

HERITAGE STATEMENT

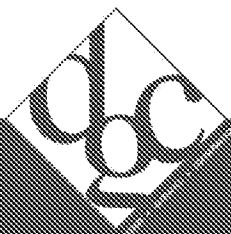
in connection with

South Gateway, Slindon



INSTITUTE · OF · HISTORIC ·
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1.0 Overview and Summary

- 1.1 The Slindon House Estate has a long and interesting history, dating back to its use as an Archbishop's Palace in the 11th century. The current house at the northern end of the park has its origins in the 16th century, but has been subsequently extended and altered. The house was bequeathed to the National Trust in 1950 and is now leased to Slindon College. Much of the parkland to the south remains accessible to the public.
- 1.2 The southern boundary to the park is demarcated by the A27. A Gateway is located here, dating from the early 19th century with an early 20th century Lodge behind the flint walls attached to the Gateway. A grade II listed structure, the gateway is built in stone and flint, with a central carriage arch flanked by two pedestrian entrances. Timber palisade style gates are now within these arches.
- 1.3 A need has arisen to improve the access into the parkland at this point, used by pedestrian, cyclists and horse riders; the alterations are proposed to the Highway at Duke's Road to the west to create a safer crossing point, and to consolidate public rights of way to a single route north of the Gateway. The opportunity is being taken to replace the dilapidated timber gates with new iron gates, to historic designs for which there is photographic evidence of their earlier form, and archaeological evidence of their former position. It is also proposed to replace the double timber picket gate with a new estate 5-bar gate to South Lodge driveway
- 1.4 The proposals are considered to conserve and enhance the significance of the heritage assets as required by NPPF paragraphs 199 and 207 and no harmful impact has been identified.

2.0 Heritage Policy and Guidance Summary

Legislation

- 2.1 The primary legislation relating to Listed Buildings and Conservation Areas is set out in the Planning (Listed Buildings & Conservation Areas) Act 1990. 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."
- 2.2 Section 72(1) reads:
"Special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area."
- 2.3 The Courts have determined that "preserve" in the context of the Planning Acts, means the minimum requirements of the Act would be met if there is an absence of harm. This statutory requirement relates to designated heritage assets.
- 2.4 The NPPF and Historic England's Good Practice Guide in Planning No. 3 - The Setting of Heritage Assets (Historic England) [GPA3] makes it clear that the setting of a heritage asset in the surroundings in which a heritage asset is experienced is a material consideration.
"The Courts have held that it is legitimate in appropriate circumstances to include within a conservation area the setting of buildings that form the heart of that area (R v Canterbury City Council

ex parte David Halford, February 1992; CO/2794/1991) and NPPF paragraph 80, for example, makes it clear that historic towns are regarded as having a setting.”¹

And

“In primary legislation, the setting of conservation areas is not a statutory duty. However, the NPPF states that the setting of a designated heritage asset can contribute to its significance.”²

Revised National Planning Policy Framework

- 2.5 A revised National Planning Policy Framework (NPPF) was published in July 2021 and revoked all past Planning Policy Guidance and Statements and now embodies national policies and objectives.
- 2.6 Under the heading ‘Achieving sustainable development’ we are advised in paragraph 8 that
- “Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways.”*
- 2.7 Under an “economic objective” this is defined as:
- “to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure”*
- 2.8 Under “a social objective” we are advised that this involves:
- “to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities’ health, social and cultural well-being;”*
- 2.9 Under “an environmental objective” this is referred to as:
- “ to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.”*
- 2.10 Although there is a presumption in favour of sustainable development, footnote 7 makes it clear that it is not an automatic presumption where designated heritage assets are concerned. Paragraph 126 sets out that “good design is a key aspect of sustainable development” and that planning policies and decisions should ensure that developments:
- a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;*
- b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;*
- c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);*
- d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;*

¹ GPA3, ‘The extent of setting’ Box 1, page 2

² GPA3, ‘The extent of setting’ Box 2, page 2

encourage the effective use of land by re-using land that has been previously developed (brownfield), provided it is not of high environmental value, conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations.

- 2.11 Chapter 16 relates specifically to 'Conserving and enhancing the historic environment' with paragraphs 194 – 208 being relevant to the consideration of proposals affecting heritage assets. Paragraph 194 indicates that:

"... 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."

- 2.12 The definition of a heritage asset as set out in the NPPF Glossary includes:

"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. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing)."

- 2.13 Attention is drawn to paragraph 197 which requires, inter alia:

"the desirability of sustaining and enhancing the significance of heritage assets ... the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring; the desirability of new development making a positive contribution to local character and distinctiveness; and opportunities to draw on the contribution made by the historic environment to the character of place."

- 2.14 Paragraph 199 states 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."

- 2.15 Paragraph 201 indicates that where a 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) conservation 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.*

- 2.16 Paragraph 202 refers to cases that will lead to less than substantial harm to the significance of a designated heritage asset, this harm is to be weighed against the public benefits of the proposal including where appropriate securing its optimum viable use.

- 2.17 Paragraph 203 requires that consideration be given to the impact of development proposals, directly or indirectly on non-designated heritage assets. This would include unlisted buildings in conservation

areas. Again, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

- 2.18 Paragraph 204 specifically states that LPAs should not permit the loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred.
- 2.19 It is noted that Paragraph 207 indicates development is not prohibited within the setting of heritage assets where proposals would enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to, or better reveal the significance of the asset are to be treated favourably. The NPPF therefore recognises the need to clearly identify relative significance at an early stage and then to assess the impact of development proposals in that context.

Planning Practice Guidance (PPG)

- 2.20 The Planning Practice Guidance (PPG) was published in March 2014 and revised in July 2018, as a companion to the NPPF, replacing a large number of foregoing Circulars and other supplementary guidance. In respect of heritage decision-making, the PPG stresses the importance of determining applications on the basis of significance and explains how the tests of harm and impact within the NPPF are to be interpreted.
- 2.21 The PPG also notes the following in relation to the setting of heritage asset:

"A thorough assessment of the impact on setting needs to take into account, and be proportionate to, the significance of the heritage asset under consideration and the degree to which proposed changes enhance or detract from that significance and the ability to appreciate it." (Ref ID: 18a-014-20140306)

Historic England Conservation Principles: Policies and Guidance 2008

- 2.22 Historic England sets out in this document a logical approach to making decisions and offering guidance about all aspects of the historic environment, including changes affecting significant places. It states that:

"New work or alteration to a significant place should normally be acceptable if: a. there is sufficient information comprehensively to understand the impacts of the proposal on the significance of the place; b. the proposal would not materially harm the values of the place, which, where appropriate, would be reinforced or further revealed; c. the proposals aspire to a quality of design and execution which may be valued now and in the future; d. the long-term consequences of the proposals can, from experience, be demonstrated to be benign, or the proposals are designed not to prejudice alternative solutions in the future" (page 59).

Historic England Making Changes to Heritage Assets Advice Note 2 (February 2016)

- 2.23 This advice note provides information on repair, restoration, addition and alteration works to heritage assets. It advises that:

"The main issues to consider in proposals for additions to heritage assets, including new development in conservation areas, aside from NPPF requirements, such as social and economic activity and sustainability, are proportion, height, massing, bulk, use of materials, durability and adaptability, use, enclosure, relationship with adjacent assets and definition of spaces and streets, alignment, active frontages, permeability and treatment of setting." (page 10)

Historic England Managing Significance in Decision Taking in the Historic Environment Historic Environment Good Practice Advice (GPA) in Planning Note 2 (March 2015)

- 2.24 This advice note sets out clear information to assist all relevant stake holders in implementing historic environment policy in the National Planning Policy Framework (NPPF) and the related guidance given in the Planning Practice Guidance (PPG). These include:
"assessing the significance of heritage assets, using appropriate expertise, historic environment records, recording and furthering understanding, neglect and unauthorised works, marketing and design and distinctiveness." (page 1).

Historic England The Setting of Heritage Assets Historic Environment Good Practice Advice (GPA3) in Planning Note 3 Second Edition (December 2017)

- 2.25 This document presents guidance on managing change within the settings of heritage assets, including archaeological remains and historic buildings, sites, areas and landscapes. It describes setting as the surroundings in which a heritage asset is experienced:

"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"

- 2.26 Under the heading 'Views and setting' we note that the contribution of setting to the significance of a heritage asset is often expressed by reference to views which can be static, dynamic, include a variety of views across or including that asset, and views of the surroundings from or through the asset³. At the same time, it is noted that one does not need to be in direct view of a heritage asset to be within its setting. It does not depend on public rights or the ability to access it.⁴

- 2.27 GPA3 sets out a stepped approach to assessing setting and the role that it plays in contributing to the significance of a heritage asset/s. This process requires one to have an understanding about the significance of the asset/s in order to be able to determine if harm would arise. It is advised that the following steps are undertaken:

- Step 1 - identify which heritage assets and their settings are affected;
- Step 2 - assess whether, how and to what degree these settings make a contribution to the significance of the heritage asset(s);
- Step 3 - assess the effects of the proposed development, whether beneficial or harmful, on that significance;
- Step 4 - explore the way of maximizing enhancement and avoiding or minimizing harm;
- Step 5 - make and document the decision and monitor outcomes.

- 2.28 It is acknowledged that this is not the only method of assessing setting, the role that it plays and if a site falls within that setting. It has however stood the test of time and has been accepted by Inspectors at appeal and public inquiries.

Local Policy

- 2.29 The application site is within Arun District Council, but on the boundary with the administrative boundary, regarding planning applications, with the South Downs National Park. The majority of the site falls within the SDNP boundary, including the listed building. For completeness, the planning policies of both Authorities are included here. The relevant policies of the SDNP are contained within

³ GPA3, 'Views and setting' paragraph 5, page 6

⁴ GPA3, 'Setting and the significance of heritage assets', page 4

the South Downs Local Plan 2014-33 (Adopted 2 July 2019). Arun's policies are contained within the Arun Local Plan 2011 – 2031 (Adopted 18 July 2018).

South Downs Local Plan 2014-33 (Adopted 2 July 2019)

2.30 Core Policy SD1 relates to Sustainable Development and is broadly consistent with the NPPF objectives. It states that:

- "1. When considering development proposals that accord with relevant policies in this Local Plan and with National Park purposes, the Authority will take a positive approach that reflects the presumption in favour of sustainable development. It will work with applicants to find solutions to ensure that those development proposals can be approved without delay, unless material planning considerations indicate otherwise.*
- 2. The National Park purposes are i) to conserve and enhance the natural beauty, wildlife and cultural heritage of the area; and ii) to promote opportunities for the understanding and enjoyment of the special qualities of the National Park by the public. Where it appears that there is a conflict between the National Park purposes, greater weight will be attached to the first of those purposes. In pursuit of the purposes, the National Park Authority will pay due regard to its duty to seek to foster the economic and social well-being of the local communities within the National Park.*
- 3. When determining any planning application, the Authority will consider the cumulative impacts of development.*
- 4. Planning permission will be refused where development proposals fail to conserve the landscape, natural beauty, wildlife and cultural heritage of the National Park unless, exceptionally:*
 - a) The benefits of the proposals demonstrably outweigh the great weight to be attached to those interests; and*
 - b) There is substantial compliance with other relevant policies in the development plan."*

2.31 Strategic Policy SD4 (Landscape Character) states that:

- "1. Development proposals will only be permitted where they conserve and enhance landscape character by demonstrating that:*
 - a) They are informed by landscape character, reflecting the context and type of landscape in which the development is located;*
 - b) The design, layout and scale of proposals conserve and enhance existing landscape and seascape character features which contribute to the distinctive character, pattern and evolution of the landscape;*
 - c) They will safeguard the experiential and amenity qualities of the landscape; and*
 - d) Where planting is considered appropriate, it is consistent with local character, enhances biodiversity, contributes to the delivery of GI and uses native species, unless there are appropriate and justified reasons to select non-native species.*
- 2. Where development proposals are within designed landscapes, or the setting of designed landscapes, (including historic parkscapes and those on the Historic England Register of Historic Parks and Gardens) they should be based on a demonstrable understanding of the design principles of the landscape and should be complementary to it.*

3. *The settlement pattern and individual identity of settlements and the integrity of predominantly open and undeveloped land between settlements will not be undermined.*
4. *Green and blue corridors will be safeguarded. Development proposals should identify and take opportunities to create and connect green and blue corridors.*
5. *The restoration of landscapes where features have been lost or degraded will be supported where it contributes positively to landscape character."*

2.32 Strategic Policy SD5 (Design) sets out that:

1. Development proposals will only be permitted where they adopt a landscape-led approach and respect the local character, through sensitive and high-quality design that makes a positive contribution to the overall character and appearance of the area. The following design principles should be adopted as appropriate:

- a) Integrate with, respect and sympathetically complement the landscape character by ensuring development proposals are demonstrably informed by an assessment of the landscape context;*
- b) Achieve effective and high-quality routes for people and wildlife, taking opportunities to connect GI;*
- c) Contribute to local distinctiveness and sense of place through its relationship to adjoining buildings, spaces and landscape features, including historic settlement pattern;*
- d) Create high-quality, clearly defined public and private spaces within the public realm;*
- e) Incorporate hard and soft landscape treatment which takes opportunities to connect to the wider landscape, enhances GI, and is consistent with local character;*
- f) Utilise architectural design which is appropriate and sympathetic to its setting in terms of height, massing, density, roof form, materials, night and day visibility, elevational and, where relevant, vernacular detailing;*
- g) Provide high quality, secure, accessible, and where possible, integrated storage for general and recycling waste, heating fuel, and transport related equipment;*
- h) Provide high quality outdoor amenity space appropriate to the needs of its occupiers or users;*
- i) Ensure development proposals are durable, sustainable and adaptable over time, and provide sufficient internal space to meet the needs of a range of users;*
- j) Give regard to improving safety and perceptions of safety, and be inclusive and accessible for all; and*
- k) Have regard to avoiding harmful impact upon, or from, any surrounding uses and amenities."*

2.33 Strategic Policy SD12 (Historic Environment) states that:

- "1. Development proposals will only be permitted where they conserve and enhance the historic environment, including through the safeguarding of heritage assets and their setting.*
- 2. Applicants will be required to provide a Heritage Statement sufficient to allow an informed assessment of the impact of the proposed development on the significance of the heritage asset(s).*

3. Development proposals which affect heritage assets (whether designated or non-designated), or their setting will be determined with regard to the significance of the asset, including the long-term conservation and enhancement of that asset.

4. Development proposals will be permitted where they enhance or better reveal the significance of heritage assets, particularly where they are considered to be at risk of irreversible harm or loss.

5. Development proposals which appropriately re-use redundant or under-used heritage assets with the optimal viable use, which secures their long-term conservation and enhancement, including of their setting, will be supported.

6 Development proposals for enabling development that would otherwise conflict with other planning policies, but which would secure the future conservation of a heritage asset will be permitted provided:

- a) The proposals will not materially harm the heritage values of the asset or its setting;
- b) It can be demonstrated that alternative solutions have failed;
- c) The proposed development is the minimum necessary to protect the significance of the heritage asset;
- d) It meets the tests and criteria set out in Historic England guidance Enabling Development and the Conservation of Significant Places;
- e) It is subject to a legal agreement to secure the restoration of the asset; and
- f) It enables public appreciation of the saved heritage asset."

2.34 Development Management Policy SD13 (Listed Buildings) states that:

"1. Development proposals which affect a listed building, or its setting will only be permitted, and listed building consent granted where:

- a) They preserve and enhance the significance of the listed building and its setting by demonstrating that loss of historic fabric and detail of significance, including internal features, floor plans and the integrity of the rooms, is avoided; or
- b) Harm to the significance of the listed building or its setting is considered to be outweighed by public benefits by the Authority, when appropriate mitigation measures will be expected, including archaeological investigation (including a written report) or recording.

2. Development proposals will be refused planning permission and/or listed building consent where they cause substantial harm to a listed building or its setting."

Arun Local Plan 2011-2031

2.35 Arun's Local policies are similar to those of the SDNP. The first, Policy SD SP1 for sustainable development states:

"When considering development proposals, the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will work pro-actively with applicants to jointly find solutions which mean that proposals can be approved wherever possible and to secure development that will contribute to the social, economic and environmental conditions south of the National Park through to the coast and throughout its settlements (both coastal and inland).

This presumption will not be applicable where development requires an Appropriate Assessment or where consideration of the need for one is being undertaken."

2.36 Policy HER SP1 for the historic environment states that:

"The Local Planning Authority will grant planning permission or relevant consent for development proposals that conserve or enhance the historic environment of the District, based on the following approach:

Designated heritage assets including listed buildings, structures and their settings; and Conservation Areas will be given the highest level of protection and should be conserved and enhanced in a manner appropriate to their significance."

2.37 Policy HER DM1 for Listed Buildings states that:

"Proposals affecting statutory Listed Buildings will be required to:

- a. Preserve or enhance the historic character, qualities and special interest of the buildings;*
- b. Be necessary and not detrimental to the architectural and historical integrity and detailing of a Listed Building's exterior;*
- c. Protect the architectural and historical integrity and detailing of a Listed Building's interior;*
- d. Protect the special interest of buildings of architectural or historic interest; and*
- e. Protect, and where possible enhance the setting of the building.*

Total or substantial demolition of a Listed Building will only be permitted in wholly exceptional circumstances, and where it meets the following specific criteria:

- f. Clear and convincing evidence has been provided that viable alternative uses cannot be found, though, for example the offer of the unrestricted freehold of the property on the market at a realistic price reflecting its condition and that preservation, in some form of charitable or community ownership, is not possible;*
- g. The redevelopment would produce substantial benefits for the community which would decisively outweigh the resulting loss from demolition or major alteration; and*
- h. The physical condition of the building has deteriorated, through no fault of the owner / applicant for which evidence can be submitted, to a point that the cost of retaining the building outweighs its importance and the value derived from its retention. A comprehensive structural report will be required to support this.*

The Local Planning Authority will support proposals for alternative uses for Listed Buildings which retain their structure and preserve character and setting where the change will provide for the long-term conservation of the structure and fabric of the building.

The Local Planning Authority will only support alterations to Listed Buildings in order to mitigate climate change where such proposals respect the significance of the Listed Building and do not have an adverse impact on its appearance, character or historic fabric."

3.0 Methodology

- 3.1 The aim of this Statement is to assess the value or significance of the identified heritage assets including their settings and to consider the sensitivity of the assets to accommodate change.

- 3.2 Beyond the criteria applied for national designation, the concept of value can extend more broadly to include an understanding of the heritage values a building or place may hold for its owners, the local community or other interest groups. These aspects of value do not readily fall into the criteria typically applied for designation and require a broader assessment of how a place may hold significance. In seeking to prompt broader assessments of value, Historic England's Conservation Principles categorises the potential areas of significance (including and beyond designated assets) under the following headings:

Evidential value	Derives from the potential of a place to yield evidence about past human activity...Physical remains of past human activity are the primary source of evidence about the substance and evolution of places, and of the people and cultures that made them...The ability to understand and interpret the evidence tends to be diminished in proportion to the extent of its removal or replacement
Aesthetic Value	Aesthetic values can be the result of the conscious design of a place, including artistic endeavour. Equally, they can be the seemingly fortuitous outcome of the way in which a place has evolved and been used over time. Many places combine these two aspects... Aesthetic values tend to be specific to a time cultural context and appreciation of them is not culturally exclusive'
Historic value	Derives from the ways in which past people, events and aspects of life can be connected through a place to the present. It tends to be illustrative or associative... Association with a notable family, person, event, or movement gives historical value a particular resonance...The historical value of places depends upon both sound identification and direct experience of fabric or landscape that has survived from the past but is not as easily diminished by change or partial replacement as evidential value. The authenticity of a place indeed often lies in visible evidence of change as a result of people responding to changing circumstances. Historical values are harmed only to the extent that adaptation has obliterated or concealed them, although completeness does tend to strengthen illustrative value'
Communal Value	Commemorative and symbolic values reflect the meanings of a place for those who draw part of their identity from it, or have emotional links to it... Social value is associated with places that people perceive as a source of identity, distinctiveness, social interaction and coherence. Some may be comparatively modest, acquiring communal significance through the passage of time as a result of a collective memory of stories linked to them...They may relate to an activity that is associated with the place, rather than with its physical fabric... Spiritual value is often associated with places sanctified by longstanding veneration or worship, or wild places with few obvious signs of modern life. Their value is generally dependent on the perceived survival of the historic fabric or character of the place, and can be extremely sensitive to modest changes to that character, particularly to the activities that happen there

Figure 1: Heritage Values, extracted from Conservation Principles 2008

- 3.3 In summary, Evidential value relates to the physical remains of a building/structure and its setting; Aesthetic value relates to the visual qualities and characteristics of an asset; Historic values to the age and history of the asset and/or the strength of its tie to a particular architectural period, person, place or event; Communal value relates to the role an asset plays in a historic setting, and what it means to that place or community. It can be also linked to the use of a building, which is perhaps tied to a local industry or its social and/or spiritual connections.
- 3.4 Historic England's Conservation Principles (2008) also considers the contribution made by setting and context to the significance of a heritage asset.

“Setting is an established concept that relates to the surroundings in which a place is experienced, its local context, embracing present and past relationships to the adjacent landscape.

Context embraces any relationship between a place and other places. It can be, for example, cultural, intellectual, spatial or functional, so any one place can have a multi-layered context. The range of contextual relationships of a place will normally emerge from an understanding of its origins and evolution. Understanding context is particularly relevant to assessing whether a place has greater value for being part of a larger entity, or sharing characteristics with other places”⁵

- 3.5 In order to understand the role of setting and context to decision-making, it is important to have an understanding of the origins and evolution of an asset, to the extent that this understanding gives rise to significance in the present. Assessment of these values is not based solely on visual considerations but may lie in a deeper understanding of historic use, ownership, change or other cultural influence – all or any of which may have given rise to current circumstances and may hold a greater or lesser extent of significance.
- 3.6 Once the value and significance of an asset has been assessed, the next stage is to determine the ‘magnitude’ of the impact brought about by the development proposals. This impact could be a direct physical impact on the assets itself or an impact on its wider 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 being considered as the asset itself.

4.0 Statement of Significance

- 4.1 Significance is considered to be the sum of the cultural and natural heritage values of a place, as defined by its evidential value (the potential of a place to yield evidence about past human activity); historical value (the ways in which past people, events and aspects of life can be connected through a place to the present), aesthetic value (the ways in which people draw sensory and intellectual stimulation from a place) and communal value (the meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory) (Historic England, formerly English Heritage, Conservation Principles, Policies and Guidance 2008).

5.0 Historic Overview

- 5.1 Slindon is an attractive village built in flint and stone on the south slopes of the Downs. The ground slopes from the south, where the height along the Boxgrove-Arundel road, on the edge of Slindon Wood and Common, is only about 60m, but affords views across the plain and to the sea. The Roman Stane Street crosses the parish diagonally over the open down and common of Gumber. The area is heavily wooded. The village itself is built around a sloping quadrilateral of lanes, centred on the church and an attractive open space where the lanes meet. There are a number of buildings dating from the 18th and early 19th centuries.
- 5.2 The Manor of Slindon was held before the conquest by Azor and in 1086 by Earl Roger by Hugh. At this time, it fell within the Rape of Arundel, in the Hundred of Benestede (later Avisford). Shortly after this Domesday Record, the Manor was granted to Christ Church Canterbury, and annexed to the Archbishop’s Hundred of Aldwick (or Pagham). It was the occasional residence of Stephen Langton, who died there in 1228. In 1539 Slindon was exchanged with Henry VIII for other property, and subsequently granted to Sir Thomas Palmer who was later executed for supporting Lady Grey’s claim

⁵ Conservation Principles (2008) page 39

to the throne. It came to the Kempe family and passed down through this family to Anthony Kempe, who died in 1753 at the age of 81. His daughter and heir Barbara had married James Bartholomew Radcliffe, Earl of Newburgh and on the death of their son Anthony James, the 5th Earl of Newburgh, in 1814 without issue, Slindon passed to his cousin Francis Eyre and in 1852 to his daughter Dorothy Eyre, claiming to be Countess of Newburgh, and her husband Col. Charles Leslie. The house was sold out of the family in 1930 and bequeathed finally to the National Trust by Frederick Wootton Isaacson in 1949⁶.

- 5.3 Slindon House stands in an extensive park and the remains of the northeast 15th century galehouse are still extant. The House, now a college is believed to include parts of the mid 16th century house built by Garrett Kempe, but it was altered in the 18th and 19th centuries, and again in 1921 by Mervyn Macartney.



Figure 2: Slindon House (now College)

- 5.4 The southern gatehouse, the subject of this application dates from the early 19th century, and is indicated on the 19th and 20th century OS maps below.

⁶ British History Online, <https://www.british-history.ac.uk/vch/sussex/vol4/pp234-237>, Accessed 22 February 2022

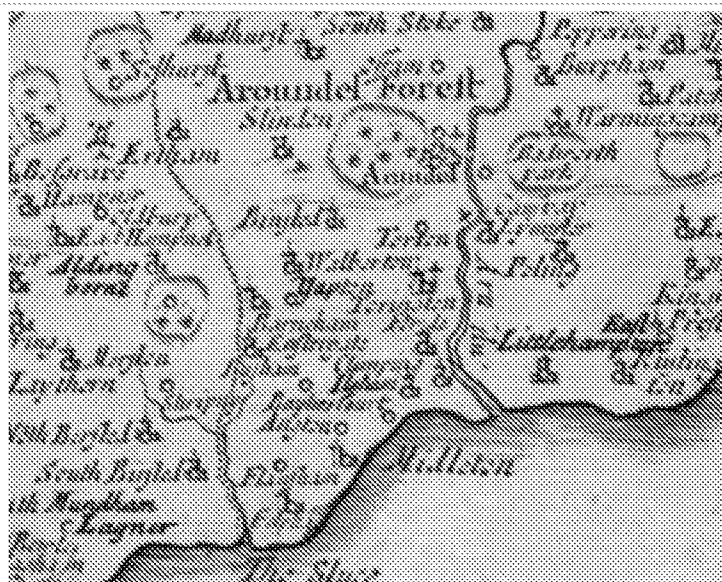


Figure 3: Slindon with church illustrated in the Rape of Arundel, Morden, 1763



Figure 4: Sussex XLIX Sur 1875, Pub 1880 six inch OS

- 5.5 The map above shows Slindon House within its parkland, with the church and settlement of Slindon to the east. The Park can be seen as lying to the south of the House, and set within extensive woodland. The extensive paths through the woodland and across the parkland are also evident. The park is enclosed by boundary walls, and the first edition OS map below shows the spur to the drive through the park. The gate piers are not denoted on this map, but the line of the enclosing walls can be seen running between two carriage drives to the east, and along the northern boundary of the road to the west. The arrangement persists to the early 20th century.

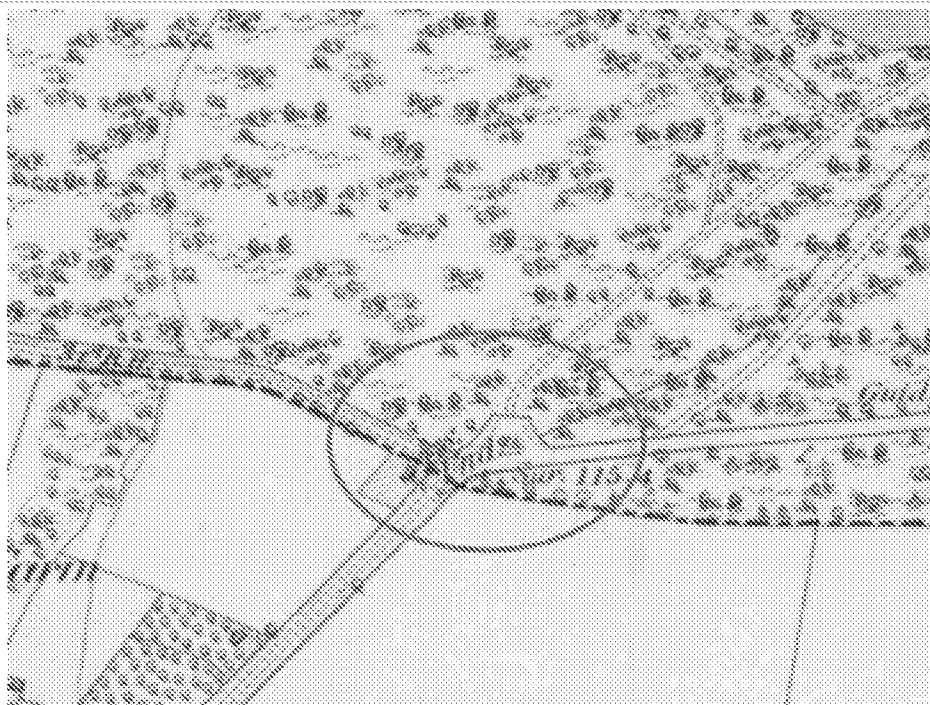


Figure 5: Sussex XLIX Sur 1875, Pub 1880 six inch OS showing gatehouse at southern extent of park

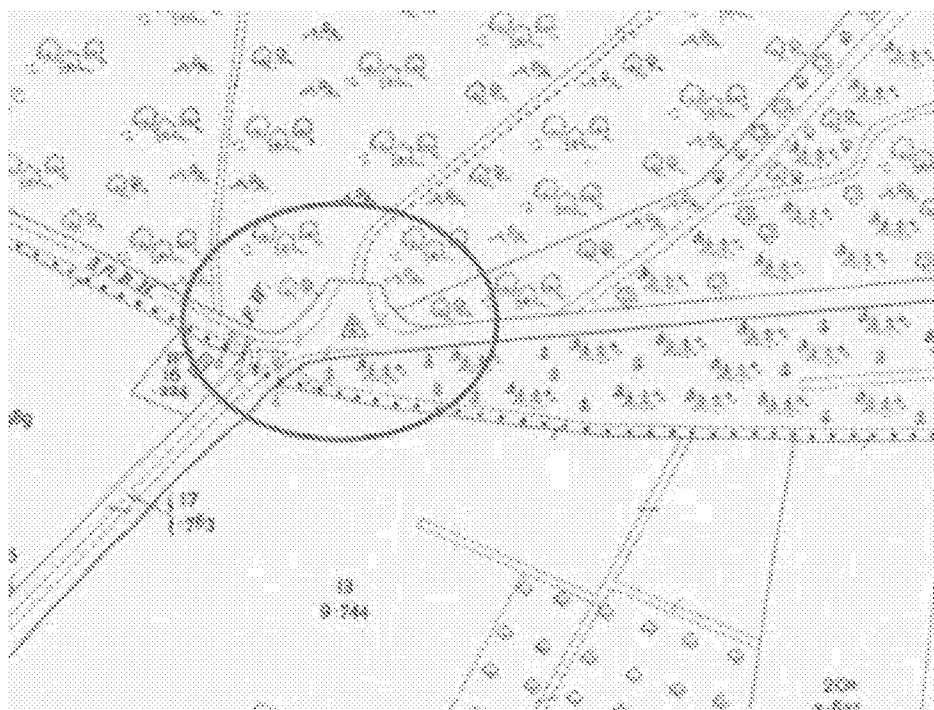


Figure 6: Sussex LXXII.3, Revised: 1910, Published: 1912

- 5.6 The map of 1938 is the first to show the Lodge built to the west of the gateway. It is very unlikely that a Lodge would have been built much later than the Edwardian period, from when the traditional model of a country house rapidly declined after the First and Second World Wars.

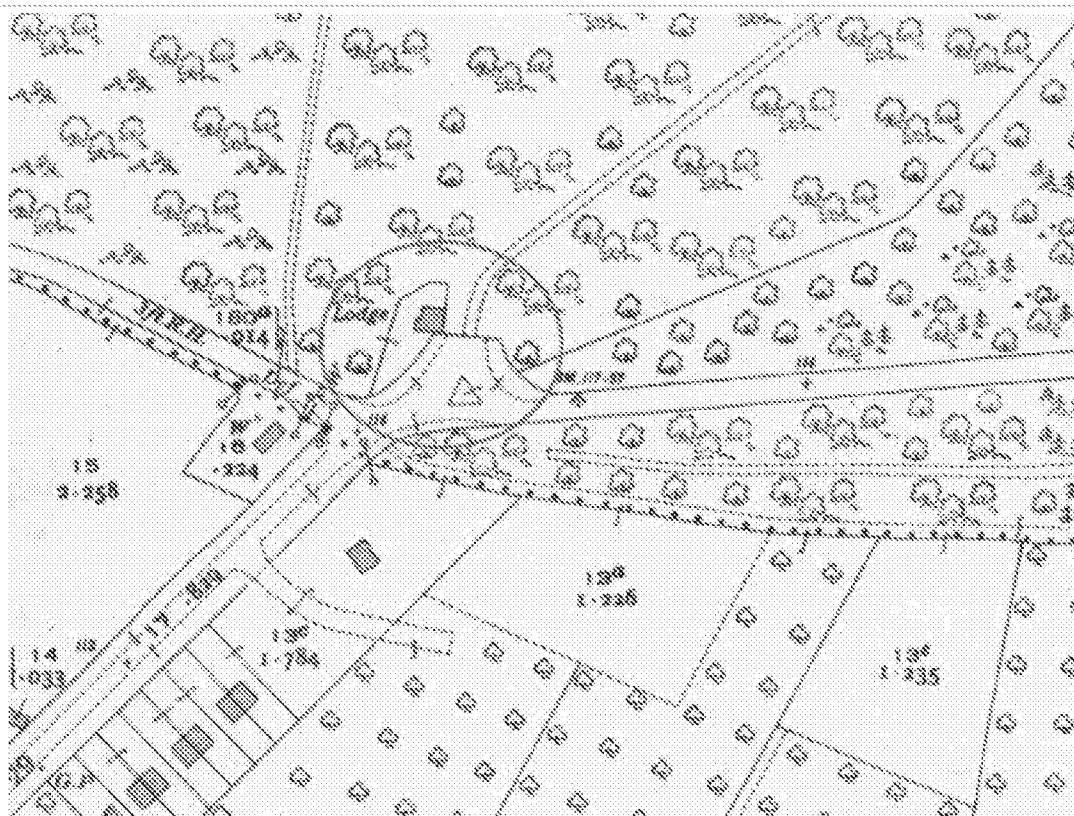


Figure 7: Sussex Sheet LXII.3, Revised: 1938, Published: ca. 1940

- 5.7 The map of 1952 shows the houses along what is now Orchard Way south of the site, and the A27 south again of these. Many of the historic carriage drives and pathways through the park remain, which were by this period owned by the National Trust.

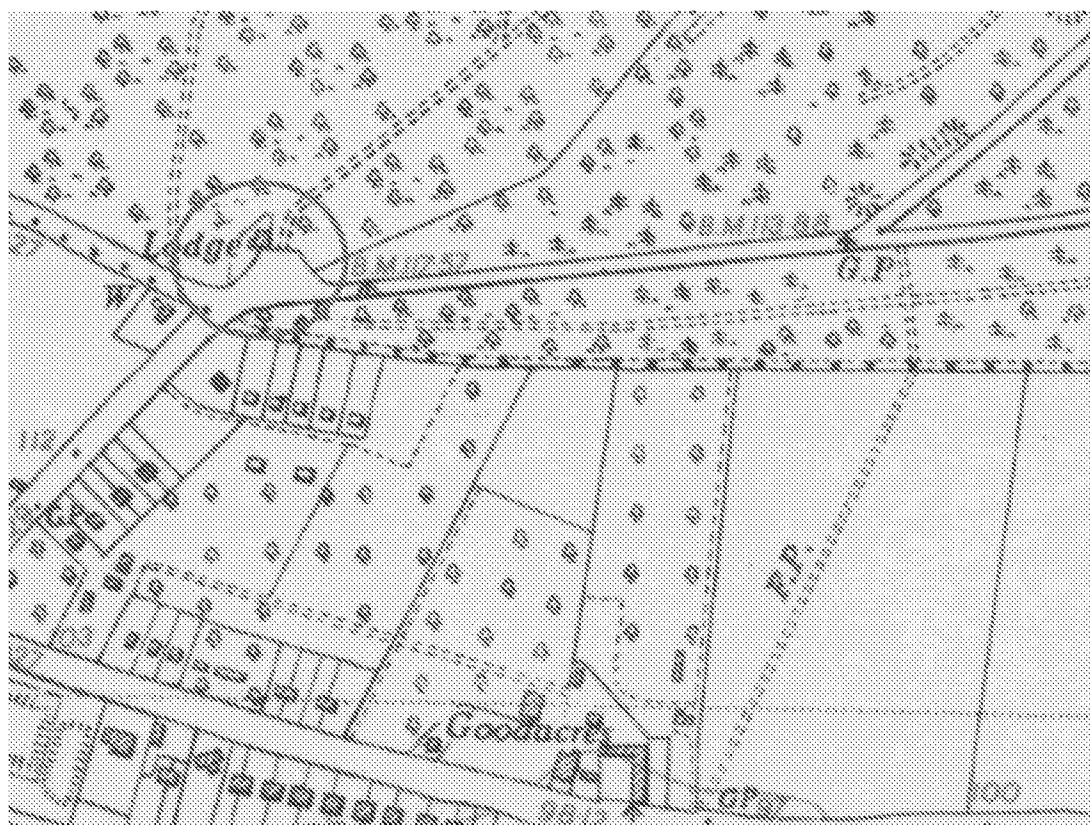


Figure 8: Sussex Sheet LXII.NE, Revised: 1947 to 1950, Published: ca. 1952

6.0 Significance Assessment

- 6.1 The application site comprises an area of land east of Duke's Lane and north of the A27, south of the parkland belonging to the historic Slindon House. The land is owned and managed by the National Trust. The parcel of land that is the subject of this application includes the southern gateway to Slindon Park, the Lodge to the west of the gateway, and parts of the flint walls belonging to the Estate. A public bridleway runs to the north of the Lodge, connecting with the routes within Slindon Park.



Figure 9: View of the Gateway, and Lodge to the west

Significance of South Gateway and Lodge, Park Lane

- 6.2 The list description for Slindon Gateway reads:

"South Gateway and Lodge, Park Lane; List Entry No.: 1275024; Grade II; First listed 20 September 1984

Early C19. Flints and stone. Pointed stone carriage archway with crenelation over, flanked by octagonal stone buttresses or turrets. On each side of these are flint walls with stone crenelation over containing pointed stone pedestrian archways flanked by lower stone buttresses or turrets. Beyond these are lower flint walls with stone crenelation. That on the southwest side contains one pointed window to the lodge which is concealed behind the wall except for its steep hipped slate roof. Beyond again are short, curved flint walls."

- 6.3 The south gateway to Slindon park was built in the early 19th century. It is contemporary with 'The Folly', an early 19th century eye catcher built in the northern part of the estate used by shooting

parties as a venue for luncheons. Both clearly drew inspiration from the 16th century forms of the house as built by the Kempe family between 1555-97 as shown in the photograph below, before the 1921 alterations by Mervyn Macartney.



Figure 10: Slindon house c.1918

- 6.4 The Gateway itself is built in ashlar stone. At the centre is the pointed arch carriageway, with two pierced quatrefoils in the spandrels. Either side of the arch are two octagonal stone turrets, crenelated and ornamented with recessed cross carvings. Flanking the turrets are pedestrian pointed arch entrances, with hoodmoulds over, and set within walls faced in semi-knapped and galletted flint. The three archways currently contain timber picket style gates, painted in deep red. These gates have replaced the far more ornate iron gates that were originally hung here, as shown in the photograph below, dating from the early 20th century.

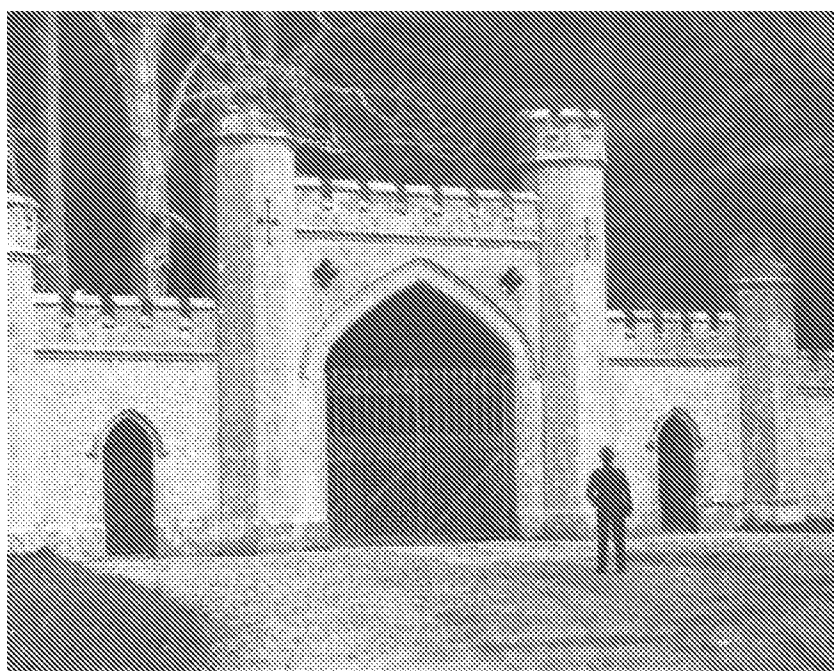


Figure 11: South Gateway with original iron gates, early c20

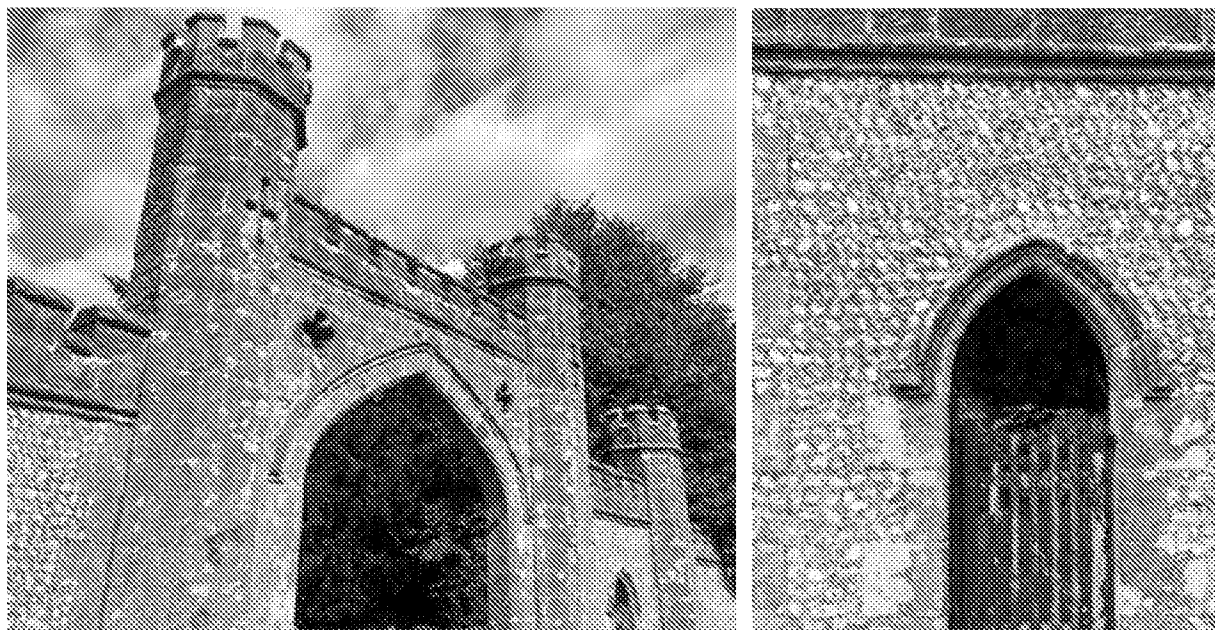


Figure 12: Central archway, and pedestrian arch with gates and galletted flintwork

- 6.5 Nothing but the roof of the Lodge is visible from the south side of the Gateway. This is a simple pyramidal roof form, covered in slates and with a brick chimney set at the apex. The Lodge is a later addition to the Gateway, dating probably from the Edwardian period, or at latest the phase of works associated with Mervyn Macartney. The western part of the Gateway forms the south wall of the Lodge, which has had a window installed within it, to match the pointed archways of the pedestrian and carriage entrances. The garden area to the Lodge is set behind the tall flint walls, and encircled by woodland. It would be unaffected by the proposed development.



Figure 13: View of Lodge roof over the Gateway wall

- 6.6 The setting of the Gateway is severely degraded owing mostly to the construction of the busy A27 on the earlier roadway. The flint walls that extend east and west from the Gateway fan out almost to the boundary with the A27, with a trapeze shaped area of grassed land funnelling to the Gateway. Running between the western part of the wall and the A27 is a tarmacked footpath which follows the line of the wall to the western pedestrian archway leading into the park beyond. At present, a number of bollards sit on the grassed area parallel to the road, further signalling that there is no vehicular access to the Gateway.
- 6.7 Duke's Road provides a route from the eastward lane of the A27 north around the western boundary of Slindon Park. The junction is west of the flint walls connected to the Gateway. Immediately east off Duke's Road is the access to the garden area belonging to South Lodge, and shortly north of this junction a footpath runs either side of the road, connecting to the park on the east, and to an underpass of the A27 to the west.
- 6.8 The heritage values of the site relate principally to the historic associations of this 19th century structure with the much more ancient Slindon House Estate.

7.0 Proposals

- 7.1 The principal purpose of the current applications is to improve the access arrangements to Slindon Park in this area, and to increase security alongside the A27. An opportunity is simultaneously being taken to enhance the Gateway, by replacing the existing timber gates and restoring a replica of the historic iron gates to the main carriage drive and pedestrian entrances of the South Gate to a design as close as possible to original details.
- 7.2 The details of the scheme are as follows:
- Removal of footpath to the south of the wall and Gateway, and reinstatement of grass
 - Creation of improved pedestrian crossing of Duke's Road, and repositioning of footpath/bridleway access entrance on east side of Duke's Road.
 - Installation of black painted metal Estate fencing on north side of footpath (north of wall and Gateway)
 - Repairs to existing footpath surface
 - Installation of black painted metal Estate Fencing along the grassed boundary adjacent to A27
 - Removal of timber palisade style gates to carriage and pedestrian entrances and replacement with iron gates, to designs based on historic photographs. To be painted in Slindon Estate colour, Oxblood red and creation of a wild flower meadow to the front and rear of the gates.
 - Replacement of fencing and timber picket gates to South Lodge with new estate five bar gate and fencing
 - Repair and making good of stone and flintwork to Gateway and walls as necessary

8.0 Impact of the proposals on the significance of Slindon Gateway

- 8.1 All the proposed works would enhance the significance of the grade II listed Gateway and walls. The existing gates within the openings are modern, and of no heritage significance. They are in a poor state of repair, and in need of replacement.

- 8.2 The wider requirement to make highway safety improvements offers a unique opportunity to upgrade the gates to the Gateway, and the National Trust has committed to reinstating metal gates, designed to replicate the lost historic gates as closely as possible. The design is based on historic photographs, and archaeological evidence of the location of the former gates, where the position of the pintels can be seen in the existing stonework.
- 8.3 Historic England's guidance *Conservation Principles* sets out that restoration will normally be acceptable where the heritage values of the elements that would be restored decisively outweigh the values of those that would be lost; the work proposed is justified by compelling evidence of the evolution of the place, and is executed in accordance with that evidence; the form in which the place currently exists is not the result of an historically-significant event; the work proposed respects previous forms of the place; and the maintenance implications of the proposed restoration are considered to be sustainable.
- 8.4 The Proposed reinstatement of metal gates at the southern Gateway at Slindon demonstrably meet the above criteria and would be a considerable enhancement of the heritage asset. The proportions of the metal gates, with their height reaching the springing point of the arch in the central carriageway opening, would significantly improve the appearance of the archway as a whole. These and the proposed pedestrian gates offer improved permeability to the parkland beyond, and are far more appropriate for the character and architecture of the structure.
- 8.5 It is proposed to carry out localised repairs to stonework and flintwork of the Gateway as required. All repairs will use like for like materials, and lime mortars will be specified following analysis to ensure that aggregate particle types and sizes match those used in the original construction of the Gateway and walls. Details of materials can be controlled by planning conditions.
- 8.6 The setting of the Gateway is now permanently compromised by the A27. The works to make improvements to public access are principally proposed on Highway safety grounds and therefore represent a considerable public benefit in their own right. While the historic route into the park cannot now be reinstated, it is considered that the installation of Estate fencing would have no further detrimental impact to the setting of the building, and the historic use of the structure would remain legible. Slindon Park is not a Registered Park or Garden, but there would similarly be no harm to the significance of this non-designated heritage asset, nor to any nearby listed buildings or structures.
- 8.7 The replacement of fencing and double picket gates to South Lodge with estate fencing and a new 5-bar gate will provide a cohesiveness to the boundary treatments and provide visual representation of the historic context.

9.0 Conclusion

- 9.1 The public access enhancements to the area to the south and west of the Gateway are not controversial. They offer an opportunity to carry out improvements to the grade II listed south Gateway and walls, through renewal of the gates and repairs to the masonry. The replacement of timber gates with historically accurate iron gates, painted in the traditional oxblood red Estate colour, will considerably enhance the appearance of the listed building. None of the other alterations to access arrangements, boundary and surface treatments would cause any harm to the listed building or its setting. The proposals are considered to conserve and enhance the significance of the heritage assets as required by NPPF paragraphs 199 and 207 and no harmful impact has been identified.