

CPAT Report No. 1636

Oswestry School Proposed Additional Car Park and Improved Access, Oswestry, Shropshire




Heritage Impact Assessment



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CLWYD-POWYS ARCHAEOLOGICAL TRUST

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Summary

A heritage impact assessment has been conducted by the Clwyd-Powys Archaeological Trust in connection with proposals for additional parking, a new entrance and improved access at Oswestry School in Shropshire.

Oswestry School is an independent, co-educational day and boarding school. Founded in 1407, it is one of the oldest non-denominational schools in England, although the school has only occupied its present site since the late 18th century. The original school building, the Headmaster's House, is listed grade two and, by virtue of its curtilage, the listing also includes a boundary wall, part of which would be affected by the proposals. The western extent of Oswestry Conservation Area lies adjacent to the proposed development, while the area also includes two non-designated heritage assets, the putative site of the Battle of Maserfelth and Maes-y-lan, a former toll house.

The assessment considered potential heritage impacts from all aspects of the proposed scheme and concluded that in most cases the impact would be no change or negligible, while a minor impact is predicted on the boundary wall and the setting of the Headmaster's House as a result of the proposed changes to the 'Last Day Entrance', and also to the setting of Maes-y-lan as a result of the new car park access.

1 Introduction

- 1.1. The Clwyd-Powys Archaeological Trust was invited by Gareth Edwards of DPA Ltd, on behalf of Oswestry School, to conduct a heritage impact assessment in connection with proposals for improving the vehicular access at Oswestry School, Oswestry, Shropshire (Fig. 1; SJ 2855 2924).
- 1.2. Oswestry School is an independent, co-educational day and boarding school. Founded in 1407, it is one of the oldest non-denominational schools in England.



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Fig. 1 Location of Oswestry School

- 1.3. A planning application (17/01719/FUL) was submitted in March 2017 for a proposed additional car park, modifications to highway access from Upper Brook Street and works to improve highway safety, although this was withdrawn in August 2018 and resubmitted with amendments under the current application (18/04978/FUL; Figs 2-3).
- 1.4. The proposal is for additional car parking area within the grounds of Oswestry School and will include a new highway access to create a one-way system through the site. Highway safety along Upper Brook Street from the junction at Lutton Close

to Broomhall Lane will be addressed with a Traffic Regulation Order (TRO) to remove on-road parking. For drop off and pick up, the existing one-way access into the School from Upper Brook Street (known as the Last Day Entrance) will be altered into a new two-way system. This is to reduce the amount of traffic turning into the main school campus opposite the Bursar's office.



Fig. 2 The outline of the planning boundary, shown in red

- 1.5. The proposals would affect a short section of the stone wall along Upper Brook Street, on the west side of the 'Last Day Entrance'. The wall forms the boundary for Oswestry School and, by association, the grade II listed Headmaster's House (List no. 1307792), such that the wall is also considered to be listed by virtue of curtilage. A separate application will therefore be submitted for listed building consent to facilitate the improved access.
- 1.6. A field visit was undertaken in 8 January 2019 to assess further the potential impacts on heritage assets.
- 1.7. The assessment was conducted according to the Chartered Institute for Archaeologists' (CIfA) *Standard and Guidance for Historic Environment Desk-based Assessment* (2014).

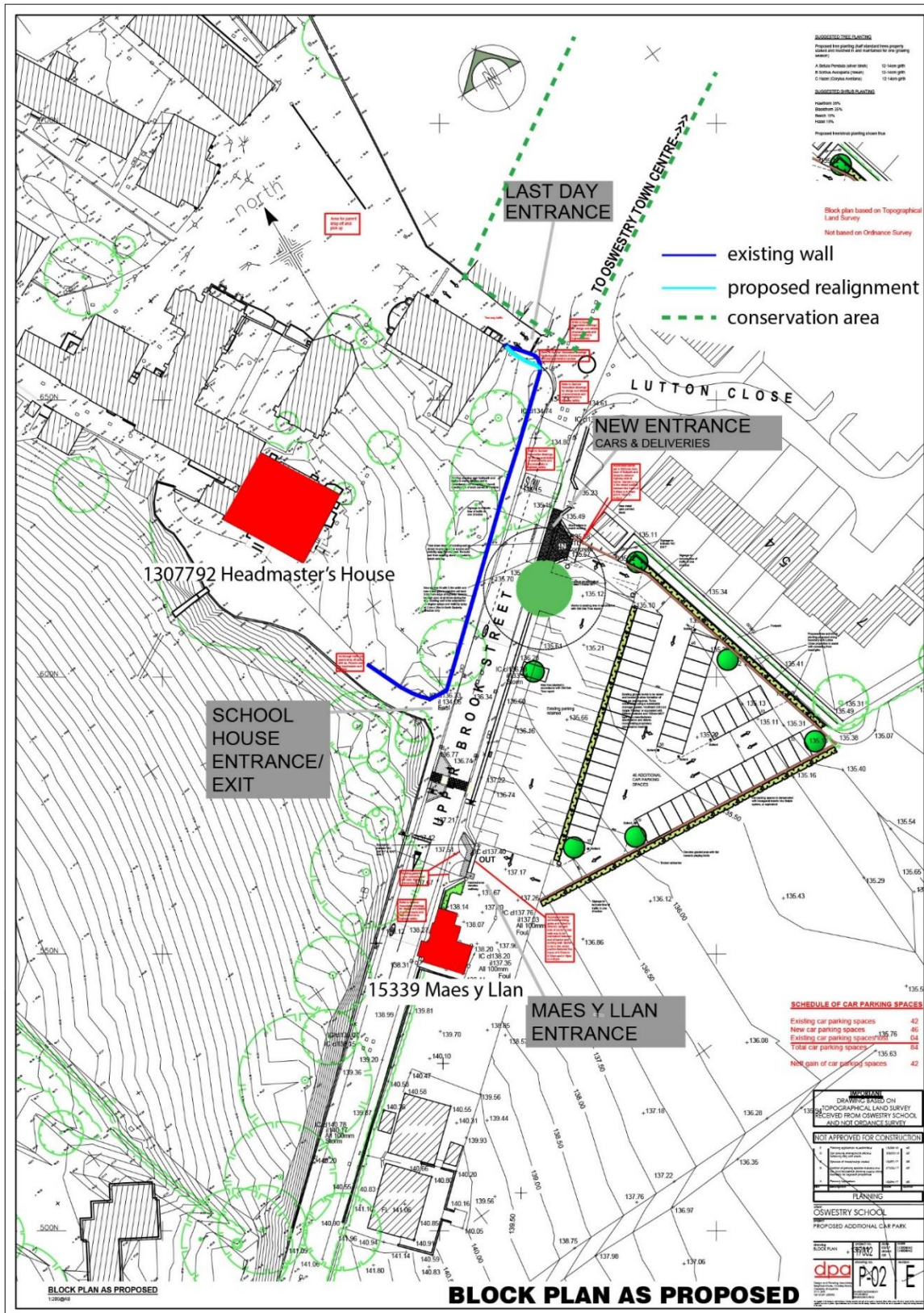


Fig. 3 Proposed access improvement and heritage assets

2 Scope and Guidance

Scope of Assessment

- 2.1. The cultural heritage is a broad concept that embraces archaeological remains, the built heritage and historic landscapes. Cultural heritage is deemed to include the full range of man-made features that have been imposed on the landscape from the Palaeolithic, more than two hundred and fifty thousand years ago, to the 20th century. Some of these features will be visible as upstanding remains on the ground; others will be buried and only become apparent during ground disturbance. Some will have an archaeological interest and importance; others will be more historical in their origin. Individually all these features are known as heritage assets – as defined for instance, in the Highways Agency’s Design Manual for Roads and Bridges (DMRB).
- 2.2. Heritage assets include the following designated (statutorily protected) and registered (non-statutorily protected) sites: World Heritage Sites; Scheduled Monuments; Listed Buildings (LBs); Conservation Areas; and Registered Historic Parks and Gardens.
- 2.3. The assessment considers the likely visual effects of the potential development on all heritage assets and their settings, whether designated or undesignated, within 250m of the proposed development.

Guidance

- 2.4. In England, the Town and Country Planning Act (1990) requires a planning authority to consider whether a proposal is likely to have a significant effect on the environment, including the architectural and archaeological heritage. Further guidance is provided by the National Planning Policy Framework (2012) and the associated Planning Practice Guidance relating to conserving and enhancing the historic environment (updated March 2014). The National Planning Policy Framework (2012, para 128) states that:

‘In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes or has the potential to include heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.’

- 2.5. At a local level guidance is provided by Shropshire Council’s Local Development Framework Adopted Core Strategy (March 2011), and in particular policy CS17 Environmental Networks, which states that ‘development will identify, protect, enhance, expand and connect Shropshire’s environmental assets, to create a multifunctional network of natural and historic resources. This will be achieved by ensuring that all development . . . protects and enhances the diversity, high quality and local character of Shropshire’s natural, built and historic environment, and does

-
- not adversely affect the visual, ecological, geological, heritage or recreational values and functions of these assets, their immediate surroundings or their connecting corridors’.
- 2.6. Further details of the legislative and planning considerations are provided in Appendix 1.
 - 2.7. The revised Design Manual for Roads and Bridges (DMRB), Volume 11 Section 3 Part 2, HA 208/07 (August 2007) provides a framework for assessments of the historic environment, whether these be for environmental statements or for smaller developments that do not require environmental impact assessments. The approach to the historic environment which it promotes, though designed primarily for road developments, is more generally relevant as a methodology for other types of development and has been adopted here (see Appendix 2).
 - 2.8. Guidance is provided by Historic England (2015b). This refers to the NPPF, which defines the setting of a heritage asset as ‘the surroundings in which [the 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’. From the definition provided above, it can be understood that setting embraces all of the surroundings (land, sea, structures, features and skyline) from which the heritage asset can be experienced or that can be experienced from or with the asset. Setting does not have a fixed boundary and cannot be definitively and permanently described as a spatially bounded area or as lying within a set distance of a heritage asset. Views on what comprises a heritage asset’s setting may change as the asset and its surroundings evolve, or as the asset becomes better understood . . . The setting of an historic asset will include, but generally be more extensive than, its curtilage (if it has one)’.
 - 2.9. Under the requirements of the NPPF, and of other relevant guidance such as English Heritage’s *Conservation Principles*, it is necessary to assess the significance of both designated and non-designated heritage assets, and the potential impact the proposals may have on them and their setting.
 - 2.10. The significance of an asset is defined in the glossary of the Planning Practice Guidance (March 2014) to the NPPF 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’.
 - 2.11. Of particular relevance to the current proposals is the concept of curtilage listing of buildings and structures. Historic England (2015a) define curtilage listing as those buildings or structures which ‘are deemed designated as listed buildings by being fixed to the principal building or by being ancillary within its curtilage and pre-dating 1 July 1948. Whether alteration, extension or demolition of such buildings amounts to harm or substantial harm to the designated heritage asset (ie the listed building together with its curtilage and attached buildings) needs careful consideration. Some curtilage structures are of high significance, which should be taken fully into account in decisions, but some are of little or none. Thus, like other

forms of heritage asset, curtilage structures should be considered in proportion to their significance.'

3 Historical Background

- 3.1. The battle of *Maserfelth* (PRN 04286) was fought in 642 between Oswald, King of Northumbria, and Penda, ruler of Mercia. The battle ended in the martyrdom of Oswald, and the site of the battle has long been identified as Oswestry. Although *Maserfelth* was identified with Oswestry in the medieval period, Gelling has pointed out that the placename evidence is far from conclusive. There are at least two other claimed sites for the battle of *Maserfelth*, in Gloucestershire and in Lancashire, and the identification of Oswestry as the site may be due to a medieval confusion between *Maserfelth* and *Meresberie* and a mis-translation of *Oswaldestre* as 'Oswald's Cross' (Gelling and Foxhall 1990, 231).
- 3.2. The school, founded in 1407 was originally located close to St Oswald's Church but was relocated to its current position owing to an increased intake of pupils during the late 18th century. The new school building was constructed on a greenfield site immediately to the south-east of the development area, accessed from Upper Brook Street on what was formerly the outskirts of the town. A neo-Gothic chapel was constructed to the east of the school house during the mid-19th century and the school building was extended during the 1870s.

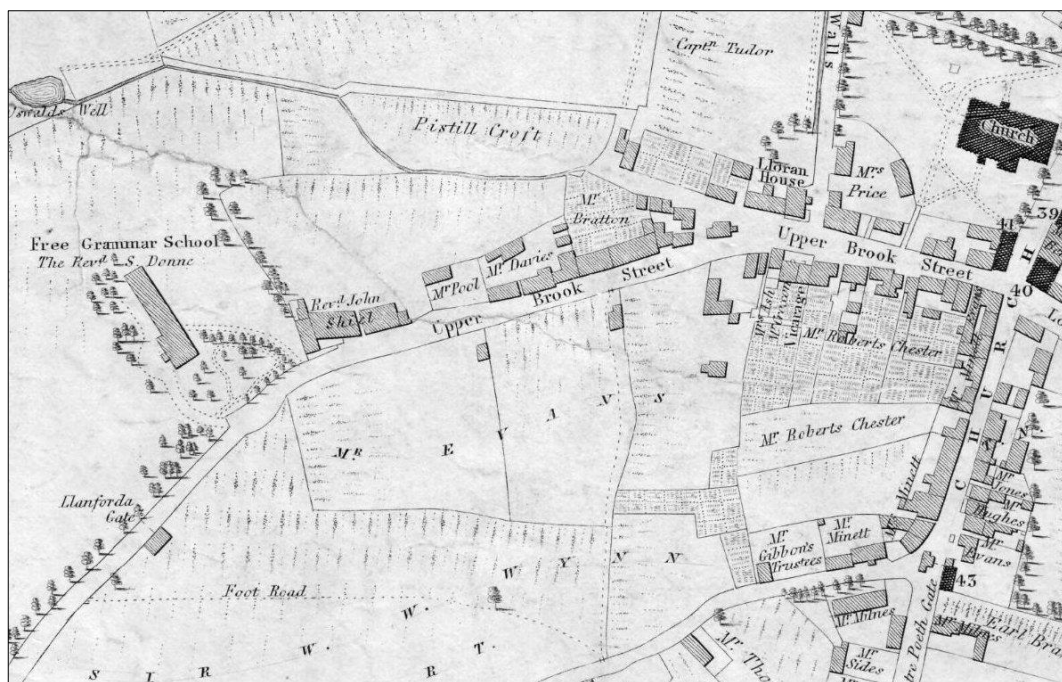


Fig. 4 Extract from John Wood's survey of Oswestry, dated 1833

- 3.3. The main roads from Oswestry were developed as turnpike roads in the late 18th century with tollhouses and gates at the edge of the town. One of the toll houses (PRN 15339), now the Bursar's Office for Oswestry School, is shown on a plan of 1833 as Llanforda Gate (Fig. 4).

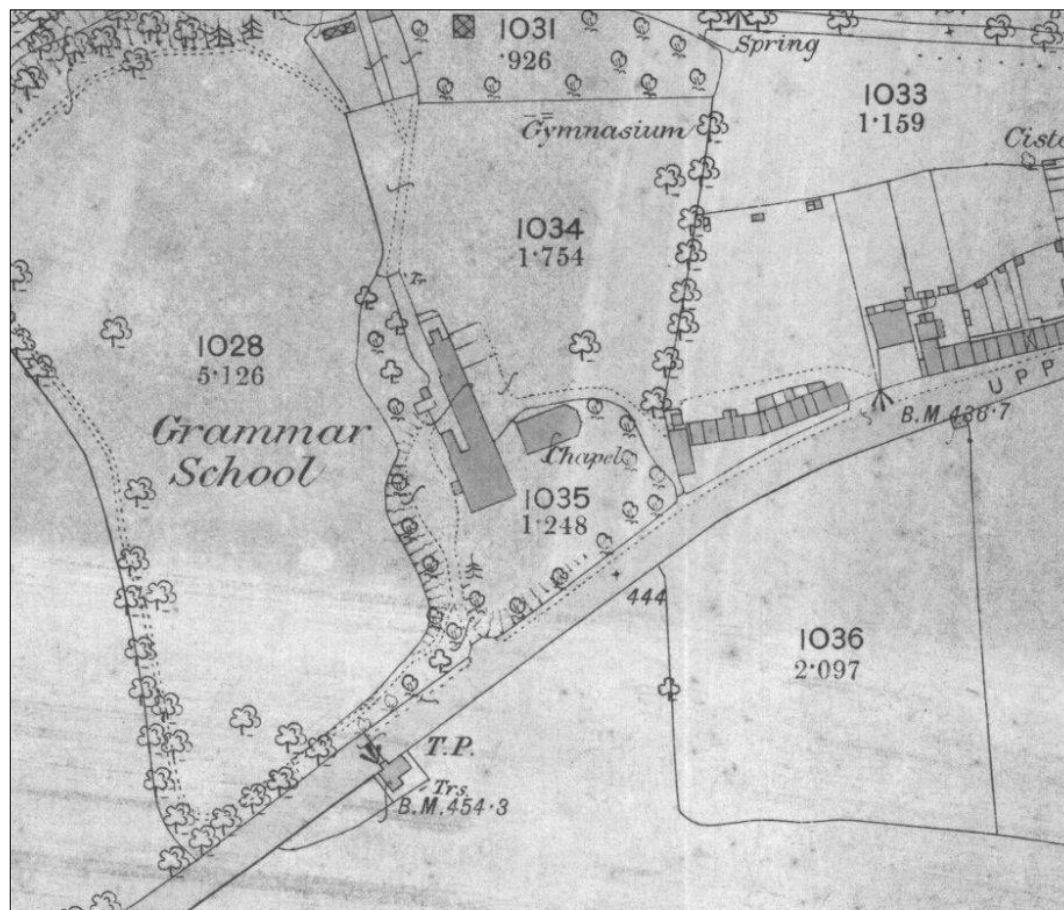


Fig. 5 Extract from the 1875 Ordnance Survey 25" mapping.

- 3.4. The 1833 map also shows that the original entrance to Oswestry School was slightly further east than the modern entrance, the road at this point also being wider. This indicates that the present boundary wall along the north-west side of Upper Brook Street post-dates 1833. Cartographic evidence also demonstrates that the present school entrance, together with the boundary wall, were in place by 1875. Furthermore, in the area of the proposed access improvement the boundary wall as it exists today is different from that which existed in 1875 (Figs 5-6). It is not known when the entrance was widened to its current form, although it may have occurred in conjunction with the construction of the relatively modern brick building on the west side of the entrance.
- 3.5. The 'Last Day Entrance' is so called after the words 'Last Day' were painted on an adjacent wall (Fig. 7), reputedly by a pupil on his last day at the school. It has become a school tradition for the words to be repainted each summer by one of the leaving pupils.

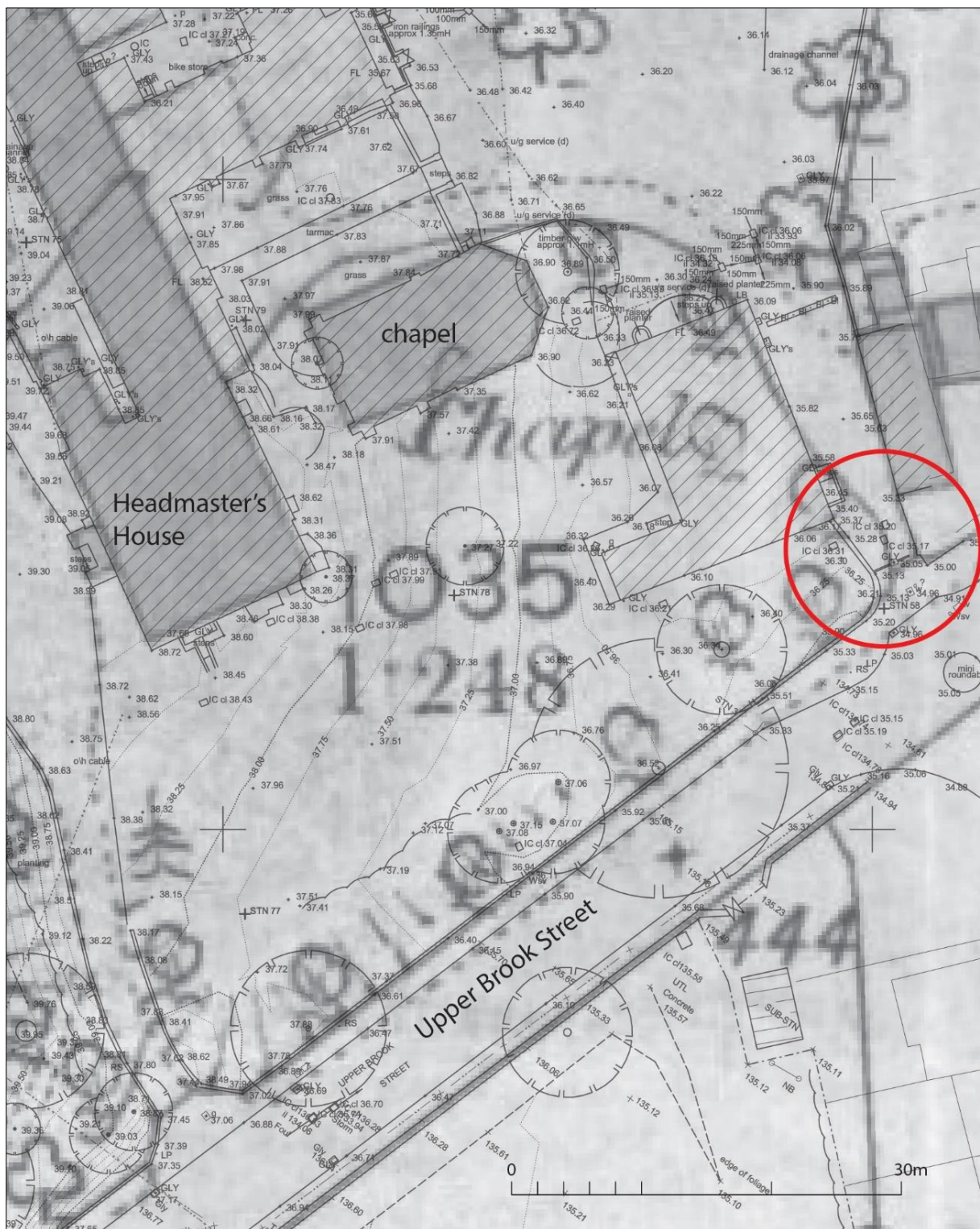


Fig. 6 The 1875 Ordnance Survey mapping overlain by a recent survey. The red circle identifies the area of the proposed access improvement, demonstrating how the wall on the western side has changed



Fig. 7 The 'Last Day Entrance'. Photo CPAT 4582-0001

4 Baseline Conditions

- 4.1. The proposals have the potential to affect four heritage assets:
 - LB 1307792 Headmaster's House
 - PRN 15339 Maes-y-lan Cottage
 - PRN 4286 Battle of Maserfelth
 - Oswestry Conservation Area
- 4.2. As noted above, the site of the battle of Maserfelth is not known and while it has been identified as Oswestry the placename evidence is far from conclusive. The uncertainty over its location precludes any assessment of its heritage values or potential impacts in the context of the current application.
- 4.3. According to English Heritage's *Conservation Principles* (2008) the potential impact of development or changes to a heritage asset should be assessed having first considered the significance of the asset, based on four component values, and the affect the proposals may have on each value.
- 4.4. The following provides a summary of the values for the Headmaster's House (Fig. 8) and Maes-y-lan Cottage (Fig. 9), being the two assets most closely associated with the proposed development.



Fig. 8 The Headmaster's House. Photo CPAT 4582-0009



Fig. 9 Maes-y-lan. Photo CPAT 4582-0008

Evidential value

- 4.5. Evidential value derives from the potential of a place to yield evidence about past human activity. The design and style of the Headmaster's House reflect its original education function, while the boundary wall along the north-west side of Upper Brook Street provides evidence for the development of the school grounds, as well

as differences in the fabric of the wall which reflect more recent changes and rebuilding.

- 4.6. The Headmaster's House is constructed of red brick with a double-span slate roof with stone coping. The main two storey range was the earlier part of the building constructed with late 19th-century additions, which are also considered to be listed by association, as well as 20th-century additions, which are not designated.
- 4.7. Maes-y-lan is largely of yellow brick on the street frontage, but with red brick to the rear. Although in the same location as the toll house shown on early cartography, the style and fabric of the present building suggest that it may be later replacement or modification.

Historical value

- 4.8. Historical value derives from the ways in which past people, events and aspects of life can be connected through a place to the present. The school is one of the oldest in England, and has occupied its present site since 1776. During this period it has been a major landmark within the town. Maes-y-lan is associated with the construction in the late 18th century of a number of turnpike roads, of which Upper Brook Street was one. It therefore has historic value as a former toll house.

Aesthetic value

- 4.9. Aesthetic value derives from the ways in which people draw sensory and intellectual stimulation from a place. The Headmaster's House is in a style typical of the late 18th century and remains an important local landmark, while Maes-y-lan occupies a prominent street-frontage location such that it too is an important local landmark.

Communal value

- 4.10. Communal value derives from the meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory. Communal values are closely bound up with historical (particularly associative) and aesthetic values, but tend to have additional and specific aspects. The school doubtless has a special place in the memory of former pupils, as well as the residents of Upper Brook Street.

Setting

- 4.11. The Headmaster's House is set within the main school grounds, with vehicular access off Upper Brook Street. Despite the gradual expansion of the school since its late 18th-century origins the area to the west and south of the Headmaster's House has remained an undeveloped green space, with the grounds containing several mature, ornamental trees. The school complex has continued to develop around this green space from the second half of the 20th century, principally through the construction of new, purpose-built structures. The principal views of the Headmaster's House are from its southerly approach, as well as the lawned area to the south and south-east.
- 4.12. The boundary wall defines the main school grounds, north-west of Upper Brook Street, and is considered to be curtilage listed. It forms the foreground to views of the Headmaster's House from Upper Brook Street and thereby enhances its setting, particularly with the inturned, formal main entrance.

- 4.13. The modern setting for Maes-y-lan takes in the adjacent section of Upper Brook Street, including the flanking stone boundary walls, which enhance the appreciation of the building, providing a link with its original function as a toll house, although the boundary walls are of later date. The setting also includes the existing car park and adjacent school sports field, neither of which add anything to the appreciation of the building. The building is best appreciated from the opposite side of the road.

Statement of Significance

Summary description

- 4.14. The significance of the Headmaster's House lies in its association with one of the oldest non-denominational schools in England. The brick-built building has a double-span slate roof with stone coping. It has two storeys and a gable-lit attic, as well as a basement. Notable external details include the Roman Doric porch, and the moulded stone eaves cornice. It is listed grade II for its architectural and historic interest.
- 4.15. The significance of Maes-y-lan lies in its association with Upper Brook Street, the present form of which has its origins as late 18th-century turnpike road. The building is not designated, but adds character to the area and is considered to be of medium value.

5 Assessment of Impacts

- 5.1. The proposal comprises three elements, the potential impacts of which are each assessed separately below. Potential impacts have been assessed in accordance with the methodology described in Appendix 1.

Additional Car Park

- 5.2. The proposal is for an extension to the existing car park adjacent to Maes-y-lan (Fig. 10). At present this occupies around 1100m², while the proposed extension would occupy a triangular area of around 1300m² which is currently part of the sports field. The surface will be formed using a 'Fastlay' system without the need for extensive groundworks. Additional lighting will be provided using a bollard style, similar to that already employed around the sports field and cricket pavilion (Fig. 11), which is not considered to be too visually intrusive. Upper Brook Street is provided with streetlights at regular intervals and the proposed car park lighting will be of a much lower intensity to illuminate the area sufficiently for safety, without affecting the overall level of lighting which currently exists.



Fig. 10 The site of the proposed additional parking. Photo CPAT 4582-0012



Fig. 11 The proposed lighting for the additional parking will be the same as that currently outside the cricket pavilion. Photo CPAT 4582-0014

LB 1307792 Headmaster's House

- 5.3. The area plays no significant part in the setting or views to and from the listed building. The potential visual impact of the proposed additional carpark on the building is considered to be **no change**, and its significance **neutral**.

PRN 15339 Maes-y-lan Cottage

- 5.4. The setting for the former toll house, now Oswestry School's Bursar's Office, includes the existing car park (Fig. 12). The proposed additional parking lies further from the building, with the existing car park intervening, such that the setting will only be subject to a minor change, the magnitude of which is considered to be **negligible** and its significance **neutral/slight**.



Fig. 12 Maes-y-lan, showing its relationship with the existing car park and the site of the proposed additional parking to the right, between the goal posts and the modern housing. Photo CPAT 4582-0015

HER 4286 Battle of Maserfelth

- 5.5. As noted above the location of the battle is not known and it is therefore not possible to assess potential impacts. It should be noted, however, that the construction methods for the proposed additional car park are such that ground disturbance will not be extensive.

Oswestry Conservation Area

- 5.6. At its closest point the proposed additional car park lies around 40m to the south-east of the westernmost extent of the conservation area. Its location is such that it will not affect views towards the conservation area and in views from it in that direction the existing car park would intervene. The impact is therefore considered to be **no change** and its significance **neutral**.

New Car Park Entrance

- 5.7. The proposal is for a new entrance to the existing car park off Upper Brook Street, to allow for a one-way circulation of vehicles in order to enhance safety. This will require the removal of a c. 10m-long section of the stone boundary wall to form a splayed entrance (Fig. 13).



Fig. 13 View west along Upper Brook Street, with Maes-y-lan in the distance. The proposed new entrance for the car park would be positioned on the left, between the existing entrance to the substation and the mature poplar tree. Photo CPAT 4582-0011

LB 1307792 Headmaster's House

- 5.8. The area plays no significant part in the setting or views to and from the listed building. The potential visual impact of the proposed additional carpark on the building is considered to be **no change**, and its significance **neutral**.

PRN 15339 Maes-y-lan Cottage

- 5.9. The setting for the former toll house includes the existing car park and its boundary wall (Fig. 13). The proposed new entrance lies 65m from the building and would not affect the principal view towards or appreciation of the building. There would, however, be a change to its setting, although this is considered to be **minor** and its significance **slight**.

HER 4286 Battle of Maserfelth

There is considered to be no potential impact on the possible site of the battle. The assessment concludes that the proposals will result in **no change**, and the significance is therefore **neutral**.

Oswestry Conservation Area

- 5.10. At its closest point the proposed new entrance lies around 30m to the south-east of the westernmost extent of the conservation area. Its location is such that it will not affect views towards the conservation area, although would be visible in views from it in that direction. The impact is, however, considered to be **negligible** and its significance **neutral/slight**.

Improvements to the ‘Last Day Entrance’

- 5.11. The proposal is for a widening of the splay to improve visibility and safety. This would be achieved through the removal of 7-8m of the existing wall along the western side of the entrance, with the ground behind being removed to form a slightly more gradual splay, set back around 1.5m (Fig. 14). The existing wall will be removed carefully and the stone used to construct a new retaining wall, matching the existing appearance and profile. It is worth noting that this section of wall appears to have been rebuilt previously, the entrance having been modified in the past, so that the direct impact is considered to be **minor** and its significance **slight**.



Fig. 14. The ‘Last Day Entrance’ with the Headmaster’s House to the left. The section of wall affected lies between the two arrows. Photo CPAT 4582-0002

LB 1307792 Headmaster’s House

- 5.12. The ‘Last Day Entrance’ lies around 45m to the east of the building, while the principal views of the Headmaster’s House are from its southerly approach, as well as the lawned area to the south and south-east. The wall forms a retaining structure, the school grounds being at a higher level than the roadside, such that the wall is not a prominent feature in views from the Headmaster’s House (Fig. 15). However, in views towards the building as one heads west along Upper Brook Street the entrance forms the foreground (Fig. 14). The proposed improvements will result in a change

in the appearance of the entrance and boundary wall, although it is considered that the reuse of stone and matching of the wall profile would mitigate the visual impacts, such that changes would be no more than **minor**, and their significance **moderate/slight**. Over time, however, as the masonry weathers, the minor realignment of the wall is likely to be less apparent.



Fig. 15. View from the Headmaster's House towards the 'Last Day Entrance'. Photo CPAT 4582-0010

PRN 15339 Maes-y-lan Cottage

- 5.13. The entrance plays no significant part in the setting or views to and from the building. The potential visual impact of the proposed additional carpark on the building is considered to be **no change**, and its significance **neutral**.

HER 4286 Battle of Maserfelth

There is considered to be no potential impact on the possible site of the battle. The assessment concludes that the proposals will result in **no change**, and the significance is therefore **neutral**.

Oswestry Conservation Area

- 5.14. The westernmost extent of the conservation area lies along the eastern side of the entrance. The proposed realignment of the wall would have no effect on views towards the conservation area, but would be more noticeable in views westward along Upper Brook Street (see Fig. 16). However, the wall itself is not of significant interest, unlike, perhaps, the 'Last Day' slogan, which has become part of Oswestry School's tradition and one which will be unaffected by the proposals. The impact is considered to be **negligible** and its significance **neutral/slight**.



Fig. 16. View towards Oswestry Conservation Area with the 'Last Day Entrance' on the left. Photo CPAT 4582-0010

6 Sources

Published and unpublished sources

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Unpublished report

1833 Wood. J., Plan of Oswestry from Actual Survey

1840 Tithe Map of Oswestry

1875 Ordnance Survey 25" 1st edition, Shropshire 19.02

7 Archive deposition Statement

- 7.1. The project archive has been prepared according to the CPAT Archive Policy and in line with the ClfA *Standard and guidance for the creation, compilation, transfer and deposition of archaeological archives guidance* (2014). The archive is entirely digital and will be deposited with the regional Historic Environment Record.

Archive summary

15 digital photographs, CPAT film no 4582

Appendix 1: Methodology for assessing the potential impacts of development on heritage assets

General

The primary aim of any assessment is to identify the heritage assets within a Development Area in as far as constraints such as varying land-use allow, and to provide a report on them which should enable the reader to understand their historical context, offer guidance on their level of importance, whether national, regional or local, identify the significance of impact that the development might have upon them, and recommend mitigation to limit the impact of the development on them.

Impacts and Effects

The development may affect a heritage asset in one of several ways:

i) **Direct Impact:** A direct impact upon a heritage asset involves the physical alteration or destruction of the latter as a result of the construction, operation or decommissioning of a development. Direct impacts could include the site clearance, reduction of levels, foundations, services, access roads etc.

ii) **Indirect Impact:** Sometimes known as a secondary impact. An indirect impact arises where the connection between the development and the asset is remote or unpredictable and can affect an asset lying outside the development area. An indirect impact can be physical or visual, and in certain circumstances noise, smell and the like might also be considered under this heading. It should be noted too that in Wales, visual intrusion is normally considered to be indirect, but in England it appears to be classed as a direct impact.

More detailed descriptions are offered in Guide to Good Practice on Using the Register of landscapes of Historic Interest in Wales in the Planning and Development Process (Cadw 2007).

iii) **Cumulative Impact:** A cumulative impact may arise from the multiple effects of the same development on a single asset, or the multiple effects of the development and of other developments on an asset.

It should be noted that the terms impact and effect are frequently used interchangeably, although there are fine gradations in the meanings of the two words. On occasions these are both used in reports though without explanation.

The Assessment Methodology

It is a general tenet in conservation strategies that heritage assets represent a non-renewable resource, and should be avoided wherever this is feasible in order to avoid damage or destruction. All sites can be classified according to a system based on that provided for the assessment of heritage assets in the *Design Manual for Roads and Bridges* (HA 208/07; Volume 11, Section 3, Part 2), revised in August 2007.

The classification of any undesignated asset is based on the collective professional judgement and expertise of the field staff of CPAT using information both from existing records and the field visits to selected assets.

The relative value (importance) of a heritage asset, as given in greater detail in DMRB (2007) is laid out in Table 1.

Table 1 Factors for Assessing the Value of Heritage Assets

Factors for Assessing the Value of Heritage Assets	
Very High	World Heritage Sites (including those nominated). Assets of acknowledged international importance. Assets that can contribute significantly to acknowledged international research objectives.
High	Scheduled Monuments (including those proposed). Undesignated monuments of which could potentially be worthy of scheduling. Listed Buildings. Assets that can contribute significantly to acknowledged national research objectives.
Medium	Conservation Areas. Designated or undesignated assets that contribute to regional research objectives.
Low	Designated and undesignated assets of local importance. Assets compromised by poor preservation and/or poor survival of contextual associations. Assets of limited value, but with the potential to contribute to local research objectives.
Negligible	Assets with very little or no surviving heritage interest.
Unknown	The importance of the resource has not been ascertained.

Factors that need to be considered in assessing the magnitude of the impact are given in Table 2, based on the DMRB (2007), but in modified form, for each historic environment sub-topic (archaeological remains, historic buildings, historic landscapes etc) has its own set of factors, which are set out in great detail in the Design Manual.

Table 2 Factors in the Assessment of the Magnitude of Impacts

Factors in the Assessment of Magnitude of Direct Impacts	
Major	Change to most or all key heritage elements, such that the resource is totally altered.
Moderate	Changes to many key heritage elements, such that the resource is clearly modified.

Minor	Changes to key heritage elements, such that the asset is slightly altered or different.
Negligible	Very minor changes to heritage elements.
No Change	No change.

The significance of the impact of a development on a particular heritage asset is then established from the matrix (Table 3) also taken from the DMRB (2007).

Table 3 Matrix for Assessing the Significance of Direct Impacts of the Proposed Development upon Heritage Assets

Magnitude of Impact	Value/Sensitivity of Heritage Asset				
	Very High	High	Medium	Low	Negligible
Major	Very Large	Large/ Very large	Moderate/ Large	Slight/ Moderate	Slight
Moderate	Large/Very Large	Moderate /Large	Moderate	Slight	Neutral/ Slight
Minor	Moderate/ Large	Moderate /Slight	Slight	Neutral/ Slight	Neutral/ Slight
Negligible	Slight	Slight	Neutral/ Slight	Neutral/ Slight	Neutral
No change	Neutral	Neutral	Neutral	Neutral	Neutral

The Setting of Heritage Assets

- 7.2. The setting of heritage assets is the subject of recent advice published by Historic England (2015), the purpose of which is to provide information on good practice to assist local authorities, planning and other consultants, owners, applicants and other interested parties in implementing historic environment policy in the National Planning Policy Framework (NPPF) and the related guidance given in the National Planning Practice Guide (PPG). It should be read in conjunction with Good Practice Advice (GPA) notes 1 (The Historic Environment in Local Plans) and 2 (Managing Significance in Decision Taking in the Historic Environment). This good practice advice acknowledges the primacy of the National Planning Policy Framework and Planning Policy Guidance, supporting the implementation of national policy, but does not constitute a statement of Government policy itself, nor does it seek to prescribe a single methodology or particular data sources. Alternative approaches may be equally acceptable, provided they are demonstrably compliant with legislation, national policies and objectives.

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- 7.3. The NPPF makes it clear that the setting of a heritage asset is 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.
- 7.4. The contribution of setting to the significance of a heritage asset is often expressed by reference to views, a purely visual impression of an asset or place which can be static or dynamic, including a variety of views of, across, or including that asset, and views of the surroundings from or through the asset, and may intersect with, and incorporate the settings of numerous heritage assets.
- 7.5. Views which contribute more to understanding the significance of a heritage asset include:
- those where relationships between the asset and other historic assets or places or natural features are particularly relevant.
 - those with historical associations, including viewing points and the topography of battlefields
 - those where the composition within the view was a fundamental aspect of the design or function of the heritage asset, and;
 - those between heritage assets and natural or topographic features, or phenomena such as solar and lunar events
- 7.6. Assets, whether contemporaneous or otherwise, which were intended to be seen from one another for aesthetic, functional, ceremonial or religious reasons include:
- military and defensive sites
 - telegraphs or beacons
 - prehistoric funerary and ceremonial sites
 - historic parks and gardens with deliberate links to other designed landscapes, and remote 'eye-catching' features or 'borrowed' landmarks beyond the park boundary
- 7.7. Particular views may be identified and protected by local planning policies and guidance. This does not mean that additional views or other elements or attributes of setting do not merit consideration. Such views include:
- views identified as part of the planmaking process, such as those identified in the London View Management Framework and Oxford City Council's View Cones:
 - views identified in character area
 - appraisals or in management plans, for example of World Heritage Sites

important designed views from, to and within historic parks and gardens that have been identified as part of the evidence base for development plans, such as those noted during English Heritage's 2001 upgrading of the national Register of Historic Parks and Gardens, and views that are identified when assessing sites as part of preparing development proposals.

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- 7.8. All heritage assets have significance, some of which have particular significance and are designated and the contribution made by their setting to their significance also varies. And, though many settings may be enhanced by development, not all settings have the same capacity to accommodate change without harm to the significance of the heritage asset. This capacity may vary between designated assets of the same grade or of the same type or according to the nature of the change. It can also depend on the location of the asset: an elevated or overlooked location; a riverbank, coastal or island location; or a location within an extensive tract of flat land may increase the sensitivity of the setting (ie the capacity of the setting to accommodate change without harm to the heritage asset's significance). This requires the implications of development affecting the setting of heritage assets to be considered on a case-by-case basis.
- 7.9. Protection of the setting of heritage assets need not prevent change; indeed change may be positive, for instance where the setting has been compromised by poor development. Many places are within the setting of a heritage asset and are subject to some degree of change over time. NPPF policies, together with the guidance on their implementation in the Planning Policy Guidance (PPG), provide the framework for the consideration of change affecting the setting of undesignated and designated heritage assets.
- 7.10. Historic England recommends the following broad approach to assessment, undertaken as a series of steps that apply proportionately to complex or more straightforward cases:
- Step 1: identify which heritage assets and their settings are affected
 - Step 2: assess whether, how and to what degree these settings make a contribution to the significance of the heritage asset(s)
 - Step 3: assess the effects of the proposed development, whether beneficial or harmful, on that significance
 - Step 4: explore the way to maximise enhancement and avoid or minimise harm
 - Step 5: make and document the decision and monitor outcomes

Appendix 2 Legislative and Planning Policy Considerations

National Policies

The only designated category of site of international importance is the **World Heritage Site**.

The principal legislation relating to **the archaeological heritage** is the Ancient Monuments and Archaeological Areas Act (1979) which provides statutory protection to monuments of national importance, otherwise known as Scheduled Ancient Monuments. Their settings are also protected. Setting is not defined within the Act, but is typically taken to refer to the immediate area around a protected site, for example the curtilage of a building. As a concept, it is covered in Planning Policy Wales (2002; 6th edition: 2014), and in more detail in a supporting Welsh Office Circular on Planning and the Historic Environment: Archaeology (60/96) SAMs are designated features of national importance.

Buildings of cultural heritage interest are protected under the Planning (Listed Building and Conservation Areas) Act (1990), as amended. The Act also requires local planning authorities to have special regard to the desirability of preserving the setting of a listed building, and it also requires planning proposals to meet the test of determining the extent to which a development affects views to and from a listed building. Further guidance comes in Welsh Office Circular on Planning and the Historic Environment: Historic Buildings and Conservation Areas (61/96).

Conservation Areas are protected under the Planning (Listed Buildings and Conservation Areas) Act 1990. This Act requires local planning authorities to have special regard to the desirability of preserving the setting of a conservation area, and it also requires planning proposals to meet the test of determining the extent to which a development affects views to and from such an area. The setting of a conservation area is covered in the same set of publications as those for scheduled ancient monuments, above.

Local Policies

Shropshire Council Site Allocations and Management of Development (SAMDev) Plan, adopted December 2015

In accordance with Policies CS6 and CS17 and through applying the guidance in the Historic Environment SPD, Shropshire's heritage assets will be protected, conserved, sympathetically enhanced and restored by:

1. Ensuring that wherever possible, proposals avoid harm or loss of significance to designated or non-designated heritage assets, including their settings.
2. Ensuring that proposals which are likely to affect the significance of a designated or non-designated heritage asset, including its setting, are accompanied by a Heritage Assessment, including a qualitative visual assessment where appropriate.

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3. Ensuring that proposals which are likely to have an adverse effect on the significance of a non-designated heritage asset, including its setting, will only be permitted if it can be clearly demonstrated that the public benefits of the proposal outweigh the adverse effect. In making this assessment, the degree of harm or loss of significance to the asset including its setting, the importance of the asset and any potential beneficial use will be taken into account. Where such proposals are permitted, measures to mitigate and record the loss of significance to the asset including its setting and to advance understanding in a manner proportionate to the asset's importance and the level of impact, will be required.
 4. Encouraging development which delivers positive benefits to heritage assets, as identified within the Place Plans. Support will be given in particular, to proposals which appropriately conserve, manage or enhance the significance of a heritage asset including its setting, especially where these improve the condition of those assets which are recognised as being at risk or in poor condition.
- 3.131 Whilst this policy is closely related to sustainable design (CS6 and MD2) and the conservation of Shropshire's natural environment (CS17 and MD12) it sets out specific guidance on the protection of Shropshire's historic environment, including the requirements that need to be met for those development proposals which are likely to have an impact on the significance, including the setting, of a heritage asset.
- 3.132 Heritage assets are buildings, monuments, sites, places, areas or landscapes that merit consideration as part of the planning process. The term includes all designated and non-designated assets. Designated assets comprise Listed Buildings, Conservation Areas, World Heritage Sites, Registered Parks and Gardens, Registered Battlefields and Scheduled Ancient Monuments.
- 3.133 Non-designated heritage assets include structures, features or deposits with archaeological interest, historic buildings, historic farmsteads, the historic character of the landscape as expressed in the patterns of fields, woods and heathlands and the locally distinctive character of settlements. The latter includes locally derived building materials and the distinctive forms, details and design of buildings. Policy MD2 requires new development to respect, enhance or restore the historic context of buildings. The Shropshire Historic Environment Record sets out Shropshire's non-designated heritage assets.
- 3.134 Through their contribution to the character of the county, heritage assets play an important role in promoting economic regeneration and growth.
- 3.135 This policy is based on the following hierarchical approach:
- i. wherever possible, avoid harm or loss to the significance of heritage assets, including their settings;
 - ii. where development proposals can be justified in terms of public benefits which outweigh the harm to the historic environment, provide mitigation measures for any loss of significance to the affected heritage asset, including the setting;
 - iii. where a development proposal results in the partial or total loss of significance to an asset, including the setting, record and advance the understanding of that significance.

- 3.136 In order that the degree of impact of a development proposal can be fully assessed it is essential that the significance of heritage assets including their setting, is fully understood. A Heritage Assessment is therefore required for any development proposals which is likely to affect the significance of a heritage asset, including its setting. Where necessary, the Heritage Assessment should include a qualitative visual assessment to show how the proposal affects the heritage significance of its surroundings. Heritage Assessments will be needed for any proposals within or affecting; the historic core of a settlement; a Conservation Area; a Listed Building; a Scheduled Ancient Monument; a World Heritage Site or a Registered Park and Garden; a Registered Battlefield and all non-designated heritage assets.
- 3.137 The Historic Environment SPD also sets out the level of detail that should be provided in a Heritage Assessment. This will be in proportion to the significance of the heritage asset and the scale of any impacts upon it. For assets with archaeological interest this may include a desk-based assessment and where necessary, a field evaluation carried out by an appropriate professional. Such assessments should be carried out well in advance and must be submitted with the planning application.
- 3.138 Heritage assets are a finite, non-renewable resource and great care must therefore be taken when determining applications which result in a loss of significance, either partial or total. Proposals adversely affecting either the significance or setting of heritage assets will therefore be rejected unless the harm to the significance of the asset is outweighed by the public benefits of the proposal. In making this decision the significance of the asset, its level of importance, the degree of impact and opportunities for a viable beneficial use of the asset will be taken into account. Proposals which would result in harm, or a loss of significance, to a designated heritage asset, including the setting, will be determined in line with national policy.
- 3.139 Where the public benefits of a proposal are deemed to outweigh the loss of significance, measures to mitigate the loss will be required. These may include but are not limited to, design or landscaping measures (in accordance with MD2) and/or the use of appropriate building materials or construction methods. The submission of additional information relating to these for prior approval may sometimes be necessary. In addition, the preparation of a comprehensive record of the asset by a suitable qualified person, in a manner proportionate to the significance of the asset and the impact of the proposal, may be required. A copy of the final report should be deposited in the Shropshire Historic Environment Record within an agreed time period, where it will be made publically accessible. When required a report should also be published in an appropriate manner. Any resulting archive should be deposited with the Shropshire Museum Service, again within an agreed timescale. Further guidance on mitigating measures and the recording of heritage assets is provided within the Historic Environment SPD.
- 3.140 Shropshire has a rich diversity of heritage assets, which make an important contribution to the county's character and local distinctiveness. Development proposals offer valuable opportunities to enhance the historic environment, including by achieving the aspirations set out within the Place Plans. This may involve improving the condition of heritage assets and their settings, and/or enhancing or better revealing their significance, particularly for those assets

recognised as being at risk. Proposals should also seek to increase the connectivity between assets to provide benefits to both the natural and historic environment in accordance with Policy CS17.

Shropshire Local Development Framework: Adopted Core Strategy

CS6: Sustainable Design and Development Principles

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

Protects, restores, conserves and enhances the natural, built and historic environment and is appropriate in scale, density, pattern and design taking into account the local context and character, and those features which contribute to local character, having regard to national and local design guidance, landscape character assessments and ecological strategies where appropriate

- 4.81 The quality and local distinctiveness of Shropshire's townscapes and landscapes are important assets. They have a direct impact on quality of life and are an important influence on the local economy in terms of attracting investment and boosting Shropshire's image as a tourist destination. The Council will ensure new development complements and relates to its surroundings, not only in terms of how it looks, but the way it functions, to maintain and enhance the quality of Shropshire's environment as an attractive, safe, accessible and sustainable place in which to live and work. Regard should be paid to urban characterisation and historic environment assessments.
- 4.82 There are a substantial number of heritage assets in Shropshire, which are of significance because of their historic, archaeological, architectural or artistic interest. Such assets require careful consideration and management in accordance with national guidance where change is proposed.

CS17: Environmental Networks

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

- Protects and enhances the diversity, high quality and local character of Shropshire's natural, built and historic environment, and does not adversely affect the visual, ecological, geological, heritage or recreational values and functions of these assets, their immediate surroundings or their connecting corridors;
- Contributes to local distinctiveness, having regard to the quality of Shropshire's environment, including landscape, biodiversity and heritage assets, such as the Shropshire Hills AONB, the Meres and Mosses and the World Heritage Sites at Pontcysyllte Aqueduct and Canal and Ironbridge Gorge;
- Does not have a significant adverse impact on Shropshire's environmental assets and does not create barriers or sever links between dependant sites;
- Secures financial contributions, in accordance with Policies CS8 and CS9, towards the creation of new, and improvement to existing, environmental sites and corridors, the removal of barriers between sites, and provision for long term

management and maintenance. Sites and corridors are identified in the LDF evidence base and will be regularly monitored and updated.

- 7.4 Environmental networks consist of environmental assets and their connections which can provide multifunctional benefits. This includes providing opportunities for informal recreation for local communities and tourists; improving health and community well-being, sense of place and identity, social cohesion, increasing biodiversity value and maintaining air quality. Such networks can also help us to mitigate against and adapt to the effects of climate change, providing natural methods to manage flood risk and routes for the dispersal and migration of species.
- 7.5 Shropshire has a wealth of environmental assets which make it locally distinct. The local geology is diverse, with a wide range of mineral resources and rocks representing most of the major divisions of geological time. The area includes large, more natural areas such as the Shropshire Hills AONB, and the Meres and Mosses in North Shropshire, as well as areas of open space throughout the range of urban settlements from larger towns such as Shrewsbury and Oswestry to local centres and rural villages. Shropshire also contains many important heritage assets including parts of the Pontcysyllte Aqueduct and Canal World Heritage and the Ironbridge Gorge World Heritage Sites. The Council will seek protection of not only the World Heritage sites but also their setting, including any buffer zones.