Torpedo Ladle Repair Shop, Redcar

Desk-Based Heritage Assessment

Client: South Tees Development Corporation

Local Planning Authority: Redcar & Cleveland
Planning Reference: TBC
NGR: NZ 5464 2130

Date of Report: February 2021
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Report No.: STDC07-01

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Executive Summary

A planning application is being submitted for redevelopment of the site of the Torpedo Ladle Repair Shop, Grangetown Prairie, Redcar. Prospect Archaeology Ltd has prepared a desk-based heritage assessment report on behalf of South Tees Development Corporation to accompany this planning application.

This report has been prepared to consider the archaeological and historical implications of the proposed development in support of the planning application. A map regression exercise and documentary search have provided background information about the history of the site. In addition, a site visit was made to assess existing ground conditions and archaeological potential.

There are no designated heritage assets within the search area.

Although the western part of the Site falls just within the Historic Environment Record boundary for the Cleveland Iron & Steel Works, it is very much on the periphery of the early industrial development. Initially the Site was occupied by housing and a hotel along the southern boundary with fields and allotments to the north and east. In the early 20th century sports facilities were constructed in the central part of the Site but were soon replaced by the South Steel Mill open hearth furnaces, constructed in the 1920s. By the 1970s this building had been repurposed as the Torpedo Ladle Repair shop, torpedo ladles being used to transport pig iron from blast furnaces to steel plants.

There is no evidence for significant pre-1920s activity on this site. No designated heritage assets would be affected by development. No further work is recommended in advance of or during remediation or development.

1.0 Introduction

1.1.1 Prospect Archaeology Ltd has been appointed by the South Tees Development Corporation (STDC) to prepare a heritage assessment to assess the cultural heritage impact of the proposed remediation and redevelopment of the Torpedo Ladle Repair Shop at Grangetown, Redcar. A planning application is being submitted for engineering operations associated with ground remediation and preparation. This report considers the known and suspected archaeological remains lying within and adjacent to the proposed development.

2.0 Site Description

2.1.1 The site is an irregular parcel of land measuring c. 52.5ha to the south of the Tees Estuary. It is centred on NGR NZ 5464 2130, north of the Bolckow Industrial Estate, bounded to the north and west by the former steelworks Prairies site and the Tees Dock Road to the west.

2.1.2 The Site is largely occupied by the Torpedo Ladle Repair Shop, a large steel industrial building with ancillary structures in brick, cleared ground and hard standing. Rail lines, pipelines on gantries, and access roads are also present.

3.0 Geology and Topography

3.1.1 The Site is largely level at c. 10-11m AOD.

3.1.2 Underlying geology is Devensian Glaciolacustrine Deposits of clay and silt overlying the Penarth Group of Mudstones bedrock (http://mapapps.bgs.ac.uk/geologyofbritain3d/).

4.0 Assessment Methodology and Significance Criteria

4.1 Buried Heritage

4.1.1 The buried heritage (archaeology) has been considered through desk-based assessment and a site visit. A full list of referenced sources is provided, and references are given. Staff at Redcar & Cleveland Council gave advice and information about known archaeological sites of interest in the vicinity of the study area, and where relevant, these were further investigated. It was not possible to view original archive material due to the Covid-19 health and safety restrictions. Additional sources consulted included:

- information available on a variety of internet sites including, The National Archives (http://discovery.nationalarchives.gov.uk/) and the Archaeology Data Service (http://ads.ahds.ac.uk/); the Heritage Gateway (www.heritagegateway.org.uk); and data from Pastscape (www.pastscape.org.uk) as well as the National Archives Discovery Catalogue. A full list of sites accessed can be found in the Bibliography section;

- cartographic sources held by the Ordnance Survey and Promap (www.promap.co.uk);

- A site visit was undertaken by Nansi Rosenberg on 10th June 2020 and by Aaron Goode on 3rd November 2020.

4.1.2 The historical development of the site has been established through reference to these sources and is described in the Baseline Conditions section of this report. This has been used to identify areas of potential archaeological interest. Each area of archaeological potential has been assessed for its archaeological significance in geographical terms, although it should be noted that despite the national policy guidance's reliance on geographical significance, there is no statutory definition for these classifications:

- International – cultural properties in the World Heritage List, as defined in the operational

guidelines for the implementation of the World Heritage Convention;

- National – sites or monuments of sufficient archaeological/historical merit to be designated as Scheduled Ancient Monuments. Other sites or monuments may also be considered of national importance but not appropriate for scheduling due to current use(s) or because they have not yet been fully assessed;

- Regional – sites and monuments of archaeological or historical merit that are well preserved or good examples of regional types or that have an increased value due to their group associations, regional rarity or historical associations.

- Local – sites and monuments of archaeological or historical interest but that are truncated or isolated from their original context and are of limited use in furthering archaeological or historical knowledge.

- Negligible – areas of extremely limited or no archaeological or historic interest. These commonly include areas of major modern disturbance such as quarries, deep basements etc.

4.1.3 The concluding chapter of this document summarises the findings and provides an opinion on the potential for archaeological remains to be identified, the likely importance of such remains should they exist and the likely impact of the proposed development. Recommendations for further work are provided.

5.0 Baseline Conditions

5.1.1 A study area of 1km around the site has been identified for assessment. This allows judgements to be made on the potential for as yet unknown heritage assets to exist within the site. This is a particular requirement for remains dating to those periods for which surveys and mapping are not available, i.e. Prehistoric – early Post-medieval periods. Heritage assets as identified in the HER are listed in table 2 and shown on Figure K.1. Those falling within the site are marked in bold.

5.1.2 There are no designated heritage assets within the study area.

Table 2 Heritage Assets within 1km of the site

HER no.	Name / description	Date / Period
1831	Cleveland Ironworks, 2 surviving Bessemer blast furnaces	20th C
4358	Eston Junction Railway Station	19th century
4360	Eston Grange (Grangetown) Railway Station	19th century
4782	Grangetown Signal Box	20th century
5341	Cargo Fleet Offices	20th century
5618	Clay Lane Slag Works	19th century
5619	Clay Lane Iron Works	19th century
5620	Clay Lane Oron Works Tramway	19th century
5624	Antonien Works (Phosphate Manure)	19th century

5625	South Bank Iron Works	19th century
5626	Eston Branch Railway	19th century
5627	Furnace Row, terrace houses	19th century
5628	Gas Works	19th century
5629	Cleveland Iron Works	19th century
5631	Eston Iron Works	19th century
5632	Spoil Ground	19th century
5633	Cleveland Steel Works	19th century
5646	Old Clay Pits	19th century
5649	Brick Field	19th century
5908	North East Railway (Darlington Section)	19th century
6304	South Bank	19th century

Pre-Industrial Periods (10,000BC – 1750AD)

5.1.3 There are no assets within the study area relating to the pre-Industrial period. No further assessment of the pre-Industrial period is made in this report.

Industrial – Modern Periods (1750 – present)

5.1.4 The first detailed mapping of the site, the Ordnance Survey 1st edition map of 1857, shows clearly how the site is entirely farmland called The Swangs. The Tees Estuary is located a short distance to the north, the edge of the dry land delineated by the Middlesbrough and Redcar Railway (North East Railway (Darlington Section) HER 5908) with Eston Junction Station (HER 4358) and Eston Junction and Eston Branch of the railway (HER 5626) already present. The Knitting Wife Beck cuts through the eastern side of the site as it heads north to the Tees Estuary.

5.1.5 To the north-west of the site, Eston Iron Works (HER 5631) was established by Henry Bolckow and John Vaughan in 1851, initially comprising 3 blast furnaces, 54 feet high (Rowe & Green 2007). The partnership already owned an iron and engineering works on the Tees at Middlesbrough, blast furnaces at Witton Park, and they were mining ironstone near Middlesbrough. Workers housing was provided in Furnace Row (HER 5627) to the west of the site. To the south of that, a more traditional farmstead, Clay Lane Farm, represented an earlier economy of the area.

5.1.6 Over the course of the following forty years, reclamation of the Tees estuary and the expansion of industrial processing transformed the area. Bernhard Samuelson and John Vaughan built the South Bank Iron Works (HER 5652) just north of the site in 1853, the works becoming operational the following year. By 1863, Samuelson had sold South Bank to Elwon, Malcolm & Co and opened a much larger ironworks at Newport. Elwon, Malcolm & Co had already built the Clay Lane Iron Works (HER 5619) in 1858, and Lackenby Iron Works was constructed in 1871.

5.1.7 The Engineer Magazine recorded that in 1876 Bolckow, Vaughan & Co were close to completing their new Reversing Engines works at the New Cleveland Steel Works which replaced the Eston Iron Works. The new works had the capacity to produce 1000 tons of rails every week. Bolckow, Vaughan & Co Ltd also acquired the South Bank Steelworks in 1879.

5.1.8 The massive change to the landscape imparted by the huge Cleveland Iron and Steel Works (HERs

5619 & 5633) can be seen in the comparison of the 1857 and 1895 Ordnance Survey maps. From a largely agricultural landscape in the mid-19th century with just a small iron works, the landscape becomes entirely dominated by the industrial concerns of Bolckow, Vaughan & Co. The Cleveland Iron Works, which incorporated both the Clay Lane and Bessemer Blast Furnaces, covered a large area of often undifferentiated buildings on the early maps, with multiple internal railways concentrated on the north-western part of the site, the railways feeding south and west to the mainlines.

5.1.9 From 1881, just within and to the south of the Site, the residential development called Grangetown provided workers' housing, a market square, police station, religious establishments, hotels, a school and library. Bessemer Street lay on the southern boundary of the site and had allotment gardens on its north side. The street turned to the north-east, becoming Station Road.

5.1.10 Station Road connected the settlement with Grangetown Station (originally called Eston Grange) to the north-east. Further housing, including a terrace called Eston Grange, and allotment gardens were present adjacent to Station Road. Boundary stones marked the edge of Holme Beck to the south of the site (HERs 6578 & 6579). Further boundary stones are shown to the east of the site. Eston Low Farm (later Low Grange Farm) was constructed in the later 19th century, indicating a continuing agricultural need locally (HER 6153).

5.1.11 To the north of the Cleveland Iron & Steel Works, reclamation of the mudflats is shown by 1895 with internal railways taking waste to create spoil grounds (HER 5632 & 5652). The South Bank Iron Works, and Antonien Works (Phosphate Manure) are shown on the 25" 1895 map. The latter was later shown as 'Basic Slag Works' (HER 5624). Slag from the various ironworks was processed here and at other locations (e.g. Clay Lane Slag Works HER 5618) to be used in the construction of reclamation walls and also for making 'Scoria Blocks' which were used in paving roads and alleyways.

5.1.12 Jetties were constructed through the mud beyond the site from the newly reclaimed land to carry rail lines to wharves on the Tees bank. Eston Jetty and Clay Lane Jetty terminated at their respective wharves. The jetties and wharves are no longer shown by 1915 when reclamation had extended the dry land to its current boundary although raised railways and conveyors continued to move materials to and from the riverside.

5.1.13 In addition to Grangetown, the workers' settlement of South Bank (HER 6304) was also present by the publication of the 1895 map.

5.1.14 Bolckow, Vaughan & Co Ltd acquired the Clay Lane works in 1900, becoming the largest producers of steel in Great Britain. Changes to the works included the construction of the North Steel Mill, housing open hearth furnaces, to the east of the existing steelworks. By 1915, some of the blast furnaces had been removed but the site continued to expand with travelling cranes, storage and warehousing facilities added. Grangetown also saw an expansion in facilities with the addition of an 'Athletic Ground' comprising bowling green, cycling and running tracks, and football and cricket pitches, much of it within the Site. Allotment gardens were positioned immediately north of the residential properties, also within the Site.

5.1.15 In 1914, Bolckow, Vaughan & Co had a workforce of 18,000 and were specialising in 'Cleveland pig iron, hematite, ferro-manganese and spiegeleisen steel rails and plates, tramrails, ironstone, coal, coke and by-products such as sulphate of ammonia, benzol, toluol, xylol, sol, naphtha and motor spirit; also fire brick and plate bricks, ground annealed slag and artificial stone. The manufacture of steel is carried on by the acid and basic processes, both Bessemer and Siemens'.

Plate 1: EPW010143 The Cleveland Steel Works, Grangetown 1924 (c) Historic England. The South Steel Mill is visible in the foreground

5.1.16 In the 1920s, Bolckow, Vaughan & Co had again extended the steelworks with the addition of the South Steel Plant, now the site of the Torpedo Ladle Workshop, housing a further 10 open hearth furnaces, replacing the Grangetown sports facilities and some of the housing. Further industrial buildings, including the No 5 Rolling Mill, the laboratories, an engineering works, cranes, railways, cooling ponds and pumping stations had been constructed to the north-east in the 1920s, with Station Road forming the boundary of the Cleveland Steel Works. Knitting Wife Beck was also straightened and partially culverted. Despite or perhaps because of this huge expansion, in 1929 Bolckow, Vaughan & Co Ltd were effectively bankrupt, forcing them to accept a takeover by Dorman Long, who already operated the Britannia Works.

5.1.17 The works flourished following the take over and the company was renowned for the construction of steel bridges across the world, including the Tyne Bridge and Sydney Harbour Bridge. During the 1950s, the Bessemer blast furnaces were converted for the production of ferro-manganese and speigeleisen, used in refining steel from the open-hearth furnaces. The furnaces had been rebuilt in the 1930s and were rebuilt again in the 1950s. Coke ovens were also built in the 1950s, to the south of the blast furnaces.

5.1.18 The large number of steelworks and associated industries owned by Dorman Long & Co were linked by railways, conveyors and roads. The spread of sites and complexity of the rail system are evident in the simplified plans included in the internal publication 'A Technical Survey of Dorman Long Steel' 1959.

5.1.19 With the nationalisation of the steel industry in 1967, Dorman Long was absorbed into the newly created British Steel Corporation. Privatisation in 1988 saw the company rebranded as British Steel plc. The last two surviving Bessemer blast furnaces at Teesside Steelworks (HER 1831) were No. 5, constructed in 1937 and closed in 1986, and No. 4, built in 1991 and closed in 1993. Merger with Koninkljke Hoogovens in 1999 saw the works under the ownership of Corus which was then bought by Tata Steel in 2007. Corus closed the Teesside blast furnace in 2009 but it was then bought by Sahaviriya Steel Industries (SSI) in 2011, reopening in 2012, but by 2015 SSI UK had gone into liquidation and the plant finally closed.

5.2 Site Visit

5.2.1 A site visit was made on 10th June 2020. No access to the interior of the building was possible and the Site was viewed from the surrounding area only.

6.0 Assessment

6.1 Designated Assets

6.1.1 There will be no direct or indirect impact on any designated assets.

6.2 Archaeological Potential

6.2.1 Activity pre-dating the construction of the South Steel Mill open hearth furnaces in the 1920s was limited to early 20th century allotments and sports facilities. These are not considered archaeologically significant and it is, in any event, unlikely that any archaeological remans would survive.

6.2.2 The South Steel Works was a later addition to the Cleveland Iron & Steel Works and is of negligible archaeological significance.

7.0 Conclusions

7.1.1 The proposed development will have no direct effect on any designated assets.

7.1.2 The South Steel Works, repurposed as the Torpedo Ladle Workshop, is of negligible archaeological significance and no other significant archaeology is expected to have been present on this site. No further archaeological work is recommended.

8.0 References

8.1 Cartographic Sources

Ordnance Survey 1:1,250 1953, 1958-74

Ordnance Survey 1:2,500 1894-95, 1899, 1915, 1929, 1954, 1959-69

Ordnance Survey 1:10,000 1980, 1993

Ordnance Survey 1:10,560 1857, 1895, 1920, 1931-38, 1955

Russian mapping 1:10,000 1975

8.2 Digital Sources

http://ads.ahds.ac.uk/

http://discovery.nationalarchives.gov.uk/

http://environment.data.gov.uk/ds/survey/index.jsp#/survey

http://mapapps.bgs.ac.uk/geologyofbritain/home.html

http://www.heritagegateway.org.uk/gateway/

http://www.magic.gov.uk/

https://historicengland.org.uk/listing/the-list/

https://www.britainfromabove.org.uk/

https://www.old-maps.co.uk

https://www.rmweb.co.uk/community/index.php?/topic/28937-steel-making-on-teeside/&tab=comments#comment-304495

www.flickr.com

www.pastscape.org/homepage/

https://www.gracesguide.co.uk/Bolckow,_Vaughan_and_Co

9.0 Figures

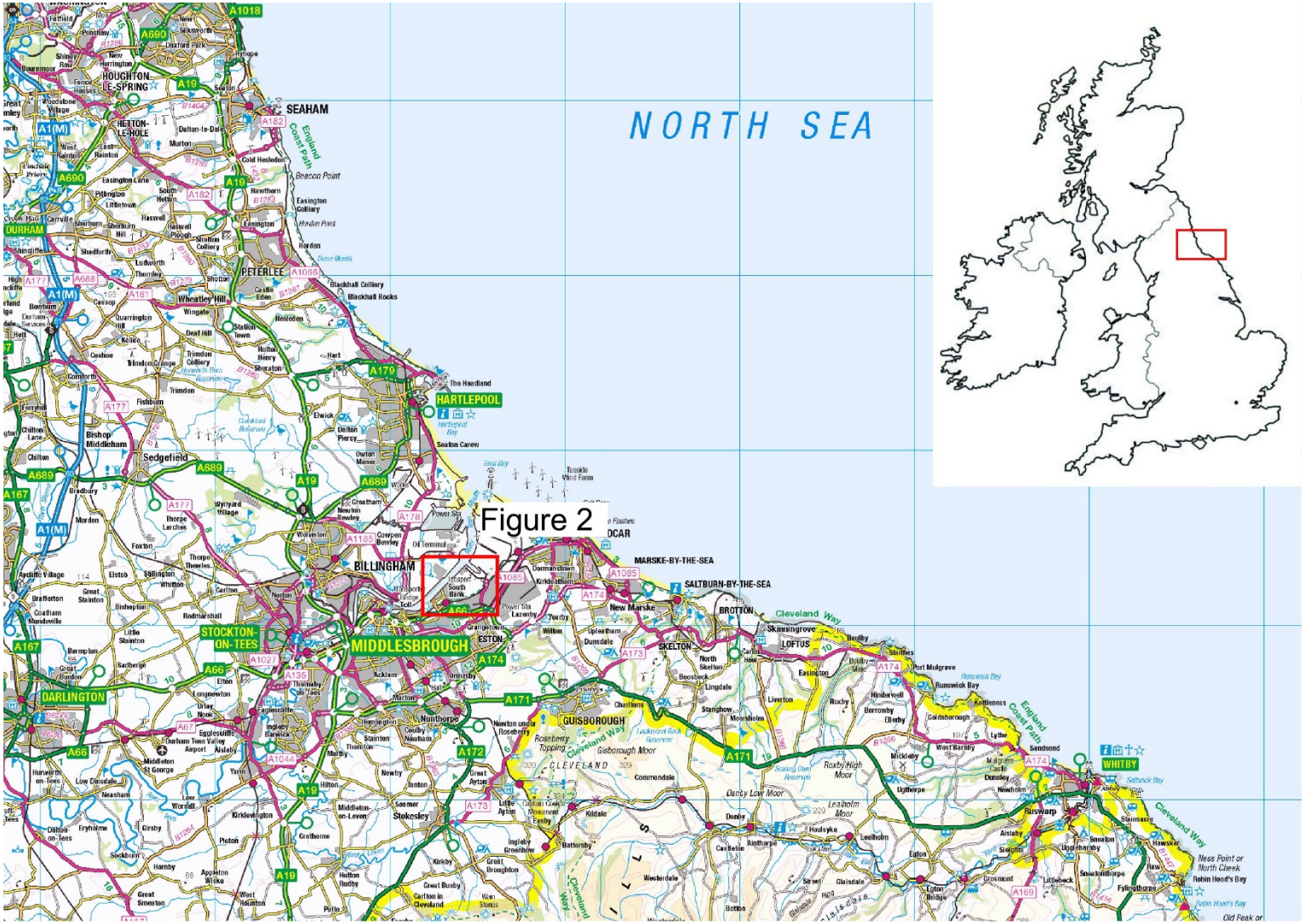


Figure 1: Site Location Map (source OS Opendata)

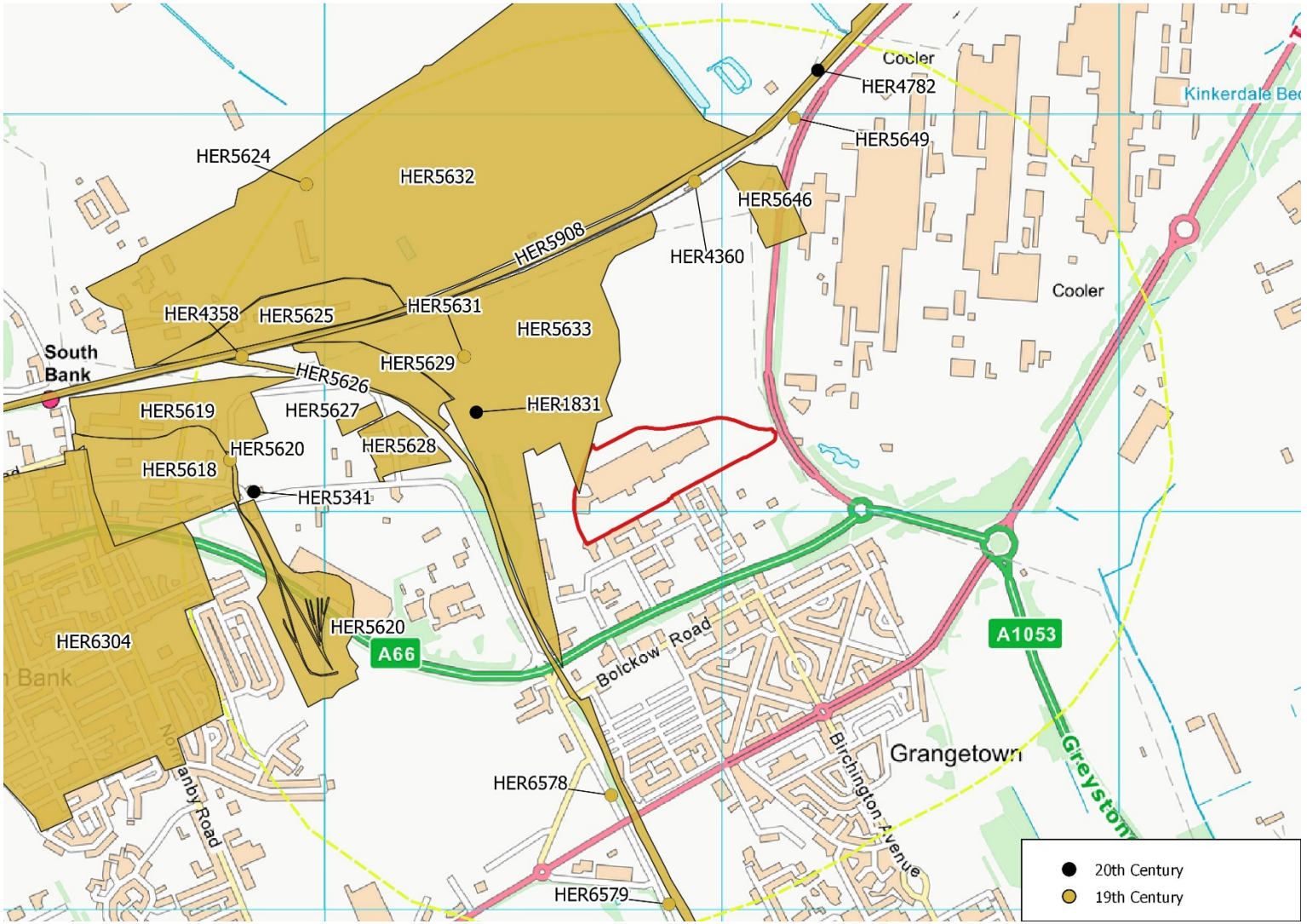


Figure 2: Designated and undesignated heritage assets (Cleveland & Redcar HER)

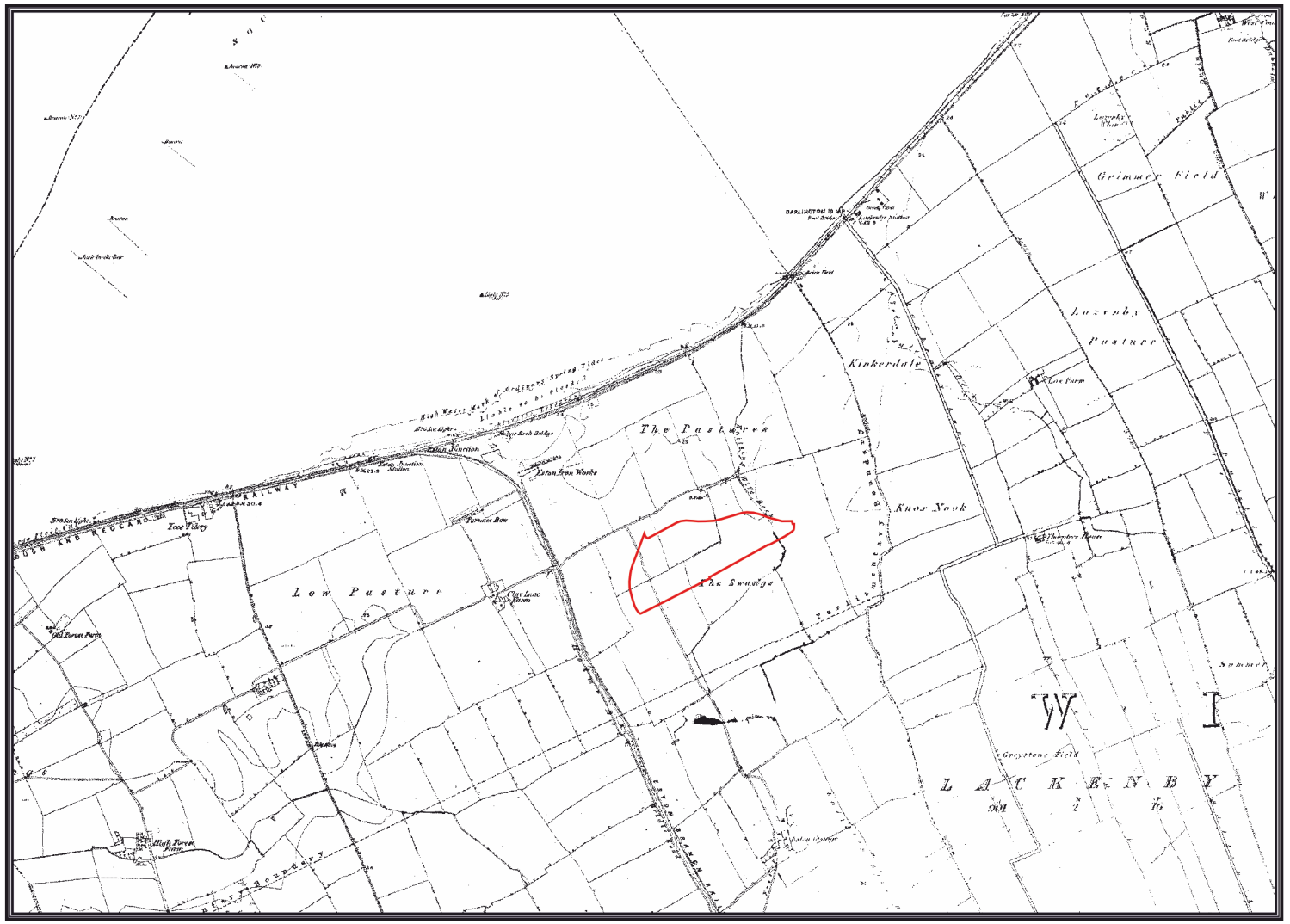
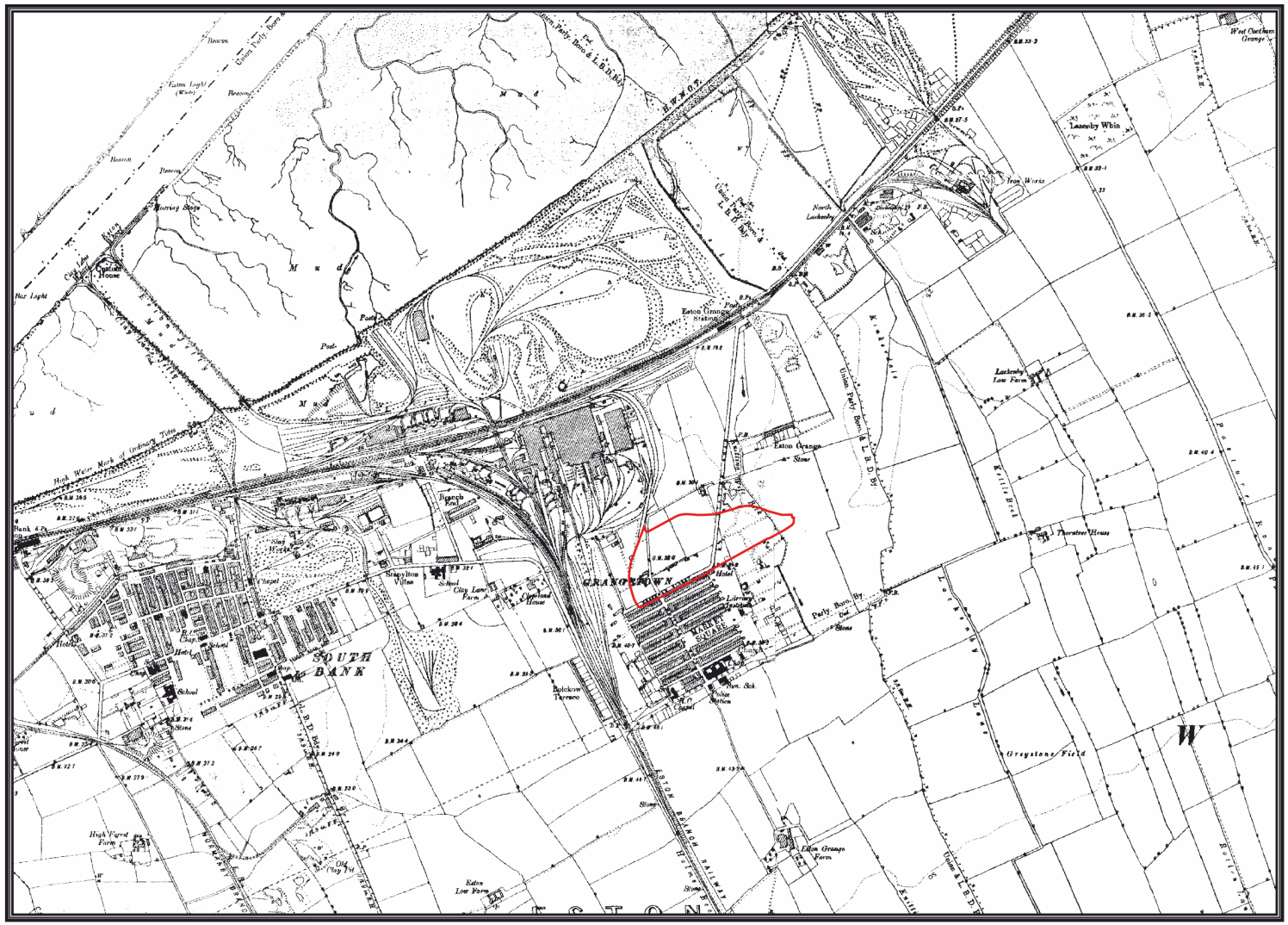


Figure 3: Ordnance Survey 1857 1:10.560

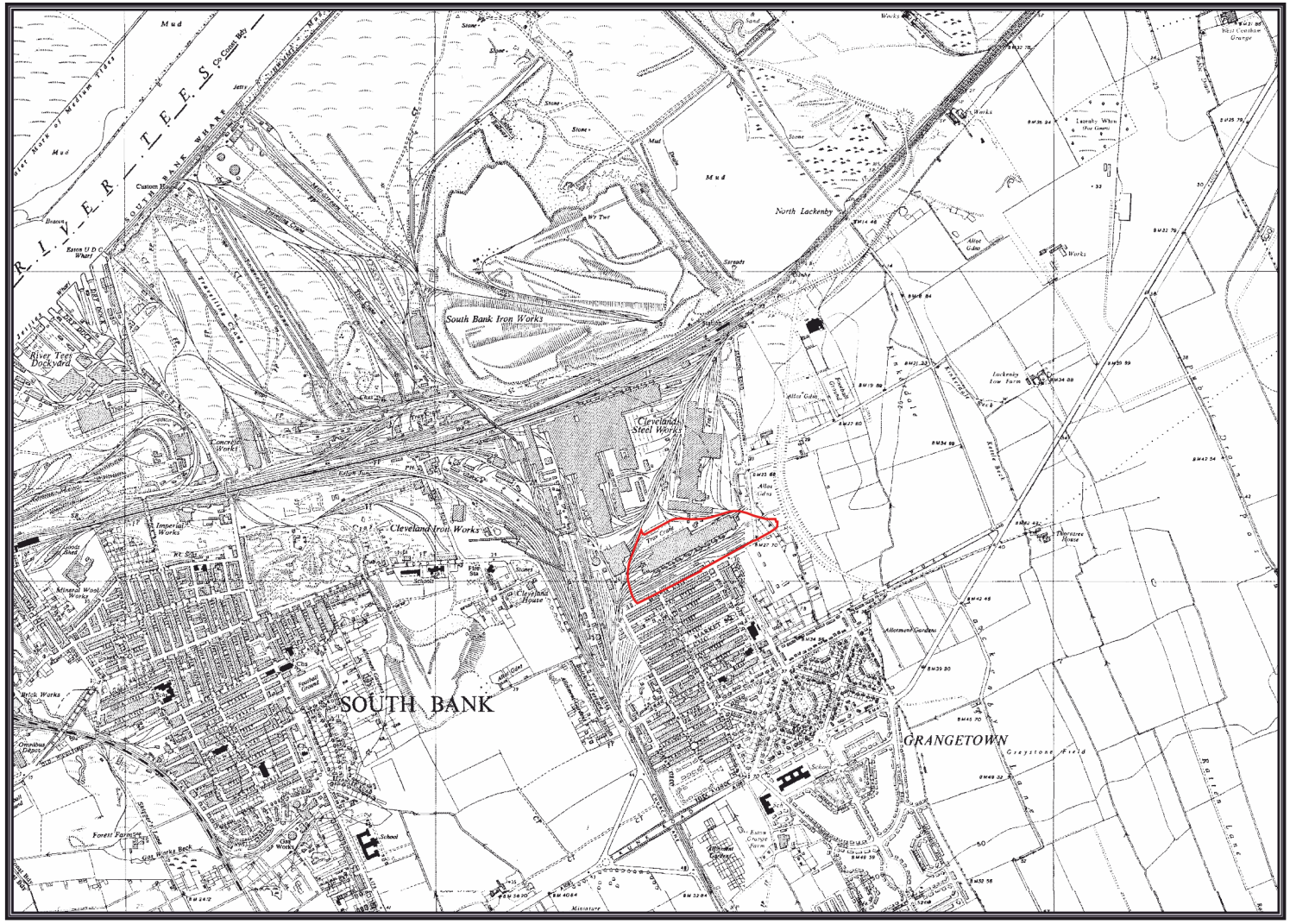


OS County Series: YORKSHIRE 1:10,560 1895

Figure 4: Ordnance Survey 1895 1:10.560

OS County Series: YORKSHIRE 1:10,560 1931-1938

Figure 5: Ordnance Survey 1931-38 1:10,560



OS Plan 1:10,560 1953-1955

Figure 6: Ordnance Survey 1953-55 1:10,560

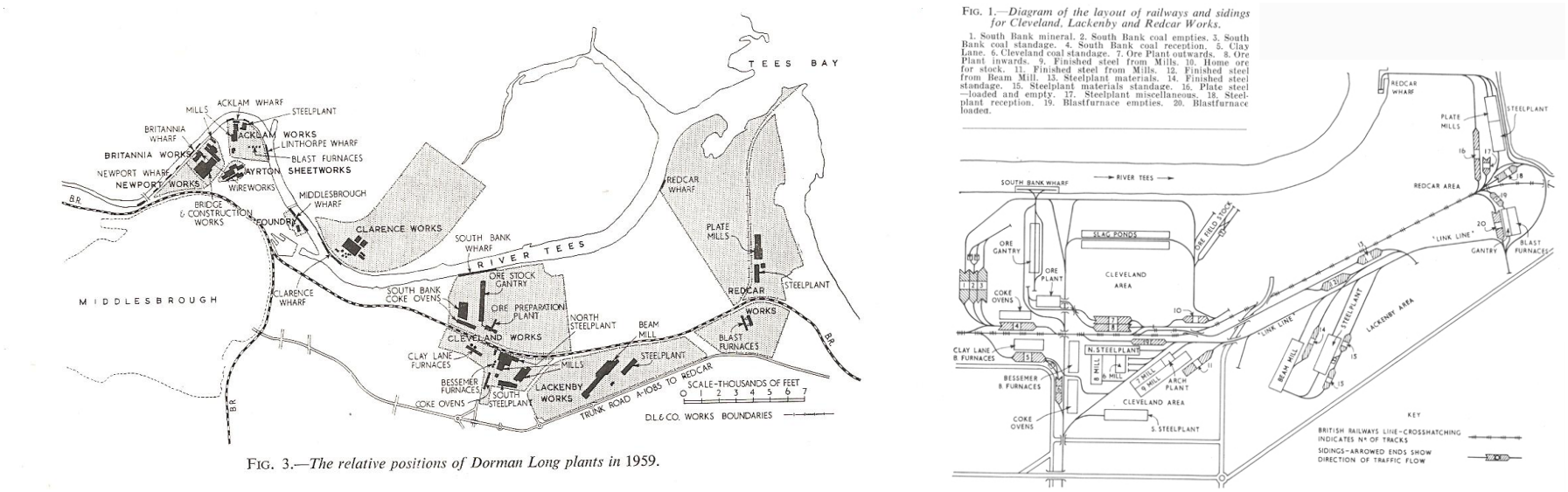
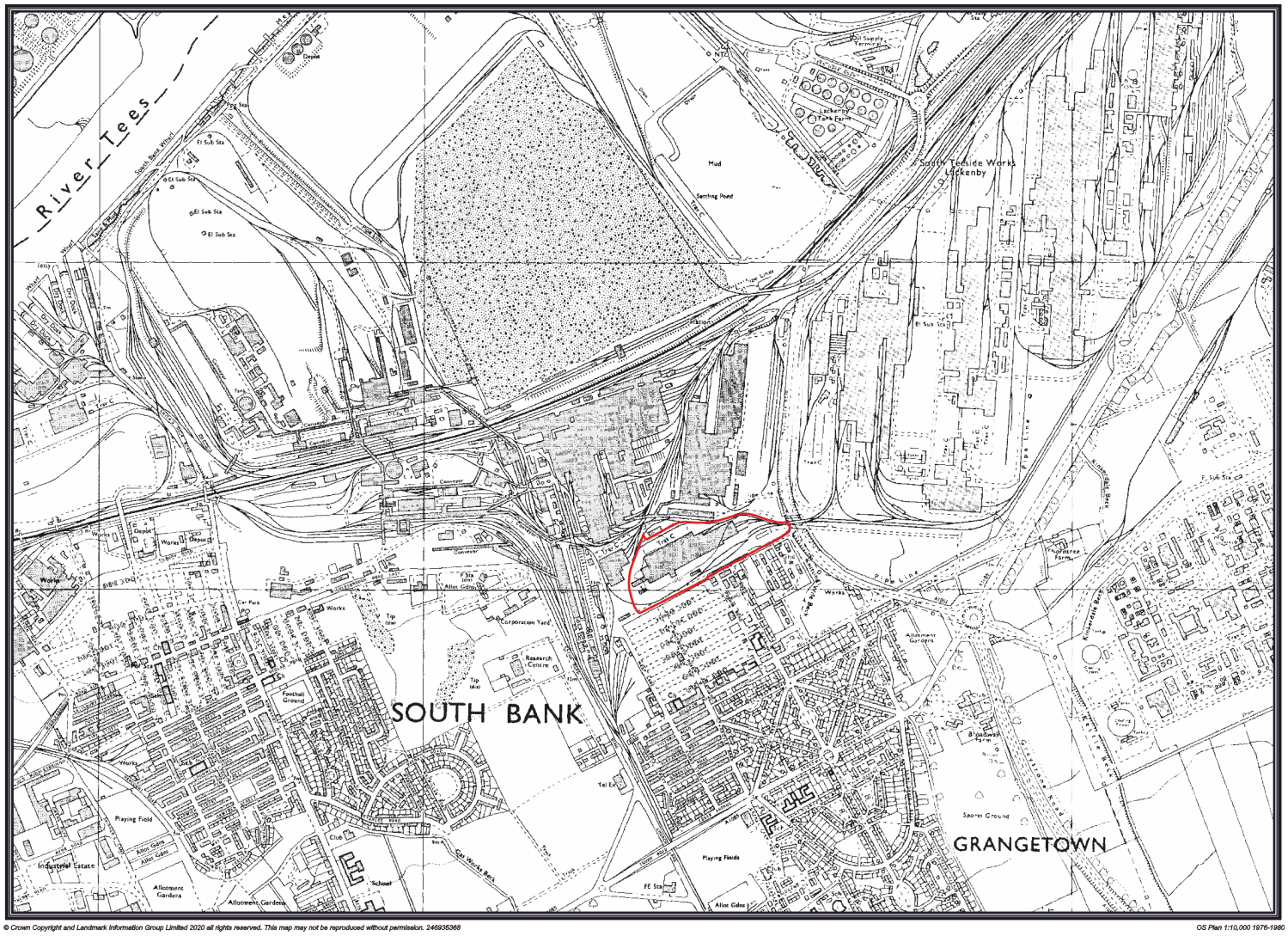


FIG. 3.—*The relative positions of Dorman Long plants in* 1959.

FIG. 1.—*Diagram of the layout of railways and sidings for Cleveland, Lackenby and Redcar Works.*

1. South Bank mineral. 2. South Bank coal empties. 3. South Bank coal standage. 4. South Bank coal reception. 5. Clay Lane. 6. Cleveland coal standage. 7. Ore Plant outwards. 8. Ore Plant inwards. 9. Finished steel from Mills. 10. Home ore for stock. 11. Finished steel from Mills. 12. Finished steel from Beam Mill. 13. Steelplant materials. 14. Finished steel standage. 15. Steelplant materials standage. 16. Plate steel —loaded and empty. 17. Steelplant miscellaneous. 18. Steel-plant reception. 19. Blastfurnace empties. 20. Blastfurnace loaded.

Figure 7: Plans of Dorman Long plants and the railway arrangements from 'A Technical Survey of Dorman Long Steel' 1959



OS Plan 1:10,000 1976-1980

Figure 8: Ordnance Survey 1976-80 1:10,560

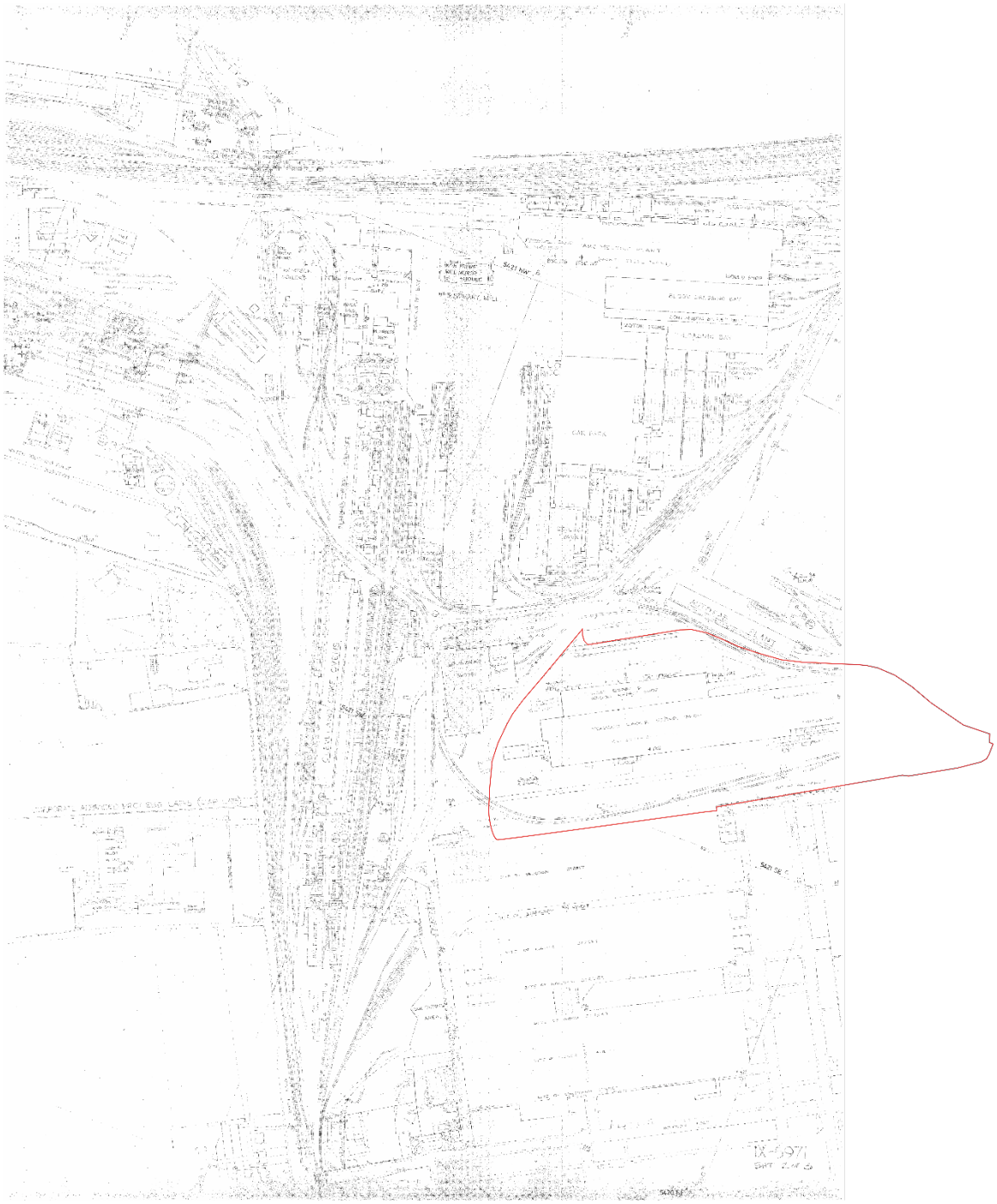
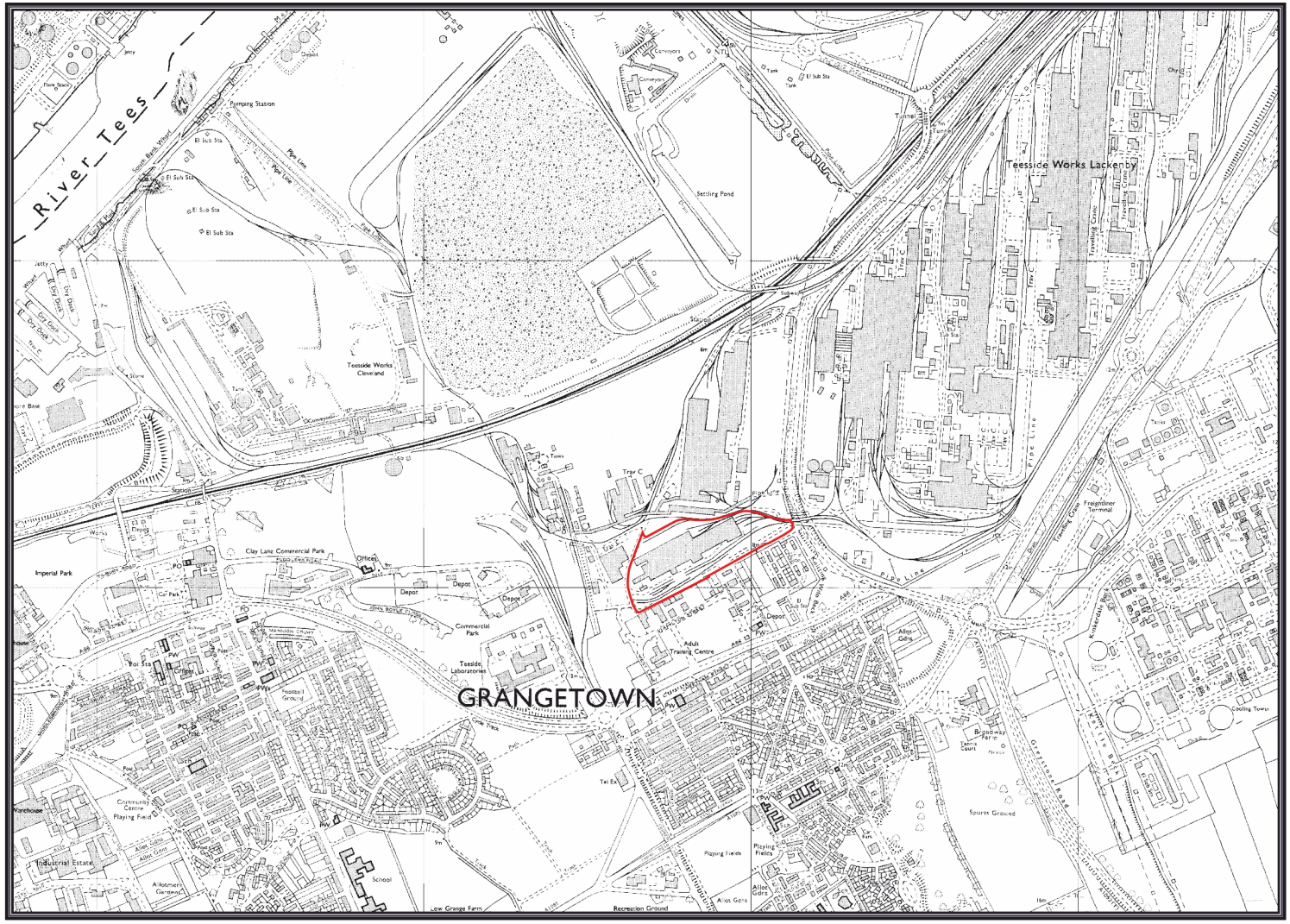


Figure 9: Extract from detailed internal plans 1978



OS Plan 1:10,000 1992-1993

Figure 10: Ordnance Survey 1993

10.0 Plates

Plate 2: Google Earth 2000 & 2018

Plate 3: Torpedo Ladle Workshop from the north

Appendix 1: Legislation and Planning Policy Context

Ancient Monuments and Archaeological Areas Act 1979 (AMAAA)

The Act is the primary legislation protecting archaeological remains within the United Kingdom. It identifies as a duty of the Secretary of State the need to compile and maintain a schedule of ancient monuments of national importance, to allow for their preservation, so far as possible, in their current (at the time of scheduling) state.

A statement setting out current Government policy on the identification, protection, conservation and investigation of nationally important (both scheduled and nationally important non-scheduled) ancient monuments was published in October 2013 (DCMS 2013).

Where works to scheduled monuments are proposed for development-related purposes, the Secretary of State has particular regard to the following principles:

Only in wholly exceptional cases will consent be granted for works could result in substantial harm to, or loss of, the significance of a Scheduled Monument; and

In cases that would lead to less than substantial harm to the significance of a Scheduled Monument the harm will be weighed against the public benefits of the proposal (DCMS 2013, para 20).

This legislative position is directly reflected in the National Planning Policy Framework (NPPF) which 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…" (NPPF, para 195), and "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" (NPPF, para 196).

Where consent is granted for works that could result in harm to, or loss of, the significance of a Scheduled Monument, conditions are expected to be imposed that provide for recording of information that adds to our understanding of the significance of that monument. Those conditions are likely to be designed to ensure that:

- the project design seeks to further the objectives of relevant international or national research frameworks;
- use is made of appropriately skilled teams with the resources to fully implement the project design to relevant professional standards (such as those published by the Institute for Archaeologists);
- the project design provides for the full analysis, publication and dissemination of the results, including the deposition of reports in the relevant Historic Environment Record (HER), to a set timetable; and
- provision is made in the project design for the conservation and deposition of the site archive with a local museum or other public depository willing to receive it (DCMS 2013, para 21).

Planning (Listed Buildings and Conservation Areas) Act 1990

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act (1990) highlights the importance of built heritage and Listed Buildings within the planning system. With regard to the Local Planning Authority's (LPA) duty regarding listed buildings in the planning process, it states that:

"In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard

to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses".

In addition, Section 72 of the Act emphasises the value of Conservation Areas in built heritage planning. In relation to the duties and powers of the LPA, it provides that:

"With respect to any buildings or other land in a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area".

The National Planning Policy Framework (NPPF) 2018

This replaces all previous Planning Policy Guidance notes (PPGs) and Planning Policy Statements (PPSs) and revises the NPPF 2012.

Section 16 provides policy on 'Conserving and enhancing the historic environment'. Planning decisions have to be made from a position of knowledge and understanding with respect to the historic environment. Paragraph 189 states:

"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 assets' importance and no more than is sufficient to understand the potential impacts 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".

In paragraph 192, it is made clear that a balance must be sought, on the one hand sustaining and enhancing the significance of heritage assets and the positive contribution that they can make to communities, and on the other in considering the positive contribution that a new development could make to local character and distinctiveness.

The impact on a heritage asset should be assessed in terms of the significance of that asset; the greater the significance, the greater weight should be given in that assessment. Any harm to, or loss of, the significance of a designated asset should require clear and convincing justification. Where substantial harm or loss is predicted, approval should be given only in exceptional circumstances for Grade II listed buildings, parks or gardens. For heritage assets of higher importance (Grade II* & I listed buildings and parks & gardens, scheduled monuments, protected wreck sites, battlefields and World Heritage Sites) approval for proposed developments that cause substantial harm should be 'wholly exceptional' (para 194). In all cases the harm must be weighed against the public benefit (para 195).

As a footnote to para 194 the NPPF states that:

"Non-designated heritage assets of archaeological interest, which are demonstrably of equivalent significance to scheduled monuments, should be considered subject to the policies for designated heritage assets."

As is reflected in the DCMS 2013 statement on Government policy, it is made clear that undesignated heritage assets of national importance should be afforded the same consideration as designated assets of equivalent significance:

"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 affect directly or indirectly 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" (para 197);"

In addition, para 187 states that:

"Local planning authorities should maintain or have access to a historic environment record. This should contain up-to-date evidence about the historic environment in their area and be used to:

a) assess the significance of heritage assets and the contribution they make to their environment; and

b) predict the likelihood that currently unidentified heritage assets, particularly sites of historic and archaeological interest, will be discovered in the future. This replaces all previous Planning Policy Guidance notes (PPGs) and Planning Policy Statements (PPSs)."

Among the core planning principles, provision is made to "conserve heritage assets in a manner appropriate to their significance, so that they can enjoyed for their contribution to the quality of life of this and future generations" (CLG 2012, para 17).

Section 12 provides policy on 'Conserving and enhancing the historic environment'. Planning decisions have to be made from a position of knowledge and understanding with respect to the historic environment. Paragraph 128 states: "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 assets' importance and no more than is sufficient to understand the potential impacts 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".

In paragraph 131, it is made clear that a balance must be sought, on the one hand sustaining and enhancing the significance of heritage assets and the positive contribution that they can make to communities, and on the other in considering the positive contribution that a new development could make to local character and distinctiveness.

The impact on a heritage asset should be assessed in terms of the significance of that asset; the greater the significance, the greater weight should be given in that assessment. A distinction is made between 'substantial' and 'less than substantial' harm. Where substantial harm or loss to is predicted, approval should be given only in exceptional circumstances for Grade II listed buildings, parks or gardens. For heritage assets of higher importance (Grade II* & I listed buildings and parks & gardens, scheduled monuments, protected wreck sites, battlefields and World Heritage Sites) approval for proposed developments that cause substantial harm should be 'wholly exceptional' (para 132). In all cases the harm must be weighed against the public benefit (paras 133 & 134).

As is reflected in the DCMS 2013 statement on Government policy, it is made clear that undesignated heritage assets of national importance should be afforded the same consideration as designated assets of equivalent significance:

"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 affect directly or indirectly 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" (para 135);

"Non-designated heritage assets of archaeological interest that are demonstrably of equivalent significance to scheduled monuments, should be considered subject to the policies for designated heritage assets" (para 139).

National Planning Practice Guidance (2014)

The National Planning Practice Guidance (NPPG) was published by the Department for Communities and Local Government in March 2014 and provides guidance for planners and communities which will help deliver high quality development and sustainable growth in England. In terms of heritage, guidance entitled 'Conserving and enhancing the historic environment' sets out information with respect to the following:

- the recognition of the appropriate conservation of heritage assets forming one of the 'Core Planning Principles' that underpin the planning system;
- what the main legislative framework for planning and the historic environment is (Planning (Listed Buildings and Conservation Areas) Act 1990; Ancient Monuments and Archaeological Areas Act 1979; and Protection of Wrecks Act 1973);
- a definition of 'significance';
- why significance is important in decision-taking;
- the considerations of designated and non-designated assets;
- the identification of non-designated heritage assets; and
- the considerations for when applications for planning permission are required to consult or notify English Heritage.

Non-Statutory Guidance

English Heritage Conservation Principles Policies and Guidance (EH 2008) defines the setting of historic assets as:-

"…the surroundings in which a place is experienced, its local context, embracing present and past relationships to the adjacent landscape…"

EH draws a distinction between 'setting' and 'context' (paragraphs 76 and 77) and the document makes it clear that whereas 'setting' involves a localised area, 'context' is a wider concept involving "any relationship between a place and other places, relevant to the values of that place".

- Heritage values are considered under four main headings
- Evidential Value derives from the potential for a place to yield evidence about past human activity
- Historical Value derives from the ways in which past, people and events can be connected through a place to the present
- Aesthetic value derives from the ways in which people draw sensory and intellectual stimulation from a place.
- Communal value derives from the meanings of a place for the people who relate to it.

Local Policy Guidance

The Redcar & Cleveland Local Plan (Adopted 2018) contains policies relating to the Historic Environment. There are no Conservation Areas or Designated Heritage Assets that would be affected by this proposal. Policy HE3 'Archaeological Sites and Monuments' is relevant, however. It states:

Development that would adversely affect archaeological sites or monuments that are designated

heritage assts or their settings, or archaeological sites of equivalent sigfnificance will only be approved in the most exceptional circumstances and in accordance with this policy and other heritage policies in this plan.

Development that may affect a known or possible archaeological site, whether designated or non-designated, will require the results of a desk-based assessment to be submitted as part of the planning application. An archaeological evaluation may also be required to identify the most appropriate course of action.

Development that affects a site where archaeology exists or where there is evidence that archaeological remains may exist will only be permitted if:

a. *The harm or loss of significance is necessary to achieve public benefits that outweigh that harm or loss. Harm or loss may be avoided by preservation in situ or refusal: or*

b. *Where in situ preservation is not required, appropriate satisfactory provision is in place for archaeological investigation, recording and reporting to take place before, or where necessary during, development. Where archaeological investigation, recording and reporting has taken place it will be necessary to publish the findings within an agreed timetable.*