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## 1. Introduction

- 1.1 This Heritage Statement has been prepared by HCUK Group on behalf of the applicant and owner of 21 The Green, Southgate (the 'Site') in respect to proposals for internal and external alterations to the property.
- 1.2 The site falls under the jurisdiction of the London Borough of Enfield (LBE) and is identified in **Figures 1** and **2**. The Site is located within the Southgate Green Conservation Area and The Green (west part) and Cannon Hill Character Area (B).



Figure 1: Site Location Plan (outlined in red)

1.3 The house is not a listed or locally listed building but is a characteristic inter-war era house and identified as a positive contributor in the adopted Character Appraisal for Southgate Green Conservation Area (February 2015) – Figure 3. The house and grounds are also subject to an Article 4(2) Direction dated 27<sup>th</sup> June 2006, which removes various permitted development rights – Figure 4. The present owners seek feedback on their proposals to extend and make alterations to the property as a single dwelling.







Figure 2: No. 21 the Green – front elevation (left) and elevation to rear garden (right)

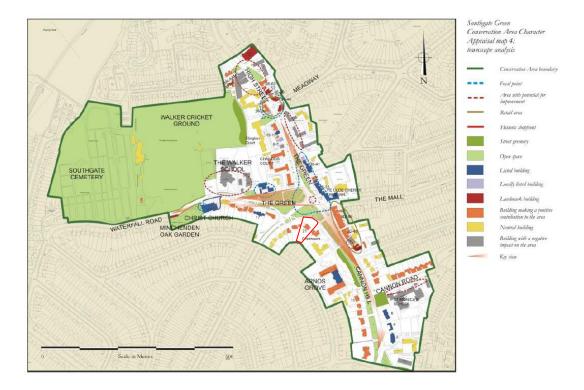


Figure 3: Conservation Area Map – Townscape Analysis showing the contribution of buildings within the heritage asset. The Site is outlined in red Source: LBE Council, Conservation Area Appraisal – February 2015



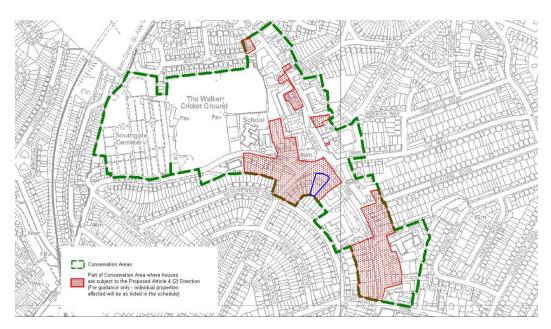


Figure 4: Article 4(2) designation map (2006). The Site is outlined in blue.

#### Context

- 1.4 The proposal is for part single, part 2-storey front, side and rear extension and reinstatement of the original window pattern with slimline double glazing within the retained and refurbished timber units.
- The application scheme has been the subject of pre-application engagement with LBE. The proposal has been amended in line with pre-application feedback provided on 19<sup>th</sup> June 2033 under reference 23/01357/PREHER. The council's pre-application response is referenced in the text were relevant.

## Purpose of this Statement

- The purpose of this document is to provide sufficient information to allow the Council to understand the effects of the proposed development upon the historic built environment in order to gauge its suitability in heritage terms. Value judgements on the significance of the heritage assets affected are presented and the effects of the proposals upon that significance are appraised.
- In compliance with paragraph 194 of the National Planning Policy Framework (NPPF 2023) this heritage statement describes the significance of any heritage assets which have the potential to be affected by the proposed development. It also assesses the capacity of these assets to absorb change.



- 1.8 The heritage asset affected by the proposed development has been observed and assessed by the author following a site visit made in July 2022.
- The proposals have been prepared and assessed in light of the provisions of the Planning (Listed Buildings and Conservation Areas) Act, 1990. The report also sets out how the proposal complies with the guidance and policy of the NPPF and local planning policy and guidance.
- 1.10 An assessment of the below ground archaeological potential of the Site lies outside the scope of this report. The Historic Environment Record has nevertheless been consulted via the Heritage Gateway website and other online datasets and resources have provided background information on the site and surrounding assets, they are referenced within the following text where relevant.

### **Key Considerations**

- **1.11** The key heritage considerations are whether the proposals would preserve, enhance or harm the significance of affected heritage assets.
- **1.12** This report should be read in conjunction with the full drawn submission prepared by Studio Bua Architects.



# 2. Relevant Planning Policy Framework

- 2.1 Section 72(1) of the Planning (Listed Building and Conservation Areas) Act 1990 requires the decision maker to have special regard to the desirability of preserving or enhancing the special character or appearance of conservation areas when exercising planning functions. The decision maker must give considerable importance and weight to the desirability of preserving the significance of the conservation area, and there is a strong presumption against the grant of permission for development that would harm its heritage significance.<sup>1</sup>
- The meaning and effect of these duties have been considered by the courts in cases since the legislation came into effect, including the Court of Appeal decision in relation to South Oxfordshire DC v SSE & J Donaldson (March 1991, CO/1440/89). The Court found that section 72 requires attention to be directed to the effect on the conservation area as a whole rather than on particular parts of it.
- 2.3 In the present instance the application site lies wholly within the TCA. As such the duty under Section 72(1) is engaged.
- For the purposes of this statement, preservation equates to an absence of harm.<sup>2</sup>
  Harm is defined in paragraph 84 of Historic England's Conservation Principles as change which erodes the significance of a heritage asset.<sup>3</sup>
- The significance of a heritage asset is defined in the National Planning Policy
  Framework (NPPF July 2023) 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.
- **2.6** Paragraph 197 of the NPPF underlines the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with

<sup>&</sup>lt;sup>1</sup> Barnwell Manor Wind Energy Limited v East Northamptonshire District Council and others [2014] EWCA Civ 137 & Forge Field Society v. Sevenoaks DC [2014] EWHC 1895 (Admin).

<sup>&</sup>lt;sup>2</sup> South Lakeland v SSE [1992] 2 AC 141.

<sup>&</sup>lt;sup>3</sup> Conservation Principles, 2008, paragraph 84.



their conservation,<sup>4</sup> and reiterates the well-established concept that new development can make a positive contribution to local character and distinctiveness.

- **2.7** Paragraph 195 indicates that all harm should be avoided or minimised and that which remains requires clear and convincing justification (Para 200).
- 2.8 The NPPF requires the impact on the significance of designated heritage assets 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. The Scale of Harm is tabulated at **Appendix 1**.
- 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."

- **2.10** Paragraphs 199 and 200 of the NPPF state 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.
- **2.11** Paragraph 203 of the NPPF refers to the approach to be taken towards non-designated heritage assets as follows:

<sup>&</sup>lt;sup>4</sup> Conservation (for heritage policy) is defined in Annex 2 of the NPPF as: "The process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance."

<sup>&</sup>lt;sup>5</sup> Bedford Borough Council v SSCLG and Nuon UK Limited [2013] EWHC 4344 (Admin).

<sup>&</sup>lt;sup>6</sup> The balancing exercise was the subject of discussion in City and Country Bramshill v CCSLG and others [2021] EWCA, Civ 320.



"The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset."

- **2.12** Since there are no non-designated heritage assets for the purpose of this assessment, paragraph 203 is not engaged in the present case.
- 2.13 According to paragraph 206 local planning authorities should look for opportunities for new development 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.

### Local Policy & Guidance

**2.14** The current London Plan was formally adopted on 2<sup>nd</sup> March 2021. The following heritage related policy is relevant:

Policy HC1 - Heritage Conservation and Growth

- C Development proposals affecting heritage assets, and their settings, should conserve their significance, by being sympathetic to the assets' significance and appreciation within their surroundings. The cumulative impacts of incremental change from development on heritage assets and their settings should also be actively managed. Development proposals should avoid harm and identify enhancement opportunities by integrating heritage considerations early on in the design process.
- 2.15 The Development Plan for the London Borough of Enfield comprises the London Plan 2021 (LP), the Core Strategy 2010 (CS) and the Development Management Document 2014 (DMD).
- **2.16** The relevant policies for consideration include:

#### **Development Management Document 2014**

• DMD3: Providing a Mix of Different Sized Homes



- DMD6: Residential Character
- DMD7: Development of garden land
- DMD14: Side extensions
- DMD37: Achieving High Quality and Design-Led Development
- DMD44: Conserving and enhancing heritage assets
- DMD49: Sustainable design and construction statements
- DMD51: Energy efficiency standards

#### Core Strategy 2010

- CP4: Housing quality
- CP5: Housing types
- CP20: Sustainable energy use and energy infrastructure
- CP30: Maintaining and improving the quality of the built and open environment
- CP31: Built and landscape heritage
- **2.17** The adopted Character Appraisal for Southgate Green Conservation Area (February 2015) has been taken into consideration in the preparation of this assessment.

#### National Guidance Documents

National Planning Practice Guidance (NPPG)

- **2.18** The National Planning Practice Guidance (NPPG; ref: 18a-018-20190723; updated July 2019) provides advice on enhancing and conserving the historic environment in accordance with the NPPF.
- 2.19 NPPG notes that public benefits can be heritage based for example, works to a listed private dwelling which secure its future as a designated heritage asset could be a public benefit. The guidance goes on to note that examples of heritage based public benefits include:
  - Sustaining or enhancing the significance of a heritage asset and the contribution of its setting;



- Reducing or removing risks to a heritage asset; and
- Securing the optimum viable use of a heritage asset in support of its longterm conservation.

Historic Environment Good Practice Advice in Planning Note 2: Managing Significance in Decision-Taking in the Historic Environment (March 2015) (GPA 2)

- This document provides advice on numerous ways in which decision making in the historic environment could be undertaken, emphasising that the first step for all applicants is to understand the significance of any affected heritage asset and the contribution of its setting to that significance. In line with the NPPF and PPG, the document states that early engagement and expert advice in considering and assessing the significance of heritage assets is encouraged. The advice suggests a structured, staged approach to the assembly and analysis of relevant information:
  - 1) Understand the significance of the affected assets;
  - 2) Understand the impact of the proposal on that significance;
  - Avoid, minimise and mitigate impact in a way that meets the objectives of the NPPF;
  - 4) Look for opportunities to better reveal or enhance significance;
  - 5) Justify any harmful impacts in terms of the sustainable development objective of conserving significance balanced with the need for change; and
  - 6) Offset negative impacts to significance by enhancing others through recording, disseminating and archiving archaeological and historical interest of the important elements of the heritage assets affected.



# 3. Background and Significance

#### Historic Background

- The building's development coincides with the latter phase of development within the Southgate Green Conservation Area when speculative developers gained a foothold in Southgate and the area was transformed from a rural backwater to a suburban centre. Initially, building was restricted to a terrace of shops on the east side of The Green and the occasional large suburban style house. However, in 1918, the last of the Walker brothers, Russell Donnithorne, sold the Arnos Grove estate to the ship owner Andrew Weir. Weir sold most of the estate to builders in 1928.
- Further house building was stimulated by the opening of Southgate's own station in 1933 and, by 1935, the area had taken on much of its current form.

#### 21 The Green

- No. 21 The Green is a substantial detached 4-5 bedroom house built around 1930. It is of pleasing design, in the Domestic Revival tradition, with some Arts and Crafts detailing such as the smooth render above a brick plinth, tall hipped roof with sprocketed eaves, mock timbering and traditional flush fitting casement windows with lead cames to the transom lights and tiled cills.
- The projecting bay to the front has a deep oversailing eaves supported on moulded timber brackets. The facing brick is of a good quality, laid in Flemish bond. The rear elevation is dominated by the vast roof and extended flat roof dormer above what was originally an open loggia, supported on steel posts clad to look like timber. The effect is evocative of the Swiss chalet style houses popular in English domestic architecture during the 1920s and 30s. Aerial views of the house taken in 1931 (Figure 5) shows the original roof configuration to the rear of the building and the smaller detached garage on the west side, as corroborated by the 1935-36 OS Map (Figure 7).



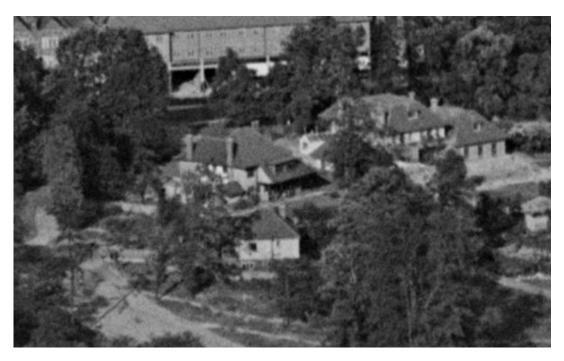


Figure 5: Aerial view captured in June 1931, taken from the southwest. Source: Britain from Above website [EPW035556] Housing at Arnos Grove, Christ Church and environs, New Southgate.



Figure 6: Aerial view taken in June 1931. Source: Britain from Above - [EPW035557]



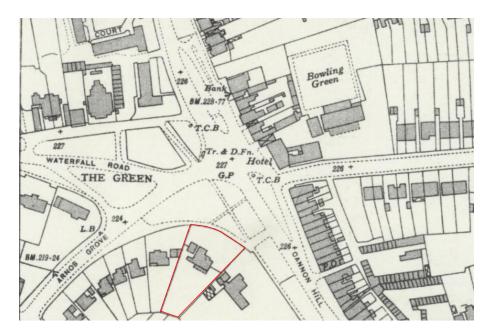


Figure 7: 1935-36 OS Map. Reproduced with the permission of the National Library of Scotland

The house retains is original footprint, apart from the extended single storey garage to the west side. Incremental changes to plan from and roof include moving the ground floor to the garden frontage to the edge of the building, enclosing most of what was originally an open loggia (**Figure 8**), and doubling the width of the flat roof dormer window. To accommodate the extended dormer the re-entrant corner visible in **Figure 5** was in-filled and the loggia extended.



Figure 8: View of the rear elevation from the south





Figure 9: Photograph of the rear elevation - as built. Source: Studio Bua - Sketchbook

- Most of the original window joinery survives throughout the house, however the diamond pattern leadwork to the lower lights is not original, and all of the window furniture and ironmongery has been replaced with modern replica style latches, openers and stays.
- Besides the building's architectural value, which is of local interest, the front boundary is also original, comprising a low brick plinth wall with a white painted picket fence above supported by integral moulded timber posts. The house has an extensive frontage to the Green and the 2015 Conservation Area Appraisal identifies this as an important element of The Green's village like quality, noting that:

"Boundaries play an important part in creating the 'village centre' ambience. The whimsical white painted picket fence backed by lush hedging at no. 21 and the high brick walls in front of Greenacre and no. 17 make a particularly strong contribution."

As well as built form, the trees within the Site are considered a visual asset within the conservation area, including the shrubs to the front boundary and the mature trees through which the house can be glimpsed from The Green. The trees to the



rear garden are of lesser importance, and the young cedar of Lebanon near to the house poses a potential danger to the structure.

- The key characteristics of this part of the Southgate Green Conservation Area which have been taken into account as part of the proposed scheme are as follows:
  - The open nature of The Green, an important feature in the townscape that is both the centre and the focal point of the wider Conservation Area, giving it a rural and spacious feel.
  - The settlement pattern of low density, large houses in extensive gardens, again contributing to the spacious feel of the area.
  - The extensive street greenery, including mature trees, particularly around The Green, giving the area a leafy character.
  - The attractive treatment of boundaries, particularly the high, rural-style brick walls that have mellowed with age, and white painted picket fences. These are particularly important around The Green.
  - The generally high quality of design, materials and detailing of the buildings in the area, most of which are substantial suburban houses dating from around 1930.



## 4. Heritage Impact Assessment

**4.1** This chapter of the report assesses the impact of the proposed development on the significance of the heritage asset identified in the previous chapter. It equates to Steps 2, 3 and 4 of GPA2. This chapter should be read in conjunction with the preceding chapter, and the tabular methodology in **Appendix 1**.

### Summary of the Proposals

- **4.2** The following external alterations are included in the proposal:
  - Minor alterations are proposed to the fenestration to reinstate the original window pattern with 6 panel top-lights over plain fixed lights. It is proposed to retain and refurbish the existing timber frames, but to upgrade the thermal performance with slimline double glazing, which will be retro-fitted;
  - discrete conservation style roof lights are proposed to the rear and side elevations with the large, steeply sloping tiled roofs retained and made good;
  - a two-storey extension on the west side of the house, significantly reduced from
    the pre-application stage iteration, will provide an additional bedroom at first
    floor and one at attic level above a reconfigured garage and plant rooms. The
    new roof is to be set significantly lower than the main roof, and will be
    constructed in a matching gradient and tiled finish;
  - a new basement will sit beneath the garage and gym extension. The basement will provide additional floor area without affecting the character of the conservation area in any way. To the rear, it is proposed to extend along the West boundary to create an indoor pool. The proposed pool will abut the neighbour's existing pool, as demonstrated in the side elevation and will therefore not affect the neighbours' external amenity; and
  - A detached garden room is proposed, located at the southern end of the garden adjacent to the eastern boundary.
- 4.3 In summary the proposals will renovate, enlarge by means of discreet extensions and update the residence for future use as a high quality and sustainable family home. The scheme is illustrated at **Appendix 2**.



## Assessment of Impact

**4.4** With reference to **Appendix 1**, along with the most important considerations relating to the impact of the proposals on the special character and appearance of the conservation area discussed within this Statement, value-based judgements on the impact of the proposals on significance have been set out below.

Effect on Southgate Green Conservation Area

Extensions to the House as a single dwelling and proposed Garden Room

- **4.5** The scale of extension is, in all aspects, discreet and subservient to the host property, which is a positive contributor building. The architectural language of the extension and proposed material finishes are commensurate with the character and architectural interest of the house (as summarised in Section 3 above).
- 4.6 In terms of detailing, the fully enclosed loggia and introduction of large concertinalike French doors does represent some erosion of historic character, however in view of changes already made, the extent of loss is limited and would not materially affect the special character and appearance of the conservation area.
- 4.7 Regarding the fenestration, the existing joinery appears to be original, however the glazing to the lower lights is later replacement, with diamond pattern leadwork replacing clear glazing. The reinstatement of undivided clear glazing to the lower lights represents a heritage enhancement, which combined with the retro-fitting of slimline double glazing would also enhance thermal efficiency and the long-term sustainability of the property, securing an environmental public benefit.
- **4.8** The proposed garden room to the eastern boundary at the southern end of the plot would not affect any public or private views which contribute to the special character and appearance of the conservation area.
- **4.9** Taken as a whole, the architectural value of the existing house would be preserved and reinforced by the proposal.
- **4.10** In terms of the heritage values of the Southgate Green Conservation Area, the impact of the proposal can be described as follows:



- Architectural interest: The proposed works of refurbishment and extension will preserve and enhance the architectural interest of Southgate Green Conservation Area, by virtue of restoration of the existing building's historic window joinery and sympathetic additions to the property that will reinforce the traditional Arts and Crafts character and detailing of the host building. The new work will be expressed in sympathetic materials with white painted render, fair faced brickwork and clay tiles to match the existing. The retro-fitted window framed are to be carefully detailed and will incorporate lead cames to the upper casement lights. As noted in Section 2 above, paragraph 197 of the NPPF re-asserts the established concept that new development can make a positive contribution to local character and distinctiveness.
- **4.12** In terms of massing, scale and appearance, the proposed extension is suitably demure and will not yield a significant increase in the building's plan form. To the more significant front elevation (north) the proposal will have a complementary effect on the existing building's character and will reinforce the building's positive contribution to the designated heritage asset.
- **4.13** The characteristic picket fence to the front boundary of the property is retained.
- **4.14** In summary, the proposed development has been designed to respond to the existing context and positive contributor building, which is of moderate sensitivity to the front elevation and of lesser interest to the rear, with high quality design and is entirely appropriate in terms of detailing, mass, scale and bulk for the area. The refurbished house will furthermore provide a higher standard of residential accommodation than the house as existing and would be more thermally efficient.
- 4.15 <u>Historical interest:</u> There will be no change to this element of interest as a result of the proposed scheme. The high-quality residential design and use of traditional materials in combination with close attention to detail will contribute to an appreciation of the continual development of the area since the late 19<sup>th</sup> century.
- **4.16** Artistic interest: This element of interest will be entirely preserved by the proposal.
- **4.17** Archaeological interest: This aspect of the conservation area's significance will be unaffected by the proposed scheme.



#### Summary of Effects

4.18 The effect of the proposal on the conservation area's significance would be positive, with the enhancement of a positive contributor building, resulting in no harm to its significance. Accordingly, there is preservation for the purpose of the decision maker's duty under Section 72(1) of the Act; the significance of Southgate Green Conservation area would be sustained in compliance with Section 197 of the NPPF. Paragraphs 201-202 of the NPPF are not engaged and the proposed works are compliant with local policy. The Scale of Harm tabulated at Appendix 1 does not apply.



## 5. Conclusion

- The subject property is a positive contributor building within the Southgate Green Conservation Area. The dwelling has the capacity to be extended with a single storey side extension and lateral extensions at first floor above the existing garages without compromising the architectural interest of the host building or the Southgate Green Conservation Area.
- It is proposed to refurbish, remodel and extend the existing building to augment and improve the existing accommodation, in conjunction with a new garden room to the rear of the plot. The scheme is illustrated in **Appendix 2**.
- The proposals have been assessed in light of the provision of the Planning (Listed Buildings and Conservation Areas) Act 1990 and in accordance with the requirements of the NPPF.
- Further to the assessment undertaken above, it is concluded that the significance of the Southgate Green Conservation Area will be sustained for the reasons set out in Section 4, primarily through the preservation and improvement of a positive contributor building. There is preservation for the purpose of the decision maker's duty under Section 72(1) of the 1990 Act and there will be no harm to the designated heritage asset. Paragraphs 201-202 of the NPPF are therefore not engaged.
- Furthermore, the use of high-quality materials and locally relevant design and hard and soft landscaping will reinforce the positive visual impact of the proposals within the Conservation Area and in relation to views from Southgate Green to the north and neighbouring properties. This will ensure the long-term effect of the development is consistent with the NPPF's primary objective of achieving sustainable development.
- Paragraph 206 of the NPPF recommends 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.' In this case, the proposed development will preserve and enhance a positive contributor building within the Southgate Green Conservation Area and is commended for approval in compliance with paragraph 206.

**5.7** The proposed development complies with all local and regional policies relating to the historic environment.



# **Appendix 1**

### Scale of Harm (HCUK, 2019)

The table below has been worked up by HCUK Group (2019) based on current policy and guidance. It is intended as a simple and effect way to better define harm and the implications of that finding on heritage significance. It draws on various recent appeal decisions and reflects the increasing importance being put on the contribution of setting to significance and the need to create a greater level of clarity within the finding of less than substantial harm (see the NPPF, paragraph 200-202). This has been proving more and more necessary and the table below goes some way to reflect the most recent updates (2019) to the guidance set out within the NPPG<sup>7</sup>

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	
	High level harm that could be serious, but not so serious as to vitiate or drain away the significance of the designated heritage asset.	
Less than Substantial Harm	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.	

HCUK Group, 2019

<sup>&</sup>lt;sup>7</sup> See NPPG 2019. Section: 'How can the possibility of harm to a heritage asset be assessed?'. Paragraph 3, under this heading notes that 'within each category of harm (which category applies should be explicitly identified), the extent of the harm may vary and should be clearly articulated.'



# **Appendix 2**

Proposed Scheme Details (Studio Bua Architects )



Proposed Site Plan





Existing Front Elevation







Existing Side Elevation





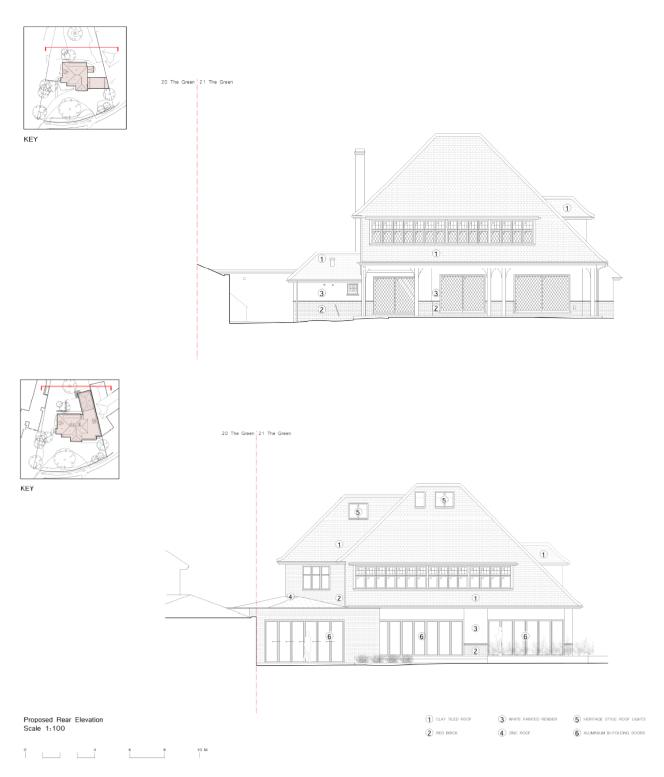
Proposed South East Elevation Scale 1:100

1 CLAY TILED ROOF

3 WHITE PAINTED RENDER

(5) HERITAGE STYLE ROOF LIGHTS

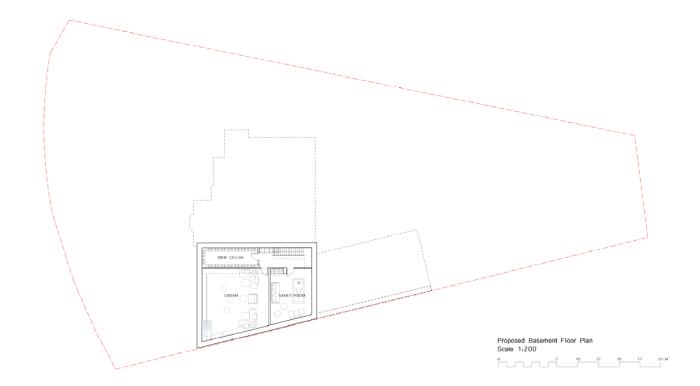




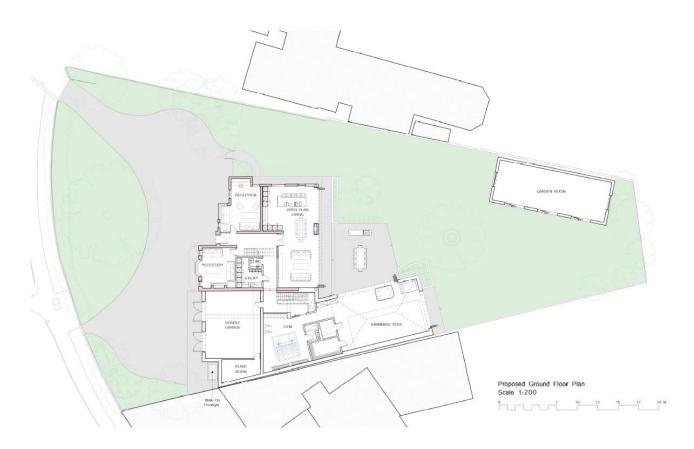
Existing and Proposed Rear Elevation

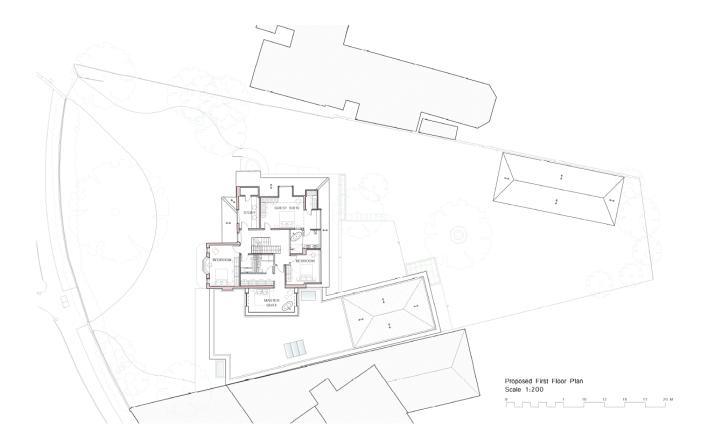




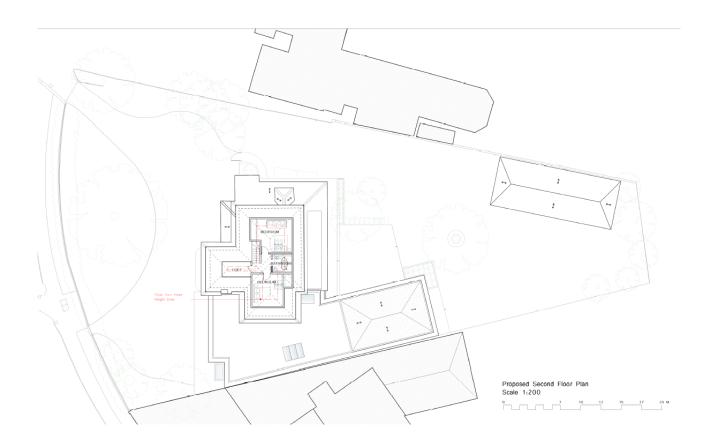














#### Standard Sources

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https://historicengland.org.uk/listing/the-list

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