

Design and Access / Heritage Statement. Wheatsheaf Inn, Cropwell Bishop, Nottinghamshire, NG12 3BP

On behalf of Marstons Plc.

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1. Introduction

1.1. Pegasus Group have been commissioned by Marstons Plc to prepare a Design and Access / Heritage Statement to consider the proposed works for which Listed Building Consent is sought at the Wheatsheaf Inn at Cropwell Bishop, Nottinghamshire, shown on the Site Location Plan provided at Plate 1.

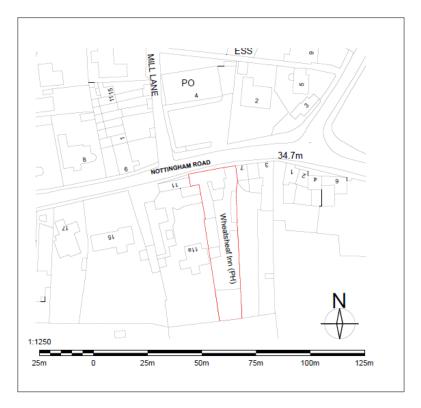


Plate 1: Site location.

- 1.2. The site comprises a Grade II Listed Building the Wheatsheaf Inn and the proposed works comprise the retention of several fixtures to the exterior of the building, including signage and lights.
- 1.3. The proposed works are detailed on the following drawings:
 - Dwg No. 11.21/16229/LP Location Plan.
 - Dwg No. 11.21/16229/SP Site Plan.
 - Dwg No. 11.21/16229/FP.RP- Existing Floor Plan.
 - Dwg No. 11.21/16229/ELEVATIONS Existing Elevations.
 - Dwg No 11.21/16229/ELEVATIONS Proposed Elevations.
- 1.4. This Heritage Statement provides information with regards to the significance of the historic environment to fulfil the requirement given in paragraph 194 of the Government's National Planning Policy Framework (the NPPF) which requires:



"an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting."

- 1.5. In order to inform an assessment of the acceptability of the scheme in relation to impacts to the historic environment, following paragraphs 199 to 206 of the NPPF, any harm to the historic environment resulting from the proposed development is also described, including impacts to significance through changes to setting.
- 1.6. As required by paragraph 194 of the NPPF, the detail and assessment in this Report is considered to be "proportionate to the asset's importance".

Pre-application advice and consultation.

- 1.7. Pre-application advice relating to repainting the exterior and external accretions was received from the Council's Conservation Officer in May 2021. The received advice confirmed that Listed Building Consent was not required for painting the building white with a black plinth but recognised that there was no record of Listed Building Consent having been granted for the various fixtures and signs to the building.
- 1.8. Further advice from the Conservation Officer and Planning Officer identified which fixtures and signs to the building were likely to be acceptable, and which should be removed.
- 1.9. This retrospective application to is regularise the situation in order to retain some fixtures and signs, whilst others will be removed.
- 1.10. Copies of the advice given from the Council are provided in the appendices.

Appendix 1: Pre-application advice from the Council.

1.11. No public consultation has been undertaken in relation to these proposals.

Access

1.12. Due to the nature of the proposals this Statement does not consider access, it not considered necessary to do so.

Methodology

1.13. The methodology adopted in the preparation of this Statement is presented in the appendices.

Appendix 2: Methodology.

Planning Policy

1.14. The relevant legislation, Local Plan Policy, and National Planning Policy contained in the NPPF is presented in the appendices.

Appendix 3: Planning Policy.



2. Site Development and Planning History

2.1. This section examines the history of the site through maps, photographs, ownership and use.

Map and ariel image regression

2.2. The preliminary Ordnance Survey map drawn in 1816 (Plate 2) shows buildings at the site location.



Plate 2: Preliminary Ordnance Survey Map, 1816.

2.3. However, later Ordnance Survey drawings show the site more clearly. The map published in 1884 (Plate 3) shows the building labelled as an 'Inn' with a footprint consistent with that today, with a long rear range extending southwards.

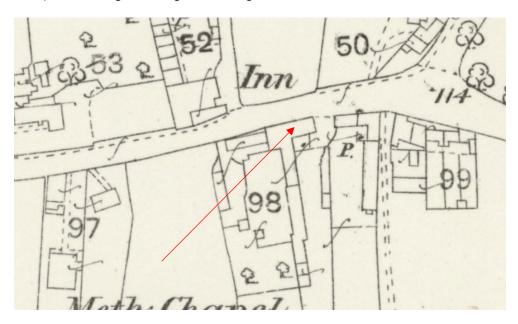


Plate 3: Ordnance Survey map, published in 1884.



2.4. Maps and aerial images throughout the 20th-century and up to today (Plate 4 to Plate 7) show very little change at the site, although a rear extension was built between 1952 and 1999, as circled on Plate 6.

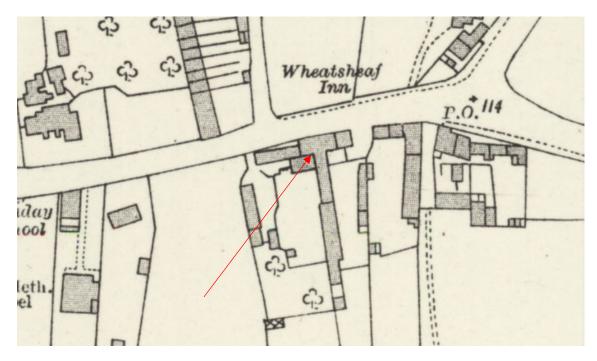


Plate 4: Ordnance Survey map, published in 1919.

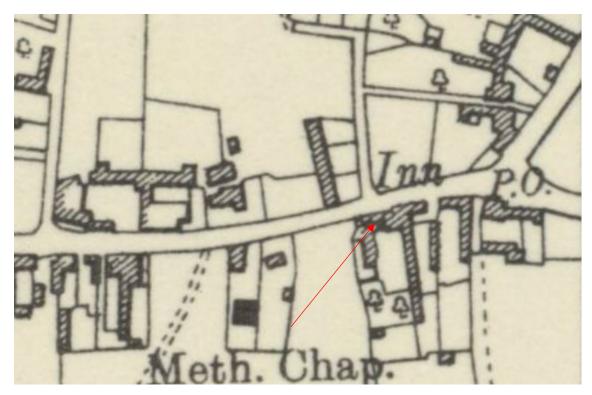


Plate 5: Ordnance Survey map, published in 1952.





Plate 6: Aerial image, 1999.



Plate 7: Aerial image, 2021



Historic Photographs

2.5. The earliest identified photograph of the building is undated but likely to be from the early 20th-century and shows the building as painted, with painted signage with and with sign boards (Plate 8).



Plate 8: Photograph of the site, date unknown. Source: https://cropwellbishop-pc.gov.uk/

2.6. A photograph of the site taken c.1922 show the front of the building still with a painted elevation, painted signage, and sign boards (Plate 9). The photograph shows the building prior to the construction of the pavement which has encroached on the stepped entrance.



Plate 9: Photograph of the site, c. 1922. Source: <u>https://picturenottingham.co.uk</u>. Image Ref: NTGM019713



2.7. A photograph from c.1940s (Plate 9) shows the building still painted, but now with a painted plinth. A hanging sign is positioned near to the corner advertising the brewery, and the west gable end has a painted sign or a sign board. The pavement had now been laid resulting in the loss of the bottom step to the door.



Plate 10: Photograph of the site, c. 1940s. Source: https://picturenottingham.co.uk. Image Ref: NTGM019714

2.8. An aerial image of the site in 1958 shows the buildings and yard clearly. The building still has large-scale signage to its front and the east gable.

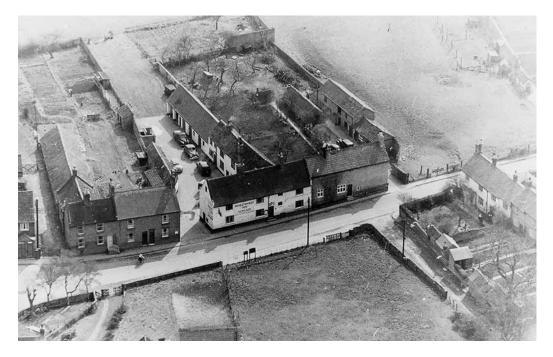


Plate 11: Photograph of the site in 1958. Source: https://cropwellbishopplan.co.uk/xarchive2016.html



2.9. A photograph from 1997 shows the building still painted with several signs, lamps, downlights and vents.



Plate 12: Photograph of the site, 1997. Source: https://picturenottingham.co.uk. Image Ref: NTGM020794

2.10. The following photographs show several changes to the appearance of the building since 1997, mostly in relation to signage styles and locations.



Plate 13: Photograph of the site, 2008. Source: Google Maps





Plate 14: Photograph of the site, 2011. Source: Google Maps



Plate 15: Photograph of the site, 2016. Source: Google Maps



Plate 16: Photograph of the site, 2022.

Use and occupation

2.11. The earliest identified record of the building as the Wheatsheaf Inn is in the Stamford Mercury in 1826¹ recording the death of Mr W M Mabbott who resided at the building, whilst White's History, Gazetteer and Directory of Nottinghamshire in 1832 records John Simspon as the victualler of the inn. Later census returns identify the building still as a pub and in 1871 John Shipside is recorded as both the publican and a shoemaker, whilst in 1901 with Thomas Hooley is recorded as a 'pub inn keeper'. The 1939 register records Percy Brown as the licenced victualler. Thereby the building appears to have been in constant use as a public house since at least 1832.

Planning History

2.12. No relevant planning history for the site was identified within recent planning history records held online by Rushcliffe Borough Council.

¹ Stamford Mercury, Friday 27th January 1826.



3. The Historic Environment and Statement of Significance.

3.1. The site comprises the Grade II Listed Building, the Wheatsheaf Inn. The site is also within the vicinity of several Listed Buildings, including the Grade I Listed Church of St Giles.

The Wheatsheaf Inn



Plate 17: The Wheatsheaf Inn.

3.2. The Wheatsheaf Inn was first Listed at Grade II on the 22nd of May 1978. The List Description reads as follows:

"Wheatsheaf Inn 22.5.78 – II Public house. Early C18. Painted brick. Steeply pitched plain- tile roof with brick copings on square brick kneelers and two ridge stacks. Rectangular on plan. Two storeys and garret. Four unequal bays. 6-panel door between bays 2 and 3. Ground floor tripartite casements to bays 2 and 4. Similar 1st floor windows to bays 1, 2 and 4. Two small stair windows to bay 3. Small 2-light garret window in left gable. Later wing at rear. Interior: staircase to right of entrance with slender turned balusters and square newels. Also said to have stop-chamfered beams and some exposed timber framing at left end."

3.3. A copy of the List Description of provided in the appendices.

Appendix 4: List Description for the Wheatsheaf Inn.



- 3.4. The main original building is 2.5 storeys and is brick built but painted, with a plain tiled roof and occupies a back of pavement position on Nottingham Road. Extending from the rear and at right angles to the main building is a two-storey domestic range dating from the 19th-century which continues as single storey ancillary range which was likely to originally have been stabling. This is also painted brick, but with a clay pantile roof. Within the curtilage is a detached single storey outbuilding which is also painted brick and occupies part of the site boundary.
- 3.5. The identified historical development is outlined in Section 2 above and whilst the building is not easily identifiable in records as a public house until the early 19th-century the appearance and List Description suggest the building dates from the early 18th-century. The steep pitch of the roof and use of plain tiles in contrast to the clay pantiles on other elements of the building suggest that the building might have been reroofed and was a thatched roof originally.
- 3.6. The immediate surrounds of the building comprise Nottingham Road to its front and its yard area to the rear, whilst its wider surrounds include the neighbouring former stone barn at No.11 Nottingham Road and the village, including the Church of St Giles, especially its west tower.

Statement of Significance – Wheatsheaf Inn

- 3.7. It is widely accepted that not all parts of a heritage asset will necessarily be of equal significance. In some cases, certain elements of a heritage asset can accommodate substantial changes whilst preserving the significance of any asset which may potentially be affected by development proposals. Significance can be derived from many elements, including the historic fabric of a building, the layout of space or land use associated with a building or an area.
- 3.8. The Grade II Listing of the building highlights that it is a heritage asset of the less than the highest significance as defined by the NPPF. The heritage significance of the Listed Building is principally embodied in its:
 - Architectural interest: As a vernacular Nottinghamshire building with several phases of alteration and extension.
 - Historic interest: As a building that has been in continual use as a pub since at least the early 19th-century. The building represents the social history of an English village and will also hold a communal value for past and current generations through its use and as gathering place. However, the building is not associated with any identified notable historical persons or events.
- 3.9. The setting of the building also contributes to its significance, although the significance derived from the setting is less than that from its historic fabric. The principal elements of the physical surrounds and experience of the building (its 'setting') which are considered to contribute to its heritage significance comprise:
 - Nottingham Road from where the front of the building is experienced and appreciated.
 - The stone former barn at No.11 Nottingham Road which provides part of its historic context.



- The west tower of the Church of St Giles which is seen in views with the front of the building and provides part of its historic context.
- Its rear yard area which would have been a service area to the building and to a layout that is still recognisable from historic maps. The yard also allows for the rear elevation and range to be experienced and appreciated.

Church of St Giles



Plate 18: The Church and the Wheatsheaf Inn viewed together from Nottingham Road.

- 3.10. The Church of St Giles is a Grade I Listed Building and was first Listed on the 1st December 1965.
- 3.11. The List Description reads as follows:

"Church of St Giles 1.12.65 – I Church. C13 arcades, mainly C14, C15 clerestory and tower, chancel restored 1854. Thinly coursed rubble with quoins, ashlar buttresses and tower. Lead roofs except tiled chancel roof. West tower, 4-bay nave with lean-to north and south aisles and south porch, 3-bay chancel. Perpendicular tower of circa 1450 with clasping and angle buttresses, in 3 reducing stages. 3-light west window, small 2-light bell-chamber openings to top stage, double decorative frieze, crenellated parapet with corner pinnacles. 3-light west windows to the aisles with intersecting tracery. Perpendicular south porch with shallow arch and shallow lead roof. The south aisle has two 3light square-headed windows, with ogee lights and an embattled parapet. 3light east window with reticulated tracery. The north aisle has tiny lancet windows one with a round arch. 2-light, arched clerestory windows. Interior: 4bay north and south arcades on short round piers, both C13 but the north side



is earlier with nail-head decoration. Good nave roof, Perpendicular of C16 with wall posts supported on monsters' heads. Carved initials and dates show repairs to have been done to the roof in 1600, 1785 and 1794 (Church guide). The south aisle roof is inscribed "IW TP 1722 IH". In the north aisle, east end is a section of C13 wall plate with nailhead decoration, and a similar timber in the north aisle roof. A beam in the porch is inscribed "OH ANNO DOMINI 1608 THE XXVII OF AUGUST TB". Aumbry, south aisle, east end. Piscina in chancel. Octagonal font, decorated, early C14, plain on square base. A fragment of late C14 stained glass in east window of north aisle, a cloaked bearded figure. Late C14 or early C15 benches, in chancel, with poppy heads and moulded back rails. 5 bells: C16, 1669, 1757, one recast 1905 and one new 1905. N Pevsner. The Buildings of England, 1979"

3.12. A copy of the List Description of provided in the appendices.

Appendix 5: List Description for the Church of St Giles.

3.13. The setting of the Church comprises its immediate surrounding burial ground including several Listed headstones and the Listed boundary wall. Its wider setting comprises the village of Cropwell Bishop.

Statement of Significance – Church of St Giles.

- 3.14. It is widely accepted that not all parts of a heritage asset will necessarily be of equal significance. In some cases, certain elements of a heritage asset can accommodate substantial changes whilst preserving the significance of any asset which may potentially be affected by development proposals. Significance can be derived from many elements, including the historic fabric of a building, the layout of space or land use associated with a building or an area.
- 3.15. The Grade I Listing of the building highlights that it is a heritage asset of the highest significance as defined by the NPPF. The heritage significance of the church is principally embodied in its:
 - Architectural Interest: As an ecclesiastical building dating from the 13th-century with later additions and alterations it represents English ecclesiastical architectural history in the East Midlands region.
 - Historic interest: As a building that has been at the centre of the community since the 13th-century the building has an historic and communal interest and value to past and current generations from being a centre of worship and communal events and activities.
 - Archaeological interest: As a building that dates from at least the 13th-century the building has the potential to yield information about past generations through its fabric.
- 3.16. The setting of the church also contributes to its significance of the asset, although the significance derived from the setting is less than that from its historic fabric. The principal elements of the physical surrounds and experience of the asset (its 'setting') which are considered to contribute to its heritage significance comprise:



- Its burial ground in which its congregation is buried, some with headstones of special interest. The burial ground is also from where the exterior of church can be best appreciated and experienced at close range.
- The wider settlement of Cropwell Bishop which it forms the centre of and its congregation it was built to serve is primarily derived.
- Nottingham Road to the west from where the west tower can be viewed on approach to the village centre.

Contribution of the site (Wheatsheaf Inn) to the heritage significance of the church.

3.17. There is no identified historic of functional relationship between the site and the church and whilst there is intervisibility between the site and the church the site is not considered to the contribute to the heritage significance of the Church.



4. Impact Assessment

- 4.1. Given that the site comprises a Grade II Listed Building the proposals have the potential impact upon the heritage significance or special interest of the building.
- 4.2. This Section thereby addresses the heritage planning issues that warrant consideration in the determination of the for Listed Building Consent

Legislation and Planning Policy Considerations

- 4.3. For decision making the legislation relating to the Built Historic Environment is primarily set out within the Planning (Listed Buildings and Conservation Areas) Act 1990 which provides statutory protection for Listed Buildings and Conservation Areas.
- 4.4. Section 16 (2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states with regards to Listed Building Consent that:

"In considering whether to grant listed building consent for any works the local planning authority or 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."

- 4.5. The Planning and Compulsory Purchase Act (2004) requires that planning applications are determined in accordance with the Development Plan unless material considerations indicate otherwise. The policy guidance set out within the NPPF is considered to be a material consideration which attracts significant weight in the decision-making process.
- 4.6. The Local and National Planning policies relating to heritage are presented in the appendices.

Guidance Considerations

4.7. For decision making the following guidance is of relevant to these proposals.

Planning Practice Guide (PPG)

4.8. The guidance set out within the PPG states that substantial harm is a high test, and that it may not arise in many cases. The PPG makes it clear that it is the degree of harm to the significance of the asset, in this case the Listed Building, rather than the scale of development which is to be assessed. In addition, it has been clarified in both a High Court Judgement of 2013² that substantial harm would be harm that would *"have such a serious impact on the significance of the asset that its significance was either vitiated altogether or very much reduced"*.

² EWHC 2847, R DCLG and Nuon UK Ltd v. Bedford Borough Council.



Historic England's Conservation Principles Policies and Guidance.

4.9. Paragraph 138 relates to new work and alteration and, and relates to both small and large heritage assets and reads as follows:

"New work and alteration

New work or alteration to a significant place should normally be acceptable if:

- a) there is sufficient information comprehensively to understand the impacts of the proposal on the significance of the place;
- b) the proposal would not materially harm the values of the place, which, where appropriate, would be reinforced or further revealed;
- c) the proposals aspire to a quality of design and execution which may be valued now and in the future;
- d) the long-term consequences of the proposals can, from experience, be demonstrated to be benign, or the proposals are designed not to prejudice alternative solutions in the future."

Assessment

- 4.10. The proposals are to regularise much of the external fixtures and accretions that have been affixed to the building for several years, as shown in the photographs in Section 2 above. However, following the Conservation Officer's advice several fixtures are proposed to be **removed** where they are redundant or are considered to detract from the building's appearance, or create a cluttered appearance. To the front (north) elevation these include:
 - 1 no. CCTV camera and associated electrical supply.
 - 6no. hanging basket brackets.
 - 1no. intruder alarm box.
 - 1no. sign at left-hand side.
 - Redundant co-axial cabling.
 - Redundant electrical service provision.
- 4.11. On the side (east) and rear elevations these include:
 - 2no. hanging basket brackets.
 - 1no. intruder alarm box.
 - Redundant co-axial cabling.
 - 2no. emergency light bulkheads.



- 4.12. On the side (west) elevation these include:
 - 1no. sign.
- 4.13. In addition to the removal of the above redundant or detracting fixtures, where cabling is necessary and needs to be retained, it is proposed to substantially tidy up its appearance and minimise its visual impact by taking it vertically up to the eaves and gutter line and running it horizontally at that point. The cabling will then be painted to match the painted brick work. Whilst in some areas the cabling will be visible its appearance will be very much reduced and to no detriment to the building's architectural interest.



Plate 19: The fixtures to be removed from the front elevation.





Plate 20: The fixtures to be removed from the west elevation.



Plate 21: The sign to be removed from the east elevation.

4.14. As an operating business several of the existing fixtures are proposed to be **retained** as they are needed for the continued use of the building. To the **front (north) elevation** these include:



- 1 no. Marstons brand panel and 1 no. floodlight and power supply.
- 1 no. non- illuminated amenity sign panel.
- 1 no. non- illuminated Marstons entrance plaque.
- 1 no. pub name wall-board with 2no, floodlights
- 4.15. These works all relate to signage. Signage is part of the tradition of English pubs and has an historical basis having first officially been introduced in 1393 by King Richard II to enable buildings selling beer to be easier to be identify by the official ale inspectors and the pictorial sign was almost universal by 1700³, this was either affixed to the building or suspended from the building.
- 4.16. The pictorial board lost favour during the 19th-century as literacy rates in the population increased and were replaced with name boards.⁴
- 4.17. Traditionally signage was not limited to a single sign. Pubs often had several signs.

"By the middle of the century (19th-century), many pubs sported a variety of boards advertising the facilities available and the range of drinks to be found within. As breweries acquired ever-larger tied estates, it was normal to advertise ownership so that discerning customers could be sure whose beers were on sale at a particular pub"⁵

- 4.18. The use of several signs is seen at the Wheatsheaf Inn in the historic photographs in Section 2 above. These show the building with large painted signage direct to the brickwork and sign boards and hanging signs and these proposals are thereby fully in the spirit of the 19th-century.
- 4.19. The Wheatsheaf Inn was Listed in 1978 and was likely to have has several signs and boards at that date. The photograph from 1997 (Plate 11) shows several signs and suggests that signage across the building has been established for decades. The retrospective nature of this application enables an easy assessment of the impact of the signage and it is concluded that the signage adopts a traditional colour scheme and is appropriately sized and located and its purpose and number is fully in the spirit of the 19th-century, and when considered alongside the decluttering and general enhancement that will be delivered to the elevation it is not harmful to the special interest of the building.
- 4.20. To the **side (west) elevation** the following is proposed to be retained:
 - 1 no. cellar cooling remote unit.
 - Incoming gas network.

³ Brandwood, G et al. 2004. Licensed to sell. The history and heritage of the public house. English Heritage, London. Pg.25.

⁴ lbid, pg.123.

⁵ Ibid, pg.123

- 1 no. emergency light bulkhead.
- 1 no. CCTV camera.
- 1 no. pub sign and floodlight.
- 1 no. freestanding cellar cooling unit and pipes.
- 1 no. satellite dish.

These works are all necessary for the function of the pub. Modern fixtures such as the cooler units have been purposefully sited to the rear elevation of the building to ensure that they do not impose on any view of the side or the front of the building when viewed from the roadside, thus maintaining the best-preserved elevations of the building. Any harm arising is minimal arising from fixings and points of entry, but this harm is less than substantial and at the lowermost end of the scale and certainly outweighed by the need to support the continued use of the building.

Painting

4.21. The building has had a painted appearance since at least the start of the 20th-century and certainly at the time of Listing. The proposals are to repaint the building with a proprietary masonry paint (with breathable properties) to match the existing proprietary masonry paint. The building will be returned to its earlier colour scheme of white with a black plinth. These works will enhance and preserve the special interest of the building and are a like-for-like repair and as such does not require Listed Building Consent. This has been confirmed by the Council Conservation Officer in the pre-application response in May 2021.



5. Conclusion

- 5.1. It is evident from the information presented in this Statement that the continued use of the building as a public house since at least the early 19th-century contributes to its significance and alterations should be allowed to enable this use to continue. The building has witnessed continual change and alteration to its appearance as part of maintaining its use both prior and since its date of Listing, these proposals presented within this application are thereby in the spirit of continual change and alteration to maintain the use.
- 5.2. Furthermore, the proposed works are reversible, should further changes be desired at a future date, and with no lasting harmful impact. The proposed works are thereby benign in the wording of Historic England (see paragraph 4.9 above).
- 5.3. The decluttering and subsequent enhancement, and the retention of the identified fixtures will not harm the special interest of the building overall, and whilst some modern fixtures are proposed, e.g., cooler units, satellite dish and cctv, these are all necessary to the function of the building and ensure that the building continues in its existing use which itself it a heritage benefit.
- 5.4. Furthermore, whilst the site does not contribute to the significance of the Grade I Listed St Giles Church the decluttering to the north elevation of the pub will present a tidier appearance of the building and enhance views towards the west tower of the church from Nottingham Road and result in no harmful effect on the church via setting.
- 5.5. Overall, the proposals are in accordance with the advice offered by the Council at preapplication stage and are compliant with the Planning (Listed Buildings and Conservation Areas) Act 1990, the Local Plan and policies contained in Section 16 of the NPPF.



Appendix 1: Pre-application advice from the Council.



Appendix 2: Methodology.

1.1. The aims of this Heritage Statement are to assess the contribution that the Site makes to the heritage significance of the surrounding / identified [delete as appropriate] designated heritage assets, and to identify any harm or benefit to them which may result from the implementation of the development proposals, along with the level of any harm caused if relevant.

Site Visit

- 1.2. A site visit was undertaken by Pegasus Group on 23rd February 2022 during which the Site and its surrounds were assessed.
- 1.3. The visibility on this day was clear. Surrounding vegetation was not fully in leaf at the time of the site visit and thus a clear indication as to potential intervisibility between the Site and the surrounding areas could be established.

Photographs

1.4. Photographs included in the body text of this report are for illustrative purposes only to assist in the discussions of heritage assets, their settings, and views, where relevant. Unless explicitly stated they are not accurate visual representations of the development proposals or conform to any standard or guidance i.e., the Landscape Institute Technical Guidance Note O6/19. However, photographs are intended to be an honest representation and are taken without the use of a zoom lens or edited, unless stated in the description or caption.

Sources

- 1.5. The following key sources have been consulted as part of this assessment:
 - The National Heritage List for England for information on designated heritage assets;
 - Archival sources held online, including historic maps and photographs, census returns, historical directories and the British Newspaper Archive; and
 - Aerial photographs.

Assessment of significance

1.6. In the NPPF, heritage significance is defined as:

"The value of a heritage asset to this and future generations because of its heritage interest. That 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."

1.7. Historic England's Managing Significance in Decision-Taking in the Historic Environment: Historic Environment Good Practice Advice in Planning: 2 (hereafter GPA 2) gives advice on the assessment of significance as part of the application process. It advises understanding the nature, extent, and level of significance of a heritage asset.



- 1.8. In order to do this, GPA 2 also advocates considering the four types of heritage value an asset may hold, as identified in English Heritage's Conservation Principles. These essentially cover the heritage 'interests' given in the glossary of the NPPF and the online Planning Practice Guidance on the Historic Environment (hereafter 'PPG') which are archaeological, architectural and artistic and historic.
- 1.9. The PPG provides further information on the interests it identifies:
 - Archaeological interest: "As defined in the Glossary to the National Planning Policy Framework, there will be archaeological interest in a heritage asset if it holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point."
 - Architectural and artistic interest: "These are interests in the design and general aesthetics of a place. They can arise from conscious design or fortuitously from the way the heritage asset has evolved. More specifically, architectural interest is an interest in the art or science of the design, construction, craftsmanship and decoration of buildings and structures of all types. Artistic interest is an interest in other human creative skills, like sculpture."
 - **Historic interest**: "An interest in past lives and events (including pre-historic). Heritage assets can illustrate or be associated with them. Heritage assets with historic interest not only provide a material record of our nation's history, but can also provide meaning for communities derived from their collective experience of a place and can symbolise wider values such as faith and cultural identity."
- 1.10. Significance results from a combination of any, some or all of the interests described above.
- 1.11. The most-recently issued guidance on assessing heritage significance, Historic England's Statements of Heritage Significance: Analysing Significance in Heritage Assets, Historic England Advice Note 12, advises using the terminology of the NPPF and PPG, and thus it is that terminology which is used in this Report.
- 1.12. Listed Buildings and Conservation Areas are generally designated for their special architectural and historic interest. Scheduling is predominantly, although not exclusively, associated with archaeological interest.

Setting and significance

1.13. As defined in the NPPF:

"Significance derives not only from a heritage asset's physical presence, but also from its setting."

1.14. Setting is defined as:

"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."

1.15. Therefore, setting can contribute to, affect an appreciation of significance, or be neutral with regards to heritage values.



Assessing change through alteration to setting

- 1.16. How setting might contribute to these values has been assessed within this Report with reference to The Setting of Heritage Assets: Historic Environment Good Practice Advice in Planning Note 3 (henceforth referred to as 'GPA 3'), particularly the checklist given on page 11. This advocates the clear articulation of "what matters and why".
- 1.17. In GPA 3, a stepped approach is recommended, of which Step 1 is to identify which heritage assets and their settings are affected. Step 2 is to assess whether, how and to what degree settings make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated. The guidance includes a (non-exhaustive) checklist of elements of the physical surroundings of an asset that might be considered when undertaking the assessment including, among other things: topography, other heritage assets, green space, functional relationships and degree of change over time. It also lists aspects associated with the experience of the asset which might be considered, including: views, intentional intervisibility, tranquillity, sense of enclosure, accessibility, rarity and land use.
- 1.18. Step 3 is to assess the effect of the proposed development on the significance of the asset(s). Step 4 is to explore ways to maximise enhancement and minimise harm. Step 5 is to make and document the decision and monitor outcomes.
- 1.19. A Court of Appeal judgement has confirmed that whilst issues of visibility are important when assessing setting, visibility does not necessarily confer a contribution to significance and also that factors other than visibility should also be considered, with Lindblom LJ stating at paragraphs 25 and 26 of the judgement (referring to an earlier Court of Appeal judgement):

Paragraph 25 – "But – again in the particular context of visual effects – I said that if "a proposed development is to affect the setting of a listed building there must be a distinct visual relationship of some kind between the two – a visual relationship which is more than remote or ephemeral, and which in some way bears on one's experience of the listed building in its surrounding landscape or townscape" (paragraph 56)".

Paragraph 26 – "This does not mean, however, that factors other than the visual and physical must be ignored when a decision-maker is considering the extent of a listed building's setting. Generally, of course, the decision-maker will be concentrating on visual and physical considerations, as in Williams (see also, for example, the first instance judgment in R. (on the application of Miller) v North Yorkshire County Council [2009] EWHC 2172 (Admin), at paragraph 89). But it is clear from the relevant national policy and guidance to which I have referred, in particular the guidance in paragraph 18a-013-20140306 of the PPG, that the Government recognizes the potential relevance of other considerations – economic, social and historical. These other considerations may include, for example, "the historic relationship between places". Historic England's advice in GPA3 was broadly to the same effect."

Levels of significance

1.20. In accordance with the levels of significance articulated in the NPPF, three levels of significance are identified:



- Designated heritage assets of the highest significance, as identified in paragraph 194 of the NPPF comprising Grade I and II* Listed buildings, Grade I and II* Registered Parks and Gardens, Scheduled Monuments, Protected Wreck Sites, World Heritage Sites and Registered Battlefields (and also including some Conservation Areas) and non-designated heritage assets of archaeological interest which are demonstrably of equivalent significance to Scheduled Monuments, as identified in footnote 63 of the NPPF;
- Designated heritage assets of less than the highest significance, as identified in paragraph 194 of the NPPF, comprising Grade II Listed buildings and Grade II Registered Parks and Gardens (and also some Conservation Areas); and
- Non-designated heritage assets. Non-designated heritage assets are defined within the Government's Planning Practice Guidance as "buildings, monuments, sites, places, areas or landscapes identified by plan-making bodies as having a degree of significance meriting consideration in planning decisions but which do not meet the criteria for designated heritage assets ".
- 1.21. Additionally, it is of course possible that sites, buildings or areas have no heritage significance.

Assessment of harm

- 1.25. Assessment of any harm will be articulated in terms of the policy and law that the proposed development will be assessed against, such as whether a proposed development preserves or enhances the character or appearance of a Conservation Area, and articulating the scale of any harm in order to inform a balanced judgement/weighing exercise as required by the NPPF.
- 1.26. In order to relate to key policy, the following levels of harm may potentially be identified for designated heritage assets:
 - Substantial harm or total loss. It has been clarified in a High Court Judgement of 2013 that this would be harm that would "have such a serious impact on the significance of the asset that its significance was either vitiated altogether or very much reduced"; and
 - Less than substantial harm. Harm of a lesser level than that defined above.
- 1.27. With regards to these two categories, the PPG states:

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

- 1.28. Hence, for example, harm that is less than substantial would be further described with reference to where it lies on that spectrum or scale of harm, for example low end, middle of the spectrum and upper end of the less than substantial harm scale.
- 1.29. With regards to non-designated heritage assets, there is no basis in policy for describing harm to them as substantial or less than substantial, rather the NPPF requires that the scale of any harm or loss is articulated. As such, harm to such assets is articulated as a level of harm to their overall significance, with levels such as negligible, minor, moderate and major harm identified.



- 1.30. It is also possible that development proposals will cause no harm or preserve the significance of heritage assets. A High Court Judgement of 2014 is relevant to this. This concluded that with regard to preserving the setting of a Listed building or preserving the character and appearance of a Conservation Area, 'preserving' means doing 'no harm'.
- 1.31. Preservation does not mean no change; it specifically means no harm. GPA 2 states that

"Change to heritage assets is inevitable but it is only harmful when significance is damaged".

- 1.32. Thus, change is accepted in Historic England's guidance as part of the evolution of the landscape and environment. It is whether such change is neutral, harmful or beneficial to the significance of an asset that matters.
- 1.33. As part of this, setting may be a key consideration. For an evaluation of any harm to significance through changes to setting, this assessment follows the methodology given in GPA 3, described above. Again, fundamental to the methodology set out in this document is stating "what matters and why". Of particular relevance is the checklist given on page 13 of GPA 3.
- 1.34. It should be noted that this key document also states that:

"Setting is not itself a heritage asset, nor a heritage designation..."

1.35. Hence any impacts are described in terms of how they affect the significance of a heritage asset, and heritage values that contribute to this significance, through changes to setting.

"Conserving or enhancing heritage assets by taking their settings into account need not prevent change".

1.36. Additionally, it is also important to note that, as clarified in the Court of Appeal, whilst the statutory duty requires that special regard should be paid to the desirability of not harming the setting of a Listed Building, that cannot mean that any harm, however minor, would necessarily require Planning Permission to be refused.

Benefits

- 1.37. Proposed development may also result in benefits to heritage assets, and these are articulated in terms of how they enhance the heritage values and hence the significance of the assets concerned.
- 1.38. As detailed further in Section 6, the NPPF (at Paragraphs 201 and 202) requires harm to a designated heritage asset to be weighed against the public benefits of the development proposals.
- 1.39. Recent High Court Decisions have confirmed that enhancement to the historic environment should be considered as a public benefit under the provisions of Paragraphs 201 and 202.
- 1.40. The PPG provides further clarity on what is meant by the term 'public benefit', including how these may be derived from enhancement to the historic environment ('heritage benefits'), as follows:

"Public benefits may follow from many developments and could be anything that delivers economic, social or environmental objectives as described in the



National Planning Policy Framework (paragraph 8). Public benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits, for example, works to a listed private dwelling which secure its future as a designated heritage asset could be a public benefit.

Examples of heritage benefits may include:

- sustaining or enhancing the significance of a heritage asset and the contribution of its setting
- reducing or removing risks to a heritage asset
- securing the optimum viable use of a heritage asset in support of its long term conservation."
- 1.43. Any 'heritage benefits' arising from the proposed development, in line with the narrative above, will be clearly articulated in order for them to be taken into account by the Decision Maker.



Appendix 3: Planning Policy.

1.44. This section sets out the legislation and planning policy considerations and guidance contained within both national and local planning guidance which specifically relate to the application Site, with a focus on those policies relating to the protection of the historic environment.

Legislation

- 1.45 Legislation relating to the Built Historic Environment is primarily set out within the Planning (Listed Buildings and Conservation Areas) Act 1990 which provides statutory protection for Listed Buildings and Conservation Areas.
- 1.46. Section 16 (2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states with regards to Listed Building Consent that:

"In considering whether to grant listed building consent for any works the local planning authority or 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."

1.47. Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states with regard to Planning Permission 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."

1.48. In the 2014 Court of Appeal judgement in relation to the Barnwell Manor case ⁶ , 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."

- 1.49. A judgement in the Court of Appeal ⁷ ('Mordue') has clarified that, with regards to the setting of Listed Buildings, where the principles of the NPPF are applied (in particular paragraph 134 of the 2012 version of the NPPF, the requirements of which are now given in paragraph 202 of the
- 1.50. Notwithstanding the statutory presumption set out within the Planning (Listed Buildings and Conservations Area) Act 1990, Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that all planning applications are determined in accordance with the Development Plan unless material considerations indicate otherwise.

⁶ East Northamptonshire District Council v SSCLG (2015) EWCA Civ 137

⁷ Jones v Mordue Anor (2015) EWCA Civ 1243



National Policy Guidance

The National Planning Policy Framework (July 2021)

- 1.51. National policy and guidance is set out in the Government's National Planning Policy Framework (NPPF) published in July 2021. This replaced and updated the previous National Planning Policy Framework 2019. The NPPF needs to be read as a whole and is intended to promote the concept of delivering sustainable development.
- 1.52. The NPPF sets out the Government's economic, environmental and social planning policies for England. Taken together, these policies articulate the Government's vision of sustainable development, which should be interpreted and applied locally to meet local aspirations. The NPPF continues to recognise that the planning system is plan-led and that therefore Local Plans, incorporating Neighbourhood Plans, where relevant, are the starting point for the determination of any planning application, including those which relate to the historic environment.
- 1.53. The overarching policy change applicable to the proposed development is the presumption in favour of sustainable development. This presumption in favour of sustainable development (the 'presumption') sets out the tone of the Government's overall stance and operates with and through the other policies of the NPPF. Its purpose is to send a strong signal to all those involved in the planning process about the need to plan positively for appropriate new development; so that both plan making and development management are proactive and driven by a search for opportunities to deliver sustainable development, rather than barriers. Conserving historic assets in a manner appropriate to their significance forms part of this drive towards sustainable development.
- 1.54. The purpose of the planning system is to contribute to the achievement of sustainable development and the NPPF sets out three "objectives" to facilitate sustainable development: an economic objective, a social objective, and an environmental objective. The presumption is key to delivering these objectives, by creating a positive pro-development framework which is underpinned by the wider economic, environmental and social provisions of the NPPF. The presumption is set out in full at paragraph 11 of the NPPF and reads as follows:

"Plans and decisions should apply a presumption in favour of sustainable development.

For plan-making this means that:

a) all plans should promote a sustainable pattern of development that seeks to: meet the development needs of their area; align growth and infrastructure; improve the environment; mitigate climate change (including by making effective use of land in urban areas) and adapt to its effects;

b) strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within neighbouring areas, unless:

i. the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for restricting the overall scale, type or distribution of development in the plan area; or



ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

For decision-taking this means:

c) approving development proposals that accord with an up-to-date development plan without delay; or

d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:

i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or

ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole."

1.55. However, it is important to note that footnote 6 of the NPPF applies in relation to the final bullet of paragraph 11. This provides a context for paragraph 11 and reads as follows:

"The policies referred to are those in this Framework (rather than those in development plans) relating to: habitats sites (and those sites listed in paragraph 180) and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, and Area of Outstanding Natural Beauty, a National Park (or within the Broads Authority) or defined as Heritage Coast; irreplaceable habitats; designated heritage assets (and other heritage assets of archaeological interest referred to in footnote 68); and areas at risk of flooding or coastal change." (our emphasis)

- 1.56. The NPPF continues to recognise that the planning system is plan-led and that therefore, Local Plans, incorporating Neighbourhood Plans, where relevant, are the starting point for the determination of any planning application.
- 1.57 Heritage Assets are defined in Annex 2 of 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)."



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

"World Heritage Site, Scheduled Monument, <u>Listed Building</u>, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under relevant legislation.⁸" (our emphasis)

1.59. 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.⁹ "

1.60. Section 16 of the NPPF relates to 'Conserving and enhancing the historic environment' and states at paragraph 195 that:

"Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal."

1.61. Paragraph 197 goes on to state that:

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

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

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

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

1.62. With regard to the impact of proposals on the significance of a heritage asset, paragraphs 199 and 200 are relevant and read as follows:

"199 – 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."

⁸ NPPF Annex 2, MHCLG, 2019 ⁹ Ibid



"200 – 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:

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

b) 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."

1.63. In the context of the above, it should be noted that paragraph 201 reads as follows:

"Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

a) the nature of the heritage asset prevents all reasonable uses of the site; and

b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and

c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and

d) the harm or loss is outweighed by the benefit of bringing the site back into use"

1.64. Paragraph 202 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"

1.65. The NPPF also provides specific guidance in relation to development within Conservation Areas, stating at paragraph 206 that:

"Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably."

1.66. Overall, the NPPF confirms that the primary objective of development management is to foster the delivery of sustainable development, not to hinder or prevent it. Local Authorities should approach development management decisions positively, looking for solutions rather than problems so that applications can be approved wherever it is practical to do so. Additionally,



securing the optimum viable use of sites and achieving public benefits are also key material considerations for application proposals. Paragraph 38 of the NPPF states::

"Local planning authorities should approach decisions on proposed development in a positive and creative way. They should use the full range of planning tools available, including brownfield registers and permission in principle, and work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area. Decision-makers at every level should seek to approve applications for sustainable development where possible."

National Planning Practice Guidance

- 1.67. The then Department for Communities and Local Government (now the Ministry for Housing, Communities and Local Government (MHCLG)) launched the planning practice web-based resource in March 2014, accompanied by a ministerial statement which confirmed that a number of previous planning practice guidance documents were cancelled.
- 1.68. This also introduced the national Planning Practice Guidance (PPG) which comprised a full and consolidated review of planning practice guidance documents to be read alongside the NPPF.
- 1.69. The PPG has a discrete section on the subject of the 'Historic Environment' which confirms that the consideration of 'significance' in decision taking is important and states:

"Heritage assets may be affected by direct physical change or by change in their setting. Being able to properly assess the nature, extent and importance of the significance of a heritage asset, and the contribution of its setting, is very important to understanding the potential impact and acceptability of development proposals ¹⁰"

1.70. In terms of assessment of substantial harm, the PPG confirms that whether a proposal causes substantial harm will be a judgement for the individual decision taker having regard to the individual circumstances and the policy set out within the NPPF. It goes on to state:

"In general terms, substantial harm is a high test, so it may not arise in many cases. For example, in determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. It is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting ".

While the impact of total destruction is obvious, partial destruction is likely to have a considerable impact but, depending on the circumstances, it may still be less than substantial harm or conceivably not harmful at all, for example, when removing later inappropriate additions to historic buildings which harm their significance. Similarly, works that are moderate or minor in scale are likely

 ¹⁰ MHCLG, Planning Practice Guidance, paragraph 007 (ID: 18a-007-20190723 revision date 23.07.2019)
¹¹ MHCLG, Planning Practice Guidance, paragraph 018 (ID: 18a-018-20190723 revision date 23.07.2019)



to cause less than substantial harm or no harm at all. However, even minor works have the potential to cause substantial harm"

Local Planning Policy

- 1.71. Planning applications within Cropwell Bishop are currently considered against the policy and guidance set out within the:
 - Local Plan Part 1: Core Strategy. Adopted December 2014.
 - Local Plan Part 2: Land and Planning Policies. Adopted October 2019.
- 1.72 Policy 11 of the **Core Strategy** reads as follows:

"POLICY 11: HISTORIC ENVIRONMENT

1. Proposals and initiatives will be supported where the historic environment and heritage assets and their settings are conserved and/or enhanced in line with their interest and significance. Planning decisions will have regard to the contribution heritage assets can make to the delivery of wider social, cultural, economic and environmental objectives.

2. The elements of Rushcliffe's historic environment which contribute towards the unique identity of areas and help create a sense of place will be conserved and, where possible, enhanced with further detail set out in later Local Development Documents. Elements of particular importance include:

- a) industrial and commercial heritage such as the textile heritage and the Grantham Canal;
- b) Registered Parks and Gardens including the grounds of Flintham Hall, Holme Pierrepont Hall, Kingston Hall and Stanford Hall; and
- c) prominent listed buildings.

3. A variety of approaches will be used to assist in the protection and enjoyment of the historic environment including:

- a) the use of appraisals and management plans of existing and potential conservation areas;
- b) considering the use of Article 4 directions;
- c) working with partners, owners and developers to identify ways to manage and make better use of historic assets;
- d) considering improvements to the public realm and the setting of heritage assets within it;
- e) ensuring that information about the significance of the historic environment is publicly available. Where there is to be a loss in whole or in part to the significance of an identified historic asset then



evidence should first be recorded in order to fully understand its importance; and

f) considering the need for the preparation of local evidence or plans.

4. Particular attention will be given to heritage assets at risk of harm or loss of significance, or where a number of heritage assets have significance as a group or give context to a wider area."

1.73. Policy 28 of the Local Plan Part 2 reads as follows:

POLICY 28 CONSERVING AND ENHANCING HERITAGE ASSETS

1. Proposals that affect heritage assets will be required to demonstrate an understanding of the significance of the assets and their settings, identify the impact of the development upon them and provide a clear justification for the development in order that a decision can be made as to whether the merits of the proposals for the site bring public benefits which decisively outweigh any harm arising from the proposals.

2. Proposals affecting a heritage asset and/or its setting will be considered against the following criteria:

- a) the significance of the asset;
- b) whether the proposals would be sympathetic to the character and appearance of the asset and any feature of special historic, architectural, artistic or archaeological interest that it possesses;
- c) whether the proposals would conserve or enhance the character and appearance of the heritage asset by virtue of siting, scale, building form, massing, height, materials and quality of detail;
- d) whether the proposals would respect the asset's relationship with the historic street pattern, topography, urban spaces, landscape, views and landmarks;
- e) whether the proposals would contribute to the long-term maintenance and management of the asset; and
- f) whether the proposed use is compatible with the asset.

Neighbourhood Plan Policy

1.74. There is no made Neighbourhood Plan that includes the site.



Appendix 4: List Description for the Wheatsheaf Inn.



Appendix 5: List Description for St Giles Church



Planning (Listed Buildings and Conservation Areas) Act 1990 Town & Country Planning Act 1990 (as amended) Planning and Compulsory Purchase Act 2004

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