
Heritage Impact Assessment

Date: June 2023

Site: 18 Market Place, Hinckley, LE10 1NT

Proposal: Full planning application for the change of use of first and second floors of a Public House to five no. one bedroom flats with external alterations and extensions.

Planning Statement: 18 Market Place, Hinckley, LE10 1NT

Project Reference Number: 2099

Rev	Date	Details	Prepared by	Reviewed by	Approved by
00	30 th June 2023	Draft	Stephen Heywood Heritage Consultant	Oliver Ashford Senior Planner	Mark Philpot Managing Director

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One Planning Ltd.

Evolution House
Iceni Court
Delft Way
Norwich
NR6 6BB

Tel: 01603 518333

Email: info@oneplanning.co.uk

www.oneplanning.co.uk

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1.0 Introduction

- 1.1 This Heritage Impact Assessment has been prepared by One Planning Consultants with the assistance of Stephen Heywood, Heritage Consultant. It is submitted in support of a full planning application for the change of use of first and second floors of a Public House to five no. one bedroom flats with external alterations and extensions.
- 1.2 This Statement assesses the impact of development of the site against relevant national and local planning policy considerations concerning matters of heritage.

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2.0 Context

Site and Location

- 2.1 The site comprises a 0.07 hectare site located on Market Place Hinckley. The site consists of the bounty public house and associated rear yard. Figure 1 below shows the proposed floor plans of the site.



Figure 1: Proposed floor plans

- 2.2 Enclosing the site currently is a black metal gate and fencing which provides access to the rear courtyard of the site.
- 2.3 The site is located within the Hinckley Town Centre Conservation Area (CA), designated in April 1986. There are no statutory buildings on or immediately adjacent to the site but the site is in the vicinity of seven Grade II Listed Buildings located across Market Place and the Borough and the Grade II* Listed Parish Church of St Mary.

Planning history

- 2.4 There is no relevant planning history on the site.

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3.0 Development Proposal

- 3.1 The application seeks full planning permission for five no. one-bedroom residential flats with associated access. Detailed plans accompany the application.
- 3.2 The proposal comprises five residential one-bedroom flats to support the provision of the market homes in the borough. In terms of access, a new access staircase will be constructed to the rear of the building as indicated on the supporting plans. Internal alterations are proposed to facilitate the conversion of the first and second floors of the building.
- 3.3 The design of the extension has taken inspiration from vernacular architectural details within the town centre and the predominant red brick style of the application site and neighbouring building. This will produce a well-designed, high-quality development that is in keeping with the surrounding built form.
- 3.4 The conversion works are mainly internal and are insignificant, A staircase outshut and dormer windows are the only external proposals. The stair involves extending the side elevation out into the lane as well as adding to the length of the gable-end wall (Fig. 5). A pair of sympathetically proportioned gabled dormers is proposed to front and rear.



Figure 5. Existing and proposed elevations.

4.0 Relevant Policy and Legislation

Legislation

- 4.1 Planning (Listed Buildings and Areas) Act 1990, as amended.

National Policy and Guidance

- 4.2 Heritage needs to be understood in the context of sustainable development. Paragraph 8 of the National Planning Policy Framework (NPPF) 2021, states that sustainable development should 'contribute to protecting and enhancing our natural, built and historic environment'. The understanding of heritage assets and the impact of development on them and their setting is key to determining planning applications and assessments submitted with planning applications. Paragraph 189 makes clear that this translates into a conception of heritage assets as 'an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations'.
- 4.3 For the purpose of determining applications this means, as set out in paragraph 194 of the NPPF, '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'.
- 4.4 The decision-making process, for local planning authorities (LPAs) is detailed in section 16 of the NPPF, in particular paragraphs 194 – 208. This process entails considering the impact of a proposal on a heritage asset and/or its setting and whether the development would preserve, enhance, or cause harm to it. Harm is to be categorised as 'less than substantial', 'substantial', or 'total loss'; the more significant the asset at risk of harm the greater the weight potential harm should carry in the assessment. Equally, the consideration of a proposal should keep in mind the desirability of putting heritage assets to viable use where consistent with their conservation; the contribution heritage assets can play in the economic and social vitality of communities; the potential for development to contribute to local character. In practical terms this means that where there is 'less than substantial' harm the optimum viable use should be sought, balancing the value of the asset against the benefits of the proposal; where there is 'substantial harm to (or total loss of significance of) then there needs to be overwhelming public benefit or the absence of a viable means of preserving the asset. Ultimately the greater the harm and more significant the asset the greater the public benefit that is needed to justify the proposal, or alternatively that there is no viable means of protecting or preserving the asset.
- 4.5 Paragraph 202 states that where development proposals will 'lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefit of the proposal including, where appropriate, securing its optimum viable use.'

National Guidance

- 4.6 Additional guidance is given in the National Planning Practice Guidance Conserving and Enhancing the Historic Environment, updated 2019 (PPGHE). This details what is meant by public benefits, defined by paragraph 8 of the NPPF, along with an exploration of what is meant by heritage asset and how potential impacts are to be assessed.
- 4.7 Historic England have supplemented the guidance provided by the NPPF through the production of 'Historic Environment Good Practice Advice in Planning: 2: Managing Significance in Decision-Taking in the Historic Environment' 2015 (GPA2), and 'Advice Note 2: Making Changes to Heritage Assets', 2016 (AN2), and 'Historic Environment Good Practice Advice in Planning: 3: The Setting of Heritage Assets', 2017 (GPA3). These three documents provide the principal guidance for the preparation of HIAs. They set out the four stages of the assessment:
1. Identify which heritage assets and/or their setting are affected,
 2. Assess whether, how, and to what degree the setting of the heritage asset(s) contributes to the significance of the heritage asset(s),
 3. Assess the effects of the proposed development on the identified significance, and
 4. Explore the options to maximise the enhancement of or minimise the harm to the heritage asset(s).

Local Policy

Hinckley & Bosworth Local Plan (2006 to 2026)

- 4.8 The Hinckley and Bosworth Breckland District Council Core Strategy was adopted in December 2009. It is the key Development Plan Document in the Local Plan 2006 to 2026 providing the vision and spatial strategy for the borough. It outlines the broad locations proposed for housing development and other strategic needs such as employment, retail and transport development. The core strategy will also draw on national and regional strategies that have implications for the future of the borough. The following policies are considered relevant to this proposal:

Policy 1: Development in Hinckley
Policy 16: Housing Density, Mix and Design

The Site Allocations and Development Management Policies DPD (Local Plan 2006 – 2026) was adopted in July 2016. It allocates land to deliver the development requirements outlined in the Hinckley and Bosworth Core Strategy such as housing, employment, recreation, green spaces, community uses and leisure uses. In addition, it also includes development management policies which apply across the borough and which will be used when determining planning applications. The Site Allocations and Development Management Policies DPD is in conformity with the strategic policies in the Core Strategy and the National Planning Policy Framework. The following policies are considered relevant to this proposal:

Policy DM1: Presumption in Favour of Sustainable Development
Policy DM10: Development and Design
Policy DM11: Protecting and Enhancing the Historic Environment
Policy DM12: Heritage Assets

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5.0 Heritage Assessment

Introduction

- 5.1 Achieving sustainable development is gained through the pursuit of overarching economic, social and environmental objectives that are to be pursued in mutually supportive ways; the National Planning Policy Framework (NPPF), revised July 2021, states at paragraph 8 (c) that sustainable development should “contribute to protecting and enhancing our natural, built and historic environment”.
- 5.2 The understanding of heritage assets and the impact of development on them and their setting is key to determining planning applications and assessments submitted with planning applications. Paragraph 189 of the NPPF states that the level of detail required to describe the significance of any heritage assets affected, including any contribution made their setting, “should be proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on their significance.” Paragraphs 190 to 202 of the NPPF set out how local planning authorities should decide in relation to applications relating to the historic environment; further guidance is given in the National Planning Practice Guidance on enhancing and conserving the historic environment (last updated July 2019) (PPGHE).
- 5.3 As set out in Section 16 of the NPPF, the local planning authority must consider the impact of a development proposal on a heritage asset or its setting and whether the development preserves, enhances or causes harm; this is, as per paragraph 193 of the NPPF, irrespective of whether any potential harm will amount to “substantial harm, total loss or less than substantial harm to its significance.” In order to make this Assessment it is necessary to set out in sufficient detail the significance of any heritage assets affected by the development so that the potential impact of the proposal can be fully understood.
- 5.4 In addition to national planning policy and guidance, Historic England (HE) have produced the following guidance which are all relevant to this Assessment: Historic Environment Good Practice Advice in Planning: 2: Managing Significance in Decision-Taking in the Historic Environment (GPA2) published March 2015, Advice Note 2: Making Changes to Heritage Assets (AN2) published February 2016, and Historic Environment Good Practice Advice in Planning: 3: The Setting of Heritage Assets (GPA3) (Second Edition) published December 2017. These three principal documents guide what and how this Assessment is made.
- 5.5 HE has produced broad guidance on what needs to be assessed; the four stages are as follows:
1. Identify which heritage assets and setting are affected;
 2. Assess whether, and how and to what degree, these settings make a contribution to the significance of the heritage asset;
 3. Assess the effects of the proposed development on the identified significance, and
 4. Explore the ways to maximise enhancement and avoid or minimise harm.

Identify affected assets and their setting

- 5.6 We have assessed the setting of the heritage asset in line with the description set out in the Glossary to the NPPF:

‘Setting of a heritage asset: 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.’

- 5.7 We have considered that a number of assets and settings are not affected by the proposal, because of lack of visual connection between the asset and/or its setting and the development, or distance between the asset and the development.
- 5.8 We have identified in the table below that the following heritage asset will be affected by the proposal. The nature and degree of this effect will be assessed in detail below.

Asset	Grade	Affected
Hinckley Town Centre Conservation Area		Asset

Assess whether, and how and to what degree these settings make a contribution to the significance of the heritage asset

- 5.9 We have identified in section 5.8 which heritage assets may be affected by the proposed development. This section will assess whether the setting of these heritage assets has contribution to make to the significance of the asset and how and to what degree their setting contributes.
- 5.10 The assessment of significance of the heritage asset has been examined in relation to the Conservation Principles and the relevant building selection guide for listing. Set out below is an assessment of which settings, how and to what degree the settings contribute to the identified assets.

Asset	Grade	Comment
Hinckley Town Conservation Area		The site is within the Hinckley Town Centre Conservation Area. The proposal includes the erection of a small extension to the site and rear of 18 Market Place which will not be immediately visible from the street scene. It also involves the installation of two dormers which will respect the character and appearance of the Conservation Area. The proposal will provide a mix of contextually sympathetic materials with the predominant being red brick to reflect the character of the Conservation Area. It is

	considered that the proposal would provide public benefits as it has the potential to improve the important elevation onto Market Place. Therefore, the proposal would preserve and enhance the character and appearance of the Conservation Area and would have an overall position impact with no harm.
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Assess the effects of the proposed development on the identified significance

Significance

- 5.11 The NPPF provides a definition for 'significance' in its Glossary that states 'significance' to be 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 from its setting."
- 5.12 HE set out in page 72 of their Conservation Principles, Policies and Guidance, published April 2008, that the significance of a place is defined as being the "sum of the cultural and natural heritage values of a place, often set out in a statement of significance." The Conservation Principles also define what may be included within archaeological, architectural, artistic or historic interest of a heritage asset. In relation to a number of building types HE has also produced a number of listing guides called Selection Guides.
- 5.13 Each assessment of significance of the heritage asset and/or its setting has been examined in relation to the Conservation Principles and the relevant building Selection Guide for listing. We have assessed the degree or level of value or interest based on the following:
- High: scheduled monument, grade I or II*
 - Moderate: locally designated monument, grade II, conservation area or locally identified asset
 - Low: grade II, conservation area or locally identified asset where remote from the development
 - Negligible: none is visible or known.

The building

- 5.14 The building is on the site of a former coaching Inn situated at the centre of the town adjacent to Castle Street which is the main commercial thoroughfare, close to the medieval church and the castle. It is in the designated Hinckley Town Centre Conservation Area whilst the building itself is not designated. (fig. 1). There are several buildings in the vicinity which are designated at Grade II with the medieval church of St Mary having the top grade-I. The Conservation Area appraisal of 2013 describes the Market Place as in need of refurbishment.



Figure 1. 1923 25" Ordnance survey map.

- 5.15 The Georgian coaching Inn on the site was demolished in 1959 and replaced with a neo Georgian building (Figs.2 and 3). A typical coaching Inn with carriage archway through to yard. It was of 3 storeys of sash windows with glazing bars and entrance in the eastern end bay. The 1960 replacement has the entrance in the same position, emphasised by slightly raised ashlar facing to doorway and window above incorporating an empty cartouche (Fig.4). The carriage archway is now simply a lane. It has a further four bays on two storeys of sash windows with glazing bars beneath skewback arches with raised keystones. The gables are parapeted as is the façade which also has a simple cornice. The fabric is of brick laid in stretcher bond. There are a further two sash windows on the exposed gable-end.



Figure 2. The George Hotel.



Figure 3. The replacement of the George Hotel. 1960.



Figure 4. Detail of entrance.

- 5.16 To the rear there is a flat-roofed extension of minimal architectural value. The façade has a striking painted sign proclaiming the name of the establishment – ‘The Bounty’.

Summary

- 5.17 In summary, the building is ill proportioned and of little heritage interest. The proposed dormer windows have the potential to improve the important elevation onto the Market Place. The heritage value of the conservation area is unaffected.
- 5.18 The proposal is therefore compliant with national policy, guidance and local policy concerning planning and heritage.

Explore the way to maximise enhancement and avoid or minimise harm

- 5.19 The national PPGHE advises on how proposals can minimise harm to heritage assets at paragraph 019:

‘A clear understanding of the significance of a heritage asset and its setting is necessary to develop proposals which avoid or minimise harm...studies can reveal alternative development options, for example more sensitive designs or different orientations, that will deliver public benefits in a more sustainable and appropriate way.’

- 5.20 The proposals have considered their context and affected heritage assets or settings of heritage assets as follows:

- The proposed scheme has been drawn up by a qualified Architect on behalf of the application experienced in working within the Hinckley & Bosworth historic environment.
- The proposal is to provide a material change to the first and second floors of the existing public house and provide an external staircase. The layout, size, scale, detail, materials of the proposal have been informed by and take into consideration the character and appearance of the historic village to produce a high-quality well-designed development. The impact of the proposal has been minimised.
- The development would provide five one bedroom flats, which would make a positive contribution towards the Council’s housing need and would also provide some short terms benefits to the local economy through its construction.

6.0 Conclusion

- 6.1 The proposal minimises its impact on the setting of the designated heritage assets.
There is no harm caused to the surrounding conservation area and the public benefits of the proposal outweigh the harm caused.
- 6.2 The proposal is considered to comply with national and local policy as set out above.

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