



Rushmoor Local Plan

supplementary planning document



Locally listed heritage assets



Contents

1. Introduction..... 3
 What is a Supplementary Planning Document? 3
 The purpose of this SPD..... 3
 National policy context..... 3
 Local policy context 4
 When this guidance applies..... 4
2. Local Historic Significance 5
3. Locally Listed Heritage Assets 6
4. Is Planning Permission Required for All Proposals That Would Affect A Locally Listed Heritage Asset? 7
5. Requirements When Submitting A Planning Application That Would Affect A Locally Listed Heritage Asset 7
6. Demolition of a Locally Listed Heritage Asset..... 7
7. Suggesting Amendments to the Local List 7
8. The Procedure for Amending the Local List..... 8
Appendix A – Criteria for designating a Locally Listed Heritage Asset 9

1 Introduction

What is a Supplementary Planning Document?

- 1.1 A Supplementary Planning Document (SPD) supports national planning policy guidance and elaborates upon policies in the Rushmoor Local Plan (adopted February 2019). SPDs are a material consideration that can be taken into account when determining a planning application. This SPD elaborates upon Local Plan Policies HE1: Heritage and HE2: Demolition of a Heritage Asset.
- 1.2 This SPD was subject to six weeks' public consultation between 31 January and 13 March 2020, and it was adopted on 22 December 2020, in line with the decision taken by the Council's Cabinet on 16 December 2019.

The Purpose of this SPD

- 1.3 The purpose of this Supplementary Planning Document (SPD) is to set out the criteria for identifying buildings and structures of local importance and the procedure for adding them to our Local List. It also identifies the relevant conservation principles which apply to these buildings.
- 1.4 Locally listed buildings are of historic or architectural merit but do not benefit from the same protection as statutory listed buildings which are designated by [Historic England](#) (the public body that looks after England's historic environment).
- 1.5 The key objectives of this SPD are:
 - To raise the profile of, and give recognition to, buildings and structures that contribute to the special local character and distinctiveness of an area;
 - To encourage the preservation and repair of buildings and structures of local historical and architectural importance;
 - To provide clear guidance to the Council's Development Management Team and developers on alterations to such buildings and structures where planning permission is required;
 - To enhance the appearance of the Borough's built environment;
 - To ensure that developments are sympathetic and appropriate to the character of the Borough's locally important historical buildings and structures.

National Policy Context

- 1.6 The National Planning Policy Framework (NPPF), published in February 2019, sets out broad principles which councils must take into consideration when deciding whether to grant planning permission, including achieving well-designed places.
- 1.7 Chapter 16 of the NPPF confirms the importance that the Government attaches to conserving and enhancing the historic environment. Amongst other things, it states that 'in determining applications, local planning authorities should require an applicant to

describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance' (paragraph 189).

- 1.8 In addition, the NPPF states that 'the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset' (Paragraph 197).

Local Policy Context

- 1.9 The [Rushmoor Local Plan](#) sets out a range of policies designed to value and conserve the historic environment in the Borough. For example, Policy HE1: Heritage states, amongst other things, that 'proposals for development that affect heritage assets (designated and non-designated) should conserve and enhance the significance, special interest and character and appearance of the heritage asset and its setting, particularly those that are recognised as having an intrinsic link to the military or aviation history of the Borough'.
- 1.10 Policy HE2 of the Rushmoor Local Plan states that 'the demolition or partial demolition of a heritage asset, particularly those with an intrinsic link to the aviation or military history of the Borough, will not be permitted unless every practical effort has been made to retain it, the loss of the asset is necessary to achieve public benefits, those public benefits outweigh the loss, and it is demonstrated that the new development will proceed within a reasonable and agreed timescale'.

When this Guidance Applies

- 1.11 This document identifies the specific conservation principles that apply to buildings included on the Local List. This document also sets out the criteria for identifying additional buildings and structures of local importance and the procedure that will be followed for considering their inclusion on the Local List.

Local Historic Significance

- 1.12 The Council has prepared a Statement of Local Historic Significance¹ which provides information about the history of the Borough, a context for understanding the significance of our heritage assets and identifying buildings and structures of local interest.

Statement of Local Historic Significance

Aldershot and Farnborough are two urban areas linked by a large military camp adjacent to the county boundary with Surrey, which follows the course of the River Blackwater.

Until the mid-19th century, much of the area that the two towns now occupy was heathland and common surrounded by a landscape of small, irregular field and small settlements, most no more than hamlets of medieval origin at Aldershot, Cove, Farnborough Street and Farnborough Green, and isolated farmsteads. In addition, there were a number of large houses set in park-like grounds at Aldershot Place, Farnborough Place and Windmill Hill (re-built in 1859 and re-named Farnborough Hill). In 1882, Farnborough Hill became the home of the Empress Eugenie who established St Michael's Abbey and built a mausoleum for her husband, the Emperor Napoleon III, and her son, the Imperial Prince.

Aldershot Military Town was established as a garrison town in the 1850s in response to a growing requirement for a military presence overseas. In 1854, 8,000 acres of low-cost heath at Aldershot were purchased to be used as the site of the first permanent training ground for the army, large enough to run regular summer exercises for 10 to 12 battalions at one time. Aldershot is known as the 'Home of the British Army'.

By the late part of the 19th century, the temporary camps had been replaced with buildings of brick and slate and had grown to become the largest military garrison in the British Empire, with its own water and power supply, food production, police and fire brigades. In addition, it became the center of military innovation and attracted military scientists, engineers and experimenters. Many of the camp commanders were reformers concerned with the conditions under which the ordinary soldier lived, and with their welfare and education as well as their military training. Gradually the camps were provided with facilities and infrastructure such as schools, a hospital, a power station and a sewage works, making Aldershot a complete military town. Even some of the roads were built to accommodate a marching army and so were wider than usual. Buildings were laid out on a formal grid pattern, with both buildings and spaces having key functions within the barracks.

In 1905, His Majesty's Balloon Factory was set up in Farnborough. From that time, and under a variety of names, Farnborough became one of the key sites in the world relating to developments in aviation, aerospace and defence technology. The Factory closed in 1999 when the Ministry of Defence moved its activities to Cody Technology Park. The

¹ Prepared in accordance with [Historic England Guidance: Local Heritage Listing: Historic England Advice Note 7](#) (published 2016).

Farnborough Airshow, held every two years, continues to reflect the history and advances in aerospace.

The arrival of the army had a massive impact on the two small settlements, particularly Aldershot. In 1851, the population of Aldershot was a little under 1,000, whilst the population of Farnborough was 477. By 1861, Aldershot's population had soared to 16,720, whilst Farnborough had a population, including military personnel, of 5,530. By 1901 the population of Aldershot had almost doubled to 30,974. The presence of the camps led to new commercial centres being built to serve the two camps and the rapidly expanding population, which from the 1860-70s had also begun to include rail commuters to London.

The resulting built form, from the medieval and post-medieval expansion of hamlets and villages to the large-scale Victorian and to a less extent Edwardian expansion of the towns and the army camps, combined with the functional buildings of the military and aviation sites are all recognised on the Statutory lists for the Borough, as designated by Historic England. These are highly relevant to the Local List and reflect the importance of the military presence to the evolution of the area.

2 Locally Listed Heritage Assets

- 2.1 The Local List is a locally designated register of buildings and structures in Rushmoor which will receive special consideration when planning proposals are submitted for approval to the Council. Historic England acknowledges that local lists:
- Play an essential role in building and reinforcing a sense of local character and distinctiveness in the historic environment.
 - Can be used to identify significant local heritage assets.
 - Strengthen the role of local heritage assets as a material consideration in the planning process.
- 2.2 It is important to note that the Local List is separate to the nationally designated Statutory List which is managed by Historic England and includes buildings which are graded as Grade I, II* and II Listed Buildings.
- 2.3 Since the Council's Local List was first adopted in 2012, additional buildings and structures have been added to the List, and some have been removed. The Historic Assets designated on the Local List were designated for satisfying one or more of the criteria contained in Appendix A of this SPD or its predecessor².
- 2.4 This SPD describes how planning applications that would result in changes to a Locally Listed Heritage Asset will be considered. Whilst local listing provides no additional planning controls, the fact that a building or structure is on a local list means that its conservation as a heritage asset is an objective of the NPPF and a material consideration when determining the outcome of a planning application.

² Upon adoption this SPD superseded the Buildings of Local Importance SPD

3 Is Planning Permission Required for All Proposals That Would Affect A Locally Listed Heritage Asset?

- 3.1 Not necessarily: the proposed works to the building or structure should be assessed for its impact and any potential harm. If you want to check whether planning permission is required, you should send as much information as possible to the planning department describing the works you are proposing to undertake and why. Photos, maps and drawings that illustrate your proposals and which state the type of materials proposed to be used will enable us to respond
- 3.2 If we confirm that planning permission is required, the above information could inform a Heritage Impact Assessment.

4 Requirements When Submitting A Planning Application That Would Affect A Locally Listed Heritage Asset

- 4.1 When submitting a planning application that would affect, or have the potential to affect, a Locally Listed Heritage Asset, a Heritage Impact Statement should be included which complies with the requirements of Local Plan Policy HE1: Heritage.
- 4.2 When considering applications for alteration, extension or demolition of a building or structure on the Local List, the significance of the building or structure and its particular features of importance will be taken into consideration. If a building or structure is included on the Local List, this will be a material consideration when determining any planning applications that affect it.
- 4.3 In summary, the applicant must demonstrate a clear understanding of the work proposed and the potential impact upon the Locally Listed Heritage Asset to ensure that alterations would be sympathetic to the significance of the building or structure.

5 Demolition of a Locally Listed Heritage Asset

- 5.1 The Council will seek to protect and retain Locally Listed Heritage Assets whenever possible. Demolition should only be agreed where the replacement is of such a high quality that the loss of the building or structure will be adequately mitigated by a development that enhances the character of the local area. Where a loss is proven to be acceptable, the Council will require a full record of the building/structure to be carried out and any features of local historical interest to be donated to an interested party (for example, the local archives at a library) or incorporated into the site's redevelopment.

6 Suggesting Amendments to the Local List

- 6.1 If you wish to suggest a building or structure for inclusion on the Local List, believe that the records/information on a building or structure currently on the List require amending, or feel that a building or structure should be removed from the list (perhaps because the building no longer meets the criteria for selection, has been demolished or

has undergone changes that have negatively impacted upon its significance), please complete the form on our [website](#) and send it along with any maps, photos or other relevant evidence to planningpolicy@rushmoor.gov.uk.

- 6.2 Appendix A identifies the criteria that will be used to appraise suggested additions or removals from the Local List. It should be noted that only one of the criteria needs to be met in order for a building or structure to be eligible for inclusion or retention on the Local List. However, the physical fabric of the building or structure should be of sufficient interest to justify its inclusion.

7 The Procedure for Amending the Local List

- 7.1 Prior to any buildings or structures being added to the Local List, the owners of the affected buildings or structures, as well as the local ward councilors, will be notified. This will provide an opportunity for these parties to comment on that building or structure's inclusion on the Local List.
- 7.2 It is important to note that the Council can only consider comments about the building or structure's local architectural or historic interest and cannot consider personal circumstances or current or future development proposals. A building or structure will only be added to the Local List if it meets one or more of the criteria in Appendix A and the physical fabric of the building or structure is sufficient interest to justify its inclusion.
- 7.3 Once nominations have passed all the necessary checks, a shortlist will be formed for ratification. The final decision for inclusions, removals or amendments to the Local List will be made by the Council's Cabinet or by the Head of Economy, Planning and Strategic Housing, in consultation with the Planning and Economy Portfolio Holder under delegated authority.

Appendix A – Criteria for designating a Locally Listed Heritage Asset

- A.1 The following criteria were used to identify the buildings and structures that are currently on the Council's Local List and will be used to appraise any future submissions for local listing. The criteria are based upon those contained in Historic England Guidance reflecting the importance of a building or structure from a local perspective (as indicated by the Statement of Local Historic Significance) and the criteria used by Historic England for their statutory list. However, the physical fabric of the building or structure should be of sufficient interest to justify its inclusion.

Criteria for listing local assets:

- A. Buildings or structures dating before 1840, which have survived in anything like their original condition;
- B. Buildings or structures dated between 1840 and 1914 that have a definite quality and character. The use of local styles are particularly relevant when we determine the value;
- C. Buildings or structures dated between 1914 and 1939, which have a particular quality, character or are of local significance;
- D. Buildings or structures dated after 1939, which are outstanding and represent an important architectural style;
- E. The work of recognised local architects, builders and engineers;
- F. Buildings or structures which are good examples of local town planning;
- G. Examples of identifiable building traditions, techniques and materials that are part of the local architectural style;
- H. Historic assets, which have a landmark or group value that contributes to the image of the local area;
- I. Buildings or structures with Special local (for example, Rushmoor's military or aviation history) or national historical associations;
- J. Historic buildings or structures with strong architectural interest affected by minor reversible alterations;
- K. Buildings or structures that have been documented in recognised publications, for example, 'Hampshire Treasures' and 'Pevsner', or have received an architectural or planning award.