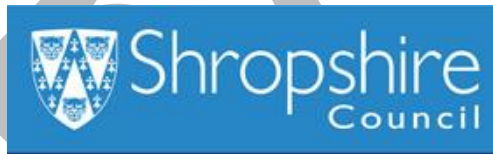


PLANNING GUIDANCE
REGISTERED SITE OF THE BATTLE OF SHREWSBURY
AT BATTLEFIELD, NORTH SHREWSBURY



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1. Purpose of the Guidance

- 1.1. The purpose of this document is to guide the implementation of local and national heritage policies in the assessment of development proposals which might affect the significance of the Registered Battlefield of Shrewsbury, including its setting.
- 1.2. The guidance seeks to manage any impacts of development on the significance of the Registered Battlefield and its setting. The objectives of the guidance are to:
 - i. recognise the different risks to the Registered Battlefield from development within the heritage asset or its urban or rural settings;
 - ii. provide advice on how heritage policies and guidance should influence development which might affect the heritage asset including its setting;
 - iii. provide advice on the appropriate level of Heritage Assessment for development which might affect the heritage asset including its setting;
 - iv. provide design guidance to avoid or reduce the individual or cumulative impacts of development on the heritage asset including its setting.

2. The Significance of the Registered Battlefield and its Setting

- 2.1. The Registered Site of the Battle of Shrewsbury extends to approximately 105 hectares and is located immediately to the north of the A5124 beyond the built edge of Shrewsbury town (see Plan 2). It is one of only 43 Registered Battlefields in England and the only Registered Battlefield in Shropshire.
- 2.2. The site is a nationally designated heritage asset of the 'highest significance' (NPPF, para 132) requiring great weight to be given to the conservation of the asset including its setting. Clear and convincing justification for any harm or loss to the asset (including development within the Registered Battlefield) would be required and should only be permitted in 'wholly exceptional' circumstances.
- 2.3. The significance of the Battle of Shrewsbury is explained in Appendix 1. The key components of the Registered Battlefield and its setting including other heritage assets, and the changes which have occurred over time are listed in Appendix 2. Registered Battlefields and their settings are afforded protection by the heritage policies and guidance in Appendix 3. The national advice on conserving heritage assets from Historic England is outlined in Appendix 4. This information will help determine whether proposed developments will affect the significance of the Registered Battlefield including its setting.
- 2.4. The site is a popular educational and leisure attraction with a visitor centre (Battlefield 1403) at its elevated northern end. This complements and integrates with the Shrewsbury Battlefield Heritage Park to the south, comprising a viewing mound and a network of surfaced footpaths aligned to optimise viewpoints of the site and to assist the interpretation of the Battle of Shrewsbury.
- 2.5. The Registered Battlefield is close to existing and allocated employment land and commercial sites in and around north Shrewsbury principally comprising Battlefield

Enterprise Park and other urban developments (south) and the Livestock Market / roadside services (east). It is also close to other areas which may potentially be subject to development proposals in the future including modern, intensive agricultural developments or extensive leisure facilities. This includes the countryside extending from the existing urban edge of Shrewsbury to the north of the Registered Battlefield and around the A528 (Ellesmere Road) and the route of the Shrewsbury to Crewe rail line, (see Plan 2).

- 2.6. The amount of potential development land in close proximity to the Registered Battlefield has the potential to either individually or cumulatively affect the heritage asset including its setting. It is appropriate, therefore, to provide more detailed clarification on how policies and guidance should be interpreted in practice, at the local level, in the consideration of development proposals affecting the Registered Battlefield.

3. Relevant Policies

3.1. National Guidance

- 3.1.1. The National Planning Policy Framework (NPPF), published in March 2012, sets out the Government's planning policies for England and how these are expected to be applied.
- 3.1.2. The NPPF establishes a presumption in favour of sustainable development. Sustainable development can be defined as providing for present needs without compromising the requirements of future generations. There are three dimensions to sustainable development: economic, social and environmental. These dimensions give rise to the need for the planning system to perform a number of roles including contributing to the protection and enhancement of our built and historic environment. The core planning principles of the NPPF seek to ensure the conservation of heritage assets in a manner appropriate to their significance, so they can be enjoyed for their contribution to the quality of life of this and future generations. To achieve these objectives, the NPPF is explained in detail within the National Planning Practice Guidance (NPPG) including conserving and enhancing the historic environment.
- 3.1.3. The NPPF includes a specific section (12: Conserving and enhancing the historic environment, paragraphs 126 – 141), which identifies the Government's objectives for planning for the historic environment. It recognises that heritage assets are an irreplaceable resource and promotes their conservation in a manner appropriate to their significance. It states that Local Authorities should take into account the wider social, cultural, environmental and economic benefits that conservation of the historic environment can bring. It advises that as part of any planning application, local planning authorities should require applicants to describe the significance of any heritage assets affected by a development proposal, including any contribution made by their setting, and to assess the potential impacts of the development proposals upon that significance.
- 3.1.4. In determining applications, local planning authorities should give great weight to the conservation of designated heritage assets. Any proposals which could result in a loss of significance of the heritage asset will require clear and convincing justification. Development which results in substantial harm or total loss of significance to a designated heritage asset should be exceptional or wholly exceptional for assets of the highest significance and in both cases, should normally be refused. For developments which will

result in less than substantial harm, the harm must be weighed against the public benefits that the proposed development would deliver.

3.1.5. The NPPF within section 12: Conserving and enhancing the historic environment (paragraphs 126, 128, 132, 133 and 134) also advises Local Planning Authorities to:

- i. conserve and enhance the significance of heritage assets and put them to viable uses consistent with their conservation to make a positive contribution to sustainable communities and their economic vitality; and
- ii. consider the desirability of new development and whether it might make a positive contribution to local character and distinctiveness;
- iii. ensure that where a site includes or has potential to include heritage assets with archaeological interest, they require developers to submit an appropriate desk-based assessment and where necessary, a field evaluation undertaken by a qualified professional;
- iv. refuse consent for development proposals that would cause substantial harm or loss unless it can be demonstrated that the harm or loss is outweighed by substantial public benefits;
- v. consider whether a development proposal which would lead to less than substantial harm is justified by the public benefit of the proposal.

3.1.6. Section 7 of the NPPF refers to design and specifies that design issues are a material consideration in determining planning applications (para. 64):

‘Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions’.

3.1.7. The NPPF specifies in paragraph 58 that decisions should ensure that developments:

- i. 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;
- ii. respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;
- iii. are visually attractive as a result of good architecture and appropriate landscaping.

and to balance these against the need to ensure that developments:

- i. establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to [live], work and visit;
- ii. optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses (incorporating green and other public spaces) and support local facilities and transport networks;
- iii. create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion.

3.1.8. Paragraph 59 of the NPPF notes that design policies should avoid unnecessary prescription and should concentrate on guiding scale, density, massing, height, layout, landscaping, access and materials in relation to its context. Paragraph 60 states, it is proper to seek to

promote or reinforce local distinctiveness but this should not stifle innovation, originality or initiative.

3.1.9. Securing high quality design also goes beyond aesthetic considerations and paragraph 61 specifies that policies and decisions should address the connections between people and places and integrate new development into the natural, built and historic environment.

3.2. Local Policy

3.2.1. The Shropshire Core Strategy (2011) provides an overarching strategic policy context for future development in the county. Its policies broadly reinforce the above aims of the NPPF, most notably within policies CS6: Sustainable Design and Development and CS17: Environmental Networks, in seeking to ensure that all development protects, restores, conserves and enhances the built and historic environment and is appropriate in scale, density, pattern and design taking into account the local context and character. These policies also seek to ensure high quality design and to integrate appropriate landscaping and tree planting as part of any proposal to ensure that development is better assimilated into its surroundings. The Core Strategy seeks to protect and enhance the character and quality of Shropshire's historic environment.

3.2.2. As part of its Local Plan, Shropshire Council has produced a Site Allocations and Management of Development Plan ('SAMDev Plan') adopted in 2015. It replaced policies saved from the district local plans, including some heritage policies. The SAMDev Plan includes a Historic Environment Policy (MD13) which sets out specific measures to implement the Core Strategy objectives.

3.2.3. Policy MD13 assists the determination of applications for proposed development which potentially impact directly or indirectly on heritage assets. The policy seeks to ensure that any impacts from development are minimised where possible, and that appropriate information about the proposed development is supplied in the form of a Heritage Assessment. The policy outlines the important role of heritage assets within the County with regard to promoting economic regeneration and growth. It also identifies that the policy is based on a hierarchical approach as follows:

- i. wherever possible, avoid harm or loss to the significance of heritage assets, including their settings;
- ii. where development proposals can be justified in terms of public benefits which outweigh the harm to the historic environment, provide off-setting measures for any loss of significance to the affected heritage asset, including the setting;
- iii. where a development proposal justifiably results in the partial or total loss of significance to an asset (including the setting), to record and advance the understanding of that significance.

3.2.4. A summary of the main policies and guidance which are currently applicable to heritage matters in Shropshire are listed in Appendix 3. This includes SAMDev Policy S16.1 Shrewsbury which requires development in the Shrewsbury Northern Corridor (which includes the Registered Battlefield) to protect and enhance heritage, environmental and conservation assets.

3.3. Historic England Advice

- 3.3.1. The advice in 'Good Practice Advice Note 3 (GPAN3): The Setting of Heritage Assets' (March 2015) and in 'Seeing the History in the View' (May 2011) set out methodologies to evaluate the impacts of development on the significance of heritage assets and their settings.
- 3.3.2. GPAN3 defines setting as the surroundings within which the heritage asset is experienced, with elements of a setting making a positive or negative contribution to the significance of an asset, potentially affecting the ability to appreciate the significance of the asset, or being neutral. It identifies that conservation decision making should be based upon the nature, extent and level of a heritage asset's significance which should be investigated to a proportionate degree. It states that this approach should inform all decisions relating to setting issues, in terms of the requirements placed on applicants and agents. The approach to the submitted assessment should identify those heritage assets and their settings which are affected, the degree to which the settings make a contribution to the significance of heritage assets, the effects of the proposed development and should also explore how to maximise any enhancements and minimise any harm, documenting the assessment and the conclusions.
- 3.3.3. With regard to Seeing the History in the View, this sets out a qualitative assessment of heritage significance within views, in two phases:
- Phase A: baseline analysis:** defining and analysing heritage significance within a view. This sets out the reasoning for identifying a particular view as being important, the degree of significance of the heritage asset in the view, and how this significance can be sustained.
- Phase B: assessment:** assessment of the potential impact of a specific development proposal on heritage significance within a view as analysed in Phase A. This section assesses the magnitude of the impact on the heritage asset and the significance of this effect, and identifies ways of mitigating the impact.
- 3.3.4. Phase B of the assessment should be accompanied by 'accurate visual representations' (AVRs) to show the proposed development within the existing view. The viewpoints from which these are prepared should be agreed with Historic England and the Local Planning Authority.
- 3.3.5. The Historic England advice and the other policies and guidance referred to above inform the following sections of this document, and are included in Appendices 3 and 4 to this document. The importance of a detailed assessment of the impact on heritage assets and their settings is clearly outlined within this information, using the approach identified above.

4. Impacts on the Registered Battlefield

- 4.1. The Registered Battlefield is located beyond the northern built edge of Shrewsbury and development pressure within this area of the town is expected to continue over the longer term.
- 4.2. The Registered Battlefield and its setting have already been affected by existing developments including:

- i. construction of the railway and embankment and the recent removal of vegetation from the embankment to the east of the Registered Battlefield;
- ii. electricity pylons which traverse the southern area of the Registered Battlefield;
- iii. construction of a viewing mound and parking at the Shrewsbury Battlefield Heritage Park on the southern edge of the Registered Battlefield;
- iv. construction of the A5124 Battlefield Link Road which truncates the southern edge of the Registered Battlefield and isolates a small area of the heritage asset which is now situated to the south of the A5124;
- v. construction of industrial developments within the Battlefield Enterprise Park situated along the southern edge of the A5124;
- vi. construction of the Battlefield Waste Management Facility comprising a waste transfer station and energy recovery facility within Battlefield Enterprise Park;
- vii. developments to the east of the A49 at the Shawbury Turn including the service station, Two Henrys Public House, hotel and Halls Auction / Livestock Market buildings and offices;
- viii. new three storey housing development on Battlefield Road to the south east of the Registered Battlefield.

4.3. The configuration of these developments around the Registered Battlefield is shown on Plan 2. The development that has taken place has not been within the Battlefield itself. Maintaining the open character of the Battlefield has been a key consideration in determining these new developments, and the mitigation of any impacts on the heritage assets has been a significant consideration for the Local Authority in managing these development proposals.

4.4. Future impacts on the Registered Battlefield and its setting are most likely to arise from the individual and cumulative effects of new development around the edge of Shrewsbury to the south and west, particularly within the Battlefield Enterprise Park where further development land is still available and is being actively marketed. In these locations, the proposed developments should be justified by a proportionate assessment that avoids or reduces any harm to the Registered Battlefield and its setting.

4.5. Development to the north and west of, or within the Registered Battlefield itself, might result in substantial harm to the significance of the Registered Battlefield. In these circumstances, development would be wholly exceptional and should be justified on the basis of a proportionate assessment setting out sound justification for the substantial public benefits of the scheme and appropriate measures to conserve and enhance the heritage asset or its setting.

4.6. Early discussion of all development proposals prior to application is highly recommended in all cases, due to the 'highest significance' being afforded to Registered Battlefields in national policy. On this basis, developers and applicants should seek early interaction with the Historic Environment and Planning departments of the Local Authority, and Historic England, through a formal pre-application to the Development Management service. This will allow advice to be provided regarding the level of Heritage Assessment required for a proposal based on the principles identified in this guidance.

5. Design Guidance and Setting Considerations

5.1. Key Aims and Considerations

5.1.1. To take account of the potential impacts of development on the Registered Battlefield and its setting, the preparation and determination of development proposals should consider the significance of the Registered Battlefield in relation to:

- i. Protecting and conserving the open character and visual interpretation of the Registered Battlefield, respecting its national importance and unique significance in Shropshire;
- ii. Protecting and conserving the heritage assets and features within and surrounding the Registered Battlefield, including the church of St Mary Magdalene, the Albright Hussey hotel, the Heritage Park viewing mound and the Battlefield 1403 visitor centre identified in Appendix 2;
- iii. Protecting and conserving the sense of tranquillity within the Registered Battlefield, particularly in the vicinity of the church of St Mary Magdalene recognising its historical and cultural significance;
- iv. Minimising the impacts on the Registered Battlefield from development in the rural setting and along the urban edge of Shrewsbury;
- v. Protecting and enhancing the inter-visibility of heritage assets within and surrounding the heritage site, including the church of St Mary Magdalene, Albright Hussey hotel, the Heritage Park viewing mound, Battlefield 1403 visitor centre and longer views to other features including Haughmond Hill and Abbey and the Shropshire Hills.

5.1.2. It is considered that development proposals should avoid causing any harm or loss to the significance of the Registered Battlefield by:

- i. Avoiding/Minimising the impacts of development through appropriate design of height, scale, massing, layout, density, orientation and access of buildings;
- ii. Ensuring the materials used are of an appropriate type, specification and colour;
- iii. Managing the impacts of lighting from new development on the heritage asset and its setting to ensure impacts are avoided/reduced through appropriate position, height, direction, strength and hood design;
- iv. Providing new landscape planting where appropriate to maintain and enhance the level of screening/filtering of built development especially on the urban edge of Shrewsbury from views within and surrounding the Registered Battlefield;
- v. Protecting longer distance views from the elevated ground to the north towards landscape features with significance to the Registered Battlefield including Haughmond Hill, the Shropshire Hills and the churches marking the position of central Shrewsbury.

5.1.3. In addition, it is considered that development in previously undisturbed areas within the Registered Battlefield and its setting should be subject to appropriate archaeological assessment. This is particularly significant in areas close to the Registered Battlefield where there is a greater possibility of encountering important, battle related archaeological finds.

5.1.4. With regard to the above, the guidance which follows is intended to help achieve the aim of managing the effects of development on the character and significance of the Registered Battlefield and its setting.

5.2. Heritage Assessment

- 5.2.1. It is proposed that an application which has the potential to affect the significance of the Registered Battlefield including its setting should incorporate a Heritage Assessment. This assessment should consider the potential impacts of the development on the significance of the Registered Battlefield and how these impacts may be avoided or reduced by appropriate mitigation. The level of information required to support the Heritage Assessment should be proportionate to the scale of the development and the magnitude of any likely impacts.
- 5.2.2. The requirement for development proposals to identify the potential impacts on the significance of the Registered Battlefield and its setting (including other heritage assets in the locality) is set out in Sections 3 and 4 of this guidance, having regard to NPPF (Section 128), guidance in the NPPG and the guidance within both GPAN3: The Setting of Heritage Assets (March 2015) and Seeing the History in the View (May 2011). These requirements highlight the need for development proposals to be determined in relation to proportionate evidence of the impacts on the heritage assets and the need for mitigation opportunities.
- 5.2.3. These impacts, and mitigation opportunities, may be addressed by:
- i. identifying the heritage asset(s) which might be affected;
 - ii. defining the heritage significance with reference to relevant historic records;
 - iii. describing the situation of the development site in relation to the heritage asset and its setting;
 - iv. explaining the form, appearance, and effects of the proposed development;
 - v. evaluating any potential impacts on the significance of the heritage asset including its setting;
 - vi. justifying any potential mitigation measures to avoid/minimise the impacts of the development and to enhance the heritage asset and its setting.
- 5.2.4. The NPPF advises that Registered Battlefields are heritage assets of the 'highest significance' (NPPF, para 132). In this regard, it is likely that a Heritage Assessment which addresses all of the above points should be submitted with applications which might affect the Registered Battlefield including its setting, subject to considerations relating to the scale of the proposed development. In the case of smaller scale proposals, a section in the Design and Access Statement may satisfactorily address the requirement for a Heritage Assessment but such matters should be referred to the Local Authority or Historic England (see paragraph 4.6 above).
- 5.2.5. Therefore the submitted Heritage Assessment should be proportionate to the scale of the development and the magnitude of any potential impacts, in accordance with published guidance and it is advisable to seek site specific pre-application advice from the Local Planning Authority or Historic England for developments affecting the Registered Battlefield. For larger scale developments, a Heritage Assessment is likely to be expected to include a Landscape and Visual Impact Assessment (LVIA) with Accurate Visual Representations (AVR) where required (see 3.3.4 above), and address all of the points in paragraph 5.2.3. It is also considered that where development proposals might affect the Registered Battlefield, they should be supported by a Planning Statement and Design and Access Statement which fully justify the need for the development. The Local Planning Authority will be able to advise on the specific heritage requirements for any given development proposal

in consultation with the Council's Historic Environment service and this is best achieved through the pre-application advice service.

Relevant policies / guidance: NPPF paragraphs 128, 129, 131-4. Core Strategy policy CS17; Historic England Guides: GPAN3 The Setting of Heritage Assets and Seeing the History in the View.

5.3. Building/Structure Height

5.3.1. In relation to the height of any proposed building/ structure, it is proposed that:

- i. all applications for a building/structure over 7 metres in height to the south and east of the Registered Battlefield should be accompanied by a Heritage Assessment as detailed within section 5.2 and below.¹
- ii. all applications for a building/structure to the north and west of the Registered Battlefield or within the Battlefield itself should be accompanied by a Heritage Assessment irrespective of the proposed height of the buildings/structures as detailed below.²
- iii. where the Heritage Assessment identifies harm to the heritage asset or its setting, an 'exceptional circumstance' justification will be required to be submitted by the developer as part of the application as detailed below.³

5.3.2. The requirement for a Heritage Assessment is in accordance with the provisions of sections 128, 129 and where appropriate section 131 of the NPPF, and published guidance from Historic England on the conservation of heritage assets. In accordance with Phase B of the methodology set out in Seeing the History in the View, AVR's would also allow an assessment of the impact on the heritage setting contained within the view, possibly from different viewing points with historical interest, to help determine whether such impacts may be managed through mitigation.

5.3.3. The layout and landscaping of development within and around the built edge of Shrewsbury, in relation to the topography and the A5124 and railway embankment to the south and east respectively, indicate that where proposed buildings exceed a threshold height of 7 metres they may have the potential to adversely affect the Registered Battlefield.

¹ The LVIA and AVR should 1) evaluate the visual context of the proposed development, 2) consider the potential for the development to impact on the setting of the Registered Battlefield and 3) assess the potential for mitigation to address any identified impacts (through materials, landscaping/ planting, design & alignment of roof, etc.).

² The LVIA and AVR should 1) evaluate the visual context of the proposed development, 2) consider the potential for the development to impact on the setting of the Registered Battlefield and 3) assess the potential for mitigation to address any identified impacts (through materials, landscaping/ planting, design & alignment of roof, etc.).

³ a. Reference to 'exceptional circumstances' means development where there is a demonstrable exceptional need such as an overriding public benefit and where appropriate mitigation measures may be agreed with the Local Planning Authority in full accordance with the requirements of sections 132, 133 & 134 of the NPPF.

b. The exceptional circumstance justification should explain the particular circumstances which justify the height of the structure and the consideration given to mitigation to prevent adverse impacts on the setting of the Registered Battlefield and related heritage assets.

Whilst evidently, this would depend on the specific details of the proposal and the situation of the proposed development site within these areas, only proposals above this threshold height would justify a detailed Heritage Assessment. It is therefore considered appropriate to require a LVIA with AVR where necessary, for developments which would exceed a height of 7 metres to the south or east of the Registered Battlefield.

- 5.3.4. With regard to the land north and west of the Registered Battlefield (including the Battlefield itself), these areas are exposed within the open aspect of the countryside, all proposed developments in these areas are likely to be highly visible from the Registered Battlefield or from heritage assets within the site itself. It is considered to be appropriate to require a LVIA with AVR for any application for development to the north or west of the Registered Battlefield (including the Battlefield itself). It is reasonable to assume in the context of NPPF, section 132, that where a proposed development is likely to cause substantial harm or loss to the significance of the heritage asset including its setting, then development would only be permitted when outweighed by substantial public benefits.

Relevant policies / guidance: NPPF paragraphs 128, 129, 131-4, 170. Core Strategy policy CS6; Historic England Guide: Seeing the History in the View.

5.4 Building/Structure Design

- 5.4.1 GPAN3 refers to the design elements of a proposal having a potentially significant impact on a heritage asset including its setting. This should be assessed with regard to the height, scale, massing, density, orientation and access of buildings and the type specification and colour of materials. Seeing the History in the View also points out that such aspects of design can be particularly relevant to the impact on heritage significance within a view (see Appendix 4 for further details on this advice).
- 5.4.2 It is expected that proposed buildings and/or structures, within the Registered Battlefield or its setting, should avoid the use of highly reflective and visually obtrusive materials/colour/effects and designs which have the potential to adversely affect the significance of the heritage asset.⁴
- 5.4.3 Certain styles of development and certain types of materials and their overall visual effect may have the potential to increase the visibility of modern developments as seen from the Registered Battlefield. This may cause the development to have a potentially greater effect on the Registered Battlefield or its setting, either individually or in combination with other developments. This might provide an opportunity to introduce building designs which acknowledge and reinforce the evidence of the adjacent heritage assets and the local distinctiveness of the area. However, it is important that significant views and vistas seen from the Registered Battlefield and from locations within the setting of the heritage asset

⁴ a. The term 'visually obtrusive' in this context refers to the use of building configurations, structures, materials, banners, designs and/or effects or colour palettes which have the potential to detract from the setting of the Registered Battlefield site. Particular emphasis should be placed on the design of elevations which would face and be visible from the Registered Battlefield site.

b. It is recommended that the architectural design of proposed development is discussed with the Local Planning Authority prior to submission of any planning application, particularly where development frontages would be clearly visible from the Registered Battlefield.

are afforded appropriate protection when considering development proposals affecting the Registered Battlefield.

Relevant policies / guidance: NPPF paragraphs 128, 129, 131-4. Core Strategy policy CS6. Historic England Guides: GPAN3 The Setting of Heritage Assets and Seeing the History in the View.

5.5. Lighting

- 5.5.1. It is expected that lighting used in association with new buildings visible from within the Registered Battlefield or its setting will be considered with regard to position, height, direction, mode, colour, intensity/ambience and hood design with full details submitted as part of a planning application. Where appropriate, a light spill assessment may be required to ensure there is no potential to adversely affect the Registered Battlefield.
- 5.5.2. It is acknowledged that security and other lighting is a necessary part of commercial and industrial developments but without due consideration to their impact this has the potential to adversely affect the heritage asset and its setting. The use of hoods and downlighting, and keeping lights positioned as low as possible on the buildings, can minimise the impact of light spill. The GPAN3 identifies that in Step 3: Assessing the effect of the proposed development on the significance of the asset, lighting effects and light spill should be considered, with Seeing the History in the View also referring to a need to assess how lighting from new development affects identified heritage assets.

Relevant policies / guidance: NPPF paragraphs 128, 129, 131-4. Core Strategy policy CS6. Historic England Guides: GPAN3 The Setting of Heritage Assets and Seeing the History in the View.

5.6 Landscaping

- 5.6.1 Development proposals within the Registered Battlefield or its setting should be designed to accommodate tree/shrub planting proposals in order to assist in visually integrating the development⁵. It is recognised that there may be insufficient space to undertake any significant landscaping works on smaller development plots unless the applicant owns adjoining land. It is considered that plots of around 0.5ha or larger are likely to be of sufficient size to accommodate significant tree planting.
- 5.6.2 The visibility of modern business / industrial developments or intensive agricultural / extensive leisure developments from the Registered Battlefield or its setting have the potential to undermine the significance of the heritage asset. The ability to undertake tree planting in areas visible from the heritage asset has the potential, over time, to soften the appearance of the urban edge of Shrewsbury or to reduce the evidence of modern development in all directions around the Registered Battlefield.

⁵ *Planting proposals should seek to provide density and height within any planted areas. The emphasis should be on filtering views of new development as seen from the Registered Battlefield site and providing links with existing planted / habitat areas wherever possible. Native broadleaved trees of local provenance should be used in preference to ornamental or evergreen species.*

- 5.6.3 To have maximum effect, planting should be located in areas where it can, over time, filter views of development as seen from the Registered Battlefield. Tree planting should use native species, ideally of local provenance, to optimise visual integration. Shrub planting is also desirable but would not have the same effect, over time, when seen from the Registered Battlefield.
- 5.6.4 The cumulative effect of planting associated with different developments should improve the setting of the Registered Battlefield in accordance with relevant heritage policies and guidance. Significant off-site tree planting has already been secured on the top of both the northern and southern embankments of the A5124 Battlefield Link Road in connection with the road construction and the progressive development of Battlefield Enterprise Park. This has resulted in a significant degree of screening of building/structure heights to help address the issues identified in section 5.3 above.
- 5.6.5 With regard to the above it would be desirable for all new developments within or close to the Registered Battlefield to adopt landscaping principles which acknowledge and reinforce the evidence of the heritage assets in this locality and to create a sense of local distinctiveness. This is especially important around Shrewsbury's built edge and strategic road network and junctions where there is likely to be significant and continuing development pressures in close proximity to the Registered Battlefield.

Relevant policies / guidance: NPPF section paragraphs 128, 129, 131-4, 170. Core Strategy policy CS6; Historic England Guide: GPAN3 The Setting of Heritage Assets.

5.7 Archaeology

- 5.7.1 Heritage Assessments for development proposals on sites within the setting of the Registered Battlefield should be accompanied by an archaeological desk based assessment and, where appropriate, with the results of a field evaluation, both undertaken by a qualified professional.⁶
- 5.7.2 Whilst the Registered Battlefield is considered to be the main site of the battle it is likely that the fighting fragmented subsequently into a series of skirmishes covering a wider area. Hence, the possibility of more widespread archaeological remains linked to the battle being encountered in the setting of the heritage asset. Any such finds could add significantly to the overall understanding of the battle and to the importance and significance of the heritage asset. Therefore, an appropriate level of archaeological assessment is required for development affecting previously undisturbed areas within the setting of the Registered Battlefield.

Relevant policies / guidance: NPPF 128, 135, 141; Core Strategy CS17.

⁶ a. Land which is not currently in use as part of a built development including agricultural land and other areas of undeveloped land where excavations and topsoil removal have not previously occurred.

b. The Developer should seek advice from Shropshire Council's Historic Environment Team to determine the circumstances in which further field based evaluation will be required following an initial archaeological desk based assessment.

c. Where the archaeological evaluation indicates that further field based archaeological investigations are necessary, these may need to be submitted prior to determination or may be required as a condition of any planning permission. Such further archaeological work will potentially include metal detector survey and an archaeological watching brief during soil stripping activity, conforming to the Standards and Guidance of the Institute for Archaeologists.

5.8 Other Material Considerations

5.8.1 Where development proposals do not satisfy the requirements of this guidance, it may be considered that development would give rise to substantial harm to the Registered Battlefield and its setting or other designated heritage assets in the locality. In these circumstances, it would be reasonable for the development proposal to be refused permission by the local planning authority in accordance with NPPF, paragraph 132. However consideration will be given to evidence demonstrating that the applicant has satisfied the following three tests:

- i. that there is no other reasonable alternative;
- ii. appropriate mitigation measures have been included;
- iii. the proposal will deliver substantial public benefits that outweigh any harm or loss to the heritage asset.⁷

5.8.2 The consideration of this evidence may provide other material considerations on which permission for the proposed development may be granted.

6 Conclusion

6.1. The Registered Battlefield is a national heritage asset of the highest significance and a unique heritage asset in Shropshire. The Registered Battlefield has been affected by past development and it is reasonable to expect that these development pressures will continue due to the close proximity of the built edge of Shrewsbury town and the significant amount of potential development land in the setting of the Registered Battlefield.

6.2. This guidance is intended to provide a consistent framework by which to assess the potential individual and cumulative effects of development on the integrity of the Registered Battlefield, associated heritage assets and the setting of the site. This approach reflects national guidance which advocates that local planning authorities should:

- ensure that an appropriate level of heritage assessment is 'front loaded' into the development management process;
- approve development where appropriate mitigation can be achieved to satisfactorily address any identified impacts; and
- refuse development where impacts cannot be satisfactorily addressed and no exceptional circumstances can be satisfactorily demonstrated.

⁷ a. The potential level of harm will be judged with reference to the submitted Heritage Assessment;
b. The need for an 'exceptional circumstances' justification for a proposed development would be expected to fully address the available mitigation options as part of the justification for the development
c. It is strongly recommended that the developer contacts the Local Planning Authority to discuss mitigation options before the application is submitted in the event that the Heritage Assessment indicates the possibility that the proposed development may result in harm to a heritage asset.
d. 'Public benefits' in this context means direct benefits to society as a whole and not benefits to individuals or companies.

- 6.3. Developers of land within the Registered Battlefield including its setting should work with the Local Authority, in particular the Shropshire Council Historic Environment and Planning Departments, and use this guidance to shape development which might affect the Registered Battlefield including its setting. This will assist in managing the potential impacts on the Registered Battlefield and will ensure this nationally important and highly significant heritage asset is conserved for the enjoyment of current and future generations.

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Appendix 1

Significance of the Battle of Shrewsbury

Introduction

The site of the Battle of Shrewsbury (1403) is one of just 43 Registered Battlefields in England and the only Registered Battlefield in Shropshire. It is a nationally designated heritage asset of the highest importance and is one of Shropshire's most important cultural, historical, heritage and tourism assets. The Battlefield and its setting are irreplaceable and the Local Planning Authority has a duty to ensure it is not harmed by inappropriate or unsympathetic development.

The battle was important (1) politically because, with Hotspur's death, the Percy challenge to Henry IV was crushed, (2) biographically in the military career of Prince Henry, later Henry V, victor most notably at Agincourt in 1415, and (3) militarily because it was the first major battle in which English archers had fought against each other on their own soil. As such it provided a brutal lesson in the effectiveness of the longbow in the hands of skilled exponents. The battle of Shrewsbury is also associated with other later key historical figures and events which add to its significance including: William Shakespeare who dramatized the event in his plays Henry IV Part 1 and Part 2.

The Battlefield was Registered by English Heritage in 1995 and extends to approximately 105 ha. The southern fringes of the Battlefield were subsequently severed by the A5124 which was constructed in circa 1999. The majority of the Registered Battlefield lies to the north of the A5124 and is owned/farmed by Mrs Jagger of the Albrighton Estate. The southern edge of the site is owned by Shropshire Council with the balance being accounted for by the Churches Conservation Trust and two private residences.

Cause of Battle

The rebellion of 1403 arose from deep resentment of the way that King Henry IV had failed to reward the Percy family for securing the northern Border County. Henry Percy 'Harry Hotspur' – hatched a scheme to divide England in conjunction with Edward Mortimer and the Welsh patriot Glyn Dwr. Hotspur rode south early in July 1403 with 160 followers. His ultimate destination was Shrewsbury where he may have arranged to join forces with Glyn Dwr. By 19 July he had recruited an army of 14,000. The King hurried westwards to intercept Hotspur before he and Glyn Dwr could join forces. Both armies faced each other on 21 July, three miles north of Shrewsbury. Neither side relished the prospect of battle but negotiations failed. Finally, only some two hours before dusk, Henry's troops advanced but were met by a deluge of arrows from Hotspur's Cheshire archers. Bloody hand-to-hand fighting followed in which Hotspur was killed. By dusk the rebels had fled.

Setting

Although the open ploughed fields of 1403 have been enclosed with hedges, the lie of the land allows an appreciation of the course of events. The church of St Mary Magdalen within the battlefield was established as a memorial to the dead in 1409. The church is redundant but provides some information and a car park for visitors. The battlefield is crossed by waymarked footpaths giving access to both Royal and rebel positions. The historic Albright Hussey manor house is in use as a hotel. The church and surrounding earthworks is a scheduled ancient monument. The church and Albright Hussey manor house are also listed buildings. A field of ridge and furrow earthworks is located to the south of the church within the Registered Battlefield and with a date range of AD 1066 – AD 1499 may well have existing at the time of the battle. The probable site of a medieval fair is located within what is now a grassland field between the church and

Battlefield Farm farmstead. Amongst the privileges granted to Battlefield College was the holding of an annual fair every 22 July – the day following the anniversary of the battle. Whilst not located within the boundary of the Registered Battlefield, other designated heritage assets related to the battle include Haughmond Abbey (close to which camped King Henry's army on the eve of the battle), Shrewsbury Castle (within which Prince Henry had been ensconced) and Albright Hussey (which probably fixed the right flank of the rebel force). Collectively these assets have a very high historical value and the relationships between them are extremely important in the interpretation, understanding and appreciation of the battle.

Public interest

There has been long-standing public interest in the Battle of Shrewsbury with a range of events held on its 500th and 600th anniversaries. The battle has also been featured in a number of television documentaries including the Two Men in a Trench series presented by Tony Pollard and Neil Oliver and the Battlefield Britain series presented by Peter and Dan Snow.

Shrewsbury is one of just three Registered Battlefields in England to benefit from a dedicated permanent battlefield heritage centre (Battlefield/Exhibition 1403) and is the only one in the country which has been privately development and operated. Battlefield 1403 was opened to the public in April 2008 and has dramatically increased awareness of and interest in the Battlefield. In the year ending 31 March 2011, Battlefield 1403 attracted approximately 135,000 visitors excluding visits by 13 schools, 26 other organisations and those who just visit the Church or the southern portion of the Battlefield via the Mounds car park.

Appendix 2

Description of the Registered Battlefield and its setting

The Registered Battlefield site incorporates the following key components:

- i. The low east-west ridge at the north of the Registered Battlefield offering tactical advantages exploited by the initial deployment of the rebel army;
- ii. The 1403 visitor centre at the north east end of the Registered Battlefield;
- iii. The level fields to the south (the 'pea field') where the kings army initially deployed, and the site of medieval ridge and furrow earthworks;
- vi. The picnic area and viewing mound at the southern end of the Registered Battlefield, which afford views of the battle site and the rebel positions;
- vii. The church of St Mary Magdalene (a Scheduled Monument and Grade II* Listed Building: a collegiate church established by Henry IV as a chantry for those who fell in the battle, reputedly on the site of a mass grave);
- viii. The site of medieval fishponds for the collegiate church adjacent to the current churchyard (a Scheduled Monument);
- ix. Views from the rebel position south towards the following features:
 - The Albright Hussey manor house (a Grade II* Listed Building) located immediately adjacent to the north western boundary of the Registered Battlefield, together with the associated moat retaining wall and bridge and garden walls (which are Grade II listed in their own right);
 - Haughmond Hill to the south west, and the adjacent Haughmond Abbey (a Scheduled Monument), in the vicinity of which, the Kings army camped on the night before the battle;
 - The churches at the centre of Shrewsbury. The now visible spires post-date the battle, but clearly indicate the location of the existing centre of Shrewsbury and the position of Shrewsbury Castle as the direction from which Prince Henry's force approached the site of the battle;
 - The direction of Harlescott Grange (a contemporary Scheduled Monument) to the south;
 - The Shropshire Hills to the south west, from which general position the rebel army expected to receive Welsh support from Glyn Dwr;
 - The battlefield brook, running north west – south east beyond the southern and western margin of the Registered Battlefield, which would have been a logical place to station the Royal baggage train (through which the Royal right wing later fled after being routed). The depression along which the watercourse was aligned may also have provided a degree of concealment for the flanking movement undertaken by Prince Henry.

The Registered Battlefield would have been an open landscape at the time of the battle, without many trees or hedgerows. Subsequently hedgerows have divided the area into a series of fields. However, the area remains relatively open and the height of hedgerows is carefully managed. Consequently, the majority of the Registered Battlefield is visible from the viewing platform to the south and from the 1403 centre to the north. This sense of openness / lack of cover and the tactical advantage of the slight rise of the rebel position form important elements of the visitor perception, given the significant role which the longbow played in the battle. Longer distance views from the rebel position also have significance in interpretation of the battle as noted above.

The Registered Battlefield is traversed by an extensive network of carefully planned public footpaths. This allows the visitor to pass from the rebel position to the King's position and appreciate the local topography from both perspectives. On the lower ground, within the footpath network, the visitor is isolated to some extent from views of modern Shrewsbury only a short distance to the south. The footpaths also lead to the Church, where the tranquillity and continuing sense of memorial for the many fallen contributes to the visitor's appreciation of the Registered Battlefield.

The Registered Battlefield and its setting have been changed over time by the following developments:

- i. construction of the railway and embankment and the recent removal of vegetation from the embankment to the east of the Registered Battlefield;
- ii. electricity pylons which traverse the southern edge of the Registered Battlefield;
- iii. construction of a viewing mound and parking at the Shrewsbury Battlefield Heritage Park on the southern edge of the Registered Battlefield;
- iv. construction of the A5124 Battlefield Link Road which truncates the southern edge of the Registered Battlefield and isolates a small area of the heritage asset which is now situated to the south of the A5124;
- v. construction of industrial developments within the Battlefield Enterprise Park situated along the southern edge of the A5124;
- vi. construction of the Battlefield Waste Management Facility comprising a waste transfer station and energy recovery facility within Battlefield Enterprise Park;
- vii. developments to the east of the A49 at Shawbury Turn including the service station, Two Henrys Public House, hotel and Halls Auction / Livestock Market buildings and offices;
- viii. new three storey housing development on Battlefield Road to the south east of the Registered Battlefield.

The above changes do not detract from the need to have a consistent policy approach in place to protect and conserve th

Appendix 3

Relevant Heritage Policies and Guidance

National Planning Policy Framework

The National Planning Policy Framework (NPPF), came into force in March 2012 and sets out the Government's planning policies for England.

The NPPF includes a specific section (12: Conserving and enhancing the historic environment; Paragraphs 126 – 141), which identifies the Government's objectives for planning for the historic environment. It recognises that heritage assets are an irreplaceable resource and promotes their conservation in a manner appropriate to their significance.

Additional material in the NPPF which is thought to be relevant to the protection of heritage assets, including the Registered site of the Battle of Shrewsbury, can also be found in the following paragraphs: 6-7, 9, 17, 58-61, 63-66, 125-127.

Shropshire's Core Strategy

The Shropshire Core Strategy Development Plan Document (DPD) was formally adopted in March 2011. This sets out the strategic planning policy for Shropshire, including a 'spatial' vision and objectives. It also sets out a development strategy identifying the level of development expected to take place in Shropshire.

With regard to the historic environment, the following policies are key in achieving wherever possible, the protection and conservation of heritage assets.

CS6: Sustainable Design and Development Principles
CS16: Tourism, Culture and Leisure
CS17: Environmental Networks

Additional relevant Core Strategy policies which provide further guidance are as follows:

CS2: Shrewsbury Development Strategy
CS3: The Market Towns and Other Key Centres
CS5: Countryside and Green Belt
CS13: Economic Development, Enterprise and Employment

These can be found at the following link:

<http://shropshire.gov.uk/media/830904/shropshire-core-strategy-2011-reduced.pdf>

Site Allocations and Management of Development (SAMDev) Plan

The historic environment has a specific policy within the SAMDev plan, MD13, which can be found below:

MD13: The Historic Environment

In accordance with Policies CS6 and CS17 and through applying the guidance in the Historic Environment SPD, Shropshire's heritage assets will be protected, conserved, sympathetically enhanced and restored by:

1. Ensuring that wherever possible, proposals avoid harm or loss of significance to designated or non-designated heritage assets, including their settings.
2. Ensuring that proposals which are likely to affect the significance of a designated or non-designated heritage asset, including its setting, are accompanied by a Heritage Assessment, including a qualitative visual assessment where appropriate.
3. Ensuring that proposals which are likely to have an adverse effect on the significance of a non-designated heritage asset, including its setting, will only be permitted if it can be clearly demonstrated that the public benefits of the proposal outweigh the adverse effect. In making this assessment, the degree of harm or loss of significance to the asset including its setting, the importance of the asset and any potential beneficial use will be taken into account. Where such proposals are permitted, measures to mitigate and record the loss of significance to the asset including its setting and to advance understanding in a manner proportionate to the asset's importance and the level of impact, will be required.
4. Encouraging development which delivers positive benefits to heritage assets, as identified within the Place Plans. Support will be given in particular, to proposals which appropriately conserve, manage or enhance the significance of a heritage asset including its setting, especially where these improve the condition of those assets which are recognised as being at risk or in poor condition.

Further relevant policies providing related additional guidance:

MD2: Sustainable Design

MD7b: General Development in the Countryside

MD8: Infrastructure Provision

MD11: Tourism facilities and visitor accommodation

MD14: Waste Management Facilities

MD17: Managing the Development and Operation of Mineral Sites

Appendix 4

Historic England Advice

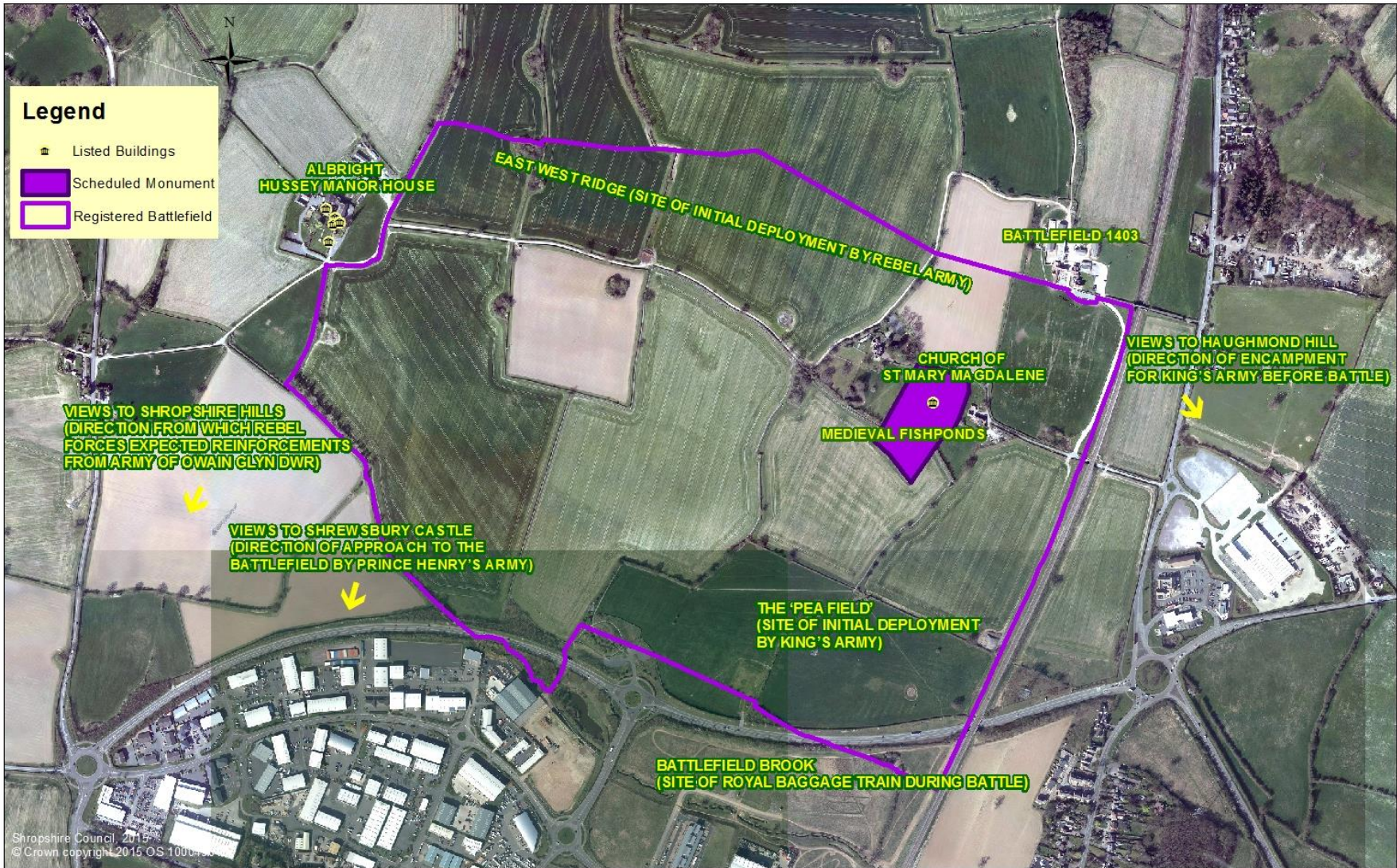
Historic England have published the following advice documents which are relevant when assessing the impacts of development proposals on the registered site of the battle of Shrewsbury.

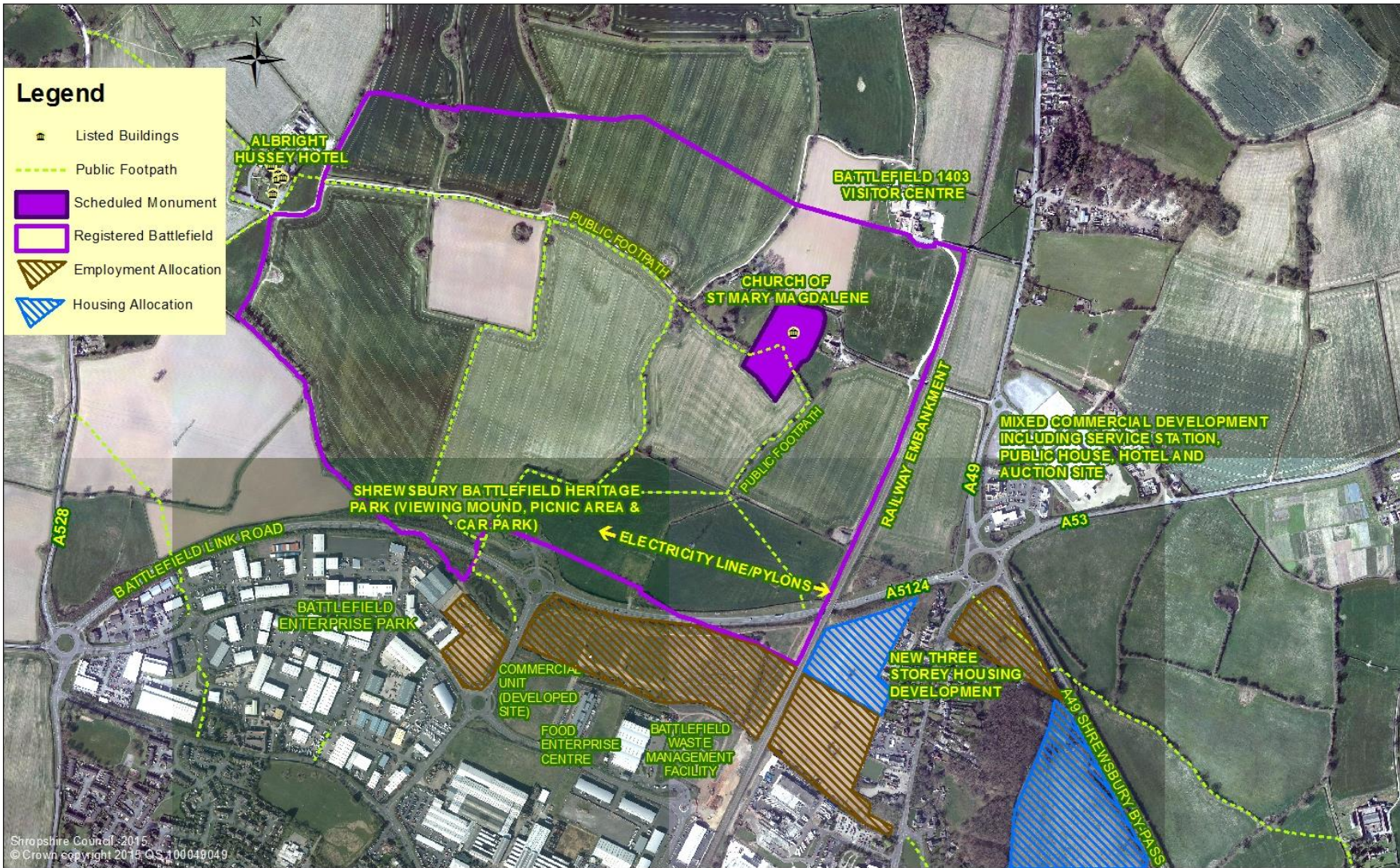
Seeing the History in the View

<https://historicengland.org.uk/images-books/publications/seeing-history-view/>

Historic Environment Good Practice Advice in Planning Note 3 - The Setting of Heritage Assets

<https://historicengland.org.uk/images-books/publications/setting-heritage-assets/>





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PLAN 2 - THE REGISTERED BATTLEFIELD AND ITS CONTEMPORARY CONTEXT AND SETTING

SCALE @ A3 :-
1:7,000

Shropshire Council
Policy and Environment
The Shirehall, Abbey Foregate
Shrewsbury, SY2 6ND