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Heritage Report

The Green Man, Church Road, Partridge Green, RH13 8JT

Report prepared by Chilcroft Heritage Planning
March 2025



Corporate members of:
The Society for the Protection of Ancient Buildings
Historic Houses Association
The Georgian Group



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1) INTRODUCTION

- 1.1) I am Haig Dalton, founder of Chilcroft Heritage Planning, an established independent heritage consultancy since 2006. Formerly, I was a local planning authority officer within development control departments in the South of England. I have worked on a wide range of projects throughout the United Kingdom, predominantly (but not exclusively) for private sector clients.
- 1.2) I hold a masters degree in Historic Building Conservation (MSc); a postgraduate qualification in Architectural History from the University of Oxford (Oxon); I am an Affiliate member of the Royal Institute of British Architects (RIBA) and of the Institute of Historic Building Conservation (IHBC).
- 1.3) Over the last 20 years I have specialised in the historic environment, both in terms of understanding and analysing physical fabric, and in terms of policy application, specifically by assessing impacts, providing advice and supporting development proposals. My experience includes a diverse range of cases relating to the assessment of physical changes to, and development affecting all manner of heritage assets, and their settings.
- 1.4) I have undertaken numerous impact assessments where I have considered the impacts of new development on the historic environment (dealing with physical impacts, setting, townscape, views and inter-visibility), including dealing with the effects of development on heritage assets in semi-rural contexts.
- 1.5) I have provided expert evidence at appeals, including public inquiries, on behalf of both appellants and local planning authorities.
- 1.6) I understand my role in producing this heritage report; to give independent and objective evidence on matters within my expertise, based on my own independent opinion and uninfluenced by the instructing party. I confirm that I have stated the facts and matters on which my opinion is based, and that I have not omitted to mention facts or matters that could detract from my conclusions.

- 1.7) I believe that the facts stated within this Heritage Report are true and that the opinions expressed are correct. I have drawn attention to any matters where I consider I lack sufficient information to reach anything other than a provisional conclusion. I have adhered to the standards and duties of the professional bodies I am a member of, and will continue to adhere to those standards.
- 1.8) I was first approached in early March 2025, when I was asked to provide a heritage report in relation to the proposed development on behalf the applicant for validation purposes. My quote was based on several stages/elements, the first of which was an initial case review. I confirmed that I am able to act as the applicant's heritage expert following this initial work.
- 1.9) As an independent professional, I have formed my own opinions and have come to my own conclusions about the effects of the proposed development.
- 1.10) This statement will describe the significance of any heritage assets affected, including any contribution made by the setting, as required by Para.207 of the *National Planning Policy Framework* (2024). It will assess the significance of the heritage assets by way of Historic England guidance *The Setting of Heritage Assets* (2017) in accordance with their preferred five-step procedure, identify, assess and explore the significance of their setting and consider the applicant's scheme in relation to them.

2) LEGISLATION AND POLICY

- 2.1) Legislation relating to listed buildings and conservation areas is contained in the Planning (Listed Buildings and Conservation Areas) Act 1990. Sections 16 and 66 of the Act place a duty on the decision maker to have special regard to the desirability of preserving listed buildings and their settings.
- 2.2) Section 72 of the Act places similar duty on the decision maker with respect to the desirability of preserving or enhancing the character or appearance of conservation areas, however this does not extend to the setting of conservation areas.
- 2.3) The **National Planning Policy Framework (NPPF)** constitutes the Government's current national guidance and policy regarding development in the historic environment. It is a material consideration and includes a succinct policy framework for local planning authorities and decision takers. It relates to planning law by stating that applications are to be determined in accordance with the local plans unless material considerations indicate otherwise.
- 2.4) Paragraph 203 of the NPPF deals with conserving and enhancing the historic environment with emphasis on "significance", defined in Annex 2 as:

"The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting. For World Heritage Sites, the cultural value described within each site's Statement of Outstanding Universal Value forms part of its significance."

- 2.5) Annex 2 of the NPPF defines the setting of a heritage asset as:

The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral."

- 2.6) Paragraph 207 of the NPPF places a duty on the Local Planning Authority (LPA) to require an applicant to describe the significance of any heritage assets affected by a proposal, providing a proportionate level of detail. The effects of any development on a heritage asset therefore need to be assessed against the four components of its heritage significance: its archaeological, architectural, artistic and historic interests.
- 2.7) Paragraph 208 of the NPPF notes that local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.
- 2.8) Paragraph 212 states with regard to heritage assets. that great weight should be given to their conservation (and the more important the asset, the greater the weight should be) irrespective of whether any potential harm amounts to substantial or less than substantial harm.
- 2.9) Conservation (for heritage policy) is defined in Annex 2 of the NPPF as:
- “The process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance.”*
- 2.10) The importance and relevance of this definition is that it does not suggest conservation to be the same as preservation. Indeed, what sets conservation apart is the emphasis on proactively maintaining and managing change and not on a reactive approach to resisting change. In its simplest interpretation conservation could amount to a change that at least sustains the significance of a heritage asset.

- 2.11) Paragraphs 214 to 215 describe two levels of potential harm that can be caused to the significance of designated heritage assets, namely substantial harm and less than substantial harm. These effects are to be weighed in the planning balance according to the guidance set out within the paragraphs, bearing in mind the statutory provisions above. Substantial harm to or loss of a grade II listed building should be exceptional. Substantial harm to or loss of designated heritage assets of the highest significance, including grade I and II* listed buildings should be wholly exceptional.
- 2.12) Paragraph 215 deals with cases of less than substantial harm and notes that any such harm should be weighed against the public benefits of the proposal. Heritage protection and the conservation of heritage assets are recognised as of benefit to the public.
- 2.13) Harm is defined by Historic England as a change which erodes the significance of a heritage asset.
- 2.14) Paragraph 219 of the NPPF notes that local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.
- 2.15) **The National Planning Practice Guidance** provides advice on enhancing and conserving the historic environment in accordance with the NPPF. The PPG currently relates to the 2019 version of the NPPF but will be updated in due course to reflect NPPF 2023.
- 2.16) In regards to the setting of heritage assets the PPG notes:

“The setting is the surroundings in which an asset is experienced, and may therefore be more extensive than its curtilage.”

2.17) The guidance notes that a thorough assessment of the impact on setting needs to take into account, and be proportionate to, the significance of the heritage asset and the degree to which proposed changes enhance or detract from that significance and the ability to appreciate it.

2.18) In relation to harm the guidance states:

“Whether a proposal causes substantial harm will be a judgment for the decision taker, having regard to the circumstances of the case and the policy in the National Planning Policy Framework. In general terms, substantial harm is a high test, so it may not arise in many cases. For example, in determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. It is the degree of harm to the asset’s significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting.”

2.19) Paragraph 020 of the document notes that public benefits can be heritage based and can include:

- Sustaining or enhancing the significance and the contribution of its setting;
- Reducing or removing risks to a heritage asset; and
- Securing the optimum viable use of a heritage asset for the long term.

2.20) The **Historic Environment Good Practice Advice in Planning** Note 3: The Setting of Heritage Assets (Historic England, 2017) is a document published by Historic England as a second edition in December 2017, replacing the earlier 2015 setting guidance. The document provides for a thorough understanding of the setting of a heritage asset and the relationship of the setting to curtilage, character and context.

- 2.21) The guidance document notes, in paragraph 18, that the protection of the setting of heritage assets need not prevent change. The document recognises that not all heritage assets are of equal importance and states that the contribution made by their setting to their significance will also vary. Not all settings have the same capacity to accommodate change without causing harm to the significance of the asset.
- 2.22) As per earlier Historic England guidance, the document advocates a stepped approach to assessing the impact of change within setting on the significance of heritage assets. This stepped approach is:
- Step 1: identify which heritage assets and their settings are affected;
- Step 2: assess whether, how and to what degree these settings make a contribution to the significance of the heritage asset(s);
- Step 3: assess the effects of the proposed development, whether beneficial or harmful, on that significance;
- Step 4: explore the way to maximise enhancement and avoid or minimise harm; and
- Step 5: make and document the decision and monitor outcomes.
- 2.23) Guidance under Step 2 notes that the asset's physical surroundings and how the asset is experienced (such as views, noise, tranquillity, sense of enclosure etc.) should be taken in to consideration.
- 2.24) Step 3 is also important in making it clear that a proposed development should not be assessed in terms of its impact on setting; instead it should be assessed in terms of the impacts on significance. That is to say, what matters is not the extent of visibility of the development or change to the setting of an asset, but the extent of change to its archaeological, architectural, artistic or historic interest. In some circumstances, this evaluation may need to extend to cumulative and complex impacts which may have as great an effect on heritage

assets as large-scale development and which may not only be visual. At the very least the assessment should address the key attributes of the development in terms of its location and siting, form and appearance, additional effects and permanence.

- 2.25) Paragraph 39 notes that options for reducing the harm arising from development may include the relocation of elements of a development or changes to its design. It notes that good design may reduce or remove the harm.
- 2.26) **Section 66 of the Planning (Listed Building and Conservation Areas) Act 1990** requires great weight to be given to preserving the setting of a heritage asset. In *Jones v Mordue [2015] EWCA Civ 1243* the court confirmed that if the decision-maker has worked through the relevant heritage paragraphs in the NPPF, they will have complied with the s66 duty.
- 2.27) In *Barnwell Manor [2014] EWCA Civ 137* the court confirmed that great weight should be attached to the desirability of preserving the setting of a heritage asset.

3) ASSESSMENT OF SIGNIFICANCE

- 3.1) The proposed site of the Green Man is situated to the west side of the B2135 highway along the ribbon of urban development that sits to this side. It is self-contained with existing vehicular access that leads from the northern side of the site to a large expanse of hardstanding currently used as a car park.
- 3.2) The Green Man has commercial use as a public house. The main building is situated to the far eastern side of its plot abutting the highway and furthest from the listed building of Eastcot. The main garden areas are situated to the rear of the building to the west side consisting of a grass laid lawn with well established trees and dense vegetation along the west and north boundaries (see **Fig 4**), leaving little in the way of awareness between the proposed site and adjacent dwellings.
- 3.3) The Green Man is a late Victorian building built at the end of the 19th Century. It is two storey, red brick built with yellow brick dressings and has a gable end tiled roof with bargeboards. The principal elevation faces east overlooking the highway and uses sash windows with a central recessed porch. Two brick chimney stacks adorn the ridgeline. At the rear of the building further to the western side, single storey early 20th century extensions have been added between the main two storey building and pub garden (see **Fig 5**). By virtue of its age, the Green Man is considered to be a Non-Designated Heritage Asset.
- 3.4) The Green Man was not internally inspected as part of this assessment but by way of context, original residual historic fabric and features such as chimneypieces, plasterwork, joinery, etc., as well as the plan form, will all contribute to its significance. Overall, the building, which is considered to be a Non-Designated Heritage Asset, has both historic and architectural interest, which encompasses its age, its intactness and fabric, and includes its architectural design, including internal features. The significance of the Green Man stems primarily from its historic fabric and age. The building is not of historic interest because it was historically used as a public house, but instead because of its age and its intactness and its role as a link between the past and the present.

- 3.5) To the north-west of the proposed site sits the Grade II listed dwelling of Eastcot. It dates from the 17th Century and consists of a brick and stone rubble built two storey dwelling with a gable end tiled roof and chimney stack (see **Fig 3**). The dwelling was extended to the southern side in the mid-19th Century with a two storey extension and hipped roof. Some of the original casement windows have been replaced/altered with Gothic style casements, dating from c.1840. The principal elevation faces east overlooking a large expanse of driveway with a narrow driveway leading up to it from the highway further to the east. There are no views possible of the listed building from the highway and the heritage asset remains best experienced from within its curtilage.
- 3.6) Where once the listed building would have been seen as one of the only dwellings in the wider setting, it is now joined by a wider concentration of dwellings along this ribbon of development. The proposed site is to the south-east and has been no more visible from this aspect in previous centuries, than it is today with limited awareness between the two. What awareness there is extends to glimpsed views through the well-established trees and vegetation along the boundary, inferred more by proximity than anything else. Although the proposed site sits within the setting of this heritage asset, subject to appropriate design, a change of use is unlikely to fundamentally harm this.
- 3.7) It is from within its curtilage that the principal elevation of the Grade II listed building to the eastern side is best appreciated, depicting the frontage of the building and entrance. The curtilage/rear garden is centred around a formal grass lawn to the south side of the listed building with the boundary beyond it enclosed by shrubbery, trees and well established vegetation. This provides a barrier to the proposed site beyond; from where few filtered views are possible. The curtilage area remains the most original and historic part of the setting of the listed building, that is of the greatest significance in terms of its setting.
- 3.8) Chilcroft Heritage Planning has not had any input into the proposed design and has been brought in at a post design phase to provide a heritage assessment for validation purposes. The author of this report has not considered the floorplan of the proposals in relation to the Green Man and this assessment focuses solely on matters of setting in relation to the listed building of Eastcot.

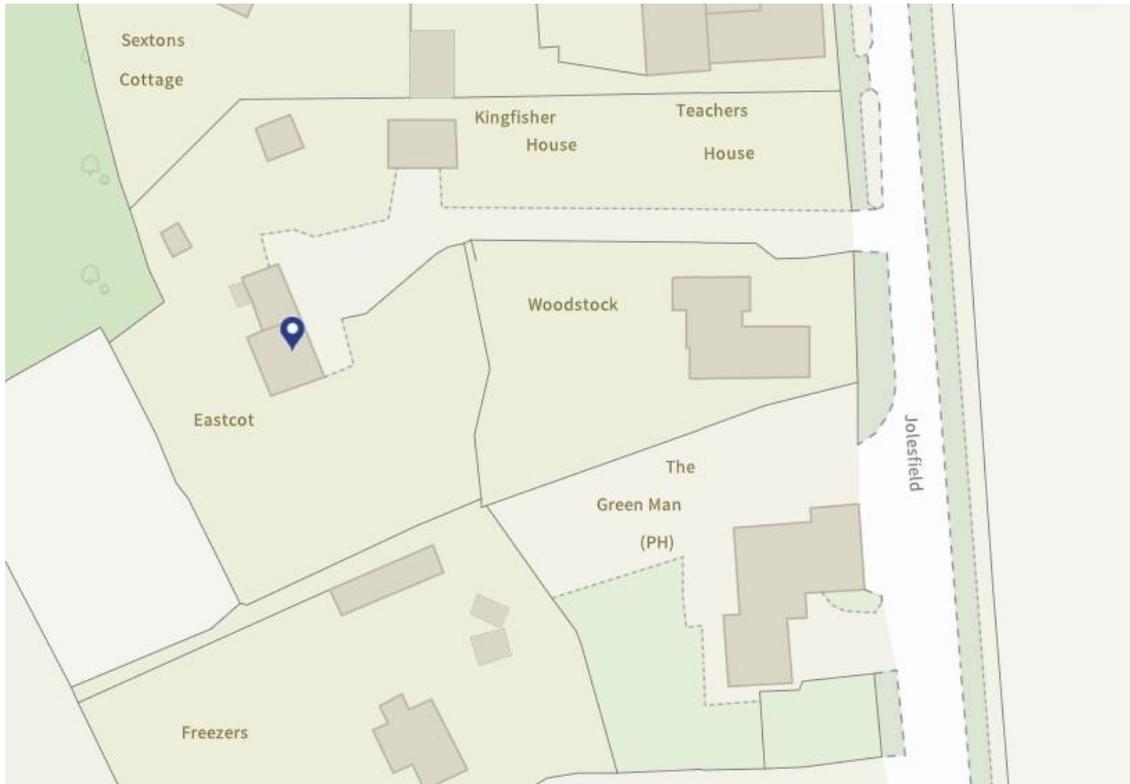


Fig 1: The proposed site sits to the south-east side of the Grade II listed dwelling of Eastcot, which sits beyond the rearmost boundary. The proposed development is within the setting of the listed building.

© Historic England 2025



Fig 2: The proposed site contains a large area of existing hardstanding along its northern boundary, closest to the curtilage of the listed building. The proposal would see much of this become grass, thereby improving it.

© Google Maps 2025



Fig 3: Eastcot dates from the 17th Century and is a two storey brick built and stone rubble dwelling with a tiled roof. The principal elevation faces east with little to no awareness between it and the proposed site.

© Mr Geoff S. Pyle. Source: Historic England 2025



Fig 4: The proposed site is surrounded by well established trees and vegetation along its western and northern boundaries. There are no far reaching views that carry between the proposed site and Eastcot.

© Green Man 2025



Fig 5: The Green Man is a late Victorian building that is well established within the setting of Eastcot and predates it becoming a listed building. On balance, the proposed change of use would enhance the setting.
© Green Man 2025



Fig 6: Much of the existing area of hardstanding would be turned over to become a landscaped garden laid as a grass lawn with light gravel overlaid over the existing tarmacked areas, for use as car parking.
© Google Maps 2019

4) IMPACT ASSESSMENT

- 4.1) The proposal would involve the change of use of the existing public house to become three small residential dwellings, complete with domestic curtilages, parking provision and landscaping. The proposal would be confined the existing building of the Green Man with gardens in the rearmost part of the site, without the need to further develop it. The existing hedging and trees around the boundary would remain as the backdrop to the site with the bank of well-established trees creating a sense of self-containment. The proposal would not feel as if it was spilling out into the wider setting.
- 4.2) The proposal would see the existing rear curtilage areas re-landscaped to include new lawned areas with paving. These features are all systematic of a residential curtilage and contextually therefore in keeping with the setting of the listed building and non-designated heritage asset. The proposal would include a lawn and new planting, to compliment the overall layout, with the focus of development set closest to the rear elevation of the Green Man, furthest away from the listed building. Reducing the existing area of hardstanding closest to the listed building and grassing it will also enhance the setting and is broadly welcomed. The use of high quality landscaping will be key to providing a suitable finish and can be secured by condition, as necessary. The use of soft boundary treatments should be applied including the use of timber post and rail fencing with hedging to define the split in individual curtilage spaces and light gravel should be used over the parking areas.
- 4.3) The proposed site is situated within the setting of the adjacent Grade II listed Eastcot. There is a well established bank of trees and hedging between the heritage asset and proposed site, which provides considerable screening between them. There is likely to be a degree of awareness from the listed building when stood in its curtilage inferred by proximity rather than to any direct visibly. The settings of the listed building has already changed considerably since the construction of the Green Man and the features associated with its garden and parking areas are well established. Although the proposed change of use would create three residential dwellings in place of one commercial one, on balance the change is likely to enhance the setting of the listed building without causing any harm to its significance.

5) SUMMARY AND CONCLUSIONS

Legislation, Policy and Guidance

- 5.1) The Planning (Listed Buildings and Conservation Areas) Act 1990 contains a statutory duty to give considerable importance and great weight to the desirability of preserving the setting of a listed building in the planning balance. Preserving means to do no harm.
- 5.2) The NPPF lays down an approach that corresponds with the statutory duty of the 1990 Act. In cases where harm occurs, the NPPF requires balancing the benefits of a proposal against harm resulting from it.
- 5.3) The Horsham District Council's adopted Development Plan policies require development proposals to conserve heritage assets and their settings.
- 5.4) The guidance in Historic England's GPA3 provides a framework for considering and assessing effects on the setting of heritage assets.

Conclusions

- 5.5) The proposal would see the change of use of the existing commercial building for residential purposes, a use already best associated with the setting of the listed building and its domestic curtilage, being therefore consistent with this.
- 5.6) The proposals would reduce the large area of existing hardstanding that sits closest to the listed building and relandscape it with a grassed lawn area. This is broadly welcomed and will enhance the setting of the listed building.
- 5.7) There is limited awareness between the listed building and proposed site with glimpsed views contained by the well-established trees and vegetation along the boundary. This is inferred more by proximity than to direct awareness.
- 5.8) The proposed change of use would broadly enhance the setting of the listed building and material choices that are thought to be best capable of achieving this can be secured by condition, at a reserved matters stage, as necessary.

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