

HARBOUR VIEW BRISTOL

Heritage Impact Assessment

June 2024



Heritage Impact Assessment

Harbour View (Unit
7), Building 11,
Harbourside, Bristol

June 2024 | Project Ref 8625B



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Appendices

App. 1 Scale of Harm table (HCUK, 2019)

App. 2 GPA3 Assessment: Historic England's Guidance on Setting

1. Introduction

- 1.1** This Heritage Impact Assessment has been prepared by HCUK Group on behalf of Canada Life Asset Management. It relates to a planning application concerning various alterations to Unit 7, Building 11, Harbourside Bristol. Bristol City Council (BCC hereafter) are the determining authority.



Figure 1: Aerial photograph showing the location of the application site (red) in context with its surroundings

- 1.2** The description of development reads:

Detailed planning application for use of part of the roof area as an outdoor terrace, comprising the provision of a metal canopy frame with retractable sun shade, glass balustrade and acoustic screen and provision of a biodiverse green roof to part of roof top plant room.

- 1.3** Building 11 is a one of a number of large modern buildings forming this part of the harbourside and was originally consented in 2001 (LPA ref: 01/00986/P/C) for leisure, bar, restaurant and retail uses. While not a heritage asset, Building 11 is located within the City Docks Conservation Area and is identified by BCC within that conservation area's appraisal as a 'character building', i.e. a building which makes a

“positive contribution to the overall character and sense of place of the Conservation Area”. The site is also located in the setting of a number of other heritage assets.

1.4 In accordance with the requirements of Paragraph 200 of the National Planning Policy Framework (NPPF, December 2023) this statement describes the significance of the identified heritage assets.

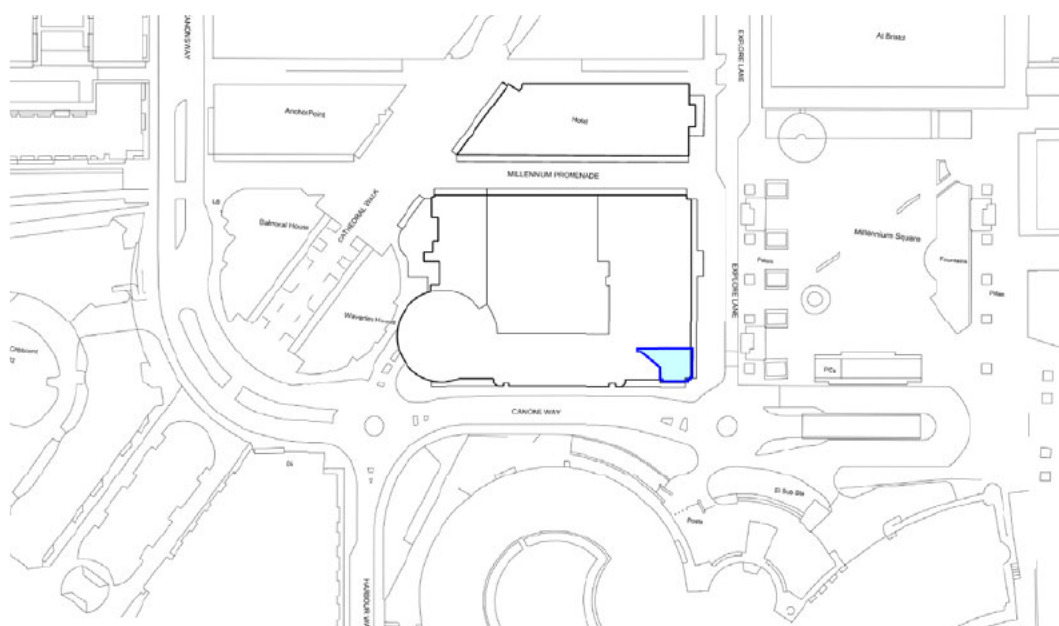


Figure 2: Site location plan

The Proposals and Relevant Background

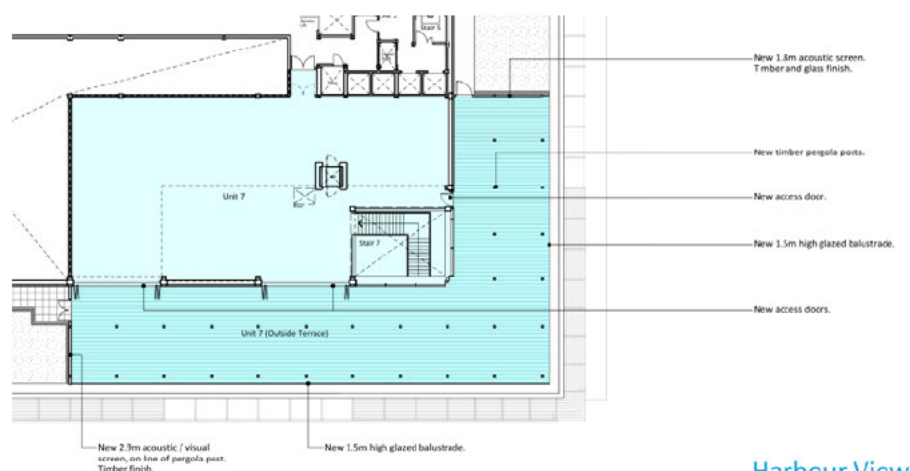
1.5 In 2023 an application was submitted to BCC for the change of use of part of the internal floorspace and part of the roof area from use as a casino to a restaurant/drinking establishment with expanded food provision. External works included the introduction of a roof terrace with new pergola, and alterations to the roof top plant room, to include the provision of new acoustic panels and photovoltaic panels (LPA ref: 23/00975/F).

1.6 As part of the consultation period, BCC’s Conservation Officer raised concern regarding the external roof terrace and pergola noting that:

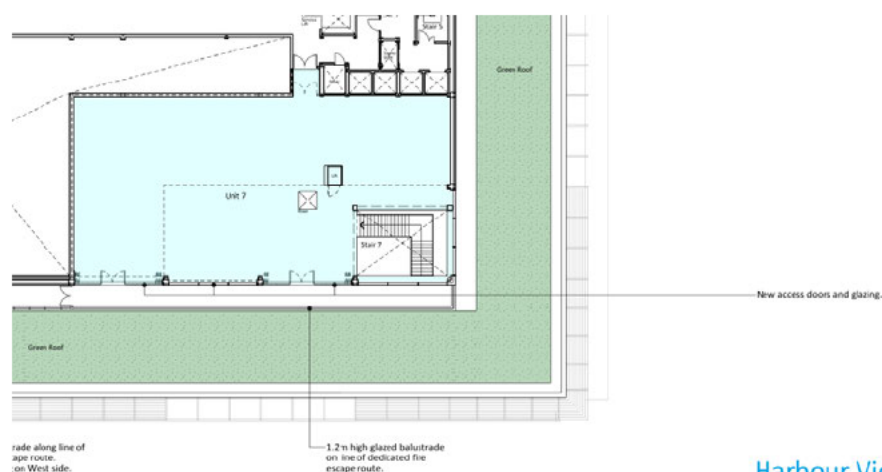
The proposals for the roof terrace, including the pergola, will disrupt the symmetry of the building and add clutter. The roof terrace would domesticate the space, as a result of the tables and chairs etc. It would also appear that there would be some impact on the setting of listed assets, particularly views north towards Bristol Cathedral... It would be possible to have a small outdoor area (for smokers, say), and this could be done by adding a railing along the meter wide walkway along the existing paved area and having doors which open out onto that. There may also be some limited scope to work with existing features, such as a brise soleil.

1.7

Amendments to the scheme to omit the external roof terrace and instead introduce a small glazed balustrade were submitted, leading to the application being approved in March 2024.



Harbour View



Harbour View

Figures 3 and 4: Proposed level 3 mezzanine plan with roof terrace, as submitted (top) and

revised plan as approved (bottom)

1.8 Subsequent to the consent being approved, proposals submitted as part of this revised application seek permission for a roof terrace of reduces scale and design which specifically responds to officer comments received as part of the earlier application.

Heritage Assets

1.9 There are a large number of heritage assets in the wider vicinity of the application site. However, due to the minor nature of the proposals, the location of the proposed roof terrace and the intricacies of the development, the significance and setting of the vast majority of these assets would not be affected by the proposed development and have therefore been scoped out of the assessment.

1.10 As such, following a site visit and application of professional judgement, those assets considered capable of being affected by the proposed development, and which this report will focus on, include:

- City Docks Conservation Area
- Crane Base (grade II)
- Canon's House (grade II)
- Grade I listed Cathedral
- Locally listed Planetarium

1.11 The proposed development has been designed with the significance and setting of these assets in mind and seeks to enhance the functionality of Unit 7 while preserving the unique heritage values of the assets identified above.

Purpose of this Assessment

1.12 The purpose of this Heritage Impact Assessment is to assist with the determination of the application by informing the decision takers on the effects of the proposed development on the historic built environment. Value judgements on the

significance of the identified heritage assets is presented and the effects of the proposals upon that significance are appraised. Particular regard is given to the provisions of the Planning (Listed Building and Conservation Areas) Act, 1990. The report also sets out how the proposal complies with the guidance and policy of the National Planning Policy Framework (NPPF) 2021 and local planning policy. The site and heritage assets affected have been observed and assessed following a site visit made by the author in good weather.

2. Relevant Planning Policy Framework

- 2.1** The decision maker is required by sections 16(2) and 66(1) of the Planning (Listed Building and Conservation Areas) Act 1990 to have special regard to the desirability of preserving a listed building and its setting when exercising planning functions. The decision maker must give considerable importance and weight to the desirability of preserving the significance of the listed building, and there is a strong presumption against the grant of permission for development that would harm its heritage significance.¹
- 2.2** There is a broadly similar duty arising from section 72(1) of the Act in respect of planning decisions relating to development within conservation areas.
- 2.3** Measures being implemented as a consequence of the Levelling Up and Regeneration Act 2024 will have the effect of making the desirability of preserving or enhancing other types of designated heritage asset a statutory consideration.
- 2.4** For the purposes of this statement, preservation equates to an absence of harm.² Harm is defined in paragraph 84 of Historic England’s Conservation Principles as change which erodes the significance of a heritage asset.³
- 2.5** The significance of a heritage asset is defined in the National Planning Policy Framework (NPPF) as being made up of four main constituents: architectural interest, historical interest, archaeological interest and artistic interest. The assessments of heritage significance and impact are normally made with primary reference to the four main elements of significance identified in the NPPF.
- 2.6** The setting of a heritage asset can contribute to its significance. Setting is defined in the NPPF as follows:

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

¹ Barnwell Manor Wind Energy Limited v East Northamptonshire District Council and others [2014] EWCA Civ 137. This principle has recently been confirmed, albeit in a lower court, in R (Wyeth-Price) v Guildford Borough Council.

² South Lakeland v SSE [1992] 2 AC 141.

³ Conservation Principles, 2008, paragraph 84.

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.

2.7 Historic England has produced guidance on development affecting the setting of heritage assets in *The Setting of Heritage Assets* (second edition, December 2017), better known as GPA3. The guidance encourages the use of a stepped approach to the assessment of effects on setting and significance, namely (1) the identification of the relevant assets, (2) a statement explaining the significance of those assets, and the contribution made by setting, (3) an assessment of the impact of the proposed development on the setting and significance of the assets, and (4) consideration of mitigation in those cases where there will be harm to significance.

2.8 The NPPF requires the impact on the significance of a designated heritage asset⁴ to be considered in terms of either “substantial harm” or “less than substantial harm” as described within paragraphs 207 and 208 of that document. National Planning Practice Guidance (NPPG) makes it clear that substantial harm is a high test, and case law describes substantial harm in terms of an effect that would vitiate or drain away much of the significance of a heritage asset.⁵ The Scale of Harm is tabulated at **Appendix 1**.

2.9 Paragraphs 207 and 208 of the NPPF refer to two different balancing exercises in which harm to significance, if any, is to be balanced with public benefit.⁶ Paragraph 18a-020-20190723 of National Planning Practice Guidance (NPPG) online makes it clear that some heritage-specific benefits can be public benefits. Paragraph 18a-018-20190723 of the same NPPG makes it clear that it is important to be explicit about the category of harm (that is, whether paragraph 207 and 208 of the NPPF applies, if at all), and the extent of harm, when dealing with decisions affecting designated heritage assets, as follows:

Within each category of harm (which category applies should be explicitly identified), the extent of the harm may vary and should be clearly articulated.

⁴ The seven categories of designated heritage assets are World Heritage Sites, Scheduled Monuments, Listed Buildings, Protected Wreck Sites, Registered Park and Gardens, Registered Battlefield and Conservation Areas, designated under the relevant legislation.

⁵ *Bedford Borough Council v SSCLG and Nuon UK Limited* [2013] EWHC 4344 (Admin).

⁶ The balancing exercise was the subject of discussion in *City and Country Bramshill v CC SLG and others* [2021] EWCA, Civ 320.

- 2.10** Paragraphs 205 and 206 of the NPPF state that great weight should be given to the conservation of a designated heritage asset when considering applications that affect its significance, irrespective of how substantial or otherwise that harm might be.
- 2.11** Paragraph 209 of the NPPF refers to the approach to be taken towards non-designated heritage assets as follows:
- The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.*
- 2.12** One of the overarching objectives of sustainable development, as expressed in paragraph 8 of the NPPF, is mitigating and adapting to climate change, including moving to a low carbon economy. Historic England has a Climate Change Strategy, and has published Mitigation, Adaptation and Energy Measures. More specifically, Historic England has published a Heritage and Climate Change Carbon Reduction Plan (March 2022). These and similar strategies run in parallel with heritage-specific methodologies relating to the assessment of significance, and the effect of change on significance.
- 2.13** The Bristol Local Plan includes policies for deciding planning applications in Bristol and is made up from a number of documents. Relevant policies to this application, listed below, are contained within the Core Strategy (adopted June 2011) and the Site Allocations and Development Management Policies Local Plan (adopted July 2014).
- 2.14** **Policy BCS22 Conservation and the Historic Environment:** This policy notes that development should safeguard or enhance heritage assets and the character and setting of areas of acknowledged importance including Scheduled ancient monuments; Historic buildings both nationally and locally listed; Historic parks and gardens both nationally and locally listed; Conservation areas; and Archaeological remains.

- 2.15 DM30 Alterations to Existing Buildings:** This policy applies to extensions and alterations to existing buildings and notes that extensions and alterations to existing buildings will be expected to:
- i) Respect the siting, scale, form, proportions, materials, details and the overall design and character of the host building, its curtilage and the broader street scene; and
 - ii) Retain and/or reinstate traditional or distinctive architectural features and fabric; and
 - iii) Safeguard the amenity of the host premises and neighbouring occupiers; and
 - iv) Leave sufficient usable external private space for the occupiers of the building.
- 2.16** The policy also notes that extensions should be physically and visually subservient to the host building, including its roof form, and not dominate it by virtue of their siting and scale.
- 2.17 DM31 Heritage Assets:** This policy deals with development involving heritage assets and is split into several subsections. The parts of the policy relevant to this application are provided below.
- 2.18** Under the heading 'General Principles' the policy notes that alterations, extensions or changes of use to listed buildings, or development in their vicinity, will be expected to have no adverse impact on those elements which contribute to their special architectural or historic interest, including their settings. Of conservation areas the policy states that development within or which would affect the setting of a conservation area will be expected to preserve or, where appropriate, enhance those elements which contribute to their special character or appearance.
- 2.19** The second sub heading is 'Understanding the Asset'. This part of the policy requires that development that would affect heritage assets will be expected to demonstrate, by a thorough understanding of the significance of the asset, how any change proposed would conserve and, where appropriate, enhance that significance.

2.20 The final part of the policy of relevance is the section entitled 'Conserving Heritage Assets'. This section has a series of criteria to meet which note that where proposals affect a heritage asset or its setting the applicant will be expected to:

- Demonstrate that all reasonable efforts have been made to sustain the existing use, find new uses, or mitigate the extent of the harm to the significance of the asset; and
- Demonstrate that the works proposed are the minimum required to secure the long term use of the asset; and
- Demonstrate how those features of a heritage asset that contribute to its historical, archaeological, social, artistic or architectural interest will be retained; and
- Demonstrate how the local character of the area will be respected.

3. Statement of Significance

Assessment of Significance

- 3.1** This chapter of the report establishes the significance of the relevant heritage assets in the terms set out in the NPPF, and where applicable it comments on the contribution of setting to significance.
- 3.2** With regards to the setting of heritage assets, the identification of the heritage assets equates to Step 1 of GPA3, and the assessment of significance equates to Step 2 of GPA3. Steps 2 and 3 of GPA3 are closely connected, so this chapter should be read in conjunction with Chapter 5 (Heritage Impact Assessment) and with the tabular methodology at **Appendix 2**.

City Docks Conservation Area

- 3.3** The City Docks Conservation Area was first designated in September 1979 and a Character Appraisal was adopted in November 2011.

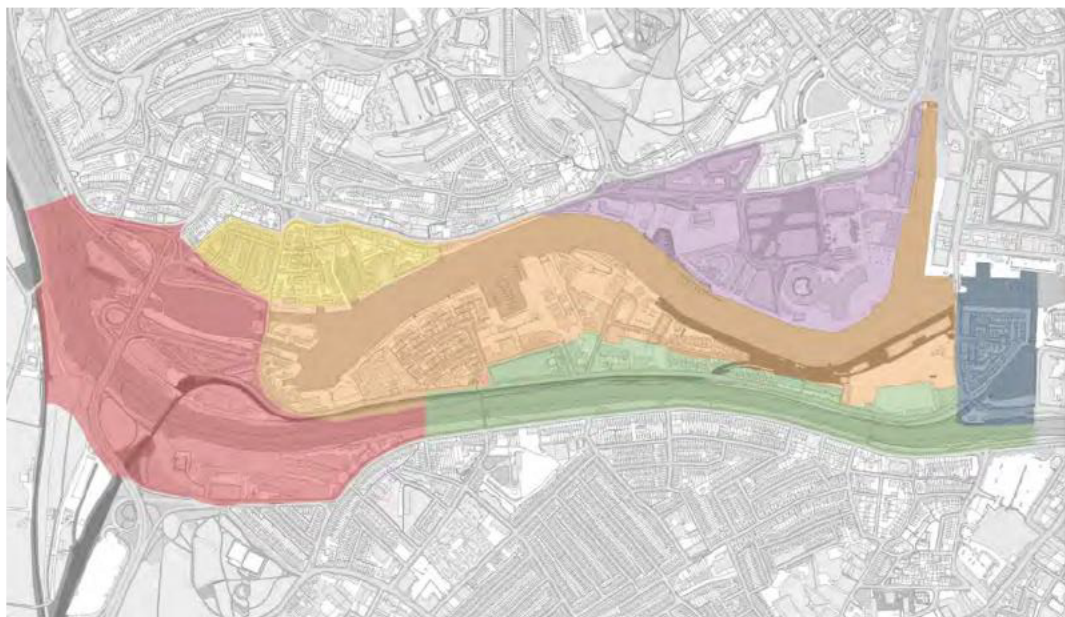


Figure 5: City Docks Conservation Area boundary showing the different character areas, with the site located within the purple 'Canon Marsh' area

- 3.4** The City Docks Conservation Area centres on the low lying land adjacent to the Floating Harbour and the New Cut, between Cumberland Basin in the west and Bathurst Basin in the east. Broadly it covers the area that once formed the working heart of Bristol's dock and commercial activities, and has evolved into a hub of prime leisure and cultural attractions.
- 3.5** Concentrated in the Conservation Area is a significant cluster of Bristol's most renown tourist destinations (including 'M' Shed, the SS Great Britain and We Are Curious), a Scheduled Ancient Monument (Underfall Yard), and some nationally significant dockside installations (e.g. Brunel's Swivel Bridge). The central area known as Spike Island houses an exciting mix of creative, heritage and leisure destinations.
- 3.6** The conservation area appraisal provides a detailed factual assessment of the history and development of the conservation area which is not replicated here. It also presents a clear and accurate assessment of the special interest and character of the conservation area which can be summarised as:
- The low lying level valley within which the conservation area is located with pronounced hillsides to the north and south. This topography provides some of the key views in and out of Bristol and to major city landmarks;
 - The relationship between water courses and the city including the Floating Harbour and tidal course of the New Cut, both of which are key features within the conservation area and Bristol as a whole;
 - The way in which the port was always integrated with the city and the proximity of the dock next to the public realm has been "*critical in shaping Bristol's sense of place as a great maritime city.*" While now closed, the docks have become an important component of the city featuring a range of attractions including which "*sit adjacent to features of historical, architectural and industrial archaeological interest.*"; and
 - The quality and diversity of its local detailing including street furniture, dock fittings, surfaces, the remains of railway lines, and the buildings. Various boats docked on the water course within the conservation area are also positive features and are included in the National Historic Fleet Core Collection

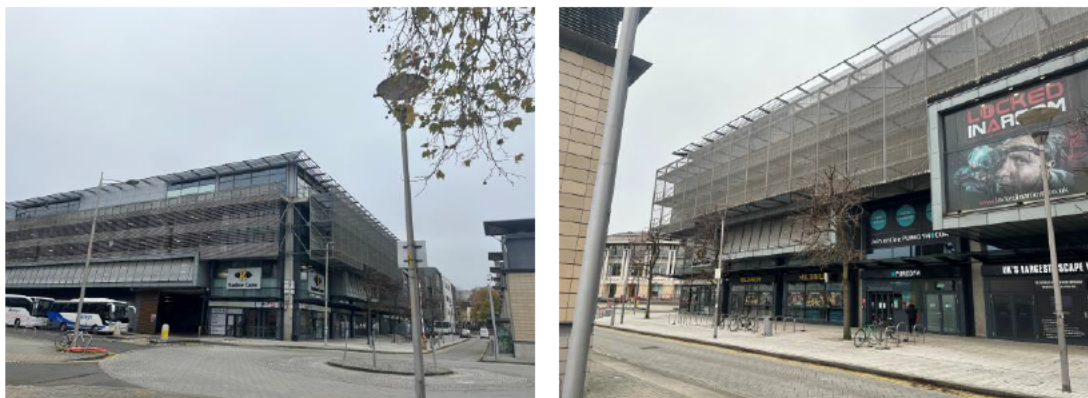
(SS Great Britain, 1843 passenger ship; the Mayflower, 1861 tugboat; and the Pyronaut, 1934 fireboat).

3.7 The conservation area is divided into a series of character areas with the application site located in character area 5 Canons Marsh which is described in the appraisal as:

North of Floating Harbour on former marshland belonging to Augustinian Abbey Canons (now cathedral). Later used for ship-building and built up with industrial buildings, many of which were gasworks buildings that contaminated the soil. It was redeveloped at the end of 20th century as the 'Harbourside', a mixed use area of offices, residential, entertainment and shops.

3.8 Buildings within the character area tend to be between 2.5 and 4 storeys in height with occasional large detached industrial and office buildings which are typically contemporary and high quality in their form and appearance. There is a mix of character with some residential buildings (characteristically a mix of Classical and Regency styles). Materials tend to include rubble stone, render, rick, metal and timber.

3.9 As noted in the Introduction, the application site is identified as a character building within the conservation area, i.e. a building which makes a positive contribution to the character and sense of place of the conservation area. The conservation area appraisal goes on to note that the value of character buildings is "in their overall scale, form, materials or date, which helps form the built backcloth for the area".



Figures 6 and 7: Views of Building 11

3.10 The Conservation Area Appraisal details a number of panoramic views (P), long (L), local (LC) and glimpsed (G) views into and out of the conservation area which contribute to its significance. A number of these views (including those referenced below) include the application site or have the potential to.

- P11 Prince Street Bridge towards the Planetarium
- P13 Anchor Road south towards Wapping Dockyard and floating harbour
- L13 Wapping quay to Cathedral
- L14 Wapping dockyard to former gas works

3.11 In these views, and other views in and around the area, the application site is a generally diminutive feature which sits comfortably amongst other modern built form. The building does not obscure or detract from these views in any way.



Figure 8: Example of view within the conservation area (looking north from Millennium Square where Bristol Cathedral can be seen

Canon's House (grade II)

3.12 Canon's House is a grade II listed building (UID: 1479963) which was recently designated in April 2022. The building dates from 1986-87 and was designed by Arup Associates as offices for Lloyds Bank.



Figure 9: Grade II listed Canon's House

3.13 Due to the recent date of listing, the list description⁷ provides a detailed appraisal of the reasons for this asset's designation and its special interest as follows:

Architectural interest:

** a pivotal element within the post-industrial repurposing of Bristol's docks which, together with the integrated amphitheatre, forms a monumental and distinctive harbourside landmark;*

⁷ <https://historicengland.org.uk/listing/the-list/list-entry/1479963?section=official-list-entry>

- * an accomplished Post-Modern design which combines bold geometric forms and classical devices, while referencing local motifs and traditions, and which is of the highest quality in its construction and materials;*
- * an inventive interpretation of the classical idiom to create a building with strong civic presence, dignity and playfulness;*
- * skilful Beaux Arts planning, which creates a sequence of rational and orderly internal spaces, punctuated by distinctive, sometimes dramatic focal areas of great spatial sophistication;*
- * simple, unfussy treatment of interiors with a limited palette of materials and high-quality fixtures, consistently treated and clearly articulated;*
- * carefully integrated services, anticipating the need for flexibility and change, and with an innovative system of heating and cooling the building using the harbour water.*

Historic interest:

- * a beacon in the post-industrial redevelopment of Bristol's docks and the regeneration of the derelict harbourside as a thriving recreation and cultural centre;*
- * the last in a series of major bespoke offices by Arup Associates, a pioneering interdisciplinary practice who set new standards for office design in their integration of structure, services and planning and attention to detail.*

Group value:

- * with the listed crane base, to which it is carefully aligned and which forms the centrepiece of the amphitheatre, and with numerous other listed structures with which it shares a strong visual relationship.*

3.14 The setting of the Canon's House can be broadly considered to be made up of two parts. To the north is the modern development associated with Millennium Square and surrounding areas, Canon's House is typically appreciated as part of this modern developed area. The application site (Building 11) forms part of this element of the asset's setting and while generally in keeping in terms of its form, scale and character, the site is not part of the asset setting's which contributes to

or better reveals its significance. The second aspect of the asset’s setting is to the south with the harbour, water and associated dock features (many of which are listed). While not functionally related to these features, Canon’s House has clearly been designed to respect their historic industrial character and surroundings and, as identified in the list description, has group value with the listed Crane Base.



Figure 10 and 11: Grade II listed Canon’s House

Crane Base (grade II)

3.15 Approximately 175m the south west of the application site is the grade II listed Crane Base (UID: 1204766, first listed March 1977) located on the edge of the quay. The list description for this asset reads:

Crane base. c1890. Pennant ashlar. Stone drum, formerly the base of a steam crane. The wharf is dated 1889 on bollards.

3.16 The crane base is a structure of clear architectural and historic interest. Architecturally, the feature is of a utilitarian design which while perhaps not unique creates a strong industrial character typical of this part of the city. Historic interest relates to the structure’s as a surviving late 19th century crane base which provides clear evidence and a physical reminder of the historic Bristol working docks and their role within the city’s prosperity. In addition, the crane base is of clear group value insofar as it forms a highly prominent grouping with other cranes around the docks, various harbour walls and other dock structures all of which typically have a strong visual relationship and shared industrial character.



Figure 12: Grade II listed Crane Base



Figure 13: Grade II listed Crane Base (far right) seen in conjunction with associated dock features, including other grade II listed cranes, on the southern side of the harbour

3.17 The setting of the crane base can be broadly considered to be made up of two parts. To the north is the modern development associated with Millennium Square and surrounding areas and to the south is the harbour (specifically the water and dock features and the quay on the southern side of the watercourse). It is the harbour and associated features which primarily contribute to the significance of this asset forming an important historic grouping with it. The application site (Building 11) forms part of the modern surroundings of the crane base to the north as part of Millennium Square and is not part of this asset's setting which contributes to or better reveals its significance.

Bristol Cathedral (grade I)

3.18 Bristol Cathedral (designated as 'Cathedral of the Holy and Undivided Trinity, including Chapter House and Cloisters') is a grade I listed building (UID: 1202129), first designated in January 1959. The building's list description⁸ is extensive and contains a detailed description of the building's history, design, features and fittings.

3.19 Bristol Cathedral is a structure of the upmost special interest and significance as identified by its grade I listing status. This interest relates to the building being one of England's finest medieval churches founded in c.1140 which was described by Nikolaus Pevsner as "*superior to anything else built in England and indeed in Europe at the same time*". The grade I listed cathedral (which also includes various other separate listed buildings) is the spiritual, communal and physical epicentre of the city of Bristol which remain remarkably unaffected by modern redevelopment. The cathedral holds a particular prominence both locally and in longer range views due to its prominent towers. The cathedral and its associated components are all, both individually and collectively, of exceptional architectural, historic and archaeological heritage interest as demonstrated by its grade I listing.

⁸ <https://historicengland.org.uk/listing/the-list/list-entry/1202129?section=official-list-entry>



Figure 14: Grade I listed Bristol Cathedral

- 3.20** The setting of the Cathedral make a strong positive contribution to the appreciation of its heritage values and allows the significance of the structure and its individual components to be better revealed. Key elements of the setting of the cathedral listed buildings include the landscaped gardens of College Green immediately north of the cathedral which allow the cathedral to be appreciated in a spacious and typically green setting and historic properties on surroundings streets which provide a coherent and authentic traditional backdrop for the cathedral in close range views.
- 3.21** Long range views from the south of the floating harbour are also possible towards the Cathedral where the prominence of this feature can be appreciated.
- 3.22** Some long range views from the south of the harbour (to the western end adjacent to the Fairbairn Steam Crane) feature the Cathedral and glimpsed views of the site. However, the built form on the site is not prominent or dominant in this view and sits comfortably in context with other larger built form. Overall, the application site

(Building 11) forms part of the modern surroundings of the Cathedral and is not part of this asset's setting which contributes to or better reveals its significance.



Figures 15 and 16: View of the Cathedral from the north across College Green (left) and view towards the Cathedral from the south of Bristol Harbour



Figure 17: View from the south of the floating harbour towards the Cathedral where the application site can be glimpsed

Planetarium (locally listed)

3.23 Located immediately north east of the application site is the locally listed Planetarium (added to the list in September 2015). The Planetarium is a large circular mirrored structure which contains the UK's first 3D planetarium. The purpose of the Planetarium is to 'create a culture of curiosity' and the unusual, sculptural and striking design of the structure secures this. While modern in date, the structure is of clear architectural merit and community value.

3.24 The setting of the Planetarium is almost entirely comprised of the modern built form located in Millennium Square. While many of these buildings are significantly larger than the Planetarium, the unusual and striking design of this feature and the open space around it ensures it is allowed to be clearly appreciated. The application site (Building 11) forms part of the modern surroundings of the Planetarium and is not part of this asset's setting which contributes to or better reveals its significance.



Figure 18: Locally listed Planetarium

4. Heritage Impact Assessment

4.1 This chapter of the report assesses the impact of the proposed development on the significance of the heritage assets identified in the previous chapter, including where applicable effects on the setting of those assets.

4.2 With regards to matters of setting, it equates to Step 3 of GPA3, which has a close connection with Step 2. This chapter should be read in conjunction with the preceding chapter, and the tabular GPA3 assessment in **Appendix 2**.

Proposed Development

4.3 As identified in the Introduction, proposals relate to the introduction of a roof terrace of reduced scale to level 3 (mezzanine) at the application site.

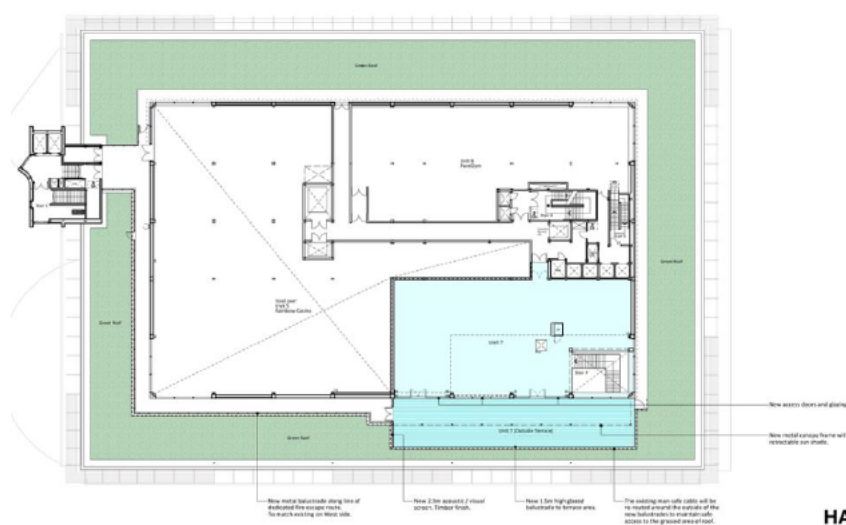


Figure 19: Proposed level 3 mezzanine plan showing the extent and location of the proposed roof terrace

4.4 The roof terrace would be constructed within the existing confines of the building line, avoiding any increase in massing, and would only project to the south (unlike the earlier application where the roof terrace wrapped around the south and eastern edge of the building). A new metal canopy with retractable sunshade would be introduced above the northern part of the terrace area with a new 1.5m glazed

balustrade to the south of the terrace and the west and east sides of it would be flanked with a 2.9m acoustic/visual screen with a timber finish.

4.5

As outlined as part of the earlier application, concern over the roof terrace was raised due to the form and design of the pergola proposed and effects on views as follows:

- **Design of the pergola:** Officers noted that the materiality and appearance of the pergola would not following the existing industrial aesthetic of the host building or Millenium Square and would therefore sit uncomfortably against the host building. It was also noted that the pergola would *"appear solid against the sky from these angles"*.
- **Views:** Particular concern was raised with regards to views from the Steam Crane to the south where additional massing to the building's eastern side would *"begin to undermine the clarity of the line of sight towards the Cathedral"*. Whilst officers acknowledged the effect of this would be limited they noted that *"visual clutter of the rooftop addition would be a distraction in these views, particularly in evening when illuminated."* The effect on views from the east were also noted as being of concern given the way the pergola would affect the *"balance and simplicity"* of the existing building.

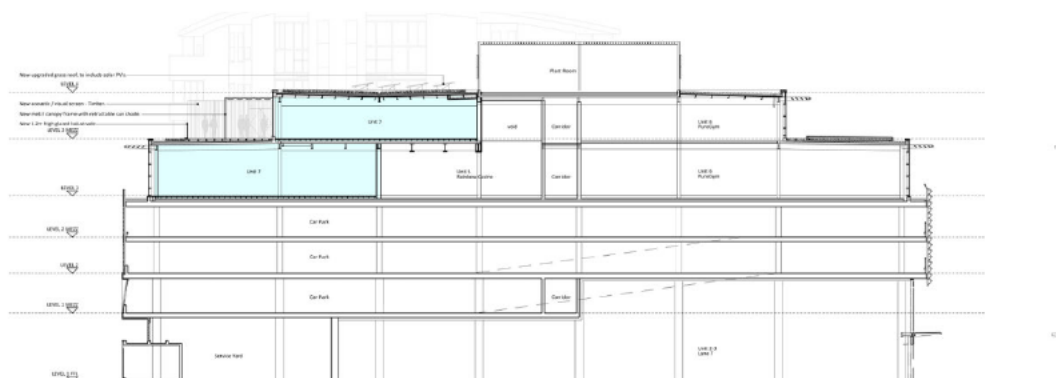


Figure 20: CGI of the proposed roof terrace

- 4.6** In response to this, key changes to the roof terrace and pergola have been made including the omission of the eastern projection (limiting the roof terrace and pergola to the south only) and a change of design and materiality of the pergola to better reflect the industrial character of the host building and wider square. The appearance of the roof terrace is best demonstrated by a CGIs of the roof terrace (**Figure 20**).
- 4.7** Other elements of the scheme remain consistent with the consented application and are not assessed in any detail as part of this submission.

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- 4.8** In terms of the design of the roof terrace and its associated features, amendments to the scheme are found to entirely overcome concerns raised by the conservation officer.
- 4.9** The use of a glazed 1.5m balustrade at the level 3 mezzanine (proposed to run around the extent of the roof terrace area) has been established as part of the recently consented application on the site. While the proposed glazed balustrade is moved further south (due to the increased terrace area), it is established that this would be well hidden from street level due to the proposed set back from the building edge.
- 4.10** The proposed canopy has been entirely reconsidered in terms of design through the use of a metal frame instead of the timber (and potentially more domestic style) canopy proposed previously. This simplistic metal canopy is lightweight in character, avoiding being viewed upon as a solid where glimpses are possible, and far better reflects the industrial character of the host building and Millenium Square. Unlike the earlier scheme, no planting is proposed across the pergola.
- 4.11** The proposed canopy has also been materially reduced in size with the eastern projection omitted and a much greater set back provided from the building's southern edge, thus limiting visibility from ground level.



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Figure 21: Proposed eastern elevation showing the roof balustrade, canopy and screen

4.12 A previous concern for the Council was the effect of the roof terrace and its associated features on the balance and symmetry of the building in views from the east. In order to demonstrate the effect in this regard a CGI from the east has been produced (**Figure 22**).



Figure 22: Proposed CGI looking at Building 11 from the east

4.13 This CGI demonstrates that the existing building is already not symmetrical as a result of the off-centre roof top area but that the proposed roof terrace and canopy

would have a barely perceptible effect on the balance of the building that could not possibly be described as harmful in any way. In addition, the lightweight and in keeping character of the proposed canopy ensures that it is appreciated from the east as a modest addition to the building.

4.14 The amendments to the design and scale of the roof terrace have also had an effect on its appearance in wider views in and around the area.

4.15 Most significantly is that the omission of the eastern projection of the roof terrace would ensure that the proposed development would not, in any way, impinge on views from the south where the grade I listed Cathedral is the focus of views. The effect on this view is demonstrated by two CGIs which include a view from Millennium Square (**Figure 23**) and a view from the south of Bristol Harbour (**Figure 24**) of the proposed development.

4.16 In the view from Millenium Square, the set back of the proposed roof terrace and canopy avoids any perceptible change to this view and the lack of eastern projection ensures that the channelled view to the Cathedral is entirely unaffected.



Figure 23: Proposed CGI view from Millenium Square looking north to the Cathedral



Figure 24: Proposed CGI view from the Fairbairn Crane on the southern side of the harbour towards the Cathedral and application site

4.17 In other views from the southern side of the harbour (**Figures 24-27**) there is only a wholly limited opportunity to appreciate the Cathedral, Cannons House and the proposed roof terrace together. Where possible these views are glimpsed these are partly obscured by existing built form and the design and form of the roof terrace (notably its lack of eastern projection) ensures that it leads to a legible barely perceptible change to the views and does not affect the quality of views of the landmark status of the Cathedral. The character of these views would be preserved. The proposed roof terrace would be contained entirely within the foreground of existing built form of modern structures (namely of the host building itself) in all cases ensuring that there would be no change to the skyline or silhouette of buildings in these views.



Figures 24 and 25: View from the southern side of the harbour, to the far east (left) and view towards the Cathedral and application site from further west (right)



Figures 26 and 27: View towards the application site and cathedral from further west on the southern side of the harbour (left) and view towards the application site and Cathedral from west of the Fairbairn Crane (right)

4.18 Importantly, the minor nature of the proposed development means that key views within the conservation area and towards the various identified heritage assets are unaffected ensuring that there would be no effect on their value or importance.

4.19 With regards to other views which feature heritage assets, while sometimes visible and occasionally resulting in a change to these views, the proposed development would not result in any change to the character of the views and no significant features would be obscured or dominated.

4.20 It is acknowledged that the creation of a roof terrace as part of a bar within Unit 7 of Building 11 will lead to levels of activity and movement on the terrace not currently experienced. While this will amount to a change experienced within the

setting of the assets, due to the limited (and reduced) scale of the roof terrace and the role the site plays within their setting, this is found to be a wholly minor change that is not considered capable of causing any harm to significance.

- 4.21** Overall, the wholly minor change on the application site at an upper level is not found to result in any harm to the significance of heritage assets identified within this assessment. A summary of the effect on each asset is presented below and, with regards to setting, a full GPA3 compliant assessments for each is contained within **Appendix 2**.

City Docks Conservation Area

- 4.22** The proposed development would amount to a wholly limited physical change within the City Docks Conservation Area and a minor change to a character building within it.
- 4.23** As noted in the preceding section, while a modern structure, Building 11 has been identified as a positive element of the conservation area as a result of its *“scale, form, materials or date, which helps form the built backcloth for the area”*. The form and appearance of the roof terrace ensures that, while amounting to a change to Building 11, the structure would continue to fall within the characteristics (scale, form, design, use) of built form within Character Area 5 of the conservation area and the reduced scale of the roof terrace and pergola and the revised industrial pergola design would complement the host building in a positive manner. In this sense, while changed by the development, Building 11 would continue to be a positive feature of the conservation area.
- 4.24** In addition, this part of the conservation area, Character Area 5 (Canons Marsh) would continue to be experienced as a 20th century redeveloped area of mixed use with offices, residential, entertainment and shops.
- 4.25** As identified in the preceding section, the Conservation Area Appraisal details a number of panoramic views (P), long (L), local (LC) and glimpsed (G) views into and out of the conservation area which contribute to its significance. A number of these views (including those referenced below) include the application site or have the potential to would undergo a limited change as a result of the proposed

development. Overall, these changes are minor and not capable of affecting the significance of the conservation area:

- **P11 Prince Street Bridge towards the Planetarium:** The proposed roof terrace would be visible within this view. However, the reduced scale of the metal canopy, it's in keeping design and overall limited massing would ensure that any change would be wholly limited as demonstrated by a CGI of the proposal from this location (**Figure 28**). In this view it is evident that the roof terrace and canopy would only be seen against a backdrop of Building 11 itself ensuing that there would be no change to the skyline or silhouette of within the view. It is also important to note that the CGI is a zoomed in view and a comparison photograph from broadly the same location (**Figure 29**) is also provided. As demonstrated by this view, the distances involved mean that the roof terrace would be barely perceptible for those walking along the bridge and in the surrounding area and the focus of the view, the Planetarium and Canon's House, would also be unaffected and not obscured in any way.
- **P13 Anchor Road south towards Wapping Dockyard and floating harbour:** The omission of the eastern projection of the roof terrace and canopy ensures that these views would not undergo any change. As such, the character and quality of the view and the termination of the view (Canon's House, Wapping Dockyard and the Floating Harbour) would be entirely preserved.
- **L13 Wapping quay to Cathedral and L14 Wapping dockyard to former gas works:** As identified above views to the Cathedral and former gas works from the southern side of the harbour would not be affected by the proposed roof terrace in any way capable of affecting the quality or character of the views.



Figure 28: Proposed CGI view showing the proposed roof terrace from the Prince Street Bridge



Figure 29: View from Prince Street Bridge towards the Planetarium

4.26 Overall, while amounting to a minor change to a character building within the City Docks Conservation Area, this would not result in any change to the character, appearance or significance of the conservation area. Key elements of the conservation area's special interest (its topography, relationship with water courses, historic interest of the port and the quality and diversity of built form) would be entirely preserved as would key views and the positive contribution that Building 11 makes to the conservation area.

Canon's House (grade II)

4.27 The proposed introduction of a roof terrace on the application site if found to amount to a wholly minor change to the built surroundings of Canon's House that would not affect the significance of the listed building in any way which relates to its architectural and historic interest and group value.

4.28 Key views of the building (where its architectural interest can be best appreciated from) are from the spaces directly around the structure and in views from the southern side of the harbour where a more comprehensive view of the building can be appreciated. The vast majority of these views would not be affected in any way and where intervisibility is possible (typically from the southern side of the harbour close to the Fairbairn Crane) the external changes proposed would amount to a wholly minor, barely perceptible, change to the view that would not obscure or harm the views towards Canon's House. In all cases, the proposed development will have no effect on the skyline or silhouette of Canon's House. The minor change on the application site would in no way physically or visually isolate Canon's House from its surroundings, particularly those surroundings which contribute to its significance (the water course, Millennium Square and group value with the Crane Base) and the development would not be prominent, dominant or conspicuous within its setting. Nor would it compete with or cause distraction from the listed building in any way.

4.29 Overall, while amounting to a minor change within the asset's setting the general character of its setting would be preserved as would the asset's significance and special interest.

Crane Base (grade II)

- 4.30** Similar to Canon's House, the proposed introduction of a roof terrace on the application site if found to amount to a wholly minor change to the built surroundings of the Crane Base that would not affect the significance of the listed building. Its significance as a historic industrial remnant of the dockyard which has group value with similar nearby features would not be affected and the key elements of the asset's surroundings which contribute to its significance would be entirely preserved.
- 4.31** Key views of the Crane Base as possible from around it on the northern side of the harbour and in longer range views from the southern side. Views from the north would not be affected due to intervening built form the orientation of the application site and, as demonstrated by **Figures 24-27**, views from the south would not be affected either. In all cases there would be no change to the asset's skyline or silhouette. As a result of the design, location and scale of the roof terrace, the proposed development would not be prominent, dominant or conspicuous within the setting of the Crane Base and would not compete with or cause distraction from this asset. There would be no change to the general character of the setting of these assets which will continue to be appreciated as one of mixed uses of built form of a relatively large scale and modern design.

Bristol Cathedral (grade I)

- 4.32** As identified in the preceding section, Bristol Cathedral is a highly significant structure which is the spiritual, communal and physical epicentre of the city of Bristol. The proposed development amounts to a wholly minor change c.230m south of the grade I listed building and this change is not found to result in any harm to or effect on the significance of the grade I listed building.
- 4.33** Due to the modest scale and design of the roof terrace (which has been reduced in scale with the eastern projection removed) on an existing modern building, the proposed development would not be prominent, dominant or conspicuous within the setting of the Cathedral and would not compete with or distract from the grade I listed building. In addition, the proposed development would in no way isolate the Cathedral, either physically or visually.

- 4.34** Key views of the Cathedral would also be preserved. Close range views would not be affected as a result of the proposed development in any way with the proposed development well removed both visually and experientially. Longer distance views, as discussed above, can include glimpses of the proposed roof terrace and Cathedral and these includes views from the south in Millenium Square (**Figure 23**) and views from the south of the harbour (**Figure 24**). As identified above and as demonstrated by various photographs, while the roof terrace may be present in some of these views, it would not obscure or dominate views of the Cathedral in any way and the reduction in scale (the omission of the eastern projection) has wholly limited the level of change to these views leading to only a barely perceptible change in both instances. Importantly, the proposed development will have no effect on the skyline or silhouette of the Cathedral where the structure and application site could be glimpsed in conjunction with one another.
- 4.35** Overall, the proposed development would not lead to any notable or noticeable change to the built surroundings or general character of the Cathedral's setting. The minor change on the application site would therefore have no effect on the experience of the Cathedral which would remain to be appreciated within the urban form of the city. The proposed development would therefore entirely preserve the significance, special interest and setting of this asset. The creation of the roof terrace will also actually create new opportunities to experience the Cathedral as users of the terrace will have the chance to appreciate the grade I listed structure in a way that is not currently possible for members of the public.

Planetarium (locally listed building)

- 4.36** While resulting in a change within the setting of the Planetarium, the heritage values of this structure as an architecturally interesting modern Planetarium which also possesses communal value, would not be affected in any way. While the roof terrace would be visible in conjunction with the Planetarium in some key views of that structure (typically from Millennium Square), the appropriate in keeping industrial design and limited scale would ensure that there would be no effect on the ability to appreciate the Planetarium and, significantly, the building's rounded silhouette and skyline would be unaffected. Similarly, the development would not isolate (either physically or visually) the Planetarium from its surroundings and the roof terrace would not be a prominent, dominant or conspicuous feature of the

asset's the setting. Finally, while resulting in a change to the application site, this would not amount to any change to the general character of the setting of the Planetarium which will continue to be appreciated as one of mixed uses of built form of a relatively large scale and modern industrial design.

5. Conclusions

- 5.1** This Heritage Impact Assessment has been prepared in accordance with paragraph 200 of the NPPF and supports an application for planning permission relating the change internal and external alterations to Building 11 including the construction of a roof terrace on the building's south west corner.
- 5.2** Building 11, a modern mixed use building, is not a heritage asset but is a positive contributor to the City Docks Conservation Area. There are also a number of statutorily and locally listed buildings nearby. This report provides a proportionate assessment of the significance of the application site and this is followed by an assessment of the effect of the proposals on that significance.
- 5.3** Section 5 of this report, in conjunction with **Appendix 2**, presents a detailed appraisal of the effect of the proposed development on the significance of the identified heritage assets. The report concludes the proposed roof terrace and its associated features is of such a scale and design that, while resulting in a change to the appearance of Building 11, this would have no detrimental effect on the significance and/or setting of the heritage assets. Key views of the assets which better reveal their significance would be preserved and the roof terrace's canopy and balustrade would not lead to any change in the character of the conservation area or the setting of the statutorily or locally listed buildings. On this basis, the proposals are found to entirely preserve the significance of the identified heritage assets.
- 5.4** With regards to designated heritage assets (the City Docks Conservation Area and listed buildings including the grade I listed Cathedral), the proposed development falls outside the remit of paragraphs 207 and 208 of the NPPF insofar as there would be no harm caused to the asset's significance. There would be preservation for the purpose of the decision maker's duty under Sections 66 and 72 of the Act.
- 5.5** With regards to the locally listed Planetarium (a non-designated heritage asset), in accordance with paragraph 209 of the NPPF, the effect of the application on the significance of the non-designated heritage asset has been taken into account. No harm for the purposes of paragraph 209 is identified.

- 5.6** In summary, the proposed works are considered to be proportionate and compliant with relevant policies including local planning policy and guidance contained within Section 2 of this report, namely Policy BCS22 Conservation and the Historic Environment, DM30 Alterations to Existing Buildings and DM31 Heritage Assets.

Appendix 1

Scale of Harm (HCUK, 2019)

The table below has been developed by HCUK Group (2019) based on current national policy and guidance. It is intended as simple and effect way to better define harm and the implications of that finding on heritage significance. It reflects the need to be clear about the categories of harm, and the extent of harm within those categories, to designated heritage assets (NPPF, paragraphs 207 and 208, and guidance on NPPG).⁹

Scale of Harm	
Total Loss	Total removal of the significance of the designated heritage asset.
Substantial Harm	Serious harm that would drain away or vitiate the significance of the designated heritage asset
Less than Substantial Harm	High level harm that could be serious, but not so serious as to vitiate or drain away the significance of the designated heritage asset.
	Medium level harm, not necessarily serious to the significance of the designated heritage asset, but enough to be described as significant, noticeable, or material.
	Low level harm that does not seriously affect the significance of the designated heritage asset.

HCUK, 2019

⁹ See NPPG 2019: “Within each category of harm (which category applies should be explicitly identified), the extent of the harm may vary and should be clearly articulated.” Paragraph 018 Reference ID: 18a-018-20190723.

Appendix 2

GPA3 Assessment: Historic England’s guidance on setting

In assessing the effect of the proposed development on the setting and significance of designated and non-designated heritage assets, it is relevant to consider how the following factors may or may not take effect, with particular reference to the considerations in Steps 2 and 3 of GPA3. The following analysis seeks to highlight the main relevant considerations.

<i>Relevant Considerations</i>	Crane Base (grade II)	Canon’s House (grade II)
<i>Proximity of the development to the asset</i>	The application site is located c.175m north west of the Crane Base	The application site is located directly north of Canon’s House
<i>Proximity in relation to topography and watercourses</i>	The general topography of the area is low lying and level though more widely there are hills to both the north and the south. The obvious watercourse running to the south of the site is a key feature within the harbour and city as a whole	
<i>Position of development in relation to key views</i>	Key views of the Crane Base as possible from adjacent to it on the northern side of the harbour (where it can be appreciated in context with the watercourse and assets on the southern side) and from the southern side of the harbour where it is appreciated in conjunction with Canon’s House and the modern built form of Millennium Square. View south would not be affected by the proposed development in any way. The minor change to the exterior of Building 11 would not materially affect views from the southern side of the harbour towards this asset where the two could be glimpsed	Canon’s House is best appreciated the spaces around it where it’s architectural interest can be best appreciated and in views from the southern side of the harbour where a more comprehensive view of the building can be appreciated. Close range views looking north would not feature the site due to the massing of Canon’s House. Views from the south of the harbour do offer glimpsed views towards the site in conjunction with Canon’s House. Where such glimpsed views are possible, the external changes proposed would amount to a wholly minor, barely imperceptible, change to the view that would not

	together. The significance of and ability to appreciate the significance of this asset would not be eroded as a result	obscure or harm the views towards Canon’s House
<i>Degree to which development will physically or visually isolate asset</i>	The minor change on the application site would in no way physically or visually isolate the Crane Base from its surroundings, particularly those surroundings which contribute to its significance (the water course, the docks and other dock yard features)	The minor change on the application site would in no way physically or visually isolate the Crane Base from its surroundings, particularly those surroundings which contribute to its significance namely the water course and areas of public realm
<i>Prominence, dominance and conspicuousness</i>	The minor change on the application site which would not affect the overall massing of Building 11 would not be prominent, dominant or conspicuous within the setting of the Crane Base	The minor change on the application site which would not affect the overall massing of Building 11 would not be prominent, dominant or conspicuous within the setting of Canon’s House
<i>Competition with or distraction from the asset</i>	For the reasons identified elsewhere in this table, the proposed development would not compete with or cause distraction from the Crane Base in any way	For the reasons identified elsewhere in this table, the proposed development would not compete with or cause distraction from Canon’s House in any way
<i>Dimensions, scale, massing, proportions</i>	The proposed development amounts to a minor addition to the existing building within its overall massing – there would be no increase in height of Building 11 and the addition would read as a lightweight and open sided pergola in all views	
<i>Visual permeability</i>	Due to the open sided nature of the pergola, the addition would have clear visual permeability	
<i>Introduction of movement or activity</i>	The creation of a roof terrace as part of a bar within Unit 7 will lead to levels of activity and movement on the terrace not currently experienced. While this will amount to a change experienced within the setting of the assets, due to the scale of the roof terrace and the role the site plays within their setting, this is not considered capable of causing any harm to significance	

<i>Change to built surroundings and spaces</i>	The proposals would amount to a wholly minor change to the built surroundings of the Crane Base that would be barely perceptible in context with this asset. That change would not affect the significance of the listed building in any way	The proposals would amount to a wholly minor change to the built surroundings of Canon’s House that change would not affect the significance of the listed building in any way
<i>Change to skyline, silhouette</i>	The proposed development will have no effect on the skyline or silhouette of the Crane Base where the listed building and application site could be glimpsed in conjunction with one another	The proposed development will have no effect on the skyline or silhouette of Canon’s House – where glimpsed views of both features are possible (from the southern side of the harbour) the minor change proposed would ensure that the skyline of Canon’s House would not be broken
<i>Lighting effects</i>	External lighting is proposed to the roof terrace including fairy lights, light festoons and LED light strips. While this lighting will be appreciable in the hours of darkness, it has been subtly designed so to not be obtrusive in context of the heritage assets	
<i>Change to general character</i>	There would be no change to the general character of the setting of these assets which will continue to be appreciated as one of mixed uses of built form of a relatively large scale and modern design	

Relevant Considerations

Bristol Cathedral (grade I)

Planetarium (locally listed)

<i>Proximity of the development to the asset</i>	The application site is located c.230m south of Bristol Cathedral	The application site is located directly south west of the Planetarium
<i>Proximity in relation to topography and watercourses</i>	The general topography of the area is low lying and level though more widely there are hills to both the north and the south. The obvious watercourse running to the south of the site is a key feature within the harbour and city as a whole	
<i>Position of development in relation to key views</i>	Key views of the Cathedral are typically possible from close range	Key views of the Planetarium are possible from within Millennium

	<p>where it's architectural and historic interest can be appreciated and in long range views where the prominence of the structure and its presence in the city is understood. Close range views would not be affected as a result of the proposed development in any way. The only long range views capable of being changed as a result of the proposed development are a series of views from the southern side of the harbour. However, as demonstrated by various CGIs, while the roof terrace may be present in some of these views, it would not obscure or dominate views of the Cathedral in any way</p>	<p>Square (particularly to the south) where the building's unusual form and appearance can be appreciated. The proposed roof terrace would be appreciable in some of these views but would not detract from them, instead it would be appreciated as part of the already modern Building 11 and generally modern surroundings of the locally listed structure</p>
<p><i>Degree to which development will physically or visually isolate asset</i></p>	<p>The introduction of a modestly scaled and appropriately detailed roof terrace to an existing modern building would in no way isolate the Cathedral, either physically or visually</p>	<p>The minor change on the application site would in no way physically or visually isolate the Planetarium from its surroundings, particularly those surroundings which contribute to its significance namely the public realm and built form within Millennium Square</p>
<p><i>Prominence, dominance and conspicuousness</i></p>	<p>The minor change on the application site which would not affect the overall massing of Building 11 would not be prominent, dominant or conspicuous within the setting of the Cathedral</p>	<p>The minor change on the application site which would not affect the overall massing of Building 11 would not be prominent, dominant or conspicuous within the setting of the Planetarium</p>
<p><i>Competition with or distraction from the asset</i></p>	<p>For the reasons identified elsewhere in this table, the proposed development would not compete with or cause distraction from the Cathedral in any way</p>	<p>For the reasons identified elsewhere in this table, the proposed development would not compete with or cause distraction from the Planetarium in any way</p>

<i>Dimensions, scale, massing, proportions</i>	The proposed development amounts to a minor addition to the existing building within its overall massing – there would be no increase in height of Building 11 and the addition would read as a lightweight and open sided pergola in all views	
<i>Visual permeability</i>	Due to the open sided nature of the pergola, the addition would have clear visual permeability	
<i>Introduction of movement or activity</i>	The creation of a roof terrace as part of a bar within Unit 7 will lead to levels of activity and movement on the terrace not currently experienced. While this will amount to a change experienced within the setting of the assets, due to the scale of the roof terrace and the role the site plays within their setting, this is not considered capable of causing any harm to significance	
<i>Change to built surroundings and spaces</i>	The proposals would amount to a wholly minor change to the built surroundings of Cathedral that change would not affect the significance of the listed building in any way	The proposals would amount to a wholly minor change to the built surroundings of the Planetarium that change would not affect the significance of the locally listed building in any way
<i>Change to skyline, silhouette</i>	The proposed development will have no effect on the skyline or silhouette of the Cathedral where the structure and application site could be glimpsed in conjunction with one another	The proposed development will have no effect on the skyline or silhouette of the Planetarium where the locally listed building and application site could be glimpsed in conjunction with one another
<i>Lighting effects</i>	External lighting is proposed to the roof terrace including fairy lights, light festoons and LED light strips. While this lighting will be appreciable in the hours of darkness, it has been subtly designed so to not be obtrusive in context of the heritage assets	
<i>Change to general character</i>	There would be no change to the general character of the setting of the Cathedral which will continue to be appreciated as it currently is with the Cathedral being set within College Green and within the urban form of the city	There would be no change to the general character of the setting of this asset which will continue to be appreciated as one of mixed uses of built form of a relatively large scale and modern design

Standard Sources

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