

Cumberworth Lodge
Heritage Statement - February 2026

STONE & MEADOW

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1.0 Introduction

This Heritage Statement has been prepared by Stone & Meadow to support an application for the change of use of a vacant residential care home to an educational facility at Cumberworth Lodge, Haxey hereafter called 'the site'.

- 1.1 This document should be read in conjunction with other documents submitted as part of the planning submission to North Lincolnshire Council ("the Council"). This document concerns considerations relating to the historic built environment only.

Scope of the Report

- 1.2 The level of detail provided within this assessment is "*proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance*" as set out in Paragraph 207 of the National Planning Policy Framework.
- 1.3 The methodology for this report, as well as the legislation and policy framework applicable to the proposal is set out at Appendix 1.





Site

2.0 The Site

The site is a former care home located on the north side of Main Street, Graizelound, Haxey.

- 2.1 The building is Grade II listed and dates to the 18th century with 19th, 20th and 21st century alterations. It is two/three storeys in height and constructed in brick which is rendered.
- 2.2 The HER identifies the Statutory List entry and its entry in the North Lincolnshire HER (ref number 10457). There are no additional entries for, or relevant to, the site.



Figure 1 - Indicative site boundary shown in red (Google Earth 2026).



Figure 2 - View of southern elevation.



Figure 3 - View of western (principal) elevation.



Figure 4 - View of northern elevation.



Historic Context

3.0 Historic Context

Graizelound (also known as Graiselound or Craiselound) is a historic hamlet located within the parish of Haxey. It has a strong connection with agricultural community.

Map Regression

- 3.1 An initial review of available historic maps has been undertaken to assist in the understanding of the site's history. Although such cartographic information cannot be considered to be definitive, experience shows that the mapping is often relatively accurate and reliable - particularly the later Ordnance Survey (OS) maps - and taken together with written archival data and physical evidence, can help to refine the history of a site.
- 3.2 An early 19th century map shows the linear arrangement of 'Graizelound' at the time. Although of limited detail, the area of the site shows built form at this time. The 1847 tithe map shows the Lodge and its associated outbuildings (located within plot 1122) and noted as being a House Buildings Yard and Croft. The plot is recorded as being owned by Joseph Stephenson (Late) & Joseph Stephenson & William Read, Trustees and occupied by Joseph Stephenson.

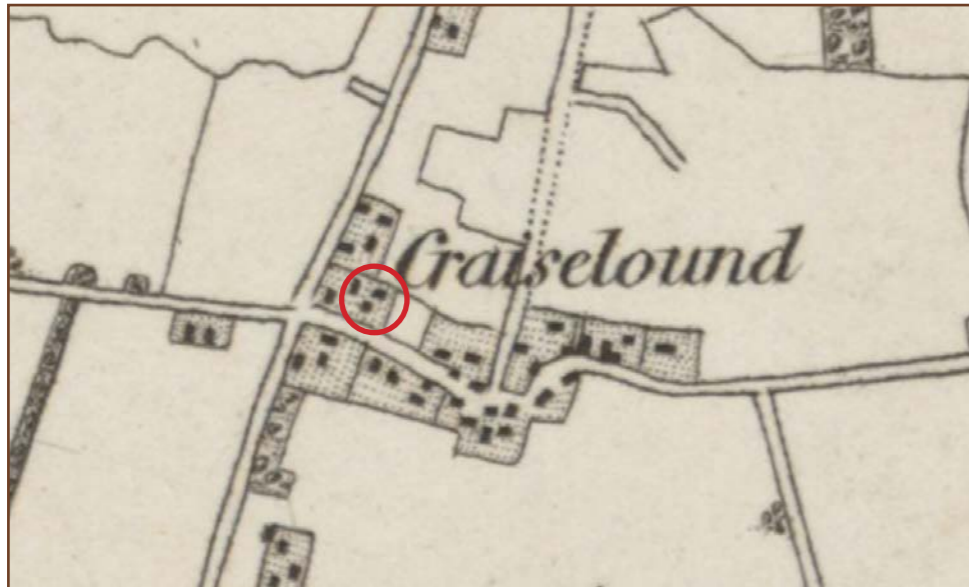


Figure 5 - Extract of OS map survey in 1819 and published in 1824. General area of site circled in red.

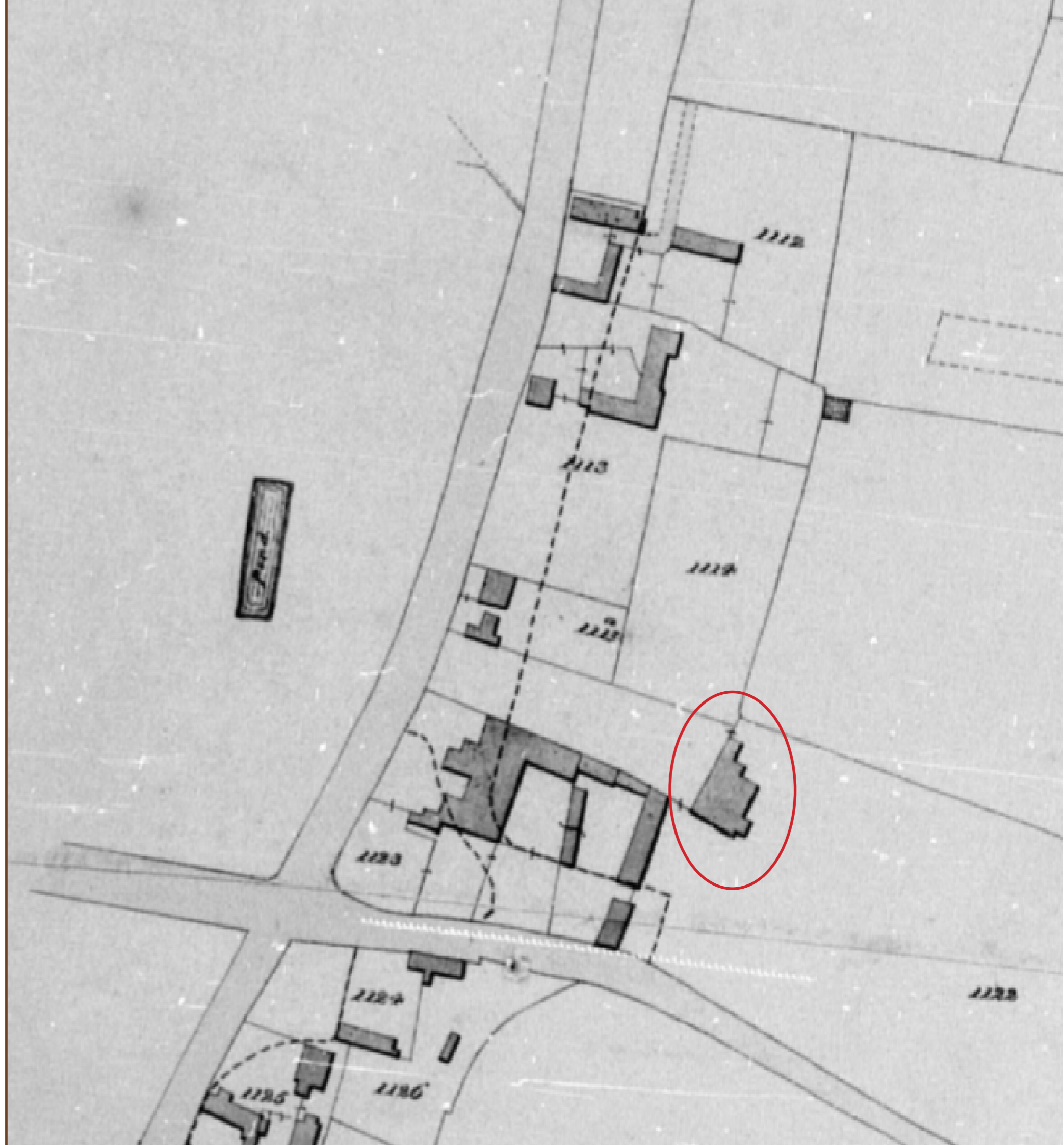


Figure 6 - 1842 tithe map. Principal house circled in red.

3.3 By 1884, historic mapping more clearly defines the plot. Access is shown from both Haxey Lane and Main Street. As the principal facade faces west, it is likely the main entrance to the site was from Haxey Lane, with the secondary access from Main Street. An 'L' shaped range can be seen to the south-west of the main house. This range is also shown on the earlier title map although the other outbuildings have subsequently been demolished.

3.4 By 1921, the plot has been subdivided to the south with a new dwelling constructed and the L shaped outbuilding has been partially demolished with just a linear north-south range remaining.

3.5 Little change occurs to the plot through the remainder of the 20th century, up until the 1980/90s when the building was significantly extended to the north. These extensions are likely as a result of the buildings use as a residential care home.



Figure 7 - Extract of OS map surveyed in 1884 and published in 1886. Principal house circled in red.

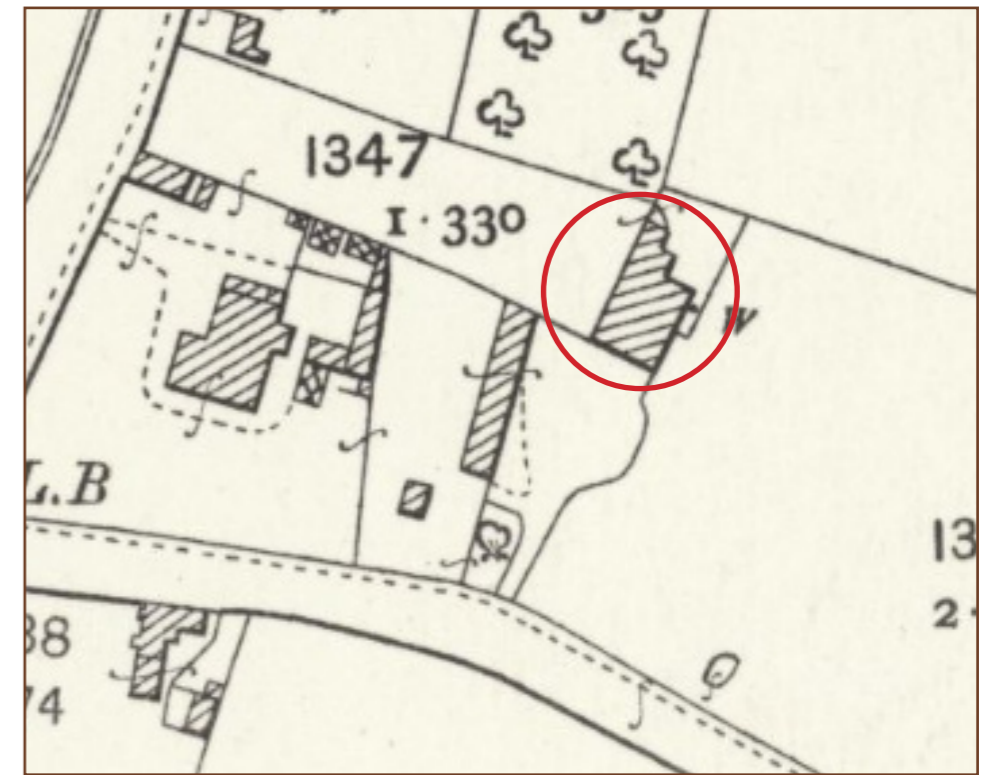


Figure 8 - Extract of OS map revised in 1905 and published 1906. The general form of the main building does not appear to have been altered however, the outbuilding is now a rectangular in plan form. Principal house circled in red.

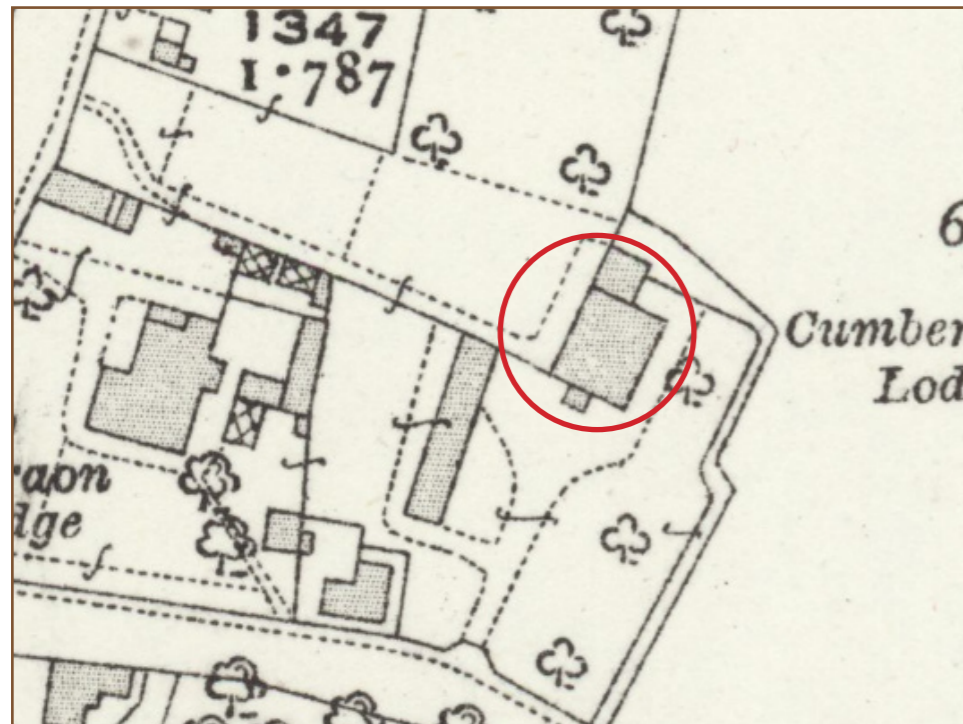


Figure 9 - Extract of OS map revised in 1919 and published in 1921. A small southern projection is shown on the building at this time. The plot has also been subdivided with a new dwelling constructed on Main Street. Principal house circled in red.



Figure 10 - Extract of OS map revised 1948 and published in 1950. Principal house circled in red.



Figure 11 - 1948 aerial - although of limited detail Cumberworth Lodge can be seen.

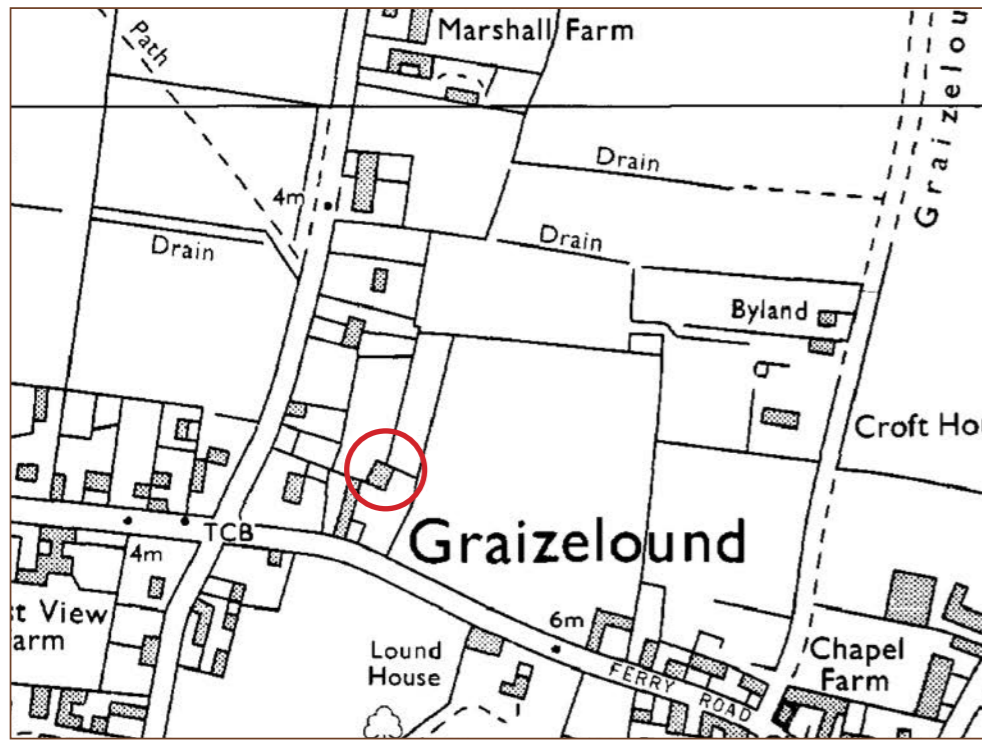


Figure 12 - Extract of 1982 OS map. At this time the building plan form remains similar to that previously seen. Principal house circled in red.



Figure 13 - 2003 aerial. By this date the extensions to the north can be seen. By this date, a dwelling has been constructed within plot that formed the original entrance to the site. This has cut the principal building off from Haxey Lane resulting in the Main Street entrance being the primary entrance to the site.



Site Assessment

4.0 Site Assessment

External photographs



Plate 1 - Main (west) elevation



Plate 2 - Side (south) elevation



Figure 14 - Photograph locations



Plate 3 - Rear (eastern) elevation.



Plate 4 - Side (northern) elevation.



Plate 5 - view of 21st century extension.



Plate 6 - 20th century extension.



Plate 7 - 20th century bungalow.







Plate 8 - View from entrance.



Plate 9 - View of linear range/stables.

Age Plan

- 4.1 The adjacent age plan has been created using historic mapping and other primary sources. It provides a generalised indicative phasing plan. This is very high level and there are nuances within this. This is particularly with reference to the main house which has alterations internally which are not shown here.

KEY	
	18th century
	19th century
	20th century
	21st century





Heritage Assets

5.0 Heritage Designations

Relevant databases and sources (including Historic Environment Records, the National Heritage List for England, historic maps and the Council's website) have been reviewed in order to identify the relevant heritage assets within the context of the site.

5.1 Following this desk based research and analysis, professional judgement has been used to identify and select heritage assets whose significances may be affected by changes to their settings or direct impacts as a result of potential development on the site.

5.2 The identified heritage assets relate to built heritage assets only. The assets that have the potential to be affected by the proposals are listed below and correspond with the numbering in the adjacent map.






1) Cumberworth Lodge - Grade II listed

2) Linear range/stable - curtilage

5.3 There are other listed structures/buildings within the wider vicinity of the site however due to the scope of works and location of the structures these assets have been individually scoped out of this report and are not considered further.



Figure 15 - Heritage assets map.
(Google Earth 2026)

KEY	
	SITE
	CONSERVATION AREA
	GRADE I
	GRADE II*
	GRADE II
	REGISTERED PARK & GARDEN
	NON-DESIGNATED



Assessment of Significance

6.0 Assessment of Significance

Significance can be defined as a collection of values which forms a building/structure/place's "heritage interest. The interest may be archaeological, architectural, artistic or historic" - NPPF Glossary. Understanding the significance of a building or place is fundamental in successfully managing change.

- 6.1 The significance level of an asset (building/structure/area and its setting), for the purposes of this report, can be graded between very high, high, moderate, low, negligible, neutral, none or detrimental where:
- Very High Significance is attributable to an asset (World Heritage Sites, Grade I and II* Listed Buildings, Registered Park and Gardens, Conservation Areas, Scheduled Monuments) which is of international importance and/or outstanding evidential, aesthetic, historic and/or communal value).
 - High Significance is attributable to an asset (Grade I and II* Listed Buildings, Registered Park and Gardens, Conservation Areas, Scheduled Monuments) which is of high evidential, aesthetic, historic and/or communal value.
 - Moderate Significance is attributed to an asset (Grade II Listed Buildings, Registered Park and Gardens, Conservation Areas, Scheduled Monuments, locally listed buildings and other non-designated assets) which is of good/strong evidential, aesthetic, historic and/or communal value.
 - Low Significance is attributable to an asset (Grade II Listed Buildings, Registered Park and Gardens, Conservation Areas, Scheduled Monuments, locally listed buildings and other non-designated assets) which have lower/typical level of quality, a lower degree of preservation/integrity and/or survival of contextual associations. Low significance does not equate to 'no' significance.
 - Negligible Significance is attributed to assets which (Listed Buildings, Registered Park and Gardens, Conservation Areas, Scheduled Monuments, locally listed and other non-designated assets) with some evidence of value but in an incoherent or eroded form of local interest are of such limited quality in their fabric or historical association that this is not appreciable.
 - No/Neutral Significance elements typically do not possess any heritage values.
 - Unknown Significance is attributed to assets (or areas/rooms within an asset) which are inaccessible and may hold some potential for hidden significance.
 - Detrimental elements are attributed to items which are intrusive to heritage value have characteristics which detract.
- 6.2 The report follows a robust process which assesses relevant documentary research (including HER, maps, drawings and reports, as well as, archive material where relevant) and professional judgment. In accordance with Paragraph 207 of the NPPF the level of detail is proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. The following evaluation of significance and subsequent conclusions have been assessed in accordance with the below policy and guidance.
- The relevant planning legislation as well as the policies set out in the National Planning Policy Framework (NPPF) and objectives of the Planning Practice Guidance;
 - Historic England 'Conservation Principles: Policies and Guidance';
 - Historic England 'The setting of Heritage Assets';
 - British Standard 7913 (2013) Guide to the 'Conservation of Historic Buildings';
 - Guidance set out Historic England advice notes.



Figure 16 - 2018 photograph of lodge (Historic England).

Significance Assessment

Cumberworth Lodge - Grade II

- 6.3 Cumberworth Lodge was first listed in September 1987. The list description reads as follows:
- Wrongly marked as Ferry Road on Ordnance Survey Map. House, now residential home. Mid C18 with C19 alterations and rear addition. Brick, rendered to front and sides, whitewashed throughout. Concrete tile roof to front, Welsh slates to rear. Double-depth plan: original section L-shaped, with 2-room, central entrance-hall west front, single-room wing to rear right and lower range in angle: section to rear left infilled and raised in C19. 2 storeys, 3 bays; symmetrical. Chamfered plinth. Entrance has C19 flat-roofed Doric porch with a pair of unicorn heads at angles, beneath a plain frieze and moulded cornice attached to the wall. Pilasters flanking late C19 2-fold half-glazed 6-panelled door beneath moulded lintel and overlight with margin lights in contemporary panelled reveal. Large unequal tripartite sashes with glazing bars to either side beneath hoodmoulds. First floor: central unequal 20-pane sash flanked by unequal 24-pane sashes beneath similar hoodmoulds. Coved cornice. Stone-coped gables with shaped kneelers. C19- C20 rebuilt end stacks. Stone-coped screen wall ramped down to left. Right return, facing street: three 24-pane flush sashes to ground floor, that to centre obscured by C20 addition; first-floor C19 canted wooden oriel window to front range, with wooden brackets, glazing bars, dentilled cornice and hood; unequal 20-pane sash to rear range. Similar oriel to left return. Rear: 3 low storeys, with part-glazed door to right of centre and unequal sashes with glazing bars in flush wooden surrounds to each floor, stepped and dentilled brick eaves cornice, hipped roof. Interior. Fine early-mid C18 open-well staircase with ramped and wreathed corniced handrail, alternating twist and column-on-vase balusters with square knops, column newel posts, heavy twist foot-newel post with gadrooned capital, profiled cheek-pieces, and fielded panelling to underside. Secondary staircase to rear right has plain stick balusters and turned newels. Ground-floor left room has early C19 pilastered grey marble chimney-piece flanked by early-mid C18 alcoves with fielded-panel doors to lower sections, and fluted pilasters above carrying heavy moulded cornice. Ground floor right has moulded dado rail, wooden chimney-piece (perhaps inserted) with bolection moulding and frieze with central panel bearing carved floral design. Rear right has early C19 carved wooden chimney-piece with reeded pilasters and frieze, festoons and egg-and-dart cornice; pair of inserted scagliola brown marble columns with ornate Corinthian capitals. Moulded cornices to first floor. 4- and 6-fielded-panel doors with H and L hinges in architraves and fielded- panel reveals..*
- 6.4 Evidence shows that the building was constructed in the 18th century with 19th and 20th century alterations. Today, the building has a double-depth plan form. The original building was L-shaped and formed by a central entrance hall, with rooms either side, and a rear room to the right hand

side. A later 19th century infill was added to create the square planform seen today. This infill was constructed as three stories with the main stair altered to provide access into the first floor of this addition (which sits between the ground and first floor of the original element of the building) and the second floor.

- 6.5 The building has undergone numerous alterations and additions particularly during the late 20th/21st century. Internally, a number of en suites have been added, rooms subdivided and a lift has also been inserted. The majority of the windows have been replaced with 21st century upvc windows, with only a small number of timber frames remaining. Those which do remain are located within the later infill or within the external landing area that has been enclosed by a canopy. These windows are either in a general poor condition or have been altered. The roof has undergone numerous changes including cement tile added to the front range. The coping to the end gables of this range has also been replaced and the end stacks rebuilt (some of these works appear to have been undertaken prior to 1987 as it is referenced in the list description).
- 6.6 A number of side extensions (to the north and east) have been added to the building, including a first floor deck/landing area which wraps around the side/back of the building. This decking has been partially enclosed with a canopy above and structures such as wooden stairs and a bolted on bathroom constructed. Access onto this deck is achieved through the creation of 3 doors, two of which appear to be new openings and the third has been created through the alteration of an oriel window. A small modern lean to storage area has also been added at ground floor on the southern side of the building, it encloses a former window which is no longer usable due to the installation of a lift internally.
- 6.7 The building shows its evolution in the materials of its construction, providing evidence from a range of centuries.
- 6.8 The building historically had a number of outbuildings which would have played a part in the shaping the character of the countryside in this location, at this time. Historic mapping shows the dismantling of the group over the late 19th and 20th centuries with only the house and one linear range remaining today.
- 6.9 The buildings connection to the agricultural history of the area, as well as, its more recent use as a residential care home contributes to its sense of place within the area.

Setting

- 6.10 The setting of the building has changed overtime. Originally forming part of a large plot which moved eastwards from Haxey Lane finishing in the

with a large croft/agricultural field. Over time, this plot has reduced in size with new dwellings constructed to the west and south. The plot appears to have been enlarged slightly to the north, which is where the later extensions have occurred and a bungalow constructed in the late 20th century.

- 6.11 Historically, the formal access to the site was from the west, with the principal facade of the building facing this direction. As noted above, a dwelling has been constructed to the west which has cut off the this former access, with the main access now coming from Main Street. This has resulted in the principal facade not being visible from the main access. A number of outbuildings were present although these have been lost overtime with only a singular range remaining.

Summary

- 6.12 Whilst the building retains evidence from its 18th century origins numerous alterations and extensions have reduced the understanding of the building.
- 6.13 Whilst the 19th century alterations add to its special interest, by showing evidence of its continued evolution to meet the needs of the occupants, the various 20th and 21st century alterations have diminished some of its interest through removal of fabric, alteration of plan form and numerous additions.
- 6.14 When assessing the building as a whole, it is considered to hold a moderate value, due to its retained character as well as its evidential and historic value.



Figure 17 - Principal elevation.

Linear range/stables - curtilage

- 6.15 The linear range to the west of the principal house is of an age where it is likely to be considered curtilage listed.
- 6.16 The form of this range is shown on the 19th century tithe map and subsequent OS maps although the L shape plan form seen on these earlier maps has been altered to the linear range seen today.
- 6.17 The external details and fenestration detailing suggest that it may have been used as a stable but no definitive evidence for this can be found.
- 6.18 The building has been extended to the south with a 20th century single storey additional. It has also been renovated internally and externally with little to no historic features or fabric remaining. As such, the building is considered to hold a low level of interest which is mainly found in its group value with the principal structure.



Figure 18 - Linear range.



Proposals

7.0 Proposals

This section should be read in conjunction with the Design and Access Statement and additional plans, which provides a rationale behind the proposed development.

Proposals

- 7.1 The proposals seek the establishment of a specialist day and residential school for children with Social, Emotional and Mental Health (SEMH) needs in Doncaster, co-located with a registered children's home. The description of development is as follows:

FULL PLANNING APPLICATION AND APPLICATION FOR LISTED BUILDING CONSENT FOR THE CHANGE OF USE OF A VACANT FORMER RESIDENTIAL CARE HOME, (INCLUDING ASSOCIATED DWELLING, ANNEXE, OFFICE AND GARAGING,) TO FORM A SCHOOL / EDUCATIONAL FACILITY AND CHILDREN'S CARE HOME.



Figure 19 - Proposed elevations (mckenzie-tilson)



Figure 20 - Proposed floor plans (mckenzie-tilson)



Figure 21 - Proposed site plan (mckenzie-tilson)



Impacts

8.0 Impact Assessment

In order to assess the suitability of the site for the proposed development, it is necessary to determine the nature and extent of any impacts resulting from the proposal on heritage assets and/ or their settings.

Cumberworth House

- 8.1 Section 16(2) states *“In considering whether to grant listed building consent for any works the local planning authority or the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.”*
- 8.2 Section 66(1) reads *“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 features of special architectural or historic interest which it possesses.”*

Ground floor

- 8.3 The changes to the ground floor of the historic part of the building are minimal in nature and relate to the change of use of the spaces (mainly from patient rooms to classrooms/offices) and the general refurbishment of the rooms. With the exception of the windows discussed further below, there are no physical changes to the planform or features at this level.
- 8.4 The change from personal rooms to classroom/offices and their general refurbishment is considered to be beneficial in nature as the use allows for greater access to the rooms, their long term maintenance and does not result in any physical alterations to the fabric.
- 8.5 Within the wider ground floor of Cumberworth Lodge, which is formed by modern extensions, there are various alterations/extensions proposed including the rearrangement of the plan form. As the fabric is either late 20th century or 21st century and the extensions are small scale in nature these alterations result in a neutral impact on the special interest of the building.

First floor

- 8.6 As with the ground floor, the proposed changes to the first floor of the historic building relate to the change of use of the spaces and their

refurbishment resulting in a general betterment of the rooms.

- 8.7 The only physical alteration proposed is the removal of the late 20th century door which provides access onto the external decking. This door appears to have been inserted in the late 20th century and detracts from the appearance of the building. Its removal and the making good of the fabric to match the adjacent fabric is considered to have a beneficial impact on the appearance of the building.

Second Floor

- 8.8 As with the floor levels below the second floor also proposed the general refurbishment and change of use of the spaces. However, as part of these works it is also proposed to remove the two en suites seen at this level as well as other elements of sanitary ware seen in the rooms. The removal of the en suites, in particular, reinstates the original proportions of the rooms, returning them to their intended sizes, which has a beneficial impact on the special interest of the building.
- 8.9 An existing WC will be retained, located within the 19th century infill. This WC has been formed using modern partitions with two door openings. One of these door openings is to be enclosed. As this fabric is modern the removal of this door is not considered to impact the special interest of the building.
- 8.10 The remaining works at this level is the removal of the two doors which provide access onto the external decking/landing area and the removal of the bathroom that sits on this external area (including the enclosure of the access into this bathroom).
- 8.11 The first access (figure 22) from the hall is a 20th century insertion and is of no quality. Its removal and the making good of the fabric will enhance the appearance of the building. The second access (figure 23) has been formed within the oriel window. The door is 20th century, of no quality and significantly impacts the appearance of the oriel window. The removal of

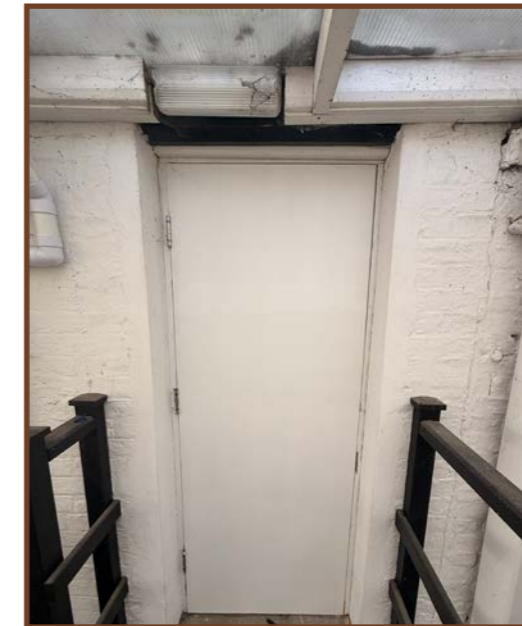


Figure 22 - Second floor inserted door.



Figure 23 - Second Floor door in oriel window.



Figure 24 - Bathroom to be demolished.



Figure 25 - External landing



Figure 27 - View of canopy above screen wall.

the door and returning of the oriel window to its intended appearance will have beneficial impact on the special interest.

- 8.12 There is an existing, very poor quality, ensuite bathroom which sits on the external decking/landing area. The removal of the bathroom will be a significance enhancement to the appearance of the building and the enclosure of the access will reinstate the proportions of the room internally.

External works to the building

- 8.13 There are a large number of windows to the historic building which have been replaced with upvc alternatives. The proposed scheme seeks the replacement of all the upvc windows, in the historic part of the building, with timber windows. This will significantly enhance the appearance of the building and reinstate lost features. Where timber frames are already seen these will be retained and refurbished if necessary.

- 8.14 To the north/east side of the building is a decking/landing area which wraps around the building. This has been partially enclosed with a canopy, which can be seen above the screen wall adjacent to the principal



Figure 26 - Timber stair access to decking/landing area.

elevation. Access to the external landing area is via a timber stair and there are various smaller stairs to/from access doors at first and second floor. The scheme seeks the removal of all the stairs and canopy feature and making good of the fabric. The removal of these structures de-clutters not only the rear/side facade but also removes the unsightly pop up above the screen wall that is currently seen.

- 8.15 There is a small lean to storage structure on the south side of the building at ground floor. This is a modern addition, which is constructed in breeze block, that encloses an earlier window. It is proposed to demolish this and reveal/refurbish the window currently enclosed. This will result in an unsightly feature, which can be seen from the main entrance into the site, being removed and the revealing of the window behind.

Other structures in the grounds

- 8.16 There are two other structures within the grounds which are proposed for use as part of the school activities. This includes the linear range to the west of the principal property and the dwelling in the north.
- 8.17 There are no physical works proposed for the linear range/stables. There will just be a change of use of the spaces to office/therapy rooms for the school.
- 8.18 The bungalow is a late 20th century addition and therefore the changes proposed will have no impact on the special interest of the principal structure.

External works within the grounds

- 8.19 As part of the school use, two areas of parking are proposed alongside a bin and cycle store. It is proposed to also install artificial grass areas to the east and west of the principal structure which will be used as playgrounds and install mesh fencing for safety.
- 8.20 The existing hardstanding around the property is of poor quality and its upgrading will create a more pleasant environment around the building. The introduction of artificial grass will retain a verdant character to the plot and whilst fencing will enclosure the school area to a degree, views through will still be possible.
- 8.21 As a result, it is considered that the works proposed within the grounds will have a neutral impact on the setting of the building.

Summary

- 8.22 The buildings on site are currently not in use and in state of dormancy. The proposals result in a clear opportunity to achieve an improvement and investment of the internal and external quality and character of the principal building and scope to enhance its significance after a period of inactivity. The internal changes to the historic fabric are minimal resulting in impacts ranging from neutral to beneficial in effect. The majority of physical works to the historic building are external and result in the removal of a number of unsightly additions to the building.



Figure 28 - Ground floor lean to proposed for removal.

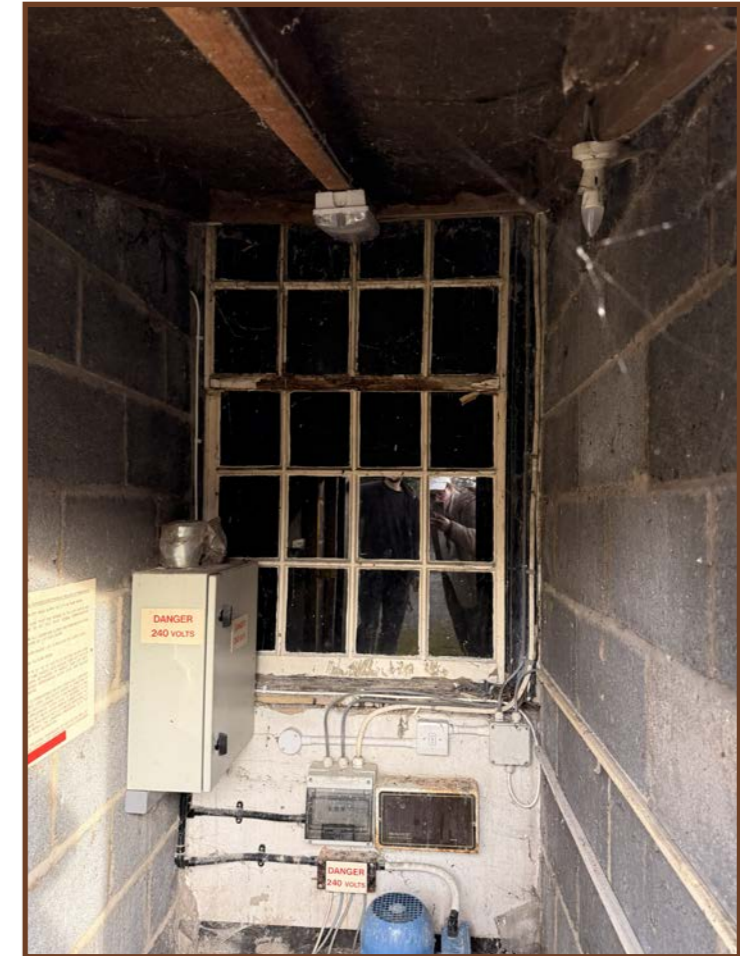


Figure 29 - Internal view of enclosed window.

- 8.23 Due to the minimal intervention proposed to the historic part of the building there are no identified works which are considered to harm the special interest of the building. The works will however result in a number of benefits which include the following:

- Removal of en suites to second floor.
- Removal of redundant sanitary ware.
- Removal of 2 doors which have been inserted at first and second floor to provide access onto external wrap around landing area.
- Removal of door within oriel window and reinstatement of window to match.
- Removal of poor quality bathroom on wrap around.
- Removal of canopy.
- Removal of stairs.

- Removal of ground floor lean to.
- Re-exposure of enclosed timber window.
- Removal of upvc windows and replacement with timber windows.
- Removal of internal cement floor, which has large cracks.
- General refurbishment works to ensure the long term fabric health.
- Refurbishment of existing timber windows where found/if necessary.
- Upgrading of existing hardstanding.

- 8.24 When considered together these benefits are considered to result in a moderate beneficial impact on the special interest of the building.

- 8.25 The proposed works within the grounds and to the other structures on site will have a neutral impact on the setting of the building.



Summary

9.0 Summary

This report considers the impact of the proposed scheme on the significance of the built heritage assets identified, including the contribution made by their settings where appropriate.

- 9.1 This approach to impact-assessment is required in order to satisfy the provisions of Sections 16, 66 and 72 of the Planning (Listed Buildings & Conservation Areas) Act of 1990 in relation to listed buildings and conservation areas and the National Planning Policy Framework (NPPF) where the impact of development on heritage assets or their settings is being considered (Paragraphs 207-221).
- 9.2 As a result of our assessments on site, it is considered that the proposed scheme would result in a neutral to beneficial impact on the identified heritage assets.
- 9.3 Overall, it is considered that 'development' would result in a number of beneficial enhancements to the quality and appearance of the building. The proposals result in a clear opportunity to achieve an improvement and investment of the internal and external quality and character of the principal building and represents an opportunity to enhance its significance after a period of inactivity.
- 9.4 As a result of the careful consideration of the design approach of the scheme the proposals have paid special attention to the desirability of preserving or enhancing the setting and character or appearance of Cumberworth Lodge in accordance with Sections 16(2), 66(1) and 72(1). In addition to satisfying these provisions of the Act, the NPPF Paragraphs 207-219 are also satisfied as well as the local policies relating to the North Lincolnshire Core Strategy and Saved Policies.



Appendix 1

METHODOLOGY

This Heritage Statement is the result of a robust process which assesses relevant documentary research, including Historic Environment Records, historic maps, drawings and reports, as well as archive material where relevant and professional judgment.

It begins with an assessment of the significance of the asset(s). It is important to be proportionate in assessing significance as required in both national policy and guidance as set out in paragraph 200 of the NPPF.

When assessing significance there are a number of values to consider. The Historic England document 'Conservation Principles' highlights four categories that the way people value places can be grouped into four categories: *evidential value, historical value, aesthetic value and communal value*. Historic England advice Note 12 notes that '*interest may be archaeological, architectural, artistic or historic.*'

The British Standards set out a simpler approach which '*is to think of a historic building's significance as comprising individual heritage values*'. These could include townscape characteristics, artistic value, educational value and identity or belonging amongst others.

Once the value/significance of an asset has been assessed, the next stage is to assess the assets' 'sensitivity to change'. Sensitivity to change can be applied to individual elements of a building, or its setting, and may differ across the asset. An asset's sensitivity level also relates to its capacity to absorb change, either change affecting the asset itself or change within its setting (remembering that, according to Historic England The Setting of Heritage Assets – Planning Note 3, 'change' does not in itself imply harm, and can be neutral, positive or negative in effect).

Some assets are more robust than others and have a greater capacity for change and therefore, even though substantial changes are proposed, their sensitivity to change or capacity to absorb change may still be assessed as low.

Impacts may be considered to be adverse, beneficial or neutral in effect and can relate to direct physical impacts, impacts on its setting, or both. Impact on setting is measured in terms of the effect that the impact has on the significance of the asset itself – rather than setting itself being considered as the asset.

Overall, it is a balanced understanding of the foreseeable likely effect of proposals on significance as a result of predicted impacts which is being sought through undertaking this process.

HERITAGE LEGISLATION, POLICY AND GUIDANCE SUMMARY

Planning (Listed Buildings & Conservation Areas) Act 1990

The primary legislation relating to Listed Buildings and Conservation Areas is set out in the Planning (Listed Buildings & Conservation Areas) Act 1990.

- Section 16(2) states "In considering whether to grant listed building consent for any works the local planning authority or the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses."
- Section 66(1) reads: "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 features of special architectural or historic interest which it possesses."
- In relation to development on land within Conservation Areas, Section 72(1) reads: "Special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area."

The term "preserve", within the context of Section 66, has been defined within *South Lakeland District Council v Secretary of State* [1992], where it was held that the "desirability of preserving" creates a presumption against harmful changes, but not a presumption against any change. Case law has established that a decision-maker who has worked through the paragraphs of the NPPF in accordance with their terms will have complied with the statutory duty set out in the 1990 Act

In the judgment for *Palmer v Herefordshire Council* ([2016] EWCA Civ 106), a discussion on the balance between harm and benefit to a listed building was undertaken. It was accepted that "where proposed development would affect a listed building or its settings in different ways, some positive and some negative, the decision-maker may legitimately conclude that although each of the effects as an impact, taken together there is no overall adverse effect on the listed building or its setting". In essence, where there is some harm and some benefit, these should be given the same weight, and where they are equal in measure, the effect on the listed building would be neutral, and thus its significance would be preserved.

This approach was confirmed in *City & Country Bramshill Ltd v Secretary of State for Housing, Communities And Local Government & Ors* [2021]. In this case Lord Justice Lindblom concluded that 'the considerable importance and weight to the desirability of preservation [of the special architectural or historic interest of a listed building or its setting], should tip the scales to produce an unequal balance in its favour. However, the SoS

should still take account of the actual severity of any change, or scale of change as the Mayoral SPG puts it, and so the extent of impact, as well as the relevance to its significance, and the importance of the asset. The overall weight to be given to any harm, and the conflict with policy, should be a product of these factors.'

National Planning Policy Framework (2023)

The policies relevant to heritage are outlined within chapter 16, 'Conserving and Enhancing the Historic Environment'. The NPPF places much emphasis on 'significance' which it defines as:

The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence but also from its setting.

The NPPF directs local planning authorities to require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting and the level of detailed assessment should be 'proportionate' to the assets' importance. (Paragraph 200).

Paragraph 201 states that the significance any heritage asset that may be affected by a proposal should be identified and assessed. This includes any assets affected by development within their settings. This Significance Assessment should be taken into account when considering the impact of a proposal, 'to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal'.

Paragraph 205 requires 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 206 outlines that substantial harm to grade II listed heritage assets should be exceptional, rising to 'wholly exceptional' for those assets of the highest significance such as scheduled monuments, Grade I and grade II* listed buildings or registered parks and gardens as well as World Heritage Sites. In relation to harmful impacts or the loss of significance resulting from a development proposal, Paragraph 207 states the following:

"Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- a.the nature of the heritage asset prevents all reasonable uses of the site; and
- b.no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- c.conservaion by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and
- d.the harm or loss is outweighed by the benefit of bringing the site back into use.”

The NPPF therefore requires a balance to be applied in the context of heritage assets, including the recognition of potential benefits accruing from a development.

In the case of proposals which would result in “less than substantial harm”, paragraph 208 provides the following “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.”

It is also possible for proposals, where suitably designed, to result in no harm to the significance of heritage assets.

In the case of non-designated heritage assets, Paragraph 209 requires a Local Planning Authority to make a “balanced judgement” having regard to the scale of any harm or loss and the significance of the heritage asset. The NPPF therefore recognises the need to clearly identify relative significance at an early stage and then to judge the impact of development proposals in that context.

With regards to conservation areas and the settings of heritage assets, paragraph 212 requires Local Planning Authorities to look for opportunities for new development to enhance or better reveal their significance.

Planning Practice Guidance (PPG) (2019)

This guidance supports the NPPF and reiterates the importance of conserving heritage assets in a manner appropriate to their significance. Key elements of the guidance relate to assessing harm. An important consideration should be whether development proposals adversely affect a key element of the heritage asset’s significance: ‘it is the degree of harm, rather than the scale of development that is to be assessed’.

The level of ‘substantial harm’ is stated to be a high bar, which may not arise in many cases. Whether development proposals cause substantial harm will be a judgment in the decision-taking process, having regard to the circumstances of the case and by applying the relevant NPPF policies. Such harm may arise from works to the heritage asset or from development within its setting. Setting is defined as:

the surroundings in which an asset is experienced, and may be more extensive than the curtilage.

A thorough assessment of the harm development proposals will have on this setting needs to consider, and be proportionate to, the heritage asset’s significance and the degree to which any changes enhance or detract from that significance, and the ability to appreciate and experience it.

In relation to non-designated heritage assets, the NPPG explains the following:

“Non-designated heritage assets are buildings, monuments, sites, places, areas or landscapes identified by plan-making bodies as having a degree of heritage significance meriting consideration in planning decisions, but which do not meet the criteria for designated heritage assets.”

It goes on to clarify that: “A substantial majority of buildings have little or no heritage significance and thus do not constitute heritage assets. Only a minority have enough heritage significance to merit identification as non-designated heritage assets.”

This statement explains the need to be judicious in the identification of value and the extent to which this should be applied as a material consideration and in accordance with Paragraph 209.

Regional/Local Policy

The Local Policy relating to built heritage is noted below:

- The North Lincolnshire Core Strategy (2011-2026)
 - CS6: Historic Environment
- Saved Policies of the North Lincolnshire Local Plan 2003
 - Policy HE5: Development Affecting Listed Buildings

Guidance Notes

- Historic England Conservation Principles: Policies and Guidance 2008
- Historic England Making Changes to Heritage Assets Advice Note 2 (February 2016)
- Historic England Managing Significance in Decision Taking in the Historic Environment Historic Environment Good Practice Advice (GPA) in Planning Note 2 (March 2015)
- Historic England The Setting of Heritage Assets Historic

Environment Good Practice Advice (GPA) in Planning Note 3 (Second Edition) (December 2017)

- Historic England Analysing Significance in Heritage Assets Advice Note 12 (October 2019)

