

## **Heritage Impact Assessment**

Proposed residential development  
Oakhurst Rise, Charlton Kings, Cheltenham



on behalf of William Morrison (Cheltenham) Ltd

**April 2020**  
GLA-325

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## 1.0 Introduction

- 1.1 This document constitutes a Heritage Impact Assessment (HIA) in support of an outline application for residential development of 43 dwellings – access, layout and scale not reserved for subsequent approval, on land off Oakhurst Rise, Charlton Kings, Cheltenham, Gloucestershire. This Heritage Impact Assessment has been prepared on behalf of William Morrison (Cheltenham) Ltd by Grover Lewis Associates Limited. The report has been written by Philip Grover BA (Hons), BTP, Dip Arch. Cons. Grover Lewis Associates is a planning consultancy that specialises in consideration of development proposals relating to the historic environment. The practice is recognised as a Historic Environment Service Provider by the Institute of Historic Building Conservation (IHBC).
- 1.2 This Heritage Impact Assessment responds to the requirements of paragraph 189 of the National Planning Policy Framework (NPPF – February 2019), which stipulates that local planning authorities should require applicants to describe the significance of any heritage assets affected by development proposals, including any contribution made by their setting. The Heritage Impact Assessment considers the impact of the proposal on the significance of built heritage assets, to assist the local planning authority with regard to the requirements of paragraph 190 of the NPPF in relation to determination of the application for planning permission. Specifically, it identifies the significance of individual heritage assets in the vicinity of the proposed development, and their settings. The report sets out the national and local heritage policy framework in which the development proposals will be assessed, together with relevant guidance relating to the setting of heritage assets.
- 1.3 The current outline planning application for 43 dwellings follows two previous unsuccessful planning applications for residential development on the site; 90 dwellings refused in July 2018 Ref. 17/00710/OUT, and 69 dwellings (amended to 68) determined by appeal in 2019 Ref. 18/02171/OUT. The current proposals seek to overcome the main issues identified by the Inspector in respect of the scheme for 68 dwellings, and have been the subject of pre-application discussions with the Senior Conservation Officer at Cheltenham Borough Council.
- 1.4 This Heritage Impact Assessment should be read in conjunction with other application documents, in particular the Design and Access Statement and application drawings prepared by Coombes Everitt Architects Ltd, the Landscape Strategy prepared by MHP and the Planning Statement by Framptons.

## 2.0 Heritage policies, duties and guidance

### ***Historic townscape context***

- 2.1 The application site for the proposed development is located on undeveloped land to the immediate north of St Edward's School. The site is in close proximity to two statutorily listed buildings, namely the grade II\* Ashley Manor (the Administration block for St Edward's School) and the grade II listed Charlton Manor, a private residence. Consequently, the planning application must be considered in the light of the relevant statutory duties relating to listed buildings and their settings, as well as relevant national and local heritage planning policies and associated guidance.

### ***Statutory duties***

- 2.2 Statutory duties relating to proposals affecting listed buildings and conservation areas are contained in the Planning (Listed Buildings and Conservation Areas) Act 1990. The relevant statutory duty relating to development affecting a listed building is contained in Section 66 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990. This makes it a statutory duty for a local planning authority, in considering whether to grant listed building consent or planning permission for development which affects a listed building or its setting, to *"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"*.
- 2.3 The courts have held that *"preserving means doing no harm"* and have established that, where a proposal would cause some harm, the desirability of preserving listed buildings and their settings should not simply be given careful consideration, but should be given *"considerable importance and weight"* when the decision-maker carries out the planning balance.

### ***National Planning Policy Framework***

- 2.4 As well as having regard to the relevant legislation, the application proposal must be assessed in the context of prevailing Central Government planning policy. The Government's planning policies for England is set out in the National Planning Policy Framework (NPPF), published by the Ministry of Housing, Communities and Local Government in February 2019, and which replaces the earlier editions of the NPPF. The policies in the NPPF are a material consideration in planning decisions.

- 2.5 The Government's policies on conservation and enhancement of the historic environment are set out in Section 16 of the NPPF.
- 2.6 The policies in section 16 of the NPPF refer to the concept of a *heritage asset*, which is defined as '*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. It includes designated heritage assets and assets identified by the local planning authority (including local listing*'). (Annex 2: Glossary).
- 2.7 The policies in section 16 of the NPPF place an emphasis on *significance*, which is defined 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*'. (Annex 2: Glossary).
- 2.8 The NPPF defines the setting of a heritage asset as '*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 Annex 2: Glossary).
- 2.9 A number of the policies set out in the NPPF are of direct relevance to the consideration of the proposed development at Oakhurst Rise, Charlton Kings.
- 2.10 With regard to proposals affecting heritage assets paragraph 189 of the NPPF states 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*'. This document aims to satisfy this requirement.
- 2.11 At paragraph 192 the NPPF states that, in determining planning applications, local planning authorities should, amongst other things, take account of:
- 'The desirability of new development making a positive contribution to local character and distinctiveness'*.
- 2.12 NPPF Paragraph 193 states that in 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 significance).*

- 2.13 Paragraph 194 states that *'Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification'*. It goes on to state that substantial harm to or loss of:

- a) *grade II listed buildings, or grade II registered parks or gardens should be exceptional.*
- b) *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'.*

- 2.14 Paragraph 196 (page 56) states 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'*

- 2.15 Paragraph 197 of the NPPF 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. Specifically, it states that: 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.

### ***Local heritage policy context***

- 2.16 The local planning policy context is provided by saved policies in the Cheltenham Local Plan Second Review (adopted 2006) and the Joint Core Strategy for Gloucester, Cheltenham and Tewkesbury (adopted jointly by the three local authorities in December 2017). Also, of particular relevance are the policies in the emerging Cheltenham Plan (2011-2031) which when adopted will form part of Cheltenham's new Local Plan. The Cheltenham Plan identifies non-strategic land-use allocations as well as setting out development management policies. The Cheltenham Plan has reached an advanced stage, the Inspector's report on the examination having been submitted to the Council on 17 March 2020 and is now pending adoption by the Council. The plan is



therefore a material consideration in the determination of the current application.

- 2.17 Other than Policy BE20, which relates to archaeological remains (which could be deemed to apply to the remains of the former icehouse), there are no saved heritage policies within the Cheltenham Local Plan 2006 that are applicable in the particular context of the current application proposals, namely development affecting the setting of designated heritage assets. However, the Joint Core Strategy contains a relevant strategic heritage policy (SD8).

- 2.18 Joint Core Strategy Policy SD8: *Historic Environment*, states amongst other things that:

*‘Development should make a positive contribution to local character and distinctiveness, having regard to valued and distinctive elements of the historic environment’*

The policy goes on to state that:

*‘Designated and undesignated heritage assets and their settings will be conserved and enhanced as appropriate to their significance, and for their important contribution to local character, distinctiveness and sense of place’.*

- 2.19 Cheltenham Plan Allocation Policy HD4: *Land Off Oakhurst Rise*, is of specific relevance to the current application. It defines a minimum of 25 dwelling on the land subject to, amongst other things:

*‘A layout and form of development that respects the character, significance and setting of heritage assets that may be affected by the development’*

The policy also states that:

*‘To protect the setting of Charlton Manor, a landscaped buffer shall be maintained for a depth of 30 metres along the east boundary of the development site.’*

- 2.20 Cheltenham Plan Policy HE1: *Buildings of Local importance and non-designated heritage assets*, (Main Modifications) states, amongst other things, that:

*‘Development proposals that would affect a locally important or non-designated heritage asset, including its setting, will be required to have regard to the scale of any harm or loss and to the significance of the heritage asset’.*

- 2.21 Cheltenham Plan Policy HE2: *National and local archaeological remains of importance*, states that:

*‘There will be a presumption in favour of the physical preservation in situ of nationally important archaeological remains and their settings.’*

*‘Development affecting sites of local archaeological importance will be permitted where the remains are preserved:*

*a) In situ*

*b) By record, if preservation in situ is not feasible.*

*Where remains are to be preserved in situ, measures adequate to ensure their protection during construction works will be required.’*

### **Relevant guidance**

2.22 Interpretation of the policies in the NPPF is provided by the on-line Planning Practice Guidance (PPG), most recently updated on the 23 July 2019. In relation to the NPPF definition that significance is the value of a heritage asset to this and future generations because of its heritage interest and that heritage interest may be archaeological, architectural, artistic or historic, the PPG states that, this can be interpreted as follows:

- *archaeological interest: As defined in the Glossary to the National Planning Policy Framework, there will be archaeological interest in a heritage asset if it holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point.*
- *architectural and artistic interest: These are interests in the design and general aesthetics of a place. They can arise from conscious design or fortuitously from the way the heritage asset has evolved. More specifically, architectural interest is an interest in the art or science of the design, construction, craftsmanship and decoration of buildings and structures of all types. Artistic interest is an interest in other human creative skill, like sculpture.*
- *historic interest: An interest in past lives and events (including pre-historic). Heritage assets can illustrate or be associated with them. Heritage assets with historic interest not only provide a material record of our nation’s history, but can also provide meaning for communities derived from their collective experience of a place and can symbolise wider values such as faith and cultural identity.*

2.23 The PPG stresses the importance of understanding the potential impact of development proposals on significance (paragraph: 007 Reference ID: 18a-007-20190723) and that understanding the significance of a heritage asset



and its setting from an early stage in the design process can help to inform the development of proposals which avoid or minimise harm (paragraph: 008 Reference ID: 18a-008-20190723). The PPG goes on to advise that applicants' assessments of significance should include analysis of the significance of the asset and its setting, and, where relevant, how this has informed the development of the proposals (Paragraph: 009 Reference ID: 18a-009-20190723)

- 2.24 With regard to the concept of 'setting', the PPG notes that whilst the extent and importance of setting is often expressed by reference to the visual relationship between the asset and the proposed development and associated visual/physical considerations, setting is also influenced by other environmental factors such as noise, dust, smell and vibration from other land uses in the vicinity, and by our understanding of the historic relationship between places. It also makes clear that the contribution that setting makes to the significance of the heritage asset does not depend on there being public rights of way or an ability to otherwise access or experience that setting (paragraph: 013 Reference ID: 18a-013-20190723).
- 2.25 The PPG clarifies the meaning of the term 'optimum viable use', stating *"if there is a range of alternative economically viable uses, the optimum viable use is the one likely to cause the least harm to the significance of the asset, not just through necessary initial changes, but also as a result of subsequent wear and tear and likely future changes. The optimum viable use may not necessarily be the most economically viable one. Nor need it be the original use"* (paragraph: 015 Reference ID: 18a-015-20190723). It goes on to confirm that optimum viable use is not a relevant consideration with regard to World Heritage Sites and conservation areas (paragraph: 016 Reference ID: 18a-016-20190723).
- 2.26 The PPG states that any potential harm to designated heritage assets identified, needs to be categorised as either less than substantial harm or substantial harm, and furthermore that within each category of harm, the extent of the harm may vary and should be clearly articulated (paragraph: 018 Reference ID: 18a-018-20190723).
- 2.27 In relation to the assessment of possible harm to conservation areas, the PPG states that whilst loss of a building or other element could constitute substantial harm, consideration has to be given to the building or other element's contribution to the significance of the conservation area as a whole (paragraph: 019 Reference ID: 18a-019-20190723).
- 2.28 With regard to the term 'public benefits', the PPG advises that public benefits may follow from many developments and could be anything that delivers

economic, social or environmental objectives; that public benefits should flow from the proposed development; and that they should be of a nature or scale to be of benefit to the public at large and should not just be a private benefit. However, the PPG notes that benefits do not always have to be visible or accessible to the public in order to be genuine public benefits, for example, works to a listed private dwelling which secure its future as a designated heritage asset could be a public benefit. In the context of public benefits, the PPG states that heritage benefits include:

- sustaining or enhancing the significance of a heritage asset and the contribution of its setting
- reducing or removing risks to a heritage asset
- securing the optimum viable use of a heritage asset in support of its long term conservation.

(paragraph: 020 Reference ID: 18a-020-20190723).

- 2.29 The Historic Environment Good Practice Advice in Planning (GPA2), entitled *'Managing Significance in Decision-Taking in the Historic Environment'* was published by Historic England/English Heritage in March 2015. This guidance forms part of a suite of good practice advice documents that supersede the earlier *PPS5 Historic Environment Planning Practice Guide*. GPA2 reiterates earlier guidance that the assessment of the significance of heritage assets is an essential part of the planning process. Due regard has been had to this advice in preparing this Heritage Impact Assessment.
- 2.30 Of particular relevance in the context of the current application is the Historic England Historic Environment Good Practice Advice in Planning (GPA3) entitled *The Setting of Heritage Assets*, 2<sup>nd</sup> edition published December 2017. GPA3 defines setting as *'the surroundings in which a heritage asset is experienced'*. The guidance advises that *'While setting can be mapped in the context of an individual application or proposal, it does not have a fixed boundary and cannot be definitively and permanently described for all time as a spatially bounded area or as lying within a set distance of a heritage asset because what comprises a heritage asset's setting may change as the asset and its surroundings evolve'*.
- 2.31 GPA3 provides a framework for the assessment of proposed changes to the setting of a heritage asset. It gives helpful and up to date advice that provides clarity and detail to the understanding of the concept of the *setting* of a heritage asset.

2.32 In order to assess the degree of potential harm to the significance of a heritage asset, GPA3 advises a five-step approach:

- Step 1: Identify which heritage assets and their setting are affected
- Step 2: Assess the degree to which these settings make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated
- Step 3: Assess the effect of the proposed development, whether beneficial or harmful, on that significance or on the ability to appreciate it
- Step 4: Explore ways to maximise enhancement and avoid or minimise harm
- Step 5: Make and document the decision and monitor outcomes

2.33 In seeking to evaluate the impact that the proposed residential development at Oakhurst Rise would have on the historic environment in its locality, regard has been had in this Heritage Impact Assessment to the Historic England guidance on setting contained in GPA3.

## 3.0 Site context and heritage designations

### *Physical and historical context*

- 3.1 The application site is located approximately 1.25 miles (2km) east of Cheltenham town centre on the northern side of Charlton Kings, a residential suburb of Cheltenham. The site is currently an area of open land to the immediate north of St Edward's School. The land has a significant upward slope from south to north. It contains a substantial number of large mature trees, especially towards the western side. A particular feature of the western portion of the site is a wide belt of mature trees that runs up the slope in an approximately north-south orientation. A notable feature within the eastern portion of the site is the remains of a former icehouse, which is situated approximately two thirds of the way up the slope, and is visible in the form of a pronounced mound, crowned with mature trees (see Plate 1).



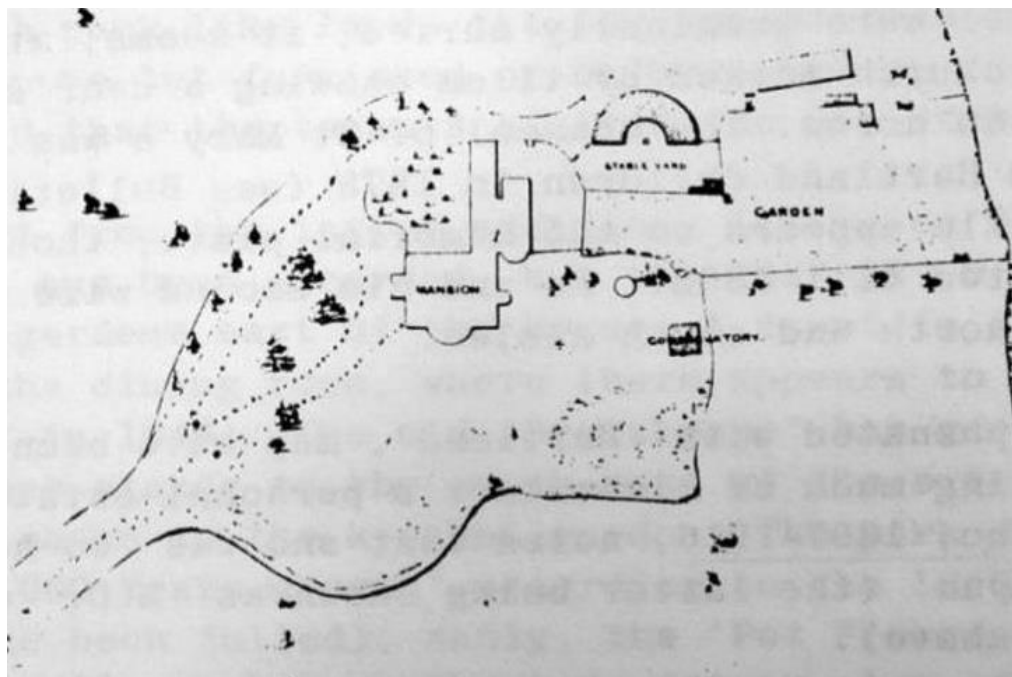
**Plate 1:** View of part of the eastern portion of the application site, showing the pronounced mound of the former icehouse, crowned by mature trees

- 3.2 Despite significant suburban development within Charlton Kings, the application site has remained undeveloped over time. Historically, the land was within the ownership of Ashley Manor (now forming part of St Edward's School to the south). The land to the north served a functional rather than ornamental role, the pleasure gardens and formal parkland to Ashley Manor being located to the south of the house.

### ***Designated heritage assets and their settings***

#### **Administration block of St Edward's School – description and significance**

- 3.3 To the immediate south of the application site lies the grade II\* listed Ashley Manor, now the Administration block of St Edward's School. The building was originally constructed as a small, plain stucco villa in 1832 for Alexander Ogilvy, and became known as *The Woodlands*. Ogilvy sold the property in 1837 to the notable Cheltenham banker, Nathaniel Hartland, the single most important lender of money to builders of the fashionable Pittville development of Regency Cheltenham. Hartland employed the local Cheltenham architect, Charles Baker to extend the house to the south-west to create a grander, limestone ashlar-faced Regency villa. The remodelled mansion became known as *The Oaklands*.
- 3.4 The original stucco villa became the north wing and the house, an adjunct to the service wing close to the stable range and other ancillary buildings. The new configuration of the house is clearly shown on the 1846 estate plan which denotes the re-modelled house as '*mansion*', and shows it being orientated to the south and west, with the carriage drive approach to the new entrance portico to the west, and the south elevation aligned to take in views across the formal gardens to the south towards Leckhampton Hill (see Figure 1).



**Figure 1:** Extract from the 1846 estate plan showing the newly-remodelled '*mansion*' being orientated to the south and west. Note the location of the carriage sweep to the west of the house and the extent of the enclosed formal garden to the south



- 3.5 The two distinct phases of the enlarged mansion remain easily distinguishable today. Ogilvy's original stucco villa forms the northern portion of the administration block of St Edward's School. It has clearly been subject to alteration and extension in the past and it is clear that it was never a principal elevation of the original house, which was orientated east-west. The elevation does however incorporate a tall, semi-circular headed staircase widow, and a number of other windows facing the application site. The clearly subsidiary north elevation lacks the Classical balance, order and elegance of the later south and west elevations, and has a distinctly utilitarian appearance, with no principal rooms facing north towards the application site. Plate 3 is a general view of the stucco north elevation of the building.



Plate 3: General view of the utilitarian north elevation of the stucco villa

- 3.6 The west façade of Charles Baker's two-storey, Regency addition to the house incorporates a grand entrance with a projecting portico with paired giant Tuscan pilasters (see Plate 2). The even more grand south-facing elevation incorporates a full-height deeply-projecting bow with giant Corinthian columns rising up either side of the central windows (see Plate 3). Behind this is the principal room of the house, with views looking south towards the gardens and elevated Cotswold landscape beyond. A Gothic bay window and a first-floor oriel window were added to the east elevation in the 1840s.
- 3.7 In 1955 the house was acquired by the Carmelite Order, and converted into the Whitefriars School, a Catholic Boys' school. Subsequently the building became the St Edward's School. Following the change of the building to educational use, extensions were added and other structures erected in its grounds. As a consequence, its setting became much-altered.





**Plate 3:** General view of the west elevations of Ashley Manor, showing Charles Baker's grand entrance



**Plate 4:** General view of the grand south elevation showing the double-height bow window with giant Corinthian columns either side of the central drawing room window with its commanding view over the land to the south

- 3.8 The interior of the later, south-west portion of Ashley Manor contains many original Regency features including ornate plasterwork as befits the house of a wealthy entrepreneur of the early-mid 19<sup>th</sup> century. The entrance hall incorporates shallow, saucer domes, decorated with Greek Key patterns (see Plate 5). The south-facing principal room overlooking the gardens (originally the drawing room but now a chapel) is richly decorated with scagliola columns leading into the impressive bow windows. The room also contains a marble fireplace and a richly decorated plaster frieze and cornice.



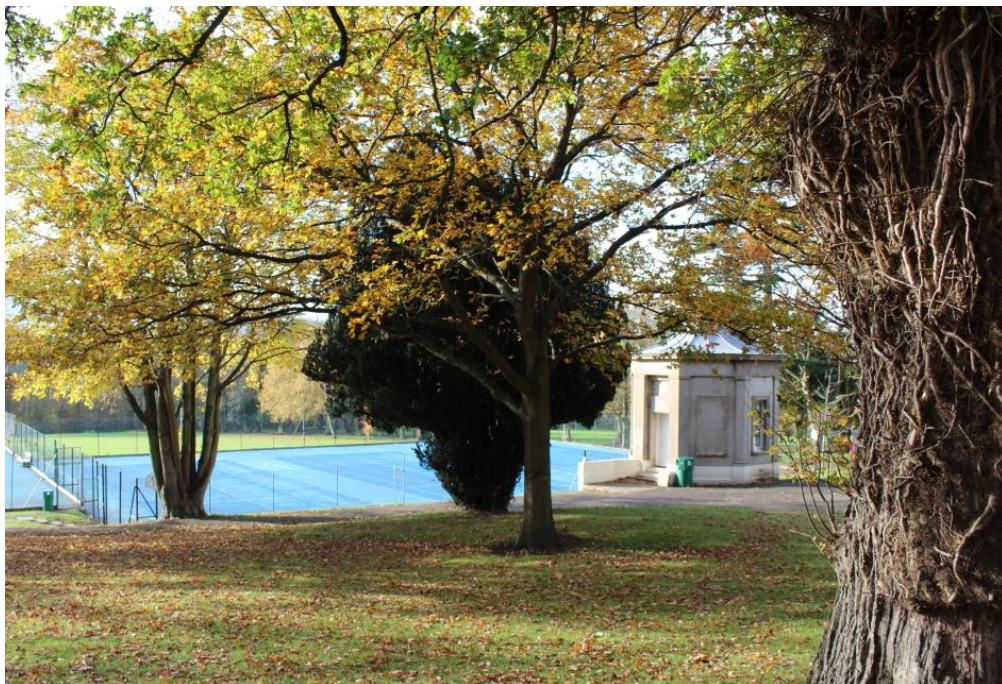
**Plate 5:** View of the richly decorated entrance hall incorporating shallow, saucer domes, decorated with Greek Key patterns

- 3.9 Ashley Manor is significant in both architectural and historical terms. Architecturally the building is an important example of a Classical villa in Regency style, considered to be one of the finest houses in the Cheltenham area. It is particularly notable for its surviving fine interior plaster decoration. Historically, Ashley Manor is historically significant because of its connection with Nathaniel one of Cheltenham's the most influential figures of the early-mid 19<sup>th</sup> century. The architectural and historic significance of Ashley Manor is reflected in its status as a grade II\* listed building.
- 3.10 The presence of modern school buildings, car parking areas, tennis courts and other school paraphernalia, means that the historic setting of Ashley Manor has been seriously compromised. However, some aspects of the historic setting of Ashley Manor still survive, including the carriage drive approach to the west front, the vestiges of the formal garden setting immediately surrounding the house and the wider landscape setting of the house in the



form undeveloped open fields of the application site. The latter incorporates the former icehouse associated with Ashley Manor, and therefore contributes to an understanding of the historical link between the listed building and the open land to the north

- 3.11 The area to the immediate south-west of Ashley Manor incorporates the historic carriage sweep with pair of separately listed stone gate piers, some vestiges of the pleasure grounds including specimen matures trees, and the separately listed octagonal, tented roof, summer house of circa 1837 (probably designed by Charles Baker for Nathaniel Hartland). The summer house, together with the separately listed gate piers forms a remaining part of the immediate former setting Nathaniel Hartland's mansion. The ability to appreciate this setting is, however, considerably compromised by the presence of the immediately adjacent, large, modern blue-surfaced tennis courts (see Plate 6).
- 3.12 The application site can be appreciated to some extent from the area of the carriage sweep in front of the west façade of the listed building, although the steep topography of the land, coupled with the presence of mature trees limits the ability to appreciate its undeveloped open nature See Plate 7).



**Plate 6:** View looking south towards the separately listed octagonal, tented roof, summer house of circa 1837



**Plate 7:** View looking north-east towards the west façade of Ashley Manor showing the pair of stone gate piers and the carriage sweep, with glimpsed views of the undeveloped land to the north



**Plate 8:** View from an upper floor window within the north wing of Ashley Manor showing glimpse of the application site, debased by the presence of the modern, single-storey school building



- 3.13 The presence of a single-storey, hipped roof modern school building, of bungalow-like proportions, cut deeply into the rising land to the immediate north of Ashley Manor means that the contribution of the application site to the setting and significance of the listed building is not readily appreciated at ground level. Glimpsed views of the eastern portion of the application site can be had from upper floor windows within the north wing of Ashley Manor. However, these views are partially obscured and debased by the presence of the modern, single-storey school building (see Plate 8).
- 3.14 In summary, it is considered that the application site, with its former icehouse and open aspect, contributes modestly to the wider setting and significance of Ashley Manor.

#### Charlton Manor– description and significance

- 3.15 Immediately adjacent to the application site towards its north-east corner is the grade II listed Charlton Manor. Dating from 1864, and originally known as *Simla Lodge*, and later as *The Leasowe* the building was the first of many substantial mansions to be built on the Battledown Estate. It was developed by the speculator, Charles Andrews to the designs of Henry Dangerfield, the Borough Engineer for Cheltenham.
- 3.16 The house is designed in an eclectic Gothic Revival style. The original portion of the building is of two storeys, and constructed of stone rubble, laid to the 'crazy' pattern, with ashlar dressings. A number of the gables incorporate mock timber framing. The house has steeply-pitched roofs with decorative barge boards, banded clay tile roof covering and tall ashlar chimney stacks. The principal windows are of mullion-and-transom type, some of canted bay design.
- 3.17 The building has undergone a number of phases of alteration and extension. A stable range of sympathetic form, but simplified design was added to the north of the building in the early 20th century. Later additions to building have been added with less architectural sympathy. However, the original character of the older part of the building predominates.
- 3.18 The principal elevation faces south, clearly to take advantage of views looking south across the gardens towards Leckhampton Hill. This elevation incorporates a number of large mullion-and-transom windows. The frontage to Ashley Road incorporates a pair of steeply-pitched gables and a splayed bay windows at ground floor level. The west elevation has a fenestration pattern that was designed to take advantage of views looking west across the open land historically in the ownership of Ashley Manor. This is reflected in the

treatment to the property's western boundary to the application site, which incorporates low stone walling with railings above.

- 3.19 Charlton Manor is significant in both architectural and historic terms. Architecturally it is significant as a well-preserved example of a large mid-19<sup>th</sup> century Gothic Revival mansion designed by Henry Dangerfield. It is historically important as the first of the large mansions to be built on the Battledown Estate. The special architectural significance of Charlton Manor is reflected in its status as a grade II listed building. Whilst the significance of Charlton Manor derives principally from its intrinsic architectural quality and its historical interest, its wider landscape setting, embracing the open land to the immediate west, contributes to its significance.



**Plate 9:** General view of the west elevation of Charlton Manor showing the Gothic Revival styling and fenestration pattern

#### The former icehouse

- 3.20 The former icehouse to Ashley Manor lies approximately 110 metres to the north of the nearest part of the listed building. It is a predominantly subterranean structure, but is visible above ground level in the form of a mound, surmounted by mature trees. The mound has also become overgrown with scrub, which detracts from its legibility. The former icehouse is a functional structure that was located away from the house in open fields to the north, rather than in the designed landscape to the south of the house. It is located part way up the slope of the eastern portion of the application site. Plate 10 is a general view of the former icehouse.





**Plate 10:** General view of the icehouse mound looking south towards Ashley Manor showing the mature trees and scrub

- 3.21 The former icehouse is not separately designated as a listed building. However, Cheltenham Borough Council considers that the former icehouse meets the criteria to be defined as a curtilage structure to the grade II\* listed Ashley Manor due to its physical location, ownership (historically and at the time of listing of Ashley manor) and due to its ancillary function in relation to the listed building. As such the former icehouse is significant architecturally and historically.
- 3.22 The former icehouse has a visual relationship with both Ashley Manor, to which it relates historically. It also has a visual relationship with Charlton Manor, which lies approximately 90 metres to the east, but no historical connection with that listed building. The visual relationship with Ashley Manor is somewhat undermined by the intrusive, intervening presence of a single-storey modern school building to the immediate north of the listed building (see Plate 8 above). However, the disposition of the modern school building does allow some glimpses of the former icehouse from the vicinity of the listed building, and from its upper floor windows. There are unobstructed views of the former icehouse from Charlton Manor. In summary, the icehouse can be said to contribute to the setting of both Ashley Manor, with which it is historically associated, and with Charlton Manor.

### Glen Whittan

- 3.23 To the north of the western part of the application site, set well back behind mature gardens, is an unlisted residential property known as Glen Whittan. This building was constructed sometime between 1903 and 1923 since it first appears on Ordnance Survey mapping of 1923. As such, it forms part of the later phase of the Battledown Estate that was still expanding in the early 20<sup>th</sup> century.
- 3.24 Glen Whittan is a large, two-storey house with an imposing principal elevation that faces south-west, taking in views across part of the application site. It is constructed of red brick under a plain tiled, hipped roof with tall brick chimney stacks. It is of distinctive Edwardian design, with a 'Colonial' style balcony supported on decorative cast iron columns, flanked by two projecting full-height splayed corner bays with parapets. To the righthand (east) side there is a two-storey modern extension with a shallow roof and large windows at ground and first floor levels. Although not listed, Glen Whittan has some modest local heritage significance as part of the later phase of development of the Battledown Estate and as such may be regarded as a non-designated heritage asset.
- 3.25 The immediate setting of Glen Whittan comprises its large, mature gardens. However, the wider setting embraces part of the application site to the south. With its large, south-west facing windows, the house has clearly been designed to take advantage of south-west views. Plate 11 is a general view of the principal (south-west) elevation of the house.



**Plate 11:** General view of the principal (south) elevation of Glen Whittan

## 4.0 The impact of the proposed development

- 4.1 This section of the report describes the proposed development at Oakhurst Rise and assesses the impact that the proposals would have on heritage assets, namely the impact on the setting of heritage assets in the vicinity of the application site. In doing so, it highlights how the heritage sensitivities of the site have been taken into account and have informed the formulation of the development proposals. Regard is had to statutory duties and relevant national heritage policy and guidance.

### ***Description of the development proposals***

- 4.2 The application proposals involve the development of land off Oakhurst Rise for 43 residential units. This represents a development of substantially reduced scale and site coverage from the scheme for 68 units that was refused at appeal in September 2019. The underlying drivers of the current scheme have been to achieve a viable and appropriate residential development whilst minimising adverse impact on the settings of designated heritage assets and safeguarding mature tree planting. The scheme seeks to address the heritage issues raised by the Council's Conservation Officer and the Inspector at the Public Inquiry in September 2019.
- 4.3 In order to protect the settings of the grade II\* Ashley Manor and the grade II listed Charlton Manor it is proposed to retain a large expanse of open green space on the eastern side of the application site. This will ensure that the green backdrop to the immediate north of Ashley Manor, and to the immediate west of Charlton Manor will remain free of development. This area incorporates the former icehouse that has a historical connection with Ashley Manor and a close visual relationship with both listed buildings. Appropriate space will be retained around the former icehouse to ensure that remains legible as a feature within the landscape.
- 4.4 The proposed development comprises a mixture of detached, semi-detached and terraced dwellings. The proposed development will be concentrated predominantly in the northern and western parts of the site, with vehicular and pedestrian access from Oakhurst Rise, which abuts the site on its western side. From here the access drive winds through the northern part of the site, culminating in a cul-de-sac. The majority of the proposed housing addresses the access road, with two small clusters of housing served by short cul-de-sac roads to the south. Figure 1 is a copy of the architect's site layout drawing, showing the disposition of the proposed residential development on the site.





**Figure 1:** Architect's site layout drawing, showing the disposition of the proposed residential development on the site

- 4.5 The proposed layout of the development will incorporate a high level of tree screening, including retained groups of mature trees around the periphery and within the site. Additionally, the majority of the existing broad belt of mature trees that runs north-south across the western part of the site will be retained, with the exception of where it is breached for a short distance to facilitate to the construction of the access road.
- 4.6 It is proposed to introduce significant new tree and shrub planting, including in particular a broad belt of native woodland to the east of the developed part of the site. Details of the new planting is provided on the Landscape Strategy drawing prepared in support of the application by MHP. The function of this woodland belt will be to provide an appropriate green buffer to the proposed development, thereby ensuring that the landscape settings of the grade II\* Ashley Manor and Charlton Manor are suitably protected.
- 4.7 On completion of the development the open land on the eastern side of the application site, including the former icehouse, will retained for use by St Edward's School. In accordance with the advice of the Local Plan Inspector enhancement of the former icehouse is proposed. Specifically, it is proposed to undertake selective clearance of scrub, but retaining the mature trees, thereby better revealing the icehouse mound. In addition, it is proposed to provide a historical interpretation board for the benefit of the children of St Edward's School.

***Heritage impact – listed buildings***Administration block of St Edward's School

- 4.8 As highlighted above, the application proposals concentrate built form on the western and northern parts of the application site, leaving the eastern portion of the site, directly north of Ashley Manor free of development. Although this area of land did not historically form part of the former parkland to Ashley Manor, it was within its ownership, and incorporated an icehouse, with a prominent mound, surmounted by trees. The current proposals will ensure that the open aspect to the north of Ashley Manor is preserved, and that unobstructed views towards the former icehouse are maintained. Intervisibility between Ashley Manor and Charlton Manor will similarly be maintained. At the same time, a broad belt of new native woodland planting is to be introduced, providing a substantial and appropriate visual buffer between the listed building and the developed parts of the site to the north and west.
- 4.9 In summary, whilst the application proposals will introduce built form into the currently undeveloped land to the north-west of Ashley Manor, it is considered that the retention of a large area of green space immediately to the north of the grade II\* listed building will mean that the impact of the proposed development on its setting will be minimal. It is therefore considered that the level of harm caused would be at the low end of less than substantial harm in the terms of the NPPF.

Charlton Manor

- 4.10 The concentration of built form on the western and north portions of the application site, leaving the eastern portion free of development will ensure that the open aspect to the immediate west of Charlton Manor will be preserved, and that unobstructed views towards the former icehouse will be maintained. Intervisibility between Charlton Manor and Ashley Manor will similarly be maintained. The introduction of a broad belt of native woodland planting providing a substantial visual buffer between the listed building and the developed parts of the site to the west.
- 4.11 In summary, whilst the application proposals will introduce built form into the currently undeveloped land to the west of Charlton Manor, it is considered that the retention of a large area of green space immediately to the west of the grade II listed building will mean that the impact on its setting of would be minimal. It is therefore considered that the level of harm caused would be at the low end of less than substantial harm in the terms of the NPPF.

### Former Icehouse

- 4.12 An important feature within the retained area of green space north of Ashley Manor and west of Charlton Manor is the former icehouse, visible within the landscape as a distinctive mound, crowned by mature deciduous planting. Care has been taken in shaping the layout of the proposed development to ensure that the setting of the former icehouse is respected. It will be screened from the developed part of the application site to the north and west by the proposed new, broad belt of woodland planting. At the same time appropriate 'breathing space' has been preserved around the former icehouse so that it will remain legible as a feature within the landscape. Importantly, its visual relationship and intervisibility with the two listed buildings will remain unobstructed. The removal of scrub from the icehouse mound would enhance its legibility. In summary, the impact of the proposed development on the setting of the former icehouse will be minimal, and it is therefore considered that the level of harm caused to its significance would be at the low end of less than substantial harm in the terms of the NPPF.

### Glen Whittan

- 4.13 The principal elevation of the large, Edwardian red brick house known as Glen Whittan faces south-west, taking in views across the northern part of the application site. The unlisted house is set well back from the application site, behind a large mature garden. The layout of the application proposals has been conceived in such a way as to leave a large area of green space between the southern garden boundary of Glen Whittan and the nearest part of the development. This part of the application site will also incorporate a substantial, retained part of the mature tree belt that runs north-south across side of the site. Consequently, the visual impact on the setting of Glen Whittan, as a non-designated heritage asset, will be negligible, and it is considered that negligible harm will be caused to its significance. In accordance with the requirements of paragraph 197 of the NPPF, this negligible harm should be taken into account, and a balanced judgement made in determining the application.



## 5.0 Conclusions

- 5.1 This Heritage Impact Assessment has outlined heritage context in which the application proposal sits. In particular, it assesses the settings of the grade II\* listed Ashley Manor, the grade II listed Charlton Manor, the former icehouse as a curtilage building to Ashley Manor, and the unlisted Glen Whittan. The report sets out the national and local policy context in which proposals should be assessed and considers the impact the proposed development would have on the setting and significance of the heritage assets identified.
- 5.2 This report concludes that, whilst the introduction of built form on the currently undeveloped area of green space off Oakhurst Rise will lead to some change in the setting of the two listed buildings, and the former icehouse, the retention of a large area open green space adjacent to these heritage assets, and the incorporation of a carefully-conceived scheme of native woodland screen planting would substantially mitigate any adverse impact.
- 5.3 This assessment concludes that, in the case of the grade II\* listed Ashley Manor, the impact on the setting resulting from the proposed development would be minimal. The level of harm to the significance of the asset is judged to fall at the low end of less than substantial harm in the terms of the NPPF. A similar conclusion is reached in respect of the grade II listed Charlton Manor and for the former icehouse as a curtilage building to Ashley Manor. The harm caused to the significance and setting of Glen Whittan as non-designated heritage assets is considered to be negligible.
- 5.4 Having regard to the provisions of section 66 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, the decision maker must give 'considerable importance and weight' to the desirability of preserving the setting of listed buildings when carrying out the balancing exercise. In accordance with paragraph 196 of the NPPF, the less than substantial harm identified in respect of the significance of the grade II\* Ashley Manor, the grade II listed Charlton Manor and the former icehouse must be weighed against the public benefits of the proposal. In accordance with the requirements of paragraph 197 of the NPPF, the negligible harm caused to the significance of Glen Whittan should be taken into account in determining the application.
- 5.5 The Planning Statement prepared by Framptons assesses the application proposals against the national and local policy objectives set out in the NPPF and the development plan respectively. In doing so it weighs the balance between the low level less than substantial harm caused to designated heritage assets and the public benefits arising from the proposal. It concludes that the low level of harm caused to designated heritage assets is outweighed by significant public benefits arising from the application proposals.

## Appendix A: Listed building descriptions

### **SOUTH WEST REGENCY (ADMINISTRATION) BLOCK TO ST EDWARDS MIDDLE SCHOOL, ASHLEY ROAD**

Grade: II\* GV

List Entry Number: 1386540

Date first listed: 08-Feb-1983

Date of most recent amendment: 26-Nov-1998

Formerly known as: Ashley Villa ASHLEY ROAD. Villa, now school. c1832, extended to front and remodelled for Nathaniel Hartland, banker; architect: C Baker of Cheltenham; builders include Robert Williams and Edward Billings. Ashlar with hipped slate roofs. PLAN: double-depth main range with lateral hall and stairwell to rear; with service wing to rear extending to a 3-storey service block with lower single-storey wings. EXTERIOR: entrance (west) facade of 2 storeys, 4 first-floor windows arranged 2:1:1, the 3rd (entrance) bay breaks forward. Corner giant Tuscan pilasters and to break forward. Moulded first-floor band. First floor has 6/6 sashes with tooled, eared architraves. Ground floor: off-centre right entrance, Corinthian portico has 2 pairs of columns, frieze and dentil cornice; within are double 2-fielded-panel doors with side-lights and pilasters between with Greek key pattern, dentil frieze, divided overlight. Windows to ground floor are 2/2 sashes with frieze and cornice on corbels; all windows in plain reveals. Garden facade: 2 storeys, 3 bays, the centre a full-height bow, with windows arranged 1:3:1. Plinth, corner giant Tuscan pilasters and to outer bow, with giant Corinthian columns to either side of central window, continuous dentil cornice and blocking course. First floor: 6/6 sashes, the outer have tooled, eared architraves. Ground floor: outer 2/2 sashes, 6-pane French windows to bow; all have frieze and cornice on consoles. Windows to bow have blind boxes and louvred shutters. East facade has Gothic bay window to ground floor with perpendicular-type tracery to head; to first floor an oriel window between 6/6 sashes. To north: staircase window a 9/9 elliptically-arched sash with margin-lights. INTERIOR: retains many original features. Wide entrance hall in 3 parts; outer part has doorways on either side with

6-panel doors and eared architraves; inner 2 with saucer domes decorated with Greek key pattern and cornucopia with doves and floral bosses to centre; recess with arched wall panels and coffered segmental vault. Enriched cornices with egg-and-dart, dentils and modillions. Principal room on ground floor (now chapel) has scagliola columns leading into bow; marble fireplaces, frieze and cornice. Further room to south-east with 2-colour marble fireplace with original grate and sideboard break flanked by Corinthian columns, deep frieze with anthemion motifs. Open-well stone staircase with scroll-motif to ends of treads, iron balusters; to upper part are blind-arched wall panels opposite arched openings with similar balustrade; coffered segmental vault. Upper hallway has enriched frieze with egg-and-dart and anthemion corbels and fleurons to frieze. First floor has several marble fireplaces, including to service rooms. Main rooms

(some divided) have enriched cornices. Service staircase has stick balusters. HISTORICAL NOTE: incorporates in north wing part of an earlier house called The Woodlands. Formerly known as Ashley Manor, the villa was built for Nathaniel Hartland (the single most important lender of money to builders in the Pittville development in Cheltenham) at a cost of over »6,000. Also formerly known as The Oaklands. One of the finest villas in the Cheltenham area, its internal plasterwork is a particular feature for its diversity, depth and quality of composition. Forms a group with Summerhouse and drive piers to carriage sweep, London Road (off) (qqv).

Listing NGR: SO9653621465

*Source: Historic England*

**CHARLTON MANOR, ASHLEY ROAD**

Grade: II

List Entry Number: 1386539

Date first listed: 14-Dec-1983

Statutory Address:

House. 1864, with later addition to left return. Possibly by Henry Dangerfield, Borough Engineer, for Charles Andrews (speculator). Stone rubble laid 'crazily' with ashlar dressings, ornately tiled roof and ashlar stacks with cornices; range to left has mock timber-framing and render. 'Horrid' Gothic in 2 parts. EXTERIOR: 2 storeys, 3 first-floor windows with stepped and barge-boarded gables over. Chamfered plinth. First floor: oriel window to centre between mullioned and transomed windows with relieving arches. Ground floor: central entrance in porch with double pointed, part-glazed doors between sidelights, cusped windows to sides of porch and pointed plank door within in chamfered surround. 3-light mullioned and transomed windows to either side of porch, those to right with cusped upper lights under relieving arches. 2 gable return. Left return has jettied extension, mullion and transom windows. Angled bay at angle with original part. Projecting octagonal bay to left linking with former billiard room. INTERIOR: not inspected. HISTORICAL NOTE: the Battledown Estate was laid out in 1858 by Henry Dangerfield, Borough Engineer. Charlton Manor, originally known as

Simla Lodge, was the first house to be built and occupied on the Estate. (O'Connor DA: Battledown The Story of a Victorian Estate.: Stroud: 1992-: 74-5, 86).

Listing NGR: SO9667121629

*Source: Historic England*

**SUMMERHOUSE TO SOUTH WEST OF REGENCY BLOCK OF ST EDWARDS  
MIDDLE SCHOOL, LONDON ROAD**

Grade: II GV

List Entry Number: 1386641

Date first listed: 14-Dec-1983

Date of most recent amendment: 26-Nov-1998

Summerhouse. c1837 with restorations c1990. Probably by C Baker of Cheltenham. For Nathaniel Hartland, banker. Rendered brick with tented lead roof. Octagonal with corner pilasters. Windows in each face are alternately blind and 1/1 sashes, with architraves. Door to east with panel above. INTERIOR: has round-arched niches to alternate sides; stone ledge at eaves level originally on carved brackets. Formerly paired with a gazebo. Forms part of the setting of South-west Regency (Administration) Block of St Edward's Middle School, Ashley Road (qv) (formerly Ashley Villa) and groups with Drive piers at carriage sweep (qv).

Listing NGR: SO9646021433

*Source: Historic England*

**DRIVE PIERS AT CARRIAGE SWEEP OF SOUTH WEST REGENCY BLOCK TO  
ST EDWARDS MIDDLE SCHOOL, LONDON ROAD**

Grade: II

List Entry Number: 1386640

Date first listed: 14-Dec-1983

Date of most recent amendment: 26-Nov-1998

2 piers. c1832. Short ashlar piers with shield in panel on each face; moulded capping. Forms part of the setting of South-west Regency (Administration) Block to St Edward's Middle School, Ashley Road (qv), formerly Ashley Villa, and also groups with the Summerhouse (qv).

Listing NGR: SO9647421453

*Source: Historic England*