

# Hounslow Locally Listed Heritage Assets- Process and Guidance.

## 2024



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## What is a local list?

A local list is a list of buildings, structures, objects, or sites which are recognized for their contribution to the local character and distinctiveness. Local lists, statutory listing and conservation areas contribute significantly to the character of an area and the quality of the built environment.

An entry on the local list represents a heritage asset which has not been included on the National Heritage List for England, but is important in the local context due to its architectural quality, historic interest, its group or townscape interest, its social significance, or its archaeological significance. These are locally significant heritage assets which add to the quality of the local environment by enhancing and sustaining a sense of place and distinctiveness.

Locally listed heritage assets can be within or outside of a conservation area, however statutory listed buildings, landscapes or gardens, as well as scheduled monuments cannot also be on the local list. Statutory listed buildings and the other statutory assets listed above, which are included on the various national lists for England, are deemed to be regionally, nationally or internationally significant and are protected by planning, conservation and archaeological legislation. Locally listed heritage assets are important in the local context and do not have automatic protection in legislation. The list is operated and owned by the council.

It is important to note that some non-designated heritage assets of an archaeological nature are equivalent to designated heritage assets in terms of significance.

### Local heritage lists and archaeology

The majority of archaeological sites and landscapes remain undesignated and much also remains undiscovered. Scheduling is at the discretion of the Secretary of State, who may decide that it is not appropriate, even for sites which are found to be of national importance. Some archaeological sites cannot be designated because they are outside the scope of the Ancient Monuments and Archaeological Areas Act 1979 due to their physical nature, such as lithic scatters; these may be included in a local heritage list. Even in cases where they are added to a local heritage list, the interest and significance of archaeological assets may therefore also be national or regional.

Clarity as to where there is potential for the discovery of such archaeological heritage assets is helped if plans, both local and neighbourhood, indicate areas where such potential exists; these can be noted in the Historic Environment Record. The Council is currently working on updating its list of Archaeological Priority Areas with Historic England.

The production of a local heritage list can be a tool to identify and highlight both locally and nationally important, but unscheduled, archaeological sites, helping them to be given the appropriate level of consideration in planning decisions. Footnote 68 of the NPPF requires non-designated heritage assets of archaeological interest, which are demonstrably of equivalent significance to scheduled monuments, to be considered subject to the policies for designated heritage assets.

The Council will periodically review and update this guidance and procedures detailed below. It was last updated in 2019.

## Why do we have a Local List?

The purpose of the local list is to identify non-designated heritage assets which contribute to local character and distinctiveness. Designating these assets as locally listed recognizes their contribution to the local historic environment. There are not any automatic additional planning regulations which effect a locally listed assets, however this designation is a material consideration when planning decisions are made which may affect the asset. As cited above different rules may apply to non-designated archaeological assets.

The principle of having a local list and the designation of locally listed buildings is set out in national planning legislation. The National Planning Policy Framework (NPPF) states that a heritage asset is: *A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing)*(page 67).

Historic England's Local Heritage Listing: Identifying and Conserving Local Heritage Historic England Advice Note 7 (Second Edition) helps to gives more information on the importance of local listing and the process of compiling a local list. It also helps to explain why identification of these assets- either before or during the planning process- is helpful to the planning process:

*Para 3: Inclusion on a local heritage list based on sound evidence and criteria delivers a consistent and accountable way of recognising non-designated heritage assets, no matter how they are identified, to the benefit of good planning for the area and of owners, developers and others wishing to understand local context fully. The process of preparing a local heritage list allows communities and neighbourhood plan-making bodies, in partnership with local planning authorities, to identify local heritage that they would like recognised and protected.*

Local lists thus complement national designations and play an essential role in building and reinforcing a sense of place and history for localities and communities. At its core, local listing provides an opportunity for individuals and communities to have their views on local heritage heard. It recognises that the importance we place on the historic environment extends beyond the confines of the planning system to recognise those community-based values that contribute to our sense of place.

With the exception of our newer separate Archaeological criteria (which is considered urgent and necessary because Hounslow is likely have its number of Archaeological more than doubled from 11 to 26), communities have been consulted on the drafting of the selection criteria used to judge the suitability of an asset for inclusion on the local heritage list. Most nominations also come from our communities. By working with our community in this way our selection criteria provide the basis for a transparent,

consistent and proportionate system for the identification, validation and recording of local heritage assets.

Local heritage listing is intended to highlight heritage assets which are of local heritage interest in order to ensure that they are given due consideration when change is being proposed. Local lists can be used to identify significant local heritage assets to support the development of Local Plans. The local list will also strengthen the role of local heritage assets as a material consideration in the planning process.

Hounslow's Local List was created in 1997 and it is fluid. The identification of potential new locally listed assets in the borough is ongoing and the local list will be periodically reviewed.

## Criteria for Local Listing

To qualify for inclusion on the local list, potential assets must meet certain criteria. These criteria are somewhat based on the guidance produced by Historic England on local listing and the criteria for statutory listing. Potential assets do not have to meet all the criteria, but (with the exception of archaeological assets which only require the meeting of the archaeological criterion) will need to meet at least two of the following:

Architectural Significance includes sites or structures which:

- Demonstrate architectural quality in their design, detailing, material, construction or craftsmanship. This could include assets which are good examples of local or vernacular architecture.
- Are attributed to a notable local or regional architect, designer or craftsman.

Historical Significance includes sites or structures which:

- Illustrate important aspects of local social, economic, cultural or military history.
- Demonstrate a historic association with a locally important person, family or group.
- Sites or buildings which are important for their age or rarity. It should be noted that buildings constructed before 1850 are most likely to qualify to statutory listing. Buildings built between 1850 and 1945 survive in much greater number and while many are on the statutory list, these are added with greater selectivity. While this is a good starting point, it leaves out many buildings from consideration for statutory listing, especially those after 1945 (where listing is more selective) and good examples of Victorian and early 20<sup>th</sup> century architecture. Hounslow has many good examples of buildings of this period, particularly those dating from the interwar and post-WWII years, and including them in the local list can help to guard against prejudice of certain types of architecture and help to protect buildings of those periods likely to be less favoured for statutory listing.
- Buildings less than 30 years old: such buildings are not normally considered to be of special architectural or historic interest to warrant statutory listing. It may nevertheless be appropriate to locally list some modern buildings despite their

relatively recent construction, if they are of good design quality, or represent something meaningful to the local community, recognizing that the recent past can also have historical significance.

- Are an important survival of the borough's industrial heritage.

Group and Townscape Significance, this includes sites or structures which:

- Are an important element of the local neighbourhood either as a landmark, an asset which stands out positively in their surroundings due to a strong communal or historical association or striking aesthetic value.
- Are examples of local architectural unity or urban planning such as shopping parades, terraces, village greens or squares.
- Remnants of the past development of the area, such as water troughs, lamp posts and other features
- Are locally important green spaces or public spaces.

Social Significance, this includes sites or structures which:

- Are associated with local communal, symbolic or spiritual significance.
- Are associated with locally distinctive cultural heritage such as art, literature, music or film. Hounslow has a rich history of being the location for the arts. Examples might be buildings which have a history of being used for important community events ,war memorials, locations which may have appeared in famous films or paintings etc.

Archaeological Significance:

- *The majority of archaeological sites and landscapes remain undesignated. Scheduling is at the discretion of the Secretary of State, who may decide that it is not appropriate, even for sites which are found to be of national importance. Some archaeological sites cannot be designated because they are outside the scope of the Ancient Monuments and Archaeological Areas Act 1979 due to their physical nature, such as lithic scatters; these may be included in a local heritage list.*

The current local list is accessible online and helps to give an idea of the type of buildings and sites which merit inclusion on the list.



## Assets of potential national significance

Assets of potential national significance may be identified as part of the local heritage listing process. Such nominations should be referred to Historic England in the normal manner – further information on how to apply for designation can be found on Historic England's website. The proposal of an area-based asset or a group of assets may suggest that the area has particular special interest beyond local heritage interest; the local planning authority may then need to consider designating a new conservation area or extending an existing one.

## Submissions to the Local List

Anyone can put forward buildings or sites to the Council for inclusion on the local list. The following information about the building or site would generally be required and should be first supplied and researched by the submitter:

- Name and address (or description of the location).
- The reason for nomination with reference to the criteria set out above.
- Photographs.
- A history, if known.
- Any other relevant information.

It is not necessary to have all the above information to submit a building or site for consideration, however submissions should include as much information as possible. Not having all the above information for nominations should not preclude people from making submissions to the list and the Conservation team may be able to help and/or direct to information sources.

Nominations to the local list can be made via an online form during an update period. If you have difficulties accessing this online form, please contact the conservation team at [conservation@hounslow.gov.uk](mailto:conservation@hounslow.gov.uk) or at 020 8583 5207. At other times an email expressing interest to the Conservation Team will be sufficient to start a dialogue.

Before submitting a building or site to the local list, please first refer to our existing local list to check if it has already been included. Please also check that the building has not been included on the National Heritage List for England, as a Statutory Listed Building. The Historic Environment Record also can provide valuable information, such as if it has previously been assessed for listed by Historic England as well as some historic records.

Nominations for the local list will be assessed and put before a selection panel, comprising the Conservation Team and members of the Development Management, Culture and Community Partnerships Teams, who will judge nominations against the selection criteria.

All changes to the list will be taken to Cabinet for their consideration. Letters will then notify owners. Permission does not need to be sought from the owner of any asset for it to be included on the list.

There is no right of appeal against an asset's inclusion once it is placed on the List.

## Implications of Local Listing

Protection of buildings and sites through local heritage listing relies on the planning system. The planning context is set out in the NPPF (Chapter 16 Conserving and enhancing the historic environment) and in the PPG. Whilst the planning protections for non-designated heritage assets are not as strong as those for designated heritage assets, they are still important. Specifically, paragraph 203 of 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.*

### General Requirements for Planning Permission.

There are no automatic additional planning regulations which apply once a building has been put on the local list, however any planning requirements that were applicable to the site prior to inclusion on the local list remain in place. These requirements vary depending on certain factors, such as the use of the building, its location with a designated area, such as a conservation area, and whether planning conditions, such as Article 4 directions, have been used to restrict permitted development rights. It is not possible to provide a definitive list of what does and does not require planning permission in relation to a locally listed heritage asset and advice should be sought.

The locally listed status of a heritage asset is a material consideration when determining planning applications that may affect the asset or its setting. When considering planning application that affect a locally listed heritage asset, care is taken to ensure that any changes are appropriate and managed to respect the special character of the building or site. Applications affecting locally listed heritage assets should therefore comply with the policies set out in the NPPF which relate to conserving and managing heritage assets.

### Controls over demolition.

The protection and enhancement of locally listed assets is important as these assets contribute greatly to the local character and quality of the environment and there is a presumption in favour of retaining locally listed buildings, especially in the absence of a scheme that provides a better alternative building for the site, which contributes more to local amenity, which is how applications for full planning permission and which involve the demolition of a locally listed building will be considered. Planning permission will not normally be granted for the demolition of a locally listed asset. Preserving the front of a building whilst demolishing and redeveloping the remaining part is not considered to be good conservation practice and will be resisted.

If the asset is a building within a conservation area, planning permission will be required before it can be demolished. If the asset is outside a conservation area no approval is normally necessary for demolition (excepting Archaeological assets), however prior notification will have to be given to the Council before a dwelling house or a building adjacent to a dwelling house can be demolished.



Proposals for demolition or substantial demolition must normally demonstrate clear and convincing evidence that the asset is no longer of local importance, that it is beyond repair, restoration or reuse, or that the proposed redevelopment would produce substantial public benefit, which would decisively outweigh the loss resulting from demolition. Redevelopment proposals for locally listed assets should consider how they can be incorporated into the development and their significance revealed rather than demolished. In cases where permission is granted for the demolition of a locally listed asset, the Council may require that provision is made by the developer to accurately record the asset prior to its demolition. There will be an expectation that the asset is replaced with one that makes a positive contribution to the character of the locality.

### Setting.

Alterations to a locally listed asset should not harm its setting. This means that careful consideration should be given to the location and design of new development within the grounds (such as garages and outbuildings). The setting of a locally listed asset may include land outside the building's curtilage and could include adjacent land, important views or the wider street scene.

### Repairs.

Local heritage assets are not protected in the same way as nationally designated heritage assets and thus special permission is not needed for repairs. The Council does however encourage the use of appropriate materials and design. The general rule of thumb is that any repairs should be undertaken on a like-for-like basis.

### Alterations and Extensions.

The inclusion of a building on the local list does not affect its permitted development rights. Planning permission only has to be sought in the same circumstances as it would be for a building that is not on that list. If an extension is proposed, and requires planning permission, then the design of this will be examined during the planning process, to ensure sympathetic and appropriate design is secured, to protect the character and appearance of the building.

## Further Protections for Locally Listed Heritage Assets

As a further means of protection the Council may consider the following:

### Statutory Listing

It may be the case that some buildings on the local list may qualify for statutory listing, a designation which comes with a higher level of protection. The protection of statutory listed buildings and the requirements for listed building consent are set out in the Planning (Listed Buildings and Conservation Areas Act 1990). Listed building consent is not a requirement for locally listed buildings.

## Building Preservation Notice

The Council may serve a Building Preservation Notice (BPN) on the owners of a building they consider to be of architectural or historic interest if they are concerned it is in imminent danger of demolition or harmful alterations. An application to list the building must be made at the same time as the BPN is served. This is valid for six months and gives the building the same protection as a listed building for this period. More information on BPNs can be found via Historic England.

## Creation or extension of a conservation area

Locally listed buildings within conservation areas are subject to certain development controls by virtue of their location within the conservation area. For example, a building in a conservation area cannot be demolished without permission. Those outside of conservation areas are not subject to the same controls. The council, as part of ongoing conservation area reviews, may decide that a conservation area should be extended to include locally listed buildings and could consider designating further conservation areas. This would require that the criteria for designating conservation areas is met.

## Article 4 Directions

Article 4 directions can be used to restrict the scope of permitted development rights for a non-designated heritage asset. This means that an owner would have to apply for planning permission for alterations which are normally allowed under permitted development. Article 4 directions can apply to one building or an entire conservation area. The council has made Article 4 directions for two of its conservation areas, Gunnersbury and Bedford Park. The council will consider making further Article 4 Directions if it deems necessary.

## Assets of Community Value

Outside the planning system, there are other ways of safeguarding local heritage which is of importance to the local community. One such is the identification of Assets of Community Value. The Localism Act 2011 requires local authorities to maintain a list of assets of community value (ACV) that have been nominated by the local community. If an asset is listed as an ACV, and comes up for sale, the community then has six months to put together a bid to buy it. There may be some overlap between ACVs and local heritage assets: as long as they meet the requirements set out in the Localism Act 2011, heritage assets on a local heritage list may also qualify as assets of community value.

## Hounslow Local List: De-Listing procedure

Anyone can apply for a heritage asset to be removed from the Local List. Assets are added to the list because they meet the criteria set out for listing. Should the asset no longer meet these criteria, ie it has been significantly altered or demolished, it can be considered for removal from the list.

To apply for the removal of an asset from the list, the applicant will have to provide written evidence, as well as photographic information, as to why the building no longer meets the selection criteria.

It is worth noting that if the asset has not experienced any substantial changes since its inscription on the list, it will not be considered for de-listing. It should also be noted that if neglect of a locally listed asset has caused it to lose its special interest, this will not be a factor in the considerations. Fire and other forms of severe damage can harm the special character of a building, however this will not make the asset an immediate candidate for de-listing.

When an application is made, it will be assessed by the conservation officer. The owner/occupier of the building or site will also be informed of the application and invited to comment within 21 days. Once any further representations have been received, all the materials will be considered by the Council's conservation team, who will decide if the asset still merits inclusion on the local list.

If the Council decides that the asset should no longer be included on the list it is will be removed and the updated list will be confirmed by Cabinet yearly. If the Council decides the asset should still be included on the list, no further action will be taken. The applicant and the owner/occupier of the building will be notified of the decision when it is made.

It should be noted that removing an asset from local list would only happen in exceptional circumstances, such as demolition or significant alteration which has caused the building to lose its special interest. Minor changes such as windows, doors, small extensions or neglect will not be cause for removal from the list.

## Emergency or Spot-listing

As local heritage lists are unlikely to be definitive, local planning authorities should ensure that there is a mechanism for quick additions to be made. This may be by officers having the ability to assess heritage assets for inclusion within the local list, and either the delegated authority to add them to the list or to seek a rapid decision through a clearly-defined procedure.

It is proposed that, if an emergency listing is required then the Conservation Team will provide a short report for the Director of Planning and Building, which will encompass all the criteria and information usually required to nominate an asset, to discuss with the Lead Member for Planning and Regeneration. If both agree the asset is worthy of listing, then listing can be approved under their joint delegated authority