



Heritage Impact Assessment

The Mill, Clee St
Margaret, Craven
Arms, Shropshire,
SY7 9DT

HCUK Group is a multi-disciplinary environmental practice offering expert advice in archaeology, heritage, landscape, arboriculture, and planning. It began life in 2010 as Heritage Collective LLP, before becoming Heritage Collective UK Limited in 2014. In the coming years diversification saw the addition of Archaeology Collective, Landscape Collective and Planning Collective, before all strands came together to be branded under a single umbrella: HCUK Group, based on the acronym for the original company. A home working company since the beginning, we are pleased to employ a talented workforce of consultants and support staff, who are on hand to advise our clients.



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Contents

| | |
|---|-----------|
| 1. Introduction | 4 |
| 2. Relevant Policy Framework | 7 |
| 3. Present Site Layout | 11 |
| 4. Assessment of Significance..... | 39 |
| 5. Impact Assessment | 45 |
| 6. Summary and Conclusions..... | 51 |
| Appendix 1: Scale of Harm (HCUK, 2019) | 53 |
| Appendix 2: GPA3 Assessment: Historic England’s guidance on setting | 54 |
| Appendix 3: Mill House, Mill Building and Bakehouse..... | 57 |

Figures

- Fig. 1 Site Location Plan**
- Fig. 2 Approximate layout of water management features overlaid on survey drawing by Red Box Surveys and supplied by Project Design Architects**
- Fig. 3 Extract of 1842 Tithe Map showing Mill buildings and mill pond**
- Fig. 4 Extract of 1903 Ordnance Survey Map showing Mill buildings and mill pond, as well as the layout of Clee Brook and the leats (in blue)**
- Fig. 5 Proposed floorplan layouts for the Mill House (Project Design Studios)**
- Fig. 6 Proposed elevations of the Mill House (Project Design Studios)**
- Fig. 7 Proposed floorplan and elevations of the Bakehouse (Project Design Studios Ltd)**
- Fig. 8 Proposed Layout of the Mill buildings (Project Design Studios)**

1. Introduction

Background

- 1.1** This heritage impact assessment has been prepared by James Meek (Director), HCUK Group for the proposed restoration and renovation works at The Mill, Clee St Margaret, Craven Arms, Shropshire, SY7 9DT (Figure 1). The Site is located on the northeastern side of Clee St Margaret on the northern side of a minor road in the river valley of the Clee Brook. This report has been prepared for Yeat Investments who have recently completed the purchase of the mill and are putting forward the proposals.
- 1.2** The Site covers the existing Mill House, Mill, Bakehouse and their associated grounds, including former mill pond, gardens and a number of channels and leats. The three extant buildings of the Mill House, Mill and Bakehouse are all listed Grade II structures (reference 1470405; listed on 19th June 2020; Appendix 1). The buildings are thought to date to the 18th century and would have been a small scale corn mill serving the village.
- 1.3** The proposals for the Site include renovation of the Mill, extension of the Mill House and refurbishment of the Bakehouse.
- 1.4** A planning application is being prepared for the proposals but initial contact has been made with Shropshire County Council including with the Conservation Officer who has requested a number of reports to be prepared to support the application.
- 1.5** Following consultation with Jonathan Edis of HCUK Group it was advised that an initial heritage advice was prepared based on the known proposals and information gleaned from the site visit which was included within a previous report which has been used as the basis of data for this assessment.
- 1.6** The purpose of this assessment is to determine and assess the significance of any relevant heritage assets identified. The report is informed by site inspection, historical information, and by data relating to heritage assets.
- 1.7** The assessment will assist with the determination of the application by informing the decision takers on the effects of the proposed development on the historic built environment. Specifically, this report assesses the significance of the listed buildings within the site and in close proximity, and the effect of the proposed development on that significance. Particular regard is given to the provisions of the Planning (Listed Building and Conservation Areas) Act, 1990. The report also sets out how the proposal complies with the guidance and policy of the National Planning Policy Framework (NPPF) 2021 and local planning policy.
- 1.8** Value judgements on the significance of the heritage assets affected are presented and the effects of the proposals upon that significance are appraised. The heritage

assets affected have been observed and assessed by the author following a site visit made in July 2021 in good weather.

The Proposals

- 1.9** The scheme anticipates a large extension to the rear of the Mill House, to double its width although much of the proposed addition will be constructed into the bank to the rear and the addition will be the same height as the existing building.
- 1.10** It is intended that the mill pond will be cleaned out and brought back to working use by re-establishing the flow of water from the series of drains and open ditches which link into the village ford which lies to the northeast.
- 1.11** The Mill building and its machinery will be renovated to bring the mill back to working order. A number of major components will need to be rebuilt, including the water wheel. A specialist report has been prepared by a mill specialist which considers how this can be achieved.
- 1.12** The Bakehouse structure will be refurbished to create overflow accommodation or a small studio.
- 1.13** A site visit/walkover was undertaken on the 4th August 2021. Access was possible to the full site and the interior and exterior of all buildings, excluding the Mill building itself as it is not structurally sound.
- 1.14** A full description of the site layout is provided below.

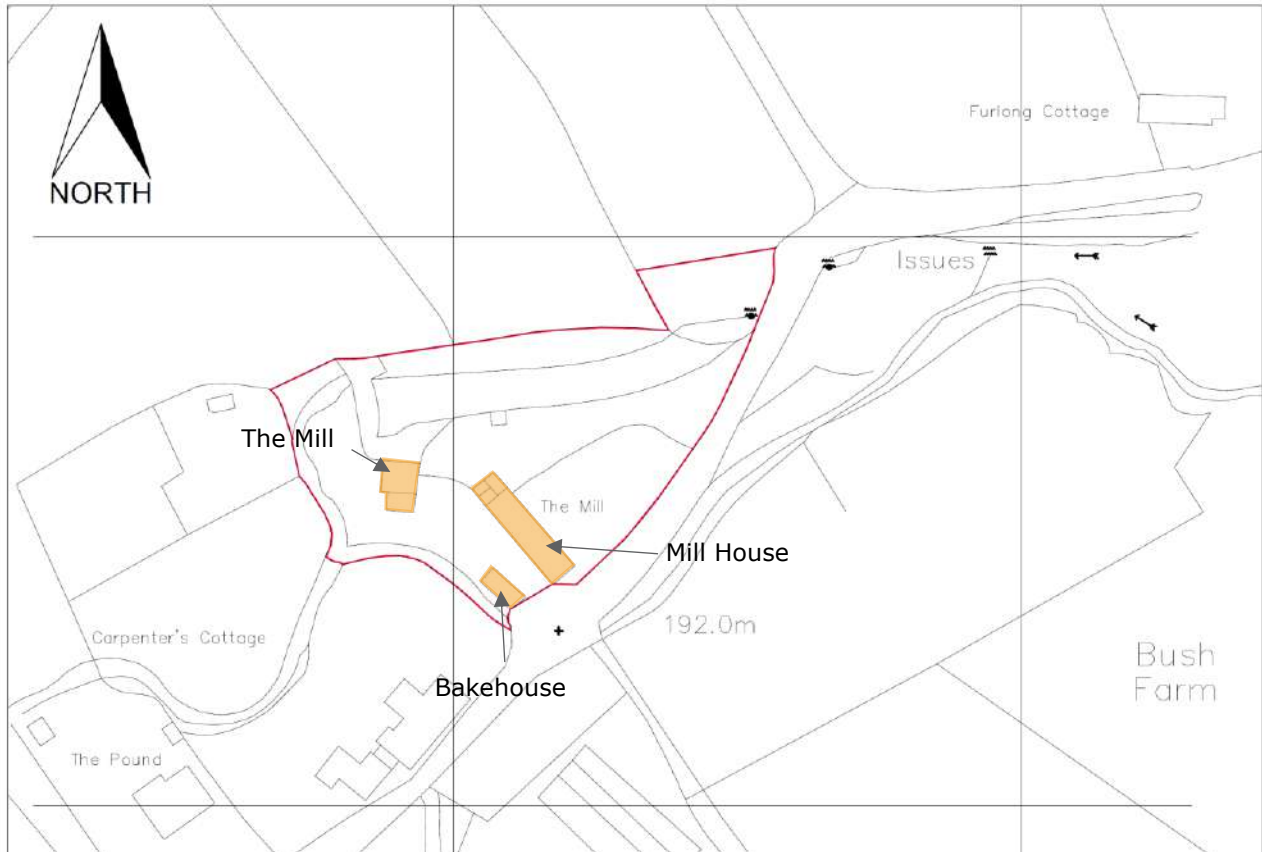


Figure 1: Site Location Plan, with buildings highlighted
(Project Design Studio – taken from Drawing Pack dated 13.07.2021)

2. Relevant Policy Framework

National Planning Policy Framework

- 2.1** The decision maker is required by section 66(1) of the Planning (Listed Building and Conservation Areas) Act 1990 to have special regard to the desirability of preserving a listed building and its setting when exercising planning functions. The decision maker must give considerable importance and weight to the desirability of preserving the significance of the listed building, and there is a strong presumption against the grant of permission for development that would harm its heritage significance.¹
- 2.2** There is a broadly similar duty arising from section 72(1) of the Act in respect of planning decisions relating to development within conservation areas.
- 2.3** For the purposes of this statement, preservation equates to an absence of harm.² Harm is defined in paragraph 84 of Historic England's Conservation Principles as change which erodes the significance of a heritage asset.³
- 2.4** The significance of a heritage asset is defined in the National Planning Policy Framework (NPPF) as being made up of four main constituents: architectural interest, historical interest, archaeological interest and artistic interest. The assessments of heritage significance and impact are normally made with primary reference to the four main elements of significance identified in the NPPF.
- 2.5** The setting of a heritage asset can contribute to its significance. Setting is defined in the NPPF as follows:
- "The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral."*
- 2.6** Historic England has published guidance on development affecting the setting of heritage assets in *The Setting of Heritage Assets* (second edition, December 2017), better known as GPA3. The guidance proposes a stepped approach to assessment in which Step 1 involves the identification of the relevant heritage assets, Step 2 establishes their significance, and Step 3 describes how the change within the setting of the assets might affect their significance. In cases where there is a

¹ Barnwell Manor Wind Energy Limited v East Northamptonshire District Council and others [2014] EWCA Civ 137. This principle has recently been confirmed, albeit in a lower court, in R (Wyeth-Price) v Guildford Borough Council.

² South Lakeland v SSE [1992] 2 AC 141.

³ Conservation Principles, 2008, paragraph 84.

resultant loss in significance, amounting to harm, Step 4 is engaged, requiring the discussion of mitigation.

2.7 The NPPF requires the impact on the significance of the designated heritage asset to be considered in terms of either “substantial harm” or “less than substantial harm” as described within paragraphs 201 and 202 of that document. National Planning Practice Guidance (NPPG) makes it clear that substantial harm is a high test, and case law describes substantial harm in terms of an effect that would vitiate or drain away much of the significance of a heritage asset.⁴ The Scale of Harm is tabulated at Appendix 1.

2.8 Paragraphs 201 and 202 of the NPPF refer to two different balancing exercises in which harm to significance, if any, is to be balanced with public benefit. Paragraph 18a-020-20190723 of National Planning Practice Guidance (NPPG) online makes it clear that some heritage-specific benefits can be public benefits. Paragraph 18a-018-20190723 of the same NPPG makes it clear that it is important to be explicit about the category of harm (that is, whether paragraph 201 or 202 of the NPPF applies, if at all), and the extent of harm, when dealing with decisions affecting designated heritage assets, as follows:

“Within each category of harm (which category applies should be explicitly identified), the extent of the harm may vary and should be clearly articulated.”

2.9 Paragraph 199 of the NPPF states that great weight should be given to the conservation of a designated heritage asset when considering applications that affect its significance, irrespective of how substantial or otherwise that harm might be.

2.10 Paragraph 203 of the NPPF is relevant to the earthworks and water management features associated with the mill site at Clee St Margaret.

Relevant Local Policies

2.11 The Shropshire Local Development Framework: Adopted Core Strategy (2010 – 2020 (adopted March 2011) contains local policies for the region. General statements on the framework of relevance to the Site include:

The Spatial Vision – Shropshire in 2026: Shropshire will have a thriving, diversified local economy, with a growing enterprise culture. It will have raised its profile as a recognised location for business development and as a tourism

⁴ Bedford Borough Council v SCLG and Nuon UK Limited [2013] EWHC 4344 (Admin).

destination, capitalising on its unique landscape and heritage assets without damaging their value for residents and visitors.

Historic Environment

- Shropshire possess a rich and important historic environment. Heritage assets range from Bronze Age ring ditches and Iron Age hill forts, to a major Roman city at Wroxeter, Offa's Dyke and important areas of industrial and archaeological interest, including part of the Ironbridge Gorge World Heritage Site and the Pontcysyllte Aqueduct and Canal World Heritage Site;
- The richness of Shropshire's historic environment is reflected in the number of designated heritage assets. There are 6,849 listed buildings, 437 Scheduled Ancient Monuments, 34 Registered Historic Parks and Gardens (including 3 which are cross-border) and a Registered Historic Battlefield. The wider value of historic landscapes and townscapes is recognised through the designation of 120 Conservation Areas in Shropshire (including the centres of many of the Market Towns), together with the wealth of non-statutory designated heritage assets recorded on the Historic Environment Record.

2.12 Specific local policies included in the framework of relevance to the Site are as follows, with relevant sections included and elements highlighted:

Objective 11: Ensure that the character, quality and diversity of Shropshire's built, natural and historic environment is protected, enhanced and, where possible, restored, in a way that respects landscape character, biodiversity, heritage values, and local distinctiveness, and contributes to wider environmental networks.

Core Strategy CS17: Environmental Networks Development will identify, protect, enhance, expand and connect Shropshire's environmental assets, to create a multifunctional network of natural and historic resources. This will be achieved by ensuring that all development:

- Protects and enhances the diversity, high quality and local character of Shropshire's natural, **built and historic environment**, and does not adversely affect the visual, ecological, geological, **heritage** or recreational values and functions of these assets, their immediate surroundings or their connecting corridors;
- Contributes to local distinctiveness, having regard to the quality of Shropshire's environment, including landscape, biodiversity and **heritage assets**, such as the Shropshire Hills AONB, the Meres and Mosses and the World Heritage Sites at Pontcysyllte Aqueduct and Canal and Ironbridge Gorge;

Core Strategy CS6: Sustainable Design and Development Principles To create sustainable places, development will be designed to a high quality using sustainable

design principles, to achieve an inclusive and accessible environment which respects and enhances local distinctiveness and which mitigates and adapts to climate change. This will be achieved by:

- Protects, restores, conserves and enhances the natural, **built and historic environment** and is appropriate in scale, density, pattern and design taking into account the local context and character, and those features which contribute to local character, having regard to national and local design guidance, landscape character assessments and ecological strategies where appropriate;
- Is designed to a high quality, consistent with national good practice standards, including appropriate landscaping and car parking provision and taking account of site characteristics such as land stability and ground contamination;

Legislation

2.13 The decision maker is required by section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest which it possesses. The decision maker must also give considerable importance and weight to the desirability of preserving the setting of the listed building⁵. For present purposes, one of the meanings of preservation, as it is meant in section 66(1) of the Act, is to keep safe from harm⁶. There is a strong presumption against the grant of permission for development that would harm the setting of the listed building, though the presumption can be overcome in certain circumstances.

⁵ Barnwell Manor Wind Energy Limited v East Northamptonshire District Council and others [2014] EWCA Civ. 137.

⁶ South Lakeland v Secretary of State for the Environment [1992] 2 AC 141.

3. Present Site Layout

- 3.1** The following descriptions and photographs show the layout of the extent site, including the water management elements which are discussed first.
- 3.2** The water management layout for the Mill (Figure 2) is relatively simple to follow comprising: a leat from the Clee Brook feeding the millpond dug into a raised area of land above the Mill. The pond is presently dry, but it was fed by a series of leats and channels running southwest from the ford that lies on higher ground to the northeast (NGR SO 56509 84513). The exact runs of the leats has been partially disturbed by the modern road surface and layout, but may well have comprised roadside drains and ditches on the northwestern edge of the road.
- 3.3** A slight earthwork channel is visible running from the footpath directly northeast of the site boundary along the field edge into the northeastern side of the mill pond. The mill pond is silted up so that its base was not visible during the site visit. The sides of the mill pond are mostly shallow sloping and seem to have been dug directly into the ground with no revetment walls or clay puddling for waterproofing visible. The pond is partially stone lined and lime mortared to the west where it lies above the Mill and there are possible elements of lead (or other metal) sheeting in places against the wall.
- 3.4** A breach in the wall to the northwest was where an overflow leat was located and the concrete impression of the former sluice gate survives in later concrete that had been poured behind it.
- 3.5** A water channel also exited the mill pond to feed into a large metal pipe that exists at the top of the mill wheel pit on the northern side of the Mill, which overshot the wheel. The outlet for this pipe could not be seen in the Mill Pond and may be buried beneath silt in the base of the pond. The launder that would have channelled the water over the water wheel is no longer extant, although a possible beam slot for it lies in the wall adjacent. The water wheel is no longer present and the wheel pit has been backfilled. The channel that would have taken water from the wheel pit back to the Clee Brook to the north of the Mill is still visible and was stone lined for at least part of its route, although is now mostly infilled or silted up. The overflow for the mill pond also follows a channel north of the Mill back into the Clee Brook in a similar location.
- 3.6** The Mill was not accessed internally, but was viewed through existing openings. It is a two storey building with mill workings still extant on the northern side of the ground floor (and presumably at second floor). The mill was cut into the hillslope with the mill pond above.
- 3.7** A raised path led out from the door into the Mill which included a millstone just outside the doorway and other relocated stone work along its length of uncertain origin.



Photo 1: View northeast along road on higher ground above the Mill, where leats or channels would have run from the nearby ford towards the mill pond



Photo 2: View west from road across field with mill pond in background and drainage channel to left



Photo 3: View east along millpond to leat that would have fed it from the ford



Photo 4: View west along mill pond to stone revetment wall above Mill (visible to left)



Photo 5: Detail of lower part of mill pond wall with possible metal sheet lining visible behind scale bar



Phot 6: View southwest from mill pond with wheel pit to left and overflow channel to right leading to Clee Brook



Photo 7: View west of impression of sluice gate in later concrete infill on northwestern edge of mill pond, forming the overflow



Photo 8: View northeast along northern edge of Mill building to wheel pit and stone lined channel exiting towards Clee Brook



Photo 9: Northwestern elevation of Mill, with metal pipe to left for water to left and mill wheel housing and axle located in the central infilled part of wall



Photo 10: Detail of mill wheel housing and cut off axle visible at base



Photo 11: Scarring on wall of Mill from the wheel



Photo 12: View north of Mill with mill pond on top of raised area to the right and Clee Brook to the left



Photo 13: View from window in side of Mill showing part of surviving workings



Photo 14: View through doorway into ground floor of Mill showing workings to rear



Photo 15: View of millstone placed in front of entrance doorway to Mill

- 3.8** The Mill House was also partially dug into the hillslope such that the southern end of the building had a basement and there were steps leading up to the front door. The existing building comprises a number of phases, with the earliest element being a double fronted building with central passageway through to the rear and with stair access, and kitchen to the north and living room to the south (with basement under). The kitchen contained a large fireplace attached to the chimney in the northeastern corner of the room.
- 3.9** The first floor had a bathroom and bedroom to the south and larger room with fireplace to the north.
- 3.10** The cellar to the south comprised a stone slab floor across much of its footprint with stone shelf to the west.
- 3.11** The northern end of the building had a later barn abutted to the structure and with a pigsty on the northern side of that. The barn had a partial brick floor with drain and with cobbles to the east. A possible connecting (but blocked) flue to the large fireplace at ground floor in the Mill House was visible.



Photo 16: View north of southwestern façade of the Mill House with Bakehouse to the left



Photo 17: View of large fireplace in northeastern corner of northern ground floor room



Photo 18: View southeast of northern ground floor room towards central passageway



Photo 19: View of southern ground floor room to small central fireplace



Photo 20: View northeast of rear doorway in central passage



Photo 21: View of northern partition wall of central passageway looking southwest towards front door



Photo 22: View south along central passageway to door to southern ground floor room



Photo 23: View east of stair in central passage



Photo 24: View east across first floor landing to corridor to southern bedroom and bathroom



Photo 25: Fireplace in southern bedroom



Photo 26: Fireplace in northeastern corner of room in northern bedroom



Photo 27: Ceiling in northern bedroom showing purlin



Photo 28: View southeast along roof space (from loft hatch) showing simple roof with truss visible



Photo 29: View northeast of southern end of Mill House showing basement



Photo 30: View into basement showing stone flagged floor and some areas of exposed bedrock through which the cellar has been excavated



Photo 31: View southeast across basement showing stone slab bench adjacent to doorway



Photo 32: View of southwestern façade of barn abutted to north of Mill House



Photo 33: View southwest through barn showing timber infilled door



Photo 34: Floor of northern barn showing mx of bricks with drain and surviving cobbled area beyond



Photo 35: Cobbles on eastern side of barn



Photo 36: View into southeastern corner of barn showing brick arch adjacent to location of large fireplace within Mill House



Photo 37: Pigsty to north of barn viewing northeast



Photo 38: View north within pigsty showing roof, walls and raised paltform

- 3.12** The Bakehouse was located on the southern side of the entranceway into the Mill grounds opposite the Mill House, with the Cleve Brook on its southwestern side.
- 3.13** The building comprised a single storey structure separated into two rooms (north and south). They were separated by a stone and possibly original partition.
- 3.14** The northern room was relatively featureless with doorway and window on the northwestern elevation looking towards the Mill. It had a cobbled floor.
- 3.15** The southern room was accessed from a doorway on its northeastern elevation with adjacent window. This room had a large bread oven in the southeastern corner. The oven appeared to be a later addition, as the walls abutted the stone walls of the room, but could have replaced an earlier oven. The lower parts of the oven were in stone and so it is possible that it had been altered in brick at a later date. The flue for the oven curved across the top of the oven to join with the chimney in the centre of the southeastern wall.



Photo 37: View south across Bakehouse towards road and entrance to the Mill grounds



Photo 38: View southeast along southern side of the Bakehouse showing the Clee Brook running to and below the road



Photo 39: View northwest along the Clee Brook from the Bakehouse towards the Mill



Photo 40: View southeast along northern room of Bakehouse



Photo 41: View northwest through northern room of Bakehouse towards Mill



Photo 42: View south of bread oven in the southwestern corner of the southern room of the Bakehouse



Photo 43: View of domed roof inside bread oven



Photo 44: View of interior of bread oven floor and walls



Photo 45: View east through southern room of the Bakehouse with oven just visible to right

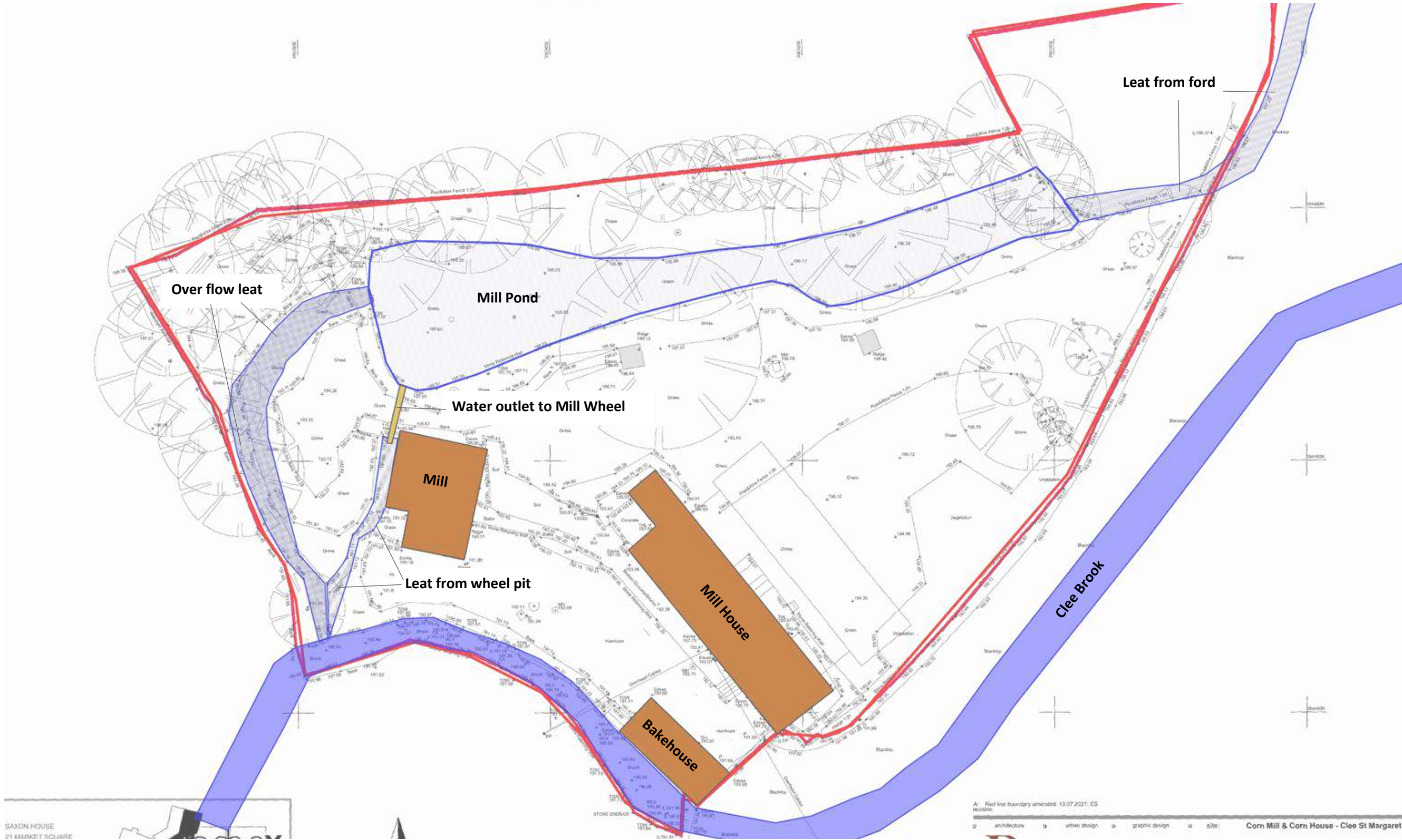


Figure 2: Approximate layout of water management features overlaid on survey drawing by Red Box Surveys and supplied by Project Design Architects

4. Assessment of Significance

Introduction

- 4.1** This chapter of the report establishes the significance of the relevant heritage assets in the terms set out in the NPPF. This chapter should be read in conjunction with Chapter 5 (Impact Assessment), below. An assessment of the significance of the grade II listed mill buildings and associated water management features is provided below. In accordance with the requirements of the NPPF, the descriptions are proportionate to the asset's significance and are sufficient to understand the nature of any impact the proposals may have upon that significance.
- 4.2** It is recognised that not all parts of a heritage asset will necessarily be of equal significance. In some cases, certain aspects or elements could accommodate change without affecting the Government's objective, which includes the conservation of heritage assets and which seeks to ensure that decisions are based on the nature, extent and level of significance of heritage assets. Change is only considered to be harmful if it erodes an asset's significance. Understanding the significance of any heritage asset affected is therefore fundamental to understanding the scope for and acceptability of change.

Clee St Margaret Conservation Area

- 4.3** The Clee St Margaret Conservation Area was designated on 10th February 1994. A copy of the Conservation Area Appraisal was provided by the Historic Environment Team at Shropshire Council⁷. The Conservation covers a large part of the village including the Mill House, Mill and Bakehouse.
- 4.4** The Mill is recorded as a monument under the 'Archaeological Significance' section of the appraisal: described as '*A watermill of unknown date (disused corn mill)*'. The Mill buildings are not recorded under the 'Architectural and Historic Quality' or 'Key Buildings' sections.
- 4.5** Other sections note that '*The twists and turns of the lanes in the village create a series of interesting views that are very much part of its character. The steep sided slopes, the twisting line of the Clee Brook and the local vernacular style of the stone buildings in Clee St. Margaret very much contribute to its attractiveness.*' (Street Scene section); and '*The traditional building materials used in Clee St. Margaret*

⁷ Shropshire Council 1994, Clee St Margaret Conservation Area Appraisal, Historic Environment Team

include the local stone, timber framing and shiplap boarding. Only in a very few instances has red brick been introduced.' (Materials section)

- 4.6** The appraisal also provides a short history of the establishment of the village which states 'The village was referred to as "Clee Town" on early maps, which perhaps relates to a field known as "Town Piece". Its name is derived from the Clee Hills and also it commemorates its Patron Saint, Margaret, hence the name "Clee St. Margaret".

'At the time of the Domesday Book (1086), it lay in Patton Hundred and contained 1 hide, 4 ploughs, 2 villagers with 1 plough and 2 smallholders. It also included a mill that provided grain for the Lord's house. In Saxon times, Aluric held it and was a free man. Later the manor was transferred to Munslow and then to Wenlock Liberty. It was held by Wenlock Abbey in 1255 and was granted to St. Milburga's in exchange for Eardington.' (The History of Clee St Margaret Section)

- 4.7** The Domesday Book reference indicates that a mill was present in the village at that time. Whether the extant mill is on the same site as the mill recorded in 1086 is not known.

Mill House, Mill Building and Bakehouse Grade II Listed Building

- 4.8** The group of buildings that form the Mill were grade II listed (List Entry Number: 1470405) on the 19th June 2020, many years after the Conservation Appraisal was prepared. The full description is included at Appendix 1 and a summary included below..

- 4.9** It is recorded as a water-powered corn mill with house and bakehouse, with all of the buildings apparently 18th century date. They comprise a well preserved mill complex including a multi-storey watermill for corn including machinery, a house and bakehouse. It notes that although the buildings give insight into the small scale flour and bread production in the 18th century, the site is likely one where milling had probably been carried out for many centuries before. They are also listed for their group value as they show the functional relationships between the various structures.

- 4.10** The three buildings are shown on the 1842 Tithe Map of Clee St Margaret (Figure 3). The Tithe apportionment records Edward Turner as the landowner and Richard Lawrence as the occupier of land and the premises is described as 'House Mill Pool Building Yard and Garden'. The detail is poor compared to later maps, but it suggests the bakehouse was much smaller at this time.



Figure 3: Extract of 1842 Tithe Map showing Mill buildings and mill pond

- 4.11** The first edition Ordnance Survey Map, and the revision of 1903 (Figure 4) labels the mill as a corn mill and shows the various leats connecting the Clee Brook, mill pond and mill. The lean-to is shown on this map and the bakehouse is depicted as a smaller structure than presently exists. The Ordnance Survey maps all show the barn and pigsty to the northwest of the Mill house and also the small building on the southern edge of the pond.
- 4.12** The listing description notes that the buildings are 'of roughly coursed red sandstone, with weatherboarding to the agricultural buildings adjoining the house. The house and mill have clay-tile roofs, the bakehouse has a slate roof'.
- 4.13** The listing describes the exterior of the buildings, but access internally was not possible at that time and has been added to from information gained during the site visit undertaken in July 202 laid out in Section 3 above.
- 4.14** The significance of the grade II listed mill buildings is derived primarily from a combination of their architectural, historic and archaeological interest. The building derives some significance from artistic interest based on its position within the village as highlighted in the Conservation Area Appraisal which identifies '*The twists and turns of the lanes in the village create a series of interesting views that are very much part of its character. The steep sided slopes, the twisting line of the Clee Brook.*'

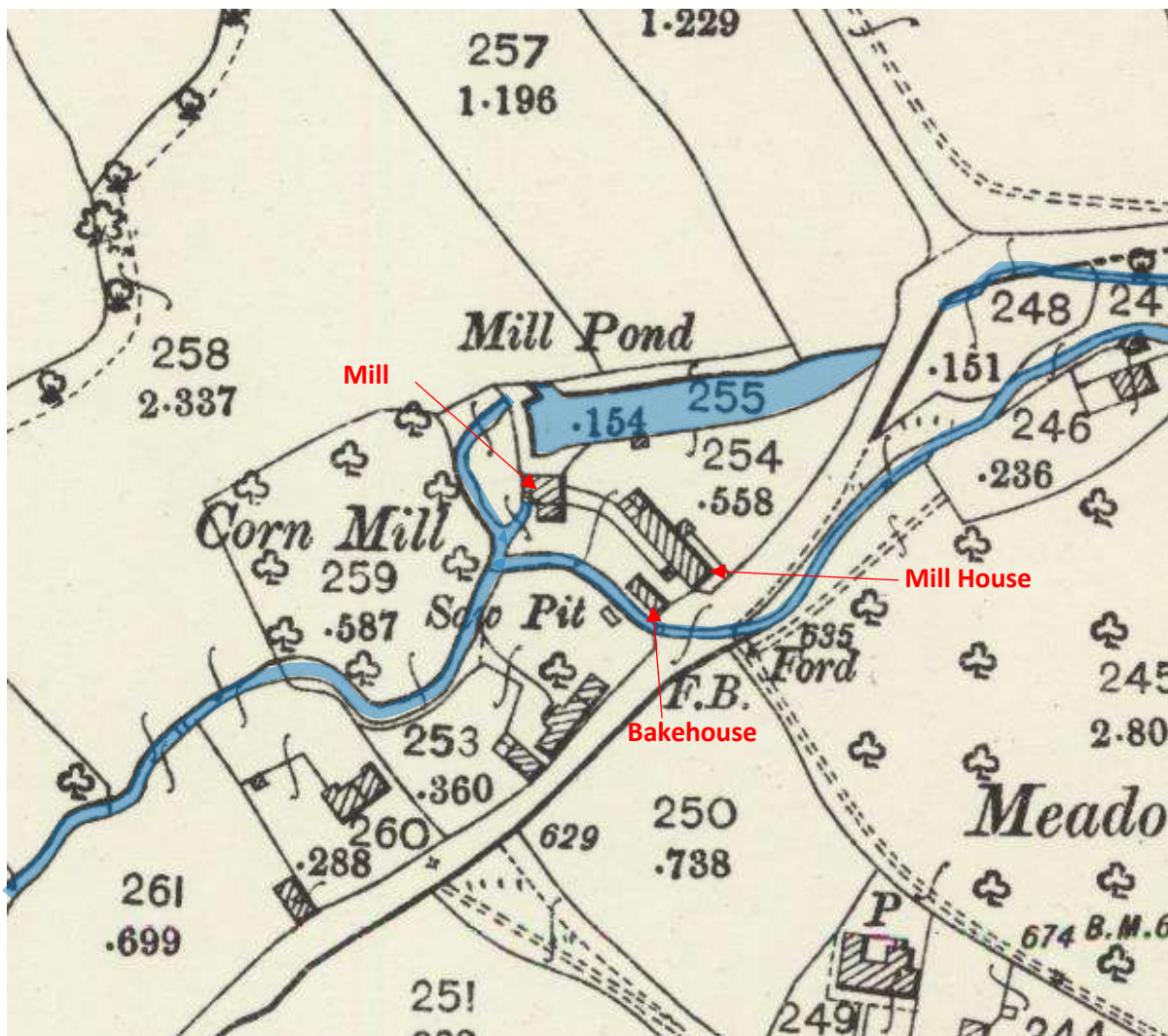


Figure 4: Extract of 1903 Ordnance Survey Map showing Mill buildings and mill pond, as well as the layout of Clee Brook and the leats (in blue)

- 4.15** The architectural interest of the buildings derives from their vernacular form and 18th century date, as well as them forming part of a group of interrelated buildings within a landscape created for water management and flour production. Internal inspection showed that the Mill House and Mill building are very much of the local vernacular, as described in the Conservation Area Appraisal being built of local stone with timber framing and clay tiled roof. The barn extension to the north of the Mill House also has shiplap boarding on part of its frontage. The Bakehouse is of stone build with slate roof.
- 4.16** The domestic part of the Mill House is of a single phase of build, retaining many original features but with some additions including the fireplaces (replacements) and the layout of the first floor with bathroom and box room. The barn to the north is

probably a late 18th or early 19th century addition butted up against the Mill House and the pigsty north of this a later addition again (but shown on the first edition Ordnance Survey map).

- 4.17** The Mill is of two phases, the main mill building of 18th century date and a later 19th century lean-to extension on its southwestern side. The Mill retains its machinery (whether original or later replacements) although the water wheel has been removed, but the infilled wheel pit survives. The building is in a very poor state of repair and is in danger of internal collapse and so could not be accessed and so the full extent of the machinery and its date could not be ascertained, but for the machinery to survive is quite rare and provides greater significance.
- 4.18** The Bakehouse would appear to be of two phases of build, with the half nearer the road probably the original building with an extension added on its northwestern side. The bread oven is likely to be a later addition, and not an original feature, but is still associated with the mill and flour production possibly in the later 19th and earlier 20th centuries.
- 4.19** The historic interest of the buildings derives from the documentary records of a mill in Clee St Margaret, first recorded in 1086 (although it was not necessarily located on the same location as the extant mill, although the potential cannot be discounted). Information on the ownership of the mill is recorded on the Tithe and also in Trades Directories during the later 19th century and early 20th century. For example in 1851 Richard Lawrence is recorded as the corn miller (as on the Tithe) and in 1891 the record for Clee St Margaret includes '*George Turner, farmer, landowner & miller (water)*'; and in 1913 Edward Turner is recorded as '*miller (water) & farmer, Clee Mill*'. The records suggest the mill had stayed in the landownership of the Turner family since at least the 1842 Tithe.
- 4.20** The archaeological interest of the mill site derives from the surviving fabric of the buildings, the surviving machinery within the mill and the visible remains of the water management system. There is a high potential for below ground archaeological remains to survive within the site associated with earlier phases of the mill and activities and artefacts associated with its use, providing evidence for its development, change and use over time from at least the 18th century .
- 4.21** Based on the site visit information, the curtilage and setting of the listed mill buildings has changed little over time since the 18th century, their setting continues to contribute to and better reveal the significance of the buildings. Key elements of the significance of the buildings are laid out within the listing description, although these assume that the bread oven was an original feature of the 18th century mill which is possibly incorrect:
- **Architectural interest:** as a good example of a well preserved mill complex including a multi-storey watermill for corn, a house and bakehouse, all built in

the local stone; and the mill building retains its machinery, a rare survival that will allow a good understanding of the manufacturing processes carried out on site.

- **Historic interest:** the buildings give insight into the small scale production of corn flour and bread in the 18th century on a site where milling had probably been carried out for many centuries previously.
- **Group value:** the three buildings have strong group value in showing the functional relationships between each other, illustrating the operations of an 18th century village mill which produced flour and bread for the local market.

4.22 The mill site and each of the buildings are recorded on the Shropshire Historic Environment Record (HER) as being of archaeological interest and the records are based on the listing description (Shropshire HER references: 15874 – Watermill, Clee St Margaret; 35201 – Bakehouse; 35048 – Mill building; and 35049 – Mill House).

4.23 Based on the following table the overall importance of the heritage assets on-site (both visible above ground features and structures and for any buried archaeology that may be present, would be **medium**. The site lies within a Conservation Area, comprises a listed building and the site contains known archaeological remains but they are not designated as a scheduled monument.

Table 1: Criteria for Assessing the Importance of Heritage Assets

| Importance of the asset | Criteria |
|-------------------------|---|
| Very high | World Heritage Sites and other assets of equal international importance |
| High | Grade I and II* Registered Parks and Gardens, Scheduled Monuments, Protected Wreck Sites, Registered Battlefields, Grade I and II* Listed Buildings, and undesignated heritage assets of equal importance |
| Medium | Conservation Areas, Grade II Registered Parks and Gardens, Grade II Listed Buildings, heritage assets on local lists and undesignated assets of equal importance |
| Low | Undesignated heritage assets of lesser importance |

5. Impact Assessment

Proposed Development

- 5.2** The proposed development comprises the intended restoration of the Mill and internal machinery to working order, the restoration and extension of the Mill House on the northeastern side and conversion of the bakehouse to accommodation. Proposed plans for the Mill House extension and Bakehouse are included at Figures 5 and 6, and the proposed layout shown on Figure 7 (all prepared by Project Design Studio Ltd).
- 5.3** The development proposals do offer an opportunity to safeguard the original mill buildings by bringing them back to a productive and sustainable use. At this time, the buildings are presently all unoccupied and falling into disrepair.
- 5.4** A series of proposed sketches and plans have been prepared by Project Design Studio Architects which indicate that the proposed extension to the Mill House will include a similar sized building to be erected on its northeastern side connected to the listed Mill Building by a link that will include glazed and weatherboarded elements. The new extension will retain features such as the angled fireplaces in the northeastern corners. The barn will be restored and converted to office space. The new extension building will be constructed of similar vernacular materials to the present building and mirror its overall footprint. The present Mill House is a small two bedroomed property, the extension will create an 8 bedroomed property (including the accommodation in the Bakehouse).
- 5.5** The restoration and conversion of the Bakehouse will not alter the internal layout and will keep the extant bread oven as a feature. The building is anticipated to be guest accommodation rather than a new residence.
- 5.6** The proposed plans for the Mill buildings cannot be drawn up as yet due to the unsafe nature of the structure, but the intention is that it will be brought back into working order if possible. This will also include restoration of the mill pond and water management system.

Built Heritage Impacts

- 5.7** This section of the report assesses the impact of the proposed development on the significance of the heritage assets identified in the previous chapter. Alongside reference to Appendix 1 (as required), value judgements on the impact of the outline proposals on significance have been set out below. It is considered that there is sufficient change within the setting of the listed building group to warrant Step 3 of the GPA3 process to be undertaken which is included at Appendix 2.

- 5.8** The development proposals will retain the extant layout of the mill building complex, as a readable group around a rough courtyard formed by the Mill House northeast of the entrance way; the Bakehouse to the southwest and Clee Brook to the west and the Mill to the northwest.
- 5.9** The proposed new extension on the northeastern side of the Mill House, is located away from the extant grouping of the 18th century buildings. It will not impact on the rough courtyard arrangement. The entrance driveway and parking for the Mill House will be newly created on the northeastern side of the extended property, again avoiding change to the layout of the extant rough courtyard arrangement.
- 5.10** The northeastern side of the Mill House will significantly alter with the addition of the new extension, although the proposals will be added to its northeastern elevation retaining the existing door and window openings at ground floor and with a slight alteration at first floor to create a door opening instead of a window to the southeast and relocating the window to the northeast. The existing listed building will be minimally altered.
- 5.11** The buildings will retain the vast majority of their existing external appearances with minimal internal alterations. Restoration of the mill pond and water management systems will replicate the former systems used.
- 5.12** The development proposals will create minimal change to the mill complex and with the correct vernacular materials being used and with no alteration to rough courtyard arrangement of the buildings it is determined that the proposals will have a 'Less than Substantial Harm: Low level harm that does not seriously affect the significance of the designated heritage asset.' In this case it will be a very low level of harm.
- 5.13** The proposals will cause a very low level of harm to the significance of the mill complex with the introduction of the new extension based on the GPA3 table at Appendix 2. The extension will be in keeping with the vernacular building form and the character of the Conservation Area. The extension will also enable the property to be desirable in terms of modern living space and therefore more likely to continue to be occupied and upkept into the future.
- 5.14** There will be heritage benefits of the scheme from restoration and renovation of the mill complex. Public benefits from the scheme will come from the renovation of the Mill itself to be able to produce flour again and enable people to learn more about the past technologies used in the milling process.
- 5.15** Detailed historic building recording of the structures (where safe to do so) could be undertaken of the present state of the buildings prior to the permitted development commencing.

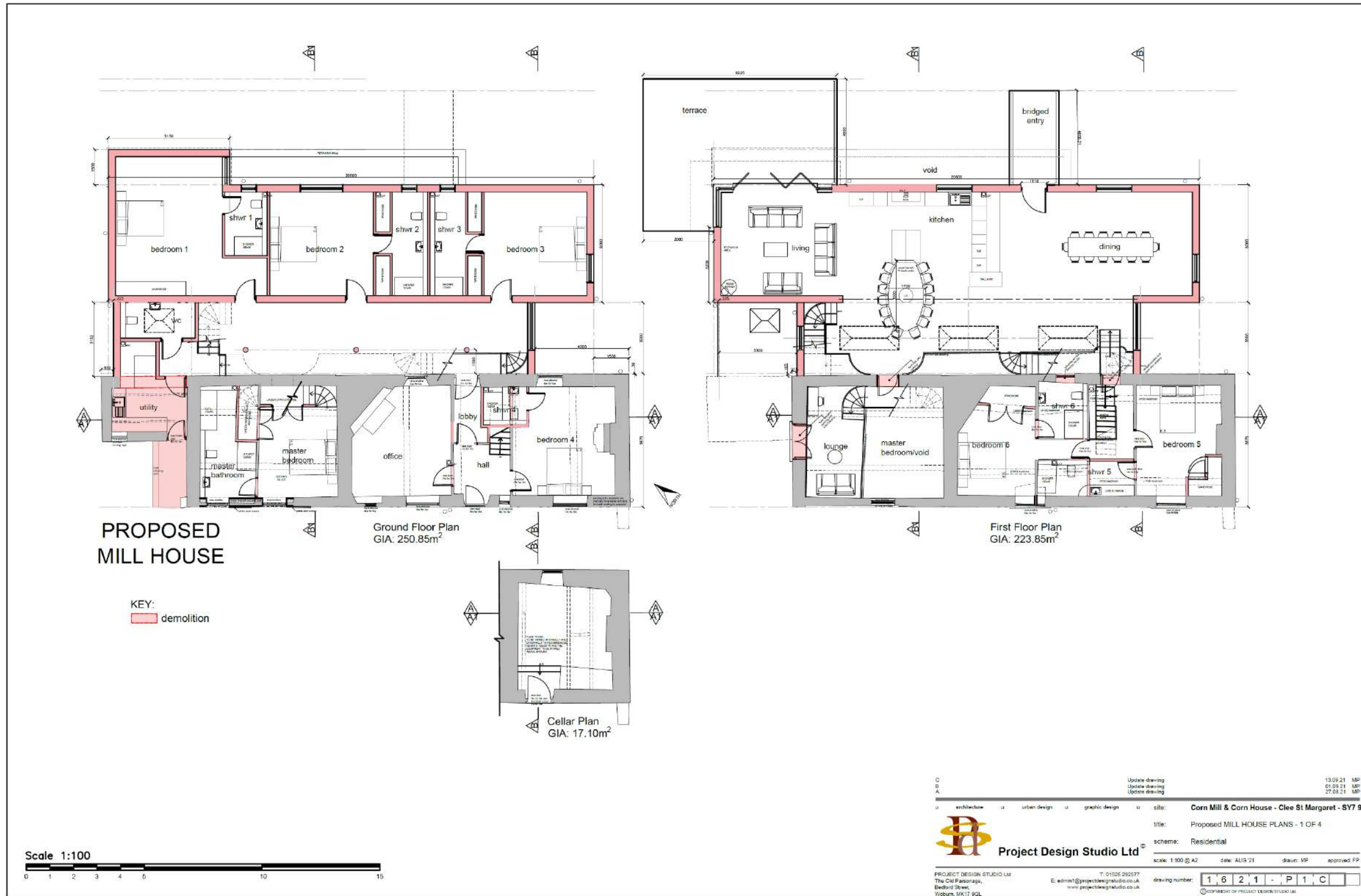


Figure 5: Proposed floorplan layouts for the Mill House (Project Design Studios Ltd; August 2021)



Figure 6: Proposed elevations of the Mill House (Project Design Studios Ltd; August 2021)

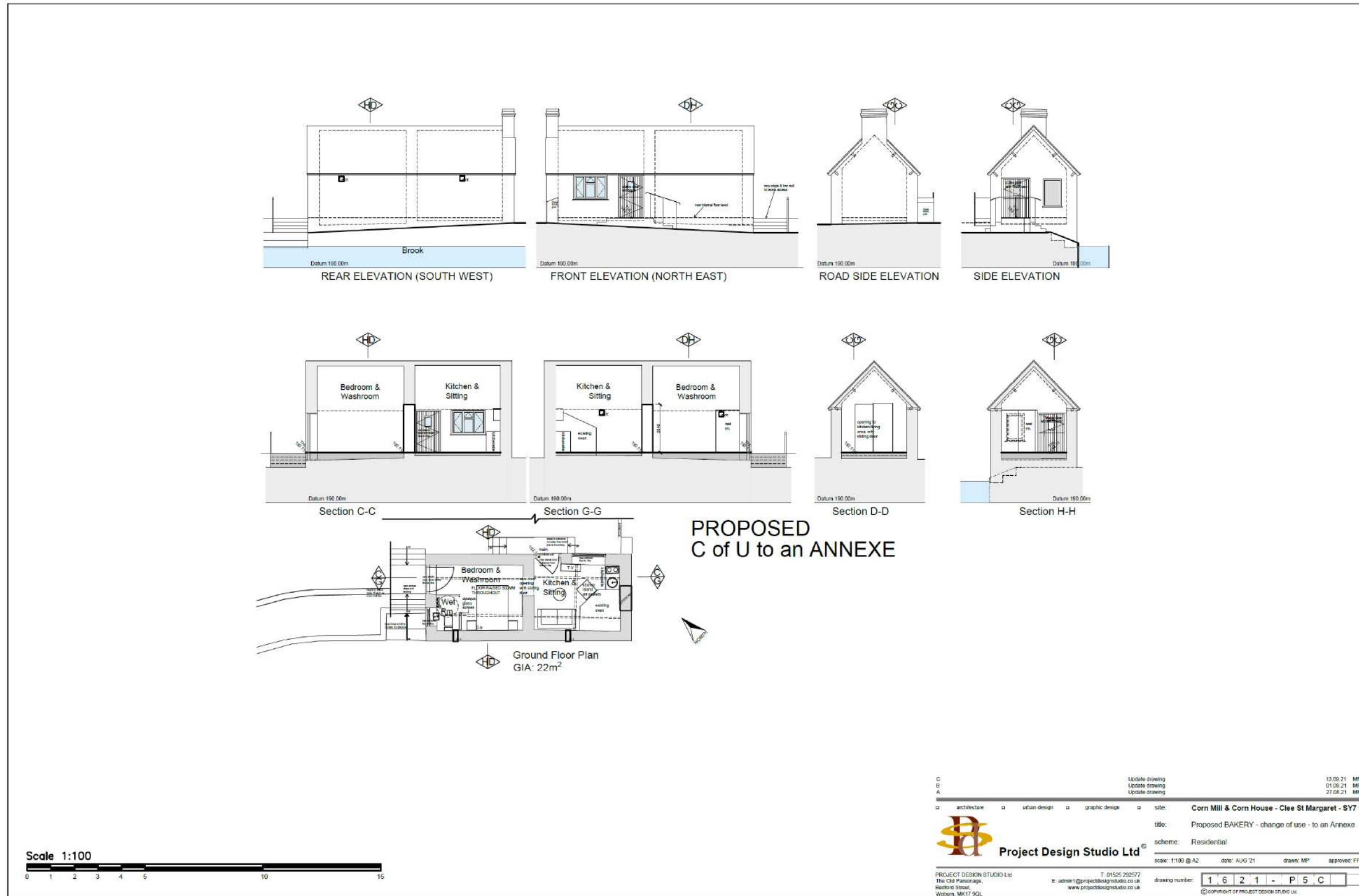


Figure 7: Proposed floorplan and elevations of the Bakehouse (Project Design Studios Ltd; August 2021)

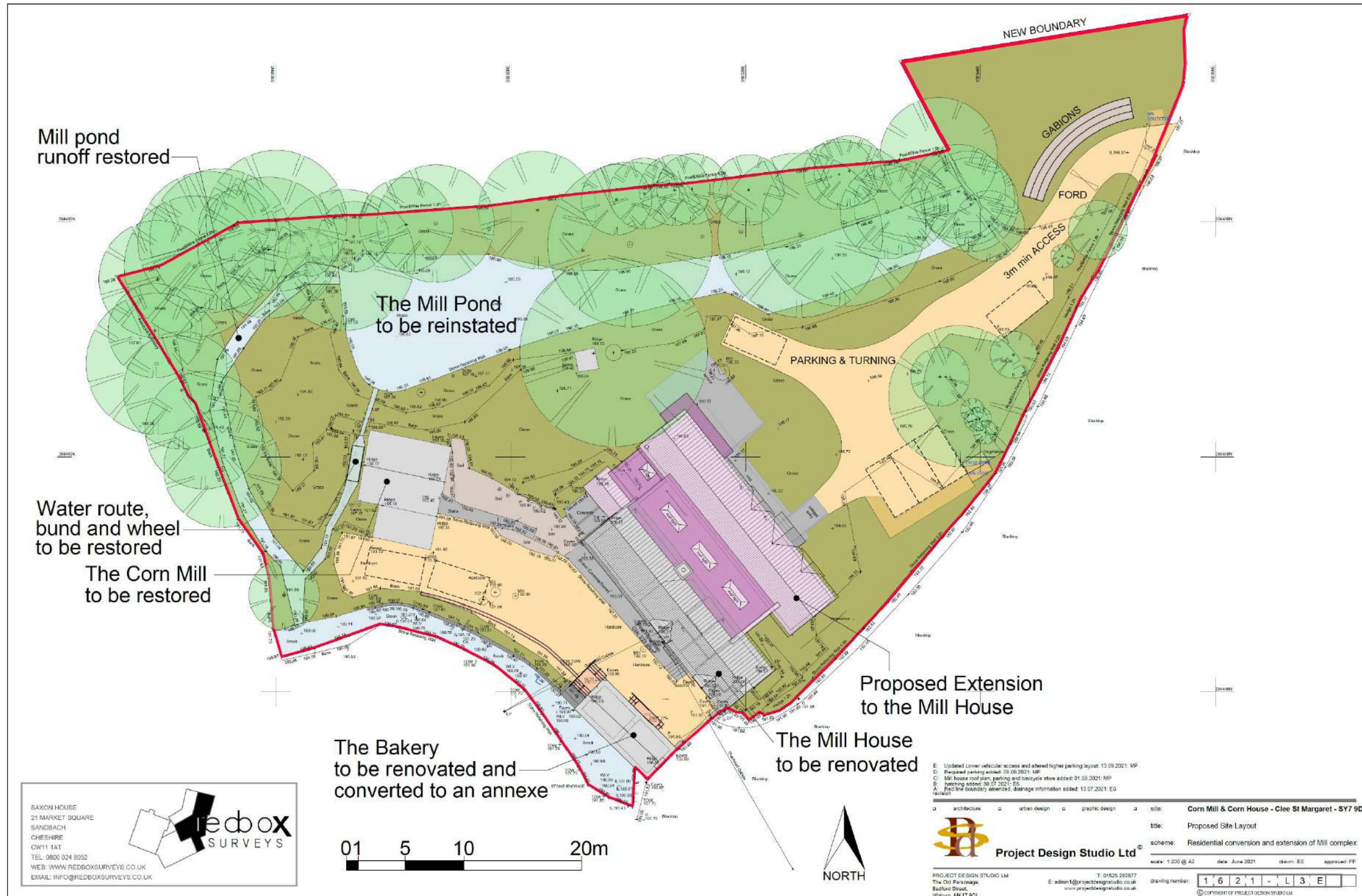


Figure 8: Proposed Layout of the Mill buildings (Project Design Studios Ltd; June 2021)

6. Summary and Conclusions

- 6.1** Development proposals at The Mill, Clee St Margaret, Shropshire are for restoration of the Mill building, renovation and extension of the Mill House, and conversion of the Bakehouse to create additional accommodation.
- 6.2** Clee St Margaret mill complex retains many of its original features, both in terms of the water management systems that were created to drive the mill (including leats, mill pond and sluice gate) and the associated machinery and structure of the Mill building itself. It is known that the Mill is in a poor state of repair, but from what is visible the quality of the surviving machinery seems good.
- 6.3** The Mill House retains many surviving features, including timber framed internal partitions and wooden framed windows. The building layout is much the same as it would have originally been, although with the addition of a small kitchen below the stairs within the area of the cross passage and with an added bathroom and small box room above. The cellar retains a stone bench and stone flagged floor. The attached barn and pigsty to the north are later additions to the Mill House, but also retain interesting elements. The Bakehouse survives relatively intact, with the bread oven (probably a later addition or replacement) in the southeastern corner.
- 6.4** The buildings are all Grade II listed indicating they are of heritage significance (potentially at a local or regional level).
- 6.5** The decision maker is required by sections 16(2) and 66(1) of the Planning (Listed Building and Conservation Areas) Act 1990 to have special regard to the desirability of preserving a listed building and its setting when exercising planning functions. The decision maker must give considerable importance and weight to the desirability of preserving the significance of the listed building, and there is a strong presumption against the grant of permission for development that would harm its heritage significance.
- 6.6** The significance of a heritage asset is defined in the National Planning Policy Framework (NPPF) as being made up of four main constituents: architectural interest, historical interest, archaeological interest and artistic interest. The assessments of heritage significance and impact are normally made with primary reference to the four main elements of significance identified in the NPPF.
- 6.7** A brief overview of the significance of the mill complex would indicate that:
- It has architectural interest within its surviving fabric;

- It has historical interest based on information relating to its use, layout and change over the years (much has been included within the listing description – see below); and
- The complex also has archaeological interest based on the surviving layout of the water management systems and the information visible within the historic structures themselves. It is possible that remains of earlier mill buildings may also be present.

6.8 The proposals will restore and convert the buildings back into a usable state, as they are currently unoccupied and falling into disrepair. This includes restoration of the mill building and its internal workings to create a functioning mill. The proposals aim to do sympathetic works that will retain original features within the buildings yet allow modern usage.

6.9 The restoration of the buildings will ensure the survival of the group of buildings as an important part of the Clee St Margaret Conservation Area with very little change to its overall appearance. It will remain as a group of historically important buildings within the village.

6.10 It has been determined that the proposals will cause 'Less than Substantial Harm: Low level harm that does not seriously affect the significance of the designated heritage asset,' and that this is a very low level of harm. This is ascribed as change will occur to the Mill House with the introduction of the new extension to the northeast, but it is also acknowledged that the extension will be in keeping with the vernacular building form and the character of the Conservation Area.

6.11 Overall the heritage and public benefits of the scheme would mitigate the very low level of harm to their significance.

Appendix 1: Scale of Harm (HCUK, 2019)

The table below has been developed by HCUK Group (2019) based on current national policy and guidance. It is intended as a simple and effective way to better define harm and the implications of that finding on heritage significance. It reflects the need to be clear about the categories of harm, and the extent of harm within those categories, to designated heritage assets (NPPF, paragraphs 201 and 202, and guidance on NPPG).⁸

| Scale of Harm | |
|----------------------------|--|
| Total Loss | Total removal of the significance of the designated heritage asset. |
| Substantial Harm | Serious harm that would drain away or vitiate the significance of the designated heritage asset |
| Less than Substantial Harm | High level harm that could be serious, but not so serious as to vitiate or drain away the significance of the designated heritage asset. |
| | Medium level harm, not necessarily serious to the significance of the designated heritage asset, but enough to be described as significant, noticeable, or material. |
| | Low level harm that does not seriously affect the significance of the designated heritage asset. |

⁸ See NPPG 2019: “Within each category of harm (which category applies should be explicitly identified), the extent of the harm may vary and should be clearly articulated.” Paragraph 018 Reference ID: 18a-018-20190723.

Appendix 2: GPA3 Assessment: Historic England’s guidance on setting

In assessing the effect of the proposed extension to the Mill House on the setting and significance of the designated heritage asset of the Mill House, Mill Building and Bakehouse (Grade II listed no. 1470405), it is relevant to consider how the following factors may or may not take effect, with particular reference to the considerations in Steps 2 and 3 of GPA3. The following analysis seeks to highlight the main relevant considerations.

| <i>Relevant Considerations</i> | <i>Mill House, Mill Building and Bakehouse (Grade II listed no. 1470405)</i> |
|---|--|
| <i>Proximity of the development to the asset</i> | The proposed extension lies within the mill complex on the northeastern side of the extant Mill House, away from the rough courtyard formed by the elements of the listed group. The extension is separated from the Mill Building by a link structure |
| <i>Proximity in relation to topography and watercourses</i> | The listed mill buildings are located adjacent to the Clee Brook, which forms an integral part of the mill complex. |
| <i>Position of development in relation to key views</i> | <p>The proposed extension lies northeast of the Mill House, and will be visible from views along the road from the north looking southwest. The extension will not be visible from the main view into the mill complex from the extant entrance or from the southwest as it will lie behind the extant Mill House. It will be visible from the mill pond when looking south/southwest towards the mill complex.</p> <p>The extension is set slightly further northwest than the extant Mill House so that it will be partially visible from within the mill courtyard.</p> |

| | |
|---|---|
| <i>Orientation of the development</i> | The extension is aligned northwest-to southeast parallel with the extant Mill House, located slightly further northwest than the extant building. |
| <i>Prominence, dominance and conspicuousness</i> | The extension will be a prominent addition on the northeastern side of the extant Mill House, but lies mostly behind the extant Mill House, projecting slightly further northwest. It will not be prominent or conspicuous from views to the south or southwest of the site. |
| <i>Competition with or distraction from the asset</i> | The extension proposal is located away from the rough courtyard arrangement of mill buildings to avoid any competition with the present interrelationship between the structures, access and Clee Brook. |
| <i>Dimensions, scale, massing, proportions</i> | The proposed extension will have a very similar footprint to the extant Mill House and attached barn, with the same roof height. It will be partly dug into the hillslope northeast of the Mill Building to enable the matching roof height. A link building is proposed between the extant Mill House and much smaller scale to separate the new build from the listed building. |
| <i>Visual permeability</i> | The extension will block views from the east and southeast towards the Mill House. |
| <i>Materials and design</i> | The materials of the new extension will be the same as the extant buildings of the mill complex which matches the vernacular of the village, being of local stone with timber framing. The link building between the Mill House and extension will be glazed and weatherboarded (another vernacular material) |
| <i>Diurnal or seasonal change</i> | Although there are few trees within the mill complex area, there are a number of deciduous trees and shrubs along the present road edge which will lead to a seasonal change in the extent of visibility of the proposed extension (in the same way as the extant Mill House is less visible during the summer months from the north). |

| | |
|---|--|
| <p><i>Change to built surroundings and spaces</i></p> | <p>The extension and link will introduce new structures into the mill complex being located in the garden area of the Mill House. It will not alter the rough courtyard arrangement of the mill buildings and the extant access from the south or the relationship with the Clee Brook.</p> |
| <p><i>Change to skyline, silhouette</i></p> | <p>The proposed extension will introduce no change to the skyline from within the mill complex. The extension will be slightly offset to the northwest from the extant Mill House and there will thus be some alteration to the silhouette from within the mill courtyard and from within the area to the northeast.</p> |
| <p><i>Change to general character</i></p> | <p>The proposed extension will cause minimal change to the general character of the area, such as the mill courtyard, relationship with Clee Brook or the water management systems for the mill. The materials to be used will be of the local vernacular style of Clee St Margaret and the Conservation Area.</p> |

Appendix 3: Mill House, Mill Building and Bakehouse

Listed Building Description

Listed Building: Grade II; List Entry Number: 1470405

The Mill, Clee St Margaret, Craven Arms, Shropshire, SY7 9DT

National Grid Reference: SO 56314 84447

Summary: A water-powered corn mill with house and bakehouse, all of apparently C18 date.

Reasons for Designation

- Mill House, the mill building and bakehouse are listed at Grade II for the following principal reasons:

Architectural interest:

- as a good example of a well preserved mill complex including a multi-storey watermill for corn, a house and bakehouse, all built in the local stone;
- the mill building retains its machinery, a rare survival that will allow a good understanding of the manufacturing processes carried out on site.

Historic interest:

- the buildings give insight into the small scale production of corn flour and bread in the C18 on a site where milling had probably been carried out for many centuries previously.

Group value:

- the three buildings have strong group value in showing the functional relationships between each other, illustrating the operations of an C18 village mill which produced flour and bread for the local market.

History: A mill is recorded at Clee St Margaret in the Domesday Book of 1086. The present house (with adjoining barn and pigsty), mill and bakehouse all appear to date to the C18 and all three buildings appear on the 1842 tithe map. The buildings are all shown on the first edition Ordnance Survey Map, and the revision of 1903. The 1903 edition labels the mill as a corn mill. The same map shows a channel running north then east from the Clee Brook meeting the pond north of the mill, and a channel running back to the brook south-west from the mill. The lean-to on the south elevation of the mill doesn't appear on the tithe map, but does on the first edition Ordnance Survey. The bakehouse is depicted as a smaller structure on the tithe map than on later mapping, suggesting that it could have been extended or rebuilt in the late-C19. All maps show the addition of the barn and pigsty to the house.

Tithe apportionment records from 11 August 1847 show Edward Turner as the landowner and Richard Lawrence as the occupier of land and premises described as 'House Mill Pool Building Yard and Garden'. Anecdotally, the mill was last in use in the 1930s. The waterwheel is no longer in place. The house was last renovated in the mid-C20 when it is thought the dormers to the front of the house and the fireplaces were added.

Before the second half of the C19 mills supplied local markets, were generally small-scale and typically wind- or water-driven. Up until the C18, watermills were typically single-storey and were often attached to the miller's house. The decades either side of 1800 saw the construction of many new multi-storey watermills. These had attic storage, feeding to the milling floor below, that in turn was set above the ground floor where the flour was bagged and dispatched, all making good use of gravity in the processing. This is the case at Clee St Margaret where the mill is a detached building over three floors.

Details: A house, water-powered corn mill and bakehouse, all of apparently C18 date.

Materials: the buildings are of roughly coursed red sandstone, with weatherboarding to the agricultural buildings adjoining the house. The house and mill have clay-tile roofs, the bakehouse has a slate roof.

Plan: the complex is located on the north side of the Clee Brook. The mill, house and bakehouse are all rectangular in plan. The house and bakehouse are opposite each other and aligned north-west / south-east with their south-east gables facing the road. These gable ends form a gateway to the complex. The mill building is aligned more closely to east-west than the other buildings and is around 10m north-west of the house. The millpond is now dry but is visible as an earthwork north and east of the mill.

HOUSE

Exterior: the house is a single-storey building with cellar and attic. The front elevation faces south-west. The house is built into a bank to its rear (north-east elevation), leaving the cellar above ground to the front. A barn and pigsty abut the north-west gable end of the house; a straight joint between these and the house suggest that they are a later addition. The house and barn are all under the same pitched roof which has an unbroken ridge line. The pigsty is lower in height than the rest of the buildings and is set back from the front line of the house. The barn is stone, but the front is weatherboarded and has timber plank doors. At ground floor level the front of the house has a central door with a canopy porch over, with a stair-light immediately to the south-east. The door and stair-light are flanked by two three-light casement windows. The windows have shallow arched lintels of bricks laid in a single course with rowlock edges facing. The front elevation below ground floor has an off-centre door to the cellar. Also below ground level on the front elevation are steps up to the front door. The steps continue from their top into a raised path along the front of the house and

attached agricultural buildings. The rear of the house has a central door flanked by two windows at ground floor level. There is a brick chimney stack to the solid south-east gable of the house, and a large stack with stone lower and brick upper courses to the rear elevation. The attic has two later gabled brick dormer windows to the front above the eaves line, aligned with the ground floor casements. There is a single cat-slide dormer to the rear roof slope.

Interior: not inspected. From available information, the house has a three-bay plan with central hallway and staircase. There are chamfered beams to living room and kitchen ceilings, with exposed joists in the kitchen. The kitchen has a large timber bressummer over the bricked-up fireplace. The living room has a C20 brick fireplace. There is a further C20 fireplace in one of the bedrooms. Reputedly the cellar retains its original flagstones and a salting bench.

MILL BUILDING

Exterior: two stories and attic under a pitched roof. The building is dug into the steep bank to the north, and there are no openings on this side. The east elevation has a door at ground level, a blocked first floor opening and a casement attic window. There is a single-storey lean-to on the south elevation with a window above it at first floor level. The water wheel was mounted on the west side of the building but no longer survives.

Interior: not inspected. Available information includes photographs showing details of wooden machinery including the top of an upright shaft with crown wheel and pinion, and a large horizontal toothed wheel.

BAKEHOUSE

Exterior: low single-storey pitched roof building. It has a stone chimney stack to its south-east gable end. There is a central door and single window to the front, (north-east) facing elevation.

Interior: not inspected. Available information includes photographs showing a large bread oven.

Sources

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Sales Particulars, Rightmove, accessed 1 May 2020 from <https://www.rightmove.co.uk/property-for-sale/property-72359020.html>

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