

Historic Environment

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Key legislation and policy

Legislation	<ul style="list-style-type: none">• The Protection of Wrecks Act 1973• The Ancient Monuments and Archaeological Areas Act 1979• The Planning (Listed Buildings and Conservation Areas) Act 1990• The Planning (Wales) Act 2015• Well-being of Future Generations (Wales) Act 2015• Historic Environment (Wales) Act 2016
National policy and guidance	<ul style="list-style-type: none">• Future Wales The National Plan 2040, Policy 18• Planning Policy Wales, Edition 11, Chapter 6• Technical Advice Note 24: The Historic Environment• Managing Conservation Areas in Wales (Cadw 2017)• Managing Change to Listed Buildings in Wales (2017)• Setting of Historic Assets in Wales (2017)• Conservation Principles for the Sustainable Management of the Historic Environment in Wales ('Conservation Principles') (2011)
Judgments	<ul style="list-style-type: none">• <i>Barnwell Manor Wind Energy Ltd v East Northants DC, English Heritage, National Trust and SSCLG</i> [2014] EWCA Civ 137• <i>Steer v Secretary of State for Communities and Local Government, Catesby Estates Limited, Amber Valley Borough Council</i> [2018] EWCA Civ 1697• <i>Shimizu (UK) Ltd v Westminster City Council</i> [1997] UKHL 3; [1997] 1 WLR 168; [1997] 1 All ER 481 (6 February 1997)• <i>Dill v SoS HCLG & Stratford-upon-Avon DC</i> [2020] UKSC 20
Other guidance	<ul style="list-style-type: none">• Refer to guidance in para 9 below

Contents

Introduction.....	3
Definition of a heritage asset.....	3
Overview of legislation, policy and guidance.....	4
Statutory duties.....	5
Barnwell Manor Judgment and relevance to the statutory duties.....	7
National policy, guidance, and advice.....	7
Future Wales The National Plan 2040.....	7
PPW 11.....	8
TAN 24.....	8
Definition of significance.....	9
What to consider.....	9
Definition of setting.....	10
What to consider.....	11
General heritage casework principles.....	11
Initial assessment.....	11
The 3-step approach to all heritage work.....	12
Defining the main issue.....	13
Listed Building Specific Casework.....	13
Significance.....	13
Matters to consider regarding significance/setting.....	13
Balancing/conclusion.....	14
Other points to consider.....	15
Curtilage structures/fixtures.....	16
Enabling development.....	17
Conservation Area specific casework.....	18
Significance.....	18
Balancing/conclusion.....	18
Other points to consider.....	19
Cases where conservation area consent not a main issue.....	19
Demolition in a conservation area.....	20
Development outside conservation areas.....	20
Other heritage assets.....	20
Archaeological Remains.....	21
World Heritage Sites.....	21
Registered parks and gardens, battlefields, and protected wreck sites.....	22
None designated historic assets.....	22
Glossary of useful heritage terms.....	23

Introduction

1. This chapter sets out the legal, policy, and practical considerations when writing decisions relating to heritage assets. The historic environment is made up of individual historic features which are collectively known as historic assets. Examples of what can constitute an historic asset include:
 - Listed buildings; Conservation areas;
 - Historic assets of special local interest;
 - Historic parks and gardens;
 - Historic Landscapes;
 - World Heritage Sites; and,
 - Archaeological remains (including scheduled monuments).
2. The ways in which historic assets are identified can vary. The most important historic assets often have statutory protection or are included in formal registers which identify them as being of special historic interest. Other assets yet to be formally identified could include buried archaeological remains.
3. The emphasis in this chapter of the ITM will be on considerations related to listed buildings and conservation areas with those same broad principles applied to other heritage assets.
4. Inspectors make their decisions on the basis of the evidence before them. Consequently, they may, where justified by the evidence, depart from the advice given in this chapter.

What is a heritage asset?

5. The term is defined in the glossary to Technical Advice Note 24: The Historic Environment (TAN 24):

“An identifiable component of the historic environment. It may consist or be a combination of an archaeological site, a historic building or area, historic park and garden or a parcel of historic landscape. Nationally important historic assets will normally be designated”.
6. TAN 24 also defines the term **‘historic environment’** as *“all aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and deliberately planted or managed”.*
7. In terms of heritage assets, you may be referred to the Historic Environment Record (HER). This is defined in TAN 24 as:

“A historic environment record is the store for systematically organised information about the historic environment in a given area and can be accessed by anyone. It is maintained and updated for public benefit”.
8. Planning Policy Wales Edition 11 (PPW11) states that the statutory historic environment records for each local authority area are managed and kept up-to-

date by the Welsh Archaeological Trusts on behalf of the Welsh Ministers and that they must be used as a key source of information in making planning decisions affecting the historic environment.

Overview of legislation, policy and guidance

- Figure 1 illustrates an overview of the hierarchy of legislation, planning guidance and best-practice guidance relating to the historic environment in Wales. It shows the relationship between the fundamental primary legislation for the protection and management of the historic environment in Wales and the policy, advice and guidance that complements it.

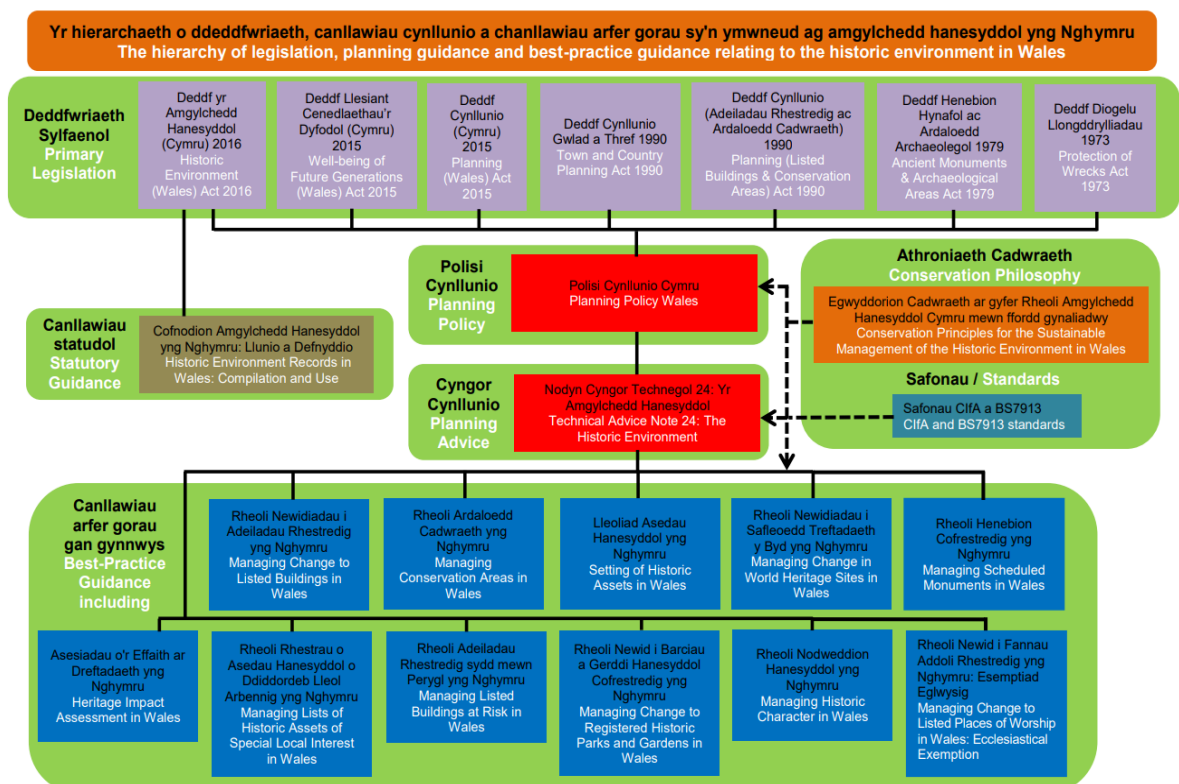


Fig. 1

- To all intent and purposes for the vast bulk of heritage casework i.e., development affecting listed buildings or the setting of conservation areas, the following legislation, policy and guidance are more likely to be cited/encountered:

- The Ancient Monuments and Archaeological Areas Act 1979
- The Planning (Listed Buildings and Conservation Areas) Act 1990
- Historic Environment (Wales) Act 2016
- Future Wales The National Plan 2040
- PPW 11
- TAN 24
- Various Cadw publications such as: *Managing Conservation Areas in Wales (2017)*; *Managing Change to Listed Buildings in Wales (2017)*; *Setting of Historic Assets in Wales (2017)*; and, *Conservation Principles for the*

Sustainable Management of the Historic Environment in Wales (2011)
(*'Conservation Principles'*).

11. *The Ancient Monuments and Archaeological Areas Act 1979, Planning (Listed Buildings and Conservation Areas) Act 1990 and Historic Environment (Wales) Act 2016* provide the legislative framework for the protection and sustainable management of the historic environment in Wales. PPW provides the national planning policy framework for the consideration of the historic environment, and this is supplemented by guidance contained in Technical Advice Note 24: The Historic Environment, and Cadw associated best practice guidance on the historic environment.
12. *The Planning (Listed Buildings and Conservation Areas) Act 1990* sets out the statutory tests. **Note** - this is the starting point for assessment of all appeals/applications relating to listed buildings and conservation areas (statutory duties discussed in detail below).
13. *The Historic Environment (Wales) Act 2016* made a number of important amendments to existing legislation to address the needs of the Welsh historic environment e.g., the powers to carry out urgent works to preserve listed buildings were extended by the 2016 Act. It also introduced several stand-alone provisions for Wales e.g., the 2016 Act requires the Welsh Ministers to compile and keep up to date a historic environment record for each local authority. The 2016 Act also placed a duty on certain public bodies, including local and National Park authorities, to pay regard to statutory guidance on the compilation and use of historic environment records.
14. *Future Wales The National Plan 2040* (Future Wales) whilst not listed in Figure 1 is littered with phrases related to safeguarding heritage assets and in particular Policy 18 refers to there being no unacceptable adverse impacts on statutorily protected built heritage assets – detailed below.
15. PPW 11 – Provides the national planning policy framework for the consideration of the historic environment (Chapter 6) – detailed below.
16. TAN 24 provides heritage guidance that supplements PPW 11 – detailed below. Further guidance can be found in the various Cadw publications as referred to above.

Statutory duties

17. As referred to above this is the starting point for assessment of all appeals/applications relating to listed buildings and conservation areas. The Planning (Listed Buildings and Conservation Areas) Act 1990 (PLBCAA) contains the following statutory duties in relation to designated heritage assets (emphasis added):

Section 66(1) – “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.**"

Section 72(1) – "In the exercise, with respect to **any buildings or other land in a conservation area**, of any [functions under or by virtue of] any of the provisions mentioned in subsection (2), **special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.**"

18. The above raises two primary questions:
 - Would the development affect the listed building or its setting (and, if so, in what way and to what extent)? and,
 - How significant is the identified effect, in the context of the statutory duty to have special regard to the desirability of preserving the building or its setting?
19. In the statutory duty for both Listed Buildings (LB's) and Conservation Areas (CA's) note it is not a prohibition on development or works. It is about special attention being paid & regard being given to the desirability etc. Also, note in the PLBCAA there is no mention of setting of the CA. Although no statutory protection for the setting of a conservation area is present within the PLBCAA, paragraph 6.1.14 of the PPW 11 refers to preservation or enhancement of the CA/setting, and the strong presumption against the granting of planning permission which damages the character and appearance of the CA or its setting.
20. You are still bound by these statutory duties even if the effect of the proposed development on a heritage asset has not been mentioned or you think there would be no harm. You have a duty and to omit reference could lead to a legal challenge. For example, you may have a standard reason for refusal such as highways but no mention of the impact on the CA which the proposal lies within. The matter must be addressed in some form within the decision. If in doubt, go back to the parties to seek their views, especially if you are going to make it a new main issue.
21. Generally, where conservation area effects would not be determinative it should be possible to discharge the s72(1) duty without having to go back to the parties. Nevertheless, Inspectors should consider whether their conclusions on a conservation area would come as a surprise to the parties, and if so whether further comments on the matter should be sought. When relevant, a clear conclusion should be reached at the end of your decision in terms of whether or not the proposal/works would be contrary to the PLBCAA after having first set out which duties apply in a preliminary paragraph at the beginning of your decision.

Barnwell Manor Judgment and relevance to the statutory duties

22. The Barnwell Manor Wind Energy Ltd Court of Appeal judgment in 2014 contains important findings which have direct implications for casework where a listed building or its setting is affected or where it involves a building or other land in a conservation area. It held that despite the slight difference in wording, the nature of the duty is the same under s66 and s72 of the PLBCAA and that a decision-maker, having found harm to a heritage asset, **must** give that harm “considerable importance and weight”.
23. Your decision or report should expressly acknowledge the need, if harm has been found, to give considerable weight to the presumption that preservation is desirable and demonstrate that this has been done. Otherwise, it would not reflect the duty under s66 or s72. How that balance will be performed will depend on the factors in the case, but it will always be important to recognise the special status which s66 and s72 confers upon the relevant relationship with heritage assets and conservation areas.

National policy, guidance and advice

Future Wales The National Plan 2040

24. Future Wales The National Plan 2040 (FW) is littered with phrases related to safeguarding heritage assets e.g., in regard to assets such as the Pontcysyllte Aqueduct and Canal World Heritage Site where it mentions such assets should be protected for the enjoyment of future generations and help to provide economic benefits for the region’s communities and that distinctive heritage should be preserved and enhanced by high quality development.
25. Policy 18 (Renewable and Low Carbon Energy Developments of National Significance) is the only policy that refers directly to heritage assets. The policy permits developments of national significance subject to criteria that includes at point 6, “there being no unacceptable adverse impacts on statutorily protected built heritage assets”.
26. In terms of assessment of development there is ‘tension’ between the wording of the policy with its reference to the phrase ‘no unacceptable adverse impacts’ and the wording of statutory duty as set in s. 66 (1) with its reference to special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.
27. Ultimately s. 66 (1) takes precedence and is the primary material consideration in any assessment as it gives rise to a strong statutory presumption against granting planning permission for development which would cause harm to listed buildings. In terms of harm, any balancing exercise cannot ignore the overarching statutory duty imposed by section 66(1). As discussed in the Barnwell judgment, the Court found that the Inspector did not give considerable importance and weight to the section 66(1) duty when carrying out his balancing exercise.

PPW 11

28. PPW 11 at chapter 6 sets out policy on the historic environment and is the primary national policy source regarding heritage assets. PPW establishes that the historic environment is *“Central to Wales’s culture and its character, whilst contributing to our sense of place and identity. It enhances our quality of life, adds to regional and local distinctiveness and is an important economic and social asset.”* [para 6.1.1]
29. It notes that *“The planning system **must** take into account the Welsh Government’s objectives to protect, conserve, promote and enhance the historic environment as a resource for the general well-being of present and future generations. The historic environment is a finite, non-renewable and shared resource and a vital and integral part of the historical and cultural identity of Wales. It contributes to economic vitality and culture, civic pride, local distinctiveness and the quality of Welsh life. The historic environment can only be maintained as a resource for future generations if the individual historic assets are protected and conserved.”* [para 6.1.5].
30. It states, *“It is important that the planning system looks to protect, conserve and enhance the **significance** of historic assets. This will include consideration of the setting of an historic asset which might extend beyond its curtilage.”* [para 6.1.7]. Furthermore, *“Any decisions made through the planning system **must** fully consider the impact on the historic environment and on the significance and heritage values of individual historic assets and their contribution to the character of place.”* [6.1.9]
31. PPW makes it clear that *“There should be a general presumption in **favour** of the preservation or enhancement of a listed building and its setting, which might extend beyond its curtilage. For any development proposal affecting a listed building or its setting, the **primary material consideration is the statutory requirement to have special regard to the desirability of preserving the building, its setting or any features of special architectural or historic interest which it possesses.**”* (para 6.1.10) and that, *“There should be a general presumption in **favour of the preservation or enhancement of the character or appearance of conservation areas or their settings.**”* (6.1.14)

TAN 24

32. TAN 24 provides heritage guidance that supplements PPW 11. Its purpose is to provide guidance on how the planning system considers the historic environment during decision making on planning and Listed Building Consent (LBC) applications. It also provides specific guidance on how the following aspects of the historic environment should be considered:
 - World Heritage Sites;
 - Scheduled monuments;
 - Archaeological remains;
 - Listed buildings;
 - Conservation areas;
 - Historic parks and gardens;
 - Historic landscapes; and,

- Historic assets of special local interest.
33. Para 1.10 of the TAN states, “*The Conservation Principles for the Sustainable Management of the Historic Environment in Wales* (Conservation Principles) were published in 2011 and provide the basis upon which Cadw discharges certain statutory duties on behalf of the Welsh Ministers. The Conservation Principles should be used by others (including owners, developers and other public bodies) to assess the potential impacts of a development proposal on the significance of any historic asset/assets and to assist in decision making where the historic environment is affected by the planning process”.
 34. There are six principles. Attention is drawn in particular to:
 - Historic assets will be managed to sustain their values; and,
 - Understanding the significance of historic assets is vital.
 35. Whether it be contained within the statutory duty, PPW 11 or advice in the TAN, understanding the words ‘significance’ and ‘setting’ are central to assessing heritage proposals.

What is significance?

36. Para 1.12 of the TAN strongly encourages applicants and others to make use of the *Conservation Principles* when considering development proposals and other works to historic assets. It states, it is important for those responsible to understand the heritage values and assess the significance of the historic assets that will be affected. Significance as defined by the TAN is, “**The sum of the cultural and natural heritage values of a place, often set out in a statement of significance**” (Glossary).

Significance – what to consider

37. There are four heritage values which need to be understood before the significance of the asset can be assessed:
 - **Evidential value** - Derived from the potential of a place to yield evidence about past human activity e.g., physical remains or historic fabric, the significance of a castle could be derived from its evidential value i.e., surviving medieval fabric;
 - **Historical value** - Derived from the ways in which past people, events and aspects of life can be connected through a place to the present. The claims of a building for listing largely on historical grounds will usually lie in its association with people and events significant in Welsh history e.g., through canals or certain types of bridge construction and their narrative in terms of the development of transportation through the Welsh landscape during the 18th & 19th centuries;
 - **Aesthetic value** - Ways in which people draw sensory and intellectual stimulation from a place. More subjective than the study of its evidential and historical values. Much of it will involve trying to express the aesthetic qualities

or the relative value of different parts of its form or design e.g., views of an historic castle or ruin set on raised ground within a rural landscape (its external appearance and how it lies within its setting); and,

- **Communal value** - From the meaning of a place for the people who relate to it, or for whom it figures in their collective experience or memory. It is closely linked to historical and aesthetic values but tends to have additional or specific aspects. Communal value might be commemorative or symbolic. For example, people might draw part of their identity or collective memory from an historic asset or have spiritual/emotional links to it such as an old church/chapel or school that still carries out some functions for the community it would have historically served.
38. An understanding of these values forms the basis of a statement of significance prepared as part of a **Heritage Impact Assessment** (HIA). A HIA is a structured process to make sure that applicants/others take the significance of a historic asset into account when developing and designing proposals for change. It is a core part of the design process, which tests whether proposals for change to a historic asset are appropriate by assessing their impact on its significance. It helps to ensure that any changes use the principles of good design to sustain or enhance the significance of a historic asset.
39. Applications for listed building consent are **required** to provide a HIA and also for conservation area consent (demolition). HIA's should be proportionate both to the significance of the listed building, and to the degree of change proposed, and the statement should provide enough information to allow the local planning authority/decision maker to judge significance and impact when considering such applications.
40. Various Cadw publications provide further advice on significance such as: *Managing Change to Listed Buildings in Wales (2017)*; *Setting of Historic Assets in Wales (2017)*; and, *Conservation Principles for the Sustainable Management of the Historic Environment in Wales (2011)* ('Conservation Principles').

What is setting?

41. TAN 24 defines setting as, "The setting of an historic asset includes the surroundings in which it is understood, experienced, and appreciated embracing present and past relationships to the surrounding landscape. 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. Setting is not a historic asset in its own right but has value derived from how different elements may contribute to the significance of a historic asset". [para 1.25].
42. Setting is primarily visual but can also include other features like tranquillity or remoteness. Its extent is not fixed and may change as the monument and its surroundings evolve. The setting of a historic asset can include physical

elements of its surroundings, relationships with other historic features, natural or topographic features and its wider relationship and visibility within its landscape.

43. Further clarification on the meaning of 'setting' has been provided in *Steer v Secretary of State for Communities and Local Government, Catesby Estates Limited, Amber Valley Borough Council* [2018] EWCA Civ 1697. The judgment referred to the word 'experienced' having a broad meaning, which is capable of extending beyond the purely visual, and could include, but is not limited to, economic, social and historical relationships, and considerations of noise and smell. It goes on to state that any assessment should always be based on the particular facts and circumstances of the case in hand.

Setting - what to consider

- The significance of the asset and the contribution the setting makes to that significance;
 - The prominence of the historic asset;
 - The expected lifespan of the proposed development;
 - The extent of tree cover and its likely longevity; and,
 - Non-visual factors affecting the setting of the historic asset such as noise. [TAN 24 para 1.26].
44. Remember not to confuse setting with curtilage - the setting of a building will often be more extensive than its curtilage. The setting can change over time.
45. The size of the setting of different buildings in different locations can vary considerably. For example, the setting of a rural church or a mansion may be quite large, whereas the setting of a church or mansion in a dense urban environment may be much more restricted.

Other Guidance

46. Further guidance on setting can be found in the various Cadw publications as referred to above.

General Casework principles

Initial assessment - do you have sufficient evidence?

47. In terms of defining the significance of the asset, the level of detail provided should be proportionate to the importance of the asset and no more than is necessary to understand the potential impact of the proposal on its significance. LPAs should have identified and assessed the particular significance of any heritage asset, however, it's not uncommon for little to be said on the matter.
48. In most cases you will likely have the evidence you need, including from what you see on your site visit, to reach a decision, - but if not, you will need to refer back to the parties. In the unlikely event that you do not know what you are looking at on site, you may need to consult an advisor or mentor to decide if the

case needs to be re-allocated. In conservation areas, you should at least have a plan showing where the boundaries are (make sure you have this before visiting the site). Conservation area character appraisals & statements are also helpful (if they exist and are available).

49. Be particularly careful in cases where the LPA decision was against officer recommendation, and you do not have an appeal statement from the LPA. If the statement was turned away because it was late there may be little or no evidence to justify the LPA's reasons for refusal. If you have insufficient evidence, advise the case officer that the statement should be accepted.
50. When you receive a file and carry out your pre-event check, consider if you will need access for your site visit and that it's been arranged e.g., assessing the setting of a listed building can require judgement to be exercised from the location of the structure itself, which may be miles from public rights of way, for example, you need access to look at views out or gardens etc. When looking at setting, public access isn't important, but impact is.
51. List descriptions are very useful but avoid relying on them too much – see what is actually there.
52. Whether it should be listed or designated is not for you. Do not suggest that a designated heritage asset might not be worthy of its status or that a heritage asset should be designated. These are matters for Cadw on behalf of the Welsh Ministers to decide. Although if a non-designated heritage is being challenged you may need to look carefully at the evidence before you from the parties.
53. Make sure you have understood any relevant architectural or technical terms and apply them correctly.

The 3 step general approach to all heritage casework

54. When considering all historic environment casework (not just LB's or CA's) it is advisable to follow a 3-step process. This will help show that you have complied with relevant legislation, national policy and guidance. The 3 steps apply in casework involving both designated and non-designated heritage assets.
 1. Define the significance / special interest of the heritage asset.
 2. Assess whether the proposal would cause harm to the significance/special interest.
 3. If harm would be caused, would that be outweighed by other material considerations?
55. Remember:
 - Identity the asset correctly;
 - The significance is not a description of the asset;
 - Be proportionate ... but not definitive;

- Address the significance of all assets involved; and,
- Focus on the significance concerning your proposal - How does the proposal's site contribute to significance? e.g., can be non-tangible things such as who lived there or what happened there.

Defining the main issue

56. Is your main issue neutrally stated and does it indicate that you are going to have regard to the relevant statutory duty? For example:
- The effect of the proposed development on Manor House, a Grade II listed building;
 - The main issue is whether the proposed works would preserve the special architectural and historic interest of the Grade II listed building;
 - The main issues are the effect of the proposal on: the special interest of a Grade II listed building, X, and the setting of a Grade I listed building Y.
 - Whether the proposal would preserve a grade [X] listed building (or its setting or any features of special architectural or historic interest which it possesses).
 - The effect of the proposed development on the character or appearance of the conservation area;
 - Whether the proposed development would preserve or enhance the character or appearance of the [X] Conservation Area. (Note: you will need to assess both [i.e., whether the proposal would preserve or enhance its character and whether the proposal would preserve or enhance its appearance]); or,
 - The effect of the proposal on the character and appearance of the surrounding area, including the setting of the adjacent X Conservation Area.

Listed Buildings Specific Casework

57. The following expands upon the general 3 step approach to casework referred to above.

Where will you find out what the significance is?

58. The glossary definition in Tan 24 is not really that helpful i.e. "The sum of the cultural and natural heritage values of a place, often set out in a statement of significance." The appellant/Council should have told you but they almost certainly won't have. It is therefore down to your experience and judgement, drawing on whatever documentation you can find on the file.

Matters to consider in terms of setting and significance:

59. Consider:
- How does the heritage asset's setting contribute to its significance?
 - What are the main characteristics of the setting which are relevant to this contribution (visual, functional, historic, etc.)?

- Have you avoided describing more of the heritage asset (and its setting) than is necessary? e.g., if you have a development that affects the rear service yard of a stately home, you need not focus on the spectacular frontage or internal detailing. Just concentrate on how the service yard adds to the significance.
 - How is the asset appreciated?
 - You do not need to reach a definitive finding on the overall extent of the setting as this might tie the hands of future decision makers. However, you will need to decide whether the proposed development would affect the setting.
 - How would the development affect the significance that the heritage asset derives from its setting? – expressed as positive, negative or neutral. Positive change may be derived from removing later, inappropriate, additions to historic buildings which harm their significance. Neutral change may be related to more recent parts of the building or features that do not have any intrinsic historical or architectural significance.
 - Remember setting is not a heritage asset in its own right!
 - Change in setting does not necessarily equate to harm to significance.
60. It's important to note that unlike in England where harm is graded (substantial/less than substantial and the various NPPF implications of that), in Wales there is no such distinction - we don't weight the harm (harm is harm). Be careful not to use these terms as frequently they are imported from appellants more used to the planning policy/advice across the border.

Balancing and conclusion

61. Consider the following:
- Have you reached clear findings about the effect of the proposal on the setting of the listed building having taken account of the views expressed on all sides of the debate?
 - Will it be clear that you have given any harm "considerable importance and weight"?
 - In carrying out the balancing exercise, will it be clear from your decision that you have applied the statutory duty in Section 66 and had special regard to the desirability of preserving the listed building or its setting or any features of special architectural or historic interest which it possesses, by attaching considerable importance and weight to that desirability?
 - Have you concluded against the main issue, relevant development plan policy, PPW?
 - Have you concluded overall in terms of the development plan, in compliance with section 38(6) of the Planning and Compulsory Purchase Act 2004 ensuring that any material considerations advanced in favour of the proposal, both public benefits and other matters, are appropriately balanced against any conflict with the development plan?
 - It is necessary to separate clearly listed building setting issues from conservation area setting matters and the consideration of the conservation

area itself. Often, it will be easiest to set out the test, so it then gets reflected in the conclusion.

Other points to consider

62. Listed building appeals are not subject to section 38(6) of the Planning and Compulsory Purchase Act 2004. Consequently, they do not need to be determined in accordance with the development plan although relevant provisions can nevertheless be material considerations. This is further confirmed by the lack of a requirement in section 16(2) of the PLBCAA to have regard to the development plan when determining applications and appeals for listed building consent. However, you need to be careful when a proposal might affect more than just the integrity of a listed building as this might also require a conclusion against relevant development plan policies. One such example that you will encounter are replacement windows in conservation areas.
63. Appeals against the refusal of listed building consent are made under section 20 of the PLBCAA. These are frequently linked to appeals against refusal of planning permission under section 78 of the TCPA. Many of the issues will be common to both and should be considered together. However, it is important to remember that a clear decision must be reached on each appeal within the same decision template, and it should be structured accordingly. In any reasoning associated with the planning appeal, references should be made to 'the development' whilst references should be made to the 'the works' in any reasoning associated with the consent appeal. This should be done to reflect the different legislative basis of your reasoning. Alternatively, a more neutral term, such as 'the proposal', can be applied.
64. Section 8(3) of the Act provides for 'retrospective' listed building consent, but this is only effective from the date of consent rather than at any prior point in time. The carrying out of any works requiring listed building consent beforehand constitutes a criminal act. Consequently, any consent that is subsequently issued cannot alter this fact and cannot logically be classed as retrospective. As a result, any appeal against the refusal of consent after such works have been carried out is better described in terms of 'retention' or 'regularisation' of the work.
65. It is worth checking whether the scheme has been advertised as affecting the setting of the listed building, because even where this has been cited as a reason for refusal, sometimes the application hasn't been advertised.
66. The LPA are required to publicise Listed Building Consent applications or planning applications affecting the setting of a listed building or the character or appearance of a conservation area. Failure to advertise as appropriate at application stage does not invalidate any subsequent appeal, although it may call into question the validity of any decision notice issued by the LPA. If the required publicity is not subsequently undertaken as part of the appeals process, this could leave the Inspector's decision vulnerable to High Court challenge. Therefore, if an application has not been advertised as required, the LPA will be asked to advertise it immediately and forward a copy to the

casework procedure team. If you find that such action is required and has not been carried out by the time a case is allocated to you (or the physical appeal file has been delivered to you for determination), you should ask the Case Officer to contact the LPA on your behalf immediately.

Curtilage structures/fixtures

67. It is important to bear in mind that the listing includes any object or structure fixed to the building and any free-standing object or structure erected before 1 July 1948 within the curtilage of the listed building under section 1(5) of the Act. This applies irrespective of whether or not it has been explicitly identified in the list description. Although only a 'building' may be listed, the term 'building' is broadly defined in section 336(1) of the TCPA. A building being 'any structure or erection, and any part of a building as so defined, but does not include plant or machinery comprised in a building'. Over the years, listings have included many unusual structures and erections, as well as the obvious whole, or parts of qualifying buildings. These have included, for example, milestones, telephone kiosks, pill boxes, post boxes, shipyard cranes and pieces of sculpture or statuary.
68. When considering the significance of fixtures, it is reasonable to expect some degree of physical and gravitational annexation (i.e., connection to the place or its context) together with indications that this was carried out with the intention of making the object an integral part of the land or building e.g., chimney pieces, wall panelling and painted or plastered ceilings. Free-standing objects may be fixtures if they were put in place as part of an overall architectural design, this could include objects specially designed or made to fit in a particular space or an individual room. However, you should bear in mind that it is not enough that an object may be of special artistic or historic interest in of itself because the special interest must be linked to its status as a building. That is implicit in the reference to architectural interest and the concept of historic interest in the PLBCAA. The historic interest must not be founded merely in the object itself, but also in its erection in a particular place.
69. Curtilage can be thought of as the area of land associated with the listed building and necessary for the function or enjoyment of that building when it was first built. However, it is important to understand that this may have evolved over time. Relevant matters are likely to be related to the physical layout of the principal building and any other buildings as well as current and historic patterns of ownership and function. Not all land in the same ownership as the principal building will necessarily be included and conversely some land now in separate ownership may be included. It is important to bear in mind that not every structure will have a curtilage e.g., post box.
70. Even if a building is listed by virtue of being within the curtilage (curtilage listing), this does not necessarily mean that it has any significant value in contributing to the character or special interest of the principal building. This will depend on matters such as its history, use and appearance. Nevertheless, its preservation carries the same considerable importance and weight and its contribution to significance, either in its own right or as part of the listed group.

Consequently, the merits of such a building should be explicitly addressed in your reasoning if so required. The question of whether a building, structure or object is within the curtilage or fixed to the principal building is a matter of fact and degree unless it is specifically included in the listing, notwithstanding the recent Dill judgement (refer to Dill v SoS HCLG & Stratford-upon-Avon DC [2020] UKSC 20) whose outcome was an item's designation as a listed building on the statutory list cannot be deemed conclusive as to whether or not it is a 'building' for the purposes of the Act and therefore capable of being a listed building. You may have to come to a judgement, but it is ultimately a matter for the Courts to decide.

Enabling development

71. You may come across the matter of enabling development when considering LBC or other heritage cases. This is development which can deliver substantial heritage benefit but would usually be contrary to other objectives of national or local planning policy. Enabling development may be appropriate if the public benefit of rescuing, enhancing, or even endowing an important historic asset decisively outweighs the harm to other material interests. It must always be in proportion to the public benefit it offers.
72. PPW at para 6.1.22 states that when considering a scheme of enabling development, planning permission should be granted only where all of the following can be applied:
 - Where the impact of the development was precisely defined in the application at the outset, and normally through the granting of full, rather than outline, planning permission;
 - Where the achievement of the heritage objective is securely and enforceably linked to the enabling development;
 - Where the place concerned is repaired to an agreed standard, or the funds to do so are made available, as early as possible in the course of the enabling development, ideally at the outset and certainly before completion or occupation of the enabling development;
 - Where the planning authority closely monitors implementation, if necessary acting promptly to ensure that obligations are fulfilled; and,
 - The enabling development does not give rise to significant risks, for example residential development in the floodplain or significantly impact on air quality or soundscape.
73. Tests setting out when enabling development might be acceptable are given in the Conservation Principles.

Conservation Areas Specific Casework

74. In terms of conservations areas (CA), the same more detailed approach referred to with listed buildings, applies.

What is the significance of the heritage asset?

75. Consider the following:

- In order to determine the impact of a development you must first understand what makes the CA special and briefly set this out in your decision.
- Is there a conservation area appraisal or statement that helps you assess this? If there isn't, the committee report and/or any consultation response from the Council's Conservation Officer might highlight what is considered to be the key features and reason why the CA was designated.
- What are the defining characteristics of the CA as a whole?
- In what way does the appeal site currently contribute to the character or appearance of the CA? Is the contribution positive, negative, neutral?
- Questions to ask might include: What makes the area distinctive? What defines the character and appearance of the area (buildings, spaces, landscaping, detailed treatments, views, uses)? Is it urban, suburban or rural? Commercial or residential? Busy or quiet? What would be the effect of the proposed development on the heritage asset?
- Would the proposal reflect the relevant defining characteristics of the CA? If so, would the effect be neutral – and so one of preservation?
- Would the proposal improve the character and/or appearance of the area? If so, would the effect be one of enhancement?
- Would the proposal have an adverse effect on the character and/or appearance of the area? If so, it would fail to preserve or enhance.
- Matters to consider might include – How would the proposal relate to the buildings and spaces? Would it reflect existing landscaping and detailed treatments? How would the use relate?
- Depending on the circumstances of the case do you need to consider the effect on character and appearance individually? (For example, a proposal might result in an attractive building which enhances appearance. However, a noisy use of the same building might fail to preserve the character of a quiet area?).

Balancing and conclusion

76. Consider the following:

- Have you reached clear findings about the effect of the proposal on the CA having taken account of the views expressed on all sides of the debate?
- Will it be clear that you have given any harm found “considerable importance and weight”?
- Have you concluded against the main issue?
- Have you carried out any necessary balancing of benefits against harm? If you are concluding that the proposal would preserve or enhance - then there will usually be no need to assess any potential benefits in detail.
- If you conclude that harm is found has it been demonstrated that there are substantial public benefits that would outweigh that harm (TAN 24 paras 5.13 & 5.15, see also the Conservation Principles - Preamble p.21 & para 39)?

- In carrying out the balancing act will it be clear from your decision that you have applied (with respect to any buildings or other land in a conservation area) the statutory duty in Section 72(1), and paid special attention to the desirability of preserving or enhancing the character or appearance of that area by attaching considerable importance and weight to that desirability?
- Have you concluded against relevant development plan policies and PPW 11?
- Have you reached an overall conclusion on the proposal's compliance with the development plan in accordance with section 38(6) of the Planning and Compulsory Purchase Act 2004 - ensuring that any material considerations advanced in favour of the proposal, both public benefits and other matters are appropriately balanced against any conflict with the development plan?

Other points to consider

77. Be mindful of the statutory duty i.e., whether the proposed development would preserve or enhance the character or appearance of the X Conservation Area. A neutral impact on C or A would preserve and, therefore, satisfy this test.
78. Character and appearance; often taken as the same and it may not be necessary to differentiate but they are different.
79. Harm does not have to be demonstrated for both C&A. A development that would preserve or enhance the character of a bustling town centre CA would fail if it did not preserve its appearance. Be ready also, to weigh character against appearance. A building might look good, but it could introduce a noisy use, contrary to the character, or take away an active commercial use, or be contrary to a quiet residential character. It must be explicit in the decision that the statutory requirements have been carried out. Given the nature of the test, i.e. "or" not "and", your conclusion will not necessarily be in the same wording as the issue. You can find that a proposal preserves but does not enhance, or you may find in favour of appearance but not character.
80. You should allocate more time for CA site visits as you may need to spend time walking around and understanding the place.

Cases where the Conservation Area is not a main issue

81. In some cases, the LPA may not have any concerns about the effect on the CA. However, because of section 72 of the Act, you are still obliged to pay special attention to the desirability of preserving or enhancing the character or appearance of that area. Consequently, where you have not defined the effect on the conservation area as a main issue:
 - You should deal with the effect on the CA in your 'other matters' section.
 - Explain briefly why you consider the proposal would preserve or enhance the character or appearance of the CA (if you do). In doing so it can be helpful to note the LPA's stance.
 - If you are dismissing, and the appellant has argued that the proposal would enhance the character or appearance of the CA, you will need to explain

why this potential benefit would not outweigh the harm you have identified, despite you having attached considerable importance and weight to the desirability of preserving or enhancing the character or appearance of the CA.

- If you consider the proposal would cause harm to the CA this would need to be a main issue. If this would be a surprise to the parties – seek their views.

Cases involving demolition and replacement with new development

82. PPW at para 6.1.17 refers to conservation area designation introducing control over the total or substantial demolition of unlisted buildings within these areas, but partial demolition does not require conservation area consent. When considering an application for conservation area consent, account should be taken of the wider effects of demolition on the building's surroundings and on the architectural, archaeological or historic interest of the conservation area as a whole. Consideration should also be given to replacement structures. Proposals should be tested against conservation area appraisals, where they are available.
83. The difference between works of alteration and works of demolition was considered in *Shimizu (UK) Ltd v Westminster City Council* [1997] UKHL 3; [1997] 1 WLR 168; [1997] 1 All ER 481 (6 February 1997). The court found that for the purposes of section 74(1) of PLBCAA, subject to any exceptions or modifications which may be prescribed under section 74(3) of the same Act, reference to demolition of a building in a conservation area must be taken to mean removal of the whole of that building, but the question of what constitutes demolition of the whole is a question of fact and degree.

Development outside a conservation area

84. PPW states there will be a strong presumption against the granting of planning permission for development that would damage the character or appearance of the CA or its setting to an unacceptable level. PPW also refers to setting extending beyond the curtilage of an asset. The Cadw publication, "Setting of Historic Assets in Wales" states that "Setting often extends beyond the property boundary of an individual historic asset into a broader landscape context". Consequently, a key question to consider is whether the significance of the conservation area would be affected by development outside it.

Other heritage assets

85. The bulk of heritage related work will focus on listed buildings and conservation areas, however you may encounter other heritage assets such as:

Archaeological Remains

86. The planning system recognises the need to conserve archaeological remains. The conservation of archaeological remains and their settings is a material consideration in determining planning applications, whether those remains are

a scheduled monument or not. A monument which is included in the schedule of monuments compiled and maintained by the Welsh Ministers under the Ancient Monuments and Archaeological Areas Act 1979 requires consent for works affecting it.

87. PPW states at para 6.1.24 where nationally important archaeological remains and their settings are likely to be affected by proposed development, there should be a *presumption in favour* of their physical protection in situ. It will only be in **exceptional circumstances** that planning permission will be granted if development would result in an adverse impact on a scheduled monument (or an archaeological site shown to be of national importance) or has a demonstrably and unacceptably damaging effect upon its setting.
88. In cases involving less significant archaeological remains, planning authorities will need to weigh the relative importance of the archaeological remains and their settings against other factors, including the need for the proposed development.
89. When dealing with casework the general advice provided above to listed buildings and conservations areas will apply. If you are dealing with a proposal that might affect a scheduled monument or its setting, then, even though the 1979 Act does not impose a statutory duty equivalent to sections 66(1) or 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, there is force in a contention that the “national importance” of scheduled monuments is a relevant consideration. It would also be odd if an asset of national importance should be accorded less weight than a Grade II listed building.
90. Further guidance is provided within PPW, TAN 24 and Managing Scheduled Monuments in Wales (Cadw November 2018).

World Heritage Sites

91. World Heritage Sites (WHS) are international designations recognised for their Outstanding Universal Value (OUV), as inscribed by UNESCO. The Cadw publication, Managing Change in World Heritage Sites in Wales (May 2017) defines OUV, in relation to WHS's as “Cultural and/or natural significance which is so exceptional as to transcend national boundaries and to be of common importance for present and future generations. An individual Statement of Outstanding Universal Value is agreed and adopted by the UNESCO World Heritage Committee for each World Heritage Site.”
92. Currently there are four World Heritage Sites in Wales: Castles and Town Walls of King Edward in Gwynedd (inscribed 1986), Blaenavon Industrial Landscape (inscribed 2000), Pontcysyllte Aqueduct and Canal (inscribed 2009) and the Slate Landscape of Northwest Wales (inscribed 2021).
93. Some WHS's have a buffer zone defined around or attached to their boundaries which is used as a management tool to help protect the World Heritage Site. The buffer zone itself is not of OUV but can be used to highlight areas where potential impacts need to be given careful consideration by developers and decision makers. The buffer zone includes the immediate

setting of the WHS, important views and attributes that are functionally important as a support to the site and its protection. Buffer zones can only be amended or altered by the World Heritage Committee.

94. The planning system recognises the need to protect the OUV of WHS's in Wales. TAN 24 states that local planning authorities *must* preserve the OUV of WHS's by carefully managing development within and adjacent to them and that each WHS *must* have a management plan which specifies how the OUV should be preserved.
95. PPW 11 states that the impacts of proposed developments on a WHS and its setting and, where it exists, the WHS buffer zone and its essential setting, is a **material consideration** in the determination of any planning application. These designations highlight the international importance of places and their significance as a heritage asset. However, designation does not introduce any additional statutory controls.
96. Further guidance is found in TAN 24 and in the Cadw best-practice guidance: Managing Change in World Heritage Sites in Wales (May 2017).

Registered parks and gardens, battlefields, and protected wreck sites

97. Registered parks and gardens, battlefields and protected wreck sites are designated heritage assets. When dealing with casework the general approach provided above to listed buildings and conservations areas should be used. Specific information is provided in PPW 11, TAN 24, Managing Change to registered Historic Parks and Gardens in Wales (Cadw 2017) and Managing the Marine Historic Environment of Wales (Cadw 2020).

None designated historic assets

98. These include local historic assets which are not already designated scheduled monuments, listed buildings or registered historic parks and gardens. Historic assets of special local interest need not be limited to buildings but can include all types of historic asset including parks, gardens and archaeological sites. Together, these elements make up the distinctive historic character of an area. This character is not just the sum of rare and important sites and structures, but also lies in the commonplace or everyday.
99. Listing historic assets of special local interest complements statutory designation. Assets identified for inclusion on any list should make an important contribution to local distinctiveness and have the potential to contribute to public knowledge. Their selection should be based on clear criteria, sound local evidence and consultation. Any supplementary planning guidance linked to such policies is a material consideration in the planning process and can provide an effective tool for the management of historic assets of special local interest. PPW states that where a planning authority chooses to identify historic assets of special local interest, policies for the conservation and enhancement of those assets must be included in the development plan.

100. Further guidance on this matter can be found in TAN 24 and Cadw publication Managing Lists of Historic Assets of Special Local Interest in Wales (May 2017).

Glossary of useful heritage terms

Ashlar - Finely finished blocks of stone masonry, laid in horizontal courses with vertical joints, creating a smooth, formal effect

Bay - A vertical division of the exterior of a building marked by fenestration, an order, buttresses, roof compartments etc.

Bay Window - An angular or curved projecting window.

Barge Board - Board fixed to the gable end of a roof to hide the ends of the purlins.

Butterfly Roof - A roof formed by two gables that dip in the middle, resembling butterfly's wings. The roofs were particularly popular in Britain during the 19th century, as they have no top ridges and were usually concealed on the front façade by a parapet, giving the illusion of a flat roof.

Buttress - A mass of masonry or brickwork projecting from or built against a wall to give additional strength.

Canted - Term describing part, or segment, of a façade, which is at an angle of less than 90° to another part of the same façade.

Casement Window - A metal or timber window with side hinged sashes, opening outwards or inwards.

Cast Iron - An iron-based alloy containing more than 2% carbon. The molten iron is poured into a sand or cast mould rather than being hammered into shape. This allows for regular and uniform patterns and high degrees of detail to be represented. The finished product is chunkier, though more brittle, than wrought iron.

Cill - Horizontal base of a window opening or door frame, usually timber or stone.

Chimney Stack - Masonry or brickwork containing several flues, projecting above the roof and terminating in chimney pots.

Classical (neo-Classicism) - A revival of the principles of Greek or Roman architecture. Begun in Britain c. 1616 and continued up to the 1930s, though most popular during the mid 18th -19th centuries.

Console - An ornamental bracket with a curved profile and usually of greater height than projection.

Corbel - A projecting block, usually of stone, supporting a beam or other horizontal member.

Cornice - In Classical architecture, the top projecting section of an entablature. Also any projecting ornamental moulding along the top of a building, wall, arch etc., finishing or crowning it.

Coursing - Continuous horizontal layer of masonry, such as brick or coursed stone.

Dentil Course - Projecting and intended course of brick or stone at the eaves, carrying gutter. Various patterns are created by different laying techniques.

Door Surround - Timber assembly around a door, usually based on the classical motif of column, frieze and cornice.

Dormer Window - A window placed vertically in a sloping roof and with a roof of its own.

Dressings Stone - worked into a finished face, whether smooth or moulded, and used around an angle, window, or any feature.

Entablature - The upper part of an order, consisting of architrave, frieze, and cornice.

Façade - The frontage of a building.

Fanlight - A window, often semi-circular, over a door in Georgian and Regency buildings, with radiating glazing bars suggesting a fan. Or any window over a door to let light into the room or corridor beyond.

Fascia - A flat board, usually of wood, covering the ends of rafters or a plain strip over a shop front, usually carrying its name. Fenestration The arrangement of windows in a building's façade.

Flashing - Strip of metal, usually lead, used to prevent water penetration through a roof or dormer.

Flue - Smoke duct in chimney.

Gable - The upper portion of a wall at the end of a pitched roof; can have straight sides or be shaped or crowned with a pediment (known as a Dutch Gable).

Georgian - The period in British history between 1714-1830 i.e. from the accession of George I to the death of George IV. Also includes the Regency Period, defined by the Regency of George IV as Prince of Wales during the madness of his father George III.

Glazing Bars - Bars, usually of timber, which subdivide a casement or sash window.

Gothic - A style of European architecture, particularly associated with cathedrals and churches, that began in 12th century France. The style emphasizes verticality, glass, and pointed arches. A series of Gothic revivals began in mid-18th century, mainly for ecclesiastical and university buildings.

Hipped Roof - A roof with sloped instead of vertical ends.

Jambs - Side posts or side face of a doorway or window.

Lightwell - A shaft built into the ground to let light into a building's interior at basement level.

Lintel - Horizontal beam, usually of timber or stone, bridging an opening across the top of a door or window.

Mansard Roof - Takes its name from the French architect Francois Mansart.

Normally comprises a steep pitched roof with a shallower secondary pitch above and partially hidden behind a parapet wall.

Mortar - Mixture of lime, sand and water, used for bonding bricks or stones.

Pantile (& Double Roman) - Roofing tile, of clay, with curved 'S'-shaped or corrugated section. Double Roman tiles are flat in the middle, with a concave curve at one end at a convex curve at the other, to allow interlocking.

Parapet - A low wall, placed to protect from a sudden drop – often on roofs – and a distinctive feature of Classical architecture.

Pediment - A Classical architectural element consisting of a triangular section or gable found above the entablature, resting on columns or a framing structure.

Pilaster - Rectangular column projecting slightly from a wall.

Pitched Roof - A roof consisting of two halves that form a peak in the middle where they meet.

Plinth - The projecting base of a wall or column generally angled at the top.

Pointing - Mortar filling between stones and bricks in a wall, which acts as adhesive and weatherproofing.

Portland Stone - A light coloured limestone from the Jurassic period, quarried on the Isle of Portland in Dorset.

Quoins - Cornerstones of buildings, usually running from the foundations up to the eaves.

Render - Covering material, e.g. plaster, over a stone or brick surface.

Reveal - The wall structure exposed by setting-back window or door joinery from the face of the building.

Ridgeline - The apex of the roof continued along the length of the roof span.

Roof Pitch - Angle at which rafters form an apex from the supporting walls.

Roofscape - View resulting from a blend of roof pitches, sizes and heights within the built environment.

Sash Window - A window formed with sliding glazed frames running vertically (strictly speaking a sliding sash window).

Setts - A small rectangular paving block made of stone, such as Pennant or Granite, used traditionally in road surfacing.

Stallriser - A key element in a traditional shopfront, usually wood, which protects the lower part of the shopfront and encloses the shop window and entrance.

Voussoir - A brick or wedge-shaped stone forming one of the units of an arch.

Victorian - Refers to architectural styles of the middle and late 19th century taking its name from Queen Victoria's reign (1837-1901).

Wrought Iron - Made by iron being heated and plied by a blacksmith using a hammer and anvil. Predates the existence of cast iron and enjoyed a renaissance during the late 19th century.