

## Proposed Main Modifications to Policies SP9, DM9, DM10 and DM11 relating to the Historic Environment

These supersede the Proposed Main Modifications to Policy SP9 set out in EXAM23.

### Policy SP9

#### ***Historic Environment***

Positive action will be taken to ensure that opportunities for the conservation and enjoyment of the historic environment are maximised. For example, this will include, but not be limited to:

- producing conservation area appraisals and management plans;
- maintaining a local list of non- designated heritage assets; and
- maintaining a list of local heritage assets which are at risk, but which do not meet the criteria for inclusion on the national Heritage at Risk Register.

The historic character, sense of place, environmental quality and local distinctiveness of West Berkshire will also be sustained and enhanced through new development, including promoting heritage- led regeneration where appropriate and delivering public benefits from the District's archaeological resources. Development proposals will be required to conserve and, where appropriate, enhance those aspects of the historic environment which are recognised as being of archaeological, architectural, artistic or historic interest, or of landscape or townscape significance. These heritage assets include:

- a. Listed Buildings;
- b. Scheduled Monuments and archaeological sites of national importance;
- c. Registered Parks and Gardens;
- d. Registered Battlefields;
- e. Conservation Areas;
- f. Buildings, monuments, sites, places, areas and landscapes that have been added to the [West Berkshire Local List of Heritage Assets](#); and
- g. Other places, spaces, structures and features which may not be formally designated but are recognised as significant elements of West Berkshire's heritage and are positively identified on the [West Berkshire Historic Environment Record](#), or through the development management or other planning processes.

Development that has an impact upon a heritage asset, whether designated or non-designated, will be expected to maximise opportunities to preserve, enhance, or better reveal the asset's significance, including the contribution to that significance made by and/or its setting, and make a positive contribution to local character and distinctiveness through high standards of design in accordance with Policy SP7.

Weight will be given to the conservation of the District's heritage assets in a manner according to their importance. Any harm to the significance of a designated or non-designated heritage asset must be justified. All proposals affecting a heritage asset should be accompanied by a 'Statement of Heritage Significance', in accordance with the current guidance from Historic England. For known assets of archaeological interest, or on land where there is archaeological potential, an archaeological desk-based assessment will be required as a minimum. The level of information provided should be proportionate to the

scale and nature of the development proposed but should be sufficient to allow an informed assessment of the impact of the proposed development on the significance of the heritage asset.

~~Weight will be given to the conservation of the District's heritage assets in a manner according to their importance. Any harm to the significance of a designated or non-designated heritage asset must be justified. Proposals will be weighed against the public benefits of the proposal: whether it has been demonstrated that all reasonable efforts have been made to sustain the existing use, find new uses, or mitigate the extent of the harm to the significance of the asset; and whether the works proposed are the minimum required to secure the long term use of the asset.~~

Development which would lead to substantial harm to, or loss of, the significance of a designated heritage asset, including the contribution to that significance made by or its setting will not be permitted, unless –

- h. This harm is demonstrated necessary to achieve substantial public benefits that cannot otherwise be achieved and which outweigh that harm; or
- i. The nature of the asset prevents all reasonable uses of the site; and
- j. No viable use of the asset can be found in the medium term through appropriate marketing that will enable its conservation; and
- k. Conservation by grant funding or some ~~other~~ form of not for profit, charitable or public ownership is demonstrably not possible; and
- l. The harm or loss is outweighed by the benefit of bringing the site back into use.

Development which would lead to less than substantial harm to the significance of a designated heritage asset, including the contribution to that significance made by or its setting will ~~not be permitted, unless this harm is outweighed by~~ be weighed against the public benefits of the proposal, including, where appropriate, securing its optimum viable use.

Where development would affect the significance of a non-designated heritage asset, a balanced judgement will be made which has regard to the scale of any harm or loss and the significance of the heritage asset.

~~Development proposals for enabling development which would otherwise conflict with other policies in the Local Plan but which would secure the future conservation of a heritage asset will be permitted where:~~

- ~~i. the proposals will not materially harm the heritage value of the asset or its setting;~~
- ~~ii. it can be demonstrated that alternative solutions have failed;~~
- ~~iii. the proposed development is the minimum necessary to protect the significance of the heritage asset;~~
- ~~iv. it meets the tests and criteria set out in Historic England guidance GPA4: Enabling Development and Heritage Assets;~~
- ~~v. it is subject to a legal agreement to secure the restoration of the asset prior to completion of the enabling development; and~~
- ~~vi. it enables public appreciation of the saved heritage asset.~~

Where material change to a heritage asset has been agreed, recording and interpretation should be undertaken to document and understand the asset's archaeological, architectural, artistic or historic significance. The scope of the recording should be proportionate to the asset's significance and the impact of the development on the asset.

The information and understanding gained should be made available for public benefit, as a minimum through the deposition of evidence with the West Berkshire Historic Environment Record. Archaeological archives resulting from investigations in West Berkshire should be deposited in West Berkshire Museum or an appropriate digital depository, with provision made for ongoing conservation, storage, access and interpretation.

Proposals for development will be informed by and respond to:

- m. The nature and potential of heritage assets identified through the West Berkshire Historic Environment Record and the extent of their significance;
- n. Relevant historic landscape character assessments;
- o. Other features identified in various settlement character studies including the Newbury Historic Character Study and Conservation Area Appraisals; and
- p. The West Berkshire Historic Environment Action Plan (HEAP)

## Supporting Text

5.44 People have left their mark on our landscape for over ten thousand years, modifying natural features, utilising local materials, cultivating the soil and creating monuments, buildings and settlements. This multi-layered interaction of humans and their environment tells our story and gives us a perspective on our own times. West Berkshire's historic environment is therefore a positive and irreplaceable resource, valuable not only in social, educational and economic terms, but as a frame and reference point for the creation of distinctive places for existing and future generations to enjoy. It shapes the District's sense of identity and is intrinsically linked to the quality of life of its residents, the success of its existing businesses and the wider cultural profile that West Berkshire projects to potential investors and visitors. The Local Plan therefore sets out to implement a positive strategy for the conservation, enhancement and enjoyment of the historic environment across the District as a fundamental approach to sustainable development.

5.45 The policy gives ~~great~~ weight to conserving the significance of heritage assets and their settings in a manner according to their importance. Heritage assets include any valued component of the historic environment, be it 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. Heritage assets include designated heritage assets and assets identified ~~as by the Council~~, 'non-designated' heritage assets.

5.46 There are a wide variety of heritage assets across West Berkshire, ranging in age from the early prehistoric to the modern day and in scale from landscape parks to milestones.

5.47 Designated heritage assets in 2020 include:

- 53 Conservation Areas
- Approximately 1900 Listed Buildings
- Approximately 90 Scheduled Monuments
- 12 Registered Parks and Gardens
- 1 Registered Battlefield, the First Battle of Newbury 1643

5.48 Non-designated heritage assets include:

- Those that have been entered onto the [West Berkshire Local List of Heritage Assets](#)
- Assets not yet on the West Berkshire Local List of Heritage Assets but which have been identified as having heritage interest
  - In the West Berkshire Historic Environment Record; During the development management process;
  - Through other planning processes to assess local character, such as conservation area and village character appraisals;
  - Through neighbourhood plans; and
  - Through site assessments undertaken as part of the Local Plan
- 1 Battlefield included in the Appendix of the Battlefields Register, the Second Battle of Newbury 1644 Nationally important but non-scheduled archaeological remains, which should be considered subject to the policies for designated heritage assets
- Registered commons Historic
- Public Rights of Way

5.49 Historic England produces an annual register of designated heritage assets known to be at risk as a result of neglect, decay or inappropriate development. In West Berkshire the Heritage at Risk register (HAR) has included Grade I or II\* Listed Buildings, Scheduled Monuments, Registered Parks and Gardens, the Registered Battlefield, and Places of Worship. The Battlefield of the First Battle of Newbury 1643 was removed from the Heritage at Risk Register in 2017. The Council in collaboration with the West Berkshire Heritage Forum will also maintain a list of other local heritage assets which are at risk but which do not meet the criteria for inclusion on the HAR. These may be Grade II listed buildings or non-designated heritage assets. Emphasis will continue to be given to finding solutions for those assets that are at risk through discussions with owners, management plans, stewardship schemes and partnership working.

5.50 Under the NPPF, local authorities should maintain or have access to a Historic Environment Record (HER). The [West Berkshire HER](#) is the principal register of the physical remains of past human activity in the area, including designated and non-designated assets and those on the Heritage at Risk register. It is the primary index to the archaeological investigations that have taken place in the District as well as to a wide range of sources of information from books to unpublished reports, and historic maps to aerial photographs, and the locations of these sources in libraries and record offices. The HER is a dynamic information service and public record, which serves both as an evidence base for the planning process and as the recipient of new knowledge gained through developer-funded fieldwork and community projects.

5.51 The HER will be used to:

- Assess the significance of heritage assets and the contribution they make; and
- Predict the likelihood that currently unidentified heritage assets, particularly sites of historic and archaeological interest, will be discovered in the future. Many heritage assets remain undiscovered.

5.52 Where development will lead to the loss (wholly or in part) of heritage assets, developers will be required to record and advance our understanding of the significance of the asset or relevant part of it. However the ability to investigate and record a heritage asset is not a factor in deciding whether consent for its destruction should be given. Knowledge which advances our understanding of the past is the core purpose of archaeological work. This public benefit will be best achieved if the recording is undertaken by a professionally accredited organisation or individual with appropriate expertise, complying with best practice and taking account of research frameworks. The resultant report should be deposited with

the West Berkshire HER, but for investigations with particular important or unusual findings, publication through books and journals may be appropriate.

5.53 Any archaeological recording project will also involve the compilation, deposition and conservation of an archaeological archive as the record of the original findings and the raw material for future research. The West Berkshire Museum is the collecting body for physical documentary and material archaeological archives derived from any site researched or investigated within the unitary authority of West Berkshire. Digital archives should be deposited with an accredited digital repository. Provision should be made for the curation and safe-guarding of archaeological archives to ensure continued public engagement for the purposes of exhibition, learning and enjoyment.

5.54 Development proposals likely to affect the significance of a designated or non-designated heritage asset, including the contribution to that significance made by or its setting, are required to demonstrate a thorough understanding of context, the significance of the asset and any potential impacts on that significance through the preparation of a proportionate heritage statement. This should be in the form of a 'Statement of Heritage Significance', in accordance with Historic England Advice Note 12 'Statements of Heritage Significance: Analysing Significance in Heritage Assets'. Statements of Heritage Significance must be proficient, objective and impartial in order to be of greatest value to the decision making process and should provide sufficient information to demonstrate how the proposals would contribute to the asset's conservation. For known heritage assets of archaeological interest, an archaeological desk based assessment should be provided and, where there is archaeological potential, pre-determination field evaluation may be necessary. As a minimum the West Berkshire Historic Environment Record should be consulted.

5.55 Heritage assets rarely prevent development schemes where their significance has been properly assessed and understood from the outset. Indeed, the most successful schemes often arise from this understanding and an appreciation of the social, cultural, economic, and environmental value that can be gained from their retention, sympathetic re-use and successful integration. Preserving embodied energy through the re-use and adaption of existing historic buildings for example, can be more sustainable than constructing new buildings. Proposals for energy saving measures should be designed with the knowledge and understanding of the building's significance. Getting the balance right and avoiding unintended consequences, is best done with a holistic 'whole building' approach in accordance with the current guidance from Historic England. This helps to highlight and resolve uncertainties and reconcile conflicting aims, ensuring that energy efficient measures are suitable, robust, well integrated, properly coordinated and sustainable.

5.56 A clear understanding of the significance of a heritage asset and its setting is necessary to develop proposals which avoid or minimise harm. Advice from the Council's officers should be sought in the process of creating proposals; early assessments, a conservation plan or targeted specialist investigation can help to identify constraints and opportunities arising from the asset at an initial stage. This is particularly relevant where heritage assets have received little previous attention, or where there is archaeological potential. Such studies can reveal alternative development or design options, such as more compatible uses or a more appropriate scale of development. These schemes are more likely to minimise harm and deliver public benefits in a sustainable and appropriate way.

~~5.57 The long term conservation of a small minority of heritage assets can sometimes present particular problems. Enabling development is a planning mechanism which, in extreme cases, permits a departure from planning policies in order to enable the conservation of a relevant heritage asset in cases where the future of that asset would not~~

~~otherwise be secured. Where planning applications propose enabling development, the Council will use the detailed and rigorous tests set out by Historic England in order to determine whether planning permission would be appropriate.~~

5.58 Having an understanding of the way the historic environment of the District has influenced settlement patterns, and the sense of place of particular areas across West Berkshire, is essential when accommodating future development. Relevant landscape character assessments, including [Historic Landscape Characterisation](#) (2007) and [Historic Environment Character Zoning](#) (2007) will be used by the Council to inform and support planning decisions. At a more detailed level, these will be supplemented by the use of relevant settlement character studies, including the [Newbury Historic Character Study](#) (2006), and adopted [Conservation Area Appraisals](#).

5.59 The historic environment belongs to the whole community and everyone should be able to participate in sustaining this shared resource. One mechanism for achieving this is through the West Berkshire Heritage Forum, a partnership established in 2009 to recognise, promote and protect the District's heritage. The West Berkshire Historic Environment Action Plan (HEAP), published by the West Berkshire Heritage Forum, describes the character and evolution of the area as a whole and identifies its significant historic components. These include Mesolithic sites in the Kennet Valley; transport routes such as the Ridgeway and other old drove roads, the Kennet & Avon Canal and the Great Western Railway; pottery and brick manufacture and the cloth industry; Civil War battles; and the sites associated with the Cold War, nuclear technologies and peace protests. The HEAP identifies key issues and opportunities and provides an overview of the actions required to ensure long term conservation. Its aims encompass the promotion of greater awareness, understanding and enjoyment of the historic environment and advocacy of a multi-agency approach to sustainable management.

5.60 Since 2012 the Council has also been working with the West Berkshire Heritage Forum and local communities to compile a '[West Berkshire Local List of Heritage Assets](#)'. The list is regularly updated as new assets are identified. Successful conservation and enhancement of the historic environment of the District can only be achieved through partnership and co-operation. To this end the Council will continue to work closely with the West Berkshire Heritage Forum and local communities to ensure that decisions continue to reflect the value the public places on it.

The Council has a statutory duty to pay special attention to the desirability of preserving or enhancing the character and appearance of the District's 53 Conservation Areas. As part of this duty and as part of its strategy to maximise opportunities for the conservation and enjoyment of the historic environment the Council is undertaking a phased programme of Conservation Area Appraisals (CAAs), in partnership with the West Berkshire Heritage Forum. As well as helping to define what is special about a particular Conservation Area, the project will provide local communities with an understanding of how and why Conservation Area status is appraised, designated, and applied in future development and conservation management decisions. This will help communities better engage with the management of change in their area, allowing them to more effectively champion the significance and values of local heritage. The project has involved the setting up of a Conservation Area Working Group, which has developed a 'Toolkit', which contains a variety of guidance, list of resources, and an appraisal report template, to assist parish councils and volunteers in undertaking a Conservation Area Appraisal and Management Plan.

## Policy DM9

### **Conservation Areas**

Proposals for development in a Conservation Area, or for development that affects its setting or important views into, out of, across or through the area, will be required to assess and clearly demonstrate how the special character, appearance and significance of the Conservation Area will be preserved or enhanced. Proposals will be determined in accordance with Policy SP9 and will be sensitively designed to satisfy the following criteria:

- a. To respect the overall settlement pattern and its setting as part of the wider landscape;
- b. To reflect the form and layout of the area including views and vistas into and out of it and the shape and character of spaces contributing to the character of the historic environment, including historic street patterns and their setting;
- c. To ensure the scale, height, form, massing, and alignment respects the historic and architectural character, including roofscapes of the area, the relationship between buildings and the spaces between them;
- d. To ensure the nature and quality of materials are appropriate to the locality and complement those of the surrounding area;
- e. To respect locally distinctive design details that contribute to the area's character such as traditional frontage patterns, vertical or horizontal emphasis, pattern of fenestration, window and door detailing, shopfronts, advertisements, historical or traditional street furniture, traditional surfaces, and boundary treatments;
- f. To ensure buildings and streets of townscape character, trees, open spaces, walls, fences or any other features are retained where they contribute positively to the character and appearance of the area;
- g. To ensure it does not generate levels of traffic, parking or other environmental problems which would ~~result in substantial harm to~~ the character, appearance or significance of the area; and
- h. That the use is appropriate to and compatible with the character, appearance and historic function of the area.

Proposals for or involving demolition of existing buildings, walls or other structures which make a positive contribution to the special character or appearance or historic interest of the Conservation Area will not be permitted unless there is clear and convincing evidence that:

- i. The condition of the building (provided that this is not a result of deliberate neglect) and the cost of repairing and maintaining it in relation to its significance and to the value derived from its continued use, is such that repair is not practical; or
- ii. The replacement would make an equal or greater contribution to the character and appearance of the Conservation Area; or
- iii. The development would generate planning benefits that outweigh the harm arising from its loss in accordance with national policy.

Where development is acceptable, a record of the current site, building or structure and its context will be required, prior to or during development or demolition, in accordance with an approved Written Scheme of Investigation.

Plans for redevelopment or re-use of an area where demolition is proposed must be agreed and a contract for redevelopment signed before the demolition is carried out.

## Supporting Text

- 8.1 The purpose of this policy is to set out more detailed criteria for development proposals affecting Conservation Areas.
- 8.2 A Conservation Area is 'an area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance' (Listed Building and Conservation Areas Act, 1990). Preservation in this context means not harming the interest in the Conservation Area, as opposed to keeping it utterly unchanged.
- 8.3 The special character and appearance of a Conservation Area can be derived from many different aspects including its physical features, spaces, landscape, views, the uses of an area, and the relationship between these elements. Other aspects of character may be more intangible perceptions of a place, such as historical or cultural associations with a place or building. Others may be relatively ephemeral or transitory, such as the smells and sounds associated with specific activities, which may occur only at certain times of the day or year.
- 8.4 ~~The Council has a statutory duty to pay special attention to the desirability of preserving or enhancing the character and appearance of the District's 53 Conservation Areas. As part of this duty and as part of its strategy to maximise opportunities for the conservation and enjoyment of the historic environment the Council is undertaking a phased programme of Conservation Area Appraisals (CAAs), in partnership with the West Berkshire Heritage Forum. As well as helping to define what is special about a particular Conservation Area, the project will provide local communities with an understanding of how and why Conservation Area status is appraised, designated, and applied in future development and conservation management decisions. This will help communities better engage with the management of change in their area, allowing them to more effectively champion the significance and values of local heritage. The project has involved the setting up of a Conservation Area Working Group, which has developed a 'Toolkit', which contains a variety of guidance, list of resources, and an appraisal report template, to assist parish councils and volunteers in undertaking a Conservation Area Appraisal and Management Plan.~~
- 8.5 The NPPF clarifies that not all elements of a Conservation Area will necessarily contribute to its significance. ~~Therefore, where a building (or other element) does not make a positive contribution to the heritage significance of the area, the loss of that building or feature should be treated as less than substantial harm or no harm.~~ In these cases the level of harm should be weighed against the wider benefits of the proposal including the potential to enhance or reveal further the heritage significance of the area.
- 8.6 Demolition is only desirable where the building or structure involved does not make a positive contribution to the area and demolition of certain buildings/structures and/or demolition of the whole or substantial part of any gate, fence, wall or other means of enclosure in a Conservation Area still requires planning consent. Information regarding the condition of the building should be based on a sound structural survey carried out by a chartered civil or structural engineer.
- 8.7 High standards of maintenance and repair are encouraged in Conservation Areas. In cases where disrepair is severe, the Council may consider serving a Section 215 or Urgent Works Notice requiring work to be carried out.
- 8.8 The Council would be supportive of proposals that would improve upon the condition of heritage assets that are identified as being at risk of being lost as a result of neglect, decay or inappropriate development, as long as it can be demonstrated that there would be no resultant harm to their setting or their significance.



## Policy DM10

### **Listed Buildings**

Proposals for development affecting a Listed Building and/or its setting will be determined in accordance with Policy SP9 and will be required to clearly demonstrate:

- a. Why the proposed development and related works are desirable or necessary; and
- b. How the significance of the Listed Building and/or its setting will be preserved.

Development will not be permitted if applicants fail to provide adequate or accurate detailed information to show the effect on the significance and architectural and historic interest of the Listed Building and/or the contributions made by its setting and any curtilage listed features.

Unless justified otherwise, ~~D~~development will not be permitted if it would:

- i. Adversely affect the character, scale, proportion, design, detailing, or materials used in the Listed Building; or
- ii. Result in the loss of/or irreversible change to original features or other features of importance or interest; or
- iii. Harm the setting of the Listed Building.

In particular, development should avoid ~~will not be permitted if it would~~ directly, indirectly or cumulatively ~~lead to~~ any of the following:

- iv. Removal of original walls, stairs, or entrances, or subdivision of large interior spaces;
- v. Removal, alteration or replacement of structural elements including walls, roof structures, beams and floors;
- vi. Removal, alteration or replacement of original or historic features such as windows, doors, fireplaces and plasterwork;
- vii. Repairs or alterations involving materials, techniques and detailing inappropriate to the Listed Building;
- viii. The unnecessary replacement of traditional features other than with like for like, authentic or original materials and using appropriate techniques;
- ix. Extensions to the principal elevation/s of the Listed Building;
- x. The installation of satellite antennae, solar panels or other renewable energy features that are sited in a prominent location, either on the Listed Building, or within its curtilage; or
- xi. The removal of historic boundary treatments;

~~unless justified to the satisfaction of the Council, that the proposed changes, loss or irreversible damage, and/or addition of new features to the Listed Building and its setting are:~~

- ~~• Less than substantial in terms of impact/harm on the character and significance of the Listed Building and its setting; and~~
- ~~• Is off set by the public benefit from making the changes, including enabling optimal viable use, and net enhancement to the Listed Building and its setting. Clear justification for this harm should be set out in full in the Statement of Heritage Significance accompanying the proposals.~~

Where change to a Listed Building is acceptable, provision for appropriate recording will be required in accordance with a Written Scheme of Investigation approved in writing by the Council prior to any works commencing.

## Supporting Text

- 8.9** The purpose of this policy is to set out more detailed criteria for development proposals affecting Listed Buildings.
- 8.10** Buildings and structures are listed in recognition of their special architectural or historic interest and any works which affect their character require Listed Building Consent. The NPPF makes clear that substantial harm to or loss of grade II Listed Buildings should be exceptional and for grade II\* and grade I Listed Buildings it should be wholly exceptional.
- 8.11** Within West Berkshire there are approximately 1900 Listed Buildings, varying in age, character and size. Not all are actually buildings: structures such as milestones, war memorials, gate piers and walls are included. The oldest buildings are parish churches and the castle at Donnington, whereas the most recently constructed are associated with the Cold War at Greenham Common airbase. Architectural styles vary from the vernacular (particularly using timber framing, thatch and local bricks) to the polite examples of gentry houses. West Berkshire is rich in agricultural buildings; almshouses and canal locks and bridges are also well represented in the List. The majority of properties which are listed are private dwellings.
- 8.12** One of the principal aims of listing is to prevent alterations that are detrimental to the special character of the designated asset, including the interior of buildings. Listed Buildings are a finite, non-renewable resource, which in many cases are highly fragile and vulnerable to damage and destruction, as once historic fabric is removed or altered it is lost forever. It is therefore important that they are protected through the planning system. The setting of a listed building is also important and proposals that detract from the setting will be resisted. The Council will not grant consent for the demolition of a listed building other than in the most exceptional circumstances and applicants will need to demonstrate that every effort has been made to keep the building.
- 8.13** It is a statutory requirement for local planning authorities to have special regard to the desirability of preserving any listed building or its setting or any features of special architectural or historic interest which it possesses. Preservation in this context means not harming the interest in the building, as opposed to keeping it utterly unchanged.
- 8.14** The Council will seek solutions for assets at risk of loss or harm through decay, neglect or other threats. This will be pursued through proactive discussion with owners and a readiness to engage with development proposals with the potential to secure repair and continued maintenance. Where appropriate the Council may resort to the use of its statutory powers, Urgent Works or Repair Notices, to arrest decay of the asset.
- 8.15** Applications for development or other work affecting a Listed Building will be expected to show why the works are desirable or necessary. The development might be related to the Listed Building and curtilage itself or could be separate but still affect its setting. The applicant should therefore provide a thorough but proportionate assessment of the architectural or historic significance of the Listed Building, its features and setting in accordance with policy SP9. This will include taking a whole building approach to retrofitting energy efficiency measures in accordance with the current guidance published by Historic England. The Statement of Heritage Significance will both inform the design proposals and reach a planning decision. Information should include appropriate floor plans, elevations, sections and details

(at an appropriate scale); specifications, providing information on proposed materials and detailing, and (where external work is involved) plans and elevations showing the context of the Listed Building. It should also include research into the evolution of the building as originally built and subsequently altered, with the presumption that where unfortunate/inappropriate changes have occurred, the opportunity will be taken to rectify them, in order to strengthen the building's significance.

- 8.16** In terms of appropriate uses for historic buildings, the best use is very often that for which they were designed. However, without appropriate uses to fund their long-term maintenance and repair, they can be at considerable risk. Whilst adaptation to a new use can pose a threat, new commercial, residential or other uses that enhance their historic character and significance are encouraged.
- 8.17** Conversion of non-residential Listed Buildings to residential use can often pose many challenges. For example, where there are large open internal spaces (e.g. in barns and chapels) they would need to be sub-divided to achieve residential use, and this can often destroy the character of the building. However, virtually any conversion of a Listed Building from its original use involves some loss of character. Where conversion is accepted, the types and levels of use of the building itself or its setting will be strictly controlled to minimise any loss of character. Domestication of outside areas with gardens, washing poles and new outbuildings for instance is often wholly inappropriate because it would fail to conserve and enhance the heritage asset and such domestication cannot always be controlled through planning conditions. Where proposals would fail to conserve and enhance the heritage asset an alternative scheme should be sought.
- 8.18** Some alterations to Listed Buildings are not classed as 'development' and may not require planning permission. However, most works to Listed Buildings, for example internal alterations and minor external works will require Listed Building Consent. Where planning permission is required for works to a Listed Building there is always a requirement to obtain Listed Building Consent as well. In these cases, both should be applied for concurrently. The impact of 'development' on features separately considered under Listed Building Consent can be a reason for refusal of planning permission.

## Policy DM11

### ***Non-designated Heritage Assets***

Proposals for development affecting buildings, monuments, sites, places, areas or landscapes identified as being non-designated heritage assets will be determined in accordance with Policy SP9. Proposals should satisfy the following criteria:

- a. Demonstrate a clear understanding of the significance of the asset and/or its setting, alongside an assessment of the potential impact of the proposal on that significance;
- b. Be undertaken in a sympathetic manner using high quality design; and
- c. Have particular regard to all of the following characteristics, depending on the type of asset affected:
  - i. Its historic character and appearance;
  - ii. Its scale, proportion, design, historic fabric, detailing and materials;
  - iii. Ensuring there is no unacceptable level of loss, damage or covering of original features;
  - iv. The layout, boundary features and setting of the asset, including key views into, through or out of it;
  - v. Ensuring development is appropriate and sympathetic to its setting in terms of height, massing, density, materials and night and day visibility;
  - vi. The conservation of both human-made and natural features of architectural, archaeological, artistic and historic interest within it and the requirement to record such features on the Historic Environment Record;
  - vii. Its biodiversity interest;
  - viii. Any disturbance which could harm its archaeological potential;
  - ix. The integrity of the landscape;
  - x. The cumulative impact of successive small scale changes; and
  - xi. The enhancement of existing public access and interpretative opportunities.

### **Supporting Text**

- 8.19** The purpose of this policy is to set out more detailed criteria for development proposals affecting non-designated heritage assets.
- 8.20** Non-designated heritage assets are buildings, monuments, sites, places, areas or landscapes identified as having a degree of heritage significance meriting consideration in planning decisions but which do not meet the criteria for designated heritage assets or which have not yet been assessed for national designation. Designated assets only make up a small percentage of the nation's heritage; the vast majority of archaeological sites for example are not on the National Heritage List for England. However, non-designated heritage assets make an important regional and local contribution to the character and appearance of the towns, villages and specific areas within the District, and play a key role in reinforcing a sense of local identity and distinctiveness in the historic environment. The value of such assets can be due to their integral archaeological, architectural, artistic or historic interest, their significance as part of a wider group, or their role in the social or economic development of the settlement or area in which they are located.

- 8.21 The importance of particular sites, landscapes, buildings, structures and monuments to the communities of West Berkshire may be demonstrated by their inclusion on the [West Berkshire Local List of Heritage Assets](#) or their identification in neighbourhood plans and other area appraisals. However the absence of any particular heritage asset from the Local List does not necessarily mean that it has no heritage value, it may simply be that it is yet to be identified. Whilst the Local List is the most proactive way of identifying non-designated heritage assets, national planning guidance is clear that, when considering development proposals, the Council should establish if any potential heritage asset meets the definition of a non-designated heritage asset at an early stage in the process.
- 8.22 A wide variety of assets have been identified in the [West Berkshire Local List of Heritage Assets](#) with examples including:
- Pangbourne Police Station
  - Several C18th/C19th cast iron pumps located along the A4 Bath Road
  - Church and Childs Almshouses in Newtown Road, Newbury
  - Wooden turnstiles at entrance to The Cliffs from Church Street, Kintbury
- 8.23 The West Berkshire Historic Environment Record (HER) also includes hundreds of entries of heritage interest which are characteristic of the area, many of which might also be candidates for the Local List of Heritage Assets including:
- Historic farmhouses, barns, cartsheds, granaries and stables Farm labourers' cottages and gate lodges relating to rural estates 19<sup>th</sup> and early 20<sup>th</sup> century village schools and parish halls
  - Buildings linked to important local industries such as brewing, brickmaking and smithing
  - Non-conformist chapels, places of worship associated with other denominations and more modern churches as well as vicarages, manses and lych gates
  - 20<sup>th</sup> century military remains such as First and Second World War pillboxes, gun emplacements, Cold War structures, evidence of peace camps and commemorative monuments
  - Structures relating to transport routes such as bridges, guide posts and boundary markers
  - built elements of the Kennet & Avon Canal not already on the National Heritage List for England Structures and earthworks found along historic routeways
  - The battlefield of the Second Battle of Newbury 1644
  - Landscaped parks and gardens around past or present country houses such as those at Chilton, Culverlands, Denford, Elcot, Hungerford, Midgham, Padworth, Sulhamstead House, Welford, West Woodhay, Wokefield, Woolhampton and Woolley.
  - Municipal parks and areas of open space such as Victoria Park in Newbury.
  - Features on registered and non-registered common land, both those relating to its use by commoners and relict monuments that have survived due to the lack of development.