

Heritage Statement.

Newbold Farm Barn, Duntisbourne Abbots.

On behalf of Mr & Mrs Scudamore.

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1. Introduction

1.1. Pegasus Group have been commissioned by Mr and Mrs Scudamore to prepare a Built Heritage Assessment to consider the proposed residential conversion and extension of the redundant barn at Newbold Farm as shown on the Site Location Plan provided at Plate 1.

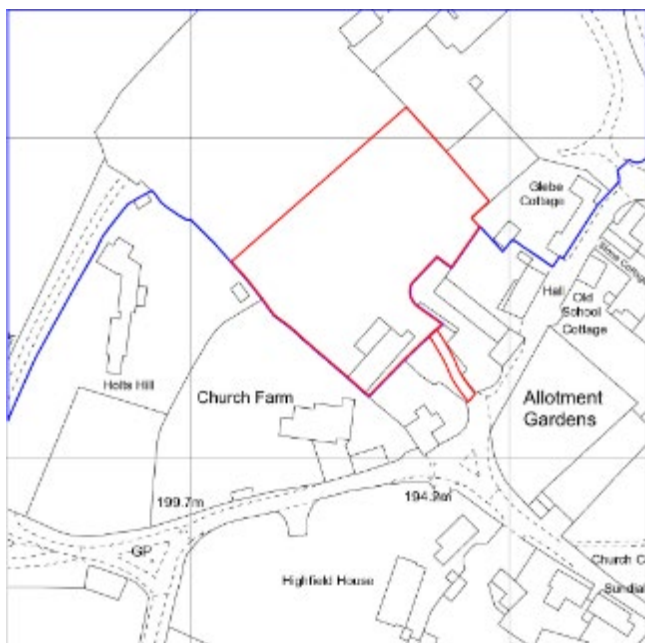


Plate 1: Site Location Plan.

1.2. The Barn to which the proposals relate is Grade II Listed, and located on the west side of Duntisbourne Abbots, within the former farm complex that is known as Newbold Farm albeit now in the same ownership as the Old Rectory to the north east. It is also located within the Duntisbourne Abbots and Leer Conservation Area.

1.3. This Assessment provides information with regards to the significance of the historic environment to fulfil the requirement given in paragraph 200 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

1.4. In order to inform an assessment of the acceptability of the proposals in relation to impacts on the historic environment, following paragraphs 205 to 209 of the *NPPF*, any harm to the historic environment resulting from the proposed development options is also described, including potential impacts on significance through changes to setting.

1.5. As required by paragraph 200 of the *NPPF*, the detail and assessment in this Report is considered to be *"proportionate to the assets' importance".²*

¹ Department for Levelling Up, Housing and Communities (DLUHC), *National Planning Policy Framework (NPPF)* (London, December 2023), para. 200.

² DLUHC, *NPPF*, para. 200.

- 1.6. This application follows the withdrawal of a previous scheme for the same development (see Planning History below), and also detailed pre-application discussions, including a site meeting, with officers from Cotswold District Council in September 2023.
- 1.7. The pre-application response confirmed that the principal of development was acceptable and in accordance with the relevant policy,
- 1.8. Alongside commentary on other planning matters, the pre-application response also contained advice from the Conservation Officer, which suggested support for the general principles adopted in the design of the proposed conversion, subject to a number of detailed design matters being resolved. This statement will refer to these where relevant, as well as providing an updated assessment of the scheme now proposed.

2. The Proposals

2.1. As noted above, the revised proposals for the restoration, conversion and extension of the Grade II Listed barn have been developed following the receipt of the pre-application advice noted above. The design evolution and strategy in the context of which the proposals have been developed is set out within the accompanying documentation, but can be summarised as follows:

- A light touch restoration and conversion of the historic barn, focused on beneficially revealing the original form and fabric of the barn;
- Preserving and enhancing the historic and architectural interest of the Grade II Listed Building whilst securing its long term future;
- Maintaining the open nature of the historic barn by providing additional accommodation within a linked extension as previously accepted;
- Maintaining a visual link from the porch of the Grade II Listed Building to the land to the north;
- Preserving and enhancing the significance of the surrounding designated heritage assets;

- Preserving the established character and appearance of the Conservation Area;
- Protecting the mature trees within the vicinity of the building;
- Preserving the rural and agricultural character of the site;
- Providing a betterment to the previously approved scheme for the conversion and extension of the building (See Section 3); and
- Avoiding pastiche design and creating a high-quality scheme which draws on modern design detailing to complement the historic form, materiality and design of the historic barn.

2.2. **Section 7** of this Report presents an analysis of the impact of the proposed development on the identified heritage assets as discussed in **Section 6**.

3. Methodology

3.1. The aims of this Report are to assess the significance of the heritage resource within the site, to assess any contribution that the site makes to the heritage significance of the identified 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.

Sources

3.2. The following key sources have been consulted as part of this assessment:

- The Gloucestershire Historic Environment Record (HER), accessed via Know Your Place etc for information on the recorded heritage resource in the vicinity of the site;
- The National Heritage List for England for information on designated heritage assets;
- Historic maps available online;
- Aerial photographs available online via Historic England's Aerial Photo Explorer and Britain from Above;
- Old photographs accessible via the Historic England Architectural Red Box Collection; and
- Google Earth satellite imagery.

Site Visit

3.3. A site visits were undertaken by Heritage Consultants from Pegasus Group during late 2022 and 2023, during which the site and its surrounds were assessed.

Photographs

3.4. 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 site or development proposals, nor do they conform to any standard or guidance i.e., the Landscape Institute Technical Guidance Note 06/19. However, the photographs included 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.

Assessment Methodology

3.5. Full details of the assessment methodology used in the preparation of this Report are provided within **Appendix 1**. However, for clarity, this methodology has been informed by the following:

- *Historic Environment Good Practice Advice in Planning: 2 - Managing Significance in Decision-*

Taking in the Historic Environment (hereafter GPA:2);³

- *Historic Environment Good Practice Advice in Planning Note 3 (Second Edition) – The Setting of Heritage Assets*, the key guidance of assessing setting (hereafter GPA:3);⁴
- *Historic England Advice Note 1 (Second Edition) – Conservation Area Appraisal, Designation and Management* (hereafter HEAN:1).⁵
- *Historic England Advice Note 12 – Statements of Heritage Significance: Analysing Significance in Heritage Assets* (hereafter HEAN:12);⁶ and
- *Conservation Principles: Policies and Guidance for the Sustainable Management of the Historic Environment*.⁷

³ Historic England, *Historic Environment Good Practice Advice in Planning: 2 – Managing Significance in Decision-Taking in the Historic Environment* (GPA:2) (2nd edition, Swindon, July 2015).

⁴ Historic England, *Historic Environment Good Practice Advice in Planning Note 3 – The Setting of Heritage Assets* (GPA:3) (2nd edition, Swindon, December 2017).

⁵ Historic England, *Historic England Advice Note 1 – Conservation Area Appraisal, Designation and Management* (HEAN:1) (2nd edition, Swindon, February 2019).

⁶ Historic England, *Historic England Advice Note 12 – Statements of Heritage Significance: Analysing Significance in Heritage Assets* (HEAN:12) (Swindon, October 2019).

⁷ English Heritage, *Conservation Principles: Policies and Guidance for the Sustainable Management of the Historic Environment* (London, April 2008).

4. Site Description and Planning History

Historic Site Development

- 4.1. The First Edition (1885) Ordnance Survey map (Plate 2) illustrates the barn as occupying a T-shaped footprint, albeit with adjoining built form on its north-east and south-west flanks. An open field is illustrated to the north-west of the barn, while a yard area appears to have been laid out to the south-west. On the opposite side of the yard, the farmhouse (not labelled) is shown to have occupied a smaller footprint at that time.
- 4.2. The Second Edition (1902–03) Ordnance Survey map (Plate 3) illustrates no perceptible change to the barn and only very minor changes to the wider farm complex, namely the removal of two very small structures previously illustrated on the southern side of the yard (immediately north of the farmhouse).
- 4.3. No changes are recorded by the Third Edition (1921–22) Ordnance Survey map (Plate 4).
- 4.4. The 1960 Ordnance Survey map (Plate 5) does not illustrate any perceptible changes to the general layout of the farm complex. Another small structure on the opposite side of the yard from the barn appears to have been demolished and the structures adjoining the south-west flank of the barn appear to have been extended.
- 4.5. The subsequent 1981 Ordnance Survey map (Plate 6) is the first cartographic source to label the site as Newbold Farm. This records a substantial north-west elevation extension to the barn, whilst the built form that previously adjoined the south-west and north-east flanks had been largely demolished, except for two small structures on the north-east side. In the vicinity, a new range is illustrated to the north of the barn; Newbold Farmhouse had been extended on its northern side; and the neighbouring dwelling to west (labelled as Church Farm) had also been enlarged.
- 4.6. Satellite imagery from 1999 demonstrates that the substantial north-west extension to barn had been largely demolished, leaving only an infill extension at the northern corner. The area to the north of the barn was characterised by a large open area of hardstanding as a result (which it still is today).

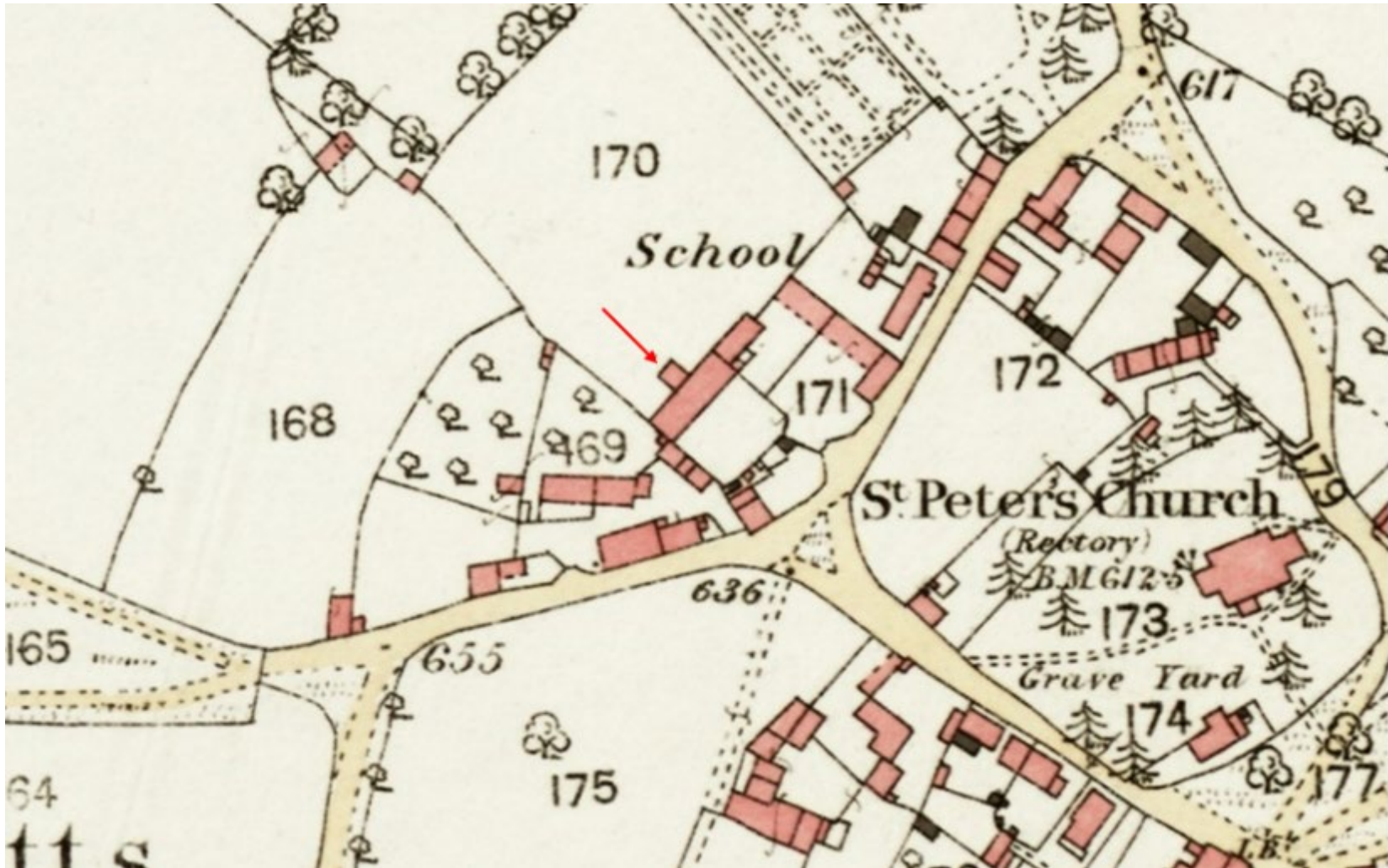


Plate 2: First Edition (1885) Ordnance Survey map.

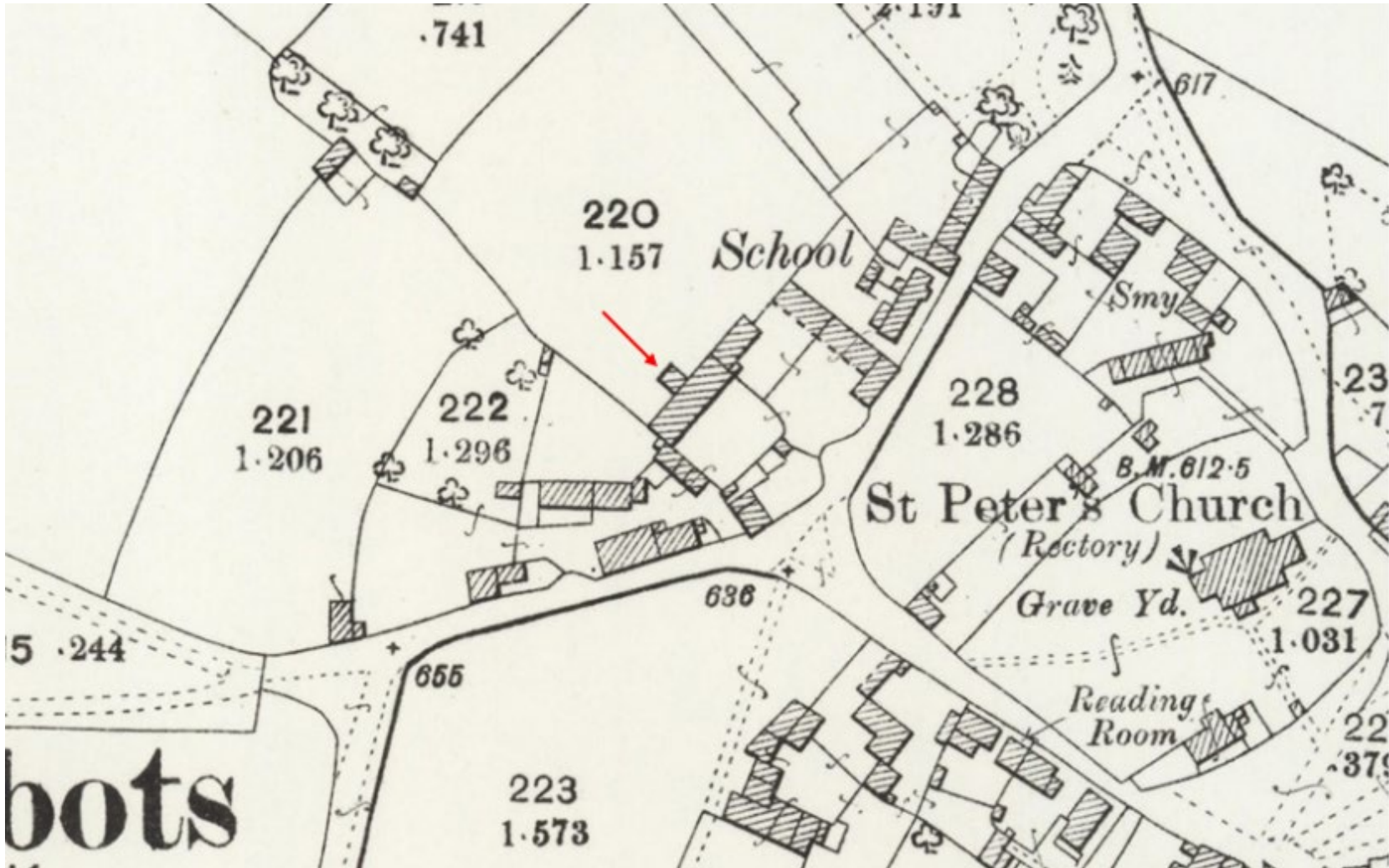


Plate 3: Second Edition (1902-03) Ordnance Survey map.

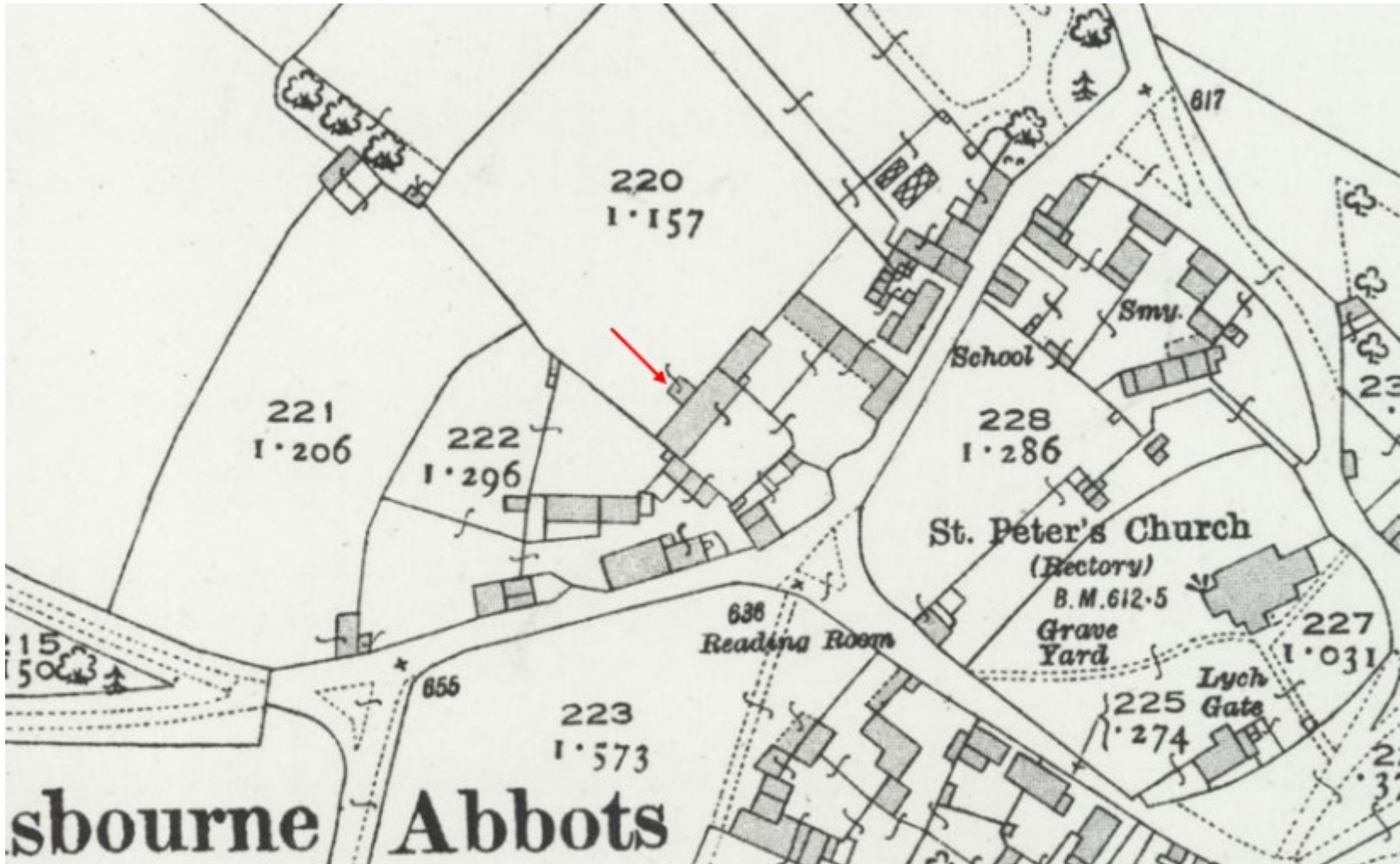


Plate 4: Third Edition (1921-22) Ordnance Survey map.

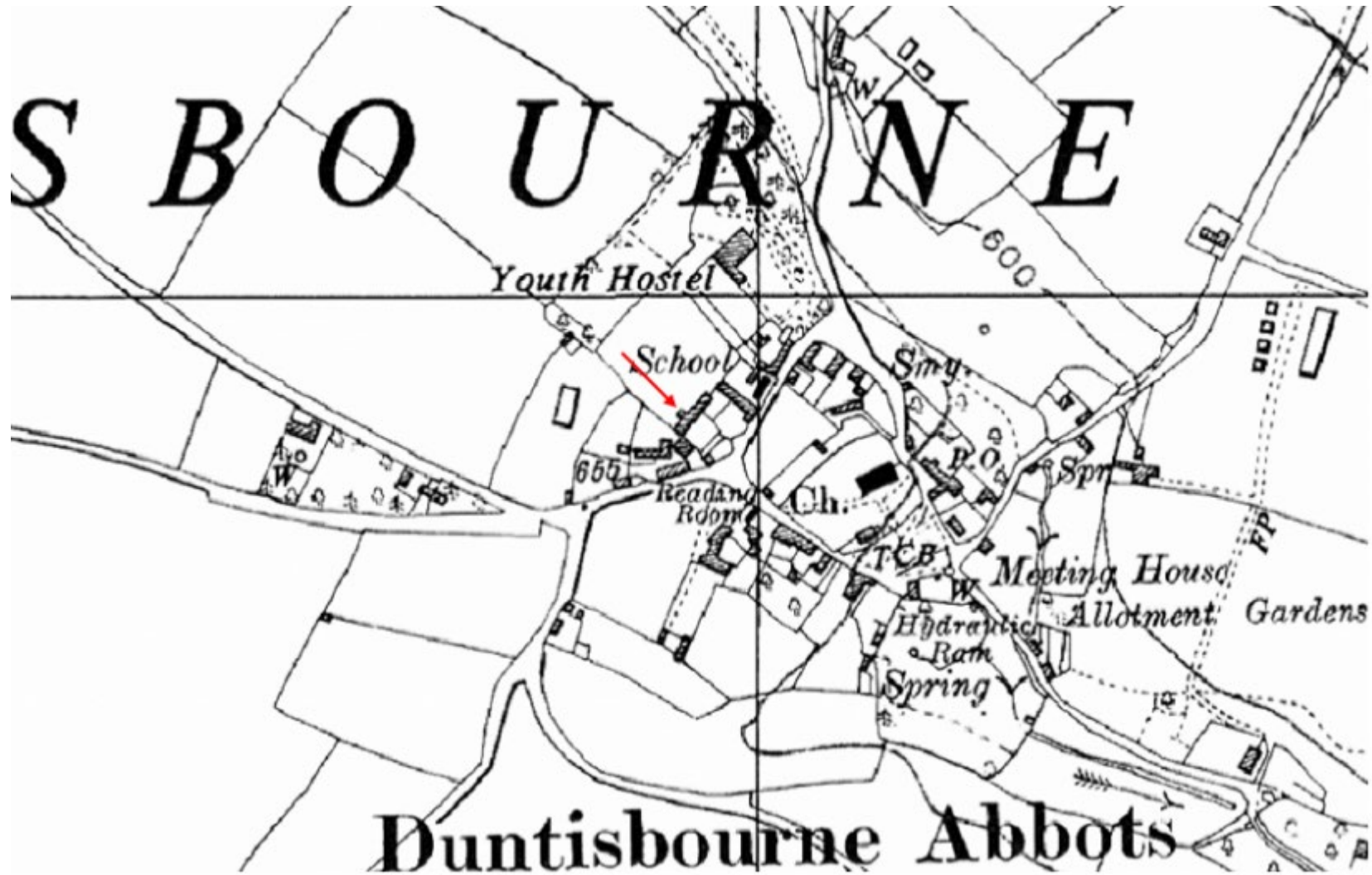


Plate 5: 1960 Ordnance Survey map.



Plate 7: 1999 satellite image of the site and its surrounds.

Planning History

- 4.7. There is an extensive and detailed planning history associated with the application site and its surrounds, which is summarised in Table 1 below.

Table 1: Relevant Planning History

| LPA Ref | Description of Development | Decision | Notes |
|---------------------|---|------------------------|---|
| <i>22/02800/LBC</i> | Listed Building Consent for the conversion and extension of barn to form residential accommodation and erection of detached garage and landscaping | Withdrawn | Whilst the application was withdrawn, commentary on the proposals, and subsequent amendments was received from the Conservation Consultant and are discussed where relevant below |
| <i>22/02799/FUL</i> | Planning Permission for the conversion and extension to form residential accommodation and erection of detached garage and landscaping | Withdrawn | Whilst the application was withdrawn, commentary on the proposals, and subsequent amendments was received from the Conservation Consultant and are discussed where relevant below |
| <i>15/02893/FUL</i> | Planning Permission for the conversion and extension of barn to form residential accommodation and erection of detached garage | Approved 23.09.2015 | |
| <i>15/02894/LBC</i> | Listed Building Consent for the conversion and extension of barn to form residential accommodation and erection of detached garage | Approved 23.09.2015 | |
| <i>13/03858/FUL</i> | Planning Permission for change of use of land to residential, construction of two bay garage, tennis court and associated fencing, construction of new vehicular access | Approved 04.03.2014 | The proposed access was related to the works approved under Planning Permission <i>12/00650/FUL</i> |
| <i>12/00759/LBC</i> | Listed Building Consent for conversion of barn to residential | Approved 05.04.2012 | This granted an extension of time to implement Listed Building Consent <i>08/033693/LBC</i> |
| <i>12/00650/FUL</i> | Planning Permission for conversion of barn to residential | Approved 05.04.2012 | This granted an extension of time to implement Planning Permission <i>08/03692/FUL</i> |
| <i>08/03693/LBC</i> | Listed Building Consent for alternative scheme of residential conversion and extension to extant Listed Building Consent involving single storey rear extensions and two storey linked annex with | Approved 20.02.2009 | This represented an alternative scheme to that approved under Listed Building Consent <i>08/02769/LBC</i> |

| LPA Ref | Description of Development | Decision | Notes |
|---------------------|--|------------------------|---|
| | internal alterations comprising the insertion of a first floor over part of the barn | | |
| 08/03692/FUL | Planning Permission for alternative scheme of residential conservation and extension to extant Planning Permission involving single storey rear extensions and two storey linked annex with internal alterations comprising the insertion of a first floor over part of the barn | Approved 20.02.2009 | This represented an alternative scheme to that approved under Planning Permission 07/00379/FUL |
| 08/02769/LBC | Alterations to Listed Building | Approved 21.11.2008 | This granted alterations to the works approved under Listed Building Consent 07/00310/LBC |
| 08/02046/LBC | Alterations to Listed Building | Refused 05.09.2008 | This sought a revision to the works approved under Listed Building Consent 07/00310/LBC |
| 07/00379/FUL | Planning Permission for conversion of barn to dwelling | Approved | This sought an amendment to the scheme approved under Planning Permission 05/02773/FUL |
| 07/00310/LBC | Listed Building Consent for conversion of barn to dwelling | Approve | This sought an amendment to the scheme approved under Listed Building Consent 05/02453/LBC |
| 06/02415/FUL | Planning Permission for internal alterations to provide two extra bedrooms, enlarge four existing ventilation apertures and two additional roof lights and extension to existing track as means of access | Refused 13.12.2006 | This sought an amendment to the works proposed under Planning Permission 05/02773/FUL |
| 06/02380/LBC | Listed Building Consent for internal alterations to provide two bedrooms, enlarge four existing ventilation apertures and two additional roof lights | Refused 13.12.2006 | This sought an amendment to the works proposed under Listed Building Consent 05/02453/LBC |
| 05/02773/FUL | Planning Permission for the change of use of barn to residential | Approved 15.02.2006 | |
| 05/02453/LBC | Listed Building Consent for the conversion of a traditional barn to residential use | Approved 15.02.2006 | |

- 4.8. The above clearly demonstrates that there has been in-principle support for the conversion, alteration and extension of the barn over the past 15+ years. However, this varied history of amendments to approved schemes, none of which have been implemented, highlights the importance of ensuring any proposals are viable and can be implemented and that any scheme granted is one which will work in practice and secure the future of the building.

5. Policy Framework

Legislation

- 5.1. 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 their settings and Conservation Areas.⁸
- 5.2. In addition to the statutory obligations set out within the aforementioned Act, Section 38(6) of the *Planning and Compulsory Purchase Act 2004* requires that all planning applications, including those for Listed Building Consent, are determined in accordance with the Development Plan unless material considerations indicate otherwise.⁹
- 5.3. Full details of the relevant legislation are provided in **Appendix 2**.

National Planning Policy Guidance

- 5.4. National Planning Policy guidance relating to the historic environment is provided within Section 16 of the Government's *National Planning Policy Framework (NPPF)*,

an updated version of which was published in December 2023. The *NPPF* is also supplemented by the national *Planning Policy Guidance (PPG)* which comprises a full and consolidated review of planning practice guidance documents to be read alongside the *NPPF* and which contains a section related to the Historic Environment.¹⁰ The *PPG* also contains the *National Design Guide*.¹¹

- 5.5. Full details of the relevant national policy guidance is provided within **Appendix 3**.

The Development Plan

- 5.6. Applications for Planning Permission and Listed Building Consent with Duntisbourne Abbots are currently considered against the policy and guidance set out within the Cotswold District Local Plan 2011-2031.
- 5.7. Details of the policy specific relevant to the application proposals are provided within **Appendix 4**.

⁸ UK Public General Acts, Planning (Listed Buildings and Conservation Areas) Act 1990.

⁹ UK Public General Acts, Planning and Compulsory Purchase Act 2004, Section 38(6).

¹⁰ Department for Levelling Up, Housing and Communities (DLUHC), *Planning Practice Guidance: Historic Environment (PPG)* (revised edition, 23rd July 2019),

<https://www.gov.uk/guidance/conserving-and-enhancing-the-historic-environment>.

¹¹ Department for Levelling Up, Housing and Communities (DLUHC), *National Design Guide* (London, January 2021).

6. The Historic Environment

- 6.1. The following Section provides an assessment of elements of the historic environment that have the potential to be impacted upon by the proposed development.
- 6.2. As set out in **Section 1**, the barn which is proposed for conversion and extension is Grade II Listed and is located within the Dunstisbourne Abbots and Leer Conservation Area.
- 6.3. With regards to other heritage assets within the surrounds of the site, Step 1 of the methodology recommended by *GPA3* (see methodology), is to identify which heritage assets might be affected by a proposed development.¹²
- 6.4. Development proposals may adversely impact heritage assets where they remove a feature which contributes to the significance of a heritage asset, or where they interfere with an element of a heritage asset's setting which contributes to its significance, such as interrupting a key relationship or a designed view.
- 6.5. It is however widely accepted (paragraph 213 of the *NPPF*) that not all parts of a heritage asset will necessarily be of equal significance.¹³ In some cases, certain elements of a heritage asset can accommodate substantial changes whilst preserving the significance of the asset.
- 6.6. Significance can be derived from many elements, including the historic fabric of a building or elements of its surrounds.
- 6.7. Consideration, based upon professional judgement and on-site analysis, was therefore made as to whether any of the heritage assets present within the surrounding area may include the site as part of their setting, whether the site contributes to their overall heritage significance, and whether the assets may potentially be affected by the proposed scheme as a result.
- 6.8. Grade II listed Newbold Farmhouse (NHLE 1088464) is located less than 20m south-east of the barn, it is part of the same former farm complex, and was evidently in common occupation and functional use historically. This asset has been taken forward for further setting assessment below.
- 6.9. There are other nearby assets within the settlement core of Dunstisbourne Abbots which are intervisible or co-visible with the barn, but for which there is no evidence of a historic association in terms of functional use. This includes the Grade II listed Church Farmhouse (NHLE 1171650) which is located immediately south-west of the barn but appears to have formed part of a separate farm complex historically. These assets have been excluded from further individual setting assessment but will be

¹² Historic England, *GPA:3*, p. 4.

¹³ DLUHC, *NPPF*, para. 213.

considered more generally as part of the assessment of the Conservation Area below.

- 6.10. A map of all designated heritage assets within the site and in the vicinity is included at **Appendix 5**.

Grade II Listed Barn at Newbold Farm

- 6.11. The barn at Newbold Farm was added to the National List at Grade II on 4th June 1952 (NHLE 1305479). The List Entry describes the building as follows:

“Barn. C17 or C18. Random rubble limestone; plain tile roof. 5-bay barn; doorway without porch on central bay; lean-to added at lower end. Timber lintel with plank barn doors; doorway also at end of lean-to. Included for group value.”

- 6.12. A full copy of the List Entry is included at **Appendix 6**.
- 6.13. The map regression presented in **Section 4** of this Report reveals that the footprint of the barn has been much altered since the late 19th century, especially as a result of the substantial rear extension that was added between 1960 and 1981 but is no longer extant.

Fabric analysis

- 6.14. The barn originally possessed a T-shaped footprint with a small lean-to extension on the north-east flank. However this original form has been altered by the later infill extension on the northern corner. The core fabric is constructed of very roughly coursed rubble stone with timber supporting elements and some modern accretions in concrete block. The pitched roof has been re-covered in plain tiles.

- 6.15. The south-east elevation of the building (Plate 8) is principally characterised by a large double-storey central opening supported by a timber lintel and fitted with a pair of timber barn doors. This is flanked by a series of small, square ventilation holes arranged mid-way up the wall. There is evidence of a blocked doorway opening on the north-easternmost side of the elevation (Plate 9). The uppermost courses of the wall are laid with larger, more regularly coursed blocks of stone which suggests this upper section has been rebuilt and the roof structure replaced.

- 6.16. Moving anti-clockwise around the building, the north-east flank is a gable wall with a small single-storey stone lean-to that relates to the core fabric (Plate 10). The lean-to preserves an earlier stone slate roof laid in diminishing courses. On the north-western edge of the elevation there are the remains of a stone buttress. Two horizontal scars are visible along the middle and upper parts of the gable wall. The lower scar appears to mark the roof line of the missing adjoining structure which is recorded on historic mapping. The upper scar appears to correspond with the later rebuilding of the apex of the gable (see discussion of internal fabric below).

- 6.17. The north-west elevation of the barn (Plate 11) is characterised by a projecting double-height gabled porch. The large double doors oppose and relate to those in the south-east elevation. There is a ventilation hole at the apex of the gable, with further holes perforating the flanking walls.



Plate 8: Listed barn, south-east elevation.



Plate 9: Listed barn, south-east elevation, detail of blocked doorway on north-east elevation.



Plate 10: Listed barn, north-east flank elevation.



Plate 11: Listed barn, north-west elevation.

- 6.18. At the northern corner of the north-west elevation is a modern lean-to of timber construction with a metal sheet roof. A considerably larger modern extension formerly adjoined this side of the barn in 1981 (cf. Plate 6, above).



Plate 12: Listed barn, north-west elevation, detail of modern lean-to infilling the northern corner.

- 6.19. The south-west flank of the barn directly adjoins the private curtilage of Church Farm and could not be inspected externally.
- 6.20. There has been vigorous vegetation growth on several parts of the barn up to eaves height. Given the variable condition of the masonry and lime pointing, there is the risk that aerial roots could further loosen the mortar and weaken the walls.
- 6.21. Internally the barn is concrete screed and the lower levels of the walls have been rendered in concrete. The central and upper sections of the walls remain exposed. The north-east gable has been rebuilt in concrete blockwork.
- 6.22. At the tops of the walls, the sockets which hold the roof joists are packed with timber and stone. Coupled with the visual evidence that the upper courses of the south-east elevation wall have been rebuilt, it appears that the roof structure has been replaced, although the hand cut joists, collar ties, principal rafters and purlins suggest that timbers from the earlier roof structure were reused. This last point is evidenced by the principal rafters with empty sockets that do not align with the current joists, collar ties and purlins. By contrast, several of the rafters are modern, machined replacements. A modern roof membrane sits above the rafters.
- 6.23. It should be reiterated that the barn is currently redundant and no longer part of a working farm.



Plate 13: Interior looking towards the north-east gable wall.



Plate 14: Detail of roof structure.

Approaches, views and setting

- 6.24. The barn is approached from both the lane to the south-east via the gravelled driveway and yard area and a secondary trackway access from the north (this loops to the west of the barn and joins the lane to the north west of the barn). Whilst a modern (post-1981) approach/access it is one which is now well established.
- 6.25. The only public view of the barn is that from the lane to the south-east. The south-east elevation and north-east flank of the barn are visible, although partially screened by intervening vegetation and walling. This view enables the barn to be appreciated in the context of Newbold Farmhouse and the former agricultural range to the east (since converted to ancillary residential use, see LPA ref. 09/02312/LBC).
- 6.26. Ultimately, the best views of the barn in which its historic fabric can be fully appreciated are attained from immediate vantage points within its private curtilage.

Statement of significance

- 6.27. It is widely accepted (paragraph 207 of the NPPF) that not all parts of a heritage asset will necessarily be of equal significance. In some case, 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.
- 6.28. The Grade II listing of the barn highlights that it is a heritage asset of the less than the highest significance as

defined by the NPPF. This significance is consolidated by its inclusion within the boundaries of the Duntisbourne Abbots and Leer Conservation Area.

- 6.29. The heritage significance of the barn is principally embodied in its physical fabric, and especially its earliest, core fabric which is T-shaped in plan.
- 6.30. The building derives historic interest from its age, general form, and character, being a good example of a vernacular stone barn, which is thought to date from the 17th or 18th century. Further to this, it possesses illustrative value as a former working agricultural building within a former farm complex and historic rural settlement.
- 6.31. In terms of its architectural and artistic interest, the barn was ultimately constructed as a utilitarian building and therefore lacks decoration or high-quality detailing. The list entry makes it clear that the barn was designated for its group value rather than any special intrinsic architectural interest. Nonetheless, the barn does derive some architectural interest from its traditional coursed rubble masonry, the earliest hand-cut timbers of the roof structure, and the stone slates on the north-east lean-to which are traditionally laid in diminishing courses.
- 6.32. The setting of the barn also contributes to its heritage significance, although the significance derived from its setting is less than that derived 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:
 - Surviving elements of the historic complex of Newbold Farm, including the farmhouse to the

south-east (which is separately listed), the former agricultural range to the north-east (known as 'The Byre' and since converted to ancillary residential use), and the layout and subdivision which is characterised by stone walling and yards;

- Immediate, historic built elements of the settlement which can be readily experienced in conjunction with the barn and illustrate its rural village context; and
- The lane to the south-east which is the main public thoroughfare passing the barn (both currently and historically), provides access, and facilitates public views of the barn's south-east elevation.

- 6.33. The land to the north of the barn is likely to have been in common ownership and functional use historically, and the earliest Ordnance Survey mapping illustrates this as an open parcel that was presumably in agricultural use. More recently, this land has been planted with specimen trees and has acquired a more formal, parkland character in association with the Old Rectory (located c. 100m north-north-east of the barn). At most, the sustained greenery and undeveloped character of the land make only a very small contribution to the significance of the listed barn through setting, its historic agricultural character having been largely eroded.
- 6.34. Other elements of the fabric and setting of the barn make no contribution to or actively detract from its heritage significance.
- 6.35. Regarding the external fabric, the plain tiles that cover the main roof make no contribution, being modern replacements. The lean-to at the northern corner of the

building is a poor quality, modern extension that obscures the earliest fabric and therefore detracts.

- 6.36. Internally, the screed floor and concrete render are typical of historic barns that have been repurposed for modern agricultural use; however, the concrete render is an especially negative intervention that may trap moisture and cause the deterioration of the lower masonry. The exposed concrete blockwork of the north-east gable is also unsympathetic to the traditional character of the building.
- 6.37. The condition of the historic masonry is varied; where the lime mortar has failed there is potential that continued vegetation growth and water ingress could weaken the walls, thereby threatening the significance and survival of the listed building.
- 6.38. The large, gravelled yard area immediately north of the barn makes no contribution being a modern remnant of the substantial later 20th-century extension that is not reflective of the historic appearance or layout of the farm complex.
- 6.39. It is thus notable that the building has been variously altered, in some case detrimentally, and is in need of works and investment to arrest any further decay and address the negative works which have historically occurred to the building.

Grade II Listed Newbold Farmhouse

- 6.40. Newbold Farmhouse was added to the National List at Grade II on 4th June 1952 (1088464). The List Entry describes the building as follows:
- “Detached farmhouse. Late C17 or early C18 with C20 wing. Random rubble limestone; dressed stone windows and doorways; stone and artificial stone-slate roof. 2 storey with attic; 2-storey wing added to form L-plan; alterations including C20 flat-roofed single-storey addition at north end. Front gable: single window to each floor, 3-light to ground floor with 2-light over, both recessed chamfered mullioned with hoodmoulds. Scattered fenestration on west side: 2-light recessed chamfered mullioned window in upper floor, C20 oval window to ground floor. C20 doorway on east side with flat stone porch hood on stone brackets; C20 glazed door; 2-light recessed chamfered mullioned window above. East wing appears a product of early C20 Arts and Crafts movement. Gable end has 3-light ground floor window with attic slit vent, the decorated head of which is formed from a notched stone lintel and 2 projecting pointed jamb stones below. South side of wing has one window to each floor: both 3-light, the lower with hoodmould. Stepped chimney stack in corner behind east wing.”***
- 6.41. The map regression presented in **Section 4** illustrates that the farmhouse historically possessed a much smaller, rectangular footprint and was later extended to the north. This northern extension is described as the ‘east wing’ in the List Entry and was evidently extant by 1952 (at the time of listing) but was not recorded on the 1921–22 Ordnance Survey map.

- 6.42. The farmhouse is located on the southern edge of the former farm complex. Its core fabric was arranged perpendicular to the lane so that its south flank directly faces the road, and its east elevation faces the garden. The garden curtilage was extended to the north when the property as enlarged.
- 6.43. The lane immediately to the south facilitates access to the property and public views of its east, west and south elevations. Otherwise, the best views of the farmhouse are from within its garden curtilage and the private driveway and yard to the north-east.

Statement of significance

- 6.44. The Grade II listing of the farmhouse highlights that it is a heritage asset of the less than the highest significance as defined by the NPPF. This significance is consolidated by its inclusion within the boundaries of the Duntisbourne Abbots and Leer Conservation Area.
- 6.45. The heritage significance of the farmhouse is principally embodied in its physical fabric, especially its earliest elements.
- 6.46. The building derives historic interest from its age, form, and character, being a good example of a traditional farmstead dwelling that is thought to be of late 17th- or early 18th-century origins and has been adapted to successive occupants, as best exemplified by the substantial Arts and Crafts style extension of the 20th century. The interior has not been inspected, however any surviving fixtures and fittings or elements of subdivision which illustrate the past use and circulation of the house will augment its historic interest.

6.47. The architectural interest is principally embodied in its earliest fabric which is characterised by coursed rubble masonry and stone mullion windows with hoodmould detailing. The Arts and Crafts style additions also make some contribution to the architectural and artistic interest of the property as they represent high-quality embellishments that illustrate an important design movement.

6.48. The building has the potential to hold a degree of archaeological interest because of its age and subsequent alterations; there is potential for hidden fabric or buried remains of former outbuildings which could yield new information about the use and occupation of the property.

6.49. The setting of the farmhouse also contributes to its heritage significance, although the significance derived from its setting is less than that derived 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 garden curtilage, which illustrates the domestic function of the building, although the garden has been substantially enlarged since the 19th century;
- Surviving elements of the historic farm complex to the north and north-east which give legibility to the farmstead context of the dwelling;
- The lane immediately to the south which constitutes the main approach to the farmhouse (both currently and historically) and facilitates public views; and

- Immediate historic built elements of the settlement of Duntisbourne Abbots which can be directly experienced in conjunction with the farmhouse and illustrate its place within a rural village.

Any contribution of the site through setting

6.50. The barn contributes to the significance of Newbold Farmhouse through setting as an element of the historic farm complex which gives legibility to the farmstead context of the dwelling.

6.51. Specifically, it is the general external form and character of the barn which contributes, particularly its south-east elevation which is most readily visible in conjunction with the farmhouse in public views from the lane to the south-east, as well as their proximity and spatial relationship.

6.52. The dwelling and barn are no longer part of a working farm, therefore the historic functional association between the two has been severed.

Duntisbourne Abbots and Leer Conservation Area

6.53. The Duntisbourne Abbots and Leer Conservation Area (DALCA) was first designated on 12th June 1984. The boundaries were subsequently reviewed on 25th September 1990. There is no adopted Conservation Area Appraisal or Management Plan, therefore the following assessment has been based solely on an independent survey of the DALCA and appropriate desk-based research.

6.54. The present designation boundary covers approximately 21.9ha. It includes the historic villages of Duntisbourne

Abbots and Duntisbourne Leer, as well as some of the immediate outlying agricultural land.

- 6.55. The Roman road between Cirencester and Gloucester (Ermin Street) passes over 1km to the north-east of the DALCA. There is no evidence of settlement at Duntisbourne Abbots during this period. It has been speculated that the Duntisbournes emerged as estates during the Anglo-Saxon period and were centred on the minster church at Cirencester. The suffixes 'Abbots' and 'Leer' are thought to derive from the post-Norman Conquest ownership of the manors; Duntisbourne Abbots is known to have belonged to St Peter's Abbey, Gloucester, whereas Duntisbourne Leer belonged to the monks of Lyre Abbey, Normandy. The parish church of St Peter, located at the centre of Duntisbourne Abbots, is believed to date from the 12th century and was presumably founded by the monks of Gloucester.
- 6.56. Duntisbourne Abbots has remained a small, rural village since the medieval period. The manor was purchased by the Pleydell family in the 18th century and subsequently the Baillie family in the early 19th century.
- 6.57. Map regression demonstrates that there has been minimal change to the size and layout of the settlements since the late 19th century. The most notable modern changes have comprised the extension of properties, the repurposing and conversion of former agricultural buildings, and minor infill development.

Character and appearance

- 6.58. The DALCA possesses a tortuous and looping layout which appears to reflect its medieval origins and the

historic focus on the parish church of St Peter's which stands at the centre of a circuit of lanes.

- 6.59. There is a dense concentration of cottages and farmhouses in the centres of the villages. These are positioned both parallel with and perpendicular to the lanes and tend to front immediately onto the roads or are otherwise very slightly set back behind grass verges or shallow gardens. By contrast, the western edge of the DALCA is characterised by larger properties set within expansive grounds.
- 6.60. The scale of built form is generally modest and no greater than two storeys, reflecting the domestic and agricultural functions of the buildings, although there are exceptions to the rule such as the more imposing two-and-a-half-storey built form of the Old Rectory.
- 6.61. The dominant, traditional building material is Cotswold stone which has been used to construct walls and riven to create roof tiles. Ashlar and moulded stonework are typically found around window and doorway openings. Exposed timber is sometimes used for lintels. Window types are varied and reflect the age of properties: these include stone mullions, sashes, and casements.
- 6.62. The placement of built form immediately adjacent to the lanes coupled with traditional stone wall boundaries contributes the appreciation of historic plot divisions and a sense of enclosure in some parts of the DALCA. These senses of division and enclosure are augmented by hedges and mature trees, which also serve to frame and filter views (discussed below).
- 6.63. The rural character of the DALCA is exemplified by its many public and private green spaces which include the

main village green and several small sub-triangular greens; the churchyard; soft grass verges; and private gardens.

Setting, approaches, views and setting

- 6.64. The local topography is undulating and the villages positioned in a small valley which is shaped by the course of Duntisbourne Brook. The surrounding landscape is dominated by agricultural land with individual field parcels that are typically defined by tree belts, and sparsely populated with isolated farmsteads.
- 6.65. The tortuous layout of the DALCA means that it can be approached from multiple directions via road and public rights of way.
- 6.66. The valley location of the villages coupled with immediate tree belts restrict long-range views of the DALCA from the surrounding agricultural landscape. The most important views are the street scenes and sequential views within the designation area which enable its special architectural and historic interest (commensurate with its character and appearance) to be best appreciated; for example, views towards the church and the surrounding dwellings from the circuit of lanes at the heart of Duntisbourne Abbots.

Statement of significance

- 6.67. The heritage significance of the Conservation Area is principally embodied in elements of its intrinsic character and appearance (described above). These elements include the historic built form contained within its boundaries, the relationships between the buildings, and elements of the settlement layout, which together

illustrate the development of Duntisbourne Abbots and Duntisbourne Leer as small rural villages.

- 6.68. The most important elements of character and appearance can be summarised as follows:
 - The tortuous and looping layout which is illustrative of the medieval origins of the settlements;
 - The designated heritage assets, the most significant being the Grade II* listed Church of St Peter;
 - The domestic and agricultural scale of development, generally not exceeding two storeys, and the placement of built form parallel with and perpendicular to the roads;
 - The predominance of traditional vernacular building materials and finishes, including Cotswold stone for walls and roofs;
 - Traditional boundary treatments, typically characterised by stone walls and boundary hedges, which illustrate historic plot divisions, contribute to a sense of enclosure, and frame street scenes; and
 - The green spaces, soft verges and mature trees which contribute to its rural character.

- 6.69. While there is currently no statutory protection for the settings of Conservation Areas, elements of the surrounds of the DALCA make some contribution to its significance, although considerably less than the elements of its character and appearance identified above. The surrounding agricultural land makes some contribution where this can be actively experienced in

relation to the historic built form of the village and better illustrates its historic rural context, although long-range views from the surrounding landscape tends to be restricted by mature trees within and in the immediate vicinity of the DALCA.

Any contribution of the site to character and appearance

- 6.70. The site is located within the western part of the DALCA therefore any contribution to the significance of the asset will be in terms of character and appearance.
- 6.71. As a Grade II listed agricultural building constructed using traditional materials and techniques, the barn evidently contributes to the intrinsic special architectural and historic interest of the DALCA.
- 6.72. This contribution is principally appreciated in views from the lane to the south-east, in which the south-east elevation and north-east flank of the barn are visible and can be appreciated in the context of Newbold Farmhouse and the front walled yard area (Plate 15). However, the setback position of the barn means that it is not a prominent element of the street scene.
- 6.73. The rear portion of the site is not readily perceptible from public vantage points, being screened by the intervening barn and walling, and its predominant character and appearance as a large yard area is a modern (post-1981) creation (cf. Plate 6 & Plate 7, above). This part of the site

therefore makes no contribution to the significance of the Conservation Area.



Plate 15: North-west facing glimpse of Newbold Barn (background centre) and Newbold Farmhouse (left of frame) from the lane to the south-east.

7. Assessment of Impacts

- 7.1. This Section addresses the heritage planning issues that warrant consideration in the assessment of the proposals set out within the application plans and documentation and as detailed within **Section 2** of this Report.
- 7.2. As detailed above, the *Planning and Compulsory Purchase Act (2004)* requires that applications for Planning Permission, including those for Listed Building Consent, 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.
- 7.3. The statutory requirement set out in Section 66(1) of the *Planning (Listed Buildings and Conservation Areas) Act 1990* confirms that special regard should be given to the preservation of the special historic and architectural interest of Listed Buildings and their settings. Section 72(1) of the Act confirms that special attention should be paid to the desirability of preserving or enhancing the character or appearance of the asset, as well as the protection of the character and appearance of a Conservation Area.
- 7.4. In addition, the *NPPF* states that the impact of development proposals should be considered against the particular significance of heritage assets, such as Listed

Buildings and Conservation Areas, and this needs to be the primary consideration when determining the acceptability of the proposals.

- 7.5. It is also important to consider whether the proposals cause harm. If they do, then one must consider whether the harm represents "*substantial harm*" or "*less than substantial harm*" to the identified designated heritage assets, in the context of paragraphs 207 and 208 of the *NPPF*.¹⁴ With regard to non-designated heritage assets, potential harm should be considered within the context of paragraph 209 of the *NPPF*.¹⁵
- 7.6. The *PPG* clarifies that within each category of harm ("*less than substantial*" or "*substantial*"), the extent of the harm may vary and should be clearly articulated.¹⁶
- 7.7. The guidance set out within the *PPG* also clarifies that "*substantial harm*" is a high test, and that it may not arise in many cases. It makes it clear that it is the degree of harm to the significance of the asset, rather than the scale of development, which is to be assessed.¹⁷ In addition, it has been clarified in a High Court Judgement of 2013 that substantial harm would be harm that would:

¹⁴ DLUHC, *NPPF*, paras. 207 and 208.

¹⁵ DLUHC, *NPPF*, para. 209.

¹⁶ DLUHC, *PPG*, Paragraph: 018 (ID: 18a-018-20190723 Revision date: 23.07.2019).

¹⁷ DLUHC, *PPG*, Paragraph: 018 (ID: 18a-018-20190723 Revision date: 23.07.2019).

"...have such a serious impact on the significance of the asset that its significance was either vitiated altogether or very much reduced."¹⁸

7.8. This Section will consider each of the heritage assets detailed above and assess the impact of the proposed development, whether that be harmful or beneficial to the significance identified above.

Grade II Listed Barn

7.9. The proposed changes to the form and fabric of the Grade II listed barn are well designed and are considered to be appropriate and necessary for the successful adaptation and reuse of the building, which is currently redundant and not fit for modern agricultural use.

7.10. The conversion will necessitate very minimal loss of historic fabric, including the removal of walling in the north-west elevation (in the location of the existing lean-to extension) to create two modest doorways to allow for connectivity to the proposed new link and accommodation block beyond. The creation of the two modest openings were considered acceptable by the Conservation Officer in their pre-application response.

7.11. The conservation rooflights will be positioned between the purlins and trusses so only the rafters need to be cut and altered; it has been demonstrated above that many of the rafters are modern, machined replacements and the roof structure as a whole has already been dismantled and reconfigured. The loss of historic timber would be very minimal. Externally, the visual impact of the

rooflights will be negligible and they are necessary to provide natural light without removing historic masonry to create new window openings.

7.12. The acceptability of the proposed new rooflights is well established and was noted by the Conservation Officer in their pre-application response, whereby they stated that:

"As previously agreed minimal roof lights being added are not objectionable"

7.13. The barn doors that are proposed for removal are of modern, utilitarian, plank construction and have evidently been modified and repaired (Plate 19). They are not part of the original fabric and are not considered to possess any special interest. The proposed glazing of these openings will ensure the practical use and thermal efficiency of the building, whilst the proposed sliding timber doors will sustain the agricultural character.

¹⁸ EWHC 2847, R DCLG and Nuon UK Ltd v. Bedford Borough Council.



Plate 16: Detail of barn doors to north-west porch.

- 7.14. The new glazed slot window opening in the north-east gable will not result in any loss of historic, in situ fabric; it has been demonstrated that this gable was later rebuilt, as evidenced by the internal skin of concrete blockwork and building breaks and a similarly designed window has previously been accepted in this location, including within the pre-application response which reiterated it was acceptable.
- 7.15. It is noted that, within the pre-application response, the Conservation Officer suggested that the intention to retain the existing concrete floor be reviewed. This has been undertaken and it is considered that to remove the

concrete floor would potentially cause more damage than benefit. The building is in a stable condition, both structurally and with respect to damp levels and it is not considered that in this case, the removal of the extant floor would be the most appropriate action.

- 7.16. A very minimal amount of subdivision is proposed within the main body of the barn and this has been facilitated by the proposed link and new accommodation block, which will accommodate all the bedrooms and bathroom facilities. As a result, the general proportions and experience of the space within the Listed barn will be preserved.
- 7.17. In order to avoid the need for subdivision of the main void of the barn, and taking the lead from the acceptability of the previously consented scheme, as well as the advice received through the pre-application discussion with officers, additional accommodation is to be provided in a new 1.5 / single storey structure to the north of the barn, linked to the north east corner of the barn by a link set behind an enclosing wall which connects into the main barn in the location of the existing modern lean-to, which is to be beneficially removed.
- 7.18. The proposed new link to the new accommodation block will be set behind an enclosing wall of rubble stone, with a single, simple opening and two slot windows. This will link into a new 1.5 / single storey block which will sit within the existing bank, with its ridge height set to be below the height of the projecting porch of the Listed Barn, and well below its main ridge height ensuring it maintains a subservient character.
- 7.19. The scale of the new accommodation block has been restricted so that it is entirely subservient to the host

Listed Barn, and allows for a direct visual link to the land to the north from within the porch of the Listed Barn ensuring a connectivity with the landscape beyond the treed area to the immediate north and the domestic curtilage.

- 7.20. Where it interconnects with the Listed Barn, the proposed link will sit within the existing footprint of the existing lean-to, however be an entirely permeable structure, allowing views through to the façade of the Listed barn, and also sit lower than the existing lean-to, ensuring more of the façade is exposed above the link, representing a significant betterment on both the existing situation and also the previously approved scheme which saw extensions running across the whole façade.
- 7.21. The proposed new extension and link will be very high-quality, contemporary, low-lying, and visually permeable structures that are clearly distinct from the historic fabric of the barn, and each have their own merits. Ultimately, the extension and link would not compromise the ability to appreciate the historic plan and character of the host building, and would in fact allow for this to be more readily appreciated.
- 7.22. The proposed new garage building is of a traditional and simple form with a pitched roof and rubble stone construction. The garage replicates that which was previously approved under application reference 15/O2893/FUL. It is not considered that the proposed garage will have any impact on the historic environment, and its acceptability was agreed by officers within the pre-application response.
- 7.23. The landscaping associated with the residential conversion of the building will inevitably domesticate the

immediate setting of the barn to some degree; however, the front yard area will be preserved and new stone walling will sustain the agricultural character of the complex. The proposed landscaping has however been designed to retain an agricultural feel to the direct setting of the barn and associated extension.

- 7.24. Overall, the proposals are anticipated to cause only very minor, less than substantial harm to the significance of the Grade II listed barn, at the lowermost end of this spectrum of harm. This very low level of harm would principally arise from the very limited loss of historic masonry which is required to accommodate the conversion of the property and facilitate its ongoing preservation.
- 7.25. In accordance with paragraph 208 of the NPPF, this very minor, less than substantial harm should be weighed against the public benefits of the scheme. The PPG has clarified that public benefits include heritage benefits. The anticipated heritage benefits of the proposals are set out below.

Heritage Benefits

- 7.26. The proposals will deliver substantial heritage benefits by securing the optimum viable use for a redundant vernacular barn that is at risk of deterioration or loss without adaptation. The proposed scheme represents considerable investment in the historic fabric and is characterised by a very high quality of design.
- 7.27. The demolition of the lean-to at the northern corner of the barn will also result in an enhancement by removing a poor-quality, modern accretion that currently obscures and detracts from the historic fabric. The replacement

link will be of a considerably higher build quality and will be visually permeable, thereby increasing visibility of the historic fabric.

- 7.28. The localised repair and repointing of the masonry will ensure the conservation and longevity of the historic fabric. Repairs to the roof will ensure the structure remains watertight, protecting its most significant fabric. Similarly, the sympathetic replacement of the rainwater goods will ensure that rain is diverted away from the building, thereby preventing water ingress and deterioration of the masonry.

Summary Assessment

- 7.29. In summary, the substantial heritage benefits of securing an optimum viable use for the redundant barn, sympathetically repairing and restoring the historic fabric, and ensuring its long-term conservation are considered to firmly outweigh the very minor, less than substantial harm identified which would result from the limited loss of historic masonry, which is in itself considered to be necessary for the successful adaptation of the building and the preservation of the core historic form and fabric of the barn.

Grade II Listed Newbold Farmhouse

- 7.30. The spatial and historic functional relationship between the site and the farmhouse will still be legible as a result of the development proposals. Specifically, the barn will still be understood as a vernacular farm building within

what was the former farmstead, especially as part of public views from the lane to the south-east.

- 7.31. It is not therefore considered that the proposed development would cause harm to the significance of Newbold Farmhouse in terms of change to its setting.

Duntisbourne Abbots and Leer Conservation Area

- 7.32. When considering potential impacts on the Conservation Area, it is important to note that the site forms only one small part of the asset. The DALCA covers a large area and includes a wide variety of areas of differing characters. The site itself represents an extremely small portion of the total area covered by the DALCA.

- 7.33. Paragraph 213 of the *NPPF* states that it is necessary to consider the relevant significance of the element of the Conservation Area which has the potential to be affected and its contribution to the significance of the designation as a whole, i.e., would the application proposals undermine the significance of the Conservation Area as a whole?¹⁹

- 7.34. This approach, and its compliance with Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, is supported by Case Law, with a 2020 High Court Judgement confirming that:

“Section 72 requires an overall assessment of the likely impact of a proposed development on the

¹⁹ DLUHC, *NPPF*, para. 213.

conservation area, and not just that part of it where the development site is located.²⁰ (my emphasis)

- 7.35. The proposed scheme will change the character and function of the site to residential use; however, it must be recognised that the site is no longer part of a working farm, the barn is redundant, and changes to character and function are unavoidable if those elements which contribute to the special character and appearance of the DALCA are to be preserved.
- 7.36. Additionally, the principle of residential conversion and extension of the Listed barn has previously been established throughout the last 20 years with a series of detailed permissions being granted.
- 7.37. As set out above, the overarching vernacular, agricultural character and appearance of the historic barn will be preserved and sustained, with the focus of the development proposal being a light touch approach to the barn, maintaining it as a single space with only minimal subdivision and beneficially revealing its original form. A programme of sympathetic repairs will ensure the conservation and longevity of its historic fabric. Moreover, the character and subdivision of the front yard area will be preserved as part of the landscaping proposals.
- 7.38. There will be some change to the content of public views from the lane to the south-east as a result of the replacement doors, new glazing, and new rooflights in the south-east elevation of the barn. However, the set-back, rear position of the northern extension will mean that it is

barely perceptible. Consequently, this will equate to a minor change to incidental views within the Conservation Area. The ability to understand and appreciate the building as a vernacular barn in these views will be sustained.

- 7.39. Regarding the proposed extension, new garage building and landscaping in the rear portion of the site, these will take place within an area that has changed in its appearance and function since the late 19th century (it is now dominated by a large modern yard area whereas it appears to have been an agricultural field historically) and has previously accommodated extensive built form. The proposed built form will occupy a considerably smaller footprint than the structures extant in the later 20th century, the remnants of which are still in situ, and, as set out above, will represent a very high quality design and facilitate the successful reuse of the barn. These changes will not alter the content of any key, public views within the Conservation Area.
- 7.40. The proposals will cause no harm to the significance of the DALCA through change to its character and appearance.

Summary

- 7.41. Although the proposed scheme will cause very minor, less than substantial harm to the significance of the Grade II listed barn (principally through very minor changes to its historic fabric), this will be firmly outweighed by the heritage benefits associated with the repair, restoration,

²⁰ Spitfire Bespoke Homes Ltd v Secretary of State for Housing Communities And Local Government [2020] EWHC 958 (Admin).

reuse, and long-term conservation of what is currently a redundant agricultural building.

- 7.42. The proposals will preserve those elements of the site that contribute to the special character and appearance of the DALCA, namely the general vernacular form and overarching agricultural character of the listed building and the character and subdivision of the front yard area, both of which can be publicly experienced in incidental views from the lane to the south-east. There will be no harm to the significance of the DALCA.
- 7.43. The proposed scheme is considered to be compliant with all relevant heritage legislation and national and local planning policy, including Policies EN1, EN2, EN10, EN11 and EN13 of the Cotswold District Local Plan.

8. Conclusions

8.1. This Built Heritage Statement has been commissioned by Mr and Mrs Scudamore to consider the proposed residential conversion of the redundant Grade II listed barn at Newbold Farm, Duntisbourne Abbots.

8.2. This Report has considered the potential impacts of the proposals on the Grade II Listed barn, neighbouring Grade II listed Newbold Farmhouse, and the Duntisbourne Abbots and Leer Conservation Area (DALCA). Other heritage assets in the vicinity were excluded from further setting assessment but were considered as part of the assessment of the DALCA, specifically in terms of key views and the general character of the locality.

Listed Barn

8.3. Regarding the proposed changes to the fabric and setting of the Grade II Listed barn, it has been concluded that the either scheme would cause only very minor, less than substantial harm to the significance of the Grade II Listed barn, at the lowermost end of this spectrum of harm. This very low level of harm would principally arise from the loss of historic masonry to allow connection into the new link.

8.4. In accordance with paragraph 208 of the NPPF, this very minor, less than substantial harm should be weighed against the public benefits of the scheme. The PPG has clarified that public benefits include heritage benefits.

8.5. The substantial heritage benefits associated with securing an optimum viable use for the redundant barn, sympathetically repairing and restoring the historic fabric,

and ensuring its long-term conservation are considered to firmly outweigh the very minor, less than substantial harm identified.

8.6. The proposals see the addition of a linked extension to the Listed barn which would preserve the significance of the Listed Building. The approach taken for the extension follows that which has previously been considered acceptable, providing additional accommodation in a linked block to ensure the retention of the form and open nature of the historic barn, allowing for the historic form and materiality of the barn to be beneficially revealed.

Newbold Farmhouse

8.7. The site, and especially the barn, contribute to the significance of Grade II listed Newbold Farmhouse through setting as an element of the historic farm complex which gives legibility to the farmstead context of the dwelling, although the buildings are no longer part of a working farm.

8.8. The spatial and historic functional relationship between the site and the farmhouse will still be legible following the proposed residential conversion. Specifically, the barn will still be understood as a vernacular agricultural building which can be experienced in conjunction with the farmhouse, especially in public views from the lane to the south-east.

8.9. The scheme will cause no harm to the significance of Newbold Farmhouse in terms of change to its setting.

Duntisbourne Abbots and Leer Conservation Area

- 8.10. The barn and walled front yard of the site are considered to positively contribute to the special character and appearance of the DALCA in terms of their overriding agricultural character and visibility from the public lane to the south-east. By contrast, the rear portion of the site does not contribute because it is dominated by a modern yard area (which has replaced historic agricultural land) and is not readily perceptible from public vantage points.
- 8.11. The proposed scheme will change the character and function of the site to residential use; however, it must be recognised that the site is no longer part of a working farm, the barn is redundant, and changes to character and function are unavoidable if those elements which contribute to the special character and appearance of the DALCA are to be preserved.
- 8.12. The overriding agricultural character of the barn and front yard will be sustained, with only minor changes to incidental views from the lane that will not undermine the special interest of the designation area. The proposed extension, new garage, and landscaping to the rear of the site must be understood in the context of the successive changes to this part of the site – which accommodated extensive built form in the later 20th century – and the fact that it is less sensitive to change in heritage terms, as well as the need secure an optimum viable use for the barn.
- 8.13. The proposals will cause no harm to the significance of the DALCA through change to its character and appearance.

Appendix 1: Assessment Methodology

Assessment of significance

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.”²¹

Historic England's *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.²²

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*.²³ These essentially cover the heritage ‘interests’ given in the glossaries of the *NPPF* and the *PPG* which are archaeological, architectural and artistic, and historic.²⁴

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.²⁵

²¹ DLUHC, *NPPF*, Annex 2.

²² Historic England, *GPA:2*.

²³ Historic England, *Conservation Principles: Policies and Guidance for the Sustainable Management of the Historic Environment* (London, April 2008). These heritage values

are identified as being ‘aesthetic’, ‘communal’, ‘historical’ and ‘evidential’, see *idem* pp. 28–32.

²⁴ DLUHC, *NPPF*, Annex 2; DLUHC, *PPG*, paragraph 006, reference ID: 18a-006-20190723.

²⁵ DLUHC, *PPG*, paragraph 006, reference ID: 18a-006-20190723.

Significance results from a combination of any, some, or all of the interests described above.

Historic England guidance on assessing heritage significance, *HEAN:12*, advises using the terminology of the *NPPF* and *PPG*, and thus it is that terminology which is used in this Report.²⁶

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

As defined in the *NPPF*:

“Significance derives not only from a heritage asset’s physical presence, but also from its setting.”²⁷

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.”²⁸

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

²⁶ Historic England, *Statements of Heritage Significance: Analysing Significance in Heritage Assets, Historic England Advice Note 12* (Swindon, October 2019).

²⁷ DLUHC, *NPPF*, Annex 2.

Assessing change through alteration to setting

How setting might contribute to these values has been assessed within this Report with reference to *GPA:3*, particularly the checklist given on page 11. This advocates the clear articulation of “*what matters and why*”.²⁹

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.

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.

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 factors other than visibility should also be considered, with Lindblom LJ stating at

²⁸ DLUHC, *NPPF*, Annex 2.

²⁹ Historic England, *GPA:3*, pp. 8, 11.

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.”³⁰

³⁰ Catesby Estates Ltd. V. Steer [2018] EWCA Civ 1697, paras. 25 and 26.

³¹ DLUHC, NPPF, para. 206 and fn. 72.

Levels of significance

Descriptions of significance will naturally anticipate the ways in which impacts will be considered. Hence descriptions of the significance of Conservation Areas will make reference to their special interest and character and appearance, and the significance of Listed Buildings will be discussed with reference to the building, its setting and any features of special architectural or historic interest which it possesses.

In accordance with the levels of significance articulated in the NPPF and the PPG, three levels of significance are identified:

- **Designated heritage assets of the highest significance**, as identified in paragraph 206 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 72 of the NPPF;³¹
- **Designated heritage assets of less than the highest significance**, as identified in paragraph 206 of the NPPF, comprising Grade II Listed Buildings and Grade II Registered Parks and Gardens (and also some Conservation Areas);³² and

³² DLUHC, NPPF, para. 206.

- **Non-designated heritage assets.** Non-designated heritage assets are defined within the PPG 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”*.³³

Additionally, it is of course possible that sites, buildings or areas have no heritage significance.

There is no definitive grading system for assessing or categorising significance outside of the categories of Designated Heritage Assets and Non-Designated Heritage Assets, specifically with regards to the relative significance of different parts of an asset.

ICOMOS guidance recognises that a degree of professional judgement is required when defining significance:

*“...the value of heritage attributes is assessed in relation to statutory designations, international or national, and priorities or recommendations set out in national research agendas, and ascribed values. Professional judgement is then used to determine the importance of the resource. Whilst this method should be used as objectively as possible, qualitative assessment using professional judgement is inevitably involved.”*³⁴

This assessment of significance adopts the following grading system:

- **Highest significance:** Parts or elements of a heritage asset, or its setting, that are of particular interest and are fundamental components of its archaeological, architectural, aesthetic or historic interest, and form a significant part of the reason for designation or its identification as a heritage asset. These are the areas or elements of the asset that are most likely to warrant retention, preservation or restoration.
- **Moderate significance:** Parts or elements of the heritage asset, or its setting, that are of some interest but make only a modest contribution to the archaeological, architectural, aesthetic or historic interest of the heritage asset. These are likely to be areas or elements of the asset that might warrant retention but are capable of greater adaption and alteration due to their lesser relative significance.
- **Low or no significance:** Parts or elements of the heritage asset, or its setting, that make an insignificant, or relatively insignificant contribution to the archaeological, architectural, aesthetic or historic interest of the heritage asset. These are likely to be areas or elements of the asset that can be removed, replaced or altered due to their minimal or lack of significance and are areas and elements that have

³³ DLUHC, PPG, paragraph 039, reference ID: 18a-039-20190723.

³⁴ International Council on Monuments and Sites (ICOMOS), *Guidance on Heritage Impact Assessment for Cultural World Heritage Properties* (Paris, January 2011), paras. 4-10.

potential for restoration or enhancement through new work.

the harm may vary and should be clearly articulated.³⁶

Assessment of harm

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/weighting exercise as required by the NPPF.

In accordance with 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"*,³⁵ and
- **Less than substantial harm.** Harm of a lesser level than that defined above.

With regards to these two categories, the PPG states:

"Within each category of harm (which category applies should be explicitly identified), the extent of

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, and upper end of the less than substantial harm spectrum/scale.

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 whilst having regard to the significance of the asset. Harm to such assets is therefore articulated as a level of harm to their overall significance, using descriptors such as minor, moderate and major harm.

It is also possible that development proposals will cause no harm or preserve the significance of heritage assets. Here, a High Court Judgement of 2014 is relevant. 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"*.³⁷

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"*.³⁸ 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.

³⁵ Bedford Borough Council v Secretary of State for Communities and Local Government [2013] EWHC 2847 (Admin), para. 25.

³⁶ DLUHC, PPG, paragraph 018, reference ID: 18a-018-20190723.

³⁷ R (Forge Field Society) v Sevenoaks District Council [2014] EWHC 1895 (Admin).

³⁸ Historic England, GPA:2, p. 9.

As part of this, setting may be a key consideration. When evaluating any harm to significance through changes to setting, this Report follows the methodology given in *GPA:3*, described above. Fundamental to this methodology is a consideration of “*what matters and why*”.³⁹ Of particular relevance is the checklist given on page 13 of *GPA:3*.⁴⁰

It should be noted that this key document also states:

“Setting is not itself a heritage asset, nor a heritage designation...”⁴¹

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

With regards to changes in setting, *GPA:3* states that:

“Conserving or enhancing heritage assets by taking their settings into account need not prevent change”.⁴²

Additionally, 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. This point has been clarified in the Court of Appeal.⁴³

³⁹ Historic England, *GPA:3*, p. 8.

⁴⁰ Historic England, *GPA:3*, p. 13.

⁴¹ Historic England, *GPA:3*, p. 4.

⁴² Historic England, *GPA 3*, p. 8.

⁴³ *Palmer v Herefordshire Council & Anor* [2016] EWCA Civ 1061.

Benefits

Proposed development may also result in benefits to heritage assets, and these are articulated in terms of how they enhance the heritage interests, and hence the significance, of the assets concerned.

As detailed further in **Appendix 3**, the *NPPF* (at Paragraphs 207 and 208) requires harm to a designated heritage asset to be weighed against the public benefits of the development proposals.⁴⁴

Recent High Court Decisions have confirmed that enhancement to the historic environment should be considered as a public benefit under the provisions of Paragraphs 207 to 209.⁴⁵

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

⁴⁴ DLUHC, *NPPF*, paras. 207 and 208.

⁴⁵ Including – *Kay, R (on the application of) v Secretary of State for Housing Communities and Local Government & Anor* [2020] EWHC 2292 (Admin); DLUHC, *NPPF*, paras. 207 and 209.



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.***⁴⁶

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.

⁴⁶ MHCLG, PPG, paragraph 020, reference ID: 18a-020-20190723.

Appendix 2: Legislative Framework

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.⁴⁷ It does not provide statutory protection for non-designated or Locally Listed heritage assets.

Section 16 (2) of the Act relates to the consideration of applications for Listed Building Consent and states 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.”⁴⁸

Section 66(1) of the Act goes on to state 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.”⁴⁹

⁴⁷ UK Public General Acts, Planning (Listed Buildings and Conservation Areas) Act 1990.

⁴⁸ UK Public General Acts, Planning (Listed Buildings and Conservation Areas) Act 1990, Section 16(2).

In the 2014 Court of Appeal judgement in relation to the Barnwell Manor case, Sullivan LJ held that:

“Parliament in enacting section 66(1) did intend that the desirability of preserving the settings of listed buildings should not simply be given careful consideration by the decision-maker for the purpose of deciding whether there would be some harm, but should be given “considerable importance and weight” when the decision-maker carries out the balancing exercise.”⁵⁰

A judgement in the Court of Appeal (‘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 208 of the current, revised NPPF, see **Appendix 3**), this is in keeping with the requirements of the 1990 Act.⁵¹

With regards to development within Conservation Areas, Section 72(1) of the *Planning (Listed Buildings and Conservation Areas) Act 1990* states:

“In the exercise, with respect to any buildings or other land in a conservation area, of any powers under any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability of preserving

⁴⁹ UK Public General Acts, Planning (Listed Buildings and Conservation Areas) Act 1990, Section 66(1).

⁵⁰ Barnwell Manor Wind Energy Ltd v (1) East Northamptonshire DC & Others [2014] EWCA Civ 137. para. 24.

⁵¹ Jones v Mordue [2015] EWCA Civ 1243.



or enhancing the character or appearance of that area.”⁵²

Unlike Section 66(1), Section 72(1) of the Act does not make reference to the setting of a Conservation Area. This makes it plain that it is the character and appearance of the designated Conservation Area that is the focus of special attention.

In addition to the statutory obligations 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, including those for Listed Building Consent, are determined in accordance with the Development Plan unless material considerations indicate otherwise.⁵³

⁵² UK Public General Acts, Planning (Listed Buildings and Conservation Areas) Act 1990. Section 72(1).

⁵³ UK Public General Acts, Planning and Compulsory Purchase Act 2004, Section 38(6).

Appendix 3: National Policy Guidance

The National Planning Policy Framework (December 2023)

National policy and guidance is set out in the Government’s *National Planning Policy Framework (NPPF)* published in December 2023. This replaced and updated the previous *NPPF* (September 2023). The *NPPF* needs to be read as a whole and is intended to promote the concept of delivering sustainable development.

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.

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.

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:

- a. ***approving development proposals that accord with an up-to-date development plan without delay; or***
- b. ***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 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.***⁵⁴

However, it is important to note that footnote 7 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 187) and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, an 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 72); and areas at risk of flooding or coastal change.”⁵⁵ (our emphasis)

The NPPF continues to recognise that the planning system is planned and that therefore, Local Plans, incorporating Neighbourhood Plans, where relevant, are the starting point for the determination of any planning application.

Heritage Assets are defined in the NPPF as:

“A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing).”⁵⁶

⁵⁴ DLUHC, NPPF, para. 11.

⁵⁵ DLUHC, NPPF, para. 11, fn. 7.

⁵⁶ DLUHC, NPPF, Annex 2.

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

“World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under relevant legislation.”⁵⁷

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.”⁵⁸

Section 16 of the NPPF relates to ‘Conserving and enhancing the historic environment’ and states at paragraph 201 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.”⁵⁹

Paragraph 203 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.”⁶⁰***

With regard to the impact of proposals on the significance of a heritage asset, paragraphs 205 and 206 are relevant and read as follows:

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

⁵⁷ DLUHC, NPPF, Annex 2.

⁵⁸ DLUHC, NPPF, Annex 2.

⁵⁹ DLUHC, NPPF, para. 201.

⁶⁰ DLUHC, NPPF, para. 203.

substantial harm, total loss or less than substantial harm to its significance.”⁶¹

“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.”⁶²**

Section b) of paragraph 206, which describes assets of the highest significance, also includes footnote 72 of the NPPF, which states that non-designated heritage assets of archaeological interest which are demonstrably of equivalent significance to Scheduled Monuments should be considered subject to the policies for designated heritage assets.

In the context of the above, it should be noted that paragraph 207 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 total 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.”⁶³**

Paragraph 208 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.”⁶⁴

The NPPF also provides specific guidance in relation to development within Conservation Areas, stating at paragraph 212 that:

⁶¹ DLUHC, NPPF, para. 205.

⁶² DLUHC, NPPF, para. 206.

⁶³ DLUHC, NPPF, para. 207.

⁶⁴ DLUHC, NPPF, para. 208.

“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.”⁶⁵

Paragraph 213 goes on to recognise that “not all elements of a World Heritage Site or Conservation Area will necessarily contribute to its significance” and with regard to the potential harm from a proposed development states:

“Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 207 or less than substantial harm under paragraph 208, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole.”⁶⁶ (our emphasis)

With regards to non-designated heritage assets, paragraph 209 of NPPF states that:

“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.”⁶⁷

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 Planning 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.

National Planning Practice Guidance

The then Department for Communities and Local Government (now the Department for Levelling Up, Housing and Communities (DLUHC)) launched the planning practice guidance web-based resource in March 2014, accompanied by a ministerial statement which confirmed that a number of previous planning practice guidance documents were cancelled.

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.

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:

⁶⁵ DLUHC, NPPF, para 212.

⁶⁶ DLUHC, NPPF, para. 213.

⁶⁷ DLUHC, NPPF, para. 209.

“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.”⁶⁸

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 to cause less than substantial harm or no harm at all. However, even minor works have the potential to cause substantial harm.”⁶⁹ (our emphasis)

National Design Guide:

Section C2 relates to valuing heritage, local history and culture and states:

“When determining how a site may be developed, it is important to understand the history of how the place has evolved. The local sense of place and identity are shaped by local history, culture and heritage, and how these have influenced the built environment and wider landscape.”⁷⁰

“Sensitive re-use or adaptation adds to the richness and variety of a scheme and to its diversity of activities and users. It helps to integrate heritage into proposals in an environmentally sustainable way.”⁷¹

It goes on to state that:

“Well-designed places and buildings are influenced positively by:

- ***the history and heritage of the site, its surroundings and the wider area, including cultural influences;***

⁶⁸ DLUHC, PPG, paragraph 007, reference ID: 18a-007-20190723.

⁶⁹ DLUHC, PPG, paragraph 018, reference ID: 18a-018-20190723.

⁷⁰ DLUHC, NDG, para. 46.

⁷¹ DLUHC, NDG, para. 47.

- *the significance and setting of heritage assets and any other specific features that merit conserving and enhancing;*
- *the local vernacular, including historical building typologies such as the terrace, town house, mews, villa or mansion block, the treatment of façades, characteristic materials and details – see Identity.*

Today's new developments extend the history of the context. The best of them will become valued as tomorrow's heritage, representing the architecture and placemaking of the early 21st century.⁷²

⁷² DLUHC, NDG, paras. 48–49.

Appendix 4: Relevant Development Plan Policies

Applications for Planning Permission and Listed Building Consent where relevant, within Duntisbourne Abbots are currently considered against the policy and guidance set out within the Cotswold District Local Plan 2011–2031 which was adopted on 3rd August 2018.

Policy EN10 'Designated Heritage Assets' states:

"1. In considering proposals that affect a designated heritage asset or its setting, great weight will be given to the asset's conservation. The more important the asset, the greater the weight should be.

2. Development proposals that sustain and enhance the character, appearance and significance of designated heritage assets (and their settings), and that put them to viable uses, consistent with their conservation, will be permitted.

3. Proposals that would lead to harm to the significance of a designated heritage asset or its setting will not be permitted, unless a clear and convincing justification of public benefit can be demonstrated to outweigh that harm. Any such assessment will take account, in the balance of material considerations:

- ***the importance of the asset;***
- ***the scale of harm; and***
- ***the nature and level of the public benefit of the proposal."***

Policy EN11 'Conservation Areas' reads:

"Development proposals, including demolition, that would affect Conservation Areas and their settings, will be permitted provided they:

a. preserve and where appropriate enhance the special character and appearance of the Conservation Area in terms of siting, scale, form, proportion, design, materials and the retention of positive features;

b. include hard and soft landscape proposals, where appropriate, that respect the character and appearance of the Conservation Area;

c. will not result in the loss of open spaces, including garden areas and village greens, which make a valuable contribution to the character and/or appearance, and/or allow important views into or out of the Conservation Area;

d. have regard to the relevant Conservation Area appraisal (where available); and

e. do not include internally illuminated advertisement signage unless the signage does not have an adverse impact on the Conservation Area or its setting."

Policy EN13 'The Conversion of Non-Domestic Historic Buildings' goes on to state:

"1. Proposals for the conversion of non-domestic historic buildings to alternative uses will be permitted where it can be demonstrated that:

a. the conversion would secure the future of a heritage asset, and/or its setting, which would otherwise be at risk;

b. the proposed conversion would conserve the significance of the asset (including its form, features, character and setting);

c. the heritage asset is structurally sound; and

d. the heritage asset is suitable for, and capable of, conversion to the proposed use without substantial alteration, extension or rebuilding which would be tantamount to the erection of a new building.

2. Proposals to extend or alter heritage assets that have been converted, will be permitted where it can be demonstrated that the proposed works would preserve the significance of the asset (including its form and features), its setting and/or the character or the appearance of the surrounding landscape in a manner that is proportionate to the significance of the asset."

Part of Policy EN1 'Built, Natural and Historic Environment' is also relevant to the current proposals, specifically where it states:

"New development will, where appropriate, promote the protection, conservation and enhancement of the historic and natural environment by:

a. ensuring the protection and enhancement of existing natural and historic environmental assets and their settings in proportion with the significance of the asset; ..."

Further to this, Policy EN2 'Design of the Built and Natural Environment' reads:

"Development will be permitted which accords with the Cotswold Design Code (Appendix D). Proposals should be of design quality that respects the character and distinctive appearance of the locality."

The heritage assessments within this report have been informed by the 'Cotswold Design Code' which comprises Appendix D of the Local Plan.



Appendix 5: Designated Heritage Assets Plan



KEY

- Site Location
- Duntisbourne Abbots and Leer Conservation Area

Listed Buildings

- ▲ Grade I
- ▲ Grade II*
- ▲ Grade II

Appendix 5: Designated Heritage Assets Plan

0 0.125 km



DRWG No: P21-3763 Sheet No: - REV:-
 Drawn by: JT Approved by: AR
 Date: 13/04/2022
 Scale: 1:3,000 @ A4

Appendix 6: Barn at Newbold Farm List Entry

BARN AT NEWBOLD FARM

Official list entry

Heritage Category: Listed Building

Grade: II

List Entry Number: 1305479

Date first listed: 04-Jun-1952

List Entry Name: Barn at Newbold Farm

Statutory Address 1: Barn at Newbold Farm

Location

Statutory Address: BARN AT NEWBOLD FARM

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

County: Gloucestershire

District: Cotswold (District Authority)

Parish: Duntisbourne Abbots

National Grid Reference: SO 96960 07931

Details

SO 9607-9707 DUNTISBOURNE ABBOTS DUNTISBOURNE ABBOTS VILLAGE

9/62 Barn at Newbold Farm

4.6.52

GV II

Barn. C17 or C18. Random rubble limestone; plain tile roof. 5-bay barn; doorway without porch on central bay; lean-to added at lower end. Timber lintel with plank barn doors; doorway also at end of lean-to. Included for group value.

Listing NGR: SO9696007931

Legacy

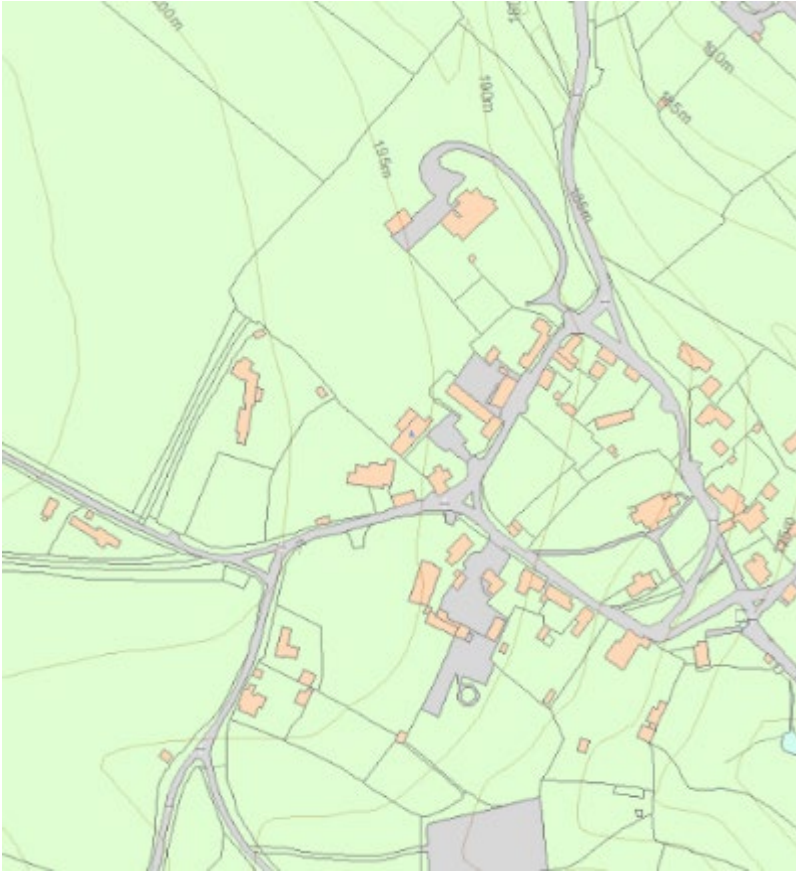
The contents of this record have been generated from a legacy data system.

Legacy System number: 127162

Legacy System: LBS

Legal

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



End of official list entry

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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