

## 11.0 Historic Environments

### Introduction

11.1 Guildford Borough Council has a commitment to the stewardship of the historic environment. The policies within this Chapter seek to ensure that there is effective protection for all aspects of the historic environment. Listed buildings, conservation areas, monuments, archaeology and historic gardens are the physical survivals of the past and are valued and protected as part of our cultural heritage and national identity. These buildings, areas and features add to the quality of our lives, firstly, by enhancing the familiar and cherished local scene and secondly, by sustaining the sense of local distinctiveness which is so important an aspect of the character and appearance of our towns, villages and countryside. The historic environment is also of great importance for leisure and recreation.

11.2 This Chapter is divided into three sections; listed buildings, conservation areas and archaeology.

11.3 There is a Design Code (Policy G5) in the General Policies Chapter which covers many of the detailed aspects of design and is applicable throughout the Borough.

### Objective

11.4 This Plan's objective for the historic environment is:

1. To protect and enhance the quality of the built environment, including historic and listed buildings and gardens, conservation areas, ancient monuments and archaeological remains.

### Supporting Measures

11.5 The objective will be achieved through the implementation of the policies and proposals set out in the Plan and by the following supporting measures:

### Listed Buildings

1. Listed buildings throughout the Borough are surveyed and inspected regularly. A schedule of those considered to be "at risk" through redundancy, neglect or vacancy is published every other year. Repairs to such buildings are sought through persuasion, technical advice, offers of grants and legislation such as Urgent Works Notices (under Section 54 of the Planning (Listed Buildings and Conservation Areas) Act 1990).
2. The Borough Council will advise and encourage Local Building Preservation Trusts to help secure the restoration and preservation of listed buildings.
3. Specialist advice for owners and occupiers and grants may be available to assist in the repair and maintenance of historic buildings.
4. Where a listed building is demolished or damaged without permission, the Council may wish to require its replacement or repair to its former state in order to protect the character of the building or setting.
5. Unlisted buildings, if of special value in architectural or historic terms, will be protected if it is considered that there is a danger of demolition or alteration. This is possible through the use of a Building Preservation Notice which comes into force as soon as it has been served on both the owner and the occupier. The Secretary of State for Culture, Media and Sport may also place a building on the Statutory List. This is known as "Spot Listing".
6. The Borough Council may vary environmental standards such as highway or parking requirements or the Building Regulations where appropriate, if this allows the protection, retention or enhancement of a listed building or its setting.

## Conservation Areas

1. The Borough will continue to promote environmental improvements to enhance the character of its conservation areas through the borough.
2. The Borough Council will continue to monitor the condition of all historic buildings within the conservation areas, and will use all available powers to secure the repair and proper maintenance of such buildings.
3. The relaxation of the building regulations and other environmental standards such as parking and access requirements, will be considered where these would conflict with policies intended to preserve the appearance and character of the conservation areas.
4. The Council will continue to protect areas of special quality by the designation of further conservation areas and extensions to those existing, where such designations are warranted. The assessment of an area will be based on the following factors;
  - the origins and development of the topographic framework, e.g. former road or plot patterns, significant boundaries, formal layouts,
  - the archaeological significance and potential of the area,
  - the architectural and historic quality, character and coherence of the buildings, both listed and unlisted, and the contribution which they make to the special interest of the area,
  - the character and hierarchy of spaces and townscape quality,
  - prevalent and traditional building materials,
  - the contribution made by greens or green spaces, trees, hedges and other natural or cultivated elements to the character of the area,
  - the prevailing (or former) uses within the area and their influence on the plan form and building types,
  - the relationship of the built environment to landscape or open countryside, including definition of significant landmarks and vistas,
  - the extent of loss, intrusion or damage; that is, the negative factors which affect the character or appearance of an area and any opportunities for enhancement, and
  - the existence of any neutral areas.

## Listed Buildings

- 11.6 The Secretary of State compiles Statutory Lists of Buildings of Special Architectural or Historic Interest. The demolition and alteration of such buildings requires the consent of the Borough Council, or in some cases the Secretary of State for Culture, Media and Sport. Listed buildings are classified in grades to show their relative importance.
- Grades I and II\* - are buildings of outstanding architectural or historic interest which are of particularly great importance to the nation's built heritage, their significance is generally beyond dispute. They comprise a small proportion of all the listed buildings nationally, only about 6%.
  - Grade II - are buildings of special interest. Approximately 94% of listed buildings nationally are Grade II which represents a major element in the historic quality of our towns, villages and countryside. Failure to give careful scrutiny to proposals for their alteration or demolition could lead to widespread damage to the historic environment.

- 11.7 The last re-survey carried out by the, then, Department of the Environment was in 1987. Approximately 1,200 structures in Guildford Borough now have listed status. In addition to these listed buildings there are many "locally" listed buildings. These are buildings or structures which do not meet the listing criteria but do have important local significance and are worthy of retention.

**Policy HE1  
PROPOSALS WHICH AFFECT LISTED  
BUILDINGS**

Planning permission will be granted for alterations and additions where: -

1. The proposal does not detract from the character or setting of the building; and
2. The proposal respects and enhances the original architecture, scale, materials, colour, detailing and other significant features of the building.

- 11.8 The listing of an historic building is intended to ensure that the case for its preservation is considered fully before any alteration can take place. Many historic buildings can accommodate some form of alteration or addition, but the Borough Council will require such proposals to respect and retain the special historic and architectural character of the building.
- 11.9 Any proposals that would affect the character of a listed building will require listed building consent, even when planning permission itself may not be required. Listed building consent is a separate, but parallel process to that for planning permission. The Borough Council will be producing Supplementary Planning Guidance containing the detailed policies and procedures for dealing with listed building consent applications.

**Policy HE2  
CHANGES OF USE OF LISTED  
BUILDINGS**

Planning permission will be granted for the change of use of the whole or part of a listed building where: -

1. It would preserve or restore the building; and
2. Any associated works would not damage or detract from the features of special architectural or historic interest of the building, its character, appearance or setting.

- 11.10 The best use for a listed building will often be that for which the building was designed originally. However, not all original uses will now be viable or even necessarily appropriate. In these circumstances the Council will grant a change of use where this would restore or preserve a listed building. However, a proposed new use should not detract from the character or setting of the listed building nor should it harm any significant internal or external feature. The subdivision of any large volume of interior space, for example in churches, barns or entrance halls, will be resisted if these alterations would affect the internal character of the building. When such applications are considered the Borough Council will ensure that the proposals take into account the character of the building and other policies in this Plan.
- 11.11 A grant of approval for a change of use relates to the use of the building only, it would not give consent for any associated building works or alterations, which would require a separate application for listed building consent.

**Policy HE3  
THE DEMOLITION OF LISTED  
BUILDINGS**

Planning permission will not be granted for any development which would require the whole or part demolition of a listed building.

11.12 Listed buildings represent a finite resource and an irreplaceable asset. The whole or partial demolition of a listed building will be strongly resisted. There may be exceptional circumstances where some loss of a historic structure may be unavoidable. In such cases there will be a requirement for a detailed professional recording of the historic structure that will be destroyed.

**Policy HE4  
NEW DEVELOPMENT WHICH  
AFFECTS THE SETTING OF A LISTED  
BUILDING**

Planning permission will not be granted for development that adversely affects the setting of a listed building by virtue of design, proximity or impact on significant views.

11.13 The setting in which a listed building stands makes a vital contribution to the overall character and quality of the building. When development proposals are considered for sites within the vicinity of a listed building the Borough Council will give careful consideration to the location, design and scale of the proposals to ensure that it would not have a detrimental effect on the listed building or its setting. Reference should also be made to Policy G1(3).

**Policy HE5  
ADVERTISEMENTS ON LISTED  
BUILDINGS**

The display of advertisements on listed buildings will be permitted provided that:

1. The scale, colour, materials, detailing and number of signs are sympathetic to the character of the listed building;
2. The signs are not illuminated; and,
3. They do not detract from or conceal any significant architectural features.

Consent will not be granted for advertisements on listed buildings in non-commercial use.

11.14 There is often conflict between considerations of amenity and conservation and commercial pressures for advertising. However, the Council considers that issues of heritage and conservation are paramount in these circumstances and intends that there should be strict restraint with regard to advertisements and canopies on listed buildings as their appearance can be compromised by the use of insensitive advertisements. The Borough Council will ensure that where advertisements are permitted, they will be modest and complement the character of the building. Advertisements displayed near to a listed building should not spoil or compromise the setting of the listed building.

11.15 Policy G9 of the General Policies Chapter states that projecting signs are not permitted in the cobbled part of the High Street in Guildford Town Centre. The gradient of the High Street means that hanging and projecting signs would be extremely visible and their cumulative effect would obscure views along the High Street and of the buildings.

11.16 Supplementary Planning Guidance on the use of advertisements and signs has been published by the Borough Council and amplifies the comments above.

**Policy HE6  
LOCALLY LISTED BUILDINGS**

In considering applications for development affecting buildings included on the local list the council will have regard to the effects of the development on the architectural or historic interest of the buildings and its setting.

11.17 Despite the thorough re-survey carried out by the Department of the Environment, some buildings, on closer inspection may be worthy of listing. Many more buildings, however, do not meet the listing criteria but do have important local significance and are worthy of retention. The Council has commenced a Borough-wide survey in order to compile a list of buildings of local interest. These would normally be

those structures which date before 1900 and survive in much their original condition. Buildings from between 1840 - 1914 would have to be of definite quality and character, while later buildings would have to be of particular interest and be good examples of contemporary architectural styles.

- 11.18 A list of those buildings already placed on the local list is available separately. The Council will continue to survey other parts of the Borough in order to compile a Borough-wide list of buildings. Inclusion of buildings in the Local List accord no special powers for the control of development effecting these buildings, but in considering applications the Council will take into account their local importance and will expect applicants to show what effects there would be on these buildings or their settings when submitting their proposals.
- 11.19 Locally listed buildings, like statutory listed buildings cannot be replaced once lost. The whole or partial demolition of a locally listed building will normally be resisted, as will the removal of any important internal or external feature.

### Conservation Areas

- 11.20 The Borough Council has a duty to designate as conservation areas any "areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance" and to keep the designations of conservation areas under review. Whilst listing procedures are focused on the protection of individual buildings, conservation area designation is the main instrument available to the Borough Council to give effect to conservation policies for a particular neighbourhood or area.

- 11.21 There are 38 conservation areas in the Borough and these are listed below. Their boundaries are shown on the Proposals Map.

Abinger Hammer  
 Albury  
 Basingstoke Canal South  
 Basingstoke Canal North  
 Bisley Camp  
 Bridge Street, Guildford  
 Charlotteville and Warren Road  
 Compton  
 Eashing  
 East Clandon  
 East Horsley  
 Effingham  
 Guildford Town Centre  
 Holmbury St Mary  
 Littleton  
 Millmead & Portsmouth Road  
 Ockham  
 Ockham Mill  
 Onslow Village  
 Peaslake  
 Pirbright  
 Puttenham  
 Ripley  
 St Catherines  
 Seale  
 Shackleford  
 Shalford  
 Shere  
 Stoke Fields  
 Stoughton Barracks  
 Wanborough  
 Waterden Road  
 West Clandon  
 West Horsley  
 Wey & Godalming Navigations  
 Wisley  
 Wood Street  
 Worplesdon

- 11.22 The assessment of an area for designation of a conservation area is based on a number of factors which are listed in the Supporting Measures above.

## Policy HE7 NEW DEVELOPMENT IN CONSERVATION AREAS

New development should preserve or enhance the character or appearance of the conservation area and an applicant must demonstrate that consideration has been given to:

1. The retention of buildings, groups of buildings, existing street patterns, building lines and ground surfaces and the impact on significant open spaces;
2. The retention of architectural features such as walls and shop fronts and other features which contribute to the character of an area;
3. The impact of development on the townscape and roofscape of the conservation area;
4. The need to apply a consistently high standard of design and the use of good quality materials;
5. The need to ensure the protection of trees which contribute to the character and appearance of the conservation area; and,
6. The need or scope to remove unsightly and inappropriate features or details.

11.23 The Borough Council has a duty to ensure the preservation and enhancement of the character or appearance of the conservation areas in the Borough, and all applications in these areas will be assessed within this context. The Borough Council believes that a very high standard of development is required. Each conservation area has an individual character and appearance and all development proposals will be required to respect and enhance that character. The character of an area derives not only from the buildings, but also from street patterns, building lines, spaces, ground surfaces, trees, roofscapes, views and vistas and other features.

11.24 The Borough Council will normally require detailed applications for development in conservation areas. The information submitted with an outline planning application is not always sufficient to allow an adequate assessment of the proposed development in its setting.

## Policy HE8 ADVERTISEMENTS IN CONSERVATION AREAS

Within conservation areas the Borough Council will not grant permission for the display of advertisements which would materially detract from the character or appearance of the conservation area.

11.25 Many of the conservation areas in Guildford Borough are in Guildford Town Centre and in the shopping and commercial areas of the rural settlements. Consequently there may be conflict between amenity considerations and commercial pressures for advertising. The use of insensitive advertisements can affect detrimentally the character or appearance of a conservation area. The Borough Council intends that there should be strict restraint with regard to advertisements in conservation areas.

11.26 The Borough Council will ensure that advertisements, where permitted, are of a modest nature and complement the character of an area. They must be related to the design of the building on which they are displayed, or if freestanding should not compromise the setting of the building or spoil the adjacent area. Internally illuminated fascias, projecting and hanging signs, both illuminated and non illuminated, will usually be resisted.

11.27 Policy G9 in the General Policies Chapter states that projecting signs are not permitted in the cobbled part of the High Street in Guildford Town Centre.

11.28 Supplementary Planning Guidance on the use of advertisements and signs has been published by the Borough Council and amplifies the comments above.

**Policy HE9  
DEMOLITION IN CONSERVATION  
AREAS**

Development which involves demolition of a building in a conservation area will only be permitted where:

1. The existing building makes little or no contribution to the character or appearance of the area; or
2. Its potential for repair, retention and beneficial use is limited; and
3. Approval has been granted for a replacement scheme with an agreed timescale.

11.29 Development which requires the demolition of buildings within a conservation area will usually be resisted. However, there may be cases where proposals requiring demolition would be considered and the following factors will be taken into account:

1. The contribution of the building to the character and appearance of the conservation area;
2. The condition of the building and the cost of repair and maintenance in relation to the value derived from its continued use;
3. The adequacy of efforts made to retain the building in use. It should be demonstrated that real efforts have been made to continue the present use or find compatible alternative;
4. The merits of the alternative proposals for the site.

11.30 The whole or substantial demolition of buildings within conservation areas requires conservation area consent. The Council will produce supplementary planning guidance on the detailed policies and procedures for dealing with applications for demolition in conservation areas.

**Policy HE10  
DEVELOPMENT WHICH AFFECTS  
THE SETTING OF A CONSERVATION  
AREA**

The Borough Council will not grant permission for development which would harm the setting of conservation area, or views into or out of that area.

11.31 Planning authorities are required to ensure that developments within conservation areas preserve or enhance the character or appearance of that area. The desirability of preserving or enhancing an area should also be a material consideration in the determination of proposals which are outside the conservation area but would affect its setting, or views into or out of the area.

11.32 Development adjacent to a conservation area, even at some distance, or on the skyline, where the height of new buildings could be significant, could affect sensitive views into and out of the conservation area. Such cases may include many village conversion areas and particularly in the case of Guildford Town Centre, where views from many of the main streets are to open land of the surrounding hills and vice versa.

**Ancient Monuments and  
Archaeology**

11.33 Ancient Monuments are buildings or structures of historic, architectural, artistic or archaeological importance which have been scheduled by the Secretary of State for the Department of Culture Media and Sport. There are 31 Scheduled Ancient Monuments in Guildford Borough. The national schedule differs from the more comprehensive list of buildings of special architectural or historic interest, but broadly speaking, scheduled monuments rank in importance with Grade I or II\* listed buildings. Where buildings are both scheduled and listed, ancient monument legislation takes precedence, and scheduled ancient monument consent rather than listed building consent is required for works.

- 11.34 Works to a Scheduled Ancient Monument require the consent of the Secretary of State, to ensure that the repairs are necessary and are undertaken in a manner which respects the character and method of construction of the structure. Any works which are carried out which would have the effect of demolishing, destroying, damaging, removing, repairing, adding to, flooding or covering up the monument require Scheduled Ancient Monument Consent. The scope of the control is therefore more extensive and more detailed than that applied to listed buildings. It is an offence, liable to prosecution, to carry out, or permit to be carried out works without Scheduled Ancient Monument Consent. It is also an offence to damage or destroy a protected monument. A list of Scheduled Ancient Monuments is contained in Appendix 3 and are indicated on the Proposals Map.
- 11.35 In addition to the Scheduled Ancient Monuments there are also sites in the Borough which have been identified, and are continuing to be identified by the County Council, as County Sites of Archaeological Importance, or Known Archaeological Sites. These are sites of National Importance and are worthy of preservation and may be defined in terms of good survival, rarity in the locality, educational value, relationship to other sites and visibility. A list of such Sites is contained in Appendix 3.
- 11.36 The Scheduled Ancient Monuments and other Known Archaeological Sites form a vital part of the Borough's heritage. The Borough Council will, in conjunction with the County Council, use all available expertise and legislative powers to protect these monuments and sites.

**Policy HE11  
SCHEDULED ANCIENT MONUMENTS  
AND OTHER SITES AND  
MONUMENTS OF NATIONAL  
IMPORTANCE**

Planning permission will not be granted for development which would harm the archaeological importance of scheduled ancient monuments and other monuments of national importance or their settings, as identified on the Proposals Map.

- 11.37 Where nationally important archaeological remains, whether scheduled or not, and their settings, are affected by proposed development there should be a presumption in favour of their physical preservation. Where development is granted the Borough Council will encourage, through the use of conditions, the management and interpretation of the site to develop its educational and recreational potential.
- 11.38 The needs of archaeology and development can be reconciled, and potential conflict reduced, if developers discuss their preliminary plans with the Borough Council at an early stage. Prospective developers are advised that an initial assessment of the site will be required before an application is made and that the County Archaeologist should be contacted. The Borough Council will also consult with English Heritage regarding Scheduled Ancient Monuments, and the County Council regarding any proposals which would affect Scheduled Ancient Monuments or Known Archaeological Sites.

**Areas of High Archaeological Potential**

- 11.39 Where development proposals fall within an area of high archaeological potential as identified by the County Council, the Borough Council will require that an initial assessment of the archaeological value of the site be submitted as part of any planning application.

11.40 If the initial assessment indicates that important archaeological remains may exist, the Borough Council will request that a field evaluation is carried out before the planning application is determined.

11.41 Where important archaeological remains are found to exist and preservation in situ is not justified, the Borough Council will ensure that a programme of archaeological work is implemented, to include a full archaeological report to be agreed by the County Archaeologist.

11.42 Preliminary discussions with the Borough Council and the County Archaeologist is advised, prior to the submission of an application for works within an Area of High Archaeological Potential and it is recommended that an initial assessment of the site is undertaken before the submission of an application. This usually involves desk based evaluation of existing information, such as records of previous discoveries, historic maps or geophysical survey techniques.

11.43 Where early discussions with the Borough or County Councils, or the developers' own research indicate that important archaeological remains may exist the Borough Council will request that an archaeological field evaluation is carried out before any decision on the planning application is taken. This sort of evaluation is not a full excavation, but normally a rapid and inexpensive operation which involves ground survey and small scale trial trenching. This evaluation should, however, be carried out by a professionally qualified archaeological organisation or archaeologist.

11.44 The results of such assessments and evaluations should form part of an application for works within an Area of High Archaeological Potential. If an application is submitted without prior discussions with the Borough Council, the County Archaeologist will be consulted to help determine whether the proposal would have archaeological implications and to assess the likely archaeological

impact. If it becomes evident that a proposal would affect archaeological remains, applicants will be requested to provide more detailed information about the scheme.

### Unidentified Archaeological Sites

11.45 Outside areas of High Archaeological Potential, the Borough Council may require, where appropriate, that an initial assessment of the site for archaeological potential be submitted as part of any planning application. Where evidence of significant archaeological potential is found, the same procedures will apply as outlined above in relation to Areas of High Archaeological Potential.

11.46 The designation of sites as those of archaeological importance can only be based on current knowledge. However, experience shows that new sites may be discovered at any time. It is especially likely that large scale developments will affect unknown archaeological remains. On large scale development sites of 0.4Ha (1 acre) or more the County Council may therefore request the Borough Council require that an initial assessment is carried out even where such sites are outside areas of known importance. Such sites would be selected partly on the basis of the size of the area to be affected by the development and partly on the basis of current knowledge of the surrounding area. If the assessment reveals that archaeological evidence is likely to be present on the site, the Borough Council will require field evaluation and apply the procedures as outlined above in relation to Areas of High Archaeological Potential, if necessary by the use of conditions.

### Policy HE12 HISTORIC PARKS AND GARDENS

Planning permission will not be granted for development which would detract from the character or appearance of a park or garden of special historic interest, or its setting. Permission will not be granted for unsympathetic subdivision.

- 11.47 The effect of proposed development on a registered park or garden or its setting is a material consideration in the determination of a planning application. The location of these is shown on the Proposals Map. The conservation of the wider historic landscape, including historic parks and gardens, is a significant role for local planning authorities. The retention, preservation and sensitive restoration of historic parks and gardens will be encouraged. Any restoration should take account of the historical dimensions of the landscape as a whole. Its most important components should be protected, and development that is consistent with the maintenance of its overall historic character should be encouraged.
- 11.48 The County Council is currently undertaking a study of areas of historic landscape importance. The Borough Council will consider the identification of these in Supplementary Planning Guidance.