Cotswold Archaeology

Station Approach
Hereford

Heritage Assessment

Report prepared for:
Cityheart Ltd

CA Project: 6678

September 2018

Andover Cirencester Exeter Milton Keynes

Station Approach, Hereford

Heritage Assessment

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1. INTRODUCTION

1.1. In July 2018, Cotswold Archaeology was commissioned by Cityheart Ltd to undertake a Heritage Assessment in respect of land at Station Approach, Hereford (hereafter referred to as 'the Site'). Presently in use as a car park it is located on Station Approach Road, south of the Barr's Court Rail Station, north of Commercial Road (A465) and west of the railway lines in Hereford, Herefordshire (NGR: SO 51563 40448; Fig. 1).

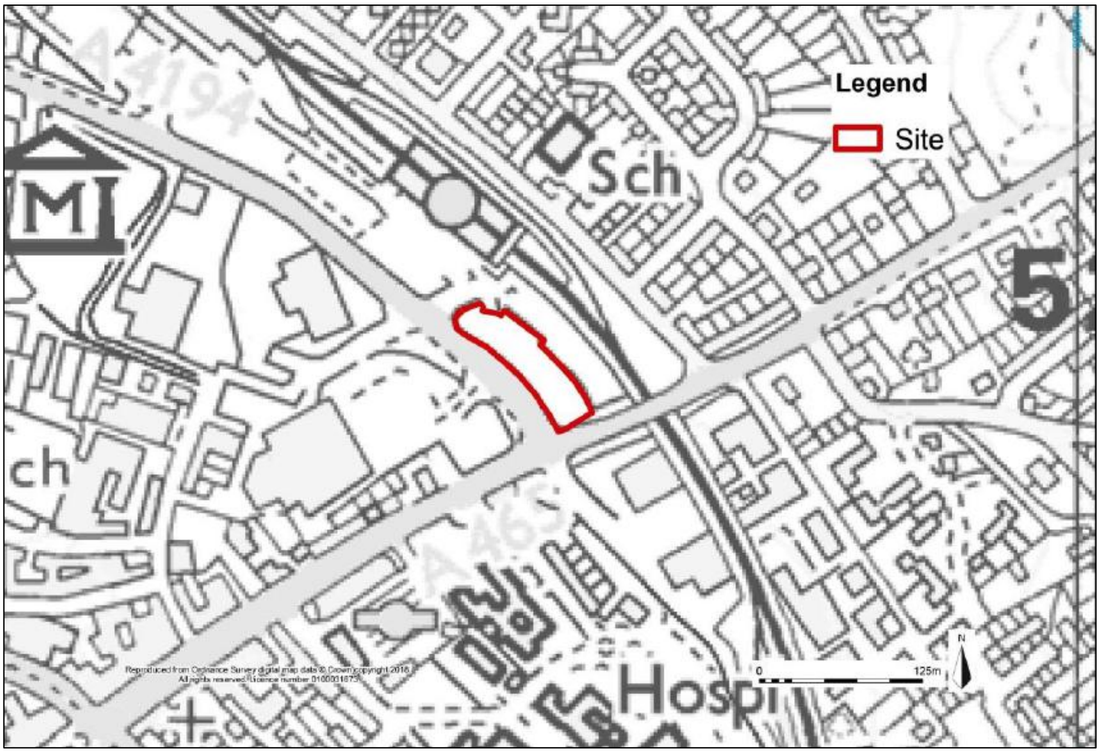

Fig. 1 Site location plan

1.2. Design plans for the Site are currently evolving, and this assessment report will inform the ongoing masterplanning process.

Objectives and professional standards

1.3. Cotswold Archaeology is a Registered Organisation with the Chartered Institute for Archaeologists (CIfA). This report has been prepared in accordance with the 'Standard and Guidance for Historic Environment Desk-Based Assessment' published by the CIfA (2014).

Statute, policy and guidance context

1.4. This assessment has been undertaken within the key statute, policy and guidance context presented within the table overleaf (Table 1.1). The applicable provisions contained within these statute, policy and guidance documents are referred to, and discussed, as relevant, throughout the text. Fuller detail is provided in Appendix 1.

Statute	Description
Planning (Listed Buildings and Conservation Areas) Act (1990)	Act of Parliament placing a duty upon the Local Planning Authority (or, as the case may be, the Secretary of State) to afford due consideration to the preservation of Listed buildings and their settings (under Section 66(1)), and Conservation Areas (under Section 72(2)), in determining planning applications.
National Heritage Act 1983 (amended 2002)	One of four Acts of Parliament providing for the protection and management of the historic environment, including the establishment of the Historic Monuments & Buildings Commission, now Historic England.
Conservation Principles (Historic England 2008)	Guidance for assessing heritage significance, with reference to contributing heritage values, in particular: *evidential* (archaeological), *historical* (illustrative and associative), *aesthetic*, and *communal*.
National Planning Policy Framework (2018)	Provides the English government's national planning policies and describes how these are expected to be applied within the planning system. Heritage is subject of Chapter 16 (page 54).
Good Practice Advice in Planning: Note 2 (GPA2): Managing Significance in Decision-Taking in the Historic Environment (Historic England, 2015)	Provides useful information on assessing the significance of heritage assets, using appropriate expertise, historic environment records, recording and furthering understanding, neglect and unauthorised works, marketing and design and distinctiveness.
Good Practice Advice in Planning: Note 3 (GPA3): The Setting of Heritage Assets, Second Edition (Historic England, 2017)	Provides guidance on managing change within the settings of heritage assets, including archaeological remains and historic buildings, sites, areas, and landscapes.
Herefordshire Development Plan (2017)	Comprises the local development plan (local plan), as required to be compiled, published and maintained by the local authority, consistent with the requirements of the NPPF (2012). Intended to be the primary planning policy document against which planning proposals within that local authority jurisdiction are assessed. Where the development plan is found to be inadequate, primacy reverts to the NPPF (2012).

Table 1.1 Key statute, policy and guidance

2. METHODOLOGY

Data collection, analysis and presentation

2.1. This assessment has been informed by a proportionate level of information sufficient to understand the archaeological potential of the Site, the significance of identified heritage assets, and any potential development effects. This approach is in accordance with the provisions of the NPPF (2018) and the guidance issued by CIfA (2014). The data has been collected from a wide variety of sources, summarised in the Table 2.1.

Source	Data
National Heritage List (NHL)	Current information relating to designated heritage assets, and heritage assets considered to be 'at risk'.
Herefordshire Historic Environment Record (HER)	Heritage sites and events records, Historic Landscape Characterisation (HLC) data, and other spatial data supplied in digital format (shapefiles) and hardcopy.
Historic England Archives (EHA)	Additional sites and events records, supplied in digital and hardcopy formats.
Herefordshire Archives	Historic mapping, historic documentation, and relevant published and grey literature.
Historic England's Aerial Photograph Research Unit	Vertical and oblique aerial photography ranging in date from the 1940s to present.
Herefordshire Local Studies Library	Additional publications, grey literature and other materials specific to the locality.
Environment Agency (EA) website	LiDAR imagery and point cloud data, available from the Environment Agency website.
National Library of Scotland & other cartographic websites	Historic (Ordnance Survey and Tithe) mapping in digital format.
British Geological Survey (BGS) website	UK geological mapping (bedrock & superficial deposits) & borehole data.

Table 2.1 Key data sources

2.2. Prior to obtaining data from these sources, an initial analysis was undertaken in order to identify a relevant and proportionate study area. This analysis utilised industry-standard GIS software, and primarily entailed the generation of a digital terrain model (DTM) incorporating available topographic, elevation and historic landscape data.

2.3. On this basis a 500m study area, centred on the Site, was considered sufficient to capture the relevant HER data, and provide the necessary context for understanding archaeological potential and heritage significance in respect of the Site. All of the spatial data held by the HER – the primary historic data repository – for the land within the study area, was requested. All of the records returned have been considered and were analysed and refined in order to narrow the research focus onto those of relevance to the present assessment. Not all HER records are therefore referred to, discussed or illustrated further within the body of this report, only those that are relevant.

2.4. A site visit was also undertaken as part of this assessment. The primary objectives of the site visit were to assess the Site's historic landscape context, including its association with any known or potential heritage assets, and to identify any evidence for previous truncation of the on-site stratigraphy. The site visit also allowed for the identification of any previously unknown heritage assets within the Site, and assessment of their nature, condition, significance and potential susceptibility to impact. The non-physical effects of development were also assessed during this visit. The wider landscape was examined, as relevant, from accessible public rights of way.

Assessment of heritage significance

2.5. The significance of known and potential heritage assets within the Site, and any beyond the Site which may be affected by the proposed development, has been assessed and described, in accordance with paragraph 189 of the NPPF (2018), the guidance issued by CIfA (2014) and 'Historic Environment Good Practice Advice in Planning Note 2' (Historic England, 2014). Determination of significance has been undertaken according to the industry-standard guidance on assessing heritage value provided within 'Conservation Principles' (Historic England 2008). This approach considers heritage significance to derive from a combination of discrete heritage values, principal amongst which are: **i)** evidential (archaeological) value, **ii)** historic (illustrative and associative) value, **iii)** aesthetic value, **iv)** communal value, amongst others. Further detail of this approach, including the detailed definition of those aforementioned values, as set out, and advocated, by Historic England, is provided in Appendix 1 of this report.

Assessment of potential development effects (benefit and harm)

2.6. This assessment makes reference to effects which may result from development within the Site, including 'physical' and 'non-physical' effects upon the settings of heritage assets. In regards to non-physical effects or 'settings assessment', the five-step assessment methodology advocated by Historic England, and set out in the Second Edition of GPA3 (Historic England, 2017), has been adhered to (presented in greater detail in Appendix 1).

2.7. Potential effects upon designated heritage assets have been defined within broad 'level of effect' categories (Table 2.2 below). These are consistent with key national heritage policy and guidance terminology, particularly that of the NPPF (2018). This has been done in order to improve the intelligibility of the assessment results for purposes of quick reference and ready comprehension. These broad determinations of level of effect should be viewed within the context of the qualifying discussions of significance and impact presented in Section 5.

2.8. It should be noted that the overall effect of development proposals upon the designated heritage asset are judged, bearing in mind both any specific harms or benefits (an approach consistent with the Court of Appeal judgement *Palmer v. Herefordshire Council & ANR* Neutral Citation Number [2016] EWCA Civ 1061).

2.9. A recent judgement by Justice Lindblom in (The Queen) v. Sevenoaks DC [2014] EWHC 1895 (Admin) states that '*preserving*', in terms of character, appearance and setting of Listed Buildings and Conservation Areas, means doing '*no harm*'. Thus, '*preserving*' does not necessarily mean '*no change*'; it specifically means '*no harm*'.

Level of effect	Description	Applicable statute & policy
Heritage benefit	The proposals would better enhance or reveal the heritage significance of the designated heritage asset.	Enhancing or better revealing the significance of a designated heritage asset is a desirable development outcome in respect of heritage. It is consistent with key policy and guidance, including the NPPF (2012) paragraphs 126 and 137.
No harm	The proposals would preserve the significance of the designated heritage asset.	Preserving a Listed building and its setting is consistent with s66 of the Planning (Listed Buildings and Conservation Areas) Act (1990). Preserving or enhancing the character or appearance of a Conservation Area is consistent with s72 of the Act. Sustaining the significance of a designated heritage asset is consistent with paragraph 126 of the NPPF, and should be at the core of any material local planning policies in respect of heritage.

<table>
<tr><th>Level of effect</th><th>Description</th><th>Applicable statute & policy</th></tr>
<tr><td>Less than substantial harm (lower end)</td><td>The proposals would be anticipated to result in a restricted level of harm to the significance of the designated heritage asset, such that the asset's contributing heritage values would be largely preserved.</td><td rowspan="2">In determining an application, this level of harm should be weighed against the public benefits of the proposals, as per paragraph 134 of the NPPF (2012).

Proposals involving change to a Listed building or its setting, or any features of special architectural or historic interest which it possesses, or change to the character or appearance of Conservation Areas, must also be considered within the context of Sections 7, 66(1) and 72(2) of the 1990 Act. The provisions of the Act do not apply to the setting of Conservation Areas.

Proposals with the potential to physically affect a Scheduled Monument (including the ground beneath that monument) will be subject to the provisions of the Ancient Monuments and Archaeological Areas Act (1979); these provisions do not apply to proposals involving changes to the setting of Scheduled Monuments.</td></tr>
<tr><td>Less than substantial harm (upper end)</td><td>The proposals would lead to a notable level of harm to the significance of the designated heritage asset. A reduced, but appreciable, degree of its heritage significance would remain.</td></tr>
<tr><td>Substantial harm</td><td>The proposals would very much reduce the designated heritage asset's significance or vitiate that significance altogether.</td><td>Paragraphs 132 and 133 of the NPPF (2012) would apply. Sections 7, 66(1) and 72(2) of the Planning Act (1990), and the Ancient Monuments and Archaeological Areas Act (1979), may also apply.</td></tr>
</table>

Table 2.2 Summary of level of effect categories (benefit and harm) referred to in this report in relation to designated heritage assets, and the applicable statute and policy.

2.10. In relation to non-designated heritage assets, the key applicable policy is paragraph 197 of the NPPF (2018), which states that:

> 'The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the **scale of any harm or loss** and the **significance of the heritage asset** [our emphasis].'

2.11. Thus with regard to non-designated heritage assets, this report seeks to identify the significance of the heritage asset(s) which may be affected, and the scale of any harm or loss to that significance.

Limitations of the assessment

2.12. The statements of significance and impact assessments presented below are informed by data held by and requested remotely from the Herefordshire Historic Environment Record, historic (Tithe and Ordnance Survey) maps downloaded from the National Library of Scotland and The Genealogist websites, other archival material consulted in person at the library of Hereford, and relevant online resources (see Section 7). The assumption is made that this data, in addition to that derived from other secondary sources, is reasonably accurate. The records held by the HHER are not a record of all surviving historic assets, but a record of the discovery of a wide range of archaeological and historical components of the historic environment. The information held within it is not complete, and does not preclude the subsequent discovery of further elements of the historic environment that are, at present, unknown.

2.13. In addition, the Site and the proximate Listed Buildings were visited in July 2018. Weather conditions were sunny with sufficient visibility for identifying key views towards and from the Listed Buildings and for assessing intervisibility with the Site. Many photographs were taken during the visit and a selection of these is included in this report.

3. ARCHAEOLOGICAL AND HISTORICAL BACKGROUND

Landscape context

3.1. The Site is located on Station Approach Road, *c*.60m south of the Barr's Court Railway Station, *c*.20m north of Commercial Road (A465) and west of the railway lines in Hereford. It occupies *c*.0.35ha and is presently in use as a car park for the railway station.

3.2. The Site is surrounded by car parks, supermarkets, commercial warehouses and the railway lines and the character of the area is mainly industrial/ commercial. The closest residential area is located to the east side of the railway lines, *c*.115m from the Site.

Geology

3.3. The geology of the north area of the Site comprises bedrock of Raglan Mudstone Formation of Siltstone and mudstone, interbedded, a sedimentary bedrock formed between 423.6 and 419.2 million years ago during the Silurian period overlain by Glaciofluvial Sheet Deposits, Devensian of Sand and gravel. A sedimentary superficial deposit formed between 116 and 11.8 thousand years ago during the Quaternary period (BGS, 2018).

3.4. The geology of the south area of the Site comprises bedrock of the Raglan Mudstone Formation - Siltstone and mudstone, interbedded, sedimentary bedrock formed between 423.6 and 419.2 million years ago during the Silurian period overlain by Alluvium - Clay, silt, sand and gravel, a sedimentary superficial deposit formed between 11.8 thousand years ago and the present during the Quaternary period (BGS, 2018).

Previous archaeological works

3.5. Several programs of archaeological works have taken place within the study area and of these only a few proved relevant to this report. A summary of these relevant studies is included in Table 3.1 and Figure 2 below.

Ca ref.	HER reference and bibliography	Description
1	EHE31782 N/A	Watching Brief. Castle House Hotel, Hereford. 1999 .
2	EHE30346 Sherlock A, and Pikes, P J. (2000), A report on the archaeological watching brief at the Stonebow House Site, Commercial Road, Hereford. Archenfield Archaeology. 7	Watching Brief, Former Stonebow House Site (Kentucky Fried Chicken Site), Commercial Road, Hereford, 1999-2000

3	EHE2007 Mayes, S. 2012. The Merton Works. Archaeological Watching Brief. Headland Archaeology Ltd.	Watching Brief, The Merton Works, Off Commercial Road, Hereford, 2012
4	EHE20073 Jackson, Robin. 1996. Watching Brief at Canal Road, Hereford. Hereford and Worcester County Council. Report 447	Canal Road (Blackfriars) Watching Brief, 1996
5	EHE20126 Shoesmith, R & Thomas, D A. (1988) Excavations at the Bus Station 1986 and 1987. City of Hereford Archaeology Committee.	Excavation at the Bus Station (Site of the County Gaol/Cinema/St Guthlacs Priory Cemetery), 1986-1987
6	EHE80013 N/A	Archaeological Watching Brief for Geotechnical Investigations: Edgar Street Grid Link Road, Hereford
7	EHE30004 Vyce, D.(1998) Postal Sorting Office, Station Approach, Hereford. A report on an archaeological watching brief`. Archaeological Investigations Ltd.	Postal Sorting Office, Station Approach Watching brief
8	EHE2127 Craddock-Bennett, L. (2015) Archaeological Watching Brief, Hereford Cross-City Electricity Cable Installation. Headland Archaeology Ltd.	Archaeological Watching Brief, Hereford Cross-City Electricity Cable Installation
9	EHE1958 Crooks, K. (2012) Stonebow Unit Extension, Hereford. Trial Trenching. Headland Archaeology Ltd.	Trial Trenching, Stonebow Unit, County Hospital, Hereford, 2012
10	MHE4460 Crooks, K H, Rouse, D and Boucher, A. (2007) Essex Arms Playing Field, Widemarsh Street, Hereford. Archaeological Trial Trenching. Archaeological Investigations Ltd. Crooks, K. (2009) Edgar Street Grid - Link Road, Hereford. Archaeological evaluation. Archaeological Investigations Ltd. Bennett, I. (2018) Edgar Street Link Road, Hereford: Police Training Ground. Headland Archaeology Ltd.	Bronze Age Peat Deposits, Essex Arms Playing Field, Edgar Street Link Road several phases of Archaeological evaluations.

Table 3.1 Summary of previous archaeological works

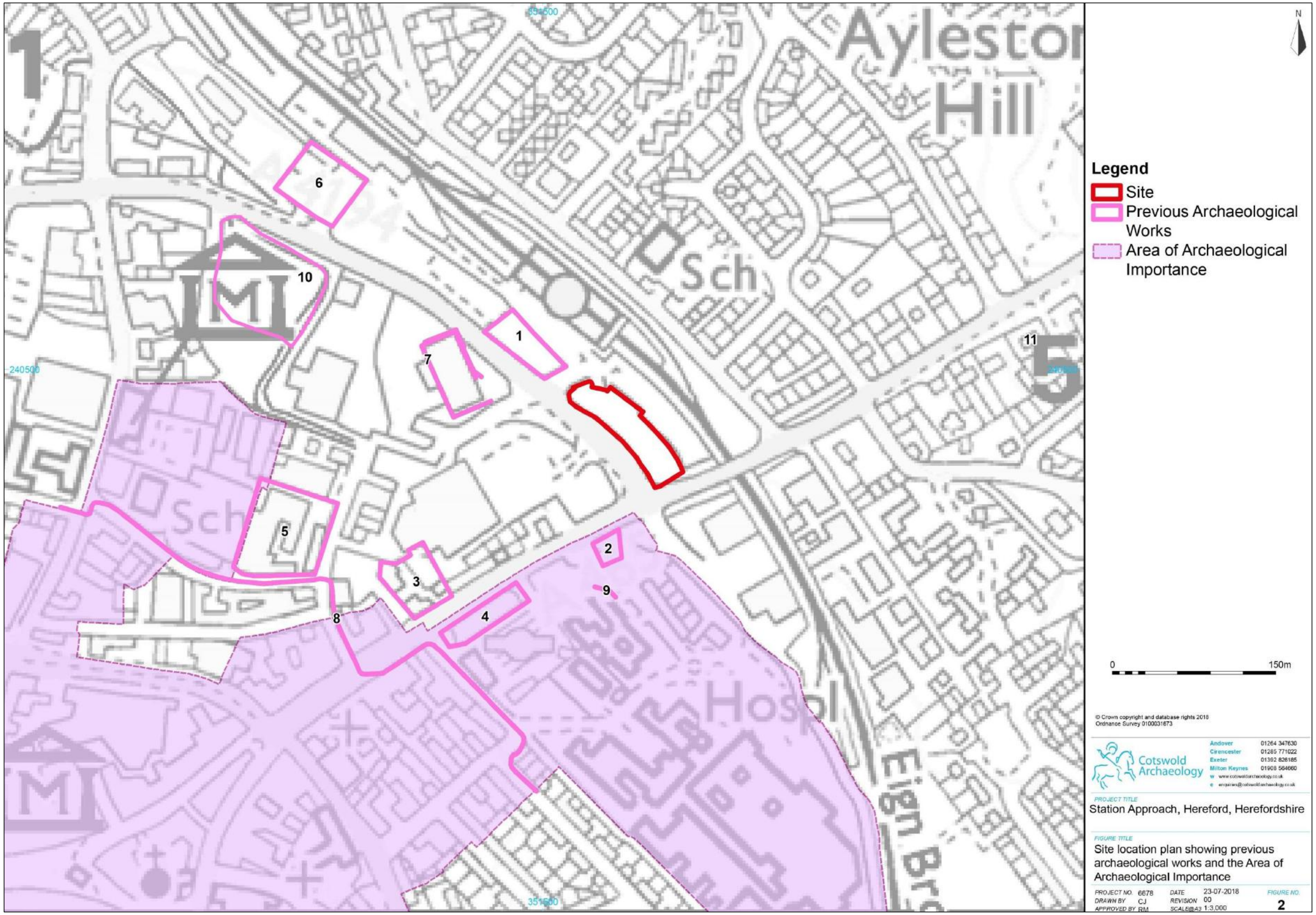

Fig. 2 Site location plan and previous archaeological works

Prehistoric

3.6. Within the study area there is scarce evidence of prehistoric activity, with the only records being areas of peat deposits (Fig.2, **10**) dated to the Bronze Age in two different programs of archaeological works (Crooks, 2009; Bennet, 2018), some of which were filling a series of meandering channels. There is some potential for former channels within the superficial geological deposits within the Site, although no evidence for any associated remains of archaeological or palaeoenvironmental significance.

3.7. No further evidence of the prehistoric period is recorded in the study area and none is recorded within the Site.

Romano-British

3.8. No Roman roads run through what is now Hereford (Greene, 2004), despite the A49 being known as 'Roman Road', and possibly having comprised 'Watling Street West'. However, it is possible that the town might have Roman origins given that artefacts such as bronze figurines and substantial altar fragments have been discovered near river crossing points (Ray, 2002).

3.9. The only evidence of the Romano-British period within the study area comprises a findspot of a coin, a Billon Antoninianus of Carausius (287-293 AD) *c*.383m to the south east of the Site (Fig.2, **11**).

Early medieval and medieval

3.10. The Site lies around 400m outside of the medieval city walls of Hereford, as summarised on Fig. 3 below. The historic medieval core of Hereford is defined as an Area of Archaeological Importance by the Council (Fig.2). The designated area is set within the medieval walls of the city, together with some of the early suburbs and former monastic precincts. The Site is not included within the Area of Archaeological Importance.

3.11. Documentary sources indicate that a settlement (and a bishopric) was established at Hereford by the late-7th or early-8th century AD. Initially, the settlement occupied the gravel terraces above the River Wye before expanding north to higher ground. Here the town developed around a minster, church and royal residence. Fortifications (comprising ditches and ramparts) were constructed following the Battle of Hereford (fought between the Welsh and the English) in 760 AD and the town was referred to as a burgh by 914 AD (Lobel, 1969).

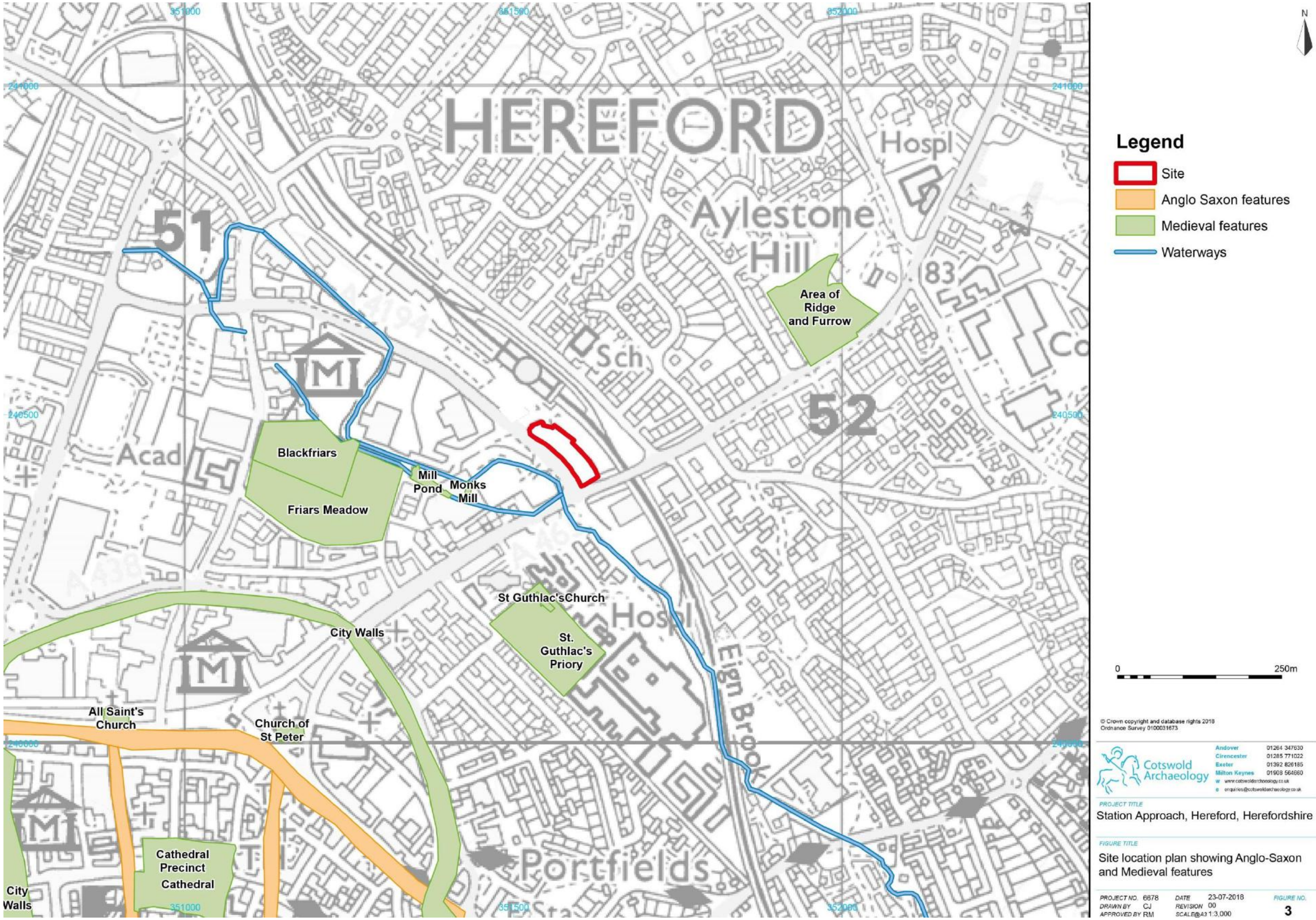

Fig. 3 Site location plan, Anglo-Saxon to Medieval features

3.12. Hereford held the relics of St Ethelbert (d.794 AD), attracting many pilgrims, and by the late-10th century, had become a shire town with a mint and a market (ibid). A castle was built in 1050 AD, but was destroyed by the Welsh in AD 1055. In the two centuries following the Norman Conquest of 1066 AD, the castle was refortified and the earthen defences were strengthened by the construction of stone walls and gates (Fig. 3). The town was refocused around a new market established to the north of the Saxon core; the rebuilding in stone of a wooden bridge across the River Wye, and the rebuilding of the minster, facilitated and encouraged trade, with Hereford receiving its first charter in 1189 AD (Lobel, 1969).

3.13. Houses were distributed along the town ditch at various points between the gates, but the extent of medieval suburban development is not known (Lobel, 1969). To the north and to the east were the extensive commons of Widemarsh, as shown on the 18th century maps of Taylor and Pilley; which comprised two large open fields divided into strips farmed by the bishop, canons, burgesses and others. To the south of the River Wye, there was some built development along the road leading away from Wye Bridge and St. Martin's Church. This area, c.1km south of the Site, is today known as Blackmarstone – a corruption of Black-marsh-town, which refers to the local waterlogged soils (Duncumb, 1804).

3.14. Blackfriars Friary, which now comprises a Scheduled Monument, lay approximately 200m to the west of the Site (Fig. 3), on the west side of the A465 (which was the road running north to Sutton St Nicholas). The Blackfriars Friary was founded before 1246 and was dissolved in 1538. There are standing remains within the Scheduled area, and evaluation and geophysical survey have added additional knowledge on the below-ground remains and layout. The complex included the Hospital of St Sepulchre, which was a leper hospital founded in the 12th century.

3.15. The Benedictine Priory of St Guthlac (or Saints Peter, Paul & Guthlac) was founded between 1107 and 1122. The monastic buildings, c.1143, occupied a considerable area outside the city wall between Bath Street and Commercial Road. The main gateway opened onto Commercial Road somewhere below the Kerry Arms.

3.16. Later map sources (see below) identify the Site as a part of 'Monks Moor' which was common land north of the city, west of the mill and its leat. The 'Monk's Mill' and pond were situated on land owned by St Guthlac's, but close to Blackfrairs. The mill was fed by a diverted leat of the Eign Brook, which ran a short distance to the west of the Site, as illustrated on Figure 3.

3.17. The Site was located close to the medieval road, on the course of the A465. Although the extent of suburban development in the medieval period is not fully clear, it is not thought to have extended that far from the city (this includes consideration of 17th-century mapping, as discussed below, which illustrates development along the road to have only reached some distance south of the Site).

Post-medieval and modern

3.18. In the post-medieval period Hereford grew further in size expanding to the extramural areas. In this period the suburbs grew with the construction of buildings along the main routes into the city to house the growing amount of workers required to maintain the city. The surrounding area to the town was common land for agriculture or pasture or waste with agriculture slowly giving way to industry of which glove making became one of the most relevant.

3.19. The first depiction of the Site's location available is from John Speed's Herefordshire Map of 1610 (Fig. 5). The Hereford section of the map includes the historical core of the city as well as rows of buildings stretching along the roads away from the city and forming the first extramural suburbs. The Site presumably remained as common land. Taylor's map of 1757 (not reproduced) finishes just shy of the area where the Site is located.

3.20. The 1774 map of John Bach (Fig.6) shows only portions of the city of Hereford. According to its annotations the map was surveyed for the Commissioners appointed under an Act of Parliament for paving and lighting the city and enclosing the commons and waste lands belonging to the city. It also portrays said commons and waste lands. The Site's area is included in this small map; it was located on Monkmoor Common, which was enclosed as one unit of land delimited by waterways and a road. The map also portrays with some degree of accuracy the roads, the waterways and the location of Monkmoor Mill. The map does not include a record of the tenancy or of the landuse but clarifies that the area of the Site belonged to St. Peter's Parish.

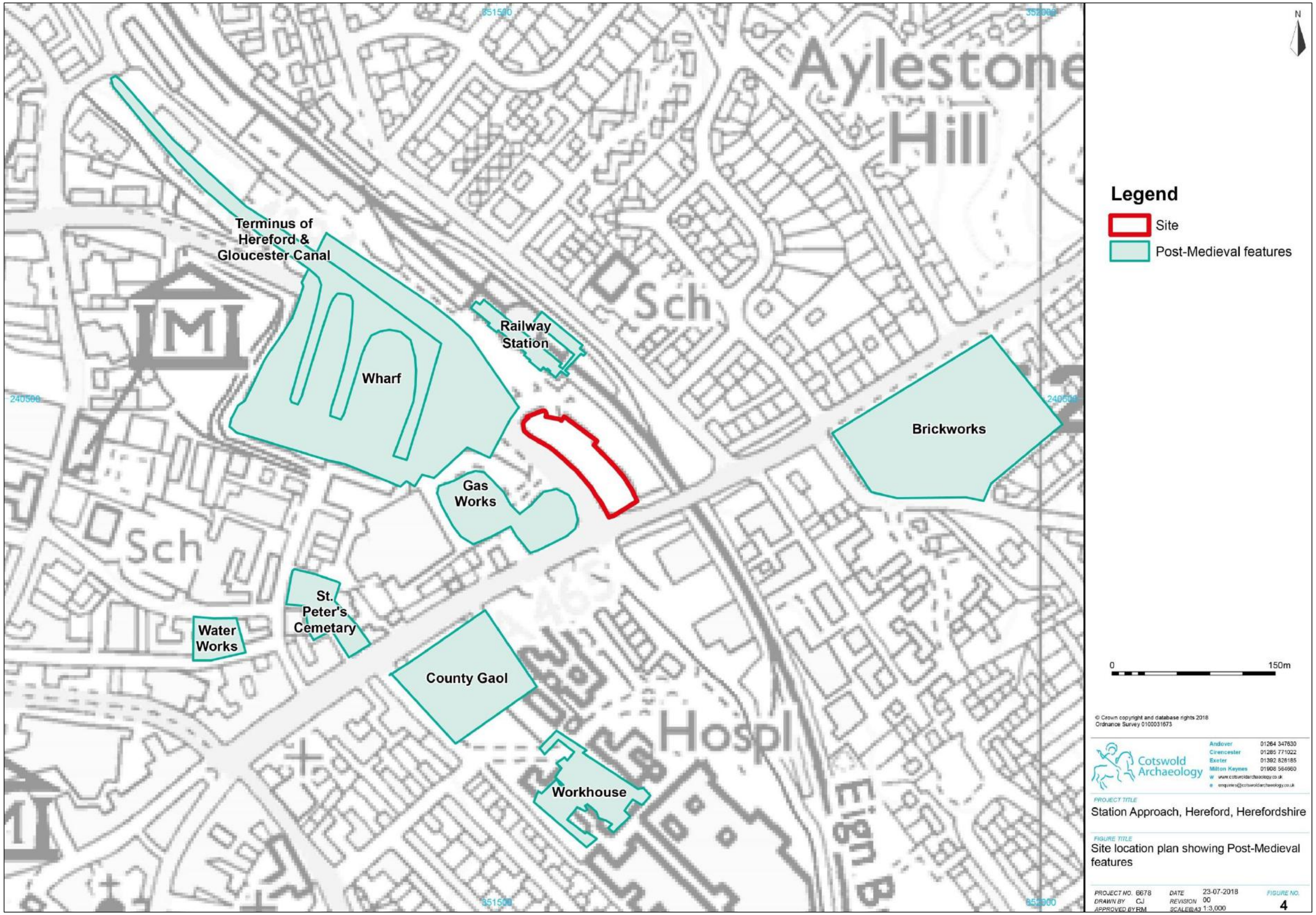

Fig. 4 Site location plan and Post-Medieval features

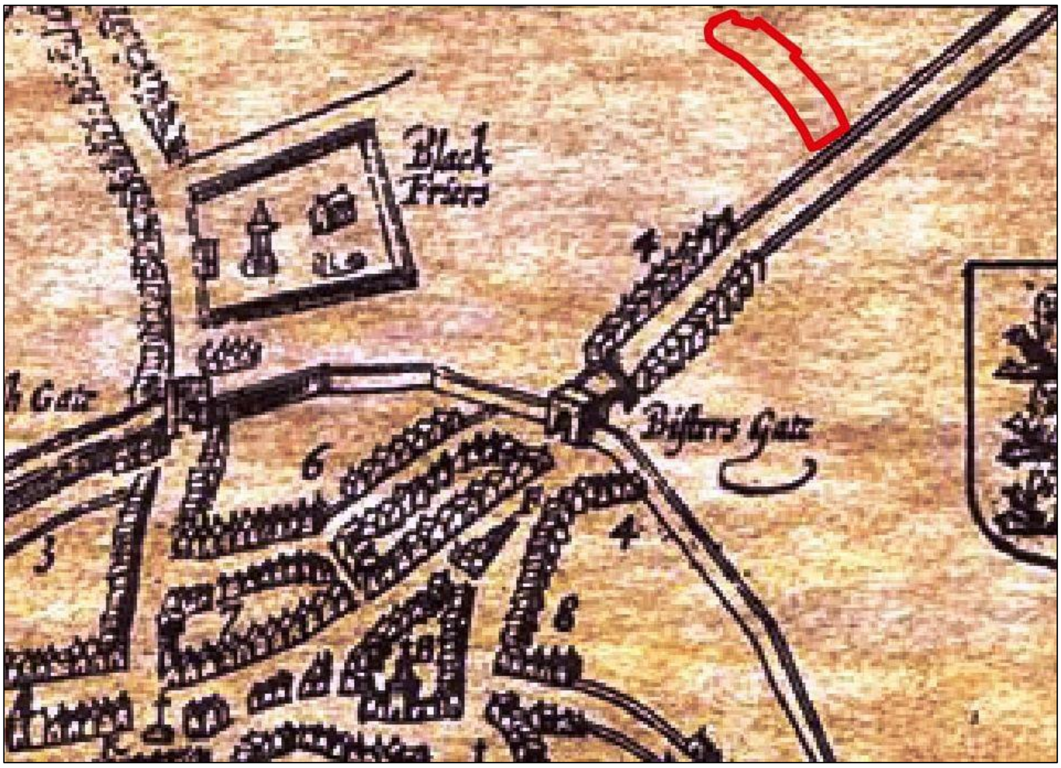

Fig. 5 Site location on Speed's 1610 map of Hereford

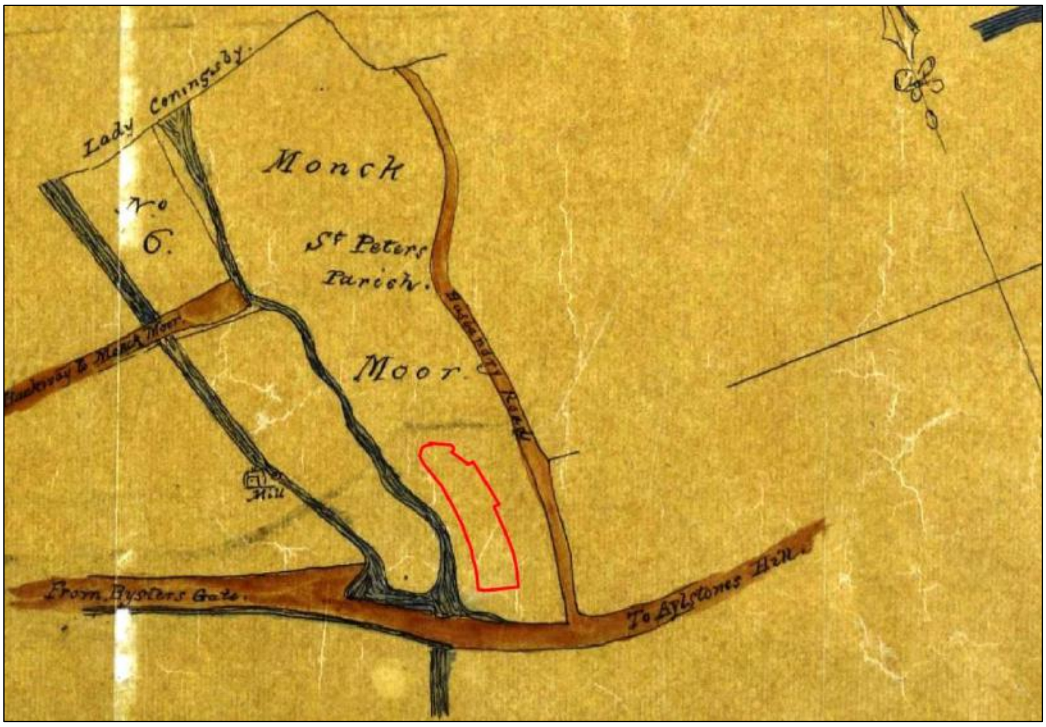

Fig. 6 Site location on 1774 map of John Bach

3.21. As described above, Monkmoor Mill was a watermill which used the stream and leat of the Eign Brook (also known as the Tan Brook) to power it. It belonged to St. Guthlac's Priory (Fig.3) until the dissolution, and by 1732 it had been rebuilt and was a leather mill (Shoesmith and Morriss, 1988).

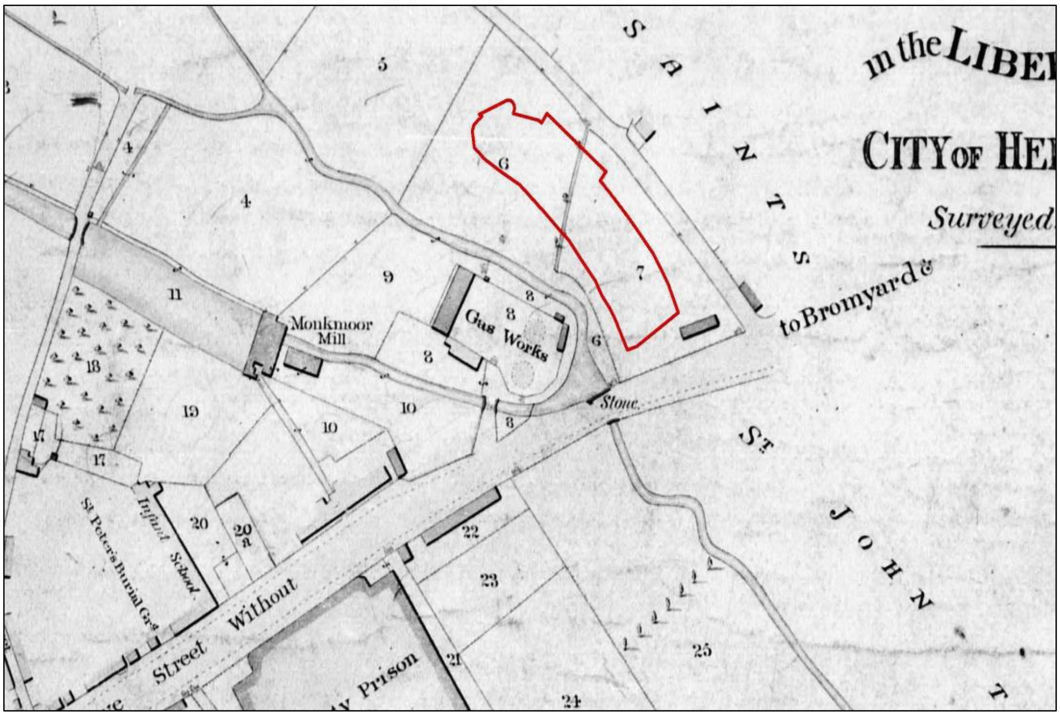

Fig. 7 Site location on 1844 Tithe map for the Parish of St. Peter

3.22. The 1844 Tithe map for the Parish of St. Peter's, Hereford, (Fig.7) gives more insight to the land use of the Site and more accurate details into landscape features. The Site's location is clearly depicted as occupying two different plots of land divided in the middle by a substantial ditched hedge. The plots are numbered 6 and 7 and the analysis of the related apportionment attributes ownership of both plots to the *Commissioners for paving and Lighting the City,* the tenant is the *City Company* and both plots are named *Commissioners Yard,* this confirms the information provided by the annotations of the previous map (Fig. 6). Although both plots are recorded as being *Pasture* plot 6 has the additional annotation of *Sedgy Pasture*, a reference to the type of vegetation that covered the area, *sedges*, or grass-like marsh plants, usually frequent by the edges of streams, brooks and rivers. No buildings are represented within the Site.

3.23. The surrounding area of the Site is represented as somewhat developed with the Gas Works and Monkmoor Mill to the west, and the County Gaol to the south west.

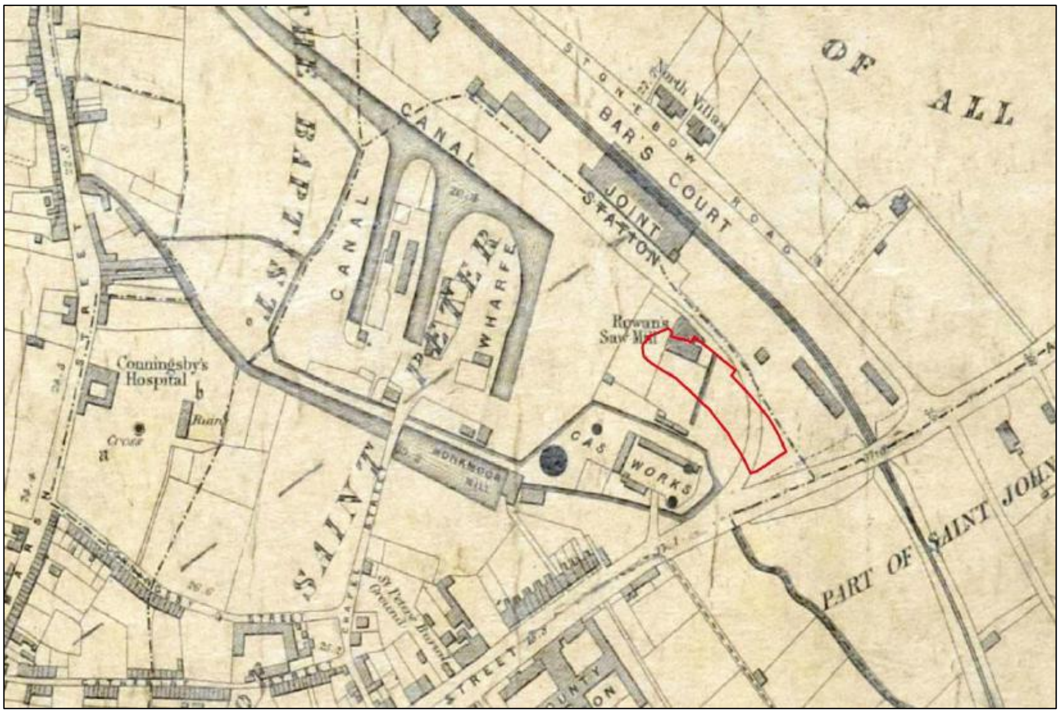

Fig. 8 Site location on Curley's map of 1858

3.24. The Hereford and Gloucester Canal was opened in 1842, and its wharf and terminus lay to the north west of the Site, as illustrated on the Curley map of 1858 (see also Figs 18a and 18b).

3.25. The Hereford, Ross and Gloucester Railway linked Hereford and Gloucester, via Ross, and opened in 1855. It was a joint standard gauge/broad gauge station, sponsored jointly by the standard-gauge Shrewsbury & Hereford Railway (S&HR), the Great Western Railway, and the Hereford, Ross and Gloucester Railway (HR&GR). The railway station north of the Site is illustrated on the 1858 map soon after its construction. In 1849 the company built a brick works to the east of the Site (see Fig. 4), and a required tunnel. In 1852 the tunnel was completed, and freight traffic began in July 1852. Further construction works continued, with the massive earthworks for a cutting to enter Barrs Court starting in August 1852 (Greene, 2003; Mitchell and Smith, 2004).

3.26. The station is discussed in further detail in section 4 below. It was designed by Johnson of Birkemhead, and constructed in around 1855. It is of red brick, and of two storeys with protruding end wings on the main building (single-storey wings are also attached at either end). The building has a steep pitched slate roof and nine octagonal brick chimney stacks. It is Victorian gothic in influence and the main (western) façade has lancet windows detailed in ashlar. The interior retains fireplaces, mouldings and GWR furniture.

3.27. The Site itself was bisected by a road constructed to lead to the station. A saw mill is recorded within the Site labelled as ‘Rowan’s Saw Mill’. The ditched hedge visible on the previous map is also present although it is not clear if it supplied water power to the saw mill.

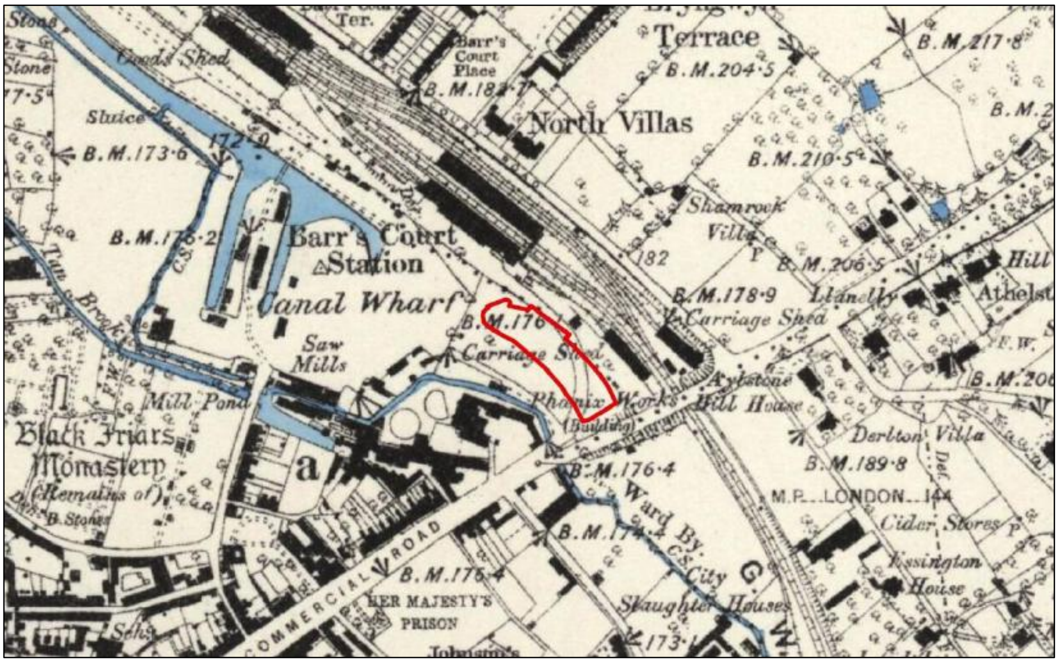

Fig. 9 Site location on 1887 1st Edition Ordnance Survey map

3.28. The 1st Edition Ordnance map of 1887 (Fig.9) shows no significant differences to the previous map with the exception of the Site area. The Rowan’s Saw Mill buildings are not represented and giving the degree of accuracy of the maps is safe to presume that these had been demolished. Further south of the canal wharf there is an annotation saying *Saw Mills*, which may indicate that the saw mill simply moved to a better location, closer to the mill pond and closed to a better power source.

3.29. No differences within the Site area are recorded in the next Ordnance Survey maps. An aerial photograph from 1946 shows the Site was still undeveloped and was used as allotment gardens (Fig. 10). To the north of the Site the buildings of the Post-Office’s sorting offices and the station are visible. A small building seems to occupy a small part of the south area of the Site, most likely a wooden shed for the allotments that most likely did not require any deep foundations or piling. This shed and the function of the Site as allotment gardens seem to have lasted until the end of the 1950s (Fig. 10 and 11) and by 1962/63 (Fig. 10) the allotments were not being used anymore and the land was covered in overgrown vegetation. The shed like building is still visible on aerial photographs of 1962 and 1963 (Fig.10).

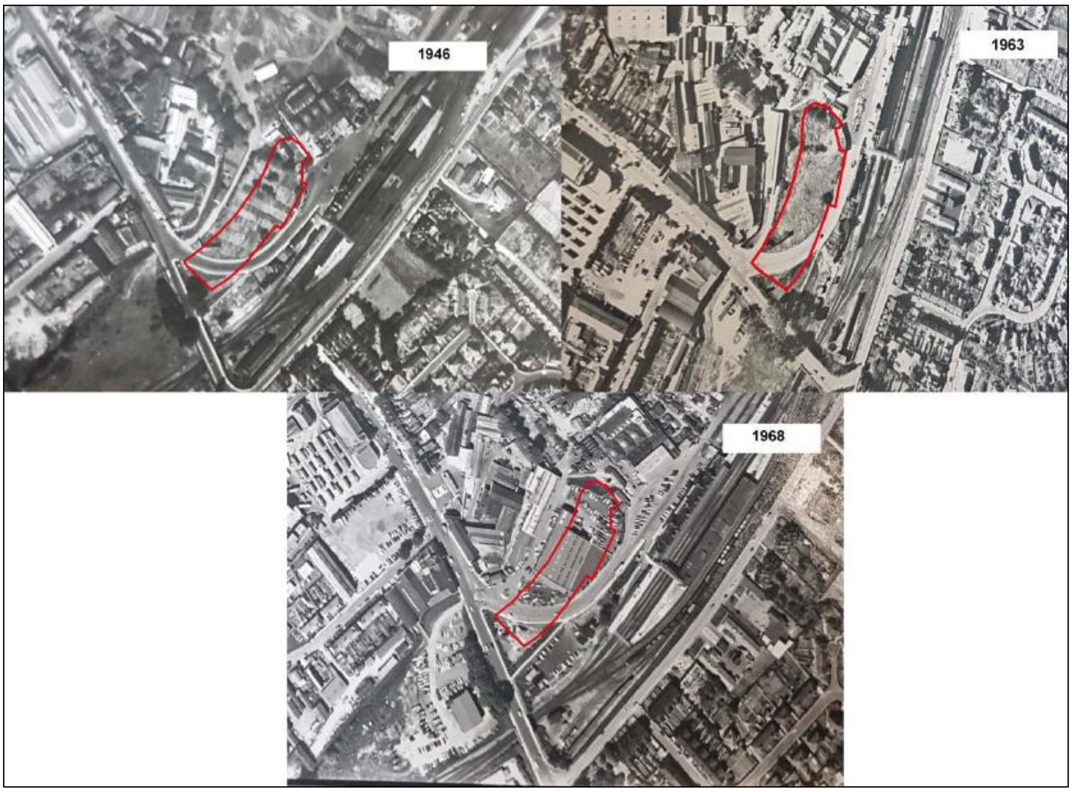

Fig. 10 **Site location on aerial photographs**

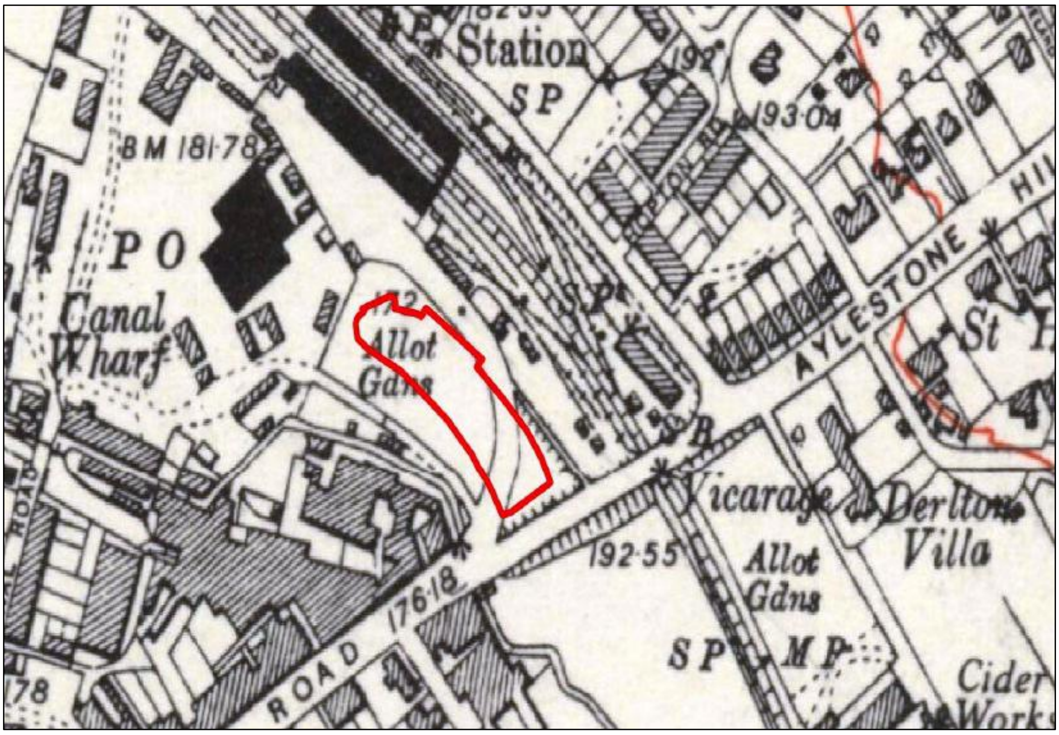

Fig. 11 **Site location on 1953 Ordnance Survey map**

3.30. At some point between 1963 and 1968 (Fig. 10) a building was constructed within the Site (identified through a 1966 map, not reproduced, visualised on the Old Maps website and through aerial photographs). Later editions of the map identify the building as a garage (the former location of Station Auto Services). The same building is still visible on 2006 Google imagery and in several aerial photographs (Fig. 12), and was demolished around 2014 when the current car park area was created.

Fig. 12 Site location on 2006 Google imagery

Fig. 13 The Site facing south (V7)

Fig. 14 The Site facing north (V14)

Fig. 15 The Site facing east (V11)

ARCHAEOLOGICAL CONCLUSIONS

3.31. There are no records of any programs of archaeological works within the Site. From the baseline discussion above, it is clear that the Site historically comprised common and then agricultural land, mostly used as pasture. The 1858 map (Fig. 8 and 16, *in blue*) records the presence of the Rowan's Saw Mill buildings within the Site (in blue on Fig. 16, below). The land was later transformed into small allotments for the commissioner's workers. More recently, the former *c*.1960s garage (in pink on Fig. 16) was built and in use until *c*.2014 when it was demolished and the current station car park created.

3.32. The construction of the garage, and its demolition and creation of the car park, is likely to have significantly impacted upon any archaeological levels in the Site. The areas occupied by the buildings discussed have been mapped for clarity on the figure below.

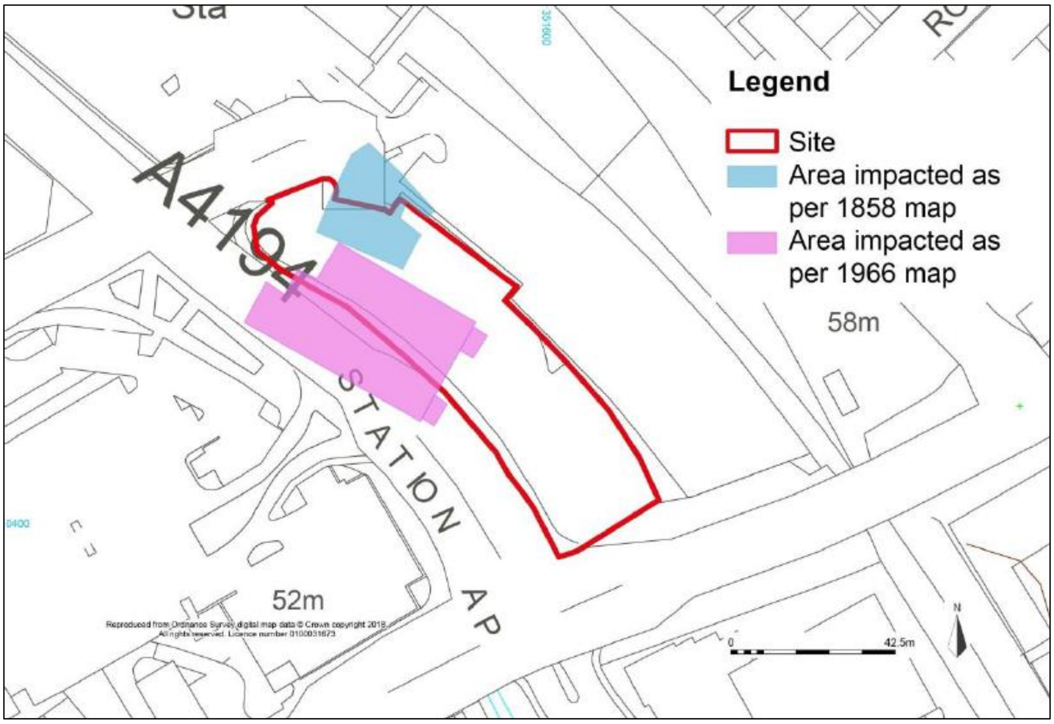

Fig. 16 Site location plan and previously impacted areas

3.33. It is concluded that there is little potential for currently unrecorded archaeological remains of significance within the Site. No areas of archaeological potential have been identified which would render development of the Site unfeasible, or influence the design. In a letter of pre-application advice, the Herefordshire Council archaeology officer stated that an archaeological desk-based assessment would be required to inform determination of an application for development: this report comprises that assessment. The officer confirmed that 'given the likely presence of thick deposits of comparatively recent made ground here, and the anticipated nature of any deeper deposits of interest, I am not of the view that a subsequent field evaluation would also be needed'. It is thus agreed that the current heritage assessment comprises a proportionate level of information to allow determination of an outline application.

4. THE SETTING OF HERITAGE ASSETS

4.1. This section examines the contribution that the Site makes to the significance of heritage assets, and potential heritage sensitivities regarding development. As noted in section 1, design plans for development within the Site are currently evolving, and this assessment will inform the ongoing design process. This is in accordance with step 4 of Historic England's 2017 'Good Practice Advice in Planning: Note 3' (GPA3) which seeks to 'maximise enhancement and minimise harm'.

4.2. Step 1 of Historic England's 2017 'Good Practice Advice in Planning: Note 3' (GPA3) is to 'identify which heritage assets and their settings are affected' (see Appendix 1). GPA3 notes that Step 1 should identify the heritage assets which are likely to be affected as a result of any change to their experience, as a result of the development proposal (2017). The locations of designated heritage assets in the wider Site environs are illustrated on Figs 17a and 17b. The most proximate listed building comprises the Grade II listed Barr's Court Railway Station (LB1), to the north of the Site. The Aylestone Hill Conservation Area lies to the east of the Site, separated by the railway line. The City Centre Conservation Area lies to the west of the Site, beginning at The Commercial pub, just past the petrol station. The Bulmer garden Conservation Area lies north of the station.

The station building

4.3. The station building is Grade II Listed, and comprises a building of special architectural and historical interest.

4.4. The significance of the building is largely due to its architectural form and historical interest. Its architecture is influenced by the Victorian gothic (it dates to c.1855), and was designed by Johnson of Birkemhead. As noted in section 3, it is of red brick, and of two storeys with protruding end wings on the main building (single-storey wings are also attached at either end). It has a steep pitched slate roof and nine octagonal brick chimney stacks. The interior retains fireplaces, mouldings and GWR furniture and it features an array of lancet windows, some of which contain stained glass panels. It included a booking office; separate refreshment rooms for first and second class passengers; separate waiting rooms for men and women travelling first class; a second class waiting room; a telegraph room; and various offices for staff, luggage and parcels. The first floor provided the station master's residence, and more offices.

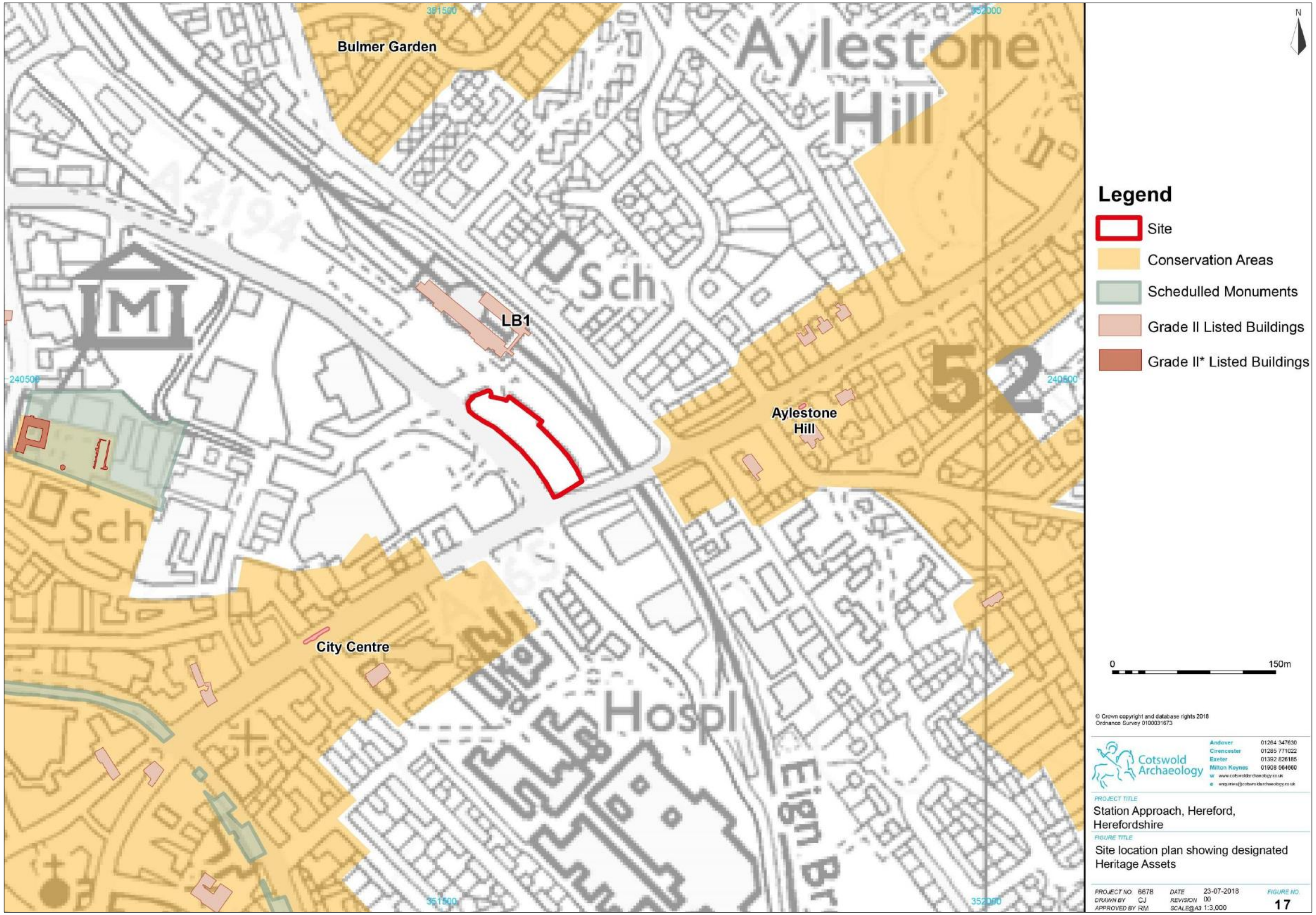

Fig. 17a Site location plan and designated heritage assets

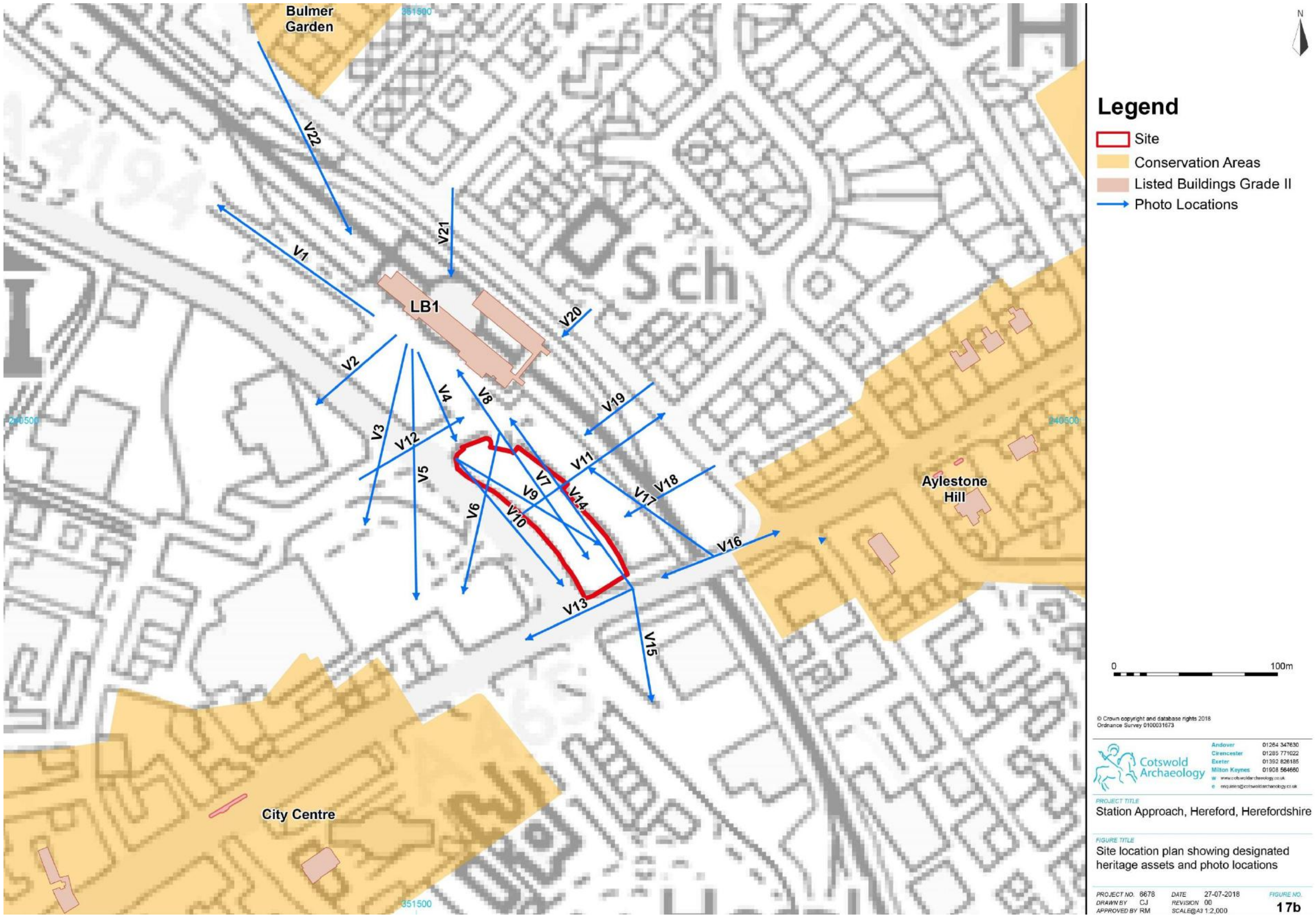

Fig. 17b Site location plan, designated heritage assets and photo locations

The contribution of setting: physical surrounds

4.5. Figures 18a and 18b below summarise the later 19th-century landuse within the Site's environs. Figure 18a comprises the 1888 Ordnance Survey map, and Figure 18b shows the same information on recent aerial imagery of the Site (although note it is prior to the demolition of the former garage in the Site in c. 2014).

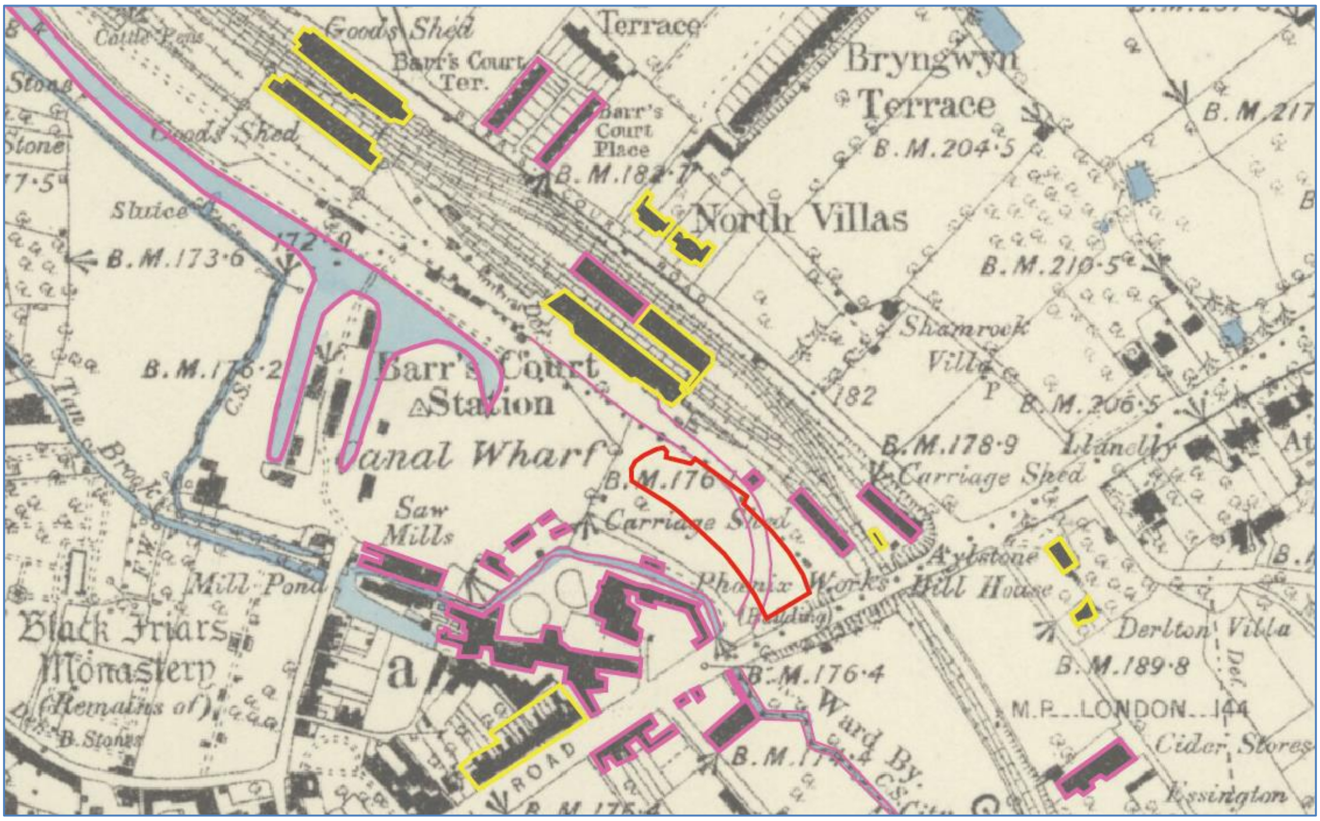

Fig. 18a: The 1888 Ordnance Survey map. Retained structural features in yellow; removed features in yellow

4.6. The 1888 map illustrates the historic associations and setting of the station, some 30 years after it was constructed. A number of goods sheds lay in either direction on the line, and those to the north still remain. The figures, however, illustrate the extensive change to the historic setting of the station building. The canal and wharves are removed and, in particular, the former extensive industrial works which were formerly located just west of the Site off Commercial Road. These buildings formerly lay between the terrace of houses which begins with the pub 'The Commercial', and part of which is now occupied by the petrol station.

4.7. The key remaining associations of the station building comprise the Victorian goods sheds to the north, with which it shares a functional relationship. These associated structures contribute strongly to the significance of the station building. North Villas, to the east are also broadly contemporary, comprising substantial semi-detached houses with bay windows, rectangular stacks and ashlar window surrounds. The houses are a strong part of the experience of the railway station, viewed from the platform or the train. The relationship with these houses thus also contributes to the significance of the station.

Fig. 18b: Aerial imagery. Retained structural features in yellow; removed features in yellow

4.8. The Victorian terraced properties south of the Site on Commercial Road form the beginning of the City Centre Conservation Area. As noted above, an extensive array of industrial buildings formerly lay between the terraced houses and the Site and the station, and there was not a historic view or intended visual link between them. At the time of the station construction and after, there would not have been intended or incidental views between these and the station building: the extensive industrial works blocked them. The houses are thus broadly contemporary with the station, but do not have the same historic associations. They are rather a part of the historic context, and do not actively contribute to the significance of the building.

4.9. As well as the removal of earlier 19th-century structural features, there has been extensive post-war development and change. The former goods yards comprise extensive car parking, with very large industrial units to the west, and a good deal of development to the south. These changes are very relevant. The historic associations between the station building and its surroundings are limited, and there are no appreciable 'artefact views' within and around the station which clearly preserve views and associations of the 19th century. The expanse of car parking and light-industrial development which the Site forms a part of is a wholly post-war construct.

4.10. Prior to the 1960s the principal access to the station was along the road which ran from Commercial Road, curving through the present Site (past the former Carriage Sheds) and to the front façade of the Station. This road approach no longer survives, following construction of the former garage in the 1960s and the creation of the car parks. The former route, however, does retain some historical relevance, as this was the principal route of 'experience' of the station for a hundred years. Thus although the current usage of the Site has altered greatly, the presence of views to the station has relevance, and may inform design (see section 5, below).

The contribution of setting: the experience

4.11. The principal elevation of the Station (Fig. 19, below) is best appreciated from the south and west, and particularly from the car park and passenger drop off. As noted above, the current Station Approach is a post-war road, and thus one's 'experience' of the station on this approach from Commercial Road is not a historical one. For much of the second half of the 20th-century the large former garage building occupied the Site, and blocked visibility of the station until one had passed it (around halfway down the road, travelling north). Views of the building from various locations on this side all allow an appreciation of the building. The best appreciation of the building on the current approach is, however, from after the Site, at the road junction to the station entrance. Prior to this the station is viewed across rows of cars which, although set at a lower level than the road, do not form a conducive frame.

Fig. 19 View from the roundabout towards Grade II Listed Barr's Court Railway Station (V8)

4.12. By train, the station can be seen when approaching the platforms with good views towards the Victorian villas to the east (as depicted on Figs 18a and 18b) through gaps in vegetation and glimpses of the town, including the Cathedral spire to the west through gaps between the built form. The present Site is visible from the trains when approaching or leaving the platforms also through gaps in vegetation and built form, including a car park located immediately adjacent to the platforms area and which is separated from the Site by a line of tall trees and shrubs (Fig.15 and 18; **V11** and **V17**).

4.13. There is no pedestrian access to the Station from the east but there are views along Barr's Court Road of the platforms and pedestrian walkover through gaps in the vegetation and fence. The interior of the Station and the platforms are reserved for passengers. Glimpses of the pedestrian walkover are also available from the pavement that gives access to the main entrance of the Station.

4.14. Of the built elements of the Station certain features are visible from longer distances. The chimney stacks can be seen across the streetscape for quite a distance due to the amount of modern open car parks surrounding the building as well as due to the fact that the surrounding buildings, though industrial and with different character, are generally lower in height and do not, for the most part, block views towards the

Station. These views are largely incidental, and do not specifically contribute to the significance of the building. The passenger walkover, from the main to the central platform, due to their location, out of the alignment of the main building, can also be visible from the streets and roads surrounding the Station.

Fig. 20 Views from the Post Office and the foodstore towards the Site and Station (V12)

4.15. From the front of the station, the gable end of The Commercial pub can be viewed, which comprises the beginning of the City Centre Conservation Area. As illustrated in Fig. 21 below, the Site does not lie immediately between these two buildings, and change within the Site would not block the visibility of the gable. The visibility of this gable end does not provide any intelligibility of the Conservation Area, and does not contribute to its significance, nor to that of the station building.

Fig. 21 View from Grade II Listed Barr's Court Railway Station towards the Site (V7)

Fig. 22 V2 to V5 with annotations

Aylestone Hill Conservation Area

4.16. The Aylestone Hill Conservation Area has a draft Conservation Area Appraisal (2006) produced by the Council. The Conservation Area is characterised by late 18th century houses with extensive grounds built on the lower south-facing slopes and on the crest of the Aylestone-Tupsley ridge. During the following century, the area became a popular upper-middle class residential suburb as large plots were laid out, and large and medium-sized houses built and houses now standing in well-kept gardens with mature trees, bordered by hedges and stone walls. The local topography greatly limits any visibility between the edge of the Conservation Area and the Site. The Appraisal sets out a number of key views and landmarks within and out of the Conservation Area. None of these include the Site, and would not be affected by development within it (Fig. 23, **V16**).

Fig. 23 Views from the edge of Aylestone Hill Conservation Area towards west and the Site (V16)

Bulmer Garden Conservation Area

4.17. Bulmer Garden Conservation Area is located to the north of the Site and comprises a part of the town with characteristically late Victorian terraced houses. It has direct views of the Railway Station, which screens longer views and other landmarks of the city. The Site does not contribute to the significance of the designated area, particularly as it is essentially hidden behind the station when viewed from the edge of the designated area. Changes within the Site would not lead to harm to the Conservation Area (Fig. 24, **V22**).

Fig. 24 Views from the edge of Bulmer Garden Conservation Area towards south and the Site (V22)

City Centre Conservation Area

4.18. The City Centre Conservation Area is the largest of the Hereford Conservation Areas and encompasses the historical core of the city. As described above, the Conservation Area begins (or ends) on Commercial Road at The Commercial pub, and thence several Victorian terraced houses.

4.19. As noted previously, an extensive array of industrial buildings formerly lay between the Victorian terraced houses at this end of the Conservation Area and the Site; there was not a historic view or intended visual link between them. By the same token, at the time of the station construction and after, there would not have been intended or incidental views between the Victorian buildings and the station building, as the industrial works blocked them. The Site does not have historical character, therefore, that may contribute to the significance of the Conservation Area.

4.20. Travelling east on Commercial Road, one leaves the Conservation Area at The Commercial. Looking ahead, the petrol station and the KFC are prominent. There is no clear visibility of the station or the Site from here, as they are screened by the petrol station and trees. The gable end of the station building becomes discernible as one passes the petrol station, but the view is very restricted and does not contribute to the significance of either the station building or the Conservation Area (which one has now left).

Fig. 25 The visual link between Aylestone Hill and City Centre Conservation Areas (V13)

4.21. Travelling west into the Conservation Area, the station and the Site are on one's right, including the extensive car parking, and Morrisons superstore and the post office facilities. New development including KFC are on the left. It is when one reaches the petrol station that an appreciation of the Conservation Area is gained, with the reveal of the Victorian terrace with The Commercial at the end. The Site does not contribute to the significance of this experience.

4.22. There is some visibility between the City Centre Conservation Area and the Aylestone Hill Conservation Area as one looks east up or down Commercial Road (Fig. 25). There is little intelligibility of the distant buildings in these views, however, and they do not actively contribute to the significance of the designated areas. In the example above, the KFC and the Morrisons store are the most prominent features.

The Site does not lie between the buildings of each area as far as they are visible, and does not contribute to the limited significance of the views.

4.23. Of the landmarks of the City Centre Conservation Area only glimpses of the Cathedral spire are available from the area (Fig. 22 and 25). These would not be blocked or changed through the introduction of built form within the Site. These glimpses are incidental, and are widely visible across the townscape. GPA3 notes that such views are unlikely to significantly contribute to the value of the heritage assets, and alteration of such views is more likely to be of relevance to landscape values rather than heritage (page 7).

5. MAXIMISING ENHANCEMENT AND MINIMISING HARM

5.1. The setting assessments presented in Section 4 implements Steps 1 and 2 of the methodology advocated by Historic England (2015b). Accordingly, the significance of designated heritage assets both within the Site and the wider landscape has been appraised: describing '*what matters and why*' with regard to the assets' physical surroundings and the ways in which they are experienced – with particular attention given to establishing the contribution made by the Site.

5.2. The subsequent steps of the methodology advocated by Historic England (2015b) entail assessing the potential effects of development and exploring ways to maximise enhancement and minimise harm to heritage assets. Thus, this section addresses Steps 3 and 4: drawing upon the findings of Steps 1 and 2 to examine the potential design measures that could facilitate this concept. This will enable heritage influence to inform evolving design concepts, in accordance with Step 4 that states that '*maximum advantage can be secured if any effects on the significance of a heritage asset arising from development likely to affect its setting are considered from the project's inception*' (Historic England 2017a, 14).

Conclusions on the contribution of the Site to the significance of heritage assets

5.3. The preceding section 4 has examined the contribution that the land within the Site makes to the significance of the historic environment. Several key points may be summarised.

5.4. Given the location of the Site, a key focus of this report has been on the role that the land plays in the setting of the listed station building, the Conservation Areas, and the relationship between the two. Both the station and the terraces leading into the City Centre Conservation Area date from the Victorian expansion of the city, facilitated by the canal and then the railway. The relevance of the association between the two is thus something to be clarified. The station has close associations with the goods sheds to its north, and also to the Victorian villas on the other side of the rail tracks. The Victorian terraces which mark the beginning (or end) of the City Centre Conservation Area were separated, historically, from the station by extensive industrial works buildings. There was thus no historical designed or incidental visibility. There is some very limited inter-visibility between the two now, but this is a post-war construct following clearance of the area. Even so, the distant gable end of

The Commercial as viewed from the station, and the glimpses of the station from Commercial Road, do not contribute meaningfully to the significance of either the listed building or the Conservation Area.

5.5. The current Station Approach is also a post-war feature, and views to the station building along it are not the historically designed ones. Views to the station as one approaches it look over the Site, and comprise rows of parked cars (and for 50 years were blocked by the former garage). The station is best appreciated on this modern road after one has passed the Site: and the former location of the garage.

5.6. The historical approach to the station in fact exited Commercial Road and curved through the Site. Although this has been lost, it has some historical relevance and is discussed with regard to potential design measures below.

5.7. It is thus the case that the Site does not strongly contribute to the significance of the station building or Conservation Area, and there is not a strong link between the two. The land is proximate to the listed building, and as a part of its close setting design measures need to be appropriate, as discussed below. It is clear, however, that the present usage of the Site as car parking does not contribute to the significance of either the listed building or Conservation Area, and in fact somewhat detracts from them. Such expanses of car parking are often referred to as 'negative spaces' in Conservation Area Appraisals, a term which reflects the poor role that such spaces play in a developed urban environment.

5.8. On this basis it is clear that the Site land could be better utilised, and has a 'capacity for change'. Development of the negative space has the opportunity to better reveal the significance of the heritage assets, which is examined further below.

Potential design influence

5.9. Heritage enhancement, as defined in Paragraph 200 of the NPPF (2018), may be achieved in a number of ways through good design. A fundamental point is that 'change' does not necessarily mean 'harm'. Both the NPPF (2018) and Historic England's settings guidance (2015b) clarify that change can also enhance and increase the significance of heritage assets. This can include design actions such as:

- Removing an intrusive building or feature
- Introducing new views that add to the public experience of a heritage asset

- Improving public access to, or interpretation of, an asset, including its setting

5.10. The location of the Site, on the basis of the preceding analysis, can accommodate new built form and landscaping without leading to any significant heritage harm, and may potentially enhance the significance of the heritage assets.

5.11. Potential enhancements include the simple aesthetic improvement of the area, from blank car parking to a more integrated and pleasant use of space. A distinct enhancement to the Conservation Area would be the improvement of linkage between the station and Commercial Road and the Conservation Area. Improved pedestrian access in particular, through good design, would link the station and designated area in a better way, improving the ‘experience’.

5.12. A further potential influence on layout is the location of the former road which historically connected the station. There is no strong rationale for explicitly re-instating it, as it has been removed for a considerable time. However, the recognition of view-points or corridors in design, providing better views of the station, would be a potential enhancement.

5.13. A key consideration is the capacity for new built mass and height on the Site. The preceding analysis has not found a specific heritage constraint in this regard. There are not, for example, specific sight lines or inter-relationships that require preservation.

5.14. The railway station was not designed as a particularly dominating building. It has a clear functional relationship with the railway, and its mid-Victorian gothic influence is in fact rather restrained. It is, in short, very clearly the railway station, and proximate development would not alter this. There is a reasonable distance between the station and the Site, and thus the key space around it from which one views and uses it will be clearly retained.

5.15. The area has not historically had tall buildings, and this is not a characteristic now. The introduction of very high building may begin to impinge on both the Conservation Area and the station building. However, there is also a reasonable capacity for height, if incorporated with good design and improvements and enhancements as detailed above. Proposals are for student accommodation, and it is likely that building heights of three to four stories would be achievable without leading to harm. The lower ground level of the car park as compared to the Station Road approach should be useful in this regard.

5.16. Proposals should be mindful of the local architectural styles and materials, red brick being the typical material. To the east of the Site the post-war residential development along Barr’s Court Road has a fairly consistent approach, with similar architectural styles and materials.

5.17. If harm were considered to arise from such issues, the heritage enhancements would need to be weighed against this, a procedure consistent with High Court rulings regarding the consideration of effects on heritage assets.

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APPENDIX 1: HERITAGE STATUTE POLICY & GUIDANCE

Heritage Statute: Listed buildings

Listed buildings are buildings of 'special architectural or historic interest' and are subject to the provisions of the Planning (Listed Buildings and Conservation Areas) Act 1990 ('the Act'). Under Section 7 of the Act 'no person shall execute or cause to be executed any works for the demolition of a listed building or for its alteration or extension in any manner which would affect its character as a building of special architectural or historic interest, unless the works are authorised.' Such works are authorised under Listed Building Consent. Under Section 66 of the Act 'In considering whether to grant planning permission 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 feature of special architectural or historic interest which it possesses'.

Note on the extent of a Listed building

Under Section 1(5) of the Act, a structure may be deemed part of a Listed building if it is:

(a) fixed to the building, or
(b) within the curtilage of the building, which, although not fixed to the building, forms part of the land and has done so since before 1st July 1948

The inclusion of a structure deemed to be within the 'curtilage' of a building thus means that it is subject to the same statutory controls as the principal Listed building. Inclusion within this duty is not, however, an automatic indicator of 'heritage significance' both as defined within the NPPF (2012) and within Conservation Principles (see Section 3 above). In such cases, the establishment of the significance of the structure needs to be assessed both in its own right and in the contribution it makes to the significance and character of the principal Listed building. The practical effect of the inclusion in the listing of ancillary structures is limited by the requirement that Listed Building Consent is only needed for works to the 'Listed building' (to include the building in the list and all the ancillary items) where they affect the special character of the Listed building as a whole.

Guidance is provided by Historic England on 'Listed Buildings and Curtilage: A Historic England Advice Note' (Historic England 2016).

Heritage Statute: Scheduled Monuments

Scheduled Monuments are subject to the provisions of the Ancient Monuments and Archaeological Areas Act 1979. The Act sets out the controls of works affecting Scheduled

Monuments and other related matters. Contrary to the requirements of the Planning Act 1990 regarding Listed buildings, the 1979 Act does not include provision for the 'setting' of Scheduled Monuments.

National heritage policy: the National Planning Policy Framework

Heritage assets and heritage significance

Heritage assets comprise 'a building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest' (the NPPF (2018), Annex 2). Designated heritage assets include World Heritage Sites, Scheduled Monuments, Listed Buildings, Protected Wreck Sites, Registered Parks and Gardens, Registered Battlefields and Conservation Areas (designated under the relevant legislation; NPPF (2018), Annex 2). The NPPF (2018), Annex 2, states that the significance of a heritage asset may be archaeological, architectural, artistic or historic. Historic England's 'Conservation Principles' looks at significance as a series of 'values' which include 'evidential'. 'historical', 'aesthetic' and 'communal'.

The setting of heritage assets

The 'setting' of a heritage asset comprises 'the surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral' (NPPF (2018), Annex 2). Thus it is important to note that 'setting' is not a heritage asset: it may contribute to the value of a heritage asset.

Guidance on assessing the effects of change upon the setting and significance of heritage assets is provided in 'Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets', which has been utilised for the present assessment (see below).

Levels of information to support planning applications

Paragraph 189 of the National Planning Policy Framework ('the NPPF (2018)) identifies that 'In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance.'

Designated heritage assets

Paragraph 184 of the NPPF (2018) explains that heritage assets 'are an irreplaceable resource and should be conserved in a manner appropriate to their significance'. Paragraph

193 notes that 'when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance. Paragraph 194 goes on to note that 'substantial harm to or loss of a grade II listed building…should be exceptional and substantial harm to or loss of designated heritage assets of the highest significance (notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites) 'should be wholly exceptional'.

Paragraph 196 clarifies that 'Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including, where appropriate, securing its optimum viable use.'

Development Plan

Policy LD4 – Historic environment and heritage assets

Development proposals affecting heritage assets and the wider historic environment should:

1. Protect, conserve, and where possible enhance heritage assets and their settings in a manner appropriate to their significance through appropriate management, uses and sympathetic design, in particular emphasising the original form and function where possible;

2. Where opportunities exist, contribute to the character and local distinctiveness of the townscape or wider environment, especially within conservation areas;

3. Use the retention, repair and sustainable use of heritage assets to provide a focus for wider regeneration schemes;

4. Record and advance the understanding of the significance of any heritage assets to be lost (wholly or in part) and to make this evidence or archive generated publicly accessible and

5. Where appropriate, improve the understanding of and public access to the heritage asset.

The scope of the works required to protect, conserve and enhance heritage assets and their settings should be proportionate to their significance. Development schemes should emphasise the original form and function of any asset and, where appropriate, improve the understanding of and public access to them.

Good Practice Advice 1-3

Historic England has issued three Good Practice Advice notes ('GPA1-3') which support the NPPF. The GPAs note that they do not constitute a statement of Government policy, nor do they seek to prescribe a single methodology: their purpose is to assist local authorities, planners, heritage consultants, and other stakeholders in the implementation of policy set out in the NPPF. This report has been produced in the context of this advice, particularly 'GPA2 – Managing Significance in Decision-Taking in the Historic Environment' and 'GPA3 – The Setting of Heritage Assets'.

GPA2 - Managing Significance in Decision-Taking in the Historic Environment

GPA2 sets out the requirement for assessing 'heritage significance' as part of the application process. Paragraph 8 notes 'understanding the nature of the significance is important to understanding the need for and best means of conservation.' This includes assessing the extent and level of significance, including the contribution made by its 'setting' (see GPA3 below). GPA2 notes that 'a desk-based assessment will determine, as far as is reasonably possible from existing records, the nature, extent and significance of the historic environment within a specified area, and the impact of the proposed development on the significance of the historic environment, or will identify the need for further evaluation to do so' (Page 3).

GPA3 – The Setting of Heritage Assets

The NPPF (Annex 2: Glossary) defines the setting of a heritage asset as 'the surroundings in which a heritage asset is experienced…'. Step 1 of the settings assessment requires heritage assets which may be affected by development to be identified. Historic England notes that for the purposes of Step 1 this process will comprise heritage assets 'where that experience is capable of being affected by a proposed development (in any way)…'.

Step 2 of the settings process 'assess[es] the degree to which these settings and views make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated', with regard to its physical surrounds; relationship with its surroundings and patterns of use; experiential effects such as noises or smells; and the way views allow the significance of the asset to be appreciated. Step 3 requires 'assessing the effect of the proposed development on the significance of the asset(s)' – specifically to 'assess the effects of the proposed development, whether beneficial or harmful, on the significance or on the ability to appreciate it', with regard to the location and siting of the development, its form and appearance, its permanence, and wider effects.

Step 4 of GPA3 provides commentary on 'ways to maximise enhancement and avoid or minimise harm'. It notes (Paragraph 37) that 'Maximum advantage can be secured if any effects on the significance of a heritage asset arising from development liable to affect its setting are considered from the project's inception.' It goes on to note (Paragraph 39) that 'good design may reduce or remove the harm, or provide enhancement'.

Heritage significance

Discussion of heritage significance within this assessment report makes reference to several key documents. With regard to Listed buildings and Conservation Areas it primarily discusses 'architectural and historic interest', which comprises the special interest for which they are designated.

The NPPF provides a definition of 'significance' for heritage policy (Annex 2). This states that heritage significance comprises 'The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic'. This also clarifies that for World Heritage Sites 'the cultural value described within each site's Statement of Outstanding Universal Value forms part of its significance'.

Regarding 'levels' of significance the NPPF (2018) provides a distinction between: designated heritage assets of the highest significance; designated heritage assets not of the highest significance; and non-designated heritage assets.

Historic England's 'Conservation Principles' expresses 'heritage significance' as comprising a combination of one or more of: evidential value; historical value; aesthetic value; and communal value.

Effects upon heritage assets

Heritage benefit

The NPPF clarifies that change in the setting of heritage assets may lead to heritage benefit. Paragraph 200 of the NPPF (2018) notes that 'Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably'.

GPA3 notes that 'good design may reduce or remove the harm, or provide enhancement' (Paragraph 28). Historic England's 'Conservation Principles' states that 'Change to a significant place is inevitable, if only as a result of the passage of time, but can be neutral or beneficial in its effects on heritage values. It is only harmful if (and to the extent that) significance is reduced' (Paragraph 84).

Specific heritage benefits may be presented through activities such as repair or restoration, as set out in Conservation Principles.

Heritage harm to designated heritage assets

The NPPF (2018) does not define what constitutes 'substantial harm'. The High Court of Justice does provide a definition of this level of harm, as set out by Mr Justice Jay in *Bedford Borough Council v SoS for CLG and Nuon UK Ltd*. Paragraph 25 clarifies that, with regard to 'substantial harm': 'Plainly in the context of physical harm, this would apply in the case of demolition or destruction, being a case of total loss. It would also apply to a case of serious damage to the structure of the building. In the context of non-physical or indirect harm, the yardstick was effectively the same. One was looking for an impact which would have such a serious impact on the significance of the asset that its significance was either vitiated altogether or very much reduced'.

Effects upon non-designated heritage assets

The NPPF (2018) paragraph 197 guides that 'The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non designated heritage assets, a balanced judgment will be required having regard to the scale of any harm or loss and the significance of the heritage asset'.

APPENDIX 2: DATA CAPTURE GAZETTEER

Master-Figure Ref. No.	Orig. Ref.	Description
1	EHE31782	Watching Brief. Castle House Hotel, Hereford. 1999 Three trenches were excavated on the line of proposed foundations and services in advance of an application for planning permission to erect an extension to the Castle House Hotel. A trench located at the south-west corner of the extension located features indicating two possible buildings, one pre-conquest, and one later, possibly is overlaying the earlier building. A road was laid following the destruction of the structure; this had two phases, the first of which appeared to be pre-conquest in date. Two pits of 12th and 15th century date were identified in the trench and the earlier one was dug through the edge of the later road surface. A small trench excavated against the present building identified the heavily truncated base of a pre-conquest rubbish pit. The final trench appeared to uncover two post-medieval wells; they were both likely to have been timber lined and excavated was abandoned.
2	EHE30346	Watching Brief, Former Stonebow House Site (Kentucky Fried Chicken Site), Commercial Road, Hereford, 1999-2000 No structures of pre-19th century date were observed.
3	EHE2007	Watching Brief, The Merton Works, Off Commercial Road, Hereford, 2012 A watching brief was carried out during the excavation of footings for the construction of a new housing development. The footings were approximately 0.50m wide and 0.60m deep. No archaeological features of significance were revealed. A backfilled cellar possibly relating to the existing building was identified. The absence of archaeological remains could indicate that this area was previously garden plots associated with buildings relating to Commercial Road.
4	EHE20073	Canal Road (Blackfriars) Watching Brief, 1996 Watching brief on development site previously excavated (event 43795) Observed foundation and service trenches to ensure safe working depth established by evaluation and built into building design was maintained. No significant deposits observed/disturbed though one deposit, centrally in deepest service trench may equate with the upper fill of a major North to South Medieval ditch, observed in evaluation. No Medieval finds, only Post Medieval ones (1). Associated Event(s): 43795
5	EHE20126	Excavation at the Bus Station (Site of the County Gaol/Cinema/St Guthlacs Priory Cemetery), 1986-1987 Two excavations were carried out in the area of the bus station and the cinema in Commercial Road in 1986 and 1987. In 1986, two trenches were excavated between July and September in the car park adjacent to the bus station, and evidence for four phases of occupation were uncovered. In 1987, excavations took place between August and December, between the cinema and Union walk. Excavations revealed 5 layers of occupation, including a metalled yard, possibly associated with St Guthlac's Priory (as well as 18th and 19th century buildings associated with the Gaol). The excavations also revealed multiperiod occupation, including a 12th century cesspit, pre-17th century ironworking, 17th century occupation and the foundations of part of the County Gaol and the 1930s Cinema to the east. Several trenches were excavated within the cinema, but "little of interest" found. (1)
6	EHE80013	Archaeological Watching Brief for Geotechnical Investigations: Edgar Street Grid Link Road, Hereford The development site is a corridor of land approximately 800m in length and an average of 11m in width (8800m2) that stretches from Edgar Street to Commercial Street in Hereford. The site lies to the north of the historic city centre of Hereford and is predominantly

		situated in brownfield land. The scope of works is the excavation by Structural Soils Ltd of 63 boreholes, window samples and road cores and associated test pits along the route of the new road.	
7	EHE30004	Postal Sorting Office, Station Approach Watching brief over 4 pits for manholes, to 4m deep and one trench 26m by 2m by 4m deep. A total of about 238m observed in total. 19th/20th century demolition layers found, and a peat layer at 49.28m OD, assumed on historical evidence to date from the 12th century, possibly relating to mill leats. UAD additional note: the canal wharfs were not, says the report, located or disturbed, although a substantial length of trenching was observed around the perimeter of the new structure.	
8	EHE2127	Archaeological Watching Brief, Hereford Cross-City Electricity Cable Installation Headland Archaeology conducted a watching brief during the installation of a new electricity supply to the former cattle market by Western Power Distribution. The trench passed close to the Hereford AAI between Blackfriaar's Street and St Guthlac Street. The majority of the route was heavily disturbed by modern road deposits and services; however, medieval activity dating between the late 11th and 15th centuries was identified on Coningsby Street.	
9	EHE1958	Trial Trenching, Stonebow Unit, County Hospital, Hereford, 2012 A watching brief was undertaken during work on an extension to the Stonebow Unit at the County Hospital. The watching brief encountered one feature of archaeological significance potentially relating to St Guthlac's Priory.	
Master-Figure Ref. No.	**Orig. Ref.**	**Description**	**Period**
10	MHE4460	Bronze Age Peat Deposits, Essex Arms Playing Field, Edgar Street Link Road. Archaeological Investigations undertook an archaeological evaluation on the site of the Essex Arms playing fields; the site contained a sequence of what appears to be two distinct peat deposits. (1) Archaeological Investigations were commissioned to undertake train trenching on the line of the proposed link road for the Edgar Street Grid. Areas of peat deposits were discovered which related to earlier investigations. (1) Archaeological works were undertaken by Headland Archaeology within the northern extent of the Essex Arms playing field, Hereford. The project was undertaken in advance of the construction of the Hereford City Link Road and diversion of the Tan Brook through a new culvert. The work uncovered peat deposits some of which were filling a series of meandering channels. Previous work on the site had dated the peat to the Bronze Age and an assessment of plant macro-fossils suggested these deposits could be similar in origin and date to those previously analysed.	Bronze Age
11	MHE8804	Billon Antoninianus of Carausius (287-293 AD) found at 3 Elm Road, Hereford	Romano-British
Designated Heritage Assets			
LB1	DHE4447	Grade II Listed Barr’s Court Railway Station Railway station built c.1855, by Johnson of Birkenhead.	

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