Managing Change to Listed Buildings in Wales
Statement of Purpose

Managing Change to Listed Buildings in Wales supplements Planning Policy Wales¹ and Technical Advice Note 24: The Historic Environment.²

Managing Change to Listed Buildings in Wales sets out general principles to consider when making changes to listed buildings and explains how to apply for listed building consent, including the roles and responsibilities of owners, local planning authorities and the Welsh Government’s Historic Environment Service (Cadw).

This best-practice guide is aimed principally at owners of listed buildings and agents acting on their behalf to help them understand the implications of owning a listed building and making changes to it. It should also help owners and agents take account of Cadw’s Conservation Principles for the Sustainable Management of the Historic Environment in Wales³ (Conservation Principles) to achieve high-quality sensitive change.

Decision-making authorities should also use this guidance alongside Planning Policy Wales, Technical Advice Note 24: The Historic Environment and Cadw’s Conservation Principles to inform their own policies and when considering individual applications for planning permission and listed building consent, including pre-application discussions.

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Cadw is the Welsh Government’s historic environment service, working for an accessible and well-protected historic environment.

Mae'r ddogfen yma hefyd ar gael yn Gymraeg.

This document is also available in Welsh.

Cover photograph: Llanyrafon Manor, a seventeenth-century grade II* listed building (© Crown copyright (2017), Visit Wales).
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1. Listed buildings are a finite resource to cherish and protect for future generations.

2. Change may be desirable or necessary, but needs to be well managed.

3. A thorough understanding of the significance of your listed building goes a long way towards ensuring that any changes you propose respect what’s special about it.

4. Understanding the condition and performance of your listed building can help you to maximise the benefits of change and minimise the harm.
Introduction

Buildings are listed when they are considered to be of special architectural or historic interest. This means that not only is your listed building important to you, but it is also important to your local community and to the cultural heritage of Wales. It is part of the historic environment that we need to cherish and protect for future generations.

Protection, however, need not prevent change which can increase the long-term sustainability and economic viability of your listed building. Positive change can bring improvements to our understanding and appreciation of the historic environment as well as social and economic benefits through increased regeneration and tourism. Together, these benefits will help to create the Wales we want in the future by meeting the well-being goals set out in the Well-being of Future Generations (Wales) Act 2015.

Your listed building is a valuable asset that cannot be replaced, but it has probably already changed over time and you may need to make further changes. Conservation is about the careful management of change. This means finding the best way to protect and enhance the special qualities of your listed building so that present and future generations can appreciate and enjoy it. Caring for listed buildings appropriately, and retaining them in sustainable use, helps ensure that they continue to contribute to the value of Wales and the lives of its people.

The underlying philosophy of conservation is set out in Cadw's Conservation Principles for the Sustainable Management of the Historic Environment in Wales (Conservation Principles). This makes it clear that every conservation decision should be based on an understanding of its likely impact on the special qualities that contribute to the significance of your listed building.

The focus of this guidance is on change to the physical fabric of listed buildings and on understanding the significance of the fabric, but buildings may also have social, economic, symbolic or spiritual value. This communal value is also important in conservation practice.

Many types of change will need special permission (listed building consent). If you are in any doubt, then it is better to enquire and consult your local planning authority rather than to make mistakes which can be both hard to rectify and expensive. You could be committing a criminal offence as well.

Owners who take advice, gather evidence, make a well-informed heritage impact assessment and submit a well-documented application are often surprised at what changes can be approved. Being sensitive and imaginative in your approach to sustainability can lead to achieving your aims without compromising your building’s significance.
1. Understanding your Listed Building

Historic buildings are important products of human creativity and a unique source of information about the past. Although there are strong shared traditions of design and construction in all the regions of Wales, every building is different: all historic buildings have their own story. Their fabric may contain valuable evidence about how and when they were built, how they were used, and how they have changed over time. All aspects of your listed building may be part of its story and contribute to its significance, including its setting, its form and layout, and its materials, construction and detail. Not all aspects, however, are necessarily of equal significance and each should be considered on its own merits.

It is especially important to understand that traditional or historic construction techniques are very different from those used in modern buildings. Traditional techniques made allowance for buildings to ‘breathe’ so that moisture can be absorbed and evaporated, and to move in harmony with their environment; introducing modern techniques can disrupt this cycle and cause irreparable damage.

Routine maintenance and management is a vital part of caring for your listed building, but sustaining it for the future may sometimes involve a greater level of intervention. Making changes to your listed building can include everything from repair and renewal, through to restoration and reconstruction, new work or alteration, demolition and alterations associated with change of use. Understanding your listed building is the foundation for planning appropriate change that will sustain and enhance it.

2. Significance

Understanding why your listed building is of special architectural or historic interest and what is significant about it will not only help you care for the building on a day-to-day basis, but also help you to plan and make changes that will keep the building in long-term viable use without compromising its special architectural or historic interest.

Once a building is listed, it is the whole building that is protected, which may include curtilage structures and objects fixed to the building (see section 5.1), so it is important to have a thorough understanding of all the aspects that contribute to making it special.

The list description — available on the Cadw website — may explain why your building is listed, but it may not detail all its special features; for example, it may not describe the interior. More information about its history and development may be available from the National Monuments Record of Wales (NMRW), your local historic environment record (HER), which is maintained by one of the four Welsh archaeological trusts, or your local record office. Your local planning authority may also have records of planning history which can be an important source of information that allows recent changes to be recognised and understood. Documents, maps and old photographs as well as the
physical evidence of the building will help you understand your building and inform the decisions you take.

Changes that are likely to affect the fabric of the building or its setting may affect its significance and character as a building of special architectural or historic interest.

If you are planning to make changes to your listed building, you will need to understand the impact of your proposals on its significance. To help you do this, you may need to carry out a heritage impact assessment (see section 5.5).

2.1 Setting

The setting is often an essential part of a building’s character: the relationship between your listed building and other land or buildings may have aesthetic value, or may directly reflect the history of its use. Examples include the relationship between a farmhouse and its farm buildings; a country house and its park and garden; a house and its neighbours in a terrace; or the siting and orientation of a building to take in views to, from and across its landscape setting. Isolating historic buildings from their surroundings can affect their economic viability as well as their character, and can rob them of much of their interest and the contribution they make to townscape and countryside. Cadw’s Setting of Historic Assets in Wales explains more about setting and its contribution to the significance of your listed building.

2.2 Form and Layout

The size and form of listed buildings may be important aspects of their architectural character and aesthetic value. They may also contribute to historic interest because a building’s size is often directly related to its use and status. A small cottage can be just as important as a big house.

The layout and plan of a building is often the basis of its design and provides evidence for its purpose, age and development. For example, there were strong regional conventions of domestic planning, which have changed slowly over time. Even where the original layout has apparently been lost, there may be physical evidence in the building which can help explain the original form and the sequence of change, such as empty peg and mortise holes in timber frames, straight joints in stone walls, or ghost features such as blocked doorways and windows. Understanding the plan and evolution of your building gives an insight into its history which may guide or inspire options for change. Subsequent alterations and additions may enhance the quality of your listed building and be of interest in their own right as part of its history; equally, they may also detract from it.

Understanding the development of your listed building and its significance enables informed decisions about whether or not subsequent changes should be retained, and whether further changes can be accommodated.

Retain historical form and layout, together with any features relating to it, wherever practicable; reinstate where appropriate; respect inherited character in new work and alteration.
2.3. Materials

The materials used in a historic building are not only integral to the performance and structure of the building, but they can also be an important part of its special interest (see sections 3.1 and 3.3). Materials can also provide evidence for the date of a building and how it developed as well as its status. The selection and handling of materials is often an important aspect of the aesthetic value of a building too.

Before the Industrial Revolution, the choice of materials was strongly influenced by what was available locally; only the wealthy could afford to import from further afield. This changed to some extent in the nineteenth century with the industrialised production and distribution of materials. However, regional traditions proved very durable and were even reinforced as different areas produced different manufactured products; for example, regional brick and tiles.

Timber framing dominated the eastern counties of Wales until the seventeenth and eighteenth centuries. Although stone is the dominant material elsewhere in Wales, here too there is evidence for an earlier timber tradition. Wales has a rich and complex geology; consequently there is a glorious variety of building stone.

As well as the selection of material, the way in which it was used also varied with time and resources. The coursing and dressing of stone, the bonding of brick, the method of timber framing and its infill panelling, the technique of thatching, the dressing and laying of slate and so forth may all contribute to the distinctive character of your building.

It is not unusual for more than one type of construction to be combined in a single building. Often this reflects different phases of building, but it sometimes signals an aesthetic decision; for example, using a higher status material for the main facade, or combining materials of contrasting colour and texture for decorative effect.

The finish is also an important component of the character and interest of historic buildings. It was unusual for stone to be left unfinished before the influence of the Gothic Revival in the nineteenth century. Until then, limewash and render were commonly applied to stone buildings. By the nineteenth century, there was a particularly lively architecture of render in some parts of Wales which had a stylistic repertoire all of its own. Details, such as mock jointing, grooving and rustication, and architectural elements like architraves and cornices are all part of this distinctive decorative tradition. Traditional limewashes and renders may not only be an important part of the architectural character of your property, but also play a vital role in its performance.

The primary feature of a wall is the building material itself and the pointing should not normally dominate visually, though it may be historical. Decorative pointing is used occasionally but it is relatively rare. Changes to the character of pointing can be physically as well as visually damaging.

Retain all historical materials and finishes wherever practicable; repair where necessary; respect inherited character in any renewal.
2.4 Details

The design and craftsmanship invested in a building may be an important part of its special interest. Everything — from a porch to a parapet or a shopfront to a signboard — may contribute to the overall character of the building. Features that are part of the significance of the building deserve careful treatment.

Doors and windows provide valuable evidence for the age, development and use of historic buildings. These elements are often also an integral part of the design of the building, in scale and positioning as well as in the detail of, for example, door cases, door furniture and the glazing pattern of windows.

Windows in particular varied with date, function and area. Different parts of the same building might have windows of different type which may be evidence of previous alterations or simply distinctions in use and status. Windows are often one of the most important architectural elements of any building and their style and proportion vitally affect character and appearance.

Shopfronts are features which may not only clearly signal historical building use, but also embody distinctive traditions of design and craftsmanship. Their variety is an important element in the character of historic settlements. Features of value such as blinds in blind boxes, shutters in shutter boxes and stall-risers (the walls below shop windows) are often concealed beneath later facings. They are worth looking out for when works to shopfronts are proposed.

Retain historical details wherever possible; repair where necessary; reinstate where appropriate and respect historic character in any replacement.

UPVC windows, for example, will not normally be acceptable: they have very different characteristics from traditional windows, which mean that they are likely to be damaging to the character and appearance of the building.

2.5 Interiors

The layout and detail inside buildings can also be important evidence for their date and development as well as their function and status. Even where little detail survives, internal spaces and circulation patterns may be significant.

Staircases, panelling, shutters, doors and door cases, fireplaces, chimney breasts and chimney pieces, beams and joists, for example, are often important elements in the overall building design. The quality of craftsmanship is also a key to the status of the building. Historical wall finishes, such as traditional plasterwork, and floor surfaces, such as old boarded floors, plaster and pitched cobbles, are all precious survivals that are worth keeping.

Traditional plasterwork is worth retaining not only for its historic interest, but also because it has good insulation qualities and is better able to tolerate moisture.
movement than modern plasters. It is also a good idea to be alert to the possible survival of rare and fragile detail, such as early colour schemes, painted decoration or rare wallpapers.

Retain internal layout and detail wherever possible; repair where necessary.

3. Structure, Condition and Performance

It is important to understand the structure and condition of your listed building, and the way it was intended to perform before you consider making any changes so that you do not compromise its structural integrity or undermine its performance.

3.1 Understanding the Structure

Understanding the structure and design of your building and its component parts, as well as the nature of the materials and the way in which they have been used, is an important starting point when considering repair, renewal and alteration, so that your proposals are compatible with the existing fabric. Understanding the impact of previous changes to the structure can help identify opportunities for change in the future.

It is also important to monitor and repair any structural problems before they result in failure. In traditionally constructed buildings, some movement is natural and can often be accommodated without difficulty. Sometimes, however, movement and settlement over time can cause structural problems. Other factors, such as damp and rot, can also affect structural integrity. Structural defects in historic buildings may be the result of age, the method of construction and past use. Alterations that have taken place over a building’s lifetime, such as the removal of structural elements or the introduction of incompatible materials, may have caused harm.

3.2 Understanding Condition

Even before you begin to think about making changes it is a good idea to understand what condition your listed building is in. Your local planning authority may have a recent snapshot report of its general condition compiled as part of an overview of the condition of all listed buildings in Wales. But, when considering works, owners are likely to need a more detailed survey commissioned from a qualified and competent historic building adviser, preferably conservation accredited.

3.3 Understanding Performance

Buildings of traditional construction (irrespective of their architectural quality) use solid wall construction and porous materials. Stone, brick, timber and earth combined with lime-based mortars, limewash or render allow buildings to ‘breathe’ — this means that moisture can be absorbed and evaporated. In Wales, all of these materials were used
in traditional buildings, but their specific combination and the methods of construction varied with time, place and function. In general, buildings constructed before 1919 use traditional construction methods.

By contrast, modern construction methods use strong impervious materials, such as cement and concrete, which are designed to keep moisture out. Repairs or other interventions to buildings constructed using modern methods need to respect these characteristics. If you use modern materials with traditional construction methods you may damage your building by trapping moisture and reducing permeability, or by reducing its ability to accommodate structural movement. Whatever the type of construction, changes to buildings need to respect their performance characteristics if they are to avoid harm.

4. Managing Change

You should understand the significance of your listed building and take advice from a qualified and competent expert — particularly one that is conservation accredited — before you consider making changes to it.

An understanding of the fabric of the building, the historical evidence it presents, and its structural and performance characteristics can help to guide your decisions about change and inform your heritage impact assessment.\textsuperscript{10}

Cadw’s \textit{Conservation Principles}\textsuperscript{11} are based on the premise that change is an inevitable part of the sustainable management of historic buildings. Changes involve many types of activity, ranging from repair and renewal, on the one hand to new work or alteration on the other.

Changes that would affect the character of your listed building must be authorised through the listed building consent process, which is administered by your local planning authority. Local planning authorities have a statutory duty to have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses (see section 5).\textsuperscript{12}

4.1 Maintenance

Appropriate and planned routine management and maintenance are the foundations of good conservation. Maintenance simply involves regular inspections to check the condition of your building and its surroundings, and making timely repairs if faults are found. It is probably the most important action that you can take to protect your listed building. By spotting minor problems early, you can prevent serious damage and the need for expensive repairs later on. For further information, see Maintenance Matters!\textsuperscript{13}
Responsibility for addressing the condition of any building rests with its owner and listing does not impose any additional obligation to maintain the building to a prescribed standard. However, local authorities have a range of measures and powers which they can use when the condition of a listed building is having an adverse affect on amenity and the public interest. These powers should only be used when ‘soft’ powers of encouragement and negotiation to tackle the issue have failed, but in these circumstances, timely and proportionate enforcement action can help to give listed buildings a second chance.\textsuperscript{14}

You should not normally need listed building consent for appropriate routine maintenance, but it is best to take advice or check with your local planning authority to be sure. Painting or repainting the exterior or interior of a listed building needs consent when it would affect the building’s character.

4.2 Repair

Repairs should be the minimum necessary to stabilise and conserve the building both for its long-term survival and to meet the needs of continuing use. Before you contemplate any repairs, it is important to establish the source of the problem so that you do not simply treat the symptom. There may be more than one contributing factor that is not obvious at first sight, such as water ingress or structural failure.

Seeking advice from a qualified and competent expert is highly recommended. This not only helps to avoid traps for the unwary, but also removes the risk of repeating an earlier mistake which may be inappropriate, cause harm to the building and possibly result in you incurring additional expense.

Repairs should usually be low-key to reinstate and strengthen the structure where necessary. The use of materials or techniques that closely match those being repaired will generally be appropriate. It is important to match both the appearance and physical properties of the original work so that they react and perform in the same way over time. In some circumstances, modern materials may offer the best conservation solution if their use means that more of the historical fabric can be retained or if original materials have failed, or there was a defect in the original design. For example, timbers may be strengthened with metal instead of replacing them with new wood.

Your repairs should avoid the need for intensive maintenance which is likely to be difficult to sustain.

Carrying out repair works may affect protected species, such as bats, and an appropriate survey by a qualified and competent ecological consultant should be undertaken.\textsuperscript{15}
4.3 Periodic Renewal

You may find that more extensive renewal activity (such as reroofing or rerendering) is sometimes necessary to keep a building in use. Renewal of any building element should be visually and physically compatible with the existing fabric to retain the architectural character of the building and to respect its traditional performance.

Recording may be necessary before and during renewal work both to compensate for the loss of original fabric and to take the opportunity to find out more about the building and its historical development. For example, the rerendering of a wall may reveal significant evidence of earlier phases of the building’s history, or the replacement of a roof covering may reveal how it was originally laid. Recording may be a condition of your listed building consent.

Carrying out renewal works may affect protected species, such as bats, and an appropriate survey by a qualified and competent ecological consultant should be undertaken. You do not normally need listed building consent for like-for-like repairs, but it is worth getting advice first because the criteria for like-for-like repair can be quite exacting. For example, stone or slate may have come from a quarry that no longer exists; finding the nearest match may not be like-for-like.

You will normally need listed building consent for repairs that do not match the existing historic fabric exactly, or which require the extensive removal of historic material. If in doubt, consult your local planning authority conservation officer.

You may need listed building consent for renewal works and should consult your local planning authority conservation officer for advice.

4.4 Restoration and Reconstruction

The restoration or reconstruction of lost, destroyed or superseded elements of a building will only be justified if it enhances the building, improves its viability, and is based on authentic and compelling evidence. You should avoid speculative reconstruction and the reinstatement of features that were deliberately superseded by later historical additions, or which were lost as a result of a significant historical event. On the other hand, proposals to restore the damage arising from casual neglect and decay, abandonment and crude adaptation would normally be encouraged.

Small-scale work to reinstate missing detail may be justifiable where it is based on good evidence.

You will normally need listed building consent for restoration or reconstruction.
4.5 New Work or Alteration

New work or alteration may sometimes be necessary or appropriate to keep a historic building in long-term viable use or to give it a new lease of life. You must be able to explain why the work is needed and provide sufficient information to explain the impact of your proposal on the significance of the building. The quality of design and execution should enhance the aesthetic value of the building and its setting, and additions should not dominate. Any new work should also respect the performance characteristics of the building. The choice of appropriate materials and craftsmanship is crucial. The need for quality in new work applies at every level, from small interventions in a historic room to major new buildings or developments.

You may need listed building consent for even relatively minor new work, such as replacing an external door.

4.6 Demolition

You should consider the demolition of a listed building only in exceptional circumstances and as a last resort. The factors to consider include the condition of the building, the cost of repair and maintenance relative to its significance and the value that could be derived from continued use balanced against the merits of alternative proposals for the site. Where a building has been deliberately neglected, less weight will be given to these costs. Efforts should be made to keep the building in use including, for example, the offer of the unrestricted freehold for sale at a fair market price. The preservation of facades alone, or the gutting and reconstruction of interiors is not normally an acceptable basis for reuse. You should consider reusing the entire listed building to meet your needs rather than assuming that you can start afresh with a cleared site.

You will need listed building consent for demolition. Listed building consent will not normally be granted simply because redevelopment is economically more attractive than repair or reuse.

4.7 Change of Use

Sometimes, buildings cease to be useful for their original purpose and new uses may be necessary to secure their long-term viability. This is particularly true of redundant farm buildings, industrial buildings, places of worship or large houses, for example. Change of use will almost invariably result in loss of historical form, fabric or detail, such as internal fittings, but these losses should be kept to the minimum necessary so that the original use can still be legible.

When considering change of use, care needs to be taken not to over develop a listed building. For example, when converting a listed building into apartments, you should be realistic about how many units can be created. In some circumstances, a change of use may present an opportunity to enhance the heritage value of the building — for example, by strengthening its communal value through greater accessibility.
In each case, the benefit of the proposed change must be balanced against any harm to the asset.

You may need listed building consent for any alterations to the building associated with a change of use. You are likely to need planning permission for change of use.

4.8 Energy-efficiency Measures

There are strong arguments for retaining existing buildings, not least as their replacement has significant energy, carbon and financial cost implications. For example, the durable materials used in many traditional buildings can reduce the frequency of refurbishment, requiring less energy and carbon in the long term. However, there is also growing recognition of the need to improve the thermal efficiency of buildings and to mitigate the adverse impact of climate change in line with Part L of the Building Regulations. Where these measures are undertaken correctly, there is a real opportunity to have a positive effect on the building, provided that two key principles are observed: firstly, that the materials used are appropriate to the building, and in most cases water-vapour permeable, and secondly, that adequate ventilation is maintained.

Historic buildings can benefit from well-informed energy-efficiency measures, but measures designed for modern buildings will not necessarily be appropriate for traditional buildings, which perform in a very different way. Given the climatic conditions in Wales, the use of standard materials and methods (such as external wall insulation or cavity wall insulation) may risk damage to the fabric of historic buildings and to the health of their occupants. They may also fail to realise anticipated energy savings because most historic buildings perform significantly better than current assessment methodologies suggest.

As with other interventions, understanding the building is the critical starting point. This allows the thermal performance of the building to be analysed so that appropriate energy-efficient measures can be identified and designed to minimise the risk of harm. There may be some scope to upgrade the fabric through interventions that are sympathetic both to the appearance and the performance of traditional buildings, but there may also be simple, low-impact measures that you could undertake — for example, upgrading heating systems, repairing windows, reusing shutters, draught proofing or even using heavy curtains. Keeping the building in a good state of repair will in itself help to improve its energy efficiency and is an essential first step before any other intervention is undertaken.

This is a complex area and you are advised to seek advice before considering any retrofit measures that would affect historical fabric. There may also be some scope to introduce micro-generation measures.

You may need listed building consent for some energy-efficiency measures; low-impact measures are less likely to need consent.
4.9 Accessibility

Historic buildings should be accessible to everyone as far as possible — especially those that provide services for the public. In some buildings, however, features that are essential parts of the character of the building may present physical barriers to access; for example, the narrow doorways of a cottage or the grand stairs of a mansion. The strong architectural character of some buildings may also constrain the options for improvement. But, by being prepared to explore imaginative and innovative approaches, you can almost always achieve access without compromising a building’s special interest.\(^\text{20}\)

You will need listed building consent for alterations to improve access. In some circumstances, you may also need listed building consent for temporary improvements.

4.10 Cleaning

Cleaning can have a marked effect on the character of a listed building and should usually be carried out by specialist contractors. It will only be appropriate if it is both necessary and worthwhile; for example, to remove corrosive dirt. Surfaces can be badly damaged and detail lost through crude techniques so it is important to use the right cleaning technique for the material. This means that inconspicuous test areas should be cleaned before the cleaning technique is applied to the whole building.

See references in Further Information for more guidance.

Your local planning authority should be able to advise on appropriate techniques and on when you need to apply for listed building consent for cleaning.

You may need listed building consent for cleaning.

4.11 Documenting and Recording

It is important to document and learn from the decisions that are taken when changes are made to a listed building.

When part or even all of a historic building is to be lost or altered, it is good practice to take the opportunity to record, investigate and analyse the features of the building that are to be removed or altered. It is also good practice to record features revealed during the course of any work. Advice on the appropriate level and standard of recording may be obtained from your local planning authority, the Welsh archaeological trusts, or the Royal Commission on the Ancient and Historical Monuments of Wales (RCAHMW).

The information gathered in understanding and assessing the significance of a historic building should be retained and a copy put in the local historic environment record and the National Monuments Record of Wales, which is the national archive for Wales maintained by the RCAHMW.

Recording may be a condition of your listed building consent.
5. The Listed Building Consent Process

5.1 What is Listed Building Consent?

By law, you must obtain listed building consent for any alteration or extension that affects the character of your listed building as one of special architectural or historic interest. You must also obtain listed building consent for the demolition of a listed building.

This requirement applies to all parts of the listed building, both outside and inside, as well as any objects and structures fixed to it, regardless of grade or whether the feature is mentioned in the list description. Fixtures may include, for example, wall panelling or fireplaces, which are clearly part of the building. Free-standing objects such as statues may also be fixtures if they were put in place as part of the overall architectural design. Certain repair and renewal work to listed buildings, restoration and reconstruction, new work or alteration, demolition and alterations associated with change of use will require consent if they affect the character of the building as one of special architectural or historic interest. It is always a good idea to check with the local planning authority whether listed building consent is required.

It is a criminal offence to carry out such works without receiving listed building consent before you begin any work.

Listed building consent applications are made to local planning authorities. Local planning authorities must have special regard to the desirability of preserving the building, or its setting or any features of special architectural or historic interest which it possesses. The aim should be to find the best way to protect and enhance the special qualities of listed buildings and retain the buildings in sustainable use. Applications will therefore be considered on their merits with a presumption in favour of the preservation of listed buildings and their settings.

According to Cadw’s Conservation Principles, public authorities are expected to make decisions about changes by applying expertise, experience and judgement in a consistent and transparent process, guided by law and policy. They should undertake sufficient assessment and public engagement to inform and justify the decisions that they make. Public authorities are expected to give due importance to the heritage values of a site when considering the suitability of proposals submitted to them.

Local authority applications for listed building consent are determined by the Welsh Government’s Planning Division on behalf of the Welsh Ministers. Cadw provides an assessment of the proposed work to assist the decision-making. Government applications are usually determined by the local planning authority.
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Some denominations are exempt from the listed building consent process for ecclesiastical buildings that remain as places of worship, providing they have set up internal systems of control, consultation and scrutiny approved by the Welsh Ministers. This is known as Ecclesiastical Exemption.

5.2 Getting Professional Advice

You will need to submit a heritage impact statement with your application for listed building consent so it is a good idea to get appropriate advice when preparing your proposals for change. The heritage impact assessment process will help you to be clear about your objectives and to identify the best option for your listed building. Due to the specialist nature of works to listed buildings, a qualified architect, surveyor or structural engineer, who has experience in historic buildings work in Wales, should be engaged from the outset. A conservation accredited professional will have appropriate knowledge and should be able to offer you sound advice on all of the above issues.

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Curtilage Structures

Curtilage structures are ancillary or subordinate to the listed building. They form part of the attached land and have done so since before 1 July 1948. By law, such curtilage structures are considered to be part of the listed building. Changes in ownership, occupation or use after listing will not affect this listed status. Examples of curtilage structures include boundary walls and outbuildings.

Your local planning authority will be able to advise whether structures fall within the curtilage of a listed building, but, ultimately, it may be a matter for the courts to decide. Each case needs to be treated on the basis of its own facts, but the main factors to consider are:

- the physical layout of the listed building and the other structures
- whether the structures were built before 1948
- the ownership of the listed building and the other structures now and at the time of listing
- the use and function of the structures; specifically whether they served the purposes of the listed building at the time of listing
- whether the structures form part of the land.

The significance and value of curtilage structures will vary according to the nature of their relationship to the listed building, their integrity and intrinsic merit. Works to a curtilage structure will not always affect the character of the listed building, either because the works themselves will have minimal impact, or because the curtilage structure does not make a significant contribution to the special interest of the listed building. Your local planning authority will determine whether or not listed building consent is required based on:

- whether a structure does fall within the curtilage of a listed building
- the significance of the structure in its relationship to the listed building
- the impact that changes to the curtilage structure may have on the listed building.

Some denominations are exempt from the listed building consent process for ecclesiastical buildings that remain as places of worship, providing they have set up internal systems of control, consultation and scrutiny approved by the Welsh Ministers. This is known as Ecclesiastical Exemption.
Similarly, anyone carrying out work on historic buildings should have the appropriate specialist craft skills to undertake the work. Work on historic buildings plays an important role in the development and maintenance of valuable specialist craft skills.

5.3 Getting Pre-application Advice

Before submitting an application for listed building consent, it is a good idea to seek advice from your local planning authority. This should steer you in the right direction and avoid surprises later in the process. Local planning authorities provide a discretionary pre-application service for listed building consent applications for which they may charge. They also provide a statutory pre-application advice service for planning applications for which there is a charge.

Where the proposed changes are likely to have a major impact on the significance of the building, Cadw can be involved in pre-application meetings alongside the local planning authority. Cadw will be able to discuss the general policies and principles against which your proposals should be considered, and can also provide advice on the significance of the listed building. Cadw is not able to discuss the merits of particular cases once an application has been submitted. The national amenity societies (see Contacts) and organisations such as the Welsh Historic Gardens Trust and the Theatres Trust may also be able to provide pre-application advice.

Your local planning authority should also be able to advise you on any nature conservation issues during pre-application discussions.

5.4 Is Planning Permission Needed?

You may also need planning permission and building regulations approval for some works to listed buildings, and for change of use. Listed building consent is additional to and separate from planning permission and building regulations approval. The granting of planning permission will not mean that listed building consent will necessarily be granted. If other permissions are required, you should make the applications concurrently.

5.5 Submitting your Application

Your application must be complete and well documented so that it can be considered in an effective and timely way by the local planning authority. You should make your application on the form provided on each local planning authority’s website or the Welsh Government’s IAPP online form. Your application must be accompanied by a certificate identifying you as owner, or as having served notice on the owner.

You should provide the local planning authority with relevant and sufficient information to allow the assessment of the likely impact of the proposals on the special architectural and/or historic interest of the listed building and on its setting. You will need to conduct a heritage impact assessment and justify your proposals in a heritage impact statement.

Your heritage impact statement should explain the proposed work, with reference to any accompanying photographs, plans and drawings, what you intend to achieve and why the works are desirable or necessary. You should describe the significance of the
affected part of your listed building and assess the impact of the proposed work. You will need to show how and why the preferred design for the alterations or extensions was chosen, including any measures to reduce harm. You will also need to include an access statement in your heritage impact statement in relation to any works which affect the access arrangements to, or within, any part of your listed building that is not used as a private dwelling. The heritage impact statement should be proportionate to the proposals and their likely impact; for example, a major restoration scheme will need more detailed consideration than an application to paint a previously unpainted building or to strip off render to reveal stonework. There is more information about heritage impact statements in *Heritage Impact Assessment in Wales*.

If any nature conservation interests or European protected species are likely to be affected by the proposals, then you must include with your application the results of any ecological survey and recommendations for mitigation which might affect the fabric of the listed building.

If you are making an application for the demolition of a listed building, you will have to document how you have made all reasonable efforts to sustain existing uses or find viable new uses, and why these have failed. You should also supply information on the condition of the building, and the cost of repairing and maintaining it in relation to its importance and to the value derived from its continuing use. This is in addition to the information required by the checklist in the Annex. You can also present arguments about how redevelopment would produce substantial community benefits that would outweigh the loss of the listed building.

Always check with your local planning authority to establish whether it requires additional information; for example, a schedule of works, a structural report, a historical or archaeological assessment or a conservation management plan.

The checklist of supporting documents is not exhaustive (see Annex). Not all will be needed in every case; conversely, additional supporting documents may sometimes be required, such as an archaeological assessment for example.

Documents submitted with the application should be relevant to the proposed works; for example, it is unlikely that you would need to submit floor plans for alterations to windows.

5.6 What Happens Next?  

5.6.1 Validation  

Once a local planning authority has received your listed building consent application, it will usually validate its contents against the checklist in the Annex. If the application is complete, the authority will write to let you know that your application will be determined and offer you a right of appeal if you have not received a decision within 8 weeks. If the application is incomplete, you may be asked for additional information, but a local planning authority can refuse an inadequate application.
5.6.2 Advertisement

The local planning authority must advertise listed building consent proposals in a local newspaper and on or near the site. These notices offer a 21-day period for interested parties to make representations, which must be taken into account in the determination process. Applications affecting only the interior of a grade II listed building do not need to be advertised, nor do applications to vary or discharge conditions attached to such a listed building consent.

5.6.3 Consultation

In the case of applications for demolition or alteration of a listed building that include an element of demolition, the local planning authority must consult with the RCAHMW and the national amenity societies, giving them 21 days in which to offer their advice. These amenity societies have specialist knowledge of particular periods and building types and their advice is expected to carry weight in the determination process.

5.7 Conditions

If listed building consent is granted, conditions may be attached. You will need to read them carefully and make sure that you can comply with the conditions before starting work. You should give your builder or contractor a copy of the consent and any other approvals before work starts or before anyone tenders for a contract. It is a criminal offence not to comply with any conditions attached to a listed building consent.

Conditions might include a requirement for additional specified details, or the submission of a conservation method statement for specific works, or the protection of historic fabric.

If the local planning authority considers that features may either be revealed or destroyed by the proposed work, it may require a programme of building recording or archaeological investigation. Details of what recording is required will be provided after you receive your decision notice.

If you have been given consent for the demolition of a listed building, you will need to contact the RCAHMW before you can start work. By law, you must give the RCAHMW one month's notice of works and allow its staff reasonable access to the building so that they may, if necessary, make a record of the building before work begins.

5.8 Notification

If the local planning authority proposes to grant listed building consent, in some cases, it must first notify Cadw of the application. Cadw has 28 days from receipt of the application in which to decide either to recommend that the Welsh Ministers call in and determine the application, or to allow the local planning authority to determine the application itself. If no such decision is taken within 28 days, the time frame may be extended. If the planning authority decides to refuse consent, it does not need to notify Cadw.
Applications considered for ‘call in’, which would warrant determination by the Welsh Minsters, are those which raise issues of more than local importance and are of exceptional significance or controversy.

A called-in application will normally be determined by an independent inspector of The Planning Inspectorate who is appointed for that purpose. The inspector will consider all the relevant facts and any objections to the application before making a decision.

5.9 How to Appeal

You have a right of appeal to the Welsh Ministers (in practice, The Planning Inspectorate) where a local planning authority:

- refuses consent for works to a listed building
- issues listed building consent subject to conditions
- refuses an application to vary or discharge conditions attached to a listed building consent
- refuses an application for approval required by a condition imposed on the granting of listed building consent
- does not decide your application within 8 weeks, or a different period that has been agreed between you and the local planning authority.

You may also include as the ground or one of the grounds of appeal that your building is not of special architectural or historic interest and does not merit listed building status.

You must appeal within six months of the local planning authority’s decision, or lack of it.

5.10 During the Work

Features of interest such as fireplaces, panelling and even wall paintings are sometimes discovered during the course of alterations, especially in older or larger buildings. If you find any features like these, you should ask your local planning authority for advice. If there is any likelihood that hidden features will be revealed, the local planning authority may attach a condition to the listed building consent which requires their retention or proper recording.

It is good practice for the local planning authority to monitor progress during the works to ensure compliance with the consent and any conditions attached to it.

5.11 Unauthorised Works

It is a criminal offence to carry out work to a listed building which affects its character as a building of special architectural or historic interest without listed building consent.\(^3\) Works likely to affect the character of a listed building are outlined in section 4 (Managing Change). It is also an offence not to comply with any conditions of a listed building consent.

When faced with a breach of listed building control, local planning authorities will consider whether to take enforcement action or to prosecute, or both.\(^4\) Any action needs to be effective and there should be discussion with the owner or occupier which
may achieve an appropriate outcome that makes enforcement action unnecessary. Sometimes, enforcement may be a sufficient response to the offence and benefit the building. However, unauthorised work often destroys historic fabric, the special interest of which cannot be regained by enforcement.

Applications can be made to retain unauthorised works. To assess an application, local planning authorities will follow the same procedures described for listed building consent and they will consider the merits of the case against the same tests. If consent is granted, it is not retrospective; the works are authorised only from the date of the consent. If consent is not approved, enforcement might follow to put right any damage or remove the works. In some cases, prosecution might be initiated.
### Listed Building Consent Application — Checklist of Supporting Documents

<table>
<thead>
<tr>
<th>Item</th>
<th>Content and Scale</th>
</tr>
</thead>
<tbody>
<tr>
<td>Heritage Impact Statement</td>
<td>Your heritage impact statement should summarise the proposed works and explain what they are intended to achieve, the significance of the asset and the aspects of its value most directly affected. It should assess the impact of the proposal, including potential benefits as well as harm. The assessment should be proportionate to the proposals and their likely impact.</td>
</tr>
<tr>
<td>Access Statement</td>
<td>An access statement, if required.</td>
</tr>
<tr>
<td>Location Map</td>
<td>At scale 1:1,250 or 1:2,500. Buildings to be affected should be outlined in red and neighbouring land in the same ownership in blue.</td>
</tr>
<tr>
<td>Plans</td>
<td>At each floor level, scale 1:50 (1:100 for large buildings). Separate drawings to showing existing and proposed situations. Digital plans should make reference to the paper size.</td>
</tr>
<tr>
<td>Elevations and Sections</td>
<td>External alterations must be shown on existing and proposed elevations, and internal alterations on similar sections, both at the same scale as the plans.</td>
</tr>
<tr>
<td>Details</td>
<td>For works affecting larger scale features; for example, doors, windows, railings and staircases, drawings at 1:10 and 1:20. For fine and more decorative details; for example, stone mouldings, wooden glazing bars, plaster details, and intricate metalwork, drawings at scale 1:2 or 1:1.</td>
</tr>
<tr>
<td>Photographs</td>
<td>Dated photographs showing the existing appearance of those parts of the building and its setting to be affected must be included. Photomontages showing the visual effects of proposed changes can be used for minor works; for example, addition of lights, aerials, alarms, or changes to shopfronts and signage. The wider setting of the listed building should be shown on more distant photographs.</td>
</tr>
<tr>
<td>Ecology</td>
<td>Where appropriate, a statement must be included on what ecological constraints were considered. Ecological survey results and recommendations should be attached to the application.</td>
</tr>
<tr>
<td>Specialist Reports</td>
<td>As requested by the local planning authority.</td>
</tr>
</tbody>
</table>
References

1 Planning Policy Wales (Edition 9), Chapter 6: The Historic Environment
   http://gov.wales/topics/planning/policy/ppw/?lang=en

2 Technical Advice Note 24: The Historic Environment
   http://gov.wales/topics/planning/policy/tans/?lang=en

3 Conservation Principles for the Sustainable Management of the Historic Environment in Wales,
   Cadw, Welsh Government, 2011

4 Well-being of Future Generations (Wales) Act 2015
   http://www.legislation.gov.uk/anaw/2015/2/contents/enacted

5 Conservation Principles for the Sustainable Management of the Historic Environment in Wales, Cadw,
   Welsh Assembly Government, 2011

6 Cof Cymru — National Historic Assets of Wales

7 See Further Information — Historical Information and Contacts

8 Heritage Impact Assessment in Wales, Welsh Government, Cadw, 2017

9 Setting of Historic Assets in Wales, Welsh Government, Cadw, 2017

10 Heritage Impact Assessment in Wales, Welsh Government, Cadw, 2017

11 Conservation Principles for the Sustainable Management of the Historic Environment in Wales, Cadw,
    Welsh Assembly Government, 2011

12 Planning (Listed Buildings and Conservation Areas) Act 1990, section 16(2)

13 Maintenance Matters!
    maintenancematters/?lang=en

14 The Town and Country Planning Act 1990, section 215
    Planning (Listed Buildings and Conservation Areas) Act 1990, section 48, repairs notices
Planning (Listed Buildings and Conservation Areas) Act 1990, section 54, urgent works

Historic Environment (Wales) Act 2016, section 30, urgent works: extension of scope and recovery of costs

Managing Listed Buildings at Risk in Wales, Welsh Government, Cadw, 2017

15 See Natural Resources Wales’s guidance on engaging an ecological consultant. ¬
https://naturalresources.wales/media/3467/guidance-on-engaging-ecologists.pdf

16 See Natural Resources Wales’s guidance on engaging an ecological consultant. ¬
https://naturalresources.wales/media/3467/guidance-on-engaging-ecologists.pdf

17 Building (Amendment) (Wales) Regulations 2014, amending the Buildings Regulations 2010 ¬

18 See for example the Sustainable Traditional Buildings Alliance. ¬
http://stbauk.org/


http://cadw.gov.wales/docs/cadw/publications/Overcoming_the_BarrIers_EN.pdf

21 Planning (Listed Buildings and Conservation Areas) Act 1990, sections 7 and 8 ¬

22 Conservation Principles defines preserve as ‘to keep safe from harm’. ¬

23 Technical Advice Note 24: The Historic Environment, paras 1.23–1.29 ¬
http://gov.wales/topics/planning/policy/tans/?lang=en
Setting of Historic Assets in Wales, Welsh Government, Cadw, 2017

24 Planning (Listed Buildings and Conservation Areas) Act 1990, section 16 ¬


26 Technical Advice Note 24: The Historic Environment, paras 5.22–5.23 ¬
http://gov.wales/topics/planning/policy/tans/?lang=en

27 Planning (Listed Buildings and Conservation Areas) Act 1990, sections I(3) and I(5) ¬

23
28 Technical Advice Note 24: The Historic Environment, paras 5.28–5.29 —
http://gov.wales/topics/planning/policy/tans/?lang=en

29 Planning (Listed Buildings and Conservation Areas) (Wales) Regulations 2012 as amended by Planning (Listed Buildings and Conservation Areas) (Wales) (Amendment No. 2) Regulations 2017 —
Heritage Impact Assessment in Wales, Welsh Government, Cadw, 2017

http://gov.wales/topics/planning/policy/guidanceandleaflets/preppguide/?lang=en

31 Development Management Manual, section 6.3 —

32 For more information see Technical Advice Note 24: The Historic Environment, paras 1.30–1.34 —
http://gov.wales/topics/planning/policy/tans/?lang=en

33 The Standard Application Form (1APP form) —
http://gov.wales/topics/planning/faqs/1appfaqs/?lang=en

34 Planning (Listed Buildings and Conservation Areas) (Wales) Regulations 2012 as amended by Planning (Listed Buildings and Conservation Areas) (Wales) (Amendment No. 2) Regulations 2017 —
Heritage Impact Assessment in Wales, Welsh Government, Cadw, 2017 —

35 Technical Advice Note 24: The Historic Environment, para 5.15 —
http://gov.wales/topics/planning/policy/tans/?lang=en

36 Planning (Listed Buildings and Conservation Areas) Act 1990, section 20(3)(b) —
The local planning authority must give notice to the applicant of their decision, or of the reference of the application to the Welsh Ministers, within 8 weeks of a valid application being lodged with the authority, or such other period as may at any time be agreed upon in writing between the applicant and the authority.

38 The national amenity societies are listed in Contacts. —

39 WGC 016/2014: The Use of Planning Conditions for Development Management contains some model conditions for listed building consent, but it is not exhaustive. —

40 Delegation — The Welsh Government has delegated responsibility to all local planning authorities for internal works to grade II listed buildings. It has also delegated responsibility to some local planning authorities for determining listed building consent applications for works to grade II listed buildings (other than demolition) without notifying Cadw. Your local authority will be able to confirm whether it has delegated authority. Planning (Listed Buildings and Conservation Areas Act) 1990, sections 12 and 13. —
41 Planning (Listed Buildings and Conservation Areas) Act 1990, section 59 –

42 Planning (Listed Buildings and Conservation Areas) Act 1990, section 38, building enforcement notice –
Historic Environment (Wales) Act 2016, section 29, temporary stop notices

43 Planning (Listed Buildings and Conservation Areas) Act 1990, section 38 –
Further Information

Legislation, Planning Policy and Guidance

Planning (Listed Buildings and Conservation Areas) Act 1990

Historic Environment (Wales) Act 2016

Planning Policy Wales (Edition 9)
http://gov.wales/topics/planning/policy/ppw/?lang=en

Planning Policy Wales (Edition 9), Chapter 6: The Historic Environment
http://gov.wales/topics/planning/policy/ppw/?lang=en

Technical Advice Note 12: Design
http://gov.wales/topics/planning/policy/tans/?lang=en

Technical Advice Note 24: The Historic Environment
http://gov.wales/topics/planning/policy/tans/?lang=en

Development Management Manual

Best-practice Guidance


Heritage Impact Assessment in Wales, Welsh Government, Cadw, 2017

Managing Change to Registered Historic Parks and Gardens in Wales, Welsh Government, Cadw, 2017

Managing Listed Buildings at Risk in Wales, Welsh Government, Cadw, 2017

http://gov.wales/topics/planning/policy/guidanceandleaflets/preappguide/?lang=en

Setting of Historic Assets in Wales, Welsh Government, Cadw, 2017
Maintenance and Conservation

Cadw has published a range of publications about caring for, conserving and converting various types of building. These can be found online at:

BS7913 Guide to the Conservation of Historic Buildings
http://shop.bsigroup.com/ProductDetail/?pid=000000000030248522

Historic England https://historicengland.org.uk/advice/your-home/

Historic Environment Scotland https://www.engineshed.org/

Institute of Historic Building Conservation http://ihbconline.co.uk/caring/


Historical Information

Archives Wales — an online catalogue that allows you to search information in more than 7,000 collections of historical records in the holdings of the 21 archives in Wales. https://archives.wales/

Archwilio — provides online public access to the historic environment records for each local authority area in Wales. Archwilio is maintained and supported with further information held by the Welsh archaeological trusts. www.archwilio.org.uk

Coflein — the online catalogue for the National Monuments Record of Wales, the national collection of information about the historic environment of Wales. www.coflein.gov.uk

Cof Cymru — Cadw’s online record of the national historic assets of Wales, which includes listed buildings, scheduled monuments, protected wrecks, World Heritage Sites and registered historic landscapes. Registered historic parks and gardens will be added to Cof Cymru in 2018. http://cadw.gov.wales/historicenvironment/recordsv1/cof-cymru/?lang=en

Cynefin — an online resource to research Welsh tithe maps and their indexes
http://cynefin.archiveswales.org.uk/

Historic Wales — an online gateway to the national and regional historic historic environment records www.historicwales.gov.uk

List of Historic Place Names of Wales records the various forms and spellings used for the names of topographical features, communities, thoroughfares, structures and other aspects of the landscape recorded in sources that predate the First World War.
https://historicplacenames.rcahmw.gov.uk/

The National Library of Wales www.llgc.org.uk
Sourcing Appropriate Materials

There is a wide variety of suppliers of many different types of material for traditional construction; for example, lime for mortars, hair for plasters and clay roofing tiles. Details can be found in specialist directories such as *The Building Conservation Directory*.

Your local authority conservation officer may be able to help in sourcing a material that is particular to the area, such as a type of brick that was produced locally, or a particular type of stone.
Contacts

**Welsh Government**
Historic Environment Service (Cadw)
Plas Carew, Unit 5/7 Cefn Coed, Parc Nantgarw, Cardiff CF15 7QQ
Tel. 03000 256000
cadw@wales.gsi.gov.uk
http://cadw.gov.wales

**Royal Commission on the Ancient and Historical Monuments of Wales**
Ffordd Penglais, Aberystwyth, Ceredigion SY23 3BU
Tel. 01970 621200
nmr.wales@rcahmw.gov.uk
www.rcahmw.gov.uk

**National Monuments Record of Wales**
nmr.wales@rcahmw.gov.uk
www.coflein.gov.uk

**The Planning Inspectorate**
Crown Buildings, Cathays Park, Cardiff, CF10 3NQ
Tel. 029 2082 3866
wales@pins.gsi.gov.uk
www.planninginspectorate.wales.gov.uk

**Local Planning Authorities**
Local planning authorities’ conservation and planning officers can be contacted via the relevant local authority website.

**Amenity Societies**

<table>
<thead>
<tr>
<th>National Amenity Society</th>
<th>Date Range</th>
<th>Specific Interests</th>
</tr>
</thead>
<tbody>
<tr>
<td>Council for British Archaeology (CBA)</td>
<td>All periods</td>
<td>Impacts on fabric and archaeological remains</td>
</tr>
<tr>
<td>Ancient Monuments Society</td>
<td>All periods</td>
<td>Churches</td>
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<tr>
<td>Society for the Protection of Ancient Buildings (SPAB)</td>
<td>Pre-1700</td>
<td></td>
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<td>Georgian Group</td>
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<tr>
<td>Victorian Society</td>
<td>1840–1914</td>
<td></td>
</tr>
<tr>
<td>Twentieth Century Society</td>
<td>1914 onwards</td>
<td></td>
</tr>
</tbody>
</table>
Managing Change to Listed Buildings in Wales

Theatres Trust
http://www.theatrestrust.org.uk/

Welsh Historic Gardens Trust
http://www.whgt.org.uk/

**Welsh Archaeological Trusts**
Clwyd-Powys Archaeological Trust
41 Broad Street, Welshpool SY21 7RR
Tel. 01938 553670
trust@cpat.org.uk
www.cpat.org.uk

Dyfed Archaeological Trust
Corner House, 6 Carmarthen Street, Llandeilo SA19 6AE
Tel. 01558 823121
info@dyfedarchaeology.org.uk
www.dyfedarchaeology.org.uk

Glamorgan-Gwent Archaeological Trust
Heathfield House, Heathfield, Swansea SA1 6EL
Tel. 01792 655208
enquiries@ggat.org.uk
www.ggat.org.uk

Gwynedd Archaeological Trust
Craig Beuno, Garth Road, Bangor LL57 2RT
Tel. 01248 352535
gat@heneb.co.uk
www.heneb.co.uk

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