

HERITAGE APPRAISAL

LAND ABUTTING CAYTON MILL CARAVAN PARK, MILL LANE, CAYTON – VARIATION OF CONDITION 4 OF PLANNING PERMISSION REF: 17/00474/OL

**ON BEHALF OF BARRATT HOMES YORKSHIRE EAST & DAVID WILSON
HOMES YORKSHIRE EAST**



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Document Management				
Version	Date	Author	Checked/approved by:	Reason for revision
1	July 2020	L. Garcia Associate Heritage Consultant	G. Stoten Executive Director - Heritage	n/a
2	July 2020	L. Garcia Associate Heritage Consultant	G. Stoten Executive Director - Heritage	QA

CONTENTS:

Page No:

1.0 Introduction	1
2.0 Legislation and Planning Policy.....	2
3.0 Site Description	6
4.0 Heritage Baseline.....	11
5.0 Discussion.....	20
6.0 Conclusion	24
Appendix 1 – Listing entry for Church of St, John the Baptist	25

Appendix 1 – National Heritage List for England entry for Church of St. John the Baptist.

Plate 1 Site location plan – Church of St John circled in red	6
Plate 2 Cayton Conservation Area extents (taken from Scarborough Borough Council online mapping)	7
Plate 3 View east along Limekiln Lane from Church Lane showing the height of the hedgerow along the southern boundary of the site	8
Plate 4 Looking southeast along Church Lane with the hedgerow forming the western boundary of the site.	8
Plate 5 View from pavement level looking directly north from Limekiln Lane outside of the church graveyard boundary. The hedge is on a bank and dense	9
Plate 6 View north along Church Lane taken adjacent to junction with Harford Road – site boundary is on the right.....	9
Plate 7 View of church whilst moving south along Church Lane with site boundary on the left – Church is seen within the context of modern development with no sense of open space on the left as it is not visible.....	10
Plate 8 Grade I listed Church of St. John, looking southwest, taken from Limekiln Lane	13
Plate 9 View of northern graveyard boundary wall of the Church of St. John illustrating the level difference between the graveyard and the road	14
Plate 10 View north along Church Lane from outside the church, the site is located behind the hedgerow	14
Plate 11 View west from outside the church – modern two-storey housing located directly across Church Lane	15
Plate 12 View along east and southeast boundary of the graveyard	15
Plate 13 View along southern façade of the church, where the entrance porch is situated	16
Plate 14 View out of southwestern entrance to graveyard looking towards grade II listed	

87 Main Street and with The Farrier public house on the left of the photograph. This view is within the Conservation Area, looking towards the historic core of Cayton.....	16
Plate 15 View from the junction of Church Lane and Main Street looking towards the Church. This is considered a key view in the Conservation Area by showing the church, the public house and the grade II listed 87 Main Street as a cluster of historic buildings.	17
Plate 16 Grade II listed 86 Main Street and Grade II listed 82, 84 Main Street in Conservation Area – note the coped gables, sandstone, pantiles and horizontal sash...	17
Plate 17 82, 84 Main Street, grade II listed – within Conservation Area – vertical sash on this building with flat arches with keystones. The kneelers survive on the gable.....	18
Plate 18 Historic building on Cayton Main Street – curved kneelers evident along with vertical sash windows, pantile roofs and upper floor openings just below the eaves	18
Plate 19 Close up of detail of flat arch with keystones on a historic building on Main Street – replacement uPVC windows are a slight detracting element.	19
Plate 20 Even buildings which have been substantially repaired and altered retain the curved kneelers	19

1.0 Introduction

1.1 Pegasus Group have been commissioned by Barratt Homes Yorkshire East Division & David Wilson Homes Yorkshire East Division to prepare a Heritage Appraisal for land abutting Cayton Mill Caravan Park, Mill Lane, Cayton.

1.2 This Heritage Appraisal has been prepared to support the S73 application to vary condition No4 which was attached to the outline planning permission (ref: 17/00474/OL) granted for the construction of 80no. dwellings at the site at Mill Lane, Cayton. The site is located in proximity to the Cayton Conservation Area and north of the grade I listed Church of St John.

1.3 The condition as it stands states:

"The reserved matters application shall comply with the following requirements (amongst others):

(i) The dwellings sited closest to the southern boundary of the site shall be single storey, without dormer windows and not exceed 5.5 metres in height.

Reason: to meet the requirements of the Housing Allocation Statement HA13 of the Scarborough Borough Local Plan."

1.4 The client wishes to see this condition amended to state:

(i) The dwellings sited closest to the southern boundary will be either single storey in height or designed to replicate the more traditional vernacular in order to respect the relationship with the Grade 1 listed church and the wider Cayton Conservation Area.

1.5 The purpose of this Appraisal is to assess the grade I listed Church of St. John (NHLE Ref: 1148133) and set out its significance, identify its setting and the contribution this makes to the asset's significance. This Appraisal will also consider the development site and analyse what contribution, if any, this makes to the significance of the church. Following this, an assessment of the consequences of the proposed change to the wording of the condition will be carried out.

2.0 Legislation and Planning Policy

Legislation

- 2.1 The site is located in proximity to a Grade I listed building and therefore the provisions of Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 applies. The site lies in proximity to the Cayton Conservation Area, but not within its bounds and therefore S72 of the same Act is not applicable here.
- 2.2 Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that: "In considering whether to grant planning permission [or permission in principle] for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State, shall 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".
- 2.3 In the 2014 Court of Appeal judgement in relation to the Barnwell Manor case, Sullivan LJ held that: "Parliament in enacting section 66(1) did intend that the desirability of preserving the settings of listed buildings should not simply be given careful consideration by the decision-maker for the purpose of deciding whether there would be some harm, but should be given "considerable importance and weight" when the decision-maker carries out the balancing exercise."

National Planning Policy

- 2.4 National policy and guidance is set out in the Government's National Planning Policy Framework (NPPF) published in February 2019. This replaced and updated the previous NPPF 2018 which in turn had amended and superseded the 2012 version. The NPPF needs to be read as a whole and is intended to promote the concept of delivering sustainable development.
- 2.5 Heritage Assets are defined in the NPPF as:

"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. It includes designated heritage assets and assets identified by the local planning authority (including local listing)."

2.6 The NPPF goes on to define a Designated Heritage Asset as a:

"World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under relevant legislation."

2.7 As set out above, significance is also defined as:

"The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting. For World Heritage Sites, the cultural value described within each site's Statement of Outstanding Universal Value forms part of its significance."

2.8 Section 16 of the NPPF relates to 'Conserving and enhancing the historic environment' and states at paragraph 192 that:

"In determining planning applications, local planning authorities should take account of:

the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;

the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality;
and

the desirability of new development making a positive contribution to local character and distinctiveness."

2.9 With regard to the impact of proposals on the significance of a heritage asset, paragraphs 193 and 194 are relevant and read as follows:

"When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss

or less than substantial harm to its significance.”

“Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of:

grade II listed buildings, or grade II registered parks or gardens, should be exceptional;

assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.”*

2.10 Paragraph 196 goes on to state:

“Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.”

2.11 A Conservation Area can be considered as an asset of the highest or less than the highest significance. The Cayton Conservation Area is currently on the Historic England At Risk register. It contains a small number of listed buildings and its special interest has been eroded through insensitive infill development. It is therefore considered to be an asset of less than the highest significance.

Local Planning Policy

2.12 Local Policy for this site is found within the Scarborough Borough Local Plan adopted in July 2017. Policy DEC5 of this states:

The Historic and Built Environment

Historic rural, urban and coastal environments will be conserved and, where appropriate, enhanced and their potential to contribute towards the economic regeneration, tourism offer and education of the area exploited, particularly those elements which contribute to the areas distinctive character and sense of place. In order to ensure this:

- a) *Proposals affecting a designated heritage asset (or an archaeological site of national importance) should conserve those elements which contribute to its significance. Harm to such elements will be permitted*

only where this is outweighed by the public benefits of the proposal. Substantial harm or total loss to the significance of a designated heritage asset (or an archaeological site of national importance) will be permitted only in exceptional circumstances;

- b) Proposals affecting a Conservation Area should preserve or enhance its character or appearance especially those elements identified in any Conservation Area Appraisal;*
- c) Proposals affecting archaeological sites of less than national importance should conserve those elements which contribute to their significance in line with the importance of the remains. In those cases where development affecting such sites is acceptable in principle, mitigation of damage will be ensured through preservation of the remains in situ as a preferred solution. When in situ preservation is not justified, the developer will be required to make adequate provision for excavation and recording before or during development;*
- d) Proposals which would remove, harm or undermine the significance of a non-designated heritage asset, or its contribution to the character of a place will only be permitted where the public benefits of the development would outweigh the harm; and*
- e) Proposals which will help to secure a sustainable future for heritage assets, especially those identified as being at greatest risk of loss or decay, will be supported.*

3.0 Site Description

- 3.1 The site is approximately 3.81ha and is located within the settlement of Cayton in Scarborough, North Yorkshire. The site is roughly triangular and bounded by Limekiln Lane to the south, Church Lane to the west and the boundaries of the Cayton Caravan Park to the east and north. The site is surrounded by dense and tall hedgerows which are above head height when observed from pavement level.
- 3.2 The site is currently open scrubland. There are very few glimpsed views into the site when walking or travelling around the boundaries due to the height of the hedgerows. There are some views into the open ground of the site from the graveyard of the church, but this is due to the elevated viewpoint.

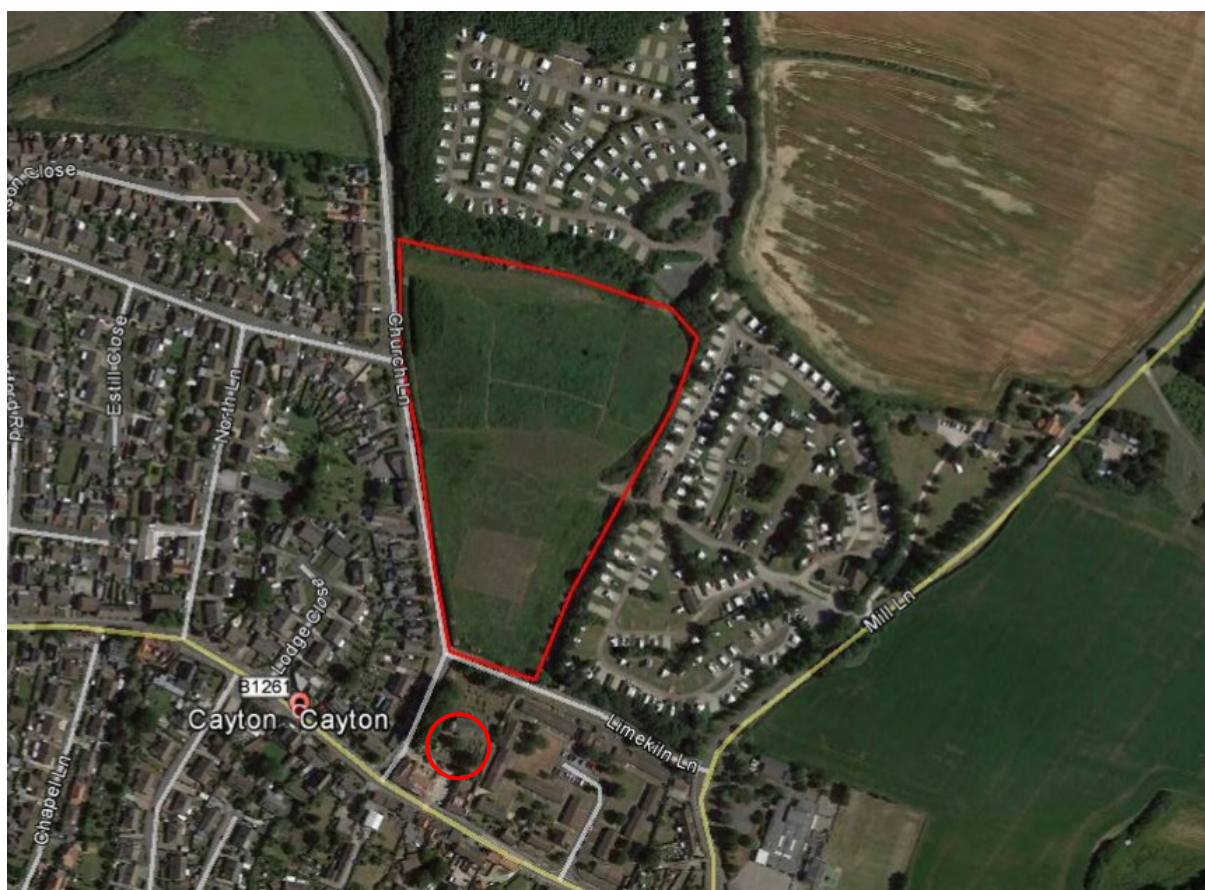


Plate 1 Site location plan – Church of St John circled in red

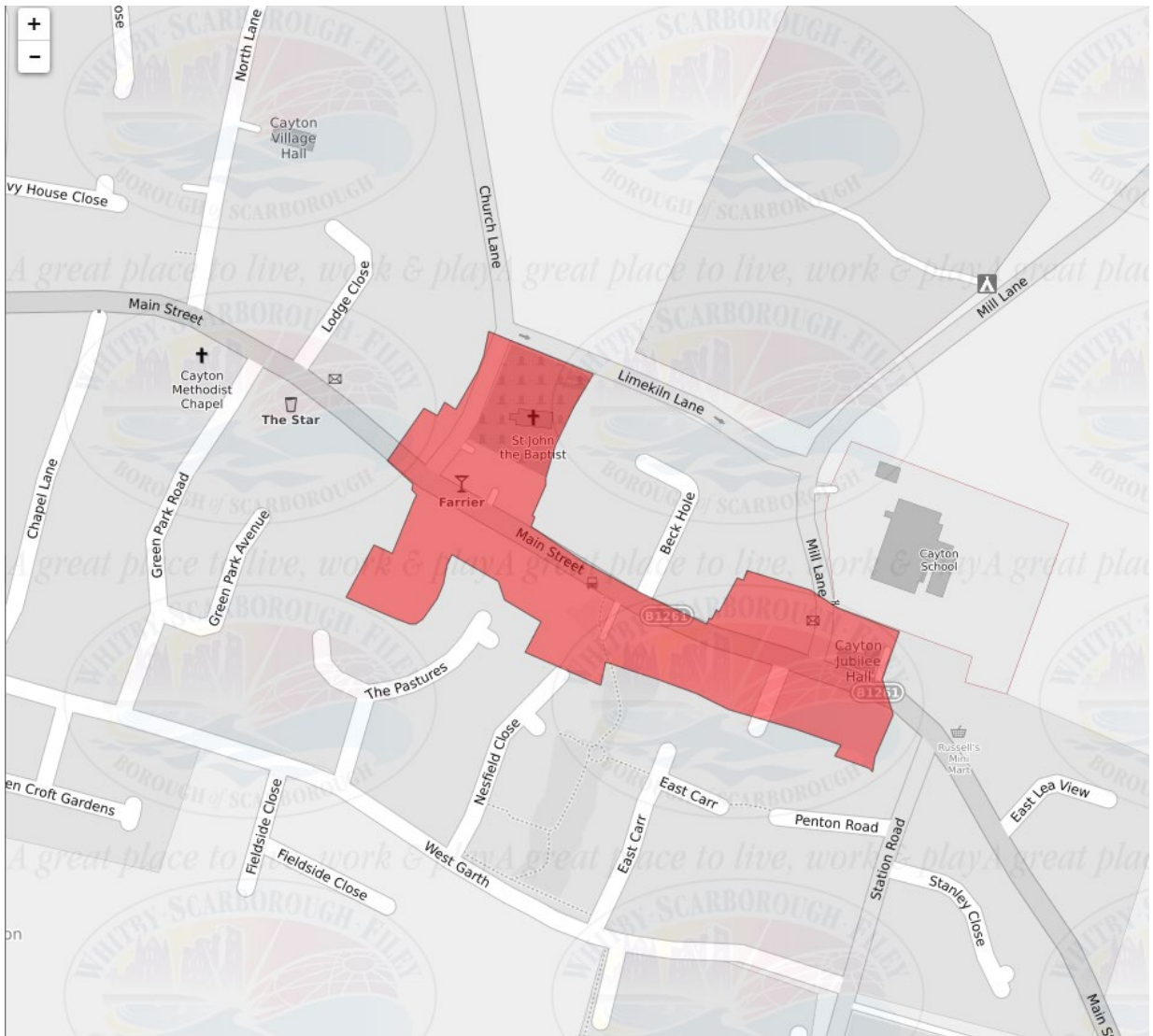


Plate 2 Cayton Conservation Area extents (taken from Scarborough Borough Council online mapping)



Plate 3 View east along Limekiln Lane from Church Lane showing the height of the hedgerow along the southern boundary of the site



Plate 4 Looking southeast along Church Lane with the hedgerow forming the western boundary of the site.



Plate 5 View from pavement level looking directly north from Limekiln Lane outside of the church graveyard boundary. The hedge is on a bank and dense



Plate 6 View north along Church Lane taken adjacent to junction with Harford Road – site boundary is on the right



Plate 7 View of church whilst moving south along Church Lane with site boundary on the left – Church is seen within the context of modern development with no sense of open space on the left as it is not visible

4.0 Heritage Baseline

- 4.1 The site is located to the north of the Cayton Conservation Area and the grade I listed Church of St John (NHLE Ref: 1448133). The church has origins in the 12th-century. The nave and chancel date from this period, with the tower and north chapel added in the 15th century. The church was restored in the 19th century. The church is located on higher ground within the village and would have been the focus of the medieval settlement, lying at the northern end of the village. The church was located within the settlement for the use of the residents and from the workers in the surrounding landscape. This is not an isolated, rural church but rather one located within a settlement.
- 4.2 The significance of this asset is primarily derived from its historic fabric which demonstrates its architectural and historic interest. There is good survival of 12th-century fabric within the church including the doorway and the font. There are a number of monuments within the church dating from the 15th century and with a particular affiliation with the Bielby family. These elements and the sensitive restoration of the 19th century demonstrate the architectural and historic interest of the asset.
- 4.3 The setting of the asset makes a variable contribution to the significance of the asset, but this contribution is less than the contribution made by its historic fabric. The setting includes the surrounding graveyard, which makes a strong contribution to the significance of the asset by adding to its historic interest and also being of value to the community as a place of remembrance. The setting also includes the historic core of Cayton including the Conservation Area which lies to the south of the church and the remaining historic buildings located in proximity. This makes a moderate contribution to its significance.
- 4.4 The modern housing surrounding the church also forms part of its setting, but one which makes a neutral contribution to the significance. The existence of the modern housing does not contribute to the significance but nor does it reduce the ability to appreciate its architectural and historic interest.
- 4.5 The proposed site forms part of the setting of the asset as part of the wider rural surroundings of the church and the remaining field within the immediate surroundings of the church. There are views into the site from outside of the church, however the large hedgerows along the southern boundary does inhibit

these views. The proposed site makes a very small contribution to the significance of the asset by being a remnant of the historic surroundings to the north of the church which was historically open fields.

- 4.6 The Cayton Conservation Area has no Conservation Area appraisal and is currently on the Historic England At Risk register as being in poor condition, with high vulnerability and actively deteriorating. The focus of the Conservation Area is along Main Street. The remaining historic buildings are located here and provide evidence of the medieval linear form of the village.
- 4.7 The older buildings within Cayton display a strong local vernacular. The majority of historic buildings have stone kneelers, some plain, some curved, with gabled roofs with chimney built out of the gable-end or ridges on terraced housing. Some of the houses also have coped gables. Roofing material tend to be clay pantiles with the predominant building material being sandstone, though there are some older brick buildings within the historic core along Main Street. Windows are a mix of horizontal and vertical sash and casement with stone lintels and sills. There is some variation with some buildings having protruding sills and flat arches with keystones, but these are exceptions. The traditional built form is of two-storey houses with the upper lintel or arch being just below the eaves.
- 4.8 It is considered that the key views of the Conservation Area are along Main Street, in particular looking towards the Jubilee Hall and the view of the church from the junction with Main Street and Church Lane which shows the church in conjunction with the grade II listed of 87 Main Street and The Farrier public house, a former smithy.
- 4.9 When approaching the Conservation Area from the north along Church Lane, there is no real appreciation of the historic core of Cayton, until at very close quarters, almost within the Conservation Area itself. The Church of St. John is not a prominent presence within the village, despite its slightly elevated location. The tower is fairly squat with no visibility when moving around the Conservation Area.
- 4.10 It is considered that the view along Church Lane could be considered as a key view, however the hedgerow on the right of this view is so tall that there is no perception of what lies beyond, with the view on the left being modern development. There is some sense that beyond the built form on the left of

Church Lane there are rural fields beyond, and this makes a small contribution to the Conservation Area.



Plate 8 Grade I listed Church of St. John, looking southwest, taken from Limekiln Lane



Plate 9 View of northern graveyard boundary wall of the Church of St. John illustrating the level difference between the graveyard and the road



Plate 10 View north along Church Lane from outside the church, the site is located behind the hedgerow



Plate 11 View west from outside the church – modern two-storey housing located directly across Church Lane



Plate 12 View along east and southeast boundary of the graveyard



Plate 13 View along southern façade of the church, where the entrance porch is situated



Plate 14 View out of southwestern entrance to graveyard looking towards grade II listed 87 Main Street and with The Farrier public house on the left of the photograph. This view is within the Conservation Area, looking towards the historic core of Cayton.



Plate 15 View from the junction of Church Lane and Main Street looking towards the Church. This is considered a key view in the Conservation Area by showing the church, the public house and the grade II listed 87 Main Street as a cluster of historic buildings.



Plate 16 Grade II listed 86 Main Street and Grade II listed 82, 84 Main Street in Conservation Area – note the coped gables, sandstone, pantiles and horizontal sash.



Plate 17 82, 84 Main Street, grade II listed – within Conservation Area – vertical sash on this building with flat arches with keystones. The kneelers survive on the gable



Plate 18 Historic building on Cayton Main Street – curved kneelers evident along with vertical sash windows, pantile roofs and upper floor openings just below the eaves



Plate 19 Close up of detail of flat arch with keystones on a historic building on Main Street – replacement uPVC windows are a slight detracting element.



Plate 20 Even buildings which have been substantially repaired and altered retain the curved kneelers

5.0 Discussion

- 5.1 The matter in question within this appraisal is would the changing of the wording of condition 4 have a detrimental effect, or would it lead to a development which would cause harm to the significance of the grade I listed Church of St John and the Cayton Conservation Area through changes to their setting.
- 5.2 It has been established that the site makes a very small contribution to the significance of the asset by providing evidence of the historic surroundings of the church. It must be noted that this site has been granted outline planning permission for residential development, therefore the principle of development here, thus the overriding change to the character, has been considered and found to be acceptable.
- 5.3 This application to vary condition 4 will affect one small element of the scheme at the southern end, but it will not change the overall development quantum of the scheme nor the overriding principle of the development of the site, thus the change in character. The variation in condition 4 is not considered to result in any additional heritage harm when considered against the baseline of the parameters of the scheme that has been granted outline planning permission, and indeed the change of wording of the condition allow the creation of a scheme which has the potential to enhance the heritage significance of the Conservation Area through setting, as described below.
- 5.4 The site does not lie within the Cayton Conservation Area. As such, the provisions of S72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 do not apply. The Conservation Area has no appraisal document setting out its special character, or more specifically for this site, a discussion of its key views and setting. It is also noted that the Conservation Area is on the Historic England At Risk register.
- 5.5 Key views have been considered within this appraisal which help to illustrate the special interest of the Conservation Area. It is considered that there are no key views which would contain the church and the site in the same view. The other key views, that are along Main Street and the view of the church from Main Street will not be changed by the condition variation.

- 5.6 The measures already in place, that is the setback of development from the western boundary will mean that the view along Church Lane will minimally change and will not cause a reduction to the contribution this makes to the Conservation Area.
- 5.7 Key consultees have provided responses to the S73 application. It should be noted that none of these responses objected to the proposed changes. Historic England provided a consultation response on 6th July 2020. It stated:
- "Our position remains that we have no objection in principle to two storeys."*
- 5.8 The response then goes on to state that the development that is proposed here should be a bespoke and local response to the historic character of the core of the village. It also welcomed the idea of the principal facades addressing the open space to help animate the space. There was some reservation expressed at the draft illustrations shown to Historic England that they were uniform terraces and it was not clear how the local vernacular had been used. They recommended that an analysis of the Conservation Area and the historic built fabric of the village was undertaken to inform designs.
- 5.9 The Scarborough Council Conservation Officer provided a response on 24th July 2020. In it, they conclude:
- "I raise no objections to the proposed variation of Condition 4(ii) of decision 17/00474/OL to allow for two storey dwellings to be sited at the southern end of the development site."*
- 5.10 In common with Historic England, the Conservation Officer stressed the point that these buildings needed to be bespoke and respond to the heritage of the area. The Conservation Officer states that incorporating design principles derived from the traditional vernacular of the settlement had the potential to result *'in a visually interesting and sympathetic group of bespoke buildings which would help to preserve the setting of the Church and perhaps even make a positive contribution to the setting of the Conservation Area.'*
- 5.11 The current surroundings of the Church of St. John are mixed. Immediately west of the church are the residential dwellings long Church Lane which are a mix of bungalows, 1.5 storey dormer bungalows and two-storey detached houses. These buildings are modern, late 20th-century in style, with no use of the traditional vernacular found in the historic core of Cayton. They are located

directly adjacent to the conservation area and the grade I listed building.

- 5.12 Despite its proximity, there is little sense of connection between the church and the development site given the height of the hedgerow which surrounds the site on all sides. The development on the site will have a 40m set-back from Limekiln Road and the existing hedgerow is remaining in-situ. Already this places development well away from the church and the graveyard and allows these elements to remain in association with open space and maintain a view of open ground between the church and any built form within the site.
- 5.13 The baseline section above has considered and described the principal elements of the traditional vernacular within Cayton. These elements have been considered when designing the bespoke response to the buildings at the southern edge of the scheme. One of the key points to draw out is that the traditional built form of Cayton is of two storey dwellings. The variation of the condition therefore seeks to address this by removing a restriction to provide a built form which is not of the scale of the traditional, local vernacular of the historic core.
- 5.14 Key consultees have been shown first draft illustrations of the proposed scheme. These illustrations have evolved and have taken into account more of the specific architectural details which are seen in the historic core of Cayton. In particular, kneelers have been introduced into the gables. This is a characteristic detail within Cayton with almost every historic building within the village displaying this element. Stone sills and lintels are proposed and the materials use the palette of the historic buildings in Cayton with terracotta pantiles for the roof and coursed stone.
- 5.15 The form of the building, in a terrace, is also a form represented within Cayton. The gable end aspect of the buildings at the end of each row is not a form that is seen in the historic core, but it must be noted that this site is not within the Conservation Area of Cayton. The requirement of this scheme is to create a bespoke layout which is responsive to the historic fabric of Cayton. This does not mean producing a facsimile of the historic buildings of Cayton, but rather using the historic cues to create an attractive place to live that respects the surroundings but is not pastiche.
- 5.16 Car-parking has been moved from the front of the building to the rear to provide an unobstructed open space between the dwellings and the church. In

addition, the internal access roads have been orientated in such a way as to focus views on the church. This will create medium-distance views of the church which are currently unavailable, helping to better reveal the architectural interest of the asset.

- 5.17 Importantly, the proposed houses directly address the open space. They face on to the area, looking towards the Church. This gives the open space the sense of a village green, with the buildings facing onto the area and the church adjacent to it. It provides a focal point at the northern end of Cayton and adjacent to the historic core and provides a fitting setting for the northern side of the Conservation Area.
- 5.18 The retention of the buffer of open space and transformation into an area of village green character will preserve the aspects of the setting of this space which contribute to the significance of the Grade I listed Church of St. John and will, with the opening up of views, in fact enhance the significance by providing new aspects and views which allow medium-distance views of the church which is currently not available.
- 5.19 It has been demonstrated that the design proposals for the southern end of the site are in keeping with the historic core of Cayton and provide the desired bespoke response. It is, therefore, considered that that the scheme will preserve the character of the Cayton Conservation Area and may even enhance it by providing a route from the development, south into the village which has the church as its focal point, leading directly into the historic core.

6.0 Conclusion

- 6.1 This Heritage Appraisal has been prepared to support the S73 application to vary condition 4 of planning decision 17/00474/OL.
- 6.2 This appraisal has shown that the proposed variation in wording of condition 4 will not cause any harm to the significance of the Grade I Listed church or the Cayton Conservation Area and has the potential, in fact, to enhance the heritage significance of the assets by opening up new views and better revealing their significance. Therefore, the variation of the condition will not result in any harm to the heritage assets. This is reflected in the lack of any objections from the heritage consultees.
- 6.3 The draft design proposals that the variation to the wording of the condition will allow include buildings on the southern edge of the scheme which have been designed specifically to respond to their location and their proximity to the Grade I listed church. They have taken design cues from the historic built form of Cayton, creating a bespoke and attractive frontage to the scheme which addresses open space to the south with the church beyond, and creates a welcoming village green character area.

Hence, the variation in wording is considered to be acceptable in terms of heritage law, policy and guidance.

Appendix 1 – Listing entry for Church of St, John the Baptist



CHURCH OF SAINT JOHN THE BAPTIST

Overview

Heritage Category:

Listed Building

Grade:

I

List Entry Number:

1148133

Date first listed:

18-Jan-1967

Statutory Address:

CHURCH OF SAINT JOHN THE BAPTIST, CHURCH LANE

Map



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The above map is for quick reference purposes only and may not be to scale. For a copy of the full scale map, please see the attached PDF - [1148133.pdf](#)

The PDF will be generated from our live systems and may take a few minutes to download depending on how busy our servers are. We apologise for this delay.

This copy shows the entry on 27-Jul-2020 at 15:35:48.

Location

Statutory Address:

CHURCH OF SAINT JOHN THE BAPTIST, CHURCH LANE

The building or site itself may lie within the boundary of more than one authority.

County:

North Yorkshire

District:

Scarborough (District Authority)

Parish:

Cayton

National Grid Reference:

TA 05660 83330

Details

the entry for

CAYTON CHURCH LANE TA 08 SE 5/1 (east side) Church of St John the Baptist Shall be amended to

TA 08 SE CAYTON CHURCH LANE 5/2 (east side) Church of St John the Baptist

CAYTON CHURCH LANE TA 08 SE (east side) 5/1 Church of Saint John the 18.1.67 Baptist

GVI

Church. C12 nave and chancel; C15 tower and north chapel; restored in C19. Coursed sandstone, on plinth, with slate roof. West tower; 2-bay nave and north aisle; south porch; chancel with north chapel and vestry. 3-stage, embattled tower with pinnacles and diagonal buttresses with offsets. 2- light, flat-topped bell openings to upper stage; similar opening to lowest stage to west; slit opening to south to light tower staircase. Round- arched, gabled porch contains a fine C12 doorway of three orders, enriched with chevron moulding, on shafts with scalloped capitals. All windows are C19 restorations, most 2-light with Geometrical tracery. East window of 3- lights, reticulated tracery under pointed, corbelled hoodmould. In the south wall of the chancel is an arched tomb niche. Interior: C12 arcade of slightly pointed arches on cylindrical pier and responds, with cushion capitals and square abaci. C15 double-chamfered chancel arch on half- octagonal responds. Trefoil-headed piscina in south wall of chancel. Timber door and doorframe to tower dated 1678. C12 tub font on C19 base. Monuments: slab on chancel floor with brass inscription to Robert Bard, d1452. Early C18 slab with armorial bearing, to John (d1702) and Barbara (d1705) Bielby. Marble wall cartouche with acanthus leaves, scrolls and crest, to Susannah Bielby, c1715. C18 charity board recording bequesL of Elisha Trott.

Listing NGR: TA0566183330

Legacy

The contents of this record have been generated from a legacy data system.

Legacy System number:

327032

Legacy System:

LBS

Legal

This building is listed under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended for its special architectural or historic interest.

End of official listing

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