

APPENDIX K

WAVERLEY BOROUGH COUNCIL

EXECUTIVE – 2 MARCH 2010

Title:

PROPOSED ADDITIONS TO THE LOCAL LIST OF HISTORIC BUILDINGS

[Portfolio Holder: Cllr Richard Gates]

[Wards Affected: in Haslemere, Cranleigh and Farnham]

Summary and purpose:

To seek endorsement for a programme of surveys of buildings to be added to the Local List of Buildings of Architectural or Historic Importance and the setting up of a Local Listing Review Panel to assess them.

Environmental implications:

The environmental implications of adding buildings to the Local List is that they will be afforded a degree of recognition and protection.

Social / community implications:

The social and community implications are that the character of the areas where the buildings are located will be conserved for the benefit of the community.

E-Government implications:

There are no implications for E-Government.

Resource and legal implications:

The resource implications would be officer input into the assessment of the lists as they are produced. The work on initially identifying the buildings would be carried out on behalf of the Council by knowledgeable local people. The legal implication is that a local list designation does not enjoy the full protection that those in the statutory list have. However, PPG15 and saved Local Plan policies HE2 and HE5 recognise the contribution that locally important buildings can make to the character of an area. Local list designations will be a material consideration when determining applications.

Background

1. During 2008, on their own initiative, knowledgeable local people in Haslemere and Cranleigh drew up lists of buildings that they had evidence to show were of local historical importance. These were submitted to the Council and they were assessed by the Waverley Heritage Officers.

2. In October 2008, the proposed local list for Haslemere and Cranleigh was submitted to the Executive and it agreed the list in principle as the basis for consultation with the owners of the properties. The consultation was carried out in November and December 2008. English Heritage, the Surrey County Council Historic Buildings Officer, Haslemere Town Council and Cranleigh Parish Council, and the Haslemere Society were also consulted. Cranleigh Parish Council and the Haslemere Society responded with further proposed additions to the list. The suggested additions have been assessed by Waverley officers where access was feasible.
3. Out of the 38 buildings proposed for local listing in Haslemere there were 10 objections from occupiers, which caused some concern for Haslemere members. Therefore a Member Briefing was held on 15th April 2009. In Cranleigh, out of 67 buildings proposed, there were 6 objections.
4. At this point, it was evident that a new process was needed for dealing with additions to the list.

The Local Listing Review Panel

5. In order to submit the proposed buildings for the local list to a rigorous review, it is proposed that a Review Panel be set up. Membership could comprise elected members, including the Design Champion, an external expert on historic buildings, possibly the appropriate Development Control Officer and the Waverley Historic Buildings Officer. The first task of the Panel would be to establish the criteria for listing incorporating the four categories below. They could also consider a new name for the designation. The Panel would take into account the new guidelines on Local Lists that English Heritage are drawing up, to be produced in the Spring this year. It will be for the Panel to consider objections from owners and advise the Council on how to respond.

The principle of the local list

6. The next part of this report sets out an explanation of local lists and how they work.
7. Central government's statutory lists afford protection to buildings of special architectural or historic interest of national importance. However, the criteria are strict, so many buildings of undoubted local interest do not qualify for inclusion. Local lists provide a means of recognising these. The Council is entitled to identify buildings of architectural or historic interest that contribute to the heritage, street scene and landscape of an area.
8. Planning Policy Guidance: Planning and the Historic Environment (PPG15) states that it is "open to planning authorities to draw up lists of locally important buildings, and to formulate local plan policies for their protection, through normal development control procedures."

9. The local listing of a building does not impose on an owner any special obligations. Neither does it afford any special statutory protection against demolition. In terms of control, it comes into play only when a development would require planning permission in the normal way. It can then be taken into consideration in reaching a decision. Local listing allows any assessor dealing with the case to be well informed about the history, architecture and significance of the building. The historic importance of a building can be used as a reason for refusal and may be helpful in defending a subsequent appeal. The local list status will ensure that the Council, its officers, and Parish and Town Councils, developers and owners, are aware of the local interest of a building and can take it into account when planning or other decisions are made.
10. Local listing can also instil pride in a building and alert owners to the desirability of sensitive repair and alteration. It may also give support to owners seeking grants from the Surrey Historic Buildings Trust and similar bodies, and provide a checklist in any future survey for revision of the statutory lists.

Waverley Borough Local Plan: Saved Policies

11. Pending the completion of the Local Development Framework, which replaces the Waverley Borough Local Plan 2002, various policies from the Local Plan continue in force as “saved” policies. These include the policies relevant to historic buildings and local lists.
12. Policy HE2: Buildings of Local Architectural or Historic Interest states that the Council will identify buildings of local interest and safeguard the important contribution they make to the character of the Borough.
13. Policy HE5 refers to alterations or extensions of listed or locally listed buildings and seeks that proposals for all listed buildings should preserve or enhance them.

Waverley’s current local list

14. Waverley’s current local list gives fragmentary coverage of the Borough. Its main constituents are:
 - A scatter of buildings formerly notated in the national lists by the non-statutory grade III. These are found throughout the Borough – and are most commonly timber-framed buildings that were not considered quite of sufficient merit for statutory listing. Grade III was abolished around 1970 – some of these buildings were then upgraded to Grade II and, within Surrey, the remainder were regarded as locally listed. These former Grade III items do not well represent later periods of building, in particular the Victorian and Arts and Crafts and Edwardian buildings that form a rich part of Waverley’s heritage.

- Intensive coverage of Farnham deriving from a Council survey completed in 1994. Nevertheless, a few buildings could be added. Some, especially examples from the 20th century, are only now recognised to be of interest.
- Building newly identified within conservation areas during recent and current conservation area appraisals. These include Wrecclesham, Farnham, Bramley and Chiddingfold.

The need to extend the list

15. Waverley is committed, in Policy HE2 of the Local Plan, to identify buildings of local interest. The present list gives inconsistent coverage of both the Borough and historical periods – risking invidious comparisons at appeals.
16. There are regular requests from the public and owners to include buildings on the local list – often in response to a proposal affecting a particular site because they are concerned about protecting the building. It is best practice to list buildings comprehensively in tranches rather than individually when a particular building is threatened.
17. Some local amenity societies and individuals have taken the initiative to undertake surveys within their areas, looking both at the buildings and local history archives. Their intention is to propose robust and well-researched lists of candidate buildings for consideration by the Council, but they need to be subject to a rigorous independent review.

The four categories for local listing

18. Candidates for local listing fall into four categories:
 - Buildings identified by a thorough survey within a particular locality (as was done in Farnham in 1994).
 - Buildings newly identified within an area previously surveyed but of a type or date only more recently recognised as of special interest.
 - Buildings previously simply missed because they were not easily visible or an important historic connection was not known – perhaps a historic personality, event or constructional innovation.
 - Buildings in an area not surveyed considered now at risk. Though these should be the exception, and would be best locally listed as part of a rapid survey of at least the immediate area.

Value of local listing

19. The implications of local listing are set out earlier in this report. However, they may be summarized as follows:

- a) Policy guidance in PPG15 states that local authorities may draw up their own local lists and protect them through planning policies.
- b) Only development needing planning permission is subject to control.
- c) There is currently no special protection from demolition, other than in conservation areas.
- d) It can help the Council in defending a planning appeal.
- e) Local listing of a building currently imposes no special duties or control on owners.
- f) It can promote the appreciation of a building by its owners, and others.

It can help when seeking repair grants from bodies such as the Surrey Historic Buildings Trust.

Format of survey results

- 20. A form is to be completed for each property proposed for local listing. These will be available for inspection, but it is not, as yet, proposed that they be formally published. The form includes the address, a photograph, a brief description with historical notes, and a check-box summary of the reasons for local listing. The categories are:
 - Historic fabric
 - Historic associations
 - Architectural merit
 - Townscape/landmark/group value
- 21. A building will often be included for a combination of these reasons.
- 22. This check-box is intended to help development control officers assess whether, and how, a particular planning proposal affects the essential interest of the building. For example, if the building is included solely for townscape / landmark / group value, then a proposal that does not affect any readily seen aspects of the building, perhaps even a total rebuild behind the façade, may be quite acceptable. Such a proposal is likely to be inappropriate if historic fabric of significance would be lost. If architectural merit is involved, then any alterations must recognise the importance of respecting the formal composition of the building.

The published list would include the address, together with a brief description, of each property and an indication of the reason for inclusion. The precise format is still to be determined and would be tailored to be consistent with the needs of Surrey County Council's Historic Environment Record that is currently being assembled.

The programme for local listing

23. It is proposed that additions to the local list be brought forward in tranches:
1. Haslemere and Cranleigh (work commenced)
 2. Falkner buildings in Farnham (work commenced)
 3. Chiddingfold (initial survey carried out by the conservation area appraisal team)
 4. Bramley (initial survey carried out by the conservation area appraisal team)
 5. Godalming (volunteers needed for the survey)
 6. The other villages as volunteers come forward.

Views of the Planning Policy Special Interest Group - 2 February 2010

24. There was support for the report and the Group was prepared to recommend the proposals to the Executive.

Conclusion

25. The Panel will ensure that a consistent approach is taken to drawing up the list and the criteria are clearly set out.

Recommendation

That the Executive be recommended to set up a Local Listing Review Panel to assess the proposed lists as they are produced.

Background Papers

There are no background papers (as defined by Section 100D(5) of the Local Government Act 1972) relating to this report.

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