



Historic Environment



This policy on the Historic Environment sets out the positive approach the Council will take towards the conservation and enhancement of the historic environment including both built and archaeological heritage assets.





Historic Environment

Policy HE1 - Conserving and Enhancing the Historic Environment

The Richmondshire Plan Area maintains a strong and diverse historical environment and contains a vast number of heritage assets. This preferred Policy sets out the positive approach the Council will take towards the conservation and enhancement of heritage assets and the historic environment.

The preferred policy reads

Policy HE1 - Conserving and Enhancing the Historic Environment

1. All proposals affecting the historic environment should make a positive contribution by conserving and, where appropriate, enhancing the historic environment.
2. Convincing justification will be required where harm to the significance of a designated heritage asset is proposed, and will only be permitted where it can be demonstrated that there are substantial public benefits or other exceptional circumstances that outweigh the harm.
3. Where a proposal is likely to result in harm to the significance of a designated heritage asset and there are compelling reasons for allowing that development, opportunities will be sought to offset this harm by ensuring other elements which contribute to that particular asset are enhanced or better revealed.
4. For non-designated heritage assets, the conservation and enhancement of the asset should still be prioritised, but a balanced judgement will be made regarding the scale of harm or loss against the significance of the asset.
5. Proposals will be supported which meet all of the following
 - a. contribute to the conservation and, where appropriate, enhancement of the historic environment
 - b. better reveal elements which form the significance of the heritage asset or its setting
 - c. increase public enjoyment of the historic environment
 - d. in the case of conversions, represent the optimal viable use of the asset and ensure conversion would not be detrimental to the significance of the asset
 - e. reinforce historic character by achieving a sympathetic relationship through high quality design, materials, construction and detailing
 - f. sympathetically consider the scale, height, massing and alignment of the proposed development in its setting
 - g. respect the character and appearance of settlements, including historic layouts, boundaries, street patterns, buildings, open spaces, trees and other important features that contribute to the visual character
 - h. adapt appropriately to climate change without harming the value of the heritage asset including its materials and appearance.



Built Heritage

6. Unless undertaking regular maintenance and limited repairs that precisely replicate the original detail, any repairs or other development which includes the removal of historic material, changes to the character or appearance of the building or could affect the significance of the heritage asset will require Listed Building Consent.
7. In such cases, a Heritage Statement should be produced with the proposal, comprising as a minimum
 - a. The significance of the site, by determining
 - i. The known heritage resource within a relevant area, by in part consulting the North Yorkshire Historic Environment Record (HER)
 - ii. Past impacts within the site boundary
 - iii. Site appearance and conditions through a non-intrusive site survey, and
 - iv. Consideration of its setting and streetscapes.
 - b. Details of the proposed development, maintenance or repair, particularly including proposed materials and construction methods.
 - c. The magnitude of impact the proposed development would have, by weighing up
 - i. The significance of the site (as above), against
 - ii. The affect (including harm/loss) the proposed development would have on the heritage asset.

Archaeological Heritage

8. On sites where archaeological remains may be present, a proposal must be accompanied by a Desk-Based Assessment (DBA) comprising, as a minimum, an assessment of
 - a. The significance of the site, by determining
 - i. The known heritage resource within a relevant area, by in part consulting the North Yorkshire Historic Environment Record (HER)
 - ii. Past impacts within the site boundary
 - iii. Site conditions through a non-intrusive field survey and
 - iv. The likely potential (location and extent) of archaeological deposits.
 - b. Details of the proposed development, particularly excavation, earthworks, foundations and landscaping.
 - c. The magnitude of impact of the proposed development on any heritage assets by weighing up
 - i. The significance of the site (as above), against
 - ii. The affect the proposed development would have on the potential archaeological resource.
9. Whether further archaeological works are required will be at the discretion of the Archaeologist at North Yorkshire County Council, in consideration of the following
 - a. Development that would result in harm to the significance of a Scheduled Monument or other nationally important archaeological site will not be permitted.
 - b. The preservation of archaeological remains in situ will be a preferred solution.
 - c. When in situ preservation is not justified, a Written Scheme of Investigation (WSI) should be prepared making provision for the excavation and recording of archaeological deposits, prior to any development commencing.



Figure 26 - Historic Environment - Plan Area

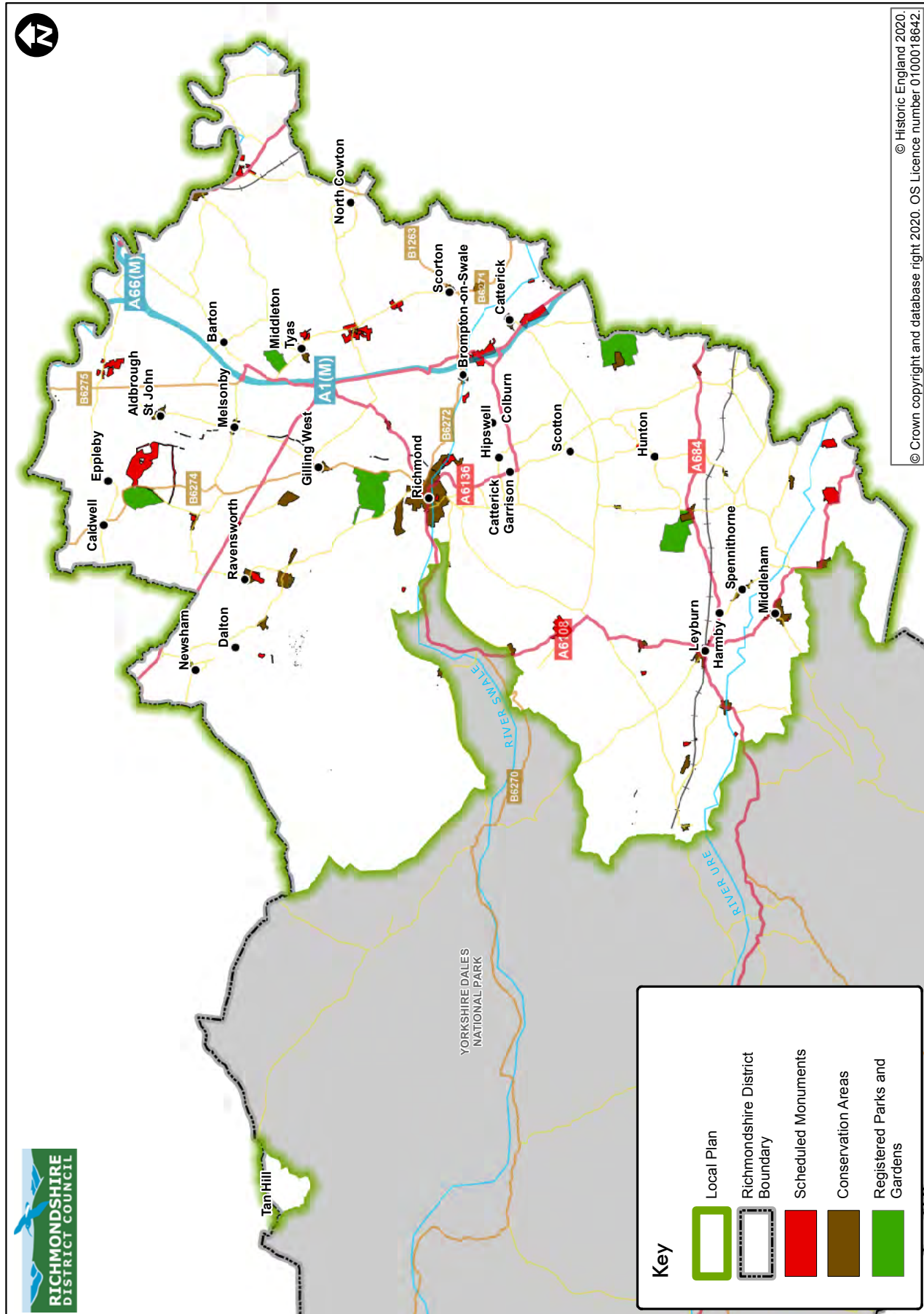




Figure 27 - Historic Environment - Central Richmondshire

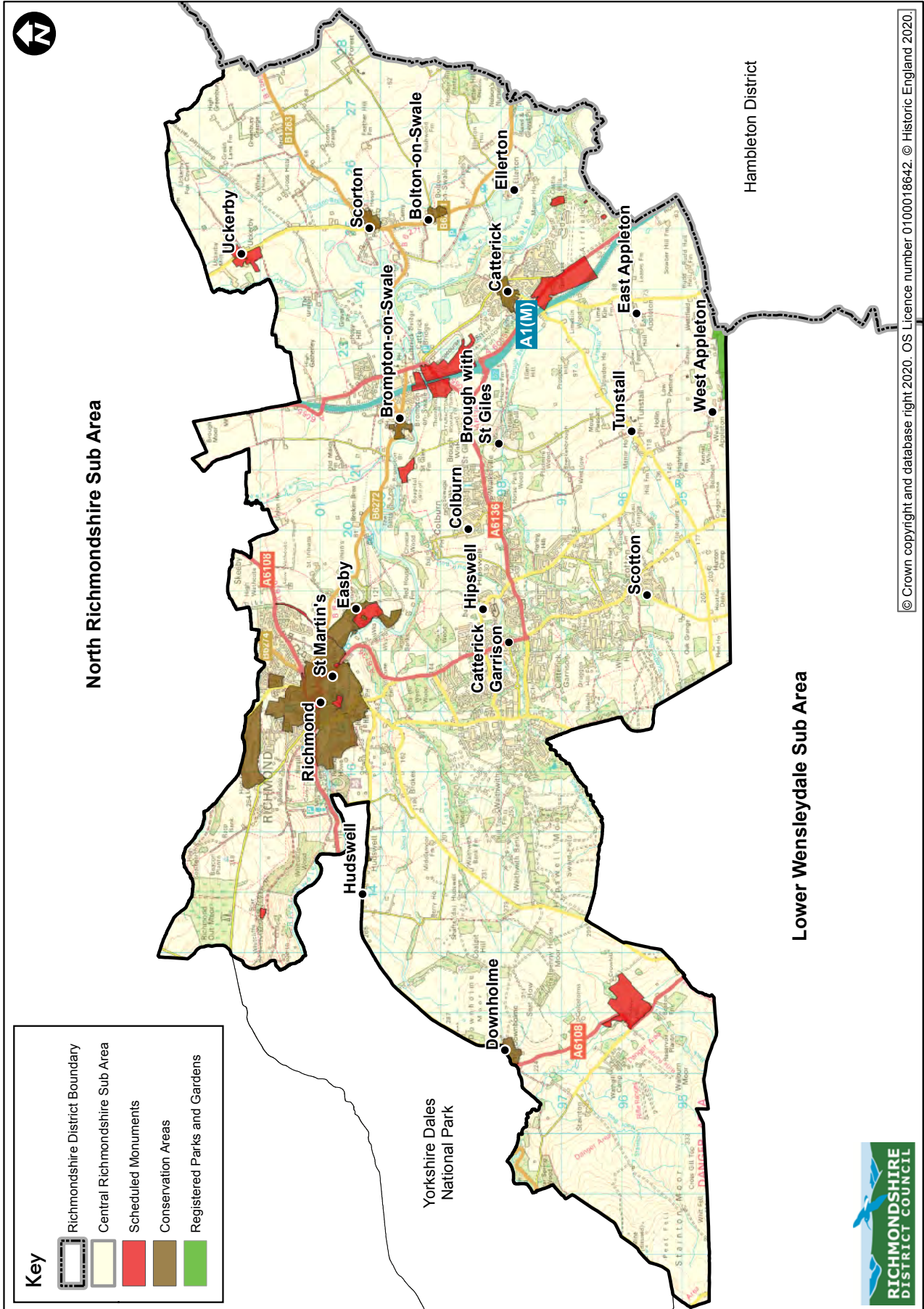




Figure 28 - Historic Environment - Lower Wensleydale

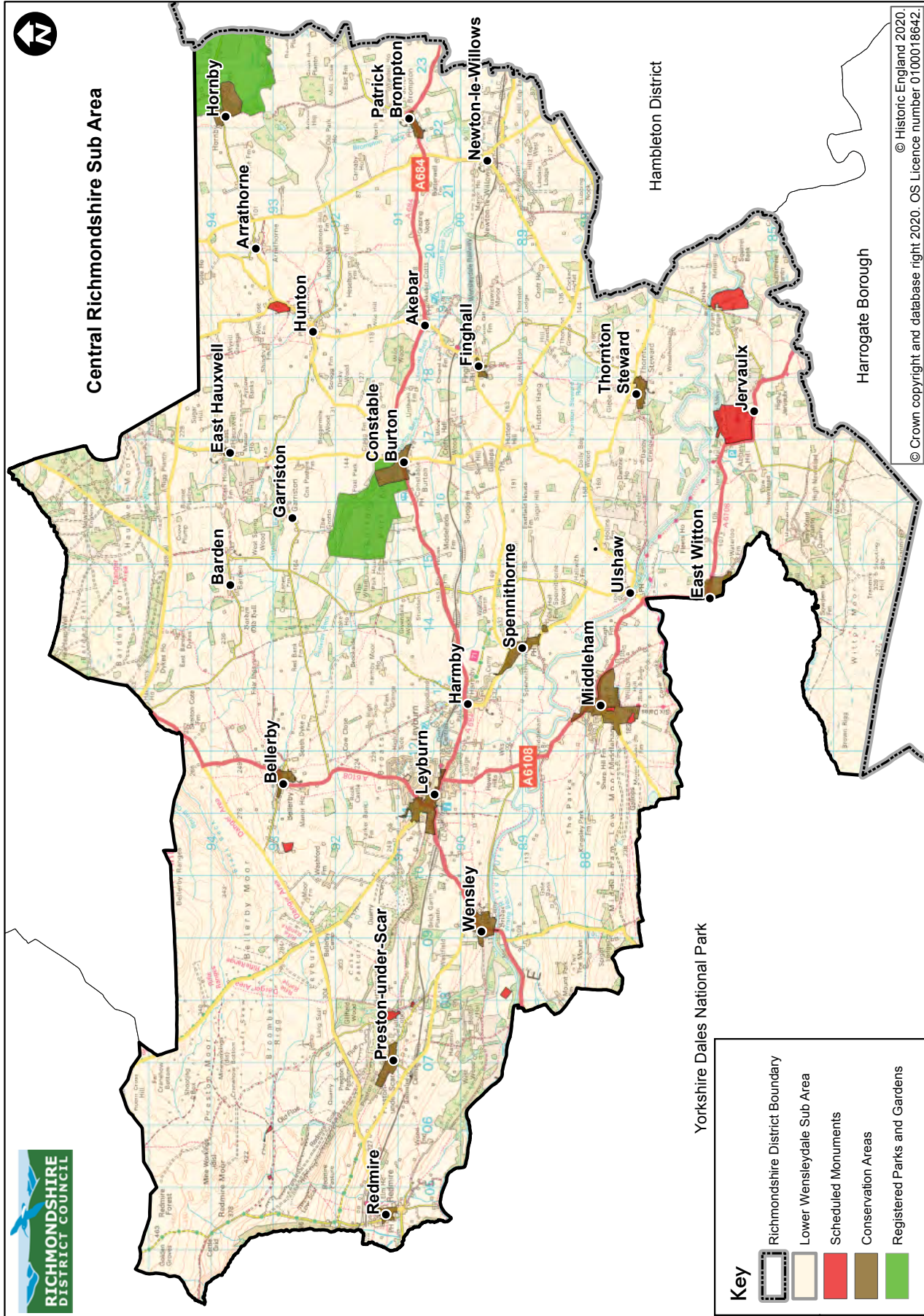
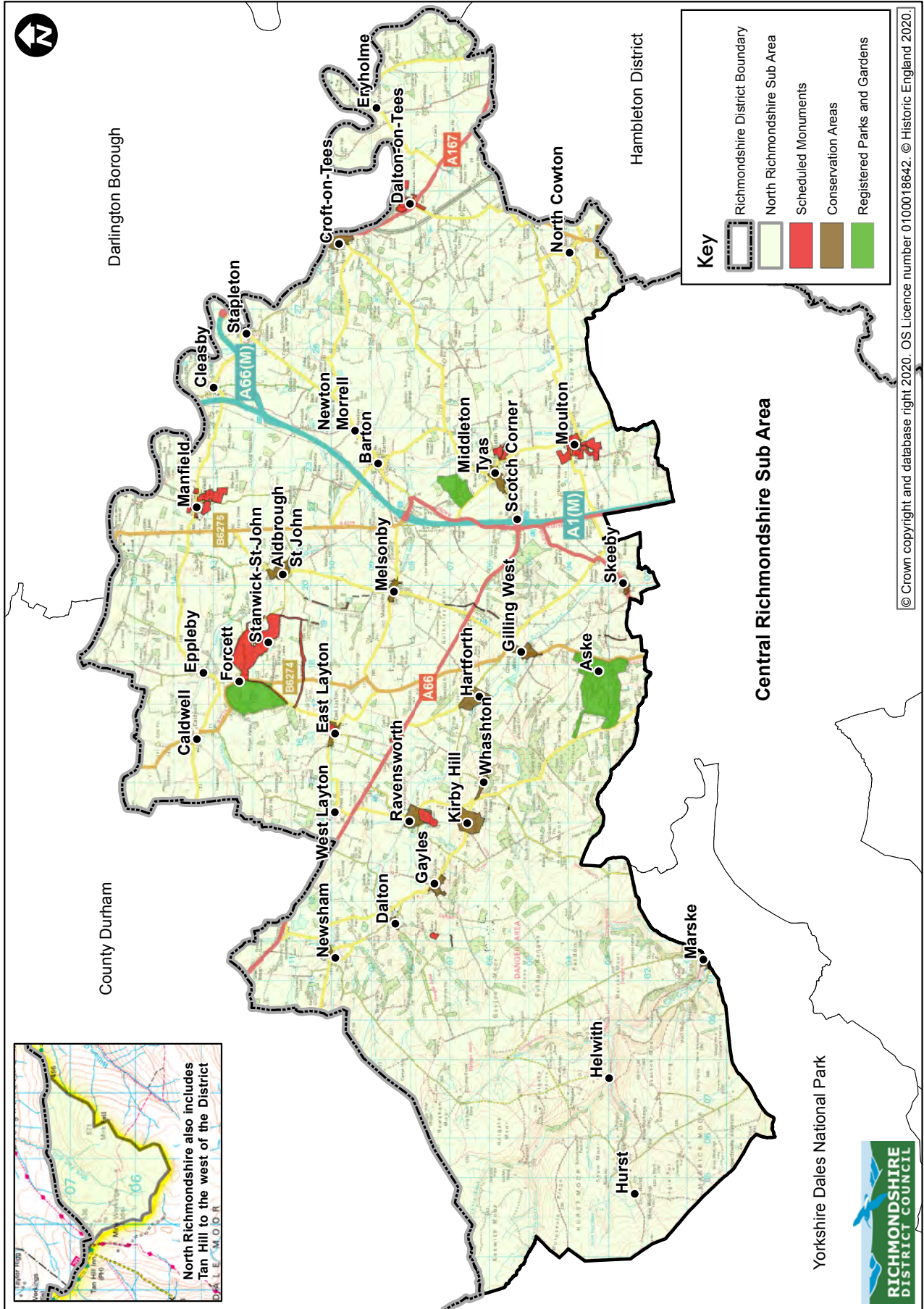




Figure 29 - Historic Environment - North Richmondshire





Justification

In accordance with the Strategic Objectives, conserving and where possible enhancing the Plan Area's historic assets must be a major concern of the plan. The quality and diversity of these assets are one of the factors that makes the Plan Area truly distinctive. Heritage assets are an irreplaceable resource and should be conserved in a manner appropriate to their significance so that they can be enjoyed for their contribution to the quality of life of this and future generations. Heritage contributes to the identity of Richmondshire and strengthens connections between people and places.

The Plan Area's environmental and historic assets are very diverse. The environmental assets are set out within the Challenges section of this Preferred Options Local Plan document. The Plan Area contains a large number of archaeological sites - over 1,200 recorded sites being within the North Yorkshire Historic Environmental Record (HER). There are 41 designated Conservation Areas, and over 1,200 listed buildings and structures. In addition to formally recognised built heritage, there are many other undesignated buildings or features of genuine quality which enrich the urban and rural environments, contributing to the special character of the Plan Area, such as the archaeologically sensitive historic cores of both Richmond and Middleham. The Historic Environment maps (Figures 26, 27, 28 and 29) illustrate the location of Scheduled Ancient Monuments, Conservation Areas and Registered Parks and Gardens across the Plan Area.

There is a strong policy context for the development of the plan's approach to these assets. Current national guidance provides the context for conserving and enhancing our environmental and historic assets. The role of the development plan is to provide local interpretation and definition of how our distinct local assets should be conserved and enhanced.

The NPPF requires the Council to set out within its Local Plan, a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. Richmondshire's strategy for the historic environment is to support development which conserves and enhances our historic assets, to reject detrimental developments and activities, to secure mitigation or compensation/recording measures where appropriate, and to show how details of this approach are to be addressed in the future.

The Council will be producing a separate Heritage Strategy, which will set the priorities for management of the Plan Area's historic environment. This will include the production of a 'Buildings at Risk' Register and a Local List of non-designated heritage assets.

When considering matters affecting historic assets, particular regard will be given to the following list

- those elements which contribute to the special architectural or historic interest of Richmondshire's Conservation Areas and their settings as identified in the respective Conservation Area Appraisal.
- the pre-Roman heritage of the plan area such as Stanwick Fortifications, Scots Dyke and Scorton Cursus ceremonial way.
- the Roman forts and civilian settlements at Cataractonium and along the line of Dere Street.
- other recorded sites of archaeological importance across the plan area and the archaeologically sensitive areas in and around the historic cores of Richmond and Middleham.
- the medieval heritage including the network of impressive fortifications such as Middleham and Richmond Castles, monastic houses such as Jervaulx Abbey and abandoned settlements and field-systems including Walburn Hall.



- buildings and structures included on the National Heritage List for England.
- opportunities to secure a sustainable future for assets on English Heritage's Heritage at Risk Register or which may be included on a Local At Risk Register.
- undesignated heritage assets which contribute to the overall character of the area.
- the character of Market Towns, including their grain, plot layouts and passageways.
- historic shop fronts in Richmond, Middleham and Leyburn as well as some villages.
- locally important boundary walls, hedges or railings, historic passageways and yards, important trees and tree groups, pinfolds, troughs, pumps, mounting blocks, pillar boxes, K6 telephone kiosks, orchards and historic plot layouts.
- historic public viewpoints from Richmond Castle Keep; Castle Walk, Richmond; Frenchgate Head, Richmond; Maison Dieu, Richmond; the Grandstand on Richmond's former Racecourse; Slegill, south of Richmond; Middleham Castle Keep; and The Shawl, Leyburn.
- sites designated by English Heritage as Registered Parks and Gardens at Aske Hall, Constable Burton Hall, Forcett Hall, St. Nicholas, the Temple Lodge Grounds and Middleton Lodge.
- The landscape, buildings and other structures associated with local country estates including Croft Hall and Halnaby, Barningham Estate, Cliffe Hall, Bolton Estate, East Witton Estate and Hornby Castle.

Great weight will be given to the conservation of designated heritage assets, irrespective of how minor potential harm may be.

For non-designated heritage assets, a balanced judgement will be made having regard for the scale of any harm/loss against the significance of the asset. Non-designated archaeological remains could be revealed to be important and should therefore be given the same weight as a designated asset.

Some sites may contain both built heritage and archaeological heritage, or built heritage may also have an archaeological interest if it potentially holds evidence of past human activity worth of investigation. In both cases, a single report comprising both the built and archaeological requirements set out in this policy should be produced.

What you have told us?

National Planning Policy Framework

The NPPF (2019) makes clear in paragraph 185 that 'Plans should set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. This strategy should take into account

- a) the desirability of sustaining and enhancing the significance of heritage assets, and putting them to viable uses consistent with their conservation
- b) the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring
- c) the desirability of new development making a positive contribution to local character and distinctiveness, and
- d) opportunities to draw on the contribution made by the historic environment to the character of a place'.



Paragraph 189 of the NPPF states that 'In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the asset's importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation'.

Paragraph 190 further states 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'.

Paragraph 192 specifies that 'In determining applications, local planning authorities should take account of

- a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation
- b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality, and
- c) the desirability of new development making a positive contribution to local character and distinctiveness'.

Paragraph 193 states that 'when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance'.

Paragraph 194 specifies that 'Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of

- a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional
- b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional'.

Paragraph 195 states that 'where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply

- a) the nature of the heritage asset prevents all reasonable uses of the site
- b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation
- c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible
- d) the harm or loss is outweighed by the benefit of bringing the site back into use'.



'Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use' (paragraph 196).

Paragraph 197 states that 'the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset'.

Issues and Options Consultation

Historic England set out in their response to the Issues and Options consultation that 'Richmondshire has an immensely rich and diverse historic environment. Its heritage assets make an important contribution to the distinct identity of the District's towns, villages and countryside, they contribute to the quality of life of its communities, and they play a key role in encouraging people to live, visit and invest in the area. It is essential, therefore, that the Local Plan sets out a sufficiently robust Policy framework for the management of this resource'.

Alternatives Considered

No policy on the Historic Environment

An alternative option would be to have no Local Plan policy on the Historic Environment. This is not considered an appropriate option because Richmondshire has an incredibly rich and diverse historic environment that is crucial to the distinctive identity of its towns and villages and making it an attractive place to live, work and visit. It is considered that these heritage assets should be preserved and enhanced for the enjoyment of future generations. There is also a requirement in the NPPF for Local Planning Authorities to set out a positive strategy for the conservation and enhancement of the Historic Environment, which the preferred policy does. Having this option of no policy on the Historic Environment would mean that the Preferred Options Local Plan would be inconsistent with the requirements of national policy. For these reasons, this option has been discounted.

A more restrictive policy on the Historic Environment

Another alternative option would be to adopt a more restrictive policy. Whilst this could have increased environmental benefits particularly relating to the historic environment and landscape character, it could negatively impact on the social and economic characteristics of the Historic Environment, particularly on its owners and users of listed buildings. For these reasons, this option has been discounted.



QUESTIONS

Do you agree to preferred policy HE1 - Historic Environment?

If not, do you agree with the general approach to policy HE1 but have any suggested changes?

Please provide any further comments.