



Heritage Appraisal

Cowbridge Police Station, Glamorgan

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Basis of Report

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Appendix A **Relevant Planning Policy**

Appendix B **Methodology and Glossary of Key Terms**





LEGEND

- Site Boundary
- 250m Study Area
- Cowbridge Conservation Area

Listed Buildings

- Grade I
- Grade II*
- Grade II

82690

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Heritage Impact Assessment

Designated Heritage Assets

Figure 1

Scale 1:5,000 @ A3 Date August 2023

1.0 Introduction

1.1 Project Background

SLR Consulting was commissioned by Amity Planning Ltd to produce a Heritage Appraisal to support a pre-application advice for Cowbridge Police Station, Glamorgan (**Figure 1**), centred at NGR SS 99092 74781.

The property comprises a Grade II Listed Building (Cadw: 22293) and is located within the Cowbridge with Llanblethian Conservation Area. This report considers the historical development and significance of the site, its contributions, if any, to the significance of any nearby historic assets, and identifies the potential heritage constraints and opportunities. This report is intended to inform early engagement with the local planning authority and to guide the design process.

This assessment has been prepared in compliance with Planning Policy Wales 2021, the *Planning (Listed Buildings and Conservation Areas) Act 1990* (as amended), Llywodraeth Cymru's *Technical Advice Note 24: The Historic Environment* (2017), and with full regard to the ethical standards of the IHBC and ClfA. Relevant local plan policies are included at the back of this report (**Appendix A**).

The methodology employed during this assessment was based upon relevant professional guidance, including the Chartered Institute for Archaeologists' *Standard and guidance for Historic Environment Desk-based Assessment* and *Standard and Guidance for the Archaeological Investigation and Recording of Standing Buildings or Structures* (ClfA 2020; 2014), and relevant technical guidance issued by Cadw, including:

- *Setting of Historic Assets in Wales (Llywodraeth Cymru 2017)*;
- *Managing Change to Listed Buildings in Wales (Llywodraeth Cymru 2017)*; and
- *Heritage Impact Assessment in Wales (Llywodraeth Cymru 2017)*.

A methodology and glossary of key terms is included at the back of this report (**Appendix B**).

2.0 Historic background

2.1 Introduction

The following section provides an overview of the historic development of Cowbridge Police Station, Glamorgan, based on an assessment of the building, the Glamorgan Gwent Archaeological Trust Historic Environment Record (HER), relevant historic mapping and documents, and online data sources.¹

2.2 History of Cowbridge

Cowbridge is a market town in the Vale of Glamorgan, Wales, which lies approximately 19km west of the centre of Cardiff. Cowbridge was originally a Roman settlement which was founded in the 1st century CE. The settlement was strategically located along the main Roman road between the forts of Neath and Cardiff (Vale of Glamorgan 2010: 12; CLTC 2023).

The development of the town as a planned Borough dates from the granting of a charter of 13th March 1254 to Richard de Clare, Lord of Glamorgan and Morgan. The charter established Cowbridge as a borough, with Richard de Clare setting aside an area of 96 acres, arrayed as ribbon development along the course of West Gate / High Street / East Gate (the three being contiguous), divided into long regular burgage plots, set aside from his manor at Llanblethian (Vale of Glamorgan 2010: 12; Cowbridge History Society 2013; Glamorgan Archive Service n.d.: 1). Thereafter, de Clare developed planned units within an envelope of land set aside from his manor at Llanblethian to the south of Cowbridge. At that time, some 80-90 plots may have been constructed within the town walls (Vale of

¹ HER Enquiry Reference Number: 7058



Glamorgan 2010: 12). The town then grew into an important market and trading centre, which attracted new residents in the form of merchants and craftsmen.

By 1425, 320 plots may have been laid out to the edges of the Borough, with most of this development taking place within the walled centre of the town (Ibid.). Three distinct phases of development within Cowbridge may be identified, which have influenced the character areas of the town:

- The eastern residential terraces which run down the hillside approach to the town centre
- The old town or historic core, which includes the Church, Old Hall, Town Hall, and other principal buildings of architectural or historic interest
- The western residential area where houses are set behind verges, and stone boundary walls to the north. The Site is located within this western area.

The former marketplace at the junction of High Street and Church Street remained a focal point in the village in the medieval and early modern period. By the middle of the 18th century, Cowbridge had increased in size, developing as a coaching town with Georgian town houses, inns, and hotels. The town was relatively unaffected by industrial development in the 19th century. The Llantrisant rail link opened in 1865, however this failed to spur expansion of industrial trade within the area and the passenger service was discontinued in 1951 (Ibid.).

2.3 Cowbridge Police Station

The adoption of the 1856 County and Borough Police Act, which stipulated and mandated the design, erection, and maintenance of purpose-built police buildings, led to a proliferation of new police stations throughout England and Wales (Historic England 2017: 10).

In April 1859, a Mr. Nicholl-Carne suggested constructing a police station in Cowbridge with two cells and accommodation for two constables (People's Collection Wales 2023). The Chief Constable, noting that the constables were able to use cells under the Town Hall to the east, remarked that these were *'very damp, badly ventilated and without the usual convenience. After heavy falls of rain there is a half-inch or more of water on the floor and of course the cells there are quite unavailable. I consider them quite unfit for prisoners'* (Ibid.).

The contract for the construction of the police station was granted to a Mr. M. Moore at a price of £1,516, and the new building was completed in 1862 (Ibid.).

A number of historical photographs and drawings of the police station are held within the [People's Collection Wales](#). One such photograph from the early 1900s shows the original form of the police station, comprising a three-bay, two-storey central range, with two single-storey side wings which provided the building's principal access (**Plate 1**). The photograph shows a police officer, identified as Sergeant by the three chevrons to his right arm, with what is likely his family members, stood to the front of the building. It is likely that he and his family lived within the police station. A further photo, purportedly dated to 1915, comprises a seated group portrait, with the station's officers and sergeant, two young children, and a pet dog, sat to the front of the station (**Plate 2**). The photograph shows little of the building, though the existing side porches are not visible, indicating that they had not been constructed by this time.

A brief review of census returns for the Site reveals various sergeants and their families in residence, often with a constable lodging with the family. In 1881, the Glamorgan Census records the sergeant as a William Martin, with his wife Decima, two sons, and daughter, along with William Sparks, the police constable (National Archives ref. RG11/5329). By 1891, Charles Smith was sergeant, living at the station with a wife, six children, and William Bailey, police constable (National Archives ref. RG12/4453). In 1901, David Jones is recorded as 'County Police Sergeant', with his wife, three children, and constable John D. Rowlands (National Archives ref. RG13/5047). Finally, the 1911 Census of England and Wales records William Gill, police sergeant, with his wife and son, and Percival John Mead as constable (National Archives ref. RG14/0499).

At some point after the 1915 photograph, the two single-storey side wings of the police station were extended to two storeys, as existing, increasing the building's domestic offering, and a pair of single-storey porches were added to the front of the building. The existing main stair (to the rear of the property) appears to have been inserted around this time. Later alterations include a pair of single



storey extensions to the south of the police station, which appear to date to the latter half of the 20th century.

Accommodation for police officers and their families was increasingly moved into detached police housing during the Post-War period, eventually being phased out altogether during the later twentieth century (ECUS 2015: 43). Cowbridge Police Station appears to have followed a similar process, with a planning application, dated to 1990, ultimately being submitted for the change of use for the formerly domestic areas of the police station to offices (planning ref. 1990/00044/FUL). It is likely that a number of internal partitions and blocked fireplaces, particularly to the building's first floor, relate to this change of use.

Cowbridge Police Station was designated at Grade II by Cadw in September 1999 (Cadw 22293).

Further alterations followed in 2004, when an application was approved for internal alterations, including the removal of a glassed screen, opening up of a new doorway, and erection of new stud partitions.

By the late 1960s, a rectangular building was constructed to the south end of the police station's garden, within the south of the Site, to house a new magistrates' court, with access afforded to the west of the police station. The building comprises a single-storey block with reception and court room. By 1995, the court room was out of use, and was requisitioned as a youth and community education centre (planning ref. 1995/00307/OBS).

2.4 Cartographic Regression

The 1843 title map of Cowbridge High Street shows the Site as then comprising part of Field 19, described as a meadow of a nearby house and garden owned by Edmond Thomas and occupied by Church Robert (**Plate 3**).

The 1885 OS depicts the police station for the first time, as a roughly L-shaped building situated on the south side of the Westgate (**Plate 4**). The central bays of the building's northern elevation project forward slightly. The building stands within a rectangular garden orientated northeast to southwest. The map denotes the building on the Site as comprising the town's police station.

The 1905 and 1921 Ordnance Survey map show no discernible change to the footprint of the building or the garden plot (**Plates 5 and 6**).

The 1949 Ordnance Survey map shows no additional change to the police station by this time, however a small outbuilding with a square footprint had been constructed at the southwest corner of the garden plot (**Plate 7**). The Site remained in this composition by the time the next Ordnance Survey was published in 1964 (**Plate 8**).

Google Earth imagery from 2009 shows the Site much changed (**Plate 9**). The building had been extended to its south, while the garden had been paved for use as a parking area. A large flat roofed building, the magistrates' court, had been constructed at the southern end of the Site. Google Earth imagery from 2020 show no additional change to the Site (**Plate 10**).





Plate 1: Cowbridge Police Station, c.1900 (People's Collection Wales)



Plate 2: Cowbridge Police Station, c.1915 (People's Collection Wales)



Plate 3: Tithe Mapping, 1843



Plate 4: Ordnance Survey, 1885

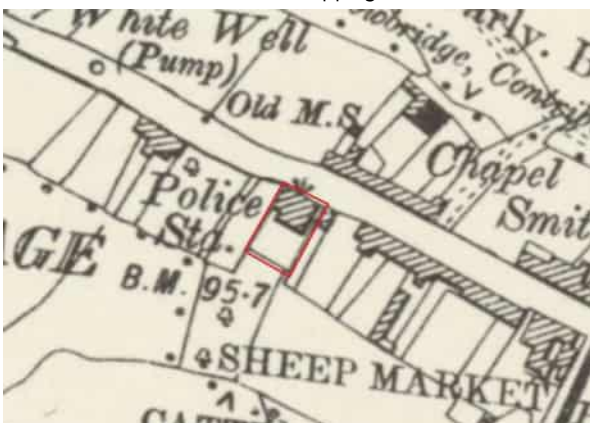


Plate 5: Ordnance Survey, 1900



Plate 6: Ordnance Survey, 1921

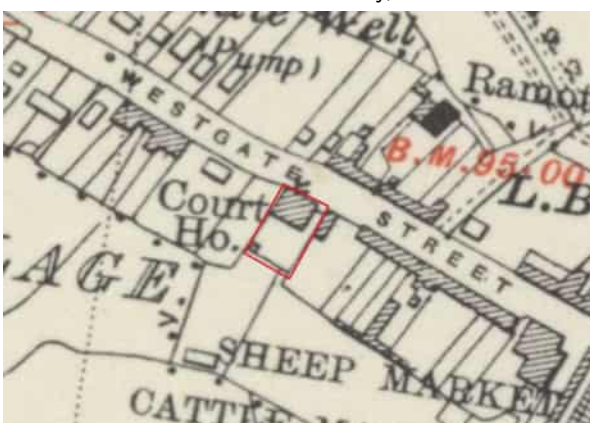


Plate 7: Ordnance Survey, 1949

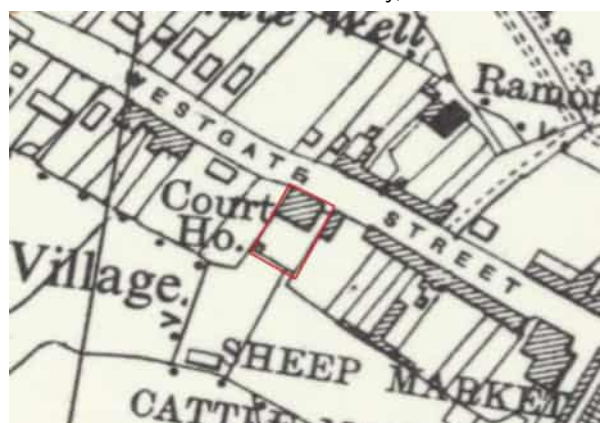


Plate 8: Ordnance Survey, 1964





Plate 9: Google Earth, 2009



Plate 10: Google Earth, 2020





Figure 2: Significance plan (red – high; yellow – low; green – nil)



3.0 Description and Significance

A site visit was conducted on 8th August 2023 by SLR Consulting Ltd.

Cowbridge Police Station is sited within the west of Cowbridge, to the south side of West Gate (**Figure 1**). Illustrative plans of the police station are presented within **Figure 2**. These plans are colourised to reflect the relative significance of the building's fabric / spaces. The building is numbered with 'Blocks' on the plans to aid description (e.g., Block G1, F1, etc.).

The Police Station is situated to the front (north) of its plot, fronting directly onto the pavement to Westgate. There is access via a driveway to the east of the building to a paved rear yard. South of the police station is the former Magistrates' Court. The court building faces to the west, and is accessed via a driveway to the west of the police station.

3.1 Cowbridge Police Station

3.1.1 Exterior

Cowbridge Police Station comprises a two-storey Grade II listed building, primarily dating to 1862, constructed of grey, coursed stone, with narrower courses to the early 20th-century first-floor wings (Ref No: 22293) (**Photos 1 – 4**). The building features contrasting buff ashlar dressings, quoins, bands, and hipped slate-clad roofs with red tile ridges.

The building's principal (north) elevation features a central projecting three-bay block with a hipped roof, with two pairs of camber-headed sash windows on the first floor and three arched openings set with original steel-framed multi-pane casement windows to the ground floor. Beneath the first-floor windows the words Police Station are engraved. Flanking the central bays are two single-storey porches, constructed during the early 20th century, with round-headed doorways to the sides, providing the principal access to the building (**Photos 5 and 6**). Two single-bay two-storey wings sit to either side of the central bays (**Photos 7 and 8**). The wings to the east and west feature round-headed windows to the ground floor (a replaced timber-framed sash window to the east bay, and a replaced uPVC window to the west), and paired camber-headed sashes to the upper floor.

The building's western elevation was originally blank at ground floor level, though two 20th-century casement windows with stone sills and lintels have subsequently been inserted. The early 20th-century first floor of the elevation features two two-pane sash windows with canted stone lintels and stone sills. A change in stonework to the elevation's southern end relates to a later 20th-century extension, the west elevation of which is blank.

To the building's south elevation are a pair of rendered single-storey late 20th-century extensions, which mask much of its ground floor. That to the east infills the southeastern corner of the building and extends across the rear of the cell block (Block G5). The east extension flat roofed, though with a pitched corrugated metal roof where it abuts the cell block and features three modern doors to its southern elevation. The extension is lit by modern uPVC windows. The west extension is also flat roofed, and with a doorway proving access to its eastern end, and a pair of uPVC windows lighting its interior. An external fire escape stair provides access to the extension's roof and to a fire escape door inserted into the rear of the west wing above. To the centre of the police station's southern elevation is a hipped-roof cell block of three regular bays, with three original high-set steel-frame windows, protected by bars affixed to stone jambs (**Photo 9**). Beneath the western window of the cell block, a small four-pane sash window with buff-brick jambs has been inserted. Above the cell block, two original window openings with canted headers can be glimpsed, lending light to the top of the building's main stair within. East of the cell block the building's southern elevation is largely blank above the late 20th-century extension, save for a single inserted small sash window, which lights a small toilet. West of the cell block, above the western extension, the fire escape stair leads to an inserted first-floor doorway, set with a plain fire door. To either side of the doorway are a pair of windows with canted headers, set with modern uPVC windows.

The building's eastern elevation is largely blank save for a pair of windows to the southern end of the original east wing: an arched opening with a steel-framed multi-pane casement window and a smaller steel-framed multi pane window with a stone lintel.



3.1.2 Interior ground floor

The ground floor of Cowbridge Police Station is described with reference to 'Blocks' to aid description (refer to **Figure 2**): Block G1 in the centre, Block G2 in the east wing, Block G3 in the west wing, Block G4 to the south, relating to the cell block, and Block G5 comprising the main stairwell.

Block G1

Block G1 has a rectangular footprint, with wood parquet flooring and fluorescent strip lighting above (**Photos 10 – 16**). The space is divided into an office and small reception by a modern part-glazed reception counter and screen. The room was formerly divided into three rooms by historical studwall partitions, though large openings have since been inserted through those walls to form a single quasi-open plan room. Variation in the parquet flooring indicate where the partially removed walls would have been sited. The front (north) part of the room features an egg-and-dart cornice, which respects the earlier partitions. The room is accessed via the western porch, with a blocked entrance to the eastern porch. Secondary doorways lead east and west to Blocks G2 and G3.

Block G2

Block G2 forms the eastern wing, accessed via the eastern porch (**Photos 17 – 22**). The porch leads through to a long corridor, providing access through to Block G1, the cell block (Block G4), the stairwell (Block G5), and to the modern extension to the south of the building. The corridor is carpeted, with a plain skirting. The north end corridor features egg and dart corning. A downstand to the south end of the corridor appears to relate to a removed wall and doorway, with the corridor beyond the downstand, which leads to the main stair and south extension, lacking any corning.

East of the corridor are two rooms, most recently offices, divided north – south by a brick wall and chimney breast. A possible blocked opening provided circulation between the rooms, east of the fireplace. The front (north) room features egg and dart corning, while the southern room is devoid of corning. Both rooms are carpeted and feature simple ogee skirting boards. It is likely that these rooms originally served as family living rooms, before being converted to office use later in the 20th century.

The extension to the south of Block G2 comprises an office, shower, and loo.

Block G3

Block G3 relates to the western wing (**Photo 23 – 27**). Access to the block is afforded from the north via the western porch, leading to a corridor providing access to Block G1, the main stair (Block G5), the cell block (Block G4), and a small southern extension, which comprises a loo. The corridor is absent the corning and skirting seen within Block G2 and appears very much modernised / functional in character.

West of the corridor are three rooms, comprises office / interview rooms and a loo. The layout of these rooms appears modern, with modern suspended ceilings and décor.

Block G4

Block G4 relates to the former cell block at the southern end of the building, which contains three former cells facing onto the rear yard area (**Photo 28 – 32**). A modern lean-to extension was subsequently constructed against the south elevation of the block. The cell block was originally accessed from the east only, via an entrance to the south end of Block G2. A second access has subsequently been formed to the west, leading to the toilet block extension to G3.

The interior of the cell block has been altered to form stores / evidence rooms. The western cell features an inserted sash window to its south and appears to have most recently been used as a cloak room. The centre cell block is the best preserved, retaining what appears to be an original timber bench, vaulted brick ceiling, and timber cell door. The room has subsequently been retrofitted with shelved to form an evidence room. The eastern cell now houses a server room. The cells are formed with brick walls, their openings reinforced with stone jambs.

Block G5

Block G5 relates to the main stairwell and hallway to the south of Block G1, north of G4 providing circulation between ground and first floor (**Photo 33 – 36**). The stair is doglegged, climbing west to a half landing before returning to the east. The stair is protected by a timber balustrade with boxed-in



balusters and a simple moulded handrail, with plain square-sectioned newel posts. The style of the stair, and its relationship with the early 20th-century first-floor extensions, suggests an early 20th-century date of construction. A simple moulded skirting runs up the outside edge of the stair. The hallway at the base of the stair leads through from G2 to G3, via a doorway to the west of the stair. Here, an original four-panel door survives, albeit the door's architrave is modern.

At first-floor level, the stair leads to a short, narrow landing, protected by a continuation of the banister. The landing, and top of the stair, projects into the east wing slightly.

3.1.3 First Floor Interior

The first floor of the building comprises three blocks: Block F1 to the centre, Block F2 to the east, and Block F3 on the west. The stairwell is located in the centre of the building at its south end, with its landing providing circulation through to each block. Blocks F2 and F3 relate to the early 20th-century first-floor extension of the wings, their construction necessitating the insertion of new doorways off the central block for access.

The layout of rooms to the first floor is primarily modern, relating to the conversion of the space to offices (e.g., planning ref. 1990/00044/FUL). No original décor, fixtures, or fittings were observed. Skirtings are all modern, floors are carpeted, and no cornicing survives (if ever present).

Block F1

Block F1 comprises the central part of the building, including the landing, two offices to the front (north) of the building, and a kitchen and informal breakout space situated off the landing (**Photos 37 – 40**). It is possible that the north-south wall dividing the two front rooms is original, though this could not be confirmed at the time of the site visit. The western office features a chimney breast, though any fireplace has been blocked. It is likely that there would have been a chimney breast within the eastern office also, as evidenced by a chimney visible to the building's roof, though this has since been removed.

Block F2

Block F2 comprises the first floor of the east wing (**Photos 41 – 43**). The space is divided into three rooms: a pair of former bedrooms and a bathroom. The bedrooms are divided north – south by a likely original (early 20th-century) partition wall. A pair of corner fireplaces originally heated both rooms, evidenced by an extant chimney breast, though these have since been blocked up.

Block F3

Block F3 comprises the first floor of the west wing (**Photos 44 – 46**). The space is divided into a pair of offices, a store, and a loo by modern partitions. A chimney breast is sited to the centre of the block's western wall evidencing the location of a probable former fireplace.

3.1.4 Setting

The area of West Gate as it relates to the Site is typified by late 18th, 19th, and 20th-century residential properties, often constructed within, and respecting, the form of the earlier narrow burgage plots, which remain legible on aerial imagery (**Photos 47 and 48**). The Site is not typical in this regard, being situated within a wide plot, comprising an amalgamation of several earlier plots (**Photo 49**). The Police Station is afforded space on the street, befitting its status as a civic building, and is generally of greater massing than the adjacent residences, with high floors. The building's hipped roofs also mark it apart from the other historical properties along West Gate, which typically feature gabled roofs, side on to the street.

The rear part of the Site, and the former magistrates' court building are generally screened from the street and wider area, only visible in short views in passing the Site, owing to its reduced scale and screening afforded by vegetation along the western Site boundary.

3.1.5 Significance

The police station has architectural and historical value for its generally well-preserved external appearance, being illustrative of the building's evolved early 20th-century form, with its phasing legible. The building's external interest is greatest to the north, as it presents onto Westgate, though the rear



elevation of the cell block, with its preserved cell windows, is also notable. Detracting aspects of the building's external interest include the modern extensions to its rear (south), replaced uPVC windows, and inserted modern window and door openings (these are more evident to the rear of the property).

The building derives further interest from its few preserved internal features, most notably the surviving cell block with its partially retained plan form and retained cell windows. The best-preserved of the cells is the central cell, with its preserved bench and cell door. Where extant, the retained egg-and-dart corning within the front rooms and corridor of Block G1 and G2 are also of note, as they evidence something of the former domestic character and use of these parts of the building. Detracting features include the extensive loss of fixtures and fittings (including all fireplaces), furnishings, and associated functions throughout the building, as well as alterations to layout. Aspects of the building's early 20th-century extension / alteration, including the existing main stair, are generally of low interest only, that interest relating to how they illustrate the changing role and use of the police station at the time.

Setting makes little contribution to the significance of the Police Station. Aspects which do include its general siting and spatial relationship to Cowbridge, and its prominence in local views along Westgate, the building's prominence being a deliberate aspect of its design. Nearby historical buildings provide some historical context for the police station, but ultimately are not a significant aspect of what is important about the building.

The juxtaposition of the former magistrates' court to the police station is of minor significance, being a typical arrangement for many rural police stations, albeit the late date of the magistrate's court limits any contributions or group value with the police station. Those contributions are further reduced by the change of use of the court building, its poor repair, and the changes to the court building which have reduced its architectural interest.

3.2 Magistrates' Court

The Magistrates' Court building dates to the late 1960s and is constructed in a Modern style in buff brick laid in a stretcher bond pattern (**Photos 50 and 51**). The building is flat roofed, with a raised central section to the roof above the court room. The building features a projecting wide central bay to its principal (west) elevation. This bay features a central doorway with a glazed aluminium door, flanked by two large uPVC windows on either side which rise to the same height as the doorway. The windows and doorway are set within a concrete surround. Below the windows are rectangular mosaic panels created as part of the building's use as a youth centre. A concrete ramp and adjoining stair to the east, both with metal railings, provides access to the main entrance. The doorway and windows are later replacements, while the ramp and mosaics are also later alterations.

The building's north elevation, facing towards Cowbridge Police Station features a central horizontal panel, with a contiguous concrete lintel and sill, set with regularly spaced uPVC windows, divided by concrete panels.

The building's east and south elevations were not seen at the time of the site visit, nor was the building's interior accessed.

3.2.1 Significance

The magistrates' court is of minor significance only and is unlikely to qualify as an historic asset. Though historical photographs suggest the original building has some architectural merit, subsequent changes to the building, including the replacement of its original front door and windows, is such that its architectural value is much reduced.

3.3 Cowbridge with Llanblethian Conservation Area

Cowbridge Police Station is located along West Gate in Cowbridge town centre and is situated within the northwest section of the Cowbridge with Llanblethian Conservation Area. Parts of Cowbridge and Llanblethian were designated as a conservation area in October 1970 by the former Glamorgan County Council in recognition of its special architectural and historic interest. The Cowbridge and Llanblethian Conservation Area Appraisal and Management Plan was adopted by the Vale of Glamorgan Council in July 2021.



The historic core of Cowbridge includes the walled town, Eastgate, and Westgate. Cowbridge is linear in form, with burgage plots arrayed to north and south of its main street. The distinctive character of the burgage plots results in continuous development fronting onto both sides of Eastgate, High Street, and Westgate. Buildings typically range from between two to four storeys in height, displaying an eclectic mix of detail. Buildings within the historic town core largely date from the 18th and 19th centuries.

Notable buildings include the medieval Grade I listed Church of the Holy Cross (Ref No: 13187), located approximately 320m southeast of the Site. The earliest phase of the church dates to the 13th century. Other landmarks include the Town Hall, a Grade II* listed building located approximately 500m east of the Site, constructed during the Georgian period (Ref No: 13200).

Predominant building materials include locally sourced lias limestone, which is generally used in the construction of buildings and boundary walls in historic sites dating up to the 19th century. This stone is generally laid as rubble, and typically lime washed or lime rendered. Rough casting and pebble dash are also present on some facades. Occasionally, Victorian and later buildings have used bathstone in dressings around windows and doors, in string courses, and in copings.

Though thatched roofs were common in the area prior to the late 19th century, slate roofs now predominate. Sash windows comprise the most common form of fenestration, with traditional timber casements on some facades such as lesser domestic buildings and outbuildings.

The Vale of Glamorgan Council have identified five 'Character Zone's within the conservation area, including: High Street, Westgate, Eastgate, East Village, Town Mill, and Llanblethian. The Site is located within the Westgate Character Zone, which comprises flat land away from flood plain, and bound by common fields to the south.

3.3.1 The Site

The area of West Gate as it relates to the Site is typified by late 18th, 19th and 20th-century residential properties, often constructed within, and respecting, the form of the earlier narrow burgage plots, which remain legible on aerial imagery. The Site is not typical in this regard, being situated within a wide plot, comprising an amalgamation of several earlier plots. East of the Site, properties are generally tightly packed, forming a near contiguous terrace of disparate dwellings, while the form of development loosens to the north and west of the Site, giving way to detached and semi-detached dwellings typical of the early and later 20th century. Development is generally setback behind a wide pavement here, with mature pollarded trees characterising the north side of the road. The Police Station is afforded space on the street, befitting its status as a civic building, and is generally of greater massing than the adjacent residences, with high floors. The building's hipped roofs also mark it apart from the other historical properties along West Gate, which typically feature gabled roofs, side on to the street.

The rear part of the Site, and the former magistrates' court building are generally screened from the street and wider area, only visible in short views in passing the Site, owing to its reduced scale and screening afforded by vegetation along the western Site boundary.

The Police Station makes a positive contribution to the character and appearance of the conservation area as a well-preserved civic building of some architectural merit, which is illustrative of the later development of Westgate and the changes wrought by the proliferation of new development within Cowbridge through the later 19th and 20th centuries.

Conversely, the rear part of the Site makes little contribution, if any, to the character and appearance of the conservation area. The mature plantings which bound the western edge of the Site are visible in views east along Westgate, however, and do contribute to the aesthetic value of such views.

3.4 Historic Assets outside the Site

The Site is situated close to a number of other listed buildings (**Figure 1**). However, none of those identified historic assets have any meaningful visual, spatial, historic functional, thematic, nor group value with the Site, such that, as existing, they make no contribution to its significance, and vice versa. As the broad proposals envisage the retention of Cowbridge Police Station, it is considered unlikely that the Site's redevelopment will impact upon any historic assets outwith the Site.



4.0 The Proposed Development

The proposed scheme comprises the conversion of the former police station into six one-bed flats, retaining key features identified by this assessment. Opportunities are taken to better reveal or enhance the significance of the building, with proposals for replacement of existing uPVC and later 20th-century casement windows, restoration of historical windows, or their parts, where possible, and measures to enhance the building's energy efficiency (e.g., heritage double glazing). The existing poor-quality extensions to the rear of the building will be removed, better revealing the form of the cell block, with a replacement infill extension to the block's east to allow for a more efficient use of space within the building. Such enhancements carry great weight in favour of the scheme.

To the rear of the Site, the former Magistrates' Court building will be removed, with a new two-storey, eight-unit block of apartments constructed in its stead. The outline proposal respects the building's existing context, including the primacy of the police station, while creating interest in its form and appearance.

The hard standing between the police station and new flats will be removed and landscaped, with new plantings, plant beds, grass, and seating. Though ahistorical in form, the new landscaping will be a significant aesthetic enhancement, for the betterment of the police station and Cowbridge with Llanblethian Conservation Area. Existing plantings to the Site's edges will be retained and enhanced, and the existing vehicular access off Westgate will be reused.

The existing design is the result of iterative conservation-led discussions among the Client Team. Importantly, fabric of high significance is to be safeguarded, including the layout of the cell block (allowing for limited partitioning). Existing, proposed, and demolition drawings are provided with the pre-application package, alongside a design and access statement (by Spring Design) which provides further detail on the design rationale and justification for proposed changes.

5.0 Constraints and Opportunities

This section briefly considers the potential heritage constraints and opportunities and looks at the building as a heritage asset within the context of local and national planning policy.

5.1 Overview

The following constraints and opportunities were identified through initial appraisal of the Site and have informed ongoing design works.

The reuse and redevelopment of Cowbridge Police Station presents an opportunity to bring the building back into use, within what is likely its optimum viable use. A residential function for much of the police station is entirely appropriate considering its original function and design. Any scheme for the building should include for removal / replacement of detracting elements, where possible, including replacement of the uPVC windows to the building's principal elevation, to restore and rationalise its appearance, and thereby enhance its significance. Internal alterations will likely be necessary as part of any proposed change of use. However, these are justified, and endeavour to preserve, enhance, or better reveal original or significant features where possible. This includes aspects of the building's planform (refer to **Figure 2**), and features such as the extant egg-and-dart corncicing. It would be appropriate to include a schedule of works/significance plans, including consideration of their individual significance, as part of any full listed building consent / planning application, particularly for features such as windows, to inform on the scheme's impact (positive, neutral, or negative).

The cell block is one of the building's most significant surviving elements and is likely to be most difficult to repurpose or use effectively as part of the building's conversion. Consideration should be given to preserving and restoring the central cell, removing the existing shelving, and better preserving its character and form. Potential uses for the cell block might include offices, stores / pantries, walk-in cupboards, or bathrooms. The cell blocks should be seen as an opportunity to create a unique and marketable space within the building.

The existing yard area to the rear of the police station, and the driveway to its west leading to the former magistrates' court, is presently purely functional, of no heritage or aesthetic value, and makes no contributions to the significance of the police station nor to the character and appearance of the



conservation area. The scheme presents an opportunity to landscape and introduce new plantings into these parts of the Site, enhancing its contributions to both.

The proposed demolition and replacement of the existing magistrates' court is acceptable from a heritage perspective; evidence suggests that it is not an historic asset. Moreover, the existing building is in poor repair, makes no contribution to the character and appearance of the conservation area, and makes only a very minor, thematic, contribution to the significance of the police station. The appropriateness of the Site for new development is demonstrated by the existing magistrates' court, which is well screened, and not widely experienced from within the conservation area. The form and scale of any new development should factor in the need to preserve or enhance the setting of the police station, and the stipulations of the *Cowbridge with Llanblethian Conservation Area Appraisal and Management Plan* (Vale of Glamorgan 2010). The scale of any new building here should be subordinate to the police station, incorporating materials or styling sympathetic to the conservation area and listed building.

A detailed heritage impact assessment assessing the impact of these changes and providing full justification will subsequently be produced to inform the subsequent planning and listed building consent applications.

6.0 Conclusion

Overall, the proposed scheme, as outlined, presents an opportunity to enhance the significance of Cowbridge Police Station which ensuring its ongoing preservation within what is likely to prove its optimum viable use. Securing its future and ensuring its viable use is at the core of the proposals, and the scope of the design of the proposed development has been considered to achieve this aim while maintaining the integrity of the key constituent elements of the structure's significance, as defined above. The proposed development represents a conservation-led approach to securing a viable and sustainable future for the listed building, maintaining its overall position in its setting, and preserving those elements and interests which contribute to its overall significance, where possible.

The proposed landscaping and improvements to the building will result in a localised, minor, enhancement of the Cowbridge with Llanblethian Conservation Area and nearby historic assets also, with the introduction of new plantings and soft landscaping. This creates a strong policy presumption in favour of the scheme.

As it stands, the scheme would comply with Policy SP10 - Built and Natural Environment and Policy MD8 - Historic Environment of the Vale of Glamorgan LDP Strategy 2017, Section 6.1 of Planning Policy Wales 2024, and with the statutory requirements of the Planning (Listed Buildings and Conservation Areas) Act 1990.





Photo 1: North elevation of Cowbridge Police Station



Photo 2: South elevation of Cowbridge Police Station



Photo 3: West elevation of Cowbridge Police Station



Photo 4: East elevation of Cowbridge Police Station



Photo 5: East porch



Photo 6: West porch





Photo 7: West wing, north elevation



Photo 8: East wing, north elevation



Photo 9: South elevation of the cell block



Photo 10: East side of Block G1, facing south



Photo 11: East side of G1, facing north



Photo 12: Reception desk G1, facing west





Photo 13: Reception desk G1, facing north



Photo 14: West side of G1, facing north



Photo 15: View from G1 into the west porch



Photo 16: Blocked opening to east of G1

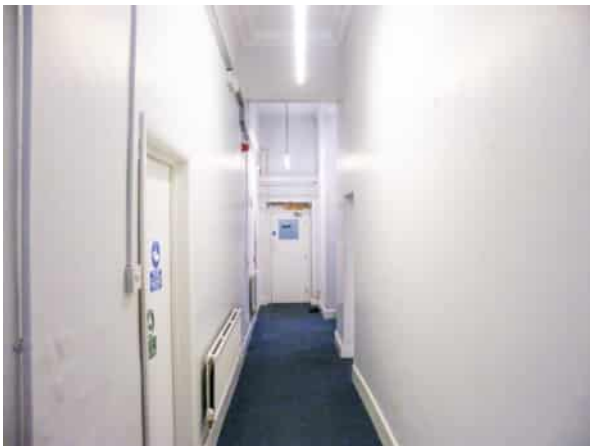


Photo 17: Corridor G2, facing south



Photo 18: Corridor G2, facing north





Photo 19: North room G2, facing south



Photo 20: South room G2, facing north



Photo 21: South extension to G2



Photo 22: South extension to G2

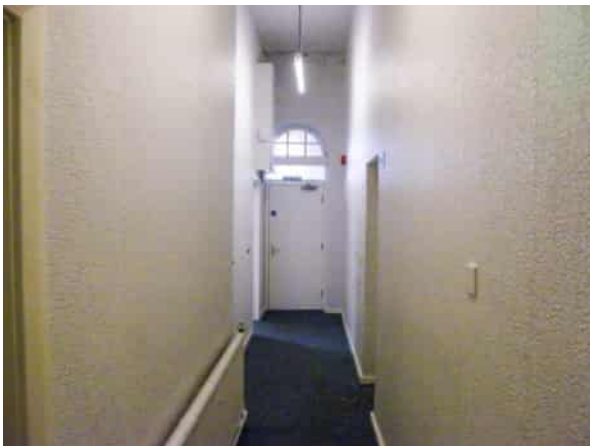


Photo 23: Corridor G3, facing north



Photo 24: Corridor G3, facing south





Photo 25: North room G3, facing east



Photo 26: centre room G3, facing west



Photo 27: South room G3, facing west



Photo 28: West cell, facing south



Photo 29: Corridor between cells, facing west (blocked by cabinet)



Photo 30: East cell, facing south





Photo 31: Central cell, facing south



Photo 32: Central cell, facing north



Photo 33: View from G3 into G5



Photo 34: Main stair, facing west



Photo 35: View up stair, facing east



Photo 36: View west along landing





Photo 37: F1 east office, facing north



Photo 38: F1 west office, facing north



Photo 39: F1 landing room, facing south



Photo 40: F1 kitchen, facing south



Photo 41: F2 bathroom, facing south



Photo 42: F2 south room, facing south





Photo 43: F2 north room, facing south



Photo 44: F3 bathroom, facing west



Photo 45: F3 central room, facing west



Photo 46: F3 north room, facing east



Photo 47: View west along Westgate



Photo 48: View east along Westgate





Photo 49: View southwest to Westgate



Photo 50: Principal (west) elevation of the former Magistrates' Court



Photo 51: North elevation of the former Magistrates' Court



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Appendix A Relevant Planning Policy

Legislation

National Legislation which applies to the consideration of cultural heritage within development and the wider planning process is set out in the table below:

Title	Key Points
<p>Ancient Monuments and Archaeological Areas Act 1979 (amended by the National Heritage Act 1983 and 2002)</p>	<p><i>Scheduled Monuments, as defined under the Ancient Monuments and Archaeological Areas Act (1979), are sites which have been selected by a set of non-statutory criteria to be of national importance. Where scheduled sites are affected by development proposals there is a presumption in favour of their physical preservation. Any works, other than activities receiving class consent under the Ancient Monuments (Class Consents) Order 1981, as amended by the Ancient Monuments (Class Consents) Order 1984, which would have the effect of demolishing, destroying, damaging, removing, repairing, altering, adding to, flooding or covering-up a Scheduled Monument require consent from the Secretary of State for the Department of Culture, Media, and Sport.</i></p>
<p>Planning (Listed Building and Conservation Areas) Act 1990</p>	<p><i>Buildings of national, regional, or local historical and architectural importance are protected under the Planning (Listed Buildings and Conservation Areas) Act 1990. Buildings designated as 'listed' are afforded protection from physical alteration of effects on their historical setting.</i></p>

Vale of Glamorgan LDP Strategy 2017

Policy SP10 - Built and Natural Environment

Development proposals must preserve and where appropriate enhance the rich and diverse built and natural environment and heritage of the Vale of Glamorgan including:

- 1. The architectural and / or historic qualities of buildings or conservation areas, including locally listed buildings;*
- 2. Historic landscapes, parks and gardens;*
- 3. Special landscape areas;*
- 4. The Glamorgan Heritage Coast;*
- 5. Sites designated for their local, national and European nature conservation importance; and*
- 6. Important archaeological and geological features.*

Policy MD8 - Historic Environment

Development proposals must protect the qualities of the built and historic environment of the Vale of Glamorgan, specifically:

- 1. Within conservation areas, development proposals must preserve or enhance the character or appearance of the area;*
- 2. For listed and locally listed buildings, development proposals must preserve or enhance the building, its setting and any features of significance it possesses;*
- 3. Within designated landscapes, historic parks and gardens, and battlefields, development proposals must respect the special historic character and quality of these areas, their settings or historic views or vistas;*
- 4. For sites of archaeological interest, development proposals must preserve or enhance archaeological remains and where appropriate their settings.*





Appendix B Methodology and Glossary of Key Terms

Methodology

Sources

Cadw was consulted to provide information on:

- Scheduled monuments
- Listed buildings
- Registered parks and gardens
- Registered battlefields

Information regarding Conservation Areas was obtained from Vale of Glamorgan Council. Available published and unpublished documents were consulted, including records held at the Glamorgan Archives, and historic land-use has been characterised. Sources consulted are listed in the Bibliography at the end of the report.

Published and Unpublished Sources

The Glamorgan-Gwent Archaeological Trust Historic Environment Record (GGAT HER) was consulted for the study area around the proposed development site.² In addition, relevant published and unpublished sources were consulted, relating both to specific sites of interest, and also to the general archaeological and historic character of the wider study area. Unpublished reports of previous archaeological interventions (grey literature) were consulted online where relevant.

Cartographic Sources

Assessment of relevant mapping held in archives and digital mapping available online was undertaken to provide information on the archaeological potential of the proposed development site and its historic development.

Chronology

Where chronological and historical periods are referred to in the text, the relevant date ranges are broadly defined in calendar years as follows:

- Palaeolithic (Old Stone Age): 1 million–12,000 BP (Before present)
- Mesolithic (Middle Stone Age): 10000–4000 BC
- Neolithic (New Stone Age): 4000–2400 BC
- Chalcolithic/Beaker Period: 2400–2000 BC
- Bronze Age: 2000–700 BC
- Iron Age: 700 BC–AD 43
- Roman/Romano-British: AD 43–410
- Early Medieval: AD 410–1066
- Medieval: AD 1066–1540
 - Norman: AD 1066–1140

² HER Enquiry Reference Number: 7058



- Gothic: AD 1140–1530
- Post-medieval: AD 1540–1750
 - Tudor: AD 1485–1603
 - Stuart: AD 1603–1714
 - Georgian: AD 1714–1837
- Industrial: AD 1750–1900
 - Victorian: AD 1837–1901
 - Edwardian: AD 1901–1910
- Modern: AD 1910–Present

Study Area

A 250 metre radius Study Area, measured from the site boundary, was used to establish which historic assets within the surrounding area had the potential to be affected by future development within the site. Where future development was found to have the potential to change the setting significance of any historic assets beyond the Study Area, due to intervisibility or change to any meaningful historic functional association, these too have been considered.

The Site was inspected on 8th August 2023.

Key terms

Historic assets

The Conservation *Principles for the sustainable management of the historic environment in Wales* (Cadw 2011, 36) document defines a historic asset as: ‘*an identifiable component of the historic environment. It may consist or be a combination of an archaeological site, an historic building, or a parcel of historic landscape. Nationally important historic assets will normally be designated*’.

Significance

Conservation Principles (Ibid., 38) defines significance as: ‘*the sum of the cultural heritage values, often set out in a Statement of Significance*’.

Current national guidance (Cadw) for the assessment of the significance of historic assets expresses significance in terms of ‘*values*’, as used within this report (Ibid., 10). Values are analogous with ‘*special interest*’ as used within the Planning (Listed Buildings and Conservation Areas) Act 1990. The values set out under *Conservation Principles* include:

- **Evidential value.** *This derives from those elements of an historic asset that can provide evidence about past human activity, including its physical remains or historic fabric. These may be visible and relatively easy to assess, or they may be buried below ground, under water or be hidden by later fabric. These remains provide the primary evidence for when and how an historic asset was made or built, what it was used for and how it has changed over time. The unrecorded loss of historic fabric represents the destruction of the primary evidence.*

Additional evidential values can be gained from documentary sources, pictorial records and archaeological archives or museum collections. To assess the significance of this aspect of an asset, all this evidence needs to be gathered in a systematic way and any gaps in the evidence identified.

- **Historical value.** *An historic asset might illustrate a particular aspect of past life or it might be associated with a notable family, person, event or movement. These illustrative or*



associative values of an historic asset may be less tangible than its evidential value but will often connect past people, events, and aspects of life with the present. Of course, the functions of an historic asset are likely to change over time and so the full range of changing historical values might not become clear until all the evidential values have been gathered together. Historical values are not so easily diminished by change as evidential values and are harmed only to the extent that adaptation has obliterated them or concealed them.

- **Aesthetic value.** *This derives from the way in which people draw sensory and intellectual stimulation from an historic asset. This might include the form of an historic asset, its external appearance and how it lies within its setting. It can be the result of conscious design or it might be a seemingly fortuitous outcome of the way in which an historic asset has evolved and been used over time, or it may be a combination of both.*

The form of an asset normally changes over time. Sometimes earlier pictorial records and written descriptions will be more powerful in many people's minds than what survives today. Some important viewpoints may be lost or screened, or access to them may be temporarily denied. To assess this aspect of an asset, again the evidence of the present and past form must be gathered systematically. This needs to be complemented by a thorough appreciation on site of the external appearance of an asset in its setting. Inevitably understanding the aesthetic value of an historic asset will be more subjective than the study of its evidential and historical values. Much of it will involve trying to express the aesthetic qualities or the relative value of different parts of its form or design. It is important to seek the views of others with a knowledge and appreciation of the historic asset on what they consider to be the significant aesthetic values.

- **Communal value.** *This derives from the meanings that an historic asset has for the people who relate to it, or for whom it figures in their collective experience or memory. It is closely linked to historical and aesthetic values but tends to have additional or specific aspects.*

Communal value might be commemorative or symbolic. For example, people might draw part of their identity or collective memory from an historic asset, or have emotional links to it. Such values often change over time and they may be important for remembering both positive and uncomfortable events, attitudes or periods in Wales's history. Historic assets can also have social value, acting as a source of social interaction, distinctiveness or coherence; economic value, providing a valuable source of income or employment; or they may have spiritual value, emanating from religious beliefs or modern perceptions of the spirit of a place.

These values should not be seen as prescriptive, but rather as a guide for understanding the significance of a historic asset. For example, a historic asset may have values beyond the scope of evidential, historic, aesthetic, or communal value – they may be significant for e.g., their group value.

Cadw advise a five-staged approach to decision-making in applications affecting historic assets (adopted here), and provide that the results be set out within a heritage impact statement submitted with any subsequent planning or consent application, as follows:

- 1) explaining objectives and why changes are desirable or necessary
- 2) understand the significance of affected historic asset
- 3) identify proposed changes
- 4) assess the impact of the proposals
- 5) set out the reasoning behind the proposals, including design concepts and principles, in the light of the assessment process

Defining the Contribution of Setting

Cadw's Conservation Principles (2011, 38) defines setting as: *'the surroundings in which an historic asset is experienced, its local context, embracing present and past relationships to the adjacent*



landscape. Technical Advice Note 24 adds that: *'It often extends beyond the property boundary or curtilage and into surrounding landscape or townscape'*.

The setting assessment presented within this report was guided by the recommendations outlined in *Setting of Historic Assets in Wales* (Cadw 2017, 5-6). The guidance advocates a four-staged approach to the assessment of the effects of development on the significance of historic assets due to a change within their setting, using a four-step process.

In terms of the practical method for this assessment, initial discrimination of the sites for which there was a potential effect on setting was undertaken as a desk-based exercise before further consideration was given to those heritage assets where non-visual and/or intangible elements of setting may be affected by the proposed development. This stage also included a consideration of potential setting effects deriving from the other aspects of the proposed development: principally the alteration of historic fabric or inclusion of modern elements into historic buildings. This asset was subject to a site visit to check the initial findings of desk-based assessment and make a photographic record of key views or other aspects of its setting and significance. In line with the current guidance, assessment comprised a description of the contributory factors to the asset's significance, including the contribution of setting, and the potential effects of the proposed development on those factors.

Harm

Potential development effects (impacts) upon the significance of historic assets are discussed in terms of *'harm'*, with reference to the *Conservation Principles* (Ibid., 36). Harm, in heritage terms, is considered to result when the heritage values of a historic asset are reduced. Harm is defined as: *'change for the worse, here primarily referring to the effect of inappropriate interventions on the heritage values of an historic asset'*.

Change to a historic asset, or its setting, as a result of a development proposal may equally result in impacts to significance which can be neutral, such as where proposals are sympathetically designed, or change is accommodated in part of the building or site that is less sensitive, or be positive, enhancing the significance of that asset such as the repair of damage, the removal of intrusive elements or bringing a building back into beneficial use so that it is no longer at risk (Ibid., 32-33).



