

THE HISTORIC ENVIRONMENT



**YOUR PLACE
YOUR PLAN.**
Winchester District Local Plan

BACKGROUND

8.1

In accordance with the NPPF, the Local Plan needs to set out a positive strategy for the conservation and enjoyment of the historic environment.

8.2

The historic environment is all around us, through the ways that the landscape of our countryside and streetscapes of our settlements have been used and enjoyed in the past. The remains of man-made changes to the environment are the evidence of our heritage, and where these remains have heritage significance and are sufficiently well-preserved, they will be considered as heritage assets, for the purposes of decision making in planning applications.

8.3

The historic environment of Winchester district has a wealth of iconic heritage assets that are a major cultural and environmental strength of the district and are important contributors to the character and significance, local distinctness, and cultural identity of the individual settlements. Cultural heritage contributes significantly to the quality of life for local residents and makes a substantial contribution to the district's economy, attracting investment and supporting tourism in the district. The exceptional quality of the landscape, heritage, and built environment are some of the core reasons why people want to live, work in and visit the district.

8.4

The historic environment is an irreplaceable resource that needs to be protected and enhanced for the benefit of current and future generations. Currently there are 110 Scheduled Monuments, 2,271 listed buildings, 11 historic parks and gardens, 37 Conservation Areas and a historic battlefield at Cheriton, which fall within the Winchester district.

8.5

The city council maintains an Historic Environment Record which identifies and records all known heritage assets including archaeological sites, monuments, historic buildings and battlefields and landscape features in the district. Developers should consult the Winchester Historic Environment Record prior to submitting applications in order to inform their development proposals. Pre-application advice from the city council's Historic Environment Team should also be sought early on in the design process of developing proposals in order to identify potential constraints and to discuss appropriate mitigation strategies.

8.6

The council will work with property owners to encourage repair and maintenance of historic buildings to reduce the size of its Building at Risk Register and to work with Historic England to remove heritage assets from the national Heritage at Risk Register.

STRATEGIC POLICY – HISTORIC ENVIRONMENT

Key Issues:

- i. There is a wealth of designated and non-designated heritage assets that contribute towards the character and significance, diversity and distinctiveness of the district's landscape.
- ii. Heritage assets are an irreplaceable resource that need to be conserved and enhanced in a manner that is appropriate to their significance so that they can be used and enjoyed for future generations.
- iii. The location of new development must be carefully considered in order to ensure that the character and significance of heritage assets and their settings are not adversely affected.
- iv. In order to help address the council's climate emergency, there is an opportunity in the new Local Plan to include a policy for localised energy generation/efficiency improvements to historic buildings.



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8.6

Policy
HE1

Strategic Policy HE1

Historic Environment

The unique character, significance, quality and integrity of the district's historic environment is an irreplaceable resource, which positively contributes to the district's distinctive local 'sense of place' and cultural offer which needs to be conserved, enhanced and enjoyed in accordance with the National Planning Policy Framework.

The council will work with partners, developers and the local community to ensure that decisions affecting heritage assets and their settings are based on a sound understanding of the significance of the heritage asset and ensure that new development makes a positive contribution to district's historic environment.

STRATEGIC
POLICY

HISTORIC ENVIRONMENT

ALL HERITAGE ASSETS (BOTH DESIGNATED & NON-DESIGNATED)

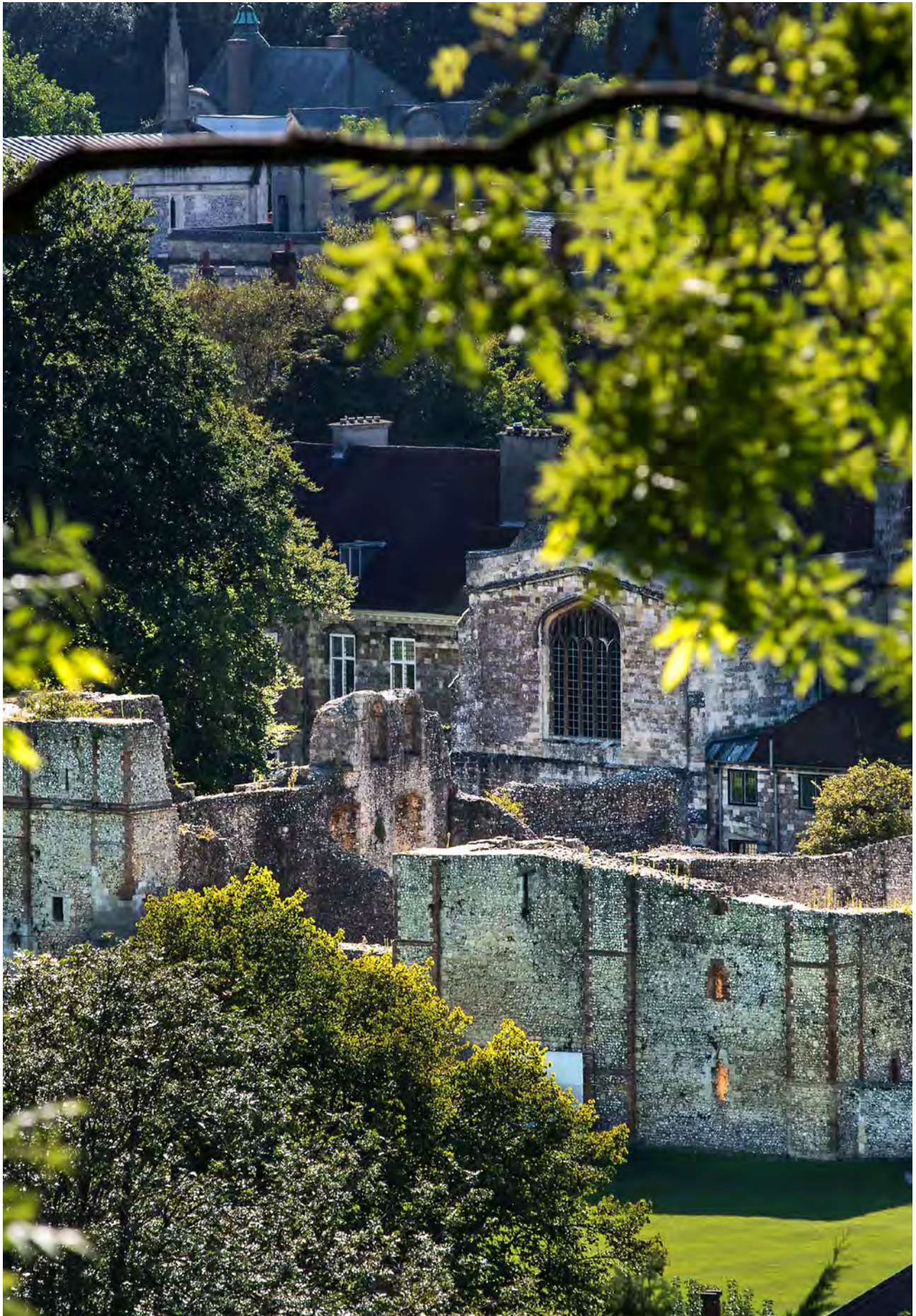
Policy HE2

All Heritage Assets (both designated & non-designated)

Heritage assets should be conserved in a manner appropriate to their significance. Applicants must describe the significance of any affected heritage assets, using appropriate expertise and assessment, including a desk-based assessment (where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest), and where necessary heritage impact assessment and/or field evaluation (the results from which needs to be submitted in a Heritage Statement).

All applications which affect or may affect heritage assets should be accompanied by a Heritage

Statement, proportionate to the nature of the development and heritage interest, describing the significance of affected heritage assets and/or their settings, the degree and nature of impact upon that significance and how the proposals minimise or mitigate any harm. For minor or householder applications, where there is a limited impact on heritage assets, this can be incorporated into the Design and Access Statement. Any proposals for heritage assets included in the council's 'Buildings at Risk Register', or the Historic England 'Heritage At Risk Register', shall include works including repairs to enable the removal of that heritage asset from those registers.



Policy

HE2

DESIGNATED HERITAGE ASSETS

Policy HE3

Designated Heritage Assets

The council will apply the relevant policy (or policies) in the NPPF when assessing the magnitude of harm to the significance of a designated heritage asset. Great weight will be given to the conservation of the affected asset(s), regardless of whether the harm is considered to be less than substantial, substantial, or total loss (and the more important the asset the greater the weight should be).

Any harm to the significance of designated heritage assets should be clearly and convincingly justified.

Substantial harm to highly graded designated assets¹ should be wholly exceptional. Substantial harm to other designated assets should be exceptional².

The most severe level of harm to designated heritage assets should be refused unless it is demonstrated that substantial public benefits outweigh the harm, or all of the following apply:

- the nature of the heritage asset prevents all reasonable uses of the site; and
- no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and
- the harm or loss is outweighed by the benefit of bringing the site back into use.

All other harm classified as less than substantial harm to designated heritage assets should be weighed against the public benefits of the proposal, including, where appropriate, securing its optimal viable use.

1 Registered battlefields, grade I and II* registered parks and gardens, scheduled monuments and non-designated heritage assets of archaeological interest, which are demonstrably of equivalent significance to scheduled monuments.

2 Grade II listed buildings, grade II registered parks and gardens and conservation areas.

NON-DESIGNATED HERITAGE ASSETS

8.7

A building can be identified as a non-designated heritage asset in any of the following ways through:

- The development management process
- A conservation area appraisal
- A local list
- A neighbourhood plan
- A supplementary planning document adopted by Winchester City Council
- The Hampshire Gardens Trust's register of parks and gardens

8.8

In identifying non-designated heritage assets, the council will have regard to Historic England Advice Note 7 (Second Edition): Local Heritage Listing: Identifying and Conserving Local Heritage (or successor guidance).

Local List criteria is on our website at the following link: [Non-Designated Heritage Assets and Locally Listed Heritage Assets - Winchester City Council](#)

Policy HE4

Non-designated Heritage Assets

Where a development proposal could result in harm to non-designated heritage assets, in accordance with the

NPPF, a balanced judgment should be made, having regard to the scale of the harm and significance of the asset.

POLICY



Policy
HE3

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Policy
HE4

MITIGATION

8.9

The following policies provide further detail for each type of heritage asset: designated and non-designated archaeology, listed buildings, conservation areas and registered parks & gardens. There are also policies on rural and industrial non-designated heritage assets.

Policy HE5

Protecting the Significance of Heritage Assets (designated and non-designated heritage assets) and Mitigating Unavoidable Harm

The local planning authority will not permit the loss of the whole or part of a heritage asset without being satisfied that the harm is unavoidable, appropriate mitigation measures have been agreed, and that all reasonable steps (such as a legal agreement) have been taken to ensure the new development will proceed after the loss has occurred.

The significance of any heritage assets whose significance is harmed (wholly or in part) should be recorded and understanding advanced. This recording should be carried out using appropriate expertise, be proportionate and publicly accessible. As a minimum, it should be provided to the local authority for inclusion in the Winchester Historic Environment Record.

SCHEDULED MONUMENTS AND NATIONALLY IMPORTANT NON-DESIGNATED ASSETS

8.10

Scheduling is applied only to sites of national importance, and even then, only if it is the best means of protection. Scheduled monuments are not always ancient, or visible above ground and range from prehistoric standing stones and burial mounds, through to the many types of medieval site - castles, monasteries, abandoned farmsteads and villages, 18th – 19th industrial / commercial sites such as Funtley Ironworks / Southwick Brewhouse, Twyford Pumping Station and 19th century Palmerston Forts along Portsdown Hill – Fort Southwick and Fort Nelson.

8.11

Scheduled monument consent (SMC) is required for any works that will affect a scheduled monument, whether above or below ground level. This is in addition to any application for planning permission as SMC is a completely separate process. Applications for SMC need to be made to Historic England (who manage the process on behalf of the Secretary of State). Metal detecting on a scheduled monument is also illegal without a licence from Historic England.

Policy HE6

Scheduled Monuments and Nationally Important Non-designated Assets

Applications for planning permission which affect, or may affect a scheduled monument, or its setting, should be supported by appropriate and proportionate evidence on the significance of the asset (including the contribution to significance made by its setting) and the steps that would be taken to avoid and minimise harm.

Historic England should be notified where a scheduled monument consent (SMC) is required in addition to planning permission.

Applications which affect, or may affect, a non-designated heritage asset that is potentially of national importance will be required to provide appropriate and proportionate evidence on the significance of the asset (including the contribution to

significance made by its setting) and the steps that would be taken to avoid and minimise harm.

The Winchester City Council Archaeological Advisor / Archaeologist should be consulted on proposals that have the potential to affect either type of asset to determine what evidence would be required.

Applications will be determined also in accordance with Policy HE3 on designated heritage assets. Additionally, proposals should take a positive approach to archaeology, by avoiding locating development on sensitive areas and designing development that responds positively to the significance of archaeological features, including their settings.



NON-DESIGNATED ARCHAEOLOGICAL ASSETS

8.12

The district has a rich archaeological resource including remains from prehistory to the military history of the last century and provides important evidence of our past which brings an understanding and enjoyment of the present.

8.13

Policy HE7 follows the NPPF in ensuring that new development makes provision for the protection and conservation of this non-renewable resource. It also seeks to ensure that every opportunity for increasing understanding of the resource and its significance is also taken when new development is likely to disturb sites. The city council recognises that the district's archaeological heritage has high significance - in particular that of the historic city of Winchester which, while much of the area is undesignated, is widely regarded as nationally important. This resource brings considerable cultural and educational benefits to the district and its visitors.

8.14

Some proposals may necessitate initial archaeological investigation prior to submission in order to inform the design of proposals and to allow the council to fully assess the implications of the development on heritage assets. Early engagement with Historic England and the Council/local archaeological adviser is recommended to inform such investigation. All work required to assess, record, investigate and protect archaeological features and heritage assets, and to publish the findings, should be funded by the developer. Where a site is of particular archaeological interest, provision for public engagement during the site investigations may also be sought.

8.15

Appropriate arrangements for the future management of archaeological sites should be made to ensure their protection in the longer term. Provision for this, and for recording if appropriate, may be secured using planning conditions and/or obligations. The city council may refuse permission for proposals which do not secure the conservation of heritage assets or do not make provision for their investigation and recording.

8.16

Special attention needs to be given to the rich and important archaeological remains in historic urban areas. The Extensive Urban Surveys for Wickham, New Alresford and Bishops Waltham (Hampshire County Council and English Heritage, 1999), together with the Winchester Urban Archaeological Assessment (published 2017) help to define these historic urban areas where there is high potential for archaeological remains, together with advanced strategies for their management.

Policy HE7**Non-designated Archaeological Assets**

In addition to the policies that apply to all heritage assets and non-designated heritage assets, the following also applies.

Development proposals should be supported by proportionate evidence describing the significance of any archaeological assets affected, including any contribution made by their settings. Where a development site includes or has the potential to include archaeological assets, early discussions will need to take place with the Council/archaeological advisor. A desk-based assessment and, where necessary the results of a field evaluation (conducted by a suitably qualified archaeological organisation), must be submitted to the local planning authority.

Where development affecting archaeological assets is permitted, developers will be required to record and advance understanding of any assets to be lost (wholly or in part) in

accordance with a written programme of archaeological investigation, including excavation, recording and analysis, to be undertaken by an appropriately qualified archaeological organisation. The results and analysis of investigations should be published and provided to the local authority for inclusion in the Winchester Historic Environment Record. Where development affecting archaeological assets is permitted, developers will be required to record and advance understanding of any assets to be lost (wholly or in part) in accordance with a written programme of archaeological investigation, including excavation, recording and analysis, to be undertaken by an appropriately qualified archaeological organisation. The results and analysis of investigations should be published and provided to the local authority for inclusion in the Winchester Historic Environment Record.



APPLICATIONS AFFECTING LISTED BUILDINGS

8.17

In determining applications for listed building consent or planning permission it is essential to have sufficient information on the likely impact of the proposals on the special architectural or historic interest of the building and its setting. Submissions should include a statement of the significance of the listed building affected by the proposals, including any contribution made by their setting. The level of detail should be proportionate to the importance of the listed building. As a minimum, applicants should consult the Winchester Historic Environment Record.

The building's list entry should also be referred to; however, the reproduction of this entry is usually not enough to successfully describe significance. All relevant sources of information should be considered and appropriate expertise may be required. Further information can be found in Historic England's Advice Note 12: Statements of Heritage Significance: Analysing Significance in Heritage Assets.

8.18

As listed buildings are irreplaceable, any harm or loss should require clear and convincing justification, and applicants will need to show that the benefits of their proposals outweigh any harm to the significance of the listed building. Where it is clear that the listed building has been deliberately neglected or that damage has been caused in the hope of achieving consent, the deteriorated state of the listed building will not be taken into account in any decision.

8.19

The setting of a listed building is varied and may include elements of townscape or landscape, including wider or more distant views. Proposals for new development should respect its setting and not result in the loss or degradation of important views to or from the listed building such that they harm the significance of the listed building. The scale of development need not be large for the impact to be significant. For example, the formation of a parking area in a front garden, or the subdivision of grounds by fencing or other means of enclosure, can have a dramatic effect.

8.20

The cumulative effect of a series of apparently minor changes can also have a significant effect on the general ambience of a place, and careful consideration of all proposals is required. It will be important when assessing the cumulative impact that any proposals are read in conjunction with Policy HE3 on Designated Heritage Assets.

Policy HE8

Applications Affecting Listed Buildings

Applications affecting listed buildings (whether for listed building consent or planning permission) should demonstrate a proportionate understanding of the building and its significance, which should inform proposed interventions. Original features and elements that make a positive contribution to the significance and/or character should be retained unless there is clear and convincing justification for their removal, in line with policy HE3 on designated heritage assets.

Design quality of a high standard will be expected to ensure preservation of the building's significance.

POLICY

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8.20Policy
HE8

CHANGES OF USE TO LISTED BUILDINGS

8.21

Ensuring listed buildings are in an active use means they are more likely to be maintained and conserved for future generations. The council will therefore consider applications for changes of use to listed buildings with a view to the optimal viable use of the building and the asset's conservation.

8.22

Where planning permission or advertisement consent is required for associated change of use or alterations, an application should be submitted in parallel with the application for listed building consent.



Policy HE9**Changes of Use to Listed Buildings**

Changes of use to listed buildings will be considered in line with national policy on optimum viable use. Applications for change of use which affect the significance of a listed building must be supported by proportionate evidence to show that the proposed use is viable in the long term and that the proposed use causes the least amount of harm to the significance of the listed building out of all viable uses. Applications should:

- i. Deal comprehensively with the intended use and operation of the whole building and site, and contain sufficiently detailed information to understand the full impact of the proposals internally and externally;
- ii. Propose a use which would not be harmful to the significance of the building (including its setting);
- iii. Satisfactorily demonstrate that the building is structurally capable of accommodating the proposed change of use and clearly justify any harm or the need for extensive intervention or reconstruction; and
- iv. Demonstrate how any unavoidable harm to the significance of the building is justified in accordance with Policy HE3 on designated heritage assets.



DEVELOPMENT IN CONSERVATION AREAS

8.23

There is a statutory duty to pay special attention to the desirability of preserving or enhancing the character or appearance of Conservation Areas. In order to achieve this, applicants first need to understand and articulate through the preparation of a Heritage Statement what is special about the area and define its character. The Heritage Statement should also make an assessment of how the proposed development would impact on that special character and appearance.

8.24

Identifying this significance and the cultural and heritage value requires first an understanding of the history, fabric and character of the Conservation Area, and how and why it has changed over time, together with the materials, technology of construction, form and condition of its constituent elements. Applicants should have regard to any Conservation Area Character Appraisals and Management Plans for each Conservation Area.

8.25

For development to be acceptable it will need to respond sympathetically to the existing settlement pattern and townscape characteristics and is of sufficiently high quality design to make a positive contribution.

8.26

Many settlements within the district provide visible evidence of their past in their buildings, street patterns and open spaces which contribute significantly to the distinctive identity of the locality. The setting of buildings within their plots and the density of development, can be characteristic of a place and the intensification of development, or the subdivision of plots, based on suburban plot shapes and modern expectation of size, can often conflict with the characteristic grain or settlement pattern of the district's historic towns and villages.

8.27

The topography of the district means that development is often seen from a distance or from above. The treatment of the roofscape is therefore a crucial element in the overall design. Other important aspects may include the openness of a view, and more obvious features, such as tree cover and the immediate setting of particular buildings. The style of a building can be important, but more often, especially in Conservation Areas where there can be considerable variety in style, it is the scale, massing and disposition of buildings which provide the predominant character framework.

8.28

Developments should not have a detrimental effect on views into and out of a Conservation Area. Within Winchester City, particular note should be taken of the special qualities of the city and its setting and of views to and from key buildings as required under Policy D2.

8.29

Schemes should not rely on screening by planting if they would be unacceptable had the existing planting been absent. Where existing landscaping contributes to the character of the Conservation Area, applicants should include measures in their proposals for its retention, in full or part, and mitigation where it may be lost.

8.30

Proposals to extend buildings in Conservation Areas require careful consideration and these should not detract from the character and appearance of the area. Many historic properties in Conservation Areas are small and modest in scale so it is important that the extension does not dominate the existing structure.

8.31

The cumulative impact of small but poorly conceived alterations can have a very damaging effect on a building and thereby on the overall character and appearance of a Conservation Area. Where it can be controlled through the planning process, the retention of features that contribute positively to the character and appearance of a Conservation Area such as traditionally detailed doors, windows, shopfronts chimneys etc. will be sought because of the important cumulative impact that these features have on historic character. Where planning permission is required for alterations or where permitted development rights are removed by means of an 'Article 4 Direction' these should contribute to the character of a Conservation Area and be undertaken in a sensitive manner.

8.32

In Conservation Areas the design details of proposals are particularly important and need to be considered in context with the characteristics of the local area. Applicants are advised to make pre-application enquiries with the planning authority's historic environment specialists to avoid, as far as possible, schemes which are unlikely to be acceptable in principle or which will have detrimental effects on character as a whole.

8.33

Applicants should supplement their proposals with sufficient information about the height and plan form of adjoining buildings to allow the impact to be assessed, both in the immediate vicinity and in the wider context. For larger or more complex schemes, sketches and drawings and/or visualisations should illustrate the three dimensional form. Applications that do not submit sufficient information to enable assessment of the impact of their proposals on Conservation Areas may be refused. Due to the need to provide sufficient information on the impact of a proposed development on a Conservation Area outline applications are not likely to be accepted for changes of use or developments in a Conservation Area.



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8.33

CONSERVATION AREAS

Policy HE10

Development in Conservation Areas

Within Conservation Areas, development proposals which conserve or enhance the character and significance, appearance or special architectural or historic interest of the area, and accord with the Development Plan, will be permitted provided that:

For new buildings they:

- i. Respond sympathetically to the significant historic settlement pattern, views, plot dimensions, open spaces, townscape, roofscape, trees and landscape features;
- ii. Are in scale and harmony with adjoining buildings and the area as a whole, in terms of height, massing, materials, plan form and roofscape. The proportions of features and design details should relate well to each other and to adjoining buildings;
- iii. Include good quality building materials appropriate to the locality and sympathetic to the area's character in terms of colour, profile and texture; and
- iv. Ensure that walls, gates and fences are, as far as possible, of a kind traditionally used in the locality.

For extensions and alterations they:

- v. Respect the character, scale, massing and plan form of the original building and do not dominate principal elevations;
- vi. Use appropriate materials and detailing and do not result in the loss of features that contribute to the character or appearance of the Conservation Area, which may include original architectural details, natural features, trees, hedges, walls, fences, open areas, ground surfaces and archaeological sites, as well as buildings and groups of buildings;
- vii. Do not involve the erosion of character, such as the unsympathetic use of windows, doors or conservatories made of non-traditional materials or the replacement of traditional roofing materials with inappropriate ones; and
- viii. Incorporate any energy efficiency or energy generation measures into the design of the proposals in a manner that has an acceptable impact on the character or appearance of the area in accordance with Policy HE14.

DEMOLITION IN CONSERVATION AREAS

8.34

Within Conservation Areas, the presumption will be in favour of retaining buildings or structures which make a positive contribution to the architectural or historic interest of the area, even if change of use and some alteration is necessary. Consent for demolition of such buildings will be granted only in exceptional circumstances where it has been satisfactorily demonstrated that a building is beyond repair and incapable of beneficial use.

8.35

Sometimes buildings are acquired with a view to demolition and redevelopment, or owners allow them to fall into disuse and neglect in the hope that they will get planning permission to redevelop a site. To discourage such practices, if a building is sold based upon its potential for development but without permission having first been secured, an inflated site value/price paid based upon a perceived potential capacity would not justify development if the density, scale and massing of that development would fail to preserve or enhance the character or appearance of the conservation area.

8.36

Where permission for demolition is granted, the Local Planning Authority will wish to prevent clearance of a site unless there is an intention of implementing the replacement scheme immediately, to avoid leaving unsightly gaps in conservation areas. This will be controlled by means of conditions or planning obligations. Applications which would create gap sites will not normally be supported.

Policy HE11

Demolition in Conservation Areas

Within a Conservation Area, planning permission will only be granted for proposals involving the demolition, in whole or in part, of buildings or structures where the existing building or structure:

- i. Makes no positive contribution to the character or appearance and significance, of the area, either individually or as part of a group, or in more general views within or from outside the conservation area; or
- ii. Is demonstrated to be incapable of repair or adaptation so as to extend its useful life; or
- iii. Where it can be demonstrated the condition of the building is such that its re-use would result in the need for extensive reconstruction to the extent that its historic interest and integrity (and thereby the positive contribution it makes to the Conservation Area) would be lost.



Policy
HE10

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Policy
HE11

POLICY

REGISTERED HISTORIC PARKS AND GARDENS

8.37

There are currently 11 parks and gardens in the Winchester district on the National Heritage List for England (NHLE, this list is maintained by Historic England). These are designated heritage assets. There are also a number of parks and garden on a list maintained by the Hampshire Gardens Trust. Parks and gardens found on the list maintained by Hampshire Gardens Trust (and not also listed on the NHLE) are considered to be non-designated heritage assets.

8.38

Hampshire has a wealth of registered historic parks and gardens that contribute greatly to the character, diversity and distinctiveness of its landscape. Parks and gardens are very important parts of the landscape, recording cultural changes, social history and attitudes to the natural environment.

8.39

Registered Parks and Gardens can be in a range of different ownerships. The city council is responsible for a number of public parks and English Heritage and the National Trust also manage a number of historic parks and gardens in the district. Most other historic parks and gardens are either privately owned or in trust, and many of these are open to the public. This includes Registered Historic Parks and Gardens and Green Spaces on Hampshire Garden's Trust website.

8.40

Local planning authorities are required to protect designated heritage assets in planning and development management, and this includes registered parks and gardens and battlefields. However, many parks and gardens are not registered but nevertheless contribute to local significance. Their future therefore needs to be carefully considered and they may be considered as non-designated heritage assets and they may be added to a local list if one is produced.

8.41

Local planning authorities are required to consult Historic England where a planning application affects a Grade I or II* registered park or garden, and the Hampshire Gardens Trust website on all applications affecting Grade I, II* or II registered sites. This is to ensure that they have appropriate professional advice when considering such applications. The Hampshire Gardens Trust may also be consulted about locally-sensitive sites.

Policy HE12

Registered Historic Parks and Gardens

Proposals which accord with the Development Plan will be permitted provided they do not result in unacceptable harm to or loss of the significance or distinctive character of a Registered Historic Park and Garden identified on Local Registers (including the Hampshire Gardens Trust Register of Parks, Gardens and Green Spaces) or results in the loss or deterioration of associated designated heritage assets (in accordance with policy HE3).

Where development impacts on any of the above, consideration should be given to the provision of a positive Conservation Strategy and Management Plan which takes account of:

- i. Heritage significance;
- ii. Funding to manage and maintain the features;
- iii. Changes in use of the site or the need to meet planning, engineering or security requirements;
- iv. Sensitive treatment of boundaries, land use and tree cover, new planting, buildings, structures and features;
- v. Lakes, water courses and other related features; and
- vi. Best conservation practice, with use of local craftsmen and skilled workers where possible.



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Policy
HE12



NON-DESIGNATED HISTORIC RURAL AND INDUSTRIAL HERITAGE ASSETS

8.42

Changes in agricultural and industrial practices and demands have resulted in a number of rural and industrial buildings and structures falling into disuse. Some of these buildings and structures will have historic, archaeological or architectural significance and the local planning authority will consider whether or not there is justification to include a redundant building on the council's list of non-designated heritage assets.

8.43

The significant character of many farm buildings is derived from their simplicity, openness of interior, lack of window openings and an uninterrupted roof plane. Their relationship with other rural buildings as a group may also add to their interest and the character of the area.

8.44

Many agricultural buildings may remain in use for a variety of purposes well suited to their design and character. The local planning authority wishes to ensure that such buildings are maintained in a good state of repair and continue to be used for a purpose to which they are best suited. Conversion to uses which support the rural economy whilst continuing to contribute to the character of rural areas will be supported. Methods of conversion to a more economically attractive use which result in harm to character and compromise the alterations required for adaptation will be resisted where consent is required and alternative means of incorporating change will be sought.

8.45

The very nature of farm buildings (e.g. barns, granaries, etc.) means that inherent conflicts can arise when adapting them to a use requiring the subdivision of spaces and the introduction of openings.

8.46

Whilst the district does not have a large number of industrial buildings compared to other parts of the country, it does have a number of mills, forges, pumping stations and other structures, which are of architectural merit and historic interest. Industrial buildings are often very individual in character with their architectural and historic interest reflecting the function and requirements of the processes involved in their original use. Finding suitable new uses for such buildings when they become redundant is challenging and similar principles to those for rural buildings will apply for their conversion. A new use, which includes some degree of public access, will usually be considered preferable where the building has an important interior.

8.47

Where the building adjoins, or is in close proximity to another use, the possibility of it remaining largely unaltered and serving as a subsidiary role needs to be fully evaluated. A number of barns operate in this way, providing ancillary facilities for the main residence close by. This provides a function for the building, enhances the prospects of repair and maintenance, and avoids the need to erect new structures in the grounds, which can also be problematic. An ancillary use involving minimal alterations will always be preferable to residential conversion.

8.48

Providing the conversion is undertaken in a manner which respects the essential features and characteristics of the building and its setting, new employment and storage uses can be a valuable means of generating income for the repair and maintenance of an otherwise redundant building. Employment uses can also allow a degree of public access to be achieved, which enables the special interest of the interior to be appreciated.

8.49

There may be instances where an exception to normal policy may need to be made. A barn isolated from its farmstead and now forming part of a residential community may be unsuited to employment use due to traffic considerations, etc. With its original purpose gone, an acceptable alternative use is required if the building is to receive the care and maintenance needed for long term survival.

8.50

Under present rules, the conversion of agricultural buildings to up to five residential dwellings is (subject to conditions) permitted development, as set out in Schedule 2, Part 3, Class Q of the General Permitted Development Order (GPDO).

8.51

Conversions that require substantial reconstruction or demand a high level of intervention to achieve the structural needs of the new use, are unlikely to be sympathetic. It is important to establish at the outset the nature of the work required to implement a conversion scheme and applicants are encouraged to submit concurrent planning and, if necessary, listed building applications supported by full measured drawing of the existing building and the proposal for conversion, to enable a judgement to be made.

8.52

Proposals for the conversion of a building which forms part of a group should consider and provide information concerning the intended use of the other buildings. This is to ensure that the conversion of one building does not pre-empt a mix of uses, which will secure a more favourable future for the whole group and to ascertain how the new use will fit into the overall operation, if the historical and visual integrity of the group is not to be compromised. The new use should not only secure the future of the particular building which is the subject of the application, but also help to maintain or enhance the immediate environment, including other buildings in the group.



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NON-DESIGNATED HISTORIC RURAL AND INDUSTRIAL HERITAGE ASSETS

8.53

The setting provided for farm and other rural buildings is very important and a good conversion can often be marred by the use of inappropriate landscaping. The problem is often greatest with residential conversions, but other uses can also give rise to difficulties. This matter is so fundamental that it needs to be resolved at the outset and permission is unlikely to be granted in the absence of sufficient information to ensure the intrusion of residential curtilages within rural agricultural landscapes is avoided.

8.54

Further guidance on national and local on farm buildings is included in [historicengland.org.uk/advice/caring-for-heritage/rural-heritage/farm-buildings/](https://www.historicengland.org.uk/advice/caring-for-heritage/rural-heritage/farm-buildings/) and <https://www.winchester.gov.uk/historic-environment/historic-farm-buildings>

Policy HE13

Non-designated Historic Rural and Industrial Heritage Assets

The change of use of redundant agricultural and other rural or industrial buildings that are identified as non-designated heritage assets will be permitted provided it accords with the Development Plan and it can be demonstrated that:

- i. The building is capable of conversion without significant structural alteration or replacement, or changes which would be detrimental to the distinctive character and historic significance of the building or its setting, its historic fabric, or features. If the subdivision would harm the significance of the building, this should be clearly and convincingly justified;
- ii. The building is incapable of being used in a manner that is less harmful to its significance;
- iii. If the existing use of the building that forms part of its significance is not viable, residential use should be clearly and convincingly justified; and
- iv. If the building forms part of a complex of agricultural or industrial buildings, a comprehensive strategy is put forward which clearly demonstrates the effects on all heritage assets and their settings.



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Policy
HE13

IMPROVEMENTS OR ALTERATIONS TO IMPROVE THE ENERGY EFFICIENCY OF HISTORIC ASSETS

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Winchester City Council declared a climate emergency in June 2019. The district needs to adapt to and help mitigate climate change. Flooding, overheating, green infrastructure, construction, demolition and energy efficiency are just some of the areas where the Local Plan can help the district to mitigate and adapt to climate change. These are mainly dealt with elsewhere in the plan, but there is need for some further guidance in relation to listed buildings and buildings identified as non-designated heritage assets, especially regarding energy efficiency (including overheating).

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The demolition and construction of buildings is a resource intensive activity and contributes to climate change. Minimising demolitions and unnecessary new construction in favour of maintaining, adapting and prolonging the life of buildings can help mitigate climate change. Buildings that have lasted for centuries are likely to have a lower footprint in terms of carbon and energy requirement and usage, when measured over the course of their lives. See Policy CN8 - embodied carbon.

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There are also opportunities to adapt older buildings so that they have an even lower impact on climate change. The council expect applicants to demonstrate an appropriate understanding of any buildings where measures to adapt the buildings are proposed. Striking the right balance between benefit and harm is not always easy when it comes to climate change mitigation and adaptation in historic buildings. It is therefore important that this is carefully considered, and the measures are appropriate for the individual building as otherwise it can lead to:

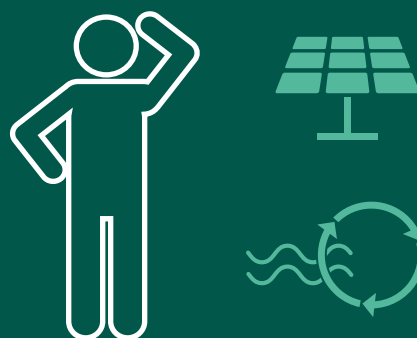
- Unintended consequences and problems of moisture accumulation by inhibiting a building's ability to 'breathe', including condensation and damp;
- Long term irreparable damage to the fabric of the historic building and in some cases the creation of new problems or long-term maintenance issues;
- A consequent effect on the overall integrity of a building; and
- Ultimately, failure to achieve the predicted savings or reductions in environmental impact.

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It is rare that there are no opportunities to upgrade or improve the thermal or energy efficiency of an historic building. Sometimes a building is so sensitive these changes can only be small. Sometimes lateral thinking is required. Often there will be benefits in looking at a site in its widest context to see whether there are any opportunities to offset carbon emissions beyond the

building envelope, such as installing air/ground source heat pumps, planting wind breaks or introducing reed beds for water filtration, for example. It is important that care should be taken to ensure that such proposals do not adversely affect buried archaeological remains and consultation with the Winchester City Council archaeologist may be needed.

The best approach is to look at the historic building as whole in terms of its environment (including the contribution to its significance from its setting), the way that it was originally constructed, the condition of the building and its historic significance. It is important to know all the factors that affect energy use in order to devise an energy efficiency strategy that not only protects the historic importance of the building and its occupants' health, but is also an appropriate strategy for an individual building.

BEST APPROACH

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ALTERATIONS TO IMPROVE THE ENERGY EFFICIENCY OF LISTED BUILDINGS AND NON-DESIGNATED BUILDINGS

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It will normally be necessary to undertake an assessment of the building to understand its significance, sensitivities, identify the opportunities and constraints for improvements, and objectively assess the potential impact of those improvements both on the building's significance and fabric and in terms of how beneficial those improvements would be. Such an assessment will provide clear evidence and justification to support proposals, providing that there is no conflict with other policies in the Local Plan/national guidance/legislation.

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Policy HE14 is supportive to energy improvements to historic buildings as this is an important part of meeting the council's climate emergency targets.

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Historic buildings have an unavoidable role to play in reducing our carbon emissions, as part of our journey to become a net Carbon Zero district by 2030. Historic buildings can

be warm, comfortable and healthy places to work, live and play. Their energy efficiency performance is often better than predicted, but there are many works to historic buildings which can be carried out to make them more sustainable.

Some historic buildings can be protected as Listed Buildings, or by inclusion in a Conservation Area. This might mean that additional permissions are needed before these works are carried out. The council has produced a guide for owners and occupants of historic buildings, to help them to make their historic buildings more efficient. This guide sets out what types of work can be done, when they need permission, the application requirements, and the general likelihood of receiving permission.

The guide is available here: <https://www.winchester.gov.uk/historic-environment/historic-buildings-and-energy-efficiency>. It does not set out how to do the works, or which approach is best, but advises on the permissions needed and the way in which to apply for them.

Policy HE14

Improvements or Alterations to Improve the Energy Efficiency of Historic Assets

Any improvements or alternations that are designed to improve the energy efficiency of designated and non-designated historic assets will be supported providing that it can be clearly demonstrated that:

i. The proposals represent an appropriate strategy for the individual historic building, based on an appropriate assessment and they meet the requirements of the NPPF in terms of assessing the significance of harm to the heritage asset; and

ii. Any proposals which harm the structural integrity, character or significance of the building including through its setting, are clearly outweighed by public benefits as set out in Policy HE3 on designated heritage assets and Policy HE4 on non-designated heritage assets.