



# Heritage Impact Assessment

14 Clifton Green, Clifton, York, YO30 6LH

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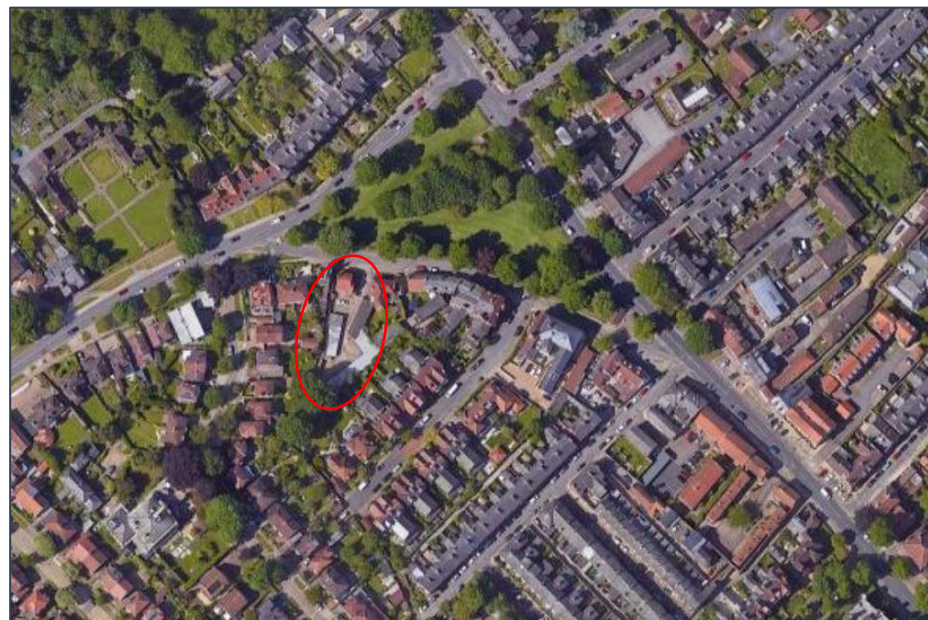
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## 1. INTRODUCTION

- 1.1 This Heritage Impact Assessment has been prepared by CLB Heritage to accompany an application for planning permission at 14 Clifton Green for the alteration and extension of the existing dwelling and replacement of garages to the rear. CLB Heritage have been commissioned by Mr & Mrs Lindon to advise on the significance of the surrounding heritage assets alongside design and mitigation measures to minimise harm. The report follows a site visit and advice concerning the design of the proposed development.
- 1.2 The objective of this assessment is to demonstrate a thorough understanding of the heritage assets affected and to explain how the works impact upon their setting.
- 1.3 The aims of this assessment are:
- to identify the assets which could be affected by the proposed development;
  - to consider the significance and setting of the identified heritage assets;
  - to inform the client with respect to the potential implications of the proposal;
  - assist those in the planning system to assess the proposed changes;
  - to demonstrate how the proposal has explored ways to maximise enhancement and minimise harm;
  - to satisfy the requirements of paragraph 194 of the National Planning Policy Framework (NPPF) in relation to the assessment of significance;
  - to assess the effects of the proposed development on the significance of the identified heritage assets; and
  - to consider the appropriateness and acceptability of the scheme in light of the current legislation and policy relevant for decision making.
- 1.4 This assessment identifies the heritage assets within and surrounding the application site, including both designated and non-designated assets where appropriate. The zone of interest has been established based on information gained during the site visit and professional judgement. Assessment has been

informed by appropriately proportioned research and a list of sources is provided where reference is made to external sources of information. This assessment considers the significance of above ground heritage assets and does not form an assessment of archaeological significance, although it does consider evidential potential.



*Figure 1 Site location Plan*

## 2. SITE HISTORY

2.1 Up until the early 19th century Clifton was a rural village, largely dependent upon dairy farming. In 1836 the landowner of Clifton, Earl de Grey offered the greater part of the village for sale. No 14 Clifton Green was built c.1840 as a symmetrical double-fronted house. No.15 (to its right) was added a little later, converting the property into semi-detached cottages.<sup>1</sup> The photograph below shows the two cottages on the Site prior to their demolition c.1960. The photograph clearly shows the original double fronted house with a chimney to either gable. No.15 is shown in a slightly darker brick with a further added chimney to the new gable abutting Love Lane.



Figure 2 Historic photograph of 14 and 15 Clifton Green (demolished c.1960)

2.2 The 1881 Census records Henry Coleman (Engine Fitter) sharing occupation of Clifton Green House with Thomas Adams (Assistant School Master) and Thomas Mason (Railway Police Officer), along with their wives and children under one roof. The 1891 Census records have the same Henry Colman, assumed at the same address although but this isn't confirmed. Then, the 1911 Census records Henry Colman, aged 59 living at 14 Clifton Green. He was a bricklayer and joiner, living with his wife and three children, a son worked as joiner, and his daughter as a hairdresser.



Figure 3 1853 Ordnance Survey plan

2.3 The cottages are present on the 1853 Ordnance Survey plan, abutting Love Lane and extending a considerable way back into the Site. The shape of the Site is the same as it is today, containing the garages, thought to be outhouses or stables at this time.

1.1 <sup>1</sup> [Houses: Clifton | British History Online \(british-history.ac.uk\)](https://www.british-history.ac.uk/houses-clifton)

2.4 The 1892 Ordnance Survey plan shows the Site in much greater detail with the larger No.14 and narrower No.15 abutting Love Lane. The range to the rear of the cottages appears to be small individual outbuildings and these are quite common throughout Clifton as we can see on this plan. There is no change within the 1907 Ordnance Survey plan (**Figure 5**). We know from anecdotal evidence that No.14 was occupied in the early 20<sup>th</sup> century by Mr & Mrs Young and their son worked at the railway. The neighbouring property to the west, abutting Love Lane is No.16, which was constructed c.1836, perhaps slightly pre-dating the cottages, but a similar time. It was built as a gardener's cottage for the Roper family who owned Clifton Croft, which is shown to the south-west of the Site on **Figures 3-5**.

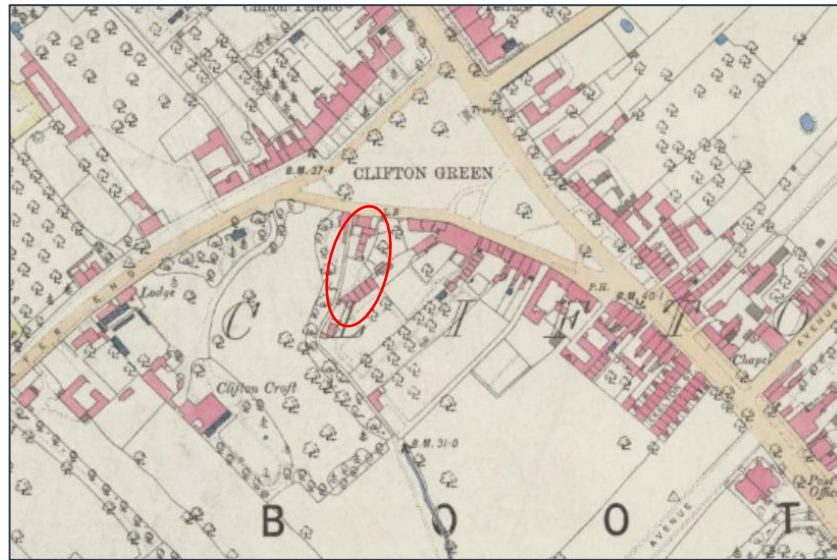


Figure 4 1892 Ordnance Survey plan



Figure 5 1907 Ordnance Survey plan



Figure 6 1941 Ordnance Survey plan



**Figure 7** Long range shot of **Figure 2** providing context c.1960

- 2.5 As discussed above, the cottages on the Site were demolished in the 1960s. The Historic Environment Record (HER) entry for the Site states:

*“14-15 Clifton Green are two adjoining two storey houses. No 14 was built c.1840 and no 15 was built later and may not have originally been a house and been used as a stable. These buildings have now been demolished”.*

- 2.6 The photograph of No.16 (**Figure 8**) was taken after the demolition as we can see across the Site to the houses along Clifton Dale, which would not be possible with the cottages in position, nor is it possible with the current replacement house in position (**Figure 9**). The remnant boundary wall can be seen in the left of this photograph with the narrow entry into Love Lane between the two sites.



**Figure 8** No.16 Clifton Green following demolition of adjacent cottages



**Figure 9** Existing streetscene view of No.14, Love Lane and No.16

### 3. HERITAGE ASSETS

3.1 The Site falls within the Clifton Conservation Area which was designated in 1968 and to the west is No.16 Clifton Green, which is listed grade II. The surrounding Listed Buildings are identified on the plan below (Figure 10).



Figure 10 Heritage asset plan

#### Clifton Conservation Area

3.2 The designated boundary was extended in 1975 to adjoin with the Central Historic Core Conservation Area and further in 2002. Clifton was historically a small agricultural settlement on the major route into York from the north.

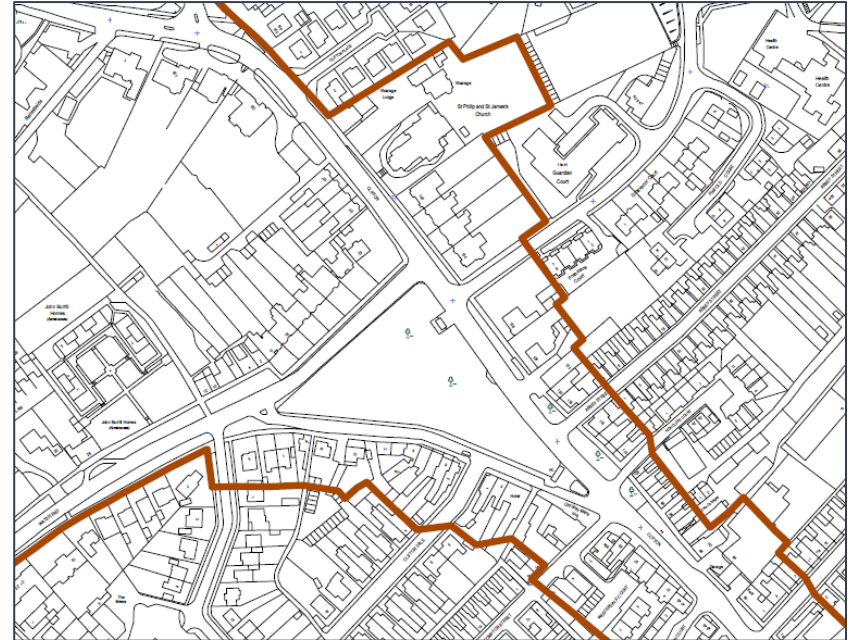


Figure 11 Conservation Area boundary

3.3 The village retains its essential rural character, with mainly small scale dwellings and local shopping clustered around the village green, having a predominantly residential character. The character is predominantly late Georgian town houses and Regency villas fronting onto Clifton, and Victorian and Edwardian terraces and semi-detached dwellings in the new suburban residential streets. The principal elements are identified in the Conservation Statement as being:

- Clifton Green, with its rural village character, its church, trees and small scale buildings set in small gardens;
- the large Georgian, Victorian and Edwardian villas in the area, with their gardens and trees;
- the groups of trees in roadside verges, along the York to Scarborough railway line, in other open spaces and private gardens; and
- the generous spaces between buildings which typify the area

- 3.4 The properties along the south side of the green are predominantly terraced to the east side and detached further west. The terraces are three-storey in height with double height bay windows and eaves gables fronting directly onto the street or set back behind small areas with low walls and railings. Small two-storey cottages are found within the central part of the street; followed by the 20<sup>th</sup> century detached dwellings of Nos. 12 and 14; then the Victorian No.16 which has its gable facing the street, large brick chimneys and mullioned windows with diamond leaded lights. West of that are mid-20<sup>th</sup> century semis set back behind small gardens with boundary hedging.

### The Site within the Conservation Area

- 3.5 No.14 was constructed in the 1980s by the family of the applicants. The detached dwelling is of brick construction with contrasting brick banding and a pantile roof with dentil course to the eaves. The first floor has two casement windows of squared proportion and a large bow window spans two bays of the ground floor. To the west is a projecting gable chimney, reflecting the style of that to No.16 and to the east is a very narrow two-storey projection with added porch. The front area is contained within a boundary wall with railings.
- 3.6 To the west is Love Lane and the boundary wall here is a in part, a remnant from the former cottages on this site. The wall is in very poor condition with spalled bricks and deformities throughout its entire length and requires rebuilding. On the inner face of this wall is evidence of the former cottages and even some plaster remains in places close to the house.
- 3.7 As established, the former cottages were built so that the gable wall directly abutted Love Lane, just the same as the way in which No.16 does today. Therefore, historically the character of the lane was much more enclosed at this entrance point.
- 3.8 The lane is narrow and not well-maintained with vegetation being a typical problem. The lane is also the scene of anti-social behaviour with lots of problems being reported with the police.



*Figure 12 View north along Love Lane (No.16 on left, No.14 on right)*

- 3.9 At the rear of the Site are several garages which are within the applicant's ownership and used by surrounding neighbouring properties for secure off street parking. The garages are in poor condition and are of poor quality construction with profile sheet and/or asbestos shallow mono-pitch roofs. The garages do not contribute positively to the character nor appearance of



the Conservation Area, although due to their seclusion within the Site they are not visible from public viewpoints.

## 16 Clifton Green

- 3.10 This property was constructed as a Gardener's house to serve Clifton Croft c.1836. It is constructed of brick with Ashlar dressings and a projecting gable fronting the street. The roof is laid with slate with raised verges and stone kneelers. A two-storey tower is positioned to the west with pyramidal roof and porch entrance. To the front is a small yard area with a low wall and railings to the street. The east side of the building forms the boundary with Love Lane where there is a projecting brick chimney.



Figure 13 No.16 Clifton Green

*Designation description List Entry No: 1259199 Designated: 24-Jun-1983*

- 3.11 *House. Built shortly after 1836. Mottled brick with limestone ashlar dressings. Slate roof. EXTERIOR: 2 storeys. Facade has one-bay gable at the left with a 2-light mullioned window to each floor, both with leaded glazing and with an heraldic shield in coloured glass in each light. The ground-floor lights have shouldered arches to the heads, and the lights of the upper window are trefoiled. The gable is coped. The right-hand return wall is blind except for a one-light window with shouldered head on the ground floor. Set back at the right, in the angle with a projecting wing, is a 2-storey turret of square plan with a pyramid roof. On the ground floor it has a doorway with chamfered surround, shouldered lintel, and boarded door with iron strap hinges. Above, at 1st floor level, there is a chamfered slit window. The right-hand return wall of the turret has a similar window at an intermediate level. The turret roof has lead rolls at the angles, a finial, and a pierced metal weather vane with the initials 'JR'. Chimneys on left-hand return wall of main range, and towards right behind entrance turret. INTERIOR: not inspected. HISTORICAL NOTE: built as a gardener's cottage for the Roper family, owners of Clifton Croft, Greycliffe Drive (qv). (An Inventory of the Historical Monuments in the City of York: RCHME: Outside the City Walls East of the Ouse: London: 1975-: 68).*

### Significance and setting

- 3.12 Significance is the concept that underpins current conservation philosophy and the significance of heritage assets is defined in the National Planning Policy Framework (NPPF, 2021) 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"*.
- 3.13 This section assesses the significance of the heritage assets in order to form a 'baseline' against which the impact of the development can be assessed in the following section 'Impact Assessment'.
- 3.14 Archaeological interest derives from the potential of a place to yield evidence about past human activity. The Site is of no archaeological interest and the

disturbance from previous developments means it is unlikely that any evidential value would be revealed during the works.

3.15 Historic interest derives from the ways in which past people, events and aspects of life can be connected through a place to the present. It can be illustrative or associative. The Site is of limited historical interest as the site of former mid19th century cottages, however the village as a whole is of historical interest as an agricultural settlement on the outskirts of the City and associative interest with Earl de Grey. Love Lane is an historic route to the river which is evident on historic plans.

3.16 Architectural and artistic interest derives from the ways in which people draw sensory and intellectual stimulation from a place through architectural design. No.16 is of architectural interest for its unique character and building features which include the mullioned windows, Ashlar dressings, the turret and plan form. The Site is of no architectural interest, but the presence of the high brick boundary wall contributes to the aesthetic character of Love Lane opposite a similar wall to the garden of No.16. The garages are of no architectural interest.

#### 4. PROPOSED WORKS

4.1 The proposal seeks planning permission for a ground floor side and rear extension to No.14 and for the repair and reconstruction of the boundary wall.

4.2 The design of this proposal is in part a reflection of the very serious anti-social behaviour problem associated with Love Lane. The applicant has sought advice from the police Designing out Crime Officer and their recommendations are included within the application submission. In summary they recommend the provision of lighting within the lane and the fixing of anti-climb measures to the top of the boundary wall.

4.3 The applicants have a genuine problem with the wall being scaled. This poses risks to the security of the garages as well as the house. A report on crime

statistics locally is also included within this application. The following photographs demonstrate the condition of the boundary wall.



*Figure 14 Inside face of boundary wall which has been raised in height several times and an inner skin added in engineering brick.*



**Figure 15** Corner of wall on entry to Love Lane with spalled brickwork, engineering brick cap and cement render to plinth.



**Figure 16** The wall is leaning inwards towards the Site with spalled and damaged brickwork. The wall to the right (engineering brick) has a timber fence to the top.

- 4.4 The proposal seeks to extend to the rear of the house with a two-storey cross wing and a single storey lean-to which wraps around the side of the house behind the boundary wall. The boundary wall is to be largely reconstructed to form the external wall of the extension.
- 4.5 It is necessary to rebuild the boundary wall due to its condition. The construction of an extensive boundary wall from brickwork is a very expensive element of work and therefore in order for it to be financially viable and achieved using high-quality brickwork, the wall will form part of the building; just like it was originally intended, as a structural wall for the former cottages.
- 4.6 A previous application, since withdrawn included a taller side extension which came much closer toward the front of the dwelling. This revised scheme sets the addition back behind the projecting chimney and lowers the height of the

eaves. The lean-to pitch is necessary to prevent intruders climbing on the roof after scaling the wall. The lean-to will be largely hidden behind the wall and entirely contained within the Site, meaning it will not have any over-bearing impact onto Love Lane.



**Figure 17** Timber fencing is used further along the lane to the rear of No.3 Greencliffe Drive.



**Figure 18** View north along Love Lane with leaning wall of the Site on right. Note change in brick to top third.

- 4.7 The proposal includes for the provision of lighting to Love Lane to meet with the recommendations of the police Designing out Crime Officer:

*“It is recommended that a lighting scheme should be installed to the boundary wall of 14 Clifton Green where it abuts to Love Lane as part any future planning application. Vandal resistant fittings should be used and positioned out of reach. This lighting does not need a high lux level, as long as it is positioned at a height to cover all areas without creating shadows”.*

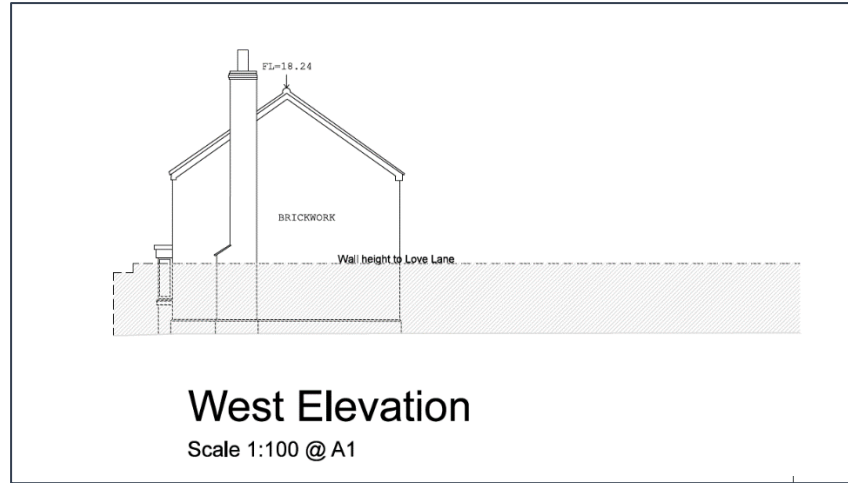


Figure 19 Existing elevation to Love Lane

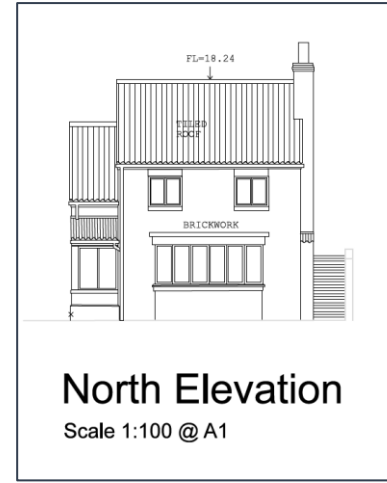


Figure 21 Existing front elevation

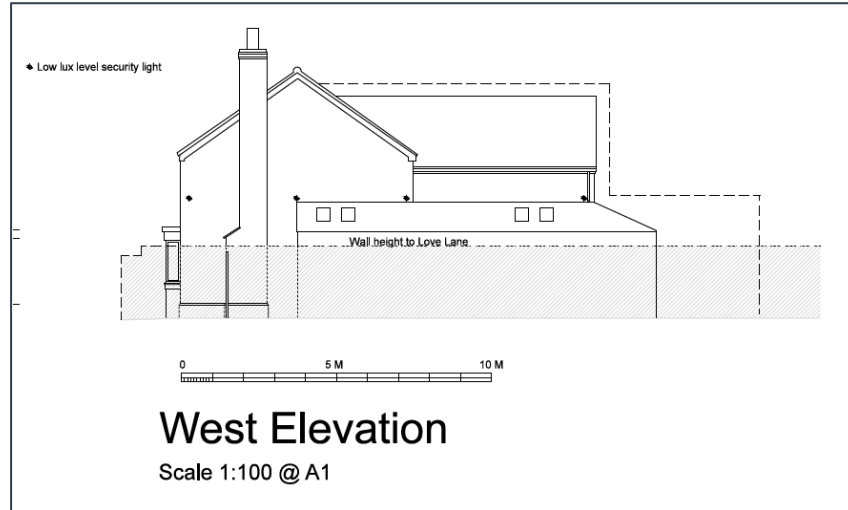


Figure 20 Proposed extension to No.14 with dotted outline of previous withdrawn scheme to demonstrate reduction in scale

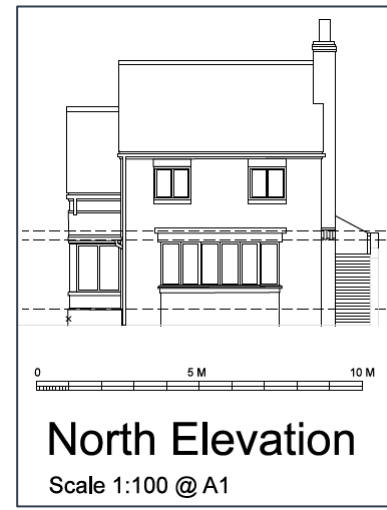


Figure 22 Proposed front elevation

## 5. HERITAGE IMPACT ASSESSMENT

5.1 The Historic England Advice Note 12 ‘Statements of Heritage Significance’ (2019) recommends a staged approach to decision making which includes an assessment of impact on significance. The NPPF stresses that impacts on heritage assets should be avoided. Therefore, this assessment considers how adverse impacts have been avoided and / or minimised through their design and mitigation measures proposed where appropriate. The Conservation Principles Consultation Draft (2017) states that *“as well as being potentially harmful, change can be neutral or beneficial in its effect on heritage assets; it is only harmful if (and to the extent that) the asset’s significance is reduced”*.

5.2 It goes on to state that *“if changes to an asset respect its significance, then in most cases they are likely to serve both the public interest of its conservation and the private interests of those who use it. Owners and managers of heritage assets ought not to be discouraged from adding further layers that are judged to be of a quality that could add future interest, provided that the current significance is not materially reduced in the process”*. It is also the case that alterations to heritage assets can better reveal or enhance the significance of heritage assets and these beneficial impacts will also be set out in this section.

5.3 Historic England define harm as *“change for the worse, here primarily referring to the effect of inappropriate interventions on the heritage values of place”* (Conservation Principles, p17). Development does not necessarily mean harm. As stated above, it is only development which reduces the significance (special interest / value) of the asset in a material way which is harmful. The scale of harm can be measured using the ‘Scale of Harm’ table (Table 2). Harm within the lower section; minor adverse; moderate adverse; or substantial adverse may require public benefit to outweigh that harm if it has not been balanced through beneficial effects. If harm is identified then this should be weighed against the benefits of the proposal.

5.4 The following methodology (Table 1) has been used as a guide to quantify the magnitude of impact, combined with professional assessment (Table 2).

**Table 1** Factors in the Assessment of the Magnitude of Impact (Source: Design Manual for Roads and Bridges - Volume 11, Part 2 Cultural Heritage)

Level of Impact	Factors in the Assessment of the Magnitude of Impact
Substantial	Change to key historic building elements, such that the resource is totally altered. Comprehensive changes to the setting.
Moderate	Change to many key historic building elements / setting, such that the resource is significantly modified.
Minor	Change to key historic building elements, such that the asset is slightly different. Change to setting of an historic building, such that it is noticeably changed.
Negligible	Slight changes to historic buildings elements or setting that hardly affect it / not readily evident.
Neutral	No change to fabric or setting

5.5 The NPPF requires proposals to avoid or minimise conflict between conservation of the asset and the proposal. The Historic England Good Practice Advice in Planning: 2 ‘Managing Significance in Decision-Taking in the Historic Environment’ advises that:

- the significance of the asset is understood;
- the impact of development on significance is understood;
- ways to avoid, minimise and mitigate impact are explored;
- harmful impacts be justified through and balanced; and
- that negative impacts on aspects of significance are offset by enhancing other aspects of significance

Scale of Harm
Substantial beneficial
Moderate beneficial
Minor beneficial
Negligible beneficial
Neutral
Negligible adverse
Minor adverse
Moderate adverse
Substantial adverse

5.6 The Scale of Harm table (Table 2) provides an effective way of categorising the effects arising

**Table 2** Scale of Harm

from the development. These effects need to be balanced in an overall calculation to consider the end result and whether or not they amount to 'harm' to the heritage asset. This table, along with the criteria from **Table 1** will be used to demonstrate our working out within **Table 3** 'Assessment of harm'.

**Table 3** Impact Assessment

Heritage assets	Impact of development	Discussion, design and mitigation	Beneficial, adverse or neutral effects
Clifton Conservation Area	Reconstruction of boundary wall to Love Lane	<ul style="list-style-type: none"> <li>• Use of appropriate brick to preserve the character and appearance of the narrow historic lane.</li> <li>• Use of appropriate brick bond to contribute to historic character and appearance. This varies for the length of the wall, but an English Garden Wall bond would be appropriate.</li> <li>• If the wall is not reconstructed it will continue to deteriorate, fall down, create a hazard to public safety and potentially be replaced by a fence as there are no requirements for sections of the wall to remain in brickwork.</li> </ul>	Moderate beneficial
	Extension to existing dwelling	<ul style="list-style-type: none"> <li>• The extension is primarily to the rear of the dwelling and not prominent in any public view.</li> <li>• Materials are brick and tile to complement the existing building.</li> <li>• The side extension is set back from the front of the dwelling and largely hidden behind the existing boundary wall.</li> <li>• The dwelling is modern and not historic; therefore, some change can occur without harm to its character.</li> <li>• No adverse impact on the significance of the Conservation Area.</li> </ul>	Neutral
	Installation of low level lux security lighting	<ul style="list-style-type: none"> <li>• The lighting does not require planning permission, but will contribute towards public safety and lower anti-social behaviour.</li> </ul>	Neutral
16 Clifton Green GII Listed Building	Reconstruction of boundary wall to Love Lane	<ul style="list-style-type: none"> <li>• The presence of a traditional brick wall along the boundary of Love Lane, adjacent to the Listed Building contributes to group value and setting.</li> <li>• Reconstruction using appropriate materials and bonding will ensure the preservation of the group value and setting.</li> </ul>	Minor beneficial
	Extension to existing dwelling	<ul style="list-style-type: none"> <li>• The rear and side extension are largely hidden behind the boundary wall.</li> <li>• Appropriate matching materials and bonding to be used.</li> <li>• No adverse impact on the setting of the Listed Building.</li> </ul>	Neutral

	Installation of low level lux security lighting	<ul style="list-style-type: none"> <li>The lighting does not require planning permission, but will contribute towards public safety and lower anti-social behaviour.</li> </ul>	Neutral
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## Summary & Public Benefit

- 5.7 The proposal seeks to extend the late 20<sup>th</sup> century dwelling to the rear and side in a subservient manner, whilst also reconstructing the failing boundary wall with Love Lane.
- 5.8 The assessment of impact above has identified a moderate beneficial impact to the character and appearance of Love Lane through the reconstruction of the wall which is in poor structural condition; suffering from spalled brickwork and a significant inward lean. The wall is a mismatch of materials and bonds, which can be enhanced through appropriate rebuild. For this reason, a minor beneficial impact is identified on the setting of the adjacent Listed Building.
- 5.9 Neutral impacts have been identified from the extension of No.14 to the rear and side; on both the character and appearance of the Conservation Area and the setting of the adjacent Listed Building
- 5.10 On balance, this proposal does not result in harm to the setting or significance of the surrounding heritage assets. However, should the Council deem there to be some harm amounting to 'less than substantial' then there are several public benefits to this scheme which should be taking into consideration in the planning balance. The public benefits include, but are not limited to:
- Rebuilding will ensure there is no danger to public safety/pedestrians using the lane.
  - Opportunity to enhance the appearance of the wall through reconstruction, standardisation of materials and brick bond to produce high quality finish/appearance.

- Installation of lighting to deter anti-social behaviour in line with advice from police.

## 6. POLICY & DECISION MAKING

- 6.1 **The National Planning Policy Framework (2021)** requires that *“in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on their significance”* (para 194). This assessment aims to provide sufficient information for the significance of the heritage asset and the impact of development to be properly considered.
- 6.2 The NPPF states that *“when considering impact upon significance, 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”* (para 199).
- 6.3 *“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”* (para 200). *“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”* (para 202). Moderate beneficial, minor beneficial and neutral effects have been identified as a result of these works, which do not result in harm to significance.



6.4 **Historic England Conservation Principles draft (2017)** recognises that each generation should shape and sustain the historic environment in ways that allow people to use, enjoy and benefit from it, without compromising the ability of future generations to do the same. To understand the significance of place, Conservation Principles requires an understanding of the archaeological, historical, architectural and aesthetic interests of the heritage assets affected by such a proposal. This assessment has considered the significance of the heritage assets which lie primarily within their historical architectural and aesthetic interests.

## 7. CONCLUSION

7.1 This Heritage Impact Assessment has identified the heritage assets which have the potential to be affected by the proposal and considered the impact of such on their special interest. The historical development of the site has been explored and its character and appearance considered.

7.2 The heritage value of the site relates primarily to the contribution of the boundary wall to the character and appearance of Love Lane within the Conservation Area and adjacent to the Listed Building. The condition and appearance of the wall is such that it now detracts from the character of the lane and there is an opportunity to replace the structure whilst facilitating the accommodation needs of the applicant in an appropriate manner.

6.1 A balanced approach to justification has been taken with moderate and minor beneficial effects identified. Therefore, no harm has been identified to the significance or setting of the Listed Buildings or Conservation Area. The works, on balance will both preserve and enhance the historic and architectural interests of the area.

7.3 The design and mitigation measures outlined in this assessment have sought to limit the impact of works ensuring that the design quality addresses the heritage interests of the site and that adverse effects are minimised and enhancement maximised. Whilst no harm has been

identified, there are several public benefits (set out in **Section 5**) to this proposal which should be considered in the planning balance.

7.4 It is considered that this proposal complies with both national and local policy on this basis.