agricultural buildings. In some cases, only part of an historic farmstead may remain. Some traditional farm buildings, such as field barns, may now, as when constructed, be isolated from any other buildings connected with agriculture.
- 1.1.7 As noted on the Historic England website,<sup>49</sup> individual traditional farm buildings and farmsteads which include traditional farm buildings are, in general, heritage assets which make a significant contribution to landscape character and to local distinctiveness, and, through a diversity of uses, to local communities and economies. These assets aid our understanding of agricultural history, of the history of technology and of vernacular

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<sup>49</sup> <https://historicengland.org.uk/advice/caring-for-heritage/rural-heritage/farm-buildings/>

architecture, and of the evolution of settlements. Only a small proportion of these heritage assets is subject to a *statutory* designation.

- 1.1.8 Principles set out within this appendix generally apply to both designated and non-designated heritage assets (see main document of this SPD for definitions): it is acknowledged that the sensitivity of various heritage assets, their ability to accommodate change without unacceptable adverse impact, and the degree of control which can be exercised over works to those assets will vary.



The home page of the Historic England website affords links to a wealth of information on the conversion of farm buildings to new uses, on their maintenance, and on understanding traditional farmsteads and buildings.

Key publications specific to this subject area are:

National Farmstead Assessment Framework

<https://www.historicengland.org.uk/images-books/publications/national-farmstead-assessment-framework/>

The Adaptive Reuse of Traditional Farm Buildings (Historic Environment Advice Note 9)

<https://www.historicengland.org.uk/images-books/publications/adaptive-reuse-traditional-farm-buildings-advice-note-9/>

Adapting Traditional Farm Buildings

<https://www.historicengland.org.uk/images-books/publications/adapting-traditional-farm-buildings/>

The Maintenance and Repair of Traditional Farm Buildings

<https://www.historicengland.org.uk/images-books/publications/maintenance-repair-trad-farm-buildings/>

Additionally, Hampshire County Council's (HCC's) 'Historic Farm Buildings in Hampshire', whilst out of date in terms of policy, is well-illustrated and provides an excellent introduction to the county's agricultural built heritage.

<http://documents.hants.gov.uk/archaeology/historicfarmbuildings-5.pdf>

- 1.1.9 Historic England acknowledges that future change, including conversion of traditional farm buildings to new uses is inevitable: '*without appropriate uses, they will not be maintained and may disappear from the landscape. Whilst poor conversion poses a threat, new commercial, residential or other uses*

which enhance their historic character and significance are to be encouraged.<sup>50</sup>

## 2.0 Farmsteads

### 2.1 Understanding significance

2.1.1 Historic England advocates the use of a framework for assessment of farmsteads, such that an understanding of a farmstead as a whole and of its setting informs proposals for change. The framework is useful in relation to development and assessment of proposals affecting farmsteads, individual buildings and the settings of those farmsteads and buildings. The stages of the framework are set out in Table A1 below:

**Table A1**

1	Site Summary	Together these two stages are referred to as 'Site Assessment'
2	Assess Heritage Significance	
3	Capacity for Change	
4	Siting and Design Issues	



Historic maps may be found at: <https://maps.nls.uk/os/>; at [www.oldmapsonline.org](http://www.oldmapsonline.org); and at <https://www.old-maps.co.uk>.

Tithe maps or estate maps may be available via the Hampshire Record Office: <https://www.hants.gov.uk/landplanningandenvironment/environment/historicenvironment/historicenvironmentrecord>.

Maps may be particularly useful in demonstrating the historic associations between buildings and land.

2.1.2 Site assessment (Stages 1 and 2 of the Historic England Framework) includes use of historic maps as evidence of how a heritage asset and its setting has changed over time. Stage 3 relates to assessment of the capacity for change. Constraints and opportunities for change are imposed by the nature of the site and its buildings, and will relate to issues such as access, neighbouring uses, flooding and contamination, landscape character and ecology. Stage 4 provides a useful checklist of siting and design issues.

<sup>50</sup> <https://historicengland.org.uk/images-books/publications/national-farmstead-assessment-framework/>

## 2.2 Farmsteads in Basingstoke and Deane

- 2.2.1 As noted in HCC's 'Historic Farm Buildings in Hampshire', referenced above: *'the most common 'plan form' of historic farmsteads in Hampshire is the loose courtyard type, with the farmhouse situated on one side of the yard, with barns, granary, and stables loosely arranged around the yard, with the cartshed next to an access track. This courtyard arrangement provided shelter for animals, usually cattle, with shelter sheds frequently added in the 19<sup>th</sup> century. The more regular courtyard plan farmstead with linked buildings ranged around a yard usually divided into two areas, was the result of the application of 'modern' farming methods of the late 18<sup>th</sup> and during the 19<sup>th</sup> century.'* Yards may be enclosed by low walls. The farmhouse or barn is often the largest building in the group.
- 2.2.2 Detailed information (which includes plans of typical farmstead layouts) relating to the historic context of traditional farmsteads in Basingstoke and Deane, to traditional farmstead plan types and to farmstead character, is at Annex 1 to this appendix. This information is derived, with minor modifications, from the council's SPD on Farm Diversification and Traditional Farmsteads of 2007, which is now superseded by this document.
- 2.2.3 The 2007 SPD noted that English Heritage, the predecessor of Historic England, identified the key features of the borough and those which make it distinctive in a regional and national context, and that these included:
- A high concentration of isolated farmsteads, mostly of medieval origin, in the anciently-enclosed landscapes of the north, and a sparse distribution of isolated farmsteads in the downlands of the south.
  - Other farmsteads of medieval origin concentrated in hamlets and villages.
  - The early development of large-scale commercial farming based on the production of corn from the late 15<sup>th</sup> and 16<sup>th</sup> centuries, especially in the chalk downlands but also further north to a smaller scale. Cattle rearing and dairying was important in some small areas, and small-scale agriculture on the heathland to the north-west.
  - High numbers of pre-1750 buildings, especially barns, which are rare by national standards. These are especially concentrated in the claylands of the north.
  - Farmstead groups focused on the production of corn including large barns, stabling, cartsheds and granaries, typically set around inward-facing courtyards.
  - A rich mix of materials, namely in the use of timber frame and long straw thatch combined with cob, plain tile, weatherboard, brick and flint.
  - Hipped and half-hipped roofs.

## 3.0 Traditional farm buildings

### 3.1 Types of traditional farm building and their characteristics

- 3.1.1 Figure A1 illustrates various types of traditional farm buildings and highlights features related to function which characterise different types; Figure A2 illustrates some of the details and materials which characterise traditional farm buildings within the borough: see also the HCC publication referenced above and Annex 1.
- 3.1.2 Most traditional farm buildings are simple and utilitarian, and are constructed of local materials. Such buildings are of bay construction, generally have uninterrupted roof slopes, walls with few openings (which are, save for wagon door openings, relatively small), and roof structures which are exposed to view internally. Elevations often have a strong horizontal emphasis: roofs tend to be the dominant feature in building elevations.



Traditional farm buildings often provide habitats for wildlife: ecological reports may be required to support an application for planning permission or listed building consent – see Section 10.0 of the main document of this SPD.

## 4.0 Preserving the significance of historic farmsteads, farm buildings and farmhouses

### 4.1 Policies and principles

- 4.1.1 As referenced in the main document of this SPD, the key policy within the Basingstoke and Deane Local Plan 2011 – 2029 relating to heritage is Policy EM11 (Historic Environment). Policy SS6 is also relevant to the conversion of farm buildings to residential use.

**Policy SS6 of the Local Plan, New Housing in the Countryside** sets out the circumstances in which a redundant or disused permanent building in the countryside may be converted to residential use.

One requirement is that the building does not require ‘*substantial rebuilding, extension or alteration.*’

Another requirement is that the development does not result in another building to fulfil the function of the building being converted. The policy also requires that the application should lead to an enhancement to the immediate setting.

**Figure A1: Types of traditional farm building** with references to features which contribute to an understanding of the function of a traditional farm building.

**Barns**, characterised by dominant roofs, open interiors, openings limited to cart entry and exit



**Cart sheds and shelter sheds**, characterised by post and beam construction, regular open bays



**Stables and byres**, characterised by their pattern of door and window openings



**Granaries**, raised above ground, often detached



**Figure A2: Examples of materials and details used in traditional farm buildings in the locality**



- 4.1.2 Historic England guidance notes that the extents to which the historic form of a farmstead, and the detail of individual buildings survive are key determinants of significance. Principles FF01, FF02, FF03, FF04 and FF05 which are consistent with Policy EM11, relate to preserving the significance of historic farmsteads, farm buildings and farmhouses and the ability to appreciate that significance.
- 4.1.3 Principle FF01 relates to proposals affecting historic farmsteads, farm buildings and farmhouses. Principles FF02 and FF03 relate more specifically to the conversion of traditional farm buildings to residential and other uses, and to other works to traditional farm buildings.
- 4.1.4 The setting of an historic farmstead or of a traditional farm building or an historic farmhouse may contribute to significance or to an understanding of significance. Given that the functions of farm buildings and farm houses were directly related to agricultural land, development on that land may adversely affect significance or the ability to appreciate that significance. Conversely, retention of land in agricultural use may help to preserve significance or aid its appreciation. Development which would render historic agricultural buildings redundant by developing agricultural land may reduce the likelihood of their ongoing maintenance and use and may harm significance. Where farms are broken up, retention of an area of farmland associated with such buildings may help to ensure their continued maintenance and use and to preserve significance. Principle FF01 includes consideration of issues pertaining to setting: Principles FF04 and FF05 relate, respectively, to work within the setting of farm buildings comprising external works and new buildings associated with the conversion of farm buildings to new uses (FF04), and, more generally, to development affecting the settings of historic farmsteads, farm buildings and farmhouses (FF05).
- 4.1.5 It is noted that the detail of Principles FF02, FF04 and FF05 and associated supporting text should inform early decision-making relating to development proposals.

**Principle FF01 – Farmsteads, farm buildings and farmhouses: preserving significance, general**

In respect of proposals which affect

- (i) a farmstead which includes a traditional farm building or buildings;
  - (ii) and/or an historic farmhouse;
  - (iii) a traditional farm building or buildings; and/or
  - (iv) an historic farmhouse:
- a) Buildings, spaces and features which evidence the historic form of a farmstead should be retained and conserved;

- b) The legibility of historic relationships between buildings and spaces which are or were once part of a farmstead, and intervisibility between such elements should be maintained or enhanced;
- c) New buildings and extensions within the immediate setting of relevant heritage assets should be subordinate to those heritage assets, and the hierarchy of buildings making up a traditional farmstead should be respected and conserved;
- d) Development within the immediate setting of relevant heritage assets should be responsive to the layout of a farmstead, and should respect and conserve its essential character.

It is noted that exceptions to item I above may be justified on the basis of the needs of modern farming.

The council will encourage the reinstatement of traditional landscape features such as boundary treatments, ground surfaces and ponds where practicable.

### **Principle FF02 – Works to traditional farm buildings: preserving significance, general**

In respect of works to a traditional farm building or buildings (which is/are part or not part of a farmstead), including works associated with conversion to a new use or uses:

- a) Internal and external features, elements and components of architectural and/or historic interest and/or which contribute to an understanding of the original function(s) of a building should be retained in situ and, where necessary, repaired and/or restored;
- b) Alterations to the external appearance of a building and/or to its setting and/or to its interior should facilitate an appreciation of the original character and function(s) of the building;
- c) Where internal spaces contribute to an understanding of the original function of a building and/or to its character and interest, extensive subdivision should be avoided;
- d) The position and size of original openings should be a key factor in determining the nature of accommodation to be provided within a building: the number of new openings inserted into building fabric should be low;

- e) Any new openings should be kept to the minimum necessary to ensure adequate daylighting and ventilation of habitable rooms;
- f) The internal layout of proposals should be planned so that new openings are positioned in locations which will minimise impact on significance. The design and arrangement of new openings and of related components (such as windows, doors and screens) should respond to the character of the building, should not reduce the legibility of the original function(s) of the building, and should preserve the essential character of the building;
- g) Extensions to a traditional farm building should be modest in size relative to the original building, and should respond sensitively to the original character and form of the building.

- 4.1.6 Repairs should generally be undertaken in situ: frames should not be dismantled unless absolutely necessary. The maximum amount of historic fabric should be retained.
- 4.1.7 Timber repairs and reinstatement should normally be undertaken in materials to match original work, with section sizes to match existing and using traditional techniques, and should be expressed as honest repairs or new work.
- 4.1.8 Alterations and extensions should not result in an over-fussy or domestic appearance or an erosion of character: additions such as chimneys, porches, dormers and conservatories will not normally be acceptable.
- 4.1.9 The proportions of external elevations and of their component parts should be maintained.
- 4.1.10 Timber framing members should generally be exposed to view internally.
- 4.1.11 Timber members such as posts, studs, cill beams, wall plates, purlins, roof trusses, ties, braces and rafters which are of historic and/or architectural interest should not be removed, or altered other than as necessary to effect essential repairs.
- 4.1.12 New openings should generally be located away from principal elevations, in walls rather than roofs, and such that impact on historic fabric is least.
- 4.1.13 As it is desirable not to disturb roof slopes in any way. Roof slopes prominent in important views should be kept free of interventions such as roof windows/ rooflights. Any roof windows/ rooflights should be flush with the roof covering, positioned to minimise adverse impacts relating to reflection and light spillage, and located to minimise loss or harm to historic fabric and to structural integrity i.e. between rafters and such that purlins are not cut.

- 4.1.14 Opportunities to provide natural lighting and ventilation by inserting windows, doors and screens into original openings such as doorways, cart entries to threshing barns, open bays of cart sheds and livestock shelters etc. should be taken, with components generally set back from the face of the building.
- 4.1.15 Where cart entry doors have been lost or are in poor repair, it may be desirable to install replacements.
- 4.1.16 Open bays should not normally be infilled with opaque materials: full height glazed screens which extend over the full width of the original open bays may be acceptable.

**Principle FF03 – Works to traditional farm buildings: Preserving significance, materials and detailing**

In respect of works to a traditional farm building (which is, or is not part of a farmstead), including works associated with conversion to a new use or uses:

- a) Materials and finishes and detailing shall be chosen to complement the materials and finishes of the building as originally constructed and, generally, those used in the local vernacular, to ensure that the essential character of the building is preserved and enhanced;
- b) Natural materials<sup>51</sup> shall generally be used in work visible externally.

- 4.1.17 Detailing of new windows, external doors and other components should respond to the essential character of the building.
- 4.1.18 Traditional roof details (e.g. for ridges, hips, eaves, verges, and valleys) should generally be employed, to ensure that the essential character of the building is preserved and enhanced.
- 4.1.19 Timber boarding should generally be used horizontally and be of traditional section size and profile (feather edge), as found within the local vernacular, finished in a way which is sympathetic to context.
- 4.1.20 Plinths should be retained and repaired or rebuilt as appropriate, reusing original materials in lime mortar. Brick bonds and other details should generally replicate those of original construction.
- 4.1.21 Timber or metal windows may be appropriate dependent upon individual circumstances: uPVC windows will not be acceptable.

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<sup>51</sup> See sub-s 3.6.17 and 4.9.12 of the main body of this SPD.

4.1.22 It may be appropriate to replicate original joinery, notably where original components have been lost, or, for example, where components are within new openings, to introduce components which are different but which complement the essential character of the building. Standard 'off the shelf' windows should not be used.



In order to demonstrate the nature and extent of work proposed, and the impact of proposals on existing fabric, detailed survey drawings should be produced. Plans, sections showing cross-frames, and longitudinal sections should show the sizes and location of timbers and other features of construction, and should clearly distinguish elements of interest and those which are modern. The condition of elements of construction should be noted. A schedule of works, together with proposals drawings, should clearly identify the nature of work associated with repair and/or conversion.



The implications of compliance with Building Regulations, and with other regulatory systems and legislation should be explored at an early stage of the design process and should be reflected in the schedule of works referenced above. Reconciling the need to ensuring adequate fire escape with the principle of limiting the number of new openings in roofs and walls may impose limitations on development potential. Particular attention to detail will be required to ensure that the addition of thermal insulation does not adversely impact on the external and internal appearance of a traditional farm building, for example by resulting in changes to traditional eaves details in which rafter feet are exposed.

**Principle FF04 – External works and new buildings associated with the conversion of traditional farm buildings to new uses: preserving significance**

In respect of external works and new buildings associated with the conversion of a traditional farm building or buildings to new uses:

- a) Access and parking arrangements, boundary treatments, hardsurfacing, other hard landscaping features and soft landscaping should all respond sensitively to the original character of relevant heritage assets, and should preserve and enhance significance and the ability to appreciate significance. The use of close boarded fencing and/or tall walls and fences which do not allow intervisibility between elements of a farmstead will not normally be acceptable. Interventions should not erode the simple utilitarian

character of yards and other elements of the setting of farm buildings. (See also FF01 (b));

- b) Garaging, cycle storage and other external storage ancillary to the main use of the building should generally be accommodated within the existing envelope of buildings or in modest extensions rather than in new buildings;
- c) For residential conversions, the extent of residential curtilage should be modest, in order, among other things, to limit the potential adverse impact of domestic paraphernalia on the setting of heritage assets;
- d) For residential conversions, the number of units accommodated should be limited, to minimise the adverse impact of boundary treatments and other hard landscaping features on the setting of heritage assets.

**Principle FF05 – Development affecting the setting of farmsteads, farm buildings and farmhouses: preserving significance**

In respect of development affecting the setting of an historic farmstead, traditional farm building(s) and/or an historic farmhouse:

- a) Elements of the setting of a farmstead which incorporates a traditional farm building or buildings and/or an historic farmhouse, and/or of a traditional farm building or buildings, and/or of an historic farmhouse, should be preserved or enhanced where:
  - i) those elements of setting make a substantial contribution to significance; and/or
  - ii) they make, or have the capacity to make, a substantial contribution to an understanding of significance;
- b) Interventions should not erode the simple utilitarian character of yards and other elements of the setting of farm buildings;
- c) A sufficient area of undeveloped land should generally be retained to ensure an adequate buffer between new development and the heritage asset;
- d) Where feasible, development proposals should provide for sufficient land to be associated with historic farm buildings to allow for their optimum viable re-use.



In order to preserve the significance of traditional farm buildings, consistent with Principle FF01 – FF05, conditions may be attached to any planning permission for development affecting those buildings, such that permitted development rights are restricted. As for other types of applications, additional conditions e.g. to control details of services, materials and finishes, joinery and other construction details, hard and soft landscaping details etc. may also be attached to planning permissions and listed building consents for works affecting historic farmsteads, traditional farm buildings and historic farmhouses.

## **Appendix A**

### **Historic farmsteads, farm buildings and farmhouses**

#### **Annex 1**

## 1.0 Traditional farmsteads in Basingstoke and Deane: historical context

- 1.1.1 The landscape of the borough can be divided into two main areas – the chalk downs of the south and the clay lands of the north. This basic geological division resulted in the development of landscapes with distinctive settlement patterns and agricultural character. On the chalk, large estates were established by the Saxon period at least, often with, in the west of the Borough, long narrow land units stretching from river valleys where villages were sited up to the higher downs. Many of these Saxon estates are still represented by parish boundaries. Open fields typically occupied the lower slopes with open downland on the higher ground. In the eastern downs river valleys are less dominant and so the settlement pattern consists of small villages and hamlets scattered across a landscape that consists of smaller areas of early enclosure by agreement intermixed with later, regular parliamentary-type enclosure.
- 1.1.2 Sheep and corn farming dominated the chalklands from the medieval period with common arable fields on the lower slopes and open sheep walks on the downs. The large flocks of sheep were valuable for their wool and for maintaining soil fertility – they were ‘folded’ on the fallow fields each night where they dropped their manure. This system of farming largely continued up to the nineteenth century but whilst the basis of farming remained constant considerable changes occurred from the sixteenth century at least that had a major impact on the landscape and which have been described as an ‘agricultural revolution’. These changes included the introduction of water meadows, increased uses of artificial grasses, the leasing of large estates to yeoman farmers often resulting in the enclosure by agreement of common fields and downland with a resultant demise of small peasant farmers who either sold or leased out their small pieces to the larger farmers.
- 1.1.3 The increased prosperity of a few large farmers allowed them to alter existing houses, often re-fronting them in brick, or build new, large farmhouses and barns. The timber-framed and long straw thatched barns, often aisled and sometimes two or three to a farm, together with stables and a granary, were typically arranged around a yard (a loose courtyard plan) where cattle could be wintered. Yard areas on Hampshire loose courtyard steadings were usually undivided although sometimes there may be a boundary to one side dividing the yard from the house. Where a new farmhouse was built it was typically set away from the farmyard rather than forming one side of the yard. Smaller farm buildings and boundary walls could be built of cob and were typically thatched. The small farm buildings of the family farmers, who were unable to continue farming without the common flock manuring their fields, were generally not replaced but many of their houses survive.

- 1.1.4 The pace of enclosure and ploughing up of the downland increased in the late eighteenth – early nineteenth century when the Napoleonic Wars forced up wheat prices. Commentators such as William Cobbett condemned such practice, questioning the value of ploughing the poor downland soils. Large regular fields were created on the downs and in some cases new farmsteads, often regular courtyards of linked brick and flint buildings, were erected to serve the new holdings (although timber-framed barns also continued to be built). Some of the larger farmstead were also accompanied by cottages for farm labourers. The nineteenth century was a turbulent century for agricultural with wheat prices falling at the end of the Napoleonic Wars before rising again mid-century. However, a series of poor harvests, the effects of cheap imports of grain from America and a collapse in wool prices in the 1870s resulted in an agricultural depression which did not lift until the First World War. The low wheat and wool prices forced some chalkland farmers to look to dairying, producing liquid milk which was one of the few profitable areas of farming, supplying the growing urban areas of Southampton and Portsmouth as well as the London market. A few large estates invested in new dairy buildings, sometimes using concrete walling, whilst on other farmsteads barns were converted. However, many farmers intensified wheat production, replacing sheep flocks with the new artificial fertilizers that were available which in turn allowed more downland to be ploughed up.
- 1.1.5 On the clays of the north of the borough is a landscape of a markedly different scale and character. Settlement is predominantly dispersed with hamlets and isolated farmsteads connected by a network of small, twisting lanes and set amongst small, often irregular fields and with considerable woodland. There is evidence that the clearance of woodland to create farms was underway in the Saxon period and probably continued in the period up to the fourteenth century. It is probable that many of the scattered farmsteads were created by that date but this was also a dynamic landscape with farmsteads being created, others being reduced to a cottage and some removed from the landscape entirely. Loose courtyard plans were also typical of this area but the buildings, usually timber-framed and thatched with some brick and tile barns, were smaller and rarely was more than one barn required. The small irregular inter-mixed fields of different farmers were gradually re-organised creating ring-fenced holdings sometimes with a new, more regular field pattern replacing the irregular assarted fields. Amalgamation of holdings sometimes led to the re-organisation of the remaining farmsteads, often creating regular courtyard plans where the management of cattle in smaller yard areas was a feature.
- 1.1.6 Despite the contrast in character with the chalklands, sheep and corn was still the principal agricultural system, although it operated on a very different scale and cattle were of greater importance. Farms in this area were small, some too small to support a family and so additional employment was common – working in woodland industries, carting or brickmaking. It was

also common to over-winter the sheep of some of the downland farmers. On the poorer, sandier soils there were fewer farms although often farmsteads were located close to the edges of areas of heath where they could exploit both the grazing offered by the common and the slightly better quality soils surrounding. These areas of poorer land were largely left to large estates to enclose and attempt to improve in the nineteenth century, sometimes creating new regular courtyard plan farmsteads which typically included brick-built cattle housing.

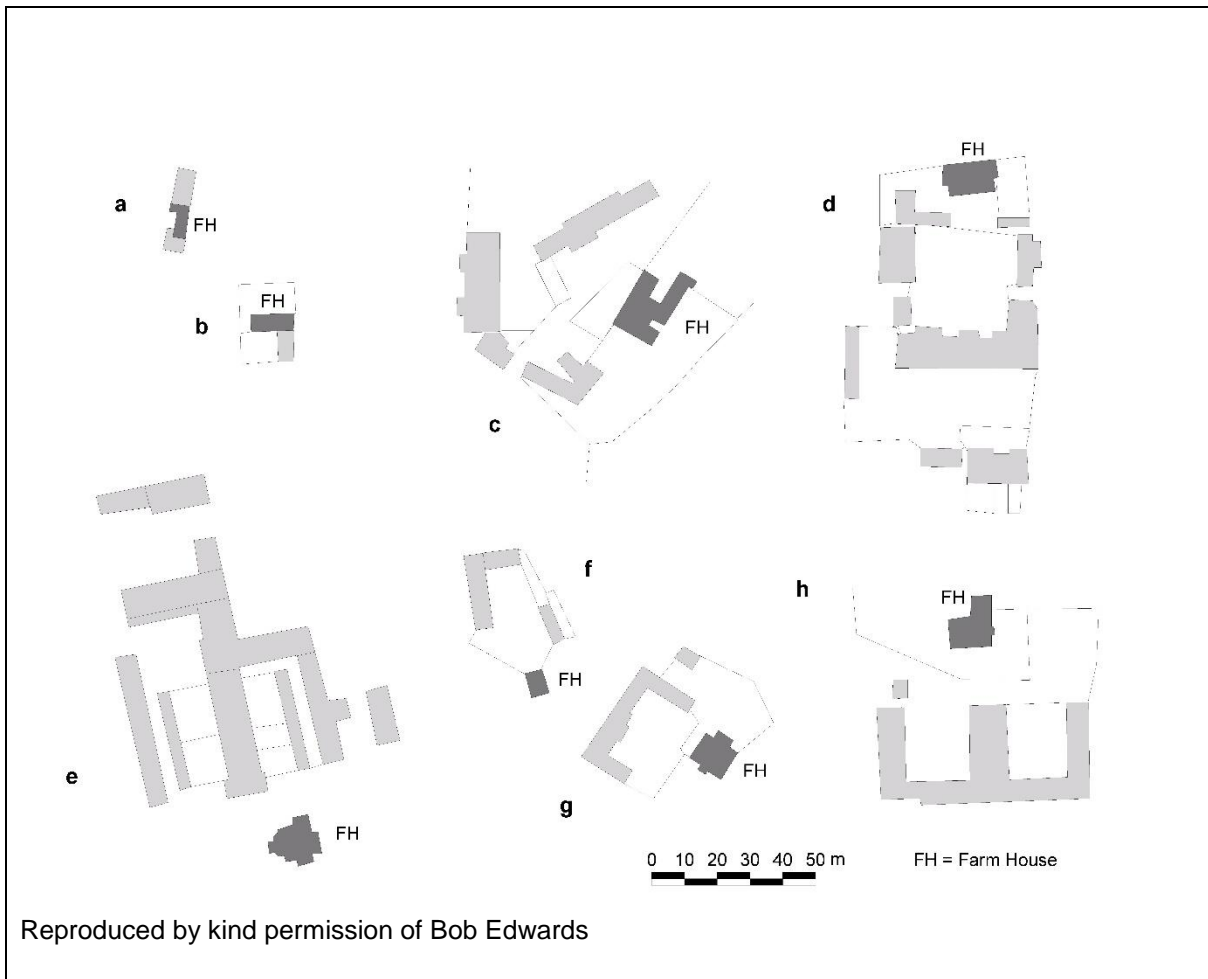
- 1.1.7 Within both areas the late twentieth century has witnessed the further amalgamation of holdings removing many farmsteads from agriculture and concentrating farming operations at a few farmsteads where large new sheds and silos often engulf or have replaced earlier farm buildings.

## 2.0 Traditional farmsteads in Basingstoke and Deane: plan types

2.1.1 Figure 1 shows a range of farmstead plan types:

- a) **Linear Plan:** House and farm building attached and in-line. This is the plan form of the medieval longhouse but in upland areas of the country in particular it was used on small farmsteads up to the 19<sup>th</sup> century.
- b) **L-plan including the farmstead:** Such plans can be a development of a linear plan or can represent a small regular courtyard plan (see E-G, below).
- c) **Dispersed plan:** Within this small hamlet the farm buildings of the two farmsteads are intermixed with no evidence of planning in their layout or relationship to the farmhouses. Dispersed plans are also found on single farmsteads where the farm buildings are haphazardly arranged around the farmhouse.
- d) **Loose Courtyard:** Detached buildings arranged around a yard. In this example the yard is enclosed by agricultural buildings on all four sides with the farmhouse set to one side. On smaller farms the farmhouse may form one side of the yard which may have agricultural buildings to only one or two of the remaining sides.
- e) **Regular Courtyard L-plan:** Two attached ranges form a regular L-shape. The farmhouse is detached from the agricultural buildings.
- f) **Regular Courtyard U-plan:** The yard, in this example divided into two parts, is framed by three connected ranges. Again, the farmhouse is detached.
- g) **Full Regular Courtyard:** The yard is enclosed on all sides by buildings including, in this example, the farmhouse. Other examples are formed by agricultural buildings on all sides with the farmhouse built to one side.
- h) **Regular Courtyard E-plan:** This plan form (and variations of it with additional ranges) may be found on some of the larger planned farmsteads where livestock were a major part of the agricultural system. Cattle were housed in the arms of E the 'back' of which provided space for fodder storage and processing.

**Figure 1: Traditional farmstead plan types**



### 3.0 Traditional farmsteads in Basingstoke and Deane in each of the two main Landscape Character Areas

3.1.1 Table 1 includes a description of traditional farmsteads within the borough. This table and information which follows is derived, with minor modifications, from previous SPG, as noted at sub-paragraph 2.2.2. The table is split into two columns, which relate to two main landscape character areas: the Hampshire Downs and the North Hampshire Lowland and Heath. The extent of these areas is shown at Figure 2.

**Table 1: Traditional farmsteads in Basingstoke and Deane in each of the two main Landscape Character Areas**

Hampshire Downs	North Hampshire Lowland and Heath
Summary	
<p>This area shares many characteristics with other downland landscapes of southern England where farmsteads had developed into their present form by the 19<sup>th</sup> century. Very large arable based holdings, by national standards, were provided with large barns for crop processing and storage, which make the farmsteads of this area particularly prominent in the landscape. The concentration of farmsteads in villages and hamlets and the large holding size has resulted in a relatively low density of farmsteads in the landscape.</p>	<p>Although this area has a markedly different character to the chalk landscapes to the south, large parts of this area supported a sheep-corn system of agriculture. Small farm size and a generally dispersed settlement pattern resulted in a high density of farmsteads in the landscape.</p>
Farmsteads in the Landscape	
<p>A generally elevated chalk landscape dissected by sheltered valleys and combes dominated by sheep and corn farming from the 13<sup>th</sup> century to the later 19<sup>th</sup> century, now comprising extensive tracts of predominantly open arable farmland. Numerous ancient semi-natural woodlands and ancient hedgerows, particularly on areas of clay. Generally, medium to large or very large fields predominantly created through enclosure by agreement from the 17<sup>th</sup> century. The earliest</p>	<p>A generally low-lying, undulating landscape crossed by many small streams. A well-wooded area with both pasture and arable land in the Mixed Farmland and Woodland and Pasture and Woodland: Heath Associated areas. Some extensive areas of heathland remain in the eastern part of the area. Field boundaries, created by thorough assarting of the formerly extensive woodland from the Saxon period onwards are typical; extensive enclosure by agreement from 17<sup>th</sup></p>

<p>enclosures, relating to former common fields are generally found adjacent to the settlements and on the valley sides where larger rectilinear fields are characteristic. Enclosure of the once extensive downland increased during the late 18<sup>th</sup> and early 19<sup>th</sup> centuries resulting in the large scale, regular fields of the open arable areas in particular.</p>	<p>century along the stream valleys and generally more regular boundaries associated with post-1750 enclosure (some parliamentary), often taking in areas of heathland or common.</p>
<p>Farmsteads of medieval origin located in villages and hamlets where they are very prominent features, often presenting largely blank external elevations to the village street. Farmsteads often lay on the edge of the settlement, where they can be seen in relationship to long linear fields – the result of enclosure of common fields – extending up valley slopes. On the downland the majority of isolated farmsteads were created or largely re-built post-1750, but some medieval farms (often the result of settlement shrinkage) remain. Here the farmsteads are set in rolling chalk downland and are often prominent in long views across the landscape.</p>	<p>Settlement pattern of generally small villages intermixed with many isolated farmsteads and small hamlets. Nucleated villages are found in greater number in the eastern part of the area. Many isolated farmsteads are of medieval or 17<sup>th</sup> century origin, some fringing areas of heath or common. Where subsequent encroachment on the common has occurred 19<sup>th</sup> century farmsteads have sometimes been created, leaving the earlier phase of common-edge farms set back from the common. A farmstead, usually manorial, is often found in close proximity to a medieval church representing an early church/manor relationship. Generally farmsteads are less prominent in the small villages than in some other character areas but the isolated farmsteads, often set close to the roads and lanes, make an important contribution to the character of the landscape.</p>
<p><b>Building Materials</b></p>	
<p>The majority of farm buildings of pre-19<sup>th</sup> century date are timber-framed and weather boarded although brick was used from the 18<sup>th</sup> century where it was available locally. Mid- to late 19<sup>th</sup> century buildings are commonly of brick and flint or brick or with tile or slate half-hipped or gabled roofs. Some smaller farm buildings constructed in cob. Late 19<sup>th</sup> and early 20<sup>th</sup> examples of the use of concrete walling, typically on large estate owned farmsteads.</p>	<p>The majority of farm buildings of pre-mid-19<sup>th</sup> century date are timber-framed although brick was used from the 16<sup>th</sup> century, initially as an indicator of wealth and status. From the 18<sup>th</sup> century increasing use of brick for farm buildings is seen, particularly for stables and some barns. By the mid-19<sup>th</sup> century most farm buildings are of brick with tile or slate half-hipped or gabled roofs. Slates may be laid ‘economically’ especially on estate owned farms. In the</p>

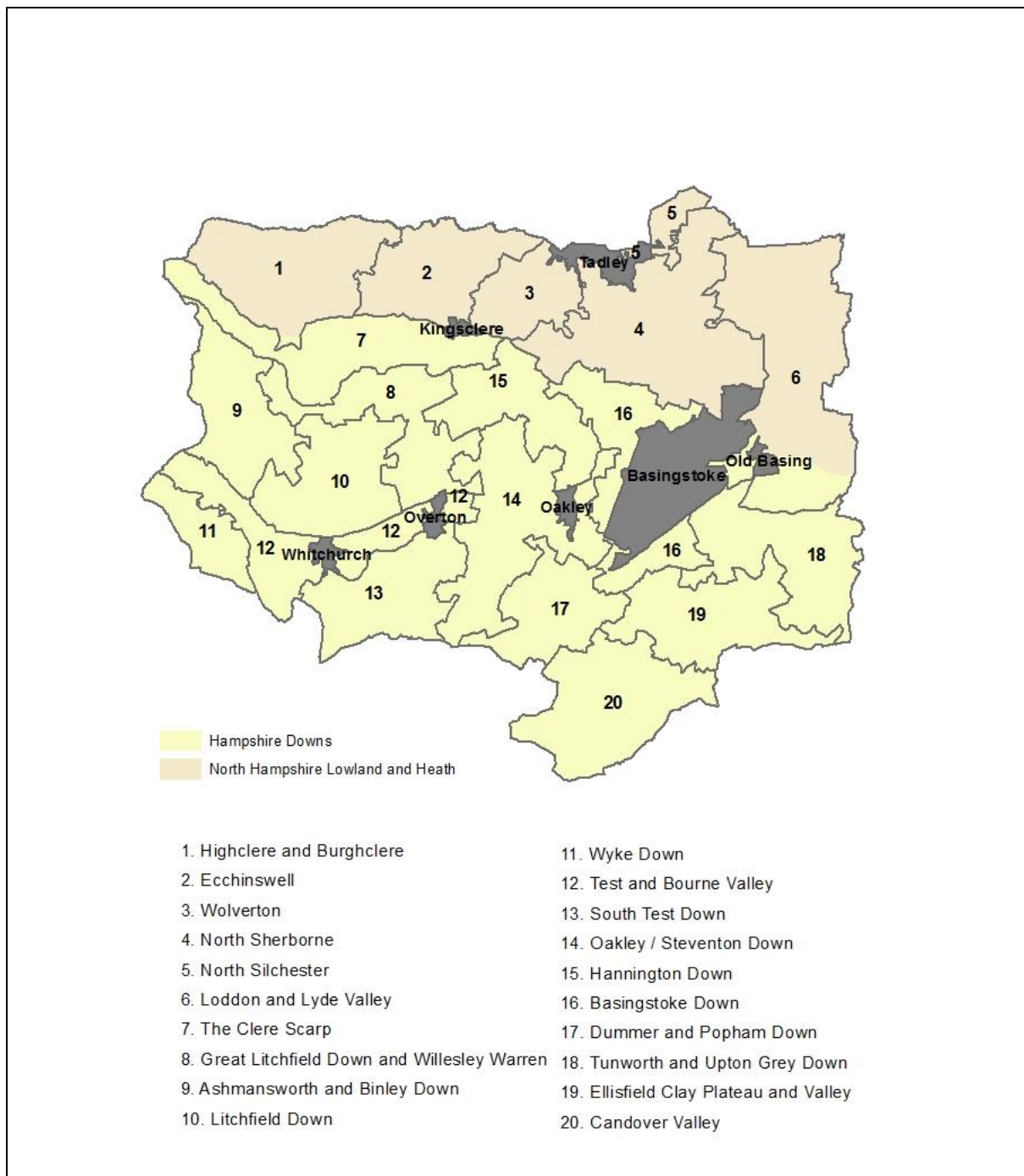
	east of the character area, 19 <sup>th</sup> century brick-built farmsteads are important in informing the development of agricultural practice and some of the large estates.
Straw thatch was the traditional roofing material for most farm buildings and is particularly important to the character of settlements in the western part of the area. Plain clay tile has also been used since medieval times for some buildings. Walls in and around farmsteads are typically of flint and brick or cob with distinctive thatch or tile capping.	Straw thatch was the traditional roofing material for most farm buildings although tile has been used since medieval times for some barns. Occasionally tiles of different colour tone or shape were used to create patterns on roofs.
<b>Farmstead Plan, Building &amp; Dating</b>	
Loose courtyard plans, established by the 19 <sup>th</sup> century, are the predominant plan form. Large farmsteads may have buildings on all sides of the yard whereas smaller holdings will have buildings on one or two sides of the yard only. Regular planned farmsteads of later 19 <sup>th</sup> century date often associated with large estates. The largest planned farmsteads are generally rare in Hampshire: but the few E-plans in the county are concentrated in this area. Dispersed and linear plans are almost entirely absent from the Hampshire Downs.	Loose courtyard plans established by the 19 <sup>th</sup> century, often as a result of incremental growth in the number of farm buildings reflecting increasing extent and intensity of arable production. Many estate farmsteads have regular courtyard plans of U-plan or, in the east of the area full courtyards with buildings to all four sides of the yard. Although dispersed and linear plans are not common in Hampshire they are found on smaller farms more frequently in the lowland and heath character areas than in the chalk land landscapes.
Many pre mid-19 <sup>th</sup> century farmsteads dominated by one or more large threshing barns commonly of 5 or 6 bays. The earliest barns date from the 15 <sup>th</sup> century but the majority are of 18 <sup>th</sup> and early 19 <sup>th</sup> century date and are typically timber-framed and aisled. Aisled construction of barns leads to a low eaves line that emphasises the mass of the roof against a relatively small wall area. Mid-19 <sup>th</sup> century barns built with brick and flint or brick and are often split-level combination barns.	Granaries are typically of 18 <sup>th</sup> or 19 <sup>th</sup> century date, timber-framed and set on straddle stones. Free-standing granaries are an 'iconic' building type but limited potential for alternative uses has meant that many have been lost or are falling into disrepair. On 19 <sup>th</sup> century farmsteads granaries usually form part of a combination building such as being located over a cart-shed or part of a barn.

<p>Granaries are typically of 18<sup>th</sup> or 19<sup>th</sup> century date, timber-framed and set on straddle stones. Free-standing granaries are an 'iconic' building type but limited potential for alternative uses has meant that many have been lost or are falling into disrepair. On 19<sup>th</sup> century farmsteads granaries usually form part of a combination building such as being located over a cart-shed or part of a barn.</p>	
<p>Buildings for cattle are not always present. Where found they consist of open-fronted shelter sheds facing into the yard and are normally 19<sup>th</sup> century additions to earlier complexes. Some cattle shelters are built against the yard elevation of the barn. Late 19<sup>th</sup> planned farmsteads will normally include contemporary cattle housing.</p>	<p>Buildings for cattle are often found and normally consist of single storey open-fronted shelter sheds facing into the yard or built against the yard side of the barn and are usually 19<sup>th</sup> century additions to earlier complexes. Shelter sheds are sometimes confused with cart-sheds but the location within the farmstead will usually indicate the original function.</p>
<p>A small number of late 18<sup>th</sup> or early 19<sup>th</sup> century out-farms survive on the downs where crops could be processed in the barn and cattle housed in shelter shed. Occasionally a cottage for a farm worker stood nearby. Many out-farms have been lost whilst some were developed into farmsteads.</p>	<p>A number of stud farms can be found in the area south of Newbury. Stable ranges, tack rooms and feed stores may be found as well as individual boxes for stallions or sick horses, dating from the 19<sup>th</sup> century. Few are listed.</p>

## 4.0 Farmstead Character Statements (by individual Landscape Character Area)

4.1.1 Landscape Character Areas are shown at Figure 2: the character of farmsteads within each area is described below. The descriptions are derived from previous SPG. The division of the borough into two main areas and 20 sub-areas as shown accords with the Landscape Character Areas set out in 2001, at <https://www.basingstoke.gov.uk/ENV07>.

**Figure 2: Landscape Character Areas**



## 4.2 Highclere and Burghclere

4.2.1 The presence of the Bishop of Winchester's medieval deer park at Highclere, subsequently enlarged to create the large landscape park that survives today, and the relatively poor heathy soils of much of the area, which remained unenclosed until the nineteenth century, limited the development and survival of farmsteads in this area. The generally small size of farmsteads and low quality land meant that most farmers were unable to provide good quality buildings that were capable of adaptation. Many of the farmsteads existing in the late nineteenth century have been lost or significantly altered. Only a small number of farmsteads, located on small areas of better land retain historic buildings but amongst these are some significant farmsteads such as Seven Stones Farm which has a medieval house with a barn connected in-line – a rare example of this arrangement in Hampshire. In the southeast corner of the character area the quality of the soils improves, and this is reflected in the survival of a number of farmsteads with medieval to eighteenth-century buildings. In the north of this area there are a number of stud farms, some which have purpose-built nineteenth-century stabling.

4.2.2 The farmsteads of this area are mostly isolated or are grouped in loose clusters, although in the west there are a number of hamlets containing one or two farmsteads. Loose courtyard plans are typical but there are a few dispersed plans and a parallel plan, both types that are usually associated with small farms and dispersed settlement.

## 4.3 Ecchinswell, Wolverton, North Sherborne, Loddon and Lyde Valley

4.3.1 Although these areas are differentiated by an increased level of woodland cover in the Wolverton character area, in relation to farmsteads they have similar character in that there is a relatively high density of farmsteads that retain buildings dating from the eighteenth century or earlier. This pattern is characteristic of areas of ancient enclosure where small, irregular fields created by assarting – the clearance of woodland from the Saxon period up to the fourteenth century – are typically associated with small farms where freeholders or tenants on secure leases could construct reasonable quality buildings. As farm sizes did not increase markedly these buildings continued to have sufficient capacity and so were not replaced as often happened on chalkland farms. In the area north of Basingstoke fields associated with assarting give way to a landscape of fields of early, informal enclosure the northern part of which appears to have been associated with a largely dispersed settlement pattern of farmsteads and hamlets rather than the enclosure of the open fields of a village.

4.3.2 Compared to the Highclere and Burghclere area to the west, farmsteads show a significantly better rate of survival, with many substantially retaining their character. Small loose courtyards, commonly with buildings to two sides

of a yard, are the dominant plan form although the number of U-plan steadings increases in the Loddon Valley area. A particular feature of the Loddon Valley is the presence of moated sites, some of which are still associated with farmsteads. Timber framing is the characteristic construction method although in the eastern part of the area some relatively early brick barns are found.

4.3.3 Through much of this area there are a number of large estates. Whilst the buildings of these estate farmsteads are often little different to the other farm buildings in the area, some have an estate identity even where the buildings including earlier timber-framed barns and stables, for example, through the use of a particular profiled roofing tile. On late nineteenth-century estate buildings the use of slates laid 'economically' i.e. leaving spaces between each slate in the row, so saving on the number of slates required, is commonly seen.

#### 4.4 **North Silchester**

4.4.1 Farmsteads do not feature as a characteristic element in this area of heath-dominated soils.

#### 4.5 **Clere Scarp**

4.5.1 The Clere Scarp marks the junction between the chalk and the clay in the west of the Borough with an area of greensand at the foot of the scarp. There are several farmsteads retaining seventeenth-century buildings along the spring line in the western part of the character area. Several of these farmsteads were located on or close to the edge of large areas of waste that would have provided common grazing. The area of greensand provided a focus for settlement (there are two deserted villages sites, Old Burghclere and Sydmonton), and open arable fields with the common field strips of Ecchinswell and Sydmonton were focused on the greensand. Located within the midst of Ecchinswell's open fields was Nuthanger Farm, a ring-fenced holding of medieval origin. The area south of the greensand ridge and the scarp contains few farmsteads.

4.5.2 Burghclere was a manor of the Bishops of Winchester, and Manor Farm retains the 8 bay timber-framed aisled barn built in 1450-1. Large barns or groups of timber-framed barns are found on other farmsteads in the area. Brick was also used for barn construction as at Zell House Farm where the aisled barn was a multi-functional building. Both longstraw thatch and plain clay was used for roofing, with slate of some mid- to late-nineteenth-century buildings. Timber-framed granaries and buildings for cattle were once found on most farms in the area, but granaries have been lost on several farmsteads.

4.5.3 Loose courtyard plans are typical, although where later brick ranges of shelter sheds or stables have been added they often form linked ranges creating L- or U-plan steadings with an older barn.

#### 4.6 **Great Litchfield Down and Willisley Warren**

4.6.1 This is largely an area of eighteenth and nineteenth century enclosure of higher ground creating large, regular fields with straight boundaries. Most of the enclosure was carried out by agreement rather than by Parliamentary Act. Within the new fields a few new farmsteads were built, often with large regular courtyard plans of brick and flint buildings with tile or slate roofs but overall the density of farmsteads is low compared to surrounding areas. The late date of these farmsteads means that historically none were listed, but these farmsteads are highly characteristic of this landscape.

4.6.2 In the western part of the character area less regular fields, probably created in an earlier phase of enclosure by agreement, are found surrounding the probably- shrunken settlement of Lower Woodcott.

#### 4.7 **Ashmansworth and Binley Down**

4.7.1 This area of chalkland differs from most of the western part of the Hampshire Downs in that historic settlements tend to be located on the ridges in the north of the area whilst in the south hamlets and individual farmsteads are located in the small dry valleys and combs cutting into the dip slope. The fields of the area are mainly the result of enclosure by agreement with some suggested areas of assarting in the south and west of Ashmansworth. Farmsteads retaining earlier buildings, usually loose courtyards, tend to be located within the settlements and dry valleys with timber-framed and thatched (or originally thatched) barns, but many farmsteads only have brick and flint buildings, often in regular courtyards or having linked ranges of buildings. On the higher downland few farmsteads have buildings that have been dated from before the nineteenth century although it is possible that some earlier buildings survive.

#### 4.8 **Litchfield Down and South Test Downs**

4.8.1 In terms of farmstead character these areas have similar characteristics to the Great Litchfield Down and Willisley Warren character area to the north. There is a low density of farmsteads in the landscape and most do not retain pre-nineteenth century buildings. The field patterns are largely regular in form suggesting late enclosure of downland and open fields. The few farmsteads that have earlier buildings, typically loose courtyards but sometimes with ranges attached to the barn, are in hamlets such as Cole Henley and Tufon or at the head of a comb and are associated with areas of informal enclosure.

4.8.2 The majority of farm buildings in this area are of brick and flint or brick and often consist of multifunctional ranges creating regular courtyards rather than detached buildings serving a single use. Timber framing is evident on several of the farmsteads with greater time-depth.

#### 4.9 **Wyke Down**

4.9.1 Unlike most downland areas in the Hampshire Downs, this area of higher ground appears to have been associated with isolated farmsteads from the Saxon period – the recurring name ‘Wyke’ indicating a dairy farm. There are a small number of farms in this area, mostly with relatively large farmsteads. Whilst sheep and corn may have replaced dairying in the medieval period, the depression of the late nineteenth century encouraged some landowners, particularly large estates, to look to dairying to maintain their income. In some cases such a change required new buildings, and at two of the farmsteads in this area there are examples of regular courtyard plans with concrete-walled buildings dating from this period. At others the characteristic timber-framed threshing barn is found as part of a loose courtyard plan.

#### 4.10 **Test and Bourne Valley**

4.10.1 In the western part of the Hampshire Downs historic settlement is concentrated in the river valleys, with farmsteads mainly located in villages. This pattern is most strongly represented by the Bourne Valley where St Mary Bourne and Stoke contain farmsteads retaining seventeenth-century- or earlier buildings. The upper part of the Test Valley is less strongly defined by linear villages such as St Mary Bourne, instead being dominated by the medieval market towns of Overton and Whitchurch. However, historic farmsteads are still concentrated in the valley. These older farmsteads typically consist of loose courtyard groups of timber-framed houses and farm buildings, often thatched or formerly thatched. Cob buildings are found on some farmsteads, and cob boundary walls are especially characteristic of the area.

#### 4.11 **Oakley and Steventon Downs & Dummer and Popham Downs**

4.11.1 These landscapes have few isolated farmsteads – most are concentrated in villages and hamlets such as North Waltham, Dummer, Steventon and the shrunken settlement at Popham. Many of these farmsteads retain eighteenth-century or earlier buildings, typically being timber-framed houses and barns arranged in loose courtyards, although there are some farmsteads that were provided with new, often large, regular courtyards of brick or brick and flint buildings in the nineteenth century, probably replacing timber-framed structures.

#### 4.12 **Hannington Down**

4.12.1 The farmsteads with the greatest time-depth in the Hannington Down character area are mainly found within the small villages and hamlets that are scattered across the area, mostly surrounded by areas of informal enclosure by agreement. On several of these farmsteads however, it is the house that reflects the early history of the site rather than surviving farm buildings. Coherent loose courtyard farmstead groups are particularly important. There are a few isolated farmsteads within areas that are predominantly regular enclosure that have eighteenth-century buildings indicating that parts of the downland were enclosed by that date at least. With most of the principal early farms located in settlements, some of the distant fields were served by outfarms and field barns. Whilst by the late nineteenth century they were not numerous, sufficient survive to suggest that they form part of the farmstead character of the area.

#### 4.13 **Basingstoke Down**

4.13.1 This character area, divided into two parts north-west and south-east of Basingstoke, is mainly open arable. Cliddesden in the south-eastern part of the area is the only settlement of note, and there are relatively few farmsteads across both parts of the character area. The farmsteads that exist are nearly all dated to the nineteenth century on the basis that there are no recorded pre-nineteenth-century buildings on these farmsteads which are mainly loose courtyard plans. Generally, the farmsteads of the area have survived with little change since the late nineteenth century.

#### 4.14 **Tunworth and Upton Grey Down**

4.14.1 The farmsteads of this area show greater time depth than the farmstead of most of the western Downland character areas. Here there are numerous farmsteads with eighteenth-century or earlier buildings surviving, particularly in the eastern part of the area. This distribution was certainly influenced by the large park of Hackwood House which occupies a large part of the western section of the character area whilst in the east there are several small villages and hamlets, most of which have manor farms retaining early buildings, typically timber-framed barns that are, or were, thatched with longstraw. Plans are typically loose courtyards, often with a barn and attached range forming an L-plan element, and there are a few regular courtyard U-plan farmsteads.

#### 4.15 **Ellisfield Clay Plateau and Valley**

4.15.1 This is a relatively small-scale, intimate well-wooded landscape, unlike most of the other chalkland areas, presumably because of the capping of clay with flints. Settlement consists of a scatter of hamlets and isolated farmsteads with many farmsteads retaining seventeenth- and eighteenth-century

buildings, mostly timber-framed farmhouses, barns and a few granaries set in loose courtyard arrangements.

#### 4.16 **Candover Valley**

4.16.1 The Candover Valley is similar in terms of farmstead character to the other river valley area, the Test and Bourne Valley. With the exception of Bradley, historic settlement was focused along the valley of a small chalk stream and from these villages the surrounding fields and downs were farmed. Even after enclosure of the open fields and downs, few farmsteads were built out in the newly enclosed areas. Accordingly, historic farmsteads are found within the villages, two of which have experienced considerable shrinkage – at one it was recorded that the village was de-populated for the purpose of creating sheep pastures. This pattern of farm amalgamation from the sixteenth century or before resulted in the removal of small farmsteads and the re-building of those that survived to increase their capacity.

4.16.2 Timber framing and weatherboarding are the typical materials for barns and sheds, usually found in loose courtyards, some with an L-plan element.



## **Heritage SPD: Appendix B**

### **Windows and doors in historic buildings and places**

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# 1.0 Introduction

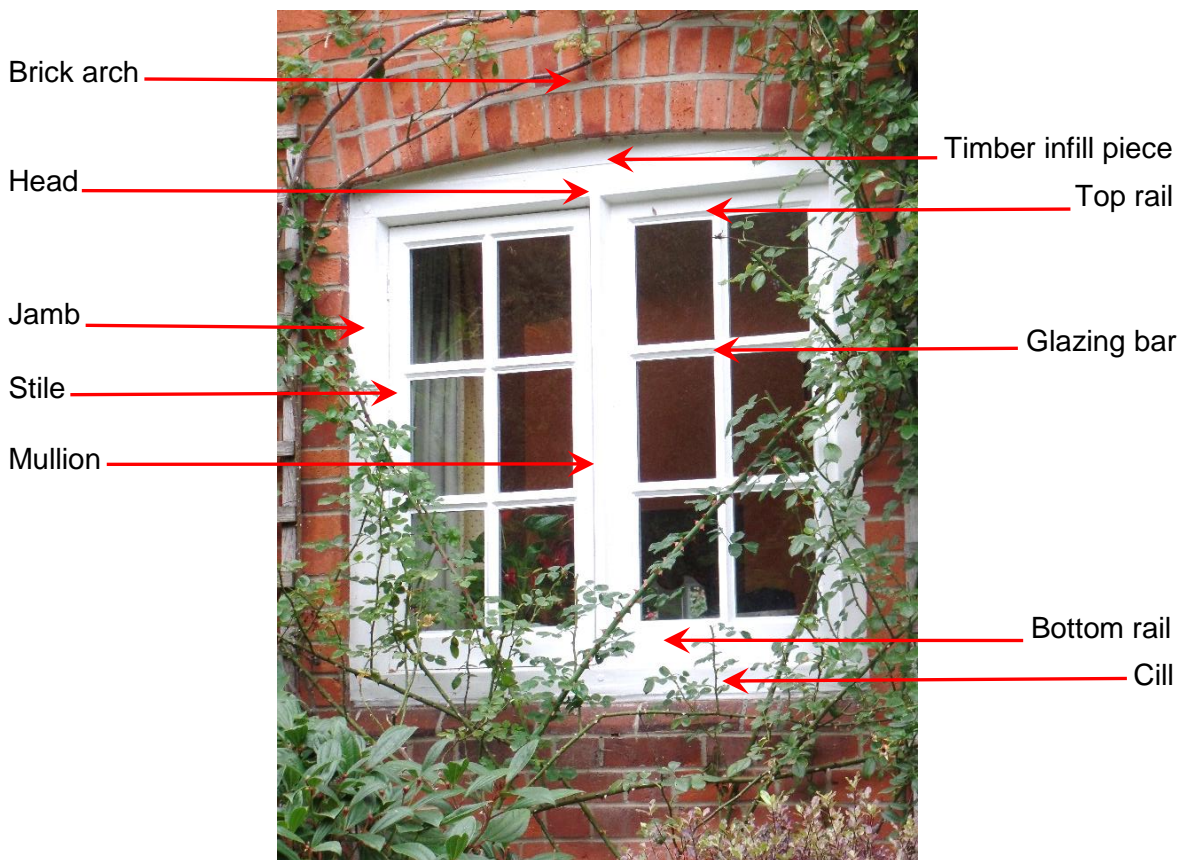
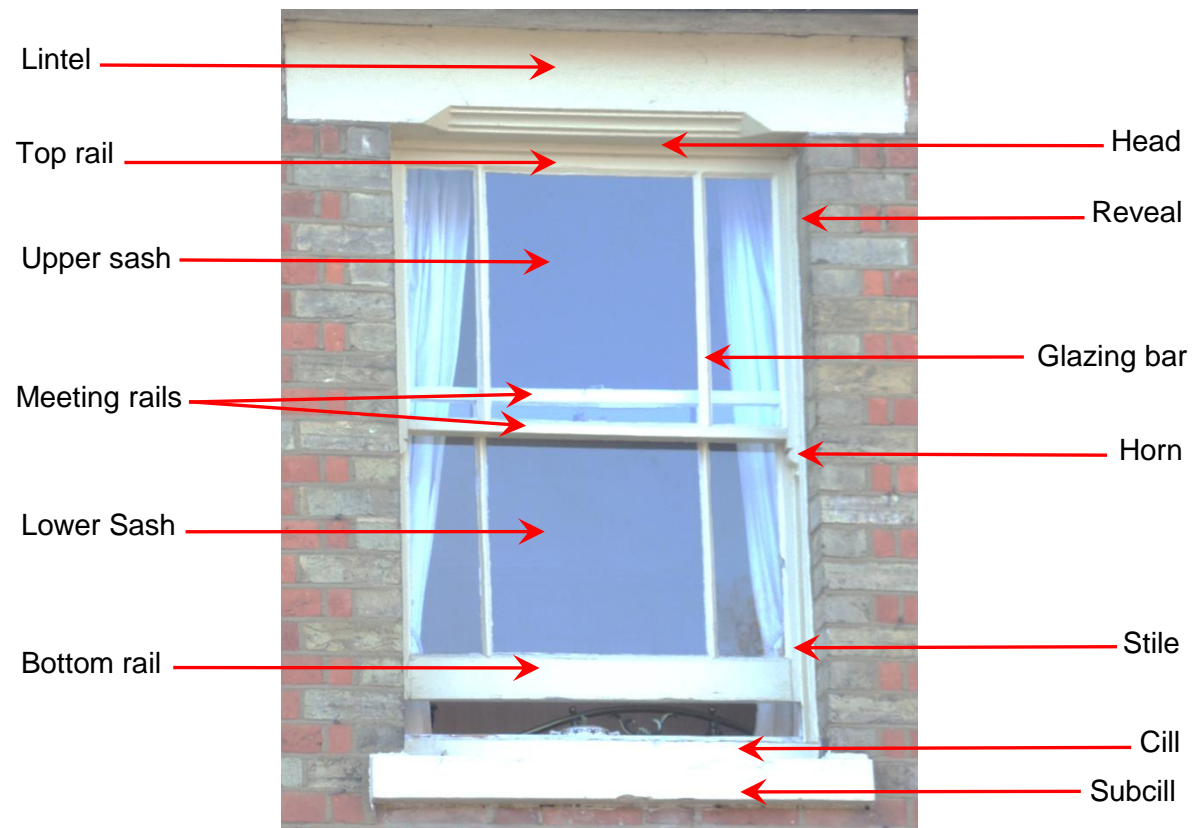
## 1.1 Overview

- 1.1.1 Windows and doors often make an important contribution to the significance of a heritage asset and/or to the ability to appreciate significance. Windows and doors may be part of the historic fabric of a heritage asset. Further, the **fenestration** (i.e. the arrangement and design of openings in a building, and the design of components within those openings) is an important part of the design of a building in that it has a major impact on its appearance, thereby affecting the character and appearance of the area in which it is located. Issues relating to windows and doors therefore warrant particular attention in the assessment of proposals which affect heritage assets.
- 1.1.2 This Appendix provides a considerable amount of guidance related to *replacement* windows and doors where such replacement is subject to planning controls:
- in conservation areas; and
  - in listed buildings.
- 1.1.3 The Appendix also provides limited guidance on the installation of windows and doors which are not replacement windows where that installation is subject to planning controls:
- in conservation areas – in new openings in existing building fabric, in extensions, and in new buildings;
  - in listed buildings – in new openings in existing building fabric and in extensions to listed buildings;
  - within the setting of listed buildings – in new buildings.
- 1.1.4 The philosophy underlying the guidance contained within this Appendix should also be applied to the replacement and installation of windows and doors which are subject to planning controls and which affect buildings which are non-designated heritage assets.
- 1.1.5 Where works to heritage assets are not subject to planning controls, the Appendix may be useful as a guide to good practice.
- 1.1.6 The philosophy underlying the guidance should be applied to components similar to windows and doors, such as louvres, screens and rooflights etc..
- 1.1.7 The Appendix should be read in conjunction with the main document of the Heritage SPD, other Appendices to the SPD, the Design and Sustainability SPD, and with other relevant documents.

**Figure B1: Examples of doors and windows of historic and/or architectural interest within the borough**



**Figure B2: Windows – terminology (sliding sash and casement windows)**



## **1.2 Windows and doors of historic and/or architectural interest within the borough**

- 1.2.1 Windows and doors of historic and/or architectural interest can be found in various locations within Basingstoke and Deane, both urban and rural, notably in conservation areas and within listed buildings and locally-listed buildings.
- 1.2.2 Examples of windows and doors of historic and/or architectural interest in the borough are illustrated at Figure B1. The majority of such windows and doors are of painted timber and have proportions which have a vertical emphasis.
- 1.2.3 Figure B2 explains terminology used in descriptions of traditional timber windows, which generally feature vertical sliding sashes or casements.
- 1.2.4 Features such as fanlights, shutters, lintels, window surrounds and doorcases etc. should generally be considered, for the purposes of this document, to be parts of window and doors.
- 1.2.5 The windows and/or doors of buildings which are heritage assets in their own right (i.e. listed buildings and buildings which are non-designated heritage assets) may contribute to significance or to an appreciation of significance.
- 1.2.6 Many conservation areas include properties which have windows and/or doors which make a positive contribution to the character and appearance of a conservation area and/or to its special architectural or historic interest. An example is the Fairfields conservation area: the conservation area appraisal for Fairfields states that, 'Most historic buildings in the area retain their timber sash or casement windows. Given the domestic scale and simple provincial architecture of the buildings in the Conservation Area, historic joinery such as sash windows, doors and doorcases are often the features that define the appearance of properties. Where buildings are in close-knit, continuous street frontages the relationship of these features, and their historic arrangement becomes a significant factor in the overall special character of the area.' The importance of features such as windows and doors and the impact of their loss on the character and appearance of a conservation area is discussed at paragraph 4.2 of the main document of this SPD.
- 1.2.7 In many conservation areas, notably within Basingstoke, the character of the conservation area has been eroded by the loss of traditional doors and windows and by other unsympathetic interventions, making features of interest which remain of particular importance.

## **2.0 Planning controls over works relating to windows and doors affecting heritage assets**

### **2.1 The need for planning permission and/or listed building consent**

2.1.1 Whether an application for planning permission is required where proposed development relates to windows and/or doors (including works which are part of a wider scheme) and the development would affect a heritage asset or assets will depend upon:

- the use of the building and its location;
- whether it is a listed building; and
- the nature of the development proposed.

Works such as repairs on a like for like basis do not constitute development. Some other works may be undertaken under permitted development rights (see sub-paragraph 3.3.2 and paragraph 4.4 of the main document of this SPD). As noted within the main document, such rights are restricted for listed buildings and in conservation areas. Permitted development rights may also be restricted by an Article 4 direction as noted at paragraph 4.6 of the main document of this SPD: see also Appendix C.

2.1.2 Where works other than repairs on a like for like basis are proposed which relate to windows and/or doors forming part of a listed building, listed building consent will normally be required (see Section 3.0 of the main document of this SPD). An application for full planning permission may also be required.

2.1.3 It is important to obtain up to date advice regarding the need for planning permission and/or listed building consent specific to the site and proposed development: advice may be obtained from the council as to whether planning permission and/or listed building consent is required and whether proposals are likely to be acceptable. Contact details for enquiries are at the front of the main document of this SPD.

## 3.0 Works relating to windows and doors affecting heritage assets

### 3.1 Key documents, principles and practice

3.1.1 Proposals relating to work to windows and doors which affect a heritage asset or assets requiring planning permission and/or listed building consent will be assessed, as appropriate, in relation to, among other things:

- a) The council's Design and Sustainability SPD (2018). Particular attention is drawn to paragraphs 9.31 – 9.33 and Principle MD10 of that SPD;
- b) Relevant legislation, policies, principles and supporting text as referenced or set out in the main document of this SPD and in this Appendix. Particular attention is drawn to principles and related supporting text set out in the main document of this SPD: LB01, LB02, LB03 and LB04 (which relate to listed buildings); CA01, CA02 and CA03 (which relate to conservation areas); and LLB01 and LLB03 (which relate to locally-listed buildings);
- c) Conservation Area Appraisals and Management Plans published for specific conservation areas within the borough;
- d) Appendices to this SPD: Appendix A contains information relating to windows and doors in traditional farm buildings, and Appendix E contains principles and supporting text relating to doors and windows which are part of shopfronts;
- e) Historic England Guidance – see information box below and additional references to guidance in the main document of this SPD.



#### Where to find guidance relating to windows and doors and the historic environment

As noted at Section 12.0 of the main document of this SPD, 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/>. This relates in part to specific components such as roofs, walls, windows etc.









Historic England's 'Traditional Windows: their Care, Repair and Upgrading' is also of particular relevance: see <https://historicengland.org.uk/images-books/publications/traditional-windows-care-repair-upgrading/>

- 3.1.2 Principles set out in the main document of this SPD and supporting text make it clear that features such as windows and doors which contribute to significance and/or to an understanding of significance and/or to the character and appearance of a conservation area should be retained and repaired where possible, and that, 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. (Of particular note are Principle LB01 and sub-paragraph 3.6.8, and Principle CA01 and sub-paragraph 4.9.2).
- 3.1.3 Reference is made at paragraph 4.9 of the main document of this SPD to the council's duties with regard to the preservation or enhancement of the character or appearance of a conservation area. It is stated in Principle CA01 of the main document of this SPD that where change is proposed, the council will encourage opportunities to be taken for enhancement where the appearance of a site presently has a negative impact on a conservation area. Thus, where a window or door or windows or door which has a negative impact on the character or appearance of a conservation area is to be replaced or altered, the council will encourage replacement or alteration which constitutes an improvement in terms of impact on the character and appearance of the conservation area. It is preferable in such circumstances for replacements to better match the original design of windows and doors and for materials and finishes to be as the originals. It is desirable to avoid an-over heavy appearance. Double-glazing units which are thinner than standard units are preferable to standard units, as they require smaller section profiles, have a less bulky appearance when viewed in three dimensions, and are less likely to produce an unsatisfactory 'double register' effect. It is also desirable that such replacement windows have opening mechanisms and details (such as section profiles of framing members and glazing bars) which are similar to those of the originals, are of the proportions of the originals, and are similarly subdivided. Examples of window designs are at Figure B3.
- 3.1.4 It is made clear within the main document of this SPD that for new works or works of alteration which affect a heritage asset, the design of proposals should be developed in response to an understanding of the significance of the heritage asset(s) affected by proposals.
- 3.1.5 It is also stated within the main document that materials, finishes and construction details employed in works which affect a heritage asset should be of a high quality and should complement those of the host building and/or those used in buildings and features which make a positive contribution to the character and appearance of a conservation area. Further it is noted that natural materials should generally be used for works to a listed building; and that traditional materials are often more appropriate than modern materials in works in a conservation area. Thus painted timber is usually most appropriate in such contexts.

**Figure B3: Examples of window details:**

	<ul style="list-style-type: none"> <li>✓ Timber</li> <li>✓ Painted finish</li> <li>✓ Sliding sash (box sash)</li> <li>✓ Single glazed</li> <li>✓ Appropriate subdivision of panes</li> <li>✓ Appropriate detailing of framing members and horns</li> </ul>		<ul style="list-style-type: none"> <li>✓ Timber</li> <li>✓ Painted finish</li> <li>✓ Sliding sash (box sash)</li> <li>✓ Single glazed</li> <li>✓ Appropriate subdivision of panes</li> <li>✓ Appropriate detailing of framing members, horns, and glazing bars</li> </ul>
	<ul style="list-style-type: none"> <li>✗ uPVC</li> <li>✗ Plastic finish</li> <li>✓ Sliding sash</li> <li>✗ Double glazed</li> <li>✓ Appropriate subdivision</li> <li>* Imitation framing members and horns</li> <li>✗ Visible spacer bars</li> </ul>		<ul style="list-style-type: none"> <li>✗ uPVC</li> <li>✗ Plastic finish</li> <li>✓ Sliding sash</li> <li>✗ Double glazed</li> <li>✓ Appropriate subdivision</li> <li>* Imitation framing members, glazing bars, and horns</li> <li>✗ Visible spacer bars</li> </ul>
	<ul style="list-style-type: none"> <li>✗ uPVC</li> <li>✗ Plastic finish</li> <li>✗ Top hung casement</li> <li>✗ Double glazed</li> <li>✗ Inappropriate subdivision</li> <li>✗ Framing members do not replicate detail of originals</li> <li>✗ Visible spacer bars</li> <li>* Imitation horns</li> </ul>		<ul style="list-style-type: none"> <li>✗ uPVC</li> <li>✗ Plastic finish</li> <li>✗ Top hung casement</li> <li>✗ Double glazed</li> <li>✓ Appropriate subdivision – but</li> <li>✗ No glazing bars</li> <li>✗ Framing members do not replicate detail of originals</li> <li>✗ Visible spacer bars</li> <li>✗ No horns</li> </ul>
	<ul style="list-style-type: none"> <li>✗ uPVC</li> <li>✗ Plastic finish</li> <li>✗ Top/side hung casements</li> <li>✗ Double glazed</li> <li>✗ Inappropriate subdivision</li> <li>✗ Framing members do not replicate detail of originals</li> <li>✗ Visible spacer bars</li> <li>✗ No horns</li> <li>✗ Trickle vent</li> </ul>		<ul style="list-style-type: none"> <li>✗ Aluminium</li> <li>✗ Grey metallic finish</li> <li>✗ Top hung casement</li> <li>✗ Double glazed</li> <li>✗ Inappropriate subdivision</li> <li>✗ No glazing bars or horns</li> <li>✗ Finer framing members, but do not replicate detail of originals</li> </ul>

cont'd.

	<ul style="list-style-type: none"> <li>✓ Timber</li> <li>✓ Painted finish</li> <li>✓ Sliding sash</li> <li>✓ Single glazed</li> <li>✓ Appropriate subdivision of panes</li> <li>✓ Appropriate detailing of framing members, horns, and glazing bars</li> </ul>		<ul style="list-style-type: none"> <li>✓ Timber</li> <li>✓ Painted finish</li> <li>✓ Sliding sash</li> <li>✓ Single glazed</li> <li>✓ Appropriate subdivision of panes</li> <li>✓ Appropriate detailing of framing members, horns, and glazing bars</li> </ul>
	<ul style="list-style-type: none"> <li>✓ Timber</li> <li>✓ Painted finish</li> <li>✗ Top hung and tilt and turn openings</li> <li>✓ Single glazed</li> <li>✗ Inappropriate subdivision</li> <li>✗ No glazing bars or horns</li> </ul>		<ul style="list-style-type: none"> <li>✗ uPVC</li> <li>* Imitation woodgrain finish (foil)</li> <li>✓ Sliding sash</li> <li>✗ Double glazed</li> <li>✓ Appropriate subdivision</li> <li>* Imitation framing members, glazing bar and horns</li> <li>✗ Visible spacer bars</li> </ul>
	<ul style="list-style-type: none"> <li>✗ uPVC</li> <li>✗ Plastic finish</li> <li>✗ Top hung casement</li> <li>✗ Double glazed</li> <li>✓ Appropriate subdivision</li> <li>✗ Framing members do not replicate detail of originals (swept sash)</li> <li>✗ Lead applied to window in lieu of glazing bars</li> </ul>		<ul style="list-style-type: none"> <li>✗ uPVC</li> <li>✗ Plastic finish</li> <li>✗ Top hung casement</li> <li>✗ Double glazed</li> <li>✓ Appropriate subdivision</li> <li>✗ Framing members do not replicate detail of originals</li> <li>* Imitation horns and glazing bars</li> </ul>
	<ul style="list-style-type: none"> <li>✗ uPVC</li> <li>✗ Plastic finish</li> <li>✗ Inappropriate colour</li> <li>✗ Side hung casement</li> <li>✗ Inappropriate (lack of) subdivision</li> <li>✗ Framing members do not replicate detail of originals</li> <li>✗ No glazing bars or horns</li> </ul>		<ul style="list-style-type: none"> <li>✗ uPVC</li> <li>✗ Plastic finish</li> <li>✗ Top hung casement</li> <li>✗ Double glazed</li> <li>✗ Inappropriate subdivision</li> <li>✗ No horns or glazing bars</li> <li>✗ Lead applied to window</li> <li>✗ Visible spacer bars</li> </ul>

\* Where traditional timber details are translated to uPVC components, careful attention to detail is needed. Imitation details, such as woodgrain-effect finishes, applied glazing bars, and decorative horns, do not accurately replicate the details of traditional timber windows and will have a different appearance from the details of timber windows, as illustrated at Figures B3a and B3b. Similarly, where double-glazing is sufficiently justified 'slimline' units are preferred to units which incorporate double-glazing of standard thickness; however, double glazed windows will differ from single glazed windows in character and appearance.

**Figure B3a: Detail of a single-glazed timber sliding sash window**



**Figure B3b: Detail of double-glazed uPVC sash window**



**Principle WD01 – Repair and replacement of windows and doors which make a positive contribution to the character and appearance of a conservation area and/or which are part of a listed building**

a) In accordance with Policies LB01 and CA01 of the main document of this SPD, where the replacement of windows and doors in a conservation area is subject to planning controls:

- windows and doors which make a positive contribution to the character and appearance of a conservation area, and
- windows and doors which contribute to the significance of a listed building or of a conservation area or to the ability to appreciate that significance

should be retained and repaired rather than replaced, unless it has been clearly demonstrated that they are beyond repair;

b) Where it has been demonstrated that windows and doors described at a) above are beyond repair, such components should normally be replaced on a like for like basis in terms of size, proportions, subdivision, opening mechanisms, details (such as section profiles of framing members and glazing bars), glazing, materials and finishes. Single-glazing should generally be replaced with single-glazing.

3.1.6 Attempts are often made to justify the replacement of single-glazed windows with double-glazed units on the grounds of sustainability and/or improved thermal efficiency. Such arguments will not normally be considered sufficient to justify the loss of components which make a positive contribution to the character and appearance of a conservation area, and/or to the significance of a listed building and/or of a conservation area and/or the ability to appreciate significance.

3.1.7 Attention is drawn to Section 12.0 of the main document of this SPD, in particular to the Historic England Guidance referenced in the information boxes at the end of that Section and after sub-paragraph 3.1.1 of this Appendix. A specialist joiner can normally repair historic windows, and thermal efficiency may often be improved by the use of thermal curtains, draught-proofing and/or secondary glazing. It may be appropriate for shutters to be used in some circumstances.

3.1.8 Annex 1 to this Appendix provides guidance on the provision of information to support an application for replacement windows where such replacement is subject to planning controls. This Annex should be read in conjunction with

Section 13.0 of the main document of this SPD and the information box at the end of section 4.9 of that document.

- 3.1.9 In many instances, for example in works to listed buildings, the installation of trickle vents in windows may be unjustified. Alternative means of meeting building regulations for background ventilation may be more appropriate.

**Principle WD02 – Replacement windows and doors in conservation areas: materials, finishes and details**

- a) In respect of the replacement of windows and doors in conservation areas which is subject to planning controls, windows and doors which replace components which do not make a positive contribution to the character and appearance of the conservation area should preserve or enhance that character and appearance. The Council will encourage replacement or alterations which constitute an improvement in terms of impact on the character and appearance of the conservation area;
- b) Materials, finishes and details used should be of a high quality and should respond to context, complementing each other, the building to which the installation relates, and the wider locality.

- 3.1.10 The circumstances of applications for replacement of windows and doors in conservation areas vary widely. Each application will be assessed on its own merits. It is noted that the technology which governs the detail of component design is evolving and that there are increasing pressures to achieve improved energy efficiency. The desirability of ‘the use of environmentally-friendly materials from sustainable and/or local sources’<sup>52</sup>, for example timber rather than plastics, such as uPVC, is also noted.

- 3.1.11 Table B1 sets out the current approach at the time of publication taken by officers in a variety of circumstances when assessing planning applications for replacement windows in buildings which are not listed and which are in conservation areas.

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<sup>52</sup> Design and Sustainability SPD 2018, Sustainable Urban Design Principles

**Table B1: Typical scenarios which exemplify the current approach taken by officers in the assessment of application for replacement windows in unlisted buildings in conservation areas (at the time of publication).**

	<b>Contribution that the existing windows make to character and appearance of conservation area</b>	<b>Condition of existing windows</b>	<b>Typical recommendation made by officer (in accordance with Principles LB01 and CA01, and Principles WD01 and WD02)</b>
1	Positive.	Good.	Retain and maintain existing windows.
2	Positive.	Unknown or unclear.	Further information to demonstrate condition is required from applicant.
3	Positive.	Poor, but capable of repair.	Repair and maintain existing windows.
4	Positive.	Poor, and demonstrated to be beyond repair.	Replacement may be acceptable on a 'like-for-like' basis. Any deviations in design from that of the existing windows will require clear and convincing justification.
5	Neutral, or negative.  e.g. where original windows have previously been replaced with windows of unsympathetic design, material and/or detail.	N/A	Replacement may be acceptable provided the proposed replacements are suitably detailed so that the character and appearance of the conservation area is preserved or enhanced.  Replacement windows should, as a minimum, have an appearance which is no more harmful to the character and appearance of the conservation area than the windows which they are to replace.  Improvements will be encouraged, typically such that replacement windows resemble the originals, in terms of materials, method of opening, etc.

3.1.12 Where existing windows are unauthorised replacements, the contribution that the windows in place prior to the installation of the unauthorised replacement windows made to the character and appearance of the conservation area will be taken into account in officer assessment of proposals.

- 3.1.13 Where windows which make a positive contribution are within an elevation where the remainder of the windows of the building do not make a positive contribution, the council will consider the relative merits of (i) retaining the windows, or replacing them to match the originals, and (ii) consistency of fenestration. Consideration will be given in such cases to factors such as: the extent to which individual windows are prominent in the street scene; details of the existing windows which do not make a positive contribution to character and appearance; and the wider context.

**Principle WD04 – installation of windows and doors which are *not* replacement windows where that installation is subject to planning controls:**

- a) In respect of the installation of new windows and doors in conservation areas which is subject to planning controls, in new openings in existing building fabric, in extensions, and in new buildings:
  - (i) the arrangement and design of openings in a building, and the design of components within those openings, should preserve or enhance the character and appearance of the conservation area;
  - (ii) the materials, finishes and details used should be of a high quality and should complement each other, the building to which the installation relates, and the wider locality;
  
- b) In respect of the installation of new windows and doors which is subject to planning controls: in listed buildings, in new openings in existing building fabric and in extensions to listed buildings; and within the setting of listed buildings in new buildings;
  - (i) the arrangement and design of openings in a building and the design of components within those openings should complement those of the listed building(s);
  - (ii) the materials, finishes and details used should be of a high quality and should complement each other and those of the listed building(s).

## **Appendix B**

### **Windows and doors in historic buildings and places**

#### **Annex 1**

## 1.0 Introduction

1.1.0 This Annex should be read in conjunction with Section 13.0 of the main document of this SPD and the information box at section 4.9 of that document.

## 2.0 Window Details

2.1.1 In order to accurately assess the impact of a proposal to replace windows in historic contexts, details of the existing windows and the proposed replacement windows are required. Supporting information submitted with a proposal should specify key details of existing and proposed windows, including:

- Material (e.g. timber)
- Finish (e.g. white painted, puttied)
- Method of opening (e.g. vertical sliding sash)
- Thickness of glazing (e.g. single glazed, or slim-line double glazed with a thickness of 12mm i.e. 4mm-4mm-4mm)
- Type of glazing (e.g. clear float glass)
- Subdivision/configuration of panes (e.g. 2-over-2)
- Details of glazing bars and other framing members
- Decorative details (e.g. horns)
- Fixtures and fittings (e.g. fasteners)\*
- Means of achieving background ventilation, if any (e.g. trickle vents).

\* This information is normally only required for works to listed buildings.

2.1.2 Details of existing and proposed windows should ideally be submitted in the form of annotated drawings at appropriate scales (typically 1:20; 1:5, and 1:1). The provision of scaled drawings at the application stage can avoid the need for a pre-commencement condition.

## 3.0 Existing Windows

3.1.1 It is preferable for scaled drawings of the existing windows to be provided. However in some instances clear, coloured photographs, including close-ups of details, may be acceptable to document the existing windows.

3.1.2 Photographs and/or drawings of relevant elevations of the building should be submitted which clearly show all windows that are affected by the proposal and where they are located on the building. The windows should be labelled or numbered so that they can be cross-referenced to the proposed drawings and to other documents. An example is at Figure B4.

## 4.0 Condition

- 4.1.1 Where windows are considered to be of architectural or historic merit, they should be repaired. Replacement of such architectural features is considered a last resort and will usually only be supported where it has been demonstrated to the council's satisfaction that the window has deteriorated beyond repair. This approach not only preserves significance but is sustainable.
- 4.1.2 Typically it will be necessary for an application to be supported by a brief condition survey or statement completed by an appropriate professional who is experienced in the field of historic building conservation, such as a joiner.
- 4.1.3 A condition survey typically includes:
- Photographs or drawings of relevant elevations of the building, with windows labelled;
  - Information on each window and its components, including type, age and condition.
  - Clear, coloured photographs of each window, highlighting areas of deterioration;
  - Recommended action.

This information provided should be proportionate to the case. Additional information may be required for cases of more complexity and/or significance.

## 5.0 Proposed Windows

- 5.1.1 Accurate drawings at an appropriate scale should be submitted which clearly show the details of the proposed windows. The drawings should be created using standard drawing conventions, and annotated with relevant details. Each window and detail should be labelled or numbered so that the drawings can be cross-referenced against other documents.
- 5.1.2 Drawings of the proposed windows should include:
- Elevations of each window: typically at a scale of 1:20, or 1:50 where there are a large number of windows. These drawings should be cross-referenced to the elevation or photograph of the windows as existing referenced at 3.2 above such that the location of each proposed window is clear;
  - Cross-sections and plan details: typically at a scale of 1:5, 1:2 or 1:1;
  - Details of glazing bars: at a scale of 1:1.

Examples showing the appropriate level of detail are at Figure B5 (note that these drawings are not reproduced at the original scale).

**Figure B4: Example drawing/photograph. Elevation as existing, with notes**

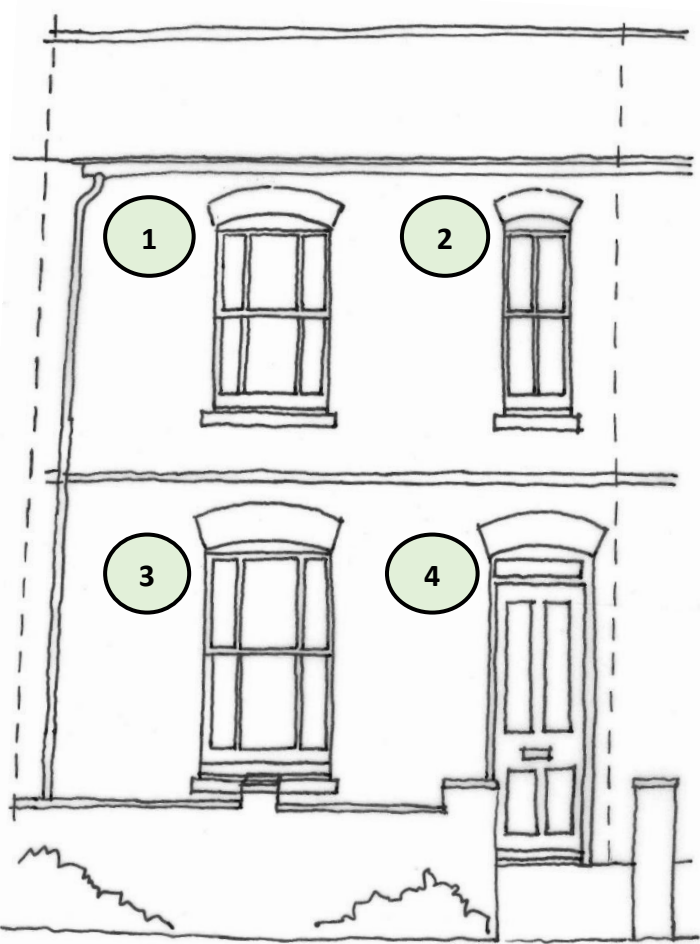
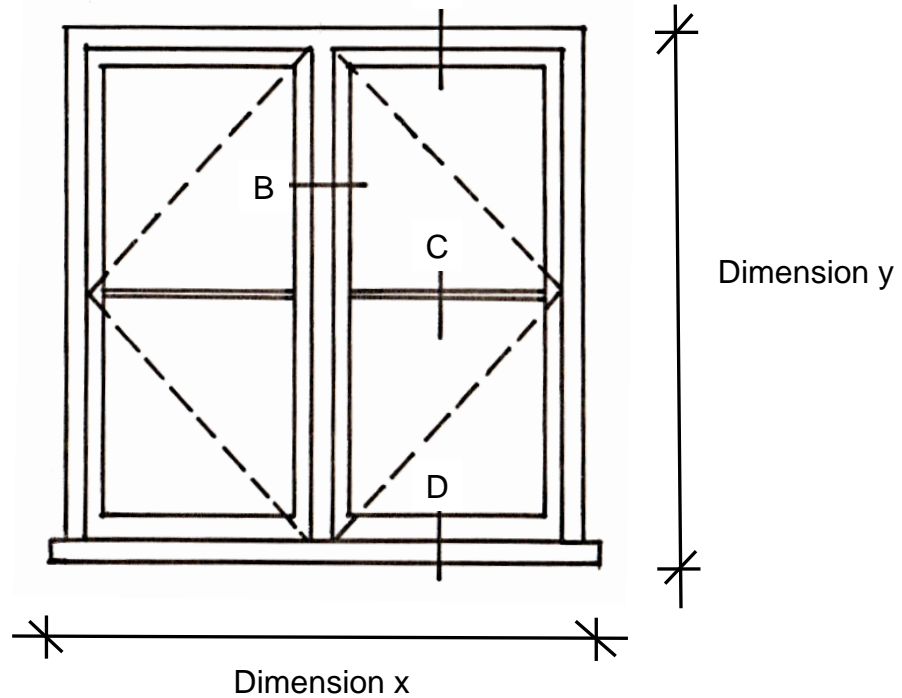
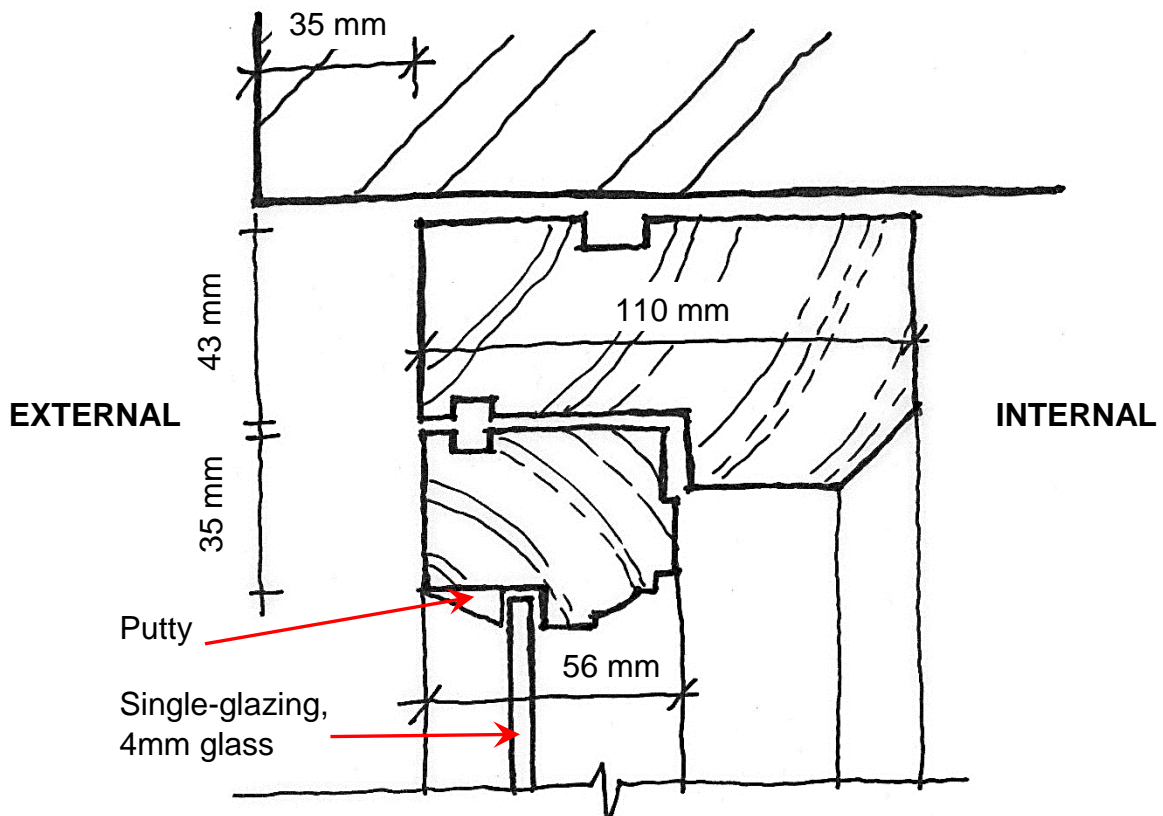
<p>Location: Proposal:</p>	<p>10 Heritage Road, Basingstoke Installation of 2 no. replacement windows on front elevation</p>
	<p>Notes:</p> <p>All existing windows are single glazed, timber, sliding sash windows, with glazing bars, and a white painted finish.</p> <p>The existing front door is made of timber, with a green painted finish.</p> <p>Windows (1) and (3) are beyond repair, as demonstrated in the condition survey submitted with the application.</p> <p>It is proposed to replace windows (1) and (3) on a like-for-like basis, i.e. single glazed, timber sliding sash windows, with joinery profiles and glazing bars to match the existing, and painted white.</p> <p>No changes are proposed to the upper right window (2) and the front door (4).</p>
<p>Drawing Number: 001 Title:</p>	<p>Photograph: elevation as existing</p>

Figure B5: Example drawings of window details, showing level of information required

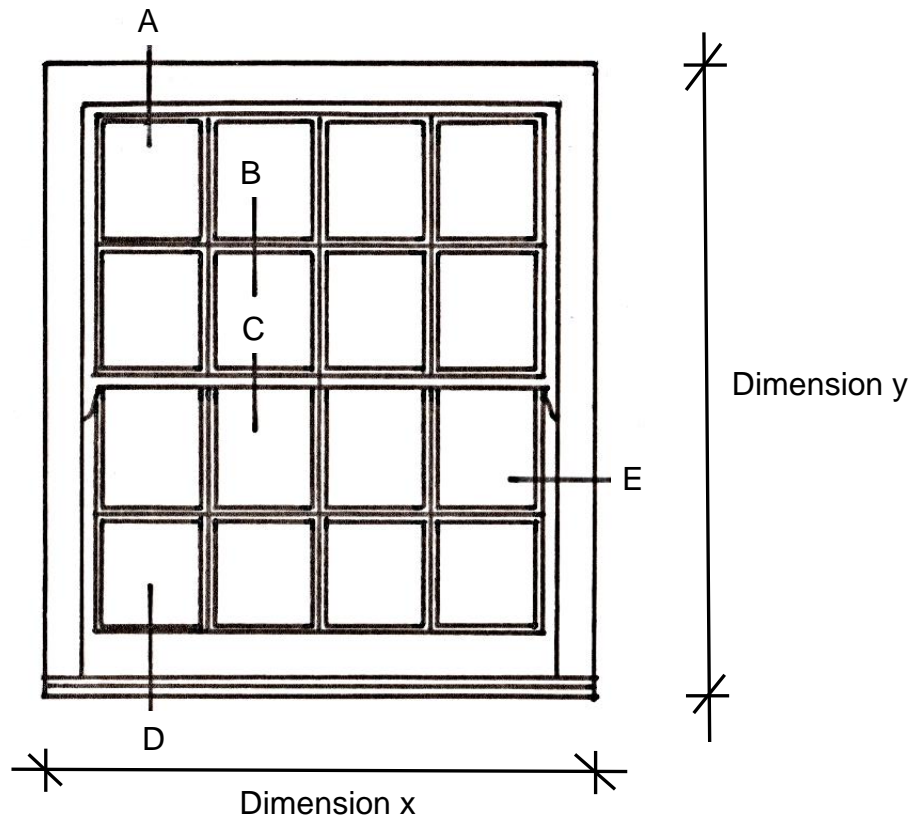
Window Type 1: Casement window – Elevation (drawn at 1:20 or 1:50)



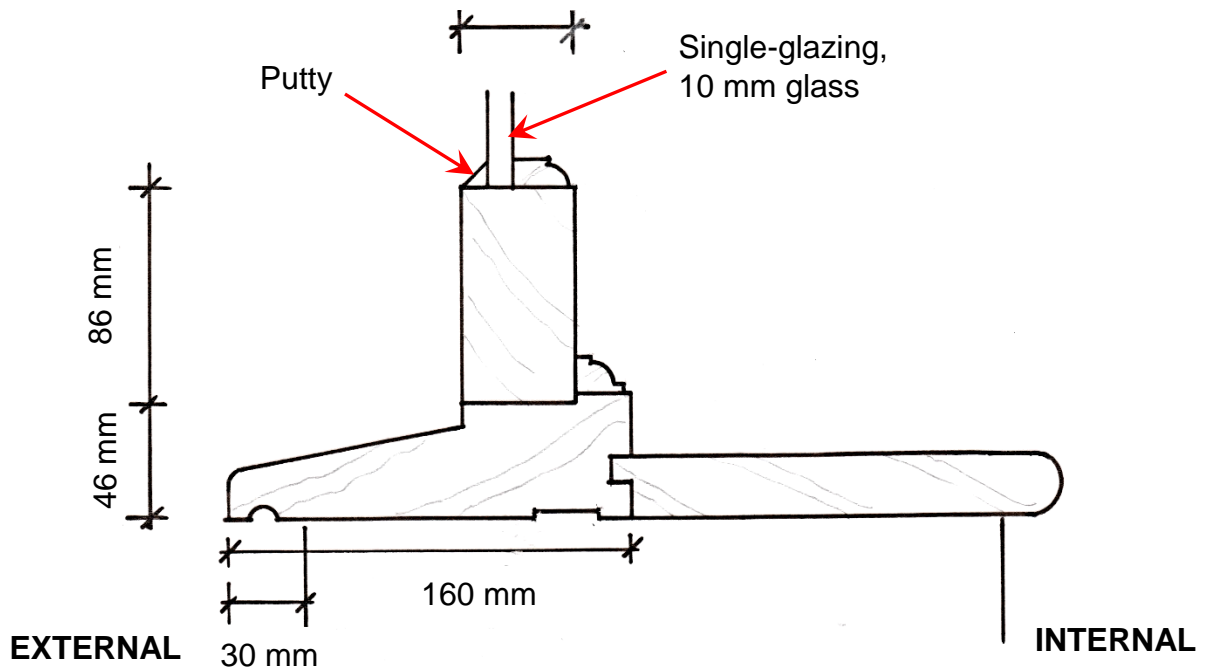
Detail A: Casement window – Section through head (drawn at 1:5, 1:2 or 1:1)



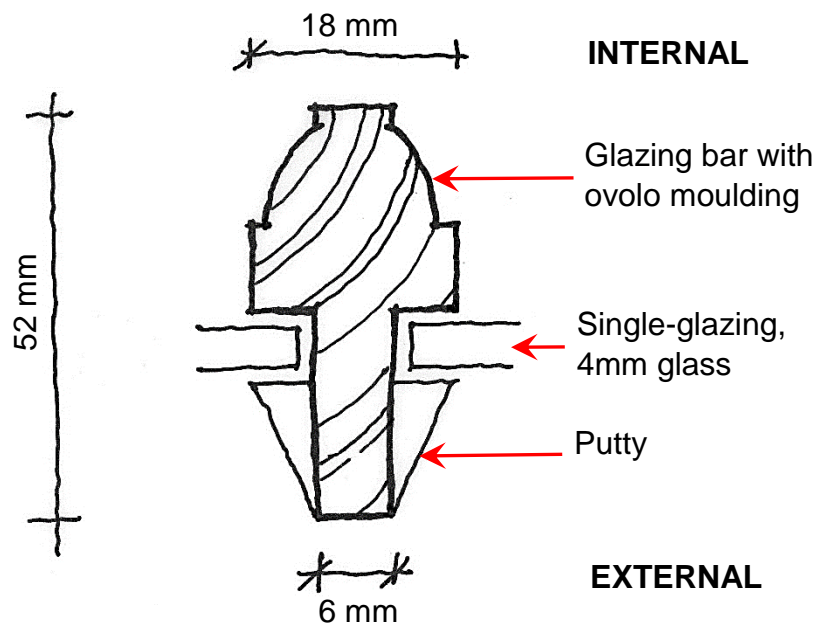
**Window Type 2: Sliding box sash window – Elevation (drawn at 1:20 or 1:50)**



**Detail D: Sliding box sash window – Section through cill (drawn at 1:5, 1:2 or 1:1)**



Glazing bar profile (drawn at a scale of 1:1)



## **Heritage SPD: Appendix C**

### **Article 4 directions in conservation areas**

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# 1.0 Introduction

## 1.1 Overview

- 1.1.1 As noted at sub-paragraph 3.3.2 and paragraph 4.4 of the main document of this SPD, permitted development rights, i.e. rights to undertake development without the need to make a planning application, are limited for listed buildings and in conservation areas. Flats and commercial premises do not have the same permitted development rights as houses i.e. some development which would not require an application for planning permission relating to a house *would* require planning permission if the same building was in use as an office or had been converted to flats. The rules relating to permitted development are the same across England, and inevitably do not take account of the individual circumstances of a particular place.
- 1.1.2 As noted at sub-paragraph 4.6.1 of the main document, the council can remove permitted development rights by imposing local directions, known as Article 4 directions<sup>53</sup> to control various types of development. Such directions can be used to control works that could otherwise threaten the character and appearance of a conservation area.
- 1.1.3 Within a defined area within a conservation 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. In some cases the defined area will be the whole of a conservation area: in others the direction will apply only to part of the conservation area. Such directions may apply only to buildings within a specific use class: alternatively they may have a wider application.
- 1.1.4 Local planning authorities use the Town and Country Planning (Fees for Applications, Deemed Applications, Requests and Site Visits) (England) Regulations 2012, as amended, to charge the correct fee for each application, based on the details of the application. A fee is presently payable for applications required as a result of an Article 4 direction. Such applications are made in exactly the same way as other types of application, using the appropriate forms: see Section 13.0 of the main document of this SPD. (This information is accurate at time of publishing: current fees should be checked on the government website: <https://www.gov.uk/guidance/fees-for-planning-applications>).
- 1.1.5 There is no right of appeal against an Article 4 direction being made and confirmed (although the process can be the subject of an application for judicial review). However, if a planning application is refused, there is a right of appeal as for other types of planning application.

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<sup>53</sup> under Article 4 of the General Permitted Development Order 2015

- 1.1.6 If proposals within an area subject to an Article 4 direction affect a listed building or a structure within its curtilage, listed building consent may also be required (see paragraph 3.0 of the main document of this SPD).

## 1.2 The use of Article 4 directions in conservation areas

- 1.2.1 As noted at sub-paragraph 4.2.3 of the main document of this SPD, 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
- 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.

- 1.2.2 Article 4 directions which relate to conservation areas are made when it is considered that an extra level of protection, over and above that afforded by conservation area status, is needed in order to preserve the character and appearance of a conservation area or part of a conservation area. The NPPF states in paragraph 53 that *'the use of Article 4 directions to remove national permitted development rights should be limited to situations where this is necessary to protect local amenity or the well-being of the area (this could include the use of Article 4 directions to require planning permission for the demolition of local facilities).'*

- 1.2.3 Where a direction is made in relation to development within a conservation area, generally (but not always) the direction will apply only to parts of a property visible from areas accessible to the public. Article 4 directions in conservation areas within the borough are therefore used generally to control development which fronts a **relevant location**: defined as ‘*a highway, waterway or open space*’ in the directions relating to Basingstoke Town, Fairfields and South View, and as ‘*a highway, waterway or open space, excluding all rear access roads and footpaths*’ in the direction relating to Brookvale West. There are, however, some noteworthy exceptions: in some cases development is controlled irrespective of its location in relation to a highway, waterway or open space.
- 1.2.4 The range of work controlled by an Article 4 direction in a particular area is set out in the direction. Work which may be controlled by an Article 4 direction in a conservation area includes, among other things:
- the construction of an extension
  - the replacement of windows and doors
  - the replacement of fascias, soffits or guttering
  - changes to roofing materials
  - the installation of rooflights
  - the installation of solar panels
  - the construction, alteration or demolition of a porch
  - the construction or alteration of an outbuilding, such as a greenhouse or shed, a swimming pool or enclosure
  - the construction or alteration of paving or other hard-surfaced areas, including paths
  - work to chimneys, flues, and soil and vent pipes
  - the construction, alteration or demolition of a fence, wall or gate
  - painting the exterior or part of the exterior of a building or enclosure.
- 1.2.5 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 of the main document of this SPD, using the contact details at the front of that document.

## 2.0 Areas subject to Article 4 directions in Basingstoke and Deane

### 2.1 Overview

2.1.1 Presently Article 4 directions in the borough apply in the following conservation areas:

- Basingstoke Town
- Brookvale West
- Fairfields
- South View.

### 2.2 The Article 4 direction for Basingstoke Town



2.2.1 An Article 4 direction in Basingstoke Town came into force on February 2016. (This direction supersedes the direction of 15 October 2015). It includes various schedules and is available at:  
<https://www.basingstoke.gov.uk/content/page/43378/Sealed%20Article%20%20Direction%2010022016.pdf>

2.2.2 Relevant plans are as follows:

- Plan A shows the extent of the Article 4 direction in respect of an area which includes Chequers Road and parts of New Road.

- Plan B shows the extent of the Article 4 direction in respect of four areas close to St Michael's Church at Church Square.
- Plan C shows the extent of the Article 4 direction in the Top of Town. This plan covers a wide area including, but not exclusively limited to, London Street, Winchester Street, Market Place and parts of Church Street and Wote Street.

2.2.3 The types of development restricted by the direction are set out in two schedules. The direction states that:

*'(i) development of the description set out in Schedule 1 should not be carried out on dwellinghouses within the land which is shown edged with red on the attached plan A and plan B;*

*(ii) development of the description set out in Schedule 2 should not be carried out on the land which is shown edged with blue on the attached plan C'*

unless planning permission is granted as a result of an application for planning permission.

2.2.4 It is noteworthy that Schedule 1, which applies to Areas A and B, restricts development in respect of dwellinghouses only, and that Schedule 2, which applies to Area C, has a wider application i.e. it applies to residential, commercial and other types of property.

2.2.5 It is also noteworthy that Schedule 1 relates to a range of works fronting a '*relevant location*', as defined within the direction (see sub-paragraph 1.1.7 above) but that Schedule 2 relates to '*the painting of the exterior of any building*': the location of such works in relation to a highway, waterway or open space is not specified. On land shown on plan C, an application for planning permission is therefore required for the painting of unpainted surfaces at the front, side or rear of a property, or to change the colour of previously-painted surfaces. If the paint colour proposed is very similar to the existing paint colour, permission is not required.

## 2.3 The Article 4 direction for Brookvale West



- 2.3.1 The Article 4 direction for Brookvale West is at:  
[https://www.basingstoke.gov.uk/content/page/59995/Fairfields%20A4\(2\)%20Direction%20Confirmation.pdf](https://www.basingstoke.gov.uk/content/page/59995/Fairfields%20A4(2)%20Direction%20Confirmation.pdf).
- 2.3.2 The plan within the document shows the extent of the area covered by the direction, some 8.9 hectares, the entirety of the Brookvale West conservation area. The conservation area includes, but is not limited to, Alexandra Road, Queens Road, George Street, College Road, and May Street as well as parts of Deep Lane, Lower Brook Street, and Worting Road.
- 2.3.3 The first schedule details a range of works which are controlled by the direction. Development is restricted only in respect of dwelling houses and their curtilage. The majority of restrictions relate to works in a '*relevant location*' as defined within the direction (see sub-paragraph 1.2.3 of this appendix).
- 2.3.4 It is noteworthy that in respect of the '*erection, alteration or removal of a chimney*' the location is not specified, but that the restriction on painting relates only to any part of a building or enclosure fronting a '*relevant location*.'

## 2.4 The Article 4 direction for Fairfields



- 2.4.1 The Article 4 direction for Fairfields is at:  
[https://www.basingstoke.gov.uk/content/page/59995/Fairfields%20A4\(2\)%20Direction%20Confirmation.pdf](https://www.basingstoke.gov.uk/content/page/59995/Fairfields%20A4(2)%20Direction%20Confirmation.pdf).
- 2.4.2 The plan within the document shows the extent of the area covered by the direction, the entirety of the Fairfields conservation area, *'an area of approximately 24 hectares situated south of Basingstoke Town Centre.'*
- 2.4.3 The first schedule details a range of works which are controlled by the direction. Development is restricted only in respect of dwelling houses and their curtilage. The majority of restrictions relate to works in a *'relevant location'* as defined within the direction (see sub-paragraph 1.1.5 above).
- 2.4.4 It is noteworthy that, as at Brookvale West and South View, in respect of the *'erection, alteration or removal of a chimney'* the location is not specified, but that the restriction on painting relates only to any part of a building or enclosure fronting a *'relevant location.'*

## 2.5 The Article 4 direction for South View



- 2.5.1 The Article 4 direction for South View is at:  
[https://www.basingstoke.gov.uk/content/page/44845/South%20View%20A%204\(2\)%20Direction.pdf](https://www.basingstoke.gov.uk/content/page/44845/South%20View%20A%204(2)%20Direction.pdf).
- 2.5.2 A plan within the document (plan A) shows the extent of the area covered by the direction, which is the entirety of the South View Conservation Area, an area of some 15 hectares due north of Basingstoke Town Centre.
- 2.5.3 The first schedule details a range of works which are controlled by the direction on all land within the area shown on plan A. The second schedule details a range of works which are controlled only on the land shaded yellow on plan B, which is the conservation area appraisal map. Land shaded yellow is the land occupied by 'notable structures' within the conservation area: see paragraph 4.3 of the main document of this SPD. Development affecting notable buildings or notable structures, which have been identified as making a positive contribution to the character or appearance of the South View conservation area, is thus more tightly controlled than development affecting other elements of the conservation area.

- 2.5.4 Development is restricted only in respect of dwelling houses and their curtilage. The majority of restrictions relate to works in a '*relevant location*' as defined within the direction (see sub-paragraph 1.2.3 of this document).
- 2.5.5 It is noteworthy that, as at Brookvale West and Fairfields, in respect of the '*erection, alteration or removal of a chimney*' the location is not specified, but that the restriction on painting relates only to any part of a building or enclosure fronting a '*relevant location*.'

## 2.6 Summary

- 2.6.1 The following table, Table 1, illustrates which permitted development rights have been removed through the issue of an Article 4 Direction for each conservation area within the borough, along with examples of development which may require the submission of a planning application. The examples given are not exhaustive or prescriptive, but provide an indication of works that are likely to require an application for planning permission which, in the absence of the direction, would not. Further information can be found in The Town and Country Planning (General Permitted Development) (England) Order 2015.

Permitted Development Right Removed		Examples	Basingstoke Town	Brookvale West	Fairfields	South View
<b>Schedule 2 of the Town and Country Planning (General Permitted Development) (England) Order 2015</b>						
<b>Part 1 – Development within the curtilage of a dwellinghouse</b>						
Class A	Enlargement, improvement or other alteration of a dwellinghouse	<ul style="list-style-type: none"> <li>• Construction of an extension;</li> <li>• Replacement of windows and/or doors;</li> <li>• Replacement of guttering;</li> </ul>	yes	yes	yes	<b>yes†</b>
Class C	Alteration to the roof of a dwellinghouse	<ul style="list-style-type: none"> <li>• Alteration of roof materials;</li> <li>• Installation of rooflights;</li> </ul>	yes	yes	yes	yes
Class D	Erection or construction of a porch outside any external door	<ul style="list-style-type: none"> <li>• Adding a front porch</li> </ul>	yes	yes	yes	<b>yes†</b>
Class E	Provision, maintenance, improvement or other alteration of a building, enclosure, or pool	<ul style="list-style-type: none"> <li>• Erection of a shed, garage or greenhouse</li> </ul>	yes	-	yes	yes
Class F	Provision or replacement of a hard surface	<ul style="list-style-type: none"> <li>• Replacement of tiled paths;</li> <li>• Changing a front garden to a parking area;</li> </ul>	yes	-	yes	<b>yes†</b>
Class G	Installation, alteration or replacement of a chimney, flue or soil & vent pipe	<ul style="list-style-type: none"> <li>• Removing or installing a chimney or chimney pot;</li> <li>• Installing a flue or soil vent pipe;</li> </ul>	<b>yes*</b>	<b>yes*</b>	<b>yes*</b>	<b>yes†</b>
<b>part 2 – minor operations</b>						
Class A	Erection, construction, maintenance, improvement or alteration of a gate, fence, wall or other means of enclosure	<ul style="list-style-type: none"> <li>• Erection or alteration of a boundary wall</li> </ul>	yes	yes	yes	yes
Class C	Painting of the exterior of any part of a dwellinghouse or of a building or enclosure	<ul style="list-style-type: none"> <li>• Painting the elevation of a building;</li> <li>• Painting the windows and/or doors</li> </ul>	<b>yes**</b>	yes	yes	yes
<b>part 11 – heritage and demolition***</b>						
Class C	Demolition of the whole or any part of any gate, fence, wall or other means of enclosure	<ul style="list-style-type: none"> <li>• Removing a gate;</li> <li>• Demolishing a boundary wall or fence</li> </ul>	-	yes*	yes	yes
<b>part 14 – renewable energy</b>						
Class A	The installation, alteration or replacement of microgeneration solar PV or solar thermal equipment on— (a) a dwellinghouse or a block of flats; or (b) a building situated within the curtilage of a dwellinghouse or a block of flats.	<ul style="list-style-type: none"> <li>• Installation of solar panels</li> </ul>	yes	yes	yes	yes
† Only applicable to 'notable' buildings in this area, shaded yellow on Plan B of the South View Article 4 Direction						
* Not restricted to fronting a relevant location						
**Applicable to any building, not just dwellinghouses						
*** Supersedes Part 31 of The Town and Country Planning (General Permitted Development) (England) Order 1995)						

## **Heritage SPD: Appendix D**

### **Criteria for inclusion on the List of Buildings of Local Historic and Architectural Interest**

## Criteria for inclusion within the List of Buildings of Local Historic and Architectural Interest

For a building to be considered for inclusion within the List of Buildings of Local Historic and Architectural Interest (the Local List), it must meet one or more of the following criteria:

### 1. Criterion 1: Age and integrity

- a) Pre 1700: All buildings retaining significant evidence of original style, form and construction of the building;
- b) 1700 – 1840: All buildings where the style, form and construction of the building is easily identifiable, and potentially restorable;
- c) 1840 – 1914: All buildings that are largely complete, and of good architectural or historic interest;
- d) 1914 – 1940: Only buildings that are substantially complete and unaltered and of very good architectural or historic interest that is largely unaffected by alterations and extensions;
- e) Post 1940: Only buildings that are wholly complete and of the highest level of architectural or historic interest that is unaffected by inappropriate alterations and extensions.

### 2. Criterion 2: Historic interest

- a) Historic association
  - i. Well-authenticated historical association with a notable person(s) or event;
  - ii. Figures or events of national interest with a direct association;
  - iii. Figures or events of local interest with a prolonged and direct association;
  - iv. The contribution made by the individual or event to the local scene;
  - v. The importance of the building in relation to the work / influence of the person or event in question;
  - vi. A key association with a notable figure or event, particularly if this figure or event influenced local or national events during the association with the building in question. This can make a building of otherwise negligible interest, one of at least local historical interest.
- b) Social importance

- i. Churches, schools, village and town halls, chapels, public houses, memorials, places of employment and workhouses which formed a focal point or key social role in the history of an area.
- c) Age and rarity
- i. As identified above in Criterion 1;
  - ii. Rare surviving examples of a particular type or form of building, material or style.

### 3. Criterion 3: Architectural interest

- a) Artistic innovation or virtuosity
- i. Early local examples of a particular architectural style;
  - ii. Use of quality materials and workmanship;
  - iii. The work of a notable local architect (same determining factors as for Historic Association);
  - iv. Architectural merit as recognised by local or national awards, or in such publications as 'Hampshire Treasures' (Hampshire County Council) or 'Buildings of England' (Pevsner / Lloyd).
- b) Technological innovation or virtuosity
- i. Early local examples of a particular type of building, or early local use of a new material or building technique (e.g. 19th concrete etc.);
  - ii. Use of quality materials and workmanship.
- c) Group value
- i. Terraces, enclosing buildings (surrounding squares, farmyards etc.), uniform rows etc.;
  - ii. Early local examples of deliberate town planning;
  - iii. Groups which as a whole have a unified architectural or historic value to the local area.
- d) Landmarks
- i. Pubs, churches, factories, cinemas, banks etc.;
  - ii. Buildings that are a focal point of social and visual interest;
  - iii. Which form a landmark, from within or from outside of an area;
  - iv. Of good general architectural or historic interest (as judged by relevant other criteria).

## **Appendix E**

### **Shopfronts and signage in historic buildings and places**

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# 1.0 Introduction

## 1.1 Overview

1.1.1 The council's Design and Sustainability SPD 2018 includes general guidance on shopfronts and signage. This Appendix to the Heritage SPD main document provides additional guidance relating to shopfronts and signage specifically in relation to heritage assets, and should be read in conjunction with the main document of the Heritage SPD, with the Design and Sustainability SPD, and with other relevant documents (see paragraph 3.1 below).

## 1.2 Traditional shopfronts and signage within the borough

1.2.1 Shopfronts of interest, many examples of which date from the 19<sup>th</sup> and 20<sup>th</sup> century, can be found in various locations within Basingstoke and Deane, notably in Basingstoke and in the centres of larger villages and small towns.

1.2.2 Examples of traditional signs may be found in both urban and rural contexts, associated with pubs and hotels as well as shops and other uses.

1.2.3 Examples of traditional shopfronts and signs in the borough are illustrated at Figure E1.

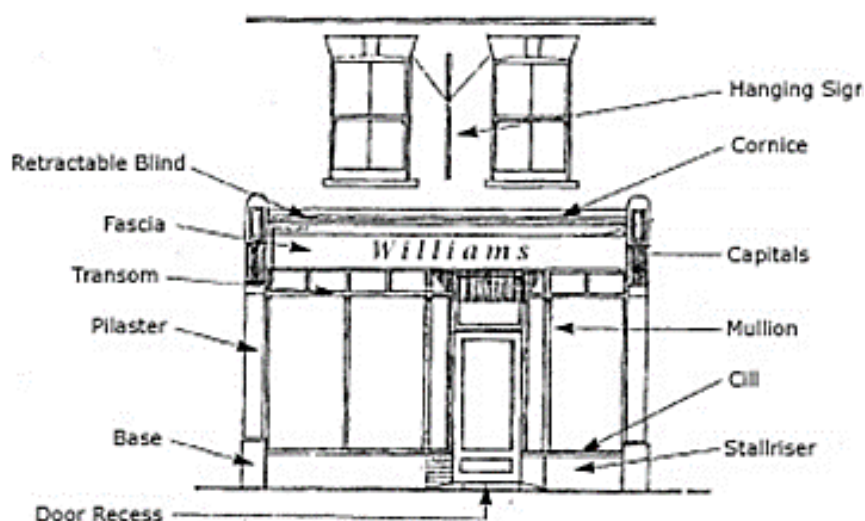
1.2.4 Figure E2 explains terminology used in descriptions of traditional shopfronts. The term '**shopfront**' is used here to describe the frontage, at street level, of premises having a display window (often with a fascia over): such premises may be in use by a business such as a shop, bank, hairdresser, restaurant, or estate agent etc.

1.2.5 In Basingstoke, as noted in the Conservation Area Management Plan, the character of the Top of Town has been eroded by the loss of traditional shopfronts and by other unsympathetic interventions to commercial premises, making features of interest which remain of particular importance. The management plan notes that: '*A number of historic buildings have been compromised by poorly designed shopfronts, including inappropriately sized and detailed fascias, and use of poor materials and colours. Some modern shop buildings include overly large fascias which have a negative impact on the character and appearance of the Conservation Area.*'

Figure E1: Examples of traditional shopfronts and signage within the borough



**Figure E2: Elements of a traditional shopfront**



### **1.3 Shopfronts and signage and the historic environment**

- 1.3.1 Conservation areas are discussed at Section 4.0 of the main document of this SPD. Many conservation areas include commercial premises such as shops, restaurants, offices and pubs which have shopfronts and/or signs which make a positive contribution to the character and/or appearance of a conservation area and/or to its special architectural or historic interest. Individual buildings in commercial use, within or outside conservation areas, may also be heritage assets in their own right. The shopfronts and/or signage of such buildings may contribute to significance or to an appreciation of significance.
- 1.3.2 Business success and preservation and enhancement of the historic environment are closely allied. Attractive and effective shopfronts and signage can make a positive contribution to commercial performance as well as to the historic environment.<sup>54</sup>

<sup>54</sup> <https://historicengland.org.uk/research/heritage-counts/heritage-and-economy/>

## 2.0 Planning controls over works relating to shopfronts and signage affecting heritage assets

### 2.1 The need for planning permission and/or listed building consent

- 2.1.1 An application for full planning permission and/or for advertisement consent may be required in many instances where development which relates to shopfronts and/or signage which would affect a heritage asset or assets is proposed.
- 2.1.2 Where works are proposed which relate to a shopfront and/or signage forming part of a listed building, listed building consent will normally be required (see Section 3.0 of the main document of this SPD). An application for full planning permission and/or for advertisement consent may also be required. It is noteworthy that changing the colour of a shopfront and a range of works to a listed building relating to improving security or access are likely to need listed building consent.
- 2.1.3 It is important to obtain up to date advice regarding the need for planning permission and/or listed building consent specific to the site and proposed development: advice may be obtained from the council as to whether planning permission and/or listed building consent is required and whether proposals are likely to be acceptable. Contact details for enquiries are at the front of the main document of this SPD.
- 2.1.4 Permitted development rights<sup>55</sup> for commercial premises are limited and vary dependent upon the Use Class<sup>56</sup> of the building. Permitted development rights for commercial premises which are listed buildings and/or which are in conservation areas are even more limited (see paragraphs 3.3.2 and 4.4.2 of the main document of this SPD).
- 2.1.5 Advertisements are presently governed by the Town and Country Planning (Control of Advertisements) Regulations 2007. The advertisement control system covers a very wide range of advertisements and signs including, but not limited to: banners, posters and notices; placards and boards; fascia signs and projecting signs; pole signs; and lettering on canopies and blinds. Thus many proposals for changes to shopfronts and/or signage are considered to relate to advertisements. Such advertisements may require an application for advertisement consent, which is a specific type of planning application.

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<sup>55</sup> under the Town and Country Planning (General Permitted Development) (England) Order 2015

<sup>56</sup> as set out in the Town and Country Planning (Use Classes) Order 1987

- 2.1.6 Sometimes an application is not required, because an advertisement has 'deemed consent.' If an advertisement has deemed consent, a local planning authority can, however, serve a Discontinuance Notice requiring the removal of the advertisement if the sign is harmful to the amenity of the locality or poses a risk to public safety.
- 2.1.7 Rules regarding deemed consent which apply in conservation areas are different from those which apply elsewhere: an application for advertisement consent may therefore need to be made because a building is within a conservation area, when otherwise it would not.
- 2.1.8 General guidance relating to advertisement consent is contained within 'Outdoor advertisements and signs: a guide for advertisers' published by the Department for Communities and Local Government, available at: <https://www.gov.uk/government/publications/outdoor-advertisements-and-signs-a-guide-for-advertisers>.
- 2.1.9 Examples of work to a shopfront to a building in a conservation area which would normally require planning permission include:
- altering the building line of the shopfront;
  - replacing a shop window or windows (but not for repairs such as replacing a pane of glass on a like for like basis);
  - removing/adding window framing members and/or glazing bars;
  - replacing a door with one of a different design or material;
  - altering the position of an entrance;
  - installing a security shutter or a grille external to a building;
  - altering the size of a shop window;
  - altering the size of a fascia;
  - cladding any part of the shop front in natural or artificial stone, timber, plastic or tile;
  - removing or adding a ramp or steps;
  - adding a projecting canopy or blind;
  - installing an ATM (automatic teller machine).

## 3.0 Works relating to shopfronts and signage affecting heritage assets

### 3.1 Key documents

3.1.1 Proposals relating to works to shopfronts and/or signage which affect a heritage asset or assets requiring planning permission (including those which require advertisement consent)<sup>57</sup> and/or listed building consent will be assessed in relation to, *inter alia*:

a) The council's Design and Sustainability SPD. Particular attention is drawn to paragraphs 8.90 – 8.101 of the SPD.

b) Relevant legislation, policies, principles and supporting text as referenced or set out in the main document of this SPD and in this Appendix. Particular attention is drawn to principles and supporting text, set out in the main document of this SPD: LB01, LB02 and LB04 (which relate to listed buildings); CA01 CA02 and CA03 (which relate to conservation areas); and LLB01 and LLB03 (which relate to locally-listed buildings);

c) Conservation Area Appraisals and Management Plans published for specific conservation areas within the borough.

d) Made neighbourhood Plans.

3.1.2 Principles set out in the main document of this SPD make it clear that features such as shopfronts and signage which contribute to the significance of a heritage asset and/or to an understanding of significance and/or to the character and appearance of a conservation area should generally be retained, and repaired as necessary.

3.1.3 Reference is made at paragraph 4.9 of the main document of this SPD to the council's duties with regard to the preservation or enhancement of the character or appearance of a conservation area. It is stated in Principle CA01 of the main document of this SPD that where change is proposed, the council will encourage opportunities for enhancement to be taken where the appearance of a site presently has a negative impact on a conservation area. Thus, where a shopfront, a part of a shopfront, or a sign which has a negative impact on the character or appearance of a conservation area is to be replaced or altered, the council will seek to ensure that such replacement or alteration constitutes an improvement in terms of its impact on the

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<sup>57</sup> Amenity and public safety are the key considerations when applications for advertisement consent are determined: the impact that an advertisement would have on the historic environment relates to the former of these considerations.

character and appearance of the conservation area. Similarly, the council will encourage opportunities for enhancement to be taken where proposals relate to new shopfronts or signs in conservation areas.

- 3.1.4 It is also made clear in principles within the main document of this SPD that for new works or works of alteration which affect a heritage asset, the design of proposals should be developed in response to an understanding of the significance of the heritage asset(s) affected by proposals, and that a design which incorporates incongruous features is unlikely to be acceptable.
- 3.1.5 Those principles also state that materials, finishes and construction details employed in works which affect a heritage asset should be of a high quality and should complement those of the host building and/or those used in buildings and features which make a positive contribution to the character and appearance of a conservation area.
- 3.1.6 The Conservation Area Management Plan for the Basingstoke Town conservation area includes a number of principles specific to shopfronts and signage within that area. The principles which follow within this Appendix have been adapted and developed from those within that management plan and within other SPD. Efforts have been made to avoid repetition, although in some instances this is unavoidable.

## 3.2 Works to shopfronts and signage affecting heritage assets: principles

### **Principle SF01 – Shopfronts: general**

In respect of works to shopfronts in conservation areas and/or which are part of listed buildings and/or locally-listed buildings which are subject to planning controls:

- a) Traditional shopfronts should generally be retained and repaired/restored rather than replaced;
- b) Features <sup>58</sup> which make a positive contribution to the character or appearance of a conservation area and/or to the significance of a heritage asset or assets should be retained, and should not be covered over;
- c) Where modern fascias cover earlier timber fascias, the council will encourage opportunities to be taken to expose and restore those earlier fascias. Where historic features or finishes such as tiling are

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<sup>58</sup> such as doors, mullions, transoms, glazing, fascias, cornices, pilasters, capitals, blind boxes, stall risers, floor and wall finishes, ventilation grilles, light fittings, brackets etc.

covered over, it will also encourage opportunities to be taken to expose and restore such features;

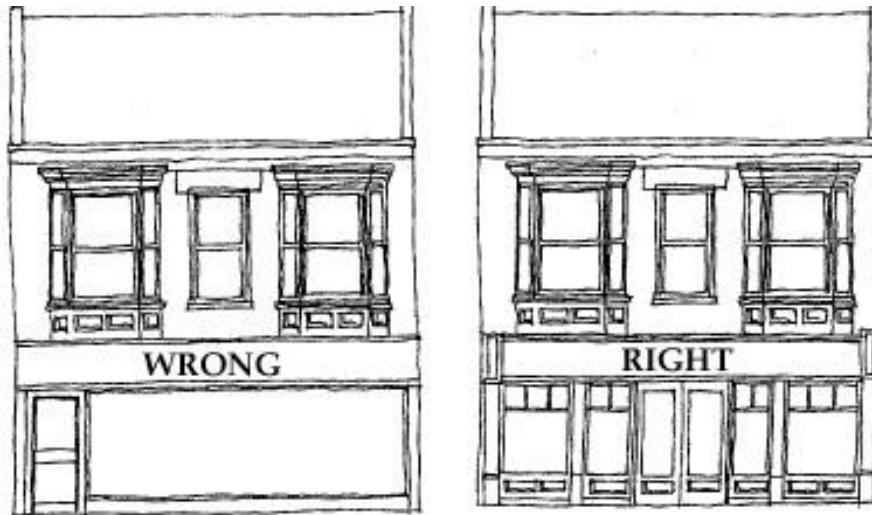
- d) Where the three-dimensional form of an existing shopfront makes a positive contribution to the streetscene e.g. by virtue of bays or recesses, that form should be retained;
- e) The design of a new or altered shopfront or of part of a shopfront should respect the building or buildings to which the shopfront relates, and the wider locality;
- f) The size, proportions and scale of elements within a shopfront in an historic context is of particular importance: large areas of glass and large fascias will not normally be acceptable;
- g) Proposals for new or altered shopfronts should not adversely impact on the provision of independent and separate access of upper floors, in order to encourage their use and continued maintenance;
- h) Active frontages should generally be preserved, with views allowed into the building from the public domain;
- i) A building should generally only have one main fascia sign on each elevation. This should normally state only the name and/or trade of the business and should not carry additional advertisements.

3.2.1 Traditional shopping streets generally, with some notable exceptions, contain narrow-fronted buildings which have a vertical emphasis.

3.2.2 Proposals relating to shopfronts which affect a heritage asset or assets should respect the design of the remainder of the elevation of the building which accommodates the shopfront, and that of nearby properties. A shopfront should be seen as part of a building rather than as a separate entity. Where a shopfront is part of a group of buildings, which have a common identity, as at Downsland Parade, Basingstoke, that identity should be maintained.

3.2.3 Standard signs and other elements which have been developed to suit the corporate identity of a company may conflict with the character of an individual building or its surroundings: where a proposal affects a heritage asset or heritage assets, standard solutions may need to be modified in order to take account of that context (paragraph 8.95 of the Design and Sustainability SPD refers).

- 3.2.4 Windows should generally be divided by **mullions** (vertical framing members) and **transoms** (horizontal framing members), as illustrated at Figure E3. These framing members may be profiled to add interest.



**Figure E3: Subdivision of shopfronts**

- 3.2.5 The **fascia** is usually the most prominent feature of a shopfront, as it displays the name of the business. The appearance of a building will be significantly affected by the width, length, height, projection, materials, colour and detailed design of any shopfront fascia.
- 3.2.6 Where a large fascia is to be replaced and proposals affect a heritage asset or assets, it should be replaced by a fascia of a scale and proportions which are appropriate to the elevation of the building of which it forms part and to the streetscene more generally. In many cases the height of the new fascia should be less than that of the fascia which it replaces. New fascia boards should not normally be applied over the top of existing ones, and signwriting should be applied directly to the fascia board.
- 3.2.7 Fascias should not extend above the level of cills of first floor windows, and should not obscure architectural features such as decorative brickwork.
- 3.2.8 A fascia should be designed as an integral part of a building, and be contained within the shopfront, protected from rain and visually separated from the upper floors of a building by a **cornice**, and, generally from adjacent fascias by **pilasters** or **piers**. The cornice traditionally housed roller blinds, and was capped with lead.
- 3.2.9 If a business occupies the ground floor of two or more buildings, a continuous fascia running across the facades of all the buildings, disregarding architectural detailing and decoration should not be employed.

Figure E4 illustrates this point (and relates to paragraph 8.93 of the Design and Sustainability SPD).



**Figure E4: Examples of good and bad practice in the design of fascias where two or more buildings are in the same business use.**

- 3.2.10 In a large building, or in a group of buildings which has a common identity, fascia position, projection and height should generally be consistent.
- 3.2.11 **Pilasters** and piers are vertical elements which frame and divide shopfronts, whilst providing a visual link between upper floors and the pavement. Some shopfronts, for example in the Top of the Town area of Basingstoke, incorporate cast iron columns which fulfil a similar function. Such elements give a vertical emphasis to the shopfronts and add interest and a three-dimensional quality to an elevation. Pilasters and columns may be topped by **capitals**.
- 3.2.12 Where a single shop unit covers the width of two or more different buildings, the design of the shopfront should respond to the individual identity of each building. This can be achieved through the sub-division of the shopfront by pilasters, piers or columns (and by a break at fascia level) so that individual buildings, rather than the whole shop unit, are emphasised.
- 3.2.13 Where several businesses occupy a single large building, shopfronts should not create separate architectural identities within the building.

3.2.14 **Stallrisers** provide a solid visual base to a building. As shown at Figure E5, they raise the height of a display and also provide a protective area between a shop window and street level. Where stallrisers exist, they should be retained. Where they have been removed from older shopfronts, replacements should be installed. Stallrisers should be separated from glazing by a cill, which protects the stallriser from rainwater. Stallrisers may consist of plain, raised or fielded panels, be tiled, rendered or finished in brick or stone, and may incorporate grilles for ventilation.



**Figure E5: Examples of good and bad practice in the design of the base of a shopfront, illustrating the importance of stallrisers.**

- 3.2.15 The design of doors and doorways should be in keeping with the other elements of a shopfront. Doors within traditional shopfronts are often part-glazed, with a timber panel or panels at low level, the height of which relates to that of the stallriser. Many traditional shopfronts have recessed entrances, with floor surfaces of decorative mosaic or tiles. These are features which add variety and interest, and which should be retained.
- 3.2.16 As noted at paragraph 8.96 of the Design and Sustainability SPD, blinds and canopies should be retractable. At their lowest point, blinds and canopies should be at least 2.1m above pavement level. Canopies should be designed to fit between pilasters and capitals and should not extend across the frontage of the shopfront of more than one building.
- 3.2.17 Where such proposals affect a heritage asset or assets, proposals to improve security measures involving the addition of lighting, alarms, cameras and/or shutters or grilles should respond to their context. Where required, shutter boxes should normally be installed within or behind fascias rather than surface-mounted. Removable grilles affixed in or outside of a shop window, which allow views into the shop, may be preferable to shutters requiring the addition of shutter boxes. Solid shutters should be avoided, as when the premises are closed the shutters have an undesirable impact on the appearance of the streetscene, and may attract graffiti and fly posting.

3.2.18 Where proposals affecting a heritage asset or assets include the insertion of an automatic teller machine (ATM), the position of the ATM should be well-located in relation to other architectural features and to the overall composition of the elevation of the host building. The ATM and any associated signage should not dominate the principal elevation of a building. Fabric affected by the installation or removal of an ATM should be carefully restored to its previous condition. See also Principles SF02 and SF04, below, which are relevant to ATMs.

### **Principle SF02 – Materials and finishes for shopfronts and signage**

Works to shopfronts and/or signage in conservation areas and/or which are part of listed buildings and/or locally-listed buildings which are subject to planning controls shall ensure that:

- a) Traditional materials and finishes are normally employed;
- b) Materials and finishes used respond to context, complementing each other, the building to which the shopfront relates, and the wider locality;
- c) Materials are of a high quality and durable.

3.2.19 In proposals which affect a heritage asset or assets, fascias and doors forming part of shopfronts should normally be of painted timber, and window and door frames of painted timber. It may be appropriate for hardwood elements to be stained and/or varnished. Dark, muted paint colours were used traditionally in shopfronts, and it may therefore be appropriate for such colours, rather than bright colours, to be employed in proposals. The use of paints which have the appearance of traditional oil-based paints and pigments is desirable.

3.2.20 Glass should predominantly be colourless plain glass. Coloured, etched or sandblasted glass may be used selectively.

3.2.21 Blinds and canopies should be of woven fabric which is similar in appearance to canvas, which was traditionally employed. Designs should normally employ wooden frames and battens.

3.2.22 Timber, metal and paint should generally be used for signage which affects a heritage asset or assets.

3.2.23 Brass, bronze and cast or wrought iron may be appropriate materials for metalwork which is not painted.

- 3.2.24 Plastics (including vinyls, acrylics, polycarbonates and upvc), laminates, aluminium and other modern materials will not normally be acceptable in proposals for shopfronts and/or signage which affect a heritage asset or assets. Highly-reflective materials and finishes will also not normally be acceptable, apart from the selective use of gold or silver lettering as used in traditional signs. Bright non-traditional colours should not be used.
- 3.2.25 Non-traditional materials may, dependent upon details of the proposal, be acceptable in a limited number of circumstances where shopfronts and/or signage relate to a modern building within a conservation area.

### **Principle SF03 – Signage**

In respect of proposals relating to signage in a conservation area, and/or which is part of a listed building, and/or which is part of a locally-listed building, which are subject to planning controls, in respect of projecting and hanging signs, signage incorporated into fascias or signboards, and other signage:

- a) Signs should respect the character of the individual building to which the signage relates and that of adjoining properties. Businesses should adapt their corporate style to preserve and enhance the integrity of the shopfront and the wider streetscape;
- b) Projecting and hanging signs on or related to historic buildings should generally be of timber with hand-painted signage. Where modern technologies are employed, the finished sign should normally closely resemble signage produced by traditional techniques;
- c) A proliferation of signs should be avoided;
- d) Historic signs and/or lettering which contribute to the significance of a heritage asset or assets or to an understanding of significance should be retained, even when there is a change of use or ownership of the building.

- 3.2.26 In many successful schemes signage is well-located in relation to architectural features such as on gable ends, in areas of brickwork between windows and doors, or in blocked up windows: examples are shown at Figure E6. It is important that signage does not obscure architectural details.
- 3.2.27 Traditional metal brackets for hanging signs on buildings, and freestanding structures (e.g. for hanging pub signs) may make a positive contribution to the appearance of a building or place and should be retained: examples are shown at Figure E7.

3.2.28 Legibility is important to effective signage. Good colour contrast will assist legibility.

3.2.29 Lettering may, as illustrated at Figure E8, be inscribed, affixed to or painted directly onto a building, or applied to a signboard or fascia. In some locations, the addition of a signboard would be inappropriate. For works affecting a heritage asset or assets, where applied to a signboard or fascia, lettering should be affixed, painted or engraved.

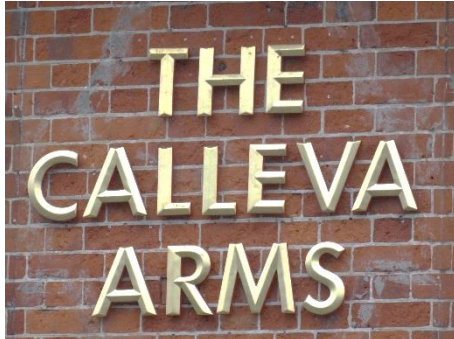
**Figure E6: Examples of well-located signage.**



Figure E7: Examples of brackets, freestanding supports and hanging signs.



Figure E8: Examples of lettering on signboards and fascias, and inscribed, affixed to or painted directly onto a building.



- 3.2.30 The size and font of lettering and its extent should be appropriate to its context and to the space available: the height of lettering within a fascia should generally not exceed 60% of the height of the fascia.
- 3.2.31 The name and/or trade of a business should be indicated not more than once on each elevation of a building.
- 3.2.32 Where a business exists at the upper level(s) of a building, any signage should be directly applied to window glazing at upper floor level. Such signage may be complemented by a plaque e.g. of brass, of modest size at ground floor level.
- 3.2.33 Traditionally-designed and detailed pavement signs (A frames) may make a positive contribution to the character and appearance of a place in some instances, although visual clutter should be avoided and they may not always be appropriate for reasons of highways safety.

#### **Principle SF04 – Lighting**

In respect of lighting related to shopfronts and signage in conservation areas and/or which are part of listed buildings and/or locally-listed buildings which are subject to planning controls:

- a) Lighting should respect the character of the individual building and adjoining properties and should preserve or enhance the character or appearance of a conservation area;
- b) It should provide low levels of illumination, appropriate to context, be discreet and designed to minimise light pollution and glare.

- 3.2.34 In proposals affecting a heritage asset or assets, internally-illuminated signs, halo lighting and floodlights should not generally be used. Flashing, intermittent, neon or fluorescent lighting is unlikely to be acceptable. Trough lights or spotlights may be appropriate in many instances. It will not normally be appropriate to illuminate projecting signs. Where such signs are to be illuminated, lighting should be by means of spot lights which focus on the script. Lighting brackets should be of traditional or unobtrusive modern design: projecting swan neck brackets should generally be avoided. It will generally be appropriate for illumination levels to be lower in rural locations than in urban locations.

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