



Steel House, Redcar

Desk-Based Heritage Assessment

Client: South Tees Development Corporation

Local Planning Authority: Redcar & Cleveland

Planning Reference: TBC

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Every effort has been made to ensure the accuracy of reporting and appropriateness of recommendations. This report is based on information available at the time of writing, from the sources cited. It does not preclude the potential for future discoveries to be made, or for other unidentified sources of information to exist that alter the potential for archaeological impact. Any opinions expressed within this document reflect the honest opinion of Prospect Archaeology. However, the final decision on the need for further work rests with the relevant planning authority.
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Executive Summary

A planning application is being submitted for redevelopment of the site of the former Cleveland Steel Works, 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 5 designated heritage assets within the search area, all of them Grade II listed buildings. None of these assets would be directly or indirectly affected by the proposed development.

Undesignated heritage assets within the Site include possible remains of medieval salt making in the form of salterns and a World War II anti-tank ditch. Neither would be considered of more than regional significance if they are found to survive on the Site. The potential for archaeological survival is as yet unknown as there appears to have been considerable changes in ground levels as a result of the 19th and 20th century use of the Site for railways and possibly spoil grounds.

Monitoring of SI works would assist in determining the potential for the survival of below ground elements of the salterns. Dependent on the results of this monitoring, areas of archaeological monitoring during remediation works might be required, potentially supplemented by evaluation excavation to establish more clearly the nature of deposits identified. A programme of sample excavation of one or more salterns may be required to mitigate the impact of development. This is in accordance with the National Planning Policy Framework and Redcar & Cleveland Local Plan (Policy HE3).

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 redevelopment at the former Cleveland Steel Works, Redcar. 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. 25ha to the north of the A1065 Trunk Road, south of the Tees Valley Railway line.

2.1.2 The Site currently houses the Steel House, built in the 1970s as the regional headquarters for British Steel. Landscaped grounds, car parks and access roads surround the standing buildings.

3.0 Geology and Topography

3.1.1 The Site is largely level at c. 9-10m AOD. The Site has been largely cleared of structures. A number of partial pipes and occasional buildings survive, most notably adjacent to the northern boundary where the subway to the north side of the Tees Valley Railway continues to carry pipework.

3.1.2 Underlying geology is Redcar Mudstone Formation overlain by Tidal Flat Deposits (<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 25th 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 The assessment of existing conditions has been based on a ‘study area’ extending 1000m from the boundary of the site for designated heritage assets and 500m from the boundary of the site for undesignated heritage assets. This enables the significance of existing and potential archaeological features to be considered in their local, regional and national contexts.

5.1.2 The source of the monuments (Figure 1; Tables 1 & 2) noted in the following text are from the Redcar & Cleveland Historic Environment Record (HER) and the National Heritage List for England (NHLE) and have the prefixes HER and NHL respectively. Where a heritage asset lies within the site it is identified in **bold**. Additional information on the historic development of the site and surrounding area has been collated from historic mapping, online resources, and the personal library of the author. Known and suspected archaeological remains are summarised and discussed in the following sections.

5.2 Designated Heritage Assets

5.2.1 There are five designations within the study area (see Table 1), although none within the site itself. Two of the designated assets lie within the Dormantown settlement and three are to the north at Marsh Farmhouse. There would be no direct impact on any designated heritage asset. The site does not contribute to a significant setting of any designated heritage asset and there would therefore be no indirect impact on any designated heritage assets.

Table 1 Designated heritage assets within 1km of the Site

NHL ref no.	Name / description	Designation
1139619	Garden Wall south of Marsh Farmhouse	LB II
1139620	Barn and Stable circa 10 metres north west of Marsh Farmhouse	LB II
1159837	Westfield House	LB II
1160308	Marsh Farmhouse and Farm Cottage	LB II

1310859	1-20, Dormans Crescent	LB II
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5.3 Undesignated Heritage Assets

Table 2 Undesignated Heritage Assets within 1km of the site

HER no.	Name / description	Date / Period
239	Spear	Medieval
257	Barracks	1930s
350	St Sepulchre's Chapel	Medieval
355	West Coatham deserted settlement	Medieval
1739	Meggesson Hill saltern	Medieval
1812	Skelling Hill saltern	Medieval
3751	West Coatham Marsh saltern	Medieval
3752	West Coatham Marsh saltern	Medieval
3753	West Coatham Marsh saltern	Medieval
3754	West Coatham Marsh saltern	Medieval
3755	West Coatham Marsh saltern	Medieval
3756	West Coatham Marsh saltern	Medieval
3757	West Coatham Marsh saltern	Medieval
3758	West Coatham Marsh saltern	Medieval
3759	West Coatham Marsh saltern	Medieval
3760	East Coatham Odd Hill saltern	Medieval
3761	West Coatham Odd Hill saltern	Medieval
3762	Little South Coat Hill saltern	Medieval
3763	Bennyson Hill saltern	Medieval
3764	Walnar Hill saltern	Medieval
3765	Capon Hill saltern	Medieval
3766	Geo. Jackson Butt saltern	Medieval
3767	Thrush Hill saltern	Medieval
3768	Salt House hill saltern	Medieval
3769	Walk Hill saltern	Medieval
3770	Ken'l Hill saltern	Medieval
3771	Lug Hill saltern	Medieval
3772	White Hill saltern	Medieval
3773	Comm Batt saltern	Medieval

3774	South Coat Hill saltern	Medieval
3775	Coatham Duck Decoy	19 th century
3776	Great Souk Hill saltern	Medieval
3777	Grey Stone saltern	Medieval
3778	Coatham Marsh excavation	Medieval
4024	Anti-tank traps	WWII
4670	St Sepulchre Cemetery	Medieval
4671	Warrenby village	19 th century
5708	Tramway	19 th century
5709	Coatham Iron Works	19 th century
5710	Reservoir	19 th century
5711	Redcar Iron Works	19 th century
5712	Tramway	19th century
5716	The Mill Race	19 th century
5732	Old Tramway	19 th century
8072	Anti-tank ditch	WWII
8090	Anti-tank block	WWII
8122	Anti-tank block	WWII
8123	Anti-tank block	WWII
8126	Anti-tank block	WWII
8127	Anti-tank block	WWII
8128	Anti-tank block	WWII
8135	Anti-tank ditch	WWII
8157	Anti-tank horizontal rail	WWII
8158	Anti-tank horizontal rail	WWII
8159	Anti-tank horizontal rail	WWII
8172	Anti-tank horizontal rail	WWII
8191	Anti-tank vertical rail	WWII
8240	Minefield	WWII
8241	Minefield	WWII

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

5.3.1 Whilst there is no evidence for prehistoric or Roman activity within the study area, a number of records within the study area attest to a human presence during the medieval period. The site falls within the parish of Kirkleatham which was split into four manors in the Domesday Book of 1086. All of the pre-Conquest lords recorded have Scandinavian names, indicative of the heavy presence of Viking descendants amongst the rulers of Northumbria, and particularly in coastal

regions.

- 5.3.2 An early medieval spear head was found in a slag heap on the site of an old blast furnace in the 1930s. It would seem likely that this weapon, which retained some evidence of the shaft within its socket, had come from elsewhere and does not provide specific evidence of an early medieval presence within the study area (HER 239). However, a hill marked 'Camps' on the first edition Ordnance Survey map has been linked to a medieval stronghold for the Anglo-Scandinavian lords holding out against the Norman invasion and it is feasible that the spear is related to that activity. The historical account of William capturing the fort was written by the Norman monk Orderic Vitalis but it is far from clear that the stronghold referred to is the same as this one (Refs 1 & 15). It seems likely however that any fortified place could have provided occasional refuge for those working the salt pans in the marshes.
- 5.3.3 St Sepulchre's Chapel is identified at East Coatham in documentary records from 1470 onwards (HER 350). It is variously referred to as dedicated to St. 'Sulpitius', 'Syplyus', 'Sepulchres', 'Cyprion' or 'Sulphron in those records. During the 19th century it was ruinous and is no longer visible. However, human remains have been found in the area (HER4670), north-east of Marsh Farmhouse in a hollow in the sandbanks.
- 5.3.4 The sandbanks around Steel House were used for salt production during the medieval period. Huge numbers of salterns (also called salt hills) are recorded in the HER and on the early Ordnance Survey maps, spread across the whole of the site and surrounding study area (HERs 3751, 3752, 3753, 3754, 3755, 3756, **3757**, **3758**, 3759, 3760, **3761**, **3762**, **3763**, **3764**, 3765, 3766, 3767, 3768, 3769, 3770, 1739, 1812, 3771, 3772, 3773, 3774, **3776** & 3777). Some were partially excavated in the early 20th century (HER 3778). None are now extant as surface features.
- 5.3.5 The deserted medieval village of West Coatham is visible as a small settlement on the 1775 Jeffrey's Map of Yorkshire (Ref 21), late 19th century and early 20th century Ordnance Survey maps, latterly being labelled as Middle Farm and East Farm. The Lord McGowan Bridge on the A1085 trunk road cut through the northern part of Middle Farm from the mid-20th century and by the 1970s no trace of the farms was left on historic maps as the area provided rail access to the Wilton Works to the south (HER 355).
- 5.3.6 The Jeffrey's Map of Yorkshire provides an overview of the area as open land with small farmsteads scattered between the larger settlements of East Coatham, Redcar and Kirkleatham. It is likely to reflect the landscape of the medieval and post-medieval periods. East Coatham was an important fishing port and, as outlined above, produced considerable quantities of salt.

Post-Medieval – Modern Periods (1750 – present)

- 5.3.7 Marsh House Farm (HER 4669), its barn and stables (HER 6805) and an associated wall (HER 6806) are all believed to be late 18th century in construction, possibly using some stone from the medieval St Sepulchre's Chapel. All are Grade II listed buildings and are primarily in brick with clay pantile roofs on the house and outbuildings. Although just outside the search area, a rabbit warren shown on the sands to the north on first edition Ordnance Survey may be related (HER 626) although the construction of the North-Eastern Railway Darlington Branch (HER 5908) separated the warren from the farm.
- 5.3.8 A duck decoy pond (HER 3775) marked on the first edition Ordnance Survey map is believed to pre-date the construction of the railway in 1850. In the 19th century, the landscape begins to change, the construction of the railway being an important element driving that change.
- 5.3.9 The iron works at Coatham (HER 5709) and Redcar (HER 5711) were constructed in 1873 and

1874 respectively. Coatham comprised two blast furnaces, Redcar Iron Works had four blast furnaces. Both were linked via extensive tramways (HER 5708, **5712** & 5732) to the wharves on the South Gare Breakwater and across Bran Sand to the Tees, as well as linking into the main rail network. A reservoir is also present at Coatham (HER5710)

- 5.3.10 Robson, Maynard and Co established the Redcar Iron Works with just two blast furnaces, adding 2 additional furnaces shortly after the first two started blowing in 1874. The company was dissolved and re-established in 1880 as Walker, Maynard & Co (Ref 11). In 1916 the company was acquired by Dorman, Long & Co, the dominant firm on Teesside, who then constructed the Redcar Iron & Steel Works.
- 5.3.11 Coatham Iron Works was constructed by the firm Downey & Co, a partnership between Alfred Christian Downey and C F H Bolckow. In c.1876 they took over the Lackenby Ironworks. In 1892 the firm collapsed and Bolckow, who was managing director at this time, was bankrupted. The Redcar and Coatham Works were combined as a single entity trading as the Redcar Iron & Steel Works.
- 5.3.12 Warrenby village was constructed in the 1870s to house the local steelworkers. It comprises a single street with houses either side and a chapel. It was named after the rabbit warren in the sands.
- 5.3.13 The Mill Race (HER 5716) is a drainage channel shown on 19th century maps, wriggling its way to the coast. It passes between Middle Farm and East Farm and would therefore have served the medieval settlement of West Coatham.
- 5.3.14 A gun battery, called the Pasley battery, was built to the north of the site after the First World War, with a single counter bombardment 9.2 inch gun. The gun remained in place until after the Second World War when it was removed (HER 760). Located nearby was the former barracks for the soldiers manning the battery which has also since been removed (HER 257).
- 5.3.15 During the Second World War, the area was heavily defended as an important industrial centre. The final group of HER entries within the study area relate to these defences and comprise a mixture of anti-tank ditches (HER 8072 & 8135), blocks (HER 8122, 8123, 8126, 8127 & 8128), horizontal rails (**HER 8157-8159**) and an anti-tank vertical rail (HER 8191). Two minefields are also present to the north of the site (HER 8240 & 8241). All these features were designed to protect the steelworks in the event of an invasion and all the minefields, blocks and rails have since been removed. The ditches may survive as infilled archaeological features or as open ditches. A row of 23 concrete blocks many linked by a steel cable was designed as an anti-tank trap, blocking a small valley up from the coast. This feature was identified as surviving in 1998 (HER 4024).
- 5.3.16 The Steel House was constructed in 1977 as the headquarters for the Teesside Division of British Steel. It was designed by Middleton Fletcher & Partners as a modern open-plan facility with a bank and shop provided in-house and pleasant landscaped grounds, including a lake, surrounding the linked hexagonal buildings (Ref 7).

Map regression

- 5.3.17 Ordnance Survey 1857 1:10,560 – shows the site as salt hills cut by creeks and one formal channelled watercourse with the Marsh Sluice at the northern end in Coatham Marsh and West Coatham Marsh. The Mill Race is labelled, snaking around the ‘Camps’ that is allegedly the site captured from the Anglo-Scandinavian lords by William the Conqueror.

- 5.3.18 Ordnance Survey 1894 1:2,500 – Redcar Iron Works has been constructed to the north of the site and a tramway follows the course of the waterway running through the middle of the site. To the southeast, Wiley Bridge Plantation has been established, accessed via the tramway from Redcar Iron Works.
- 5.3.19 Ordnance Survey 1914-15 1:2,500 – the site is largely unchanged.
- 5.3.20 Ordnance Survey 1929 1:2,500 – further tramways have been constructed in the eastern part of the site and the land between is shown as marshland. Dormanstown has been constructed to the south of Wiley Bridge Plantations. The Redcar and Coatham Iron Works have undergone massive expansion and are jointly labelled the Redcar Iron & Steelworks.
- 5.3.21 Ordnance Survey 1938 1:10,560 – the site is largely unchanged.
- 5.3.22 Ordnance Survey 1954 1:1,250 – no salt hills are shown to the east of the railways and an access ramp constructed into the area from the railways. The Fleet river is defined by a gravel bank but the land to the east and south of this is unlabelled and whether it is being used as slag heaps and therefore raised, has been levelled or has been reduced in height is not clear. The trunk road has been constructed to the south of the site. West of the railways three salt hills survive but there has been considerable ground movement in this zone as well, particularly along the northern boundary.
- 5.3.23 Ordnance Survey 1986 1:1,250 – Construction of the Steel House in 1977 resulted in the site layout developing into its current format, as shown on this map. The construction of the access roads, landscaped grounds, lake, car parks and the Steel House itself, entirely altered the western and central parts of the site. The eastern side appears to be lightly planted but otherwise undeveloped.

5.4 Site Visit & LiDAR

- 5.4.1 A site visit was made on 25th November 2020. The site was not accessible due to ongoing junction works. Views across the site were possible from an adjacent slag heap. The Steel House and road network have clearly had a significant impact on the potential for earlier remains to survive. Equally it is unclear what impacts on the salt hills have occurred as a result of ground level changes to the east of the Steel House but the land here has the appearance of managed spoil heaps from the LiDAR imagery.

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 Although the Site was clearly heavily occupied by salt processing sites during the medieval period, it is unclear what potential exists for these to survive as a result of later earth moving operations. Use of the eastern part of the site railway embankments may have buried such remains or may have involved site clearance that will have removed them. To the west of the Steel House, roadworks are likely to have at least in part truncated such remains but may also have protected other areas. The anti-tank ditch is likely to survive in part as a backfilled ditch. Neither monument type is considered to be of more than regional significance.

7.0 Conclusions

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

- 7.1.2 Undesignated heritage assets date to the medieval period and 20th centuries, relating to the industrial use of the Site for salt processing and the Defence of Britain. These would be of up to regional importance.
- 7.1.3 Monitoring of SI works would assist in determining the potential for the survival of below ground elements of the salterns. Dependent on the results of this monitoring, areas of archaeological monitoring during remediation works might be required, potentially supplemented by evaluation excavation to establish more clearly the nature of deposits identified. A programme of sample excavation of one or more salterns may be required to mitigate the impact of development.

8.0 References

1. Dalton, P 2002 Conquest, Anarchy & Lordship
2. <http://ads.ahds.ac.uk/>
3. <http://discovery.nationalarchives.gov.uk/>
4. <http://environment.data.gov.uk/ds/survey/index.jsp#/survey>
5. <http://mapapps.bgs.ac.uk/geologyofbritain/home.html>
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10. <https://www.britainfromabove.org.uk/>
11. <https://www.gracesguide.co.uk/>
12. <https://www.old-maps.co.uk>
13. www.flickr.com
14. www.pastscape.org/homepage/
15. <http://www.redcar.org/coatham-ancient-the-camp-of-refuge/>
16. Ordnance Survey 1:1,250 1953, 1958-74
17. Ordnance Survey 1:2,500 1894-95, 1899, 1915, 1929, 1954, 1959-69
18. Ordnance Survey 1:10,000 1980, 1993
19. Ordnance Survey 1:10,560 1857, 1895, 1920, 1931-38, 1955
20. Russian mapping 1:10,000 1975
21. Jeffrey's Map of Yorkshire 1775

9.0 Figures



Figure 1: Site Location Map (source OS Opendata)

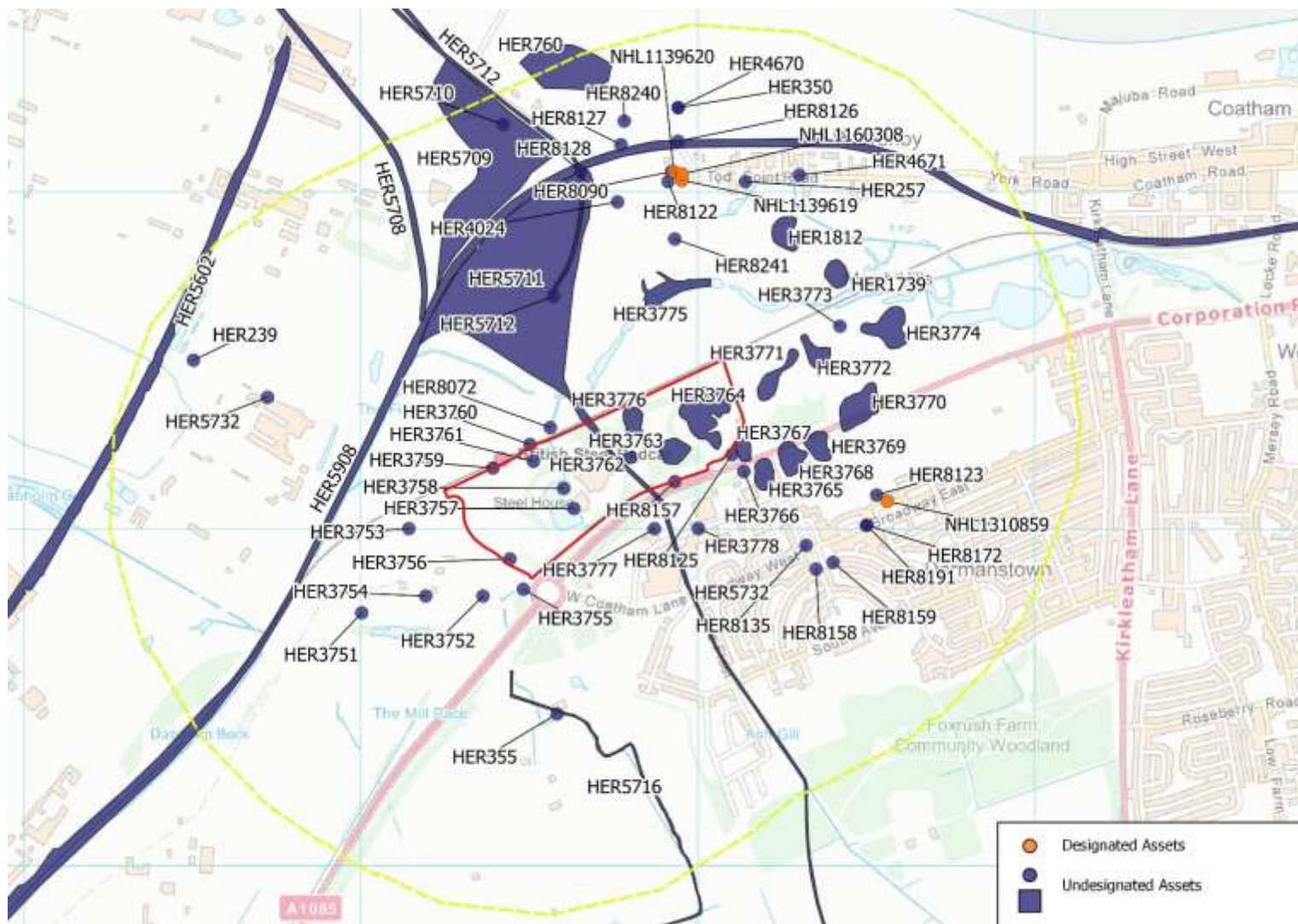


Figure 2: Designated and undesignated heritage assets (Cleveland & Redcar HER)

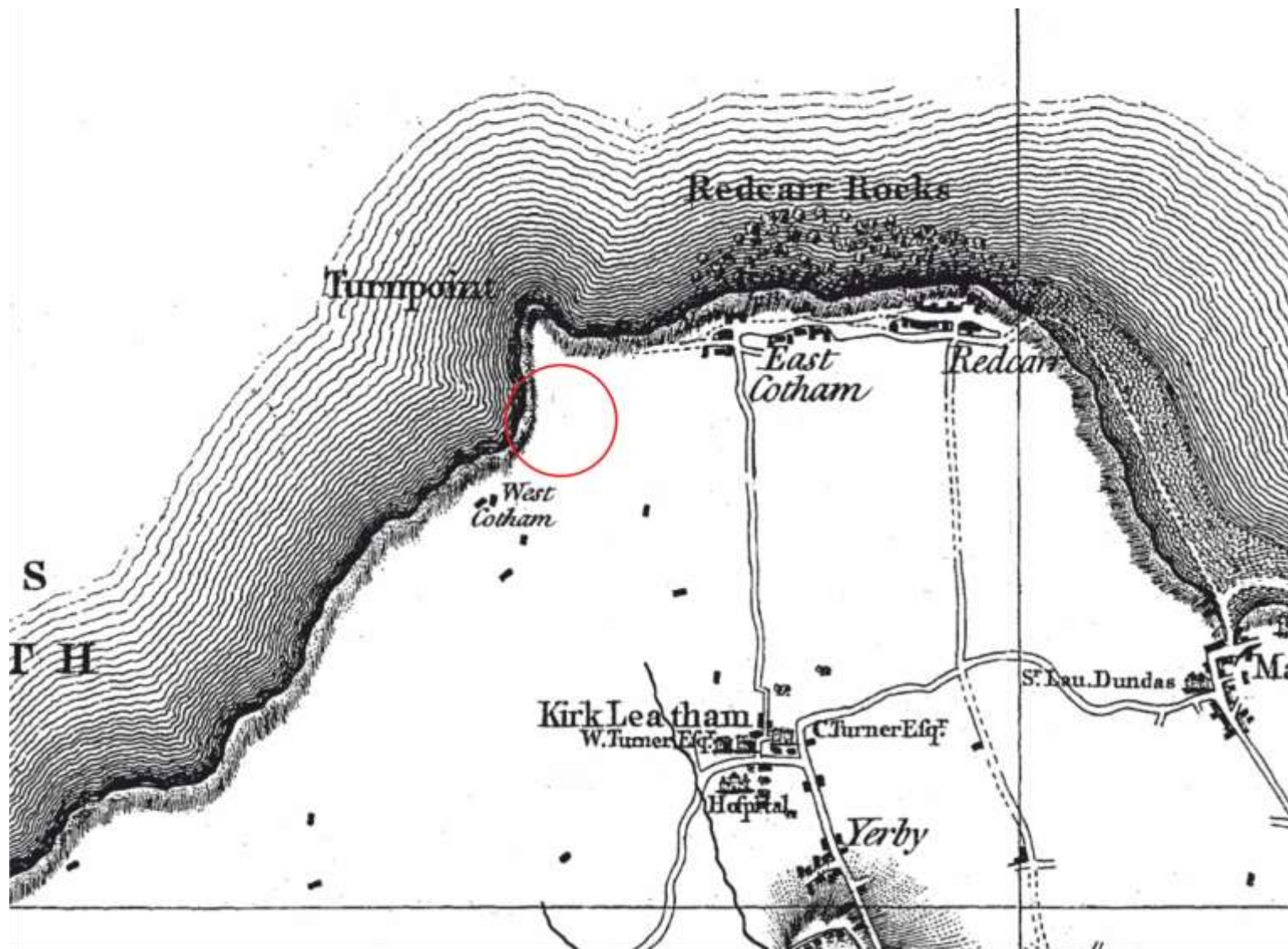


Figure 3: Approximate location of the Site on Jeffrey's Map of Yorkshire 1775

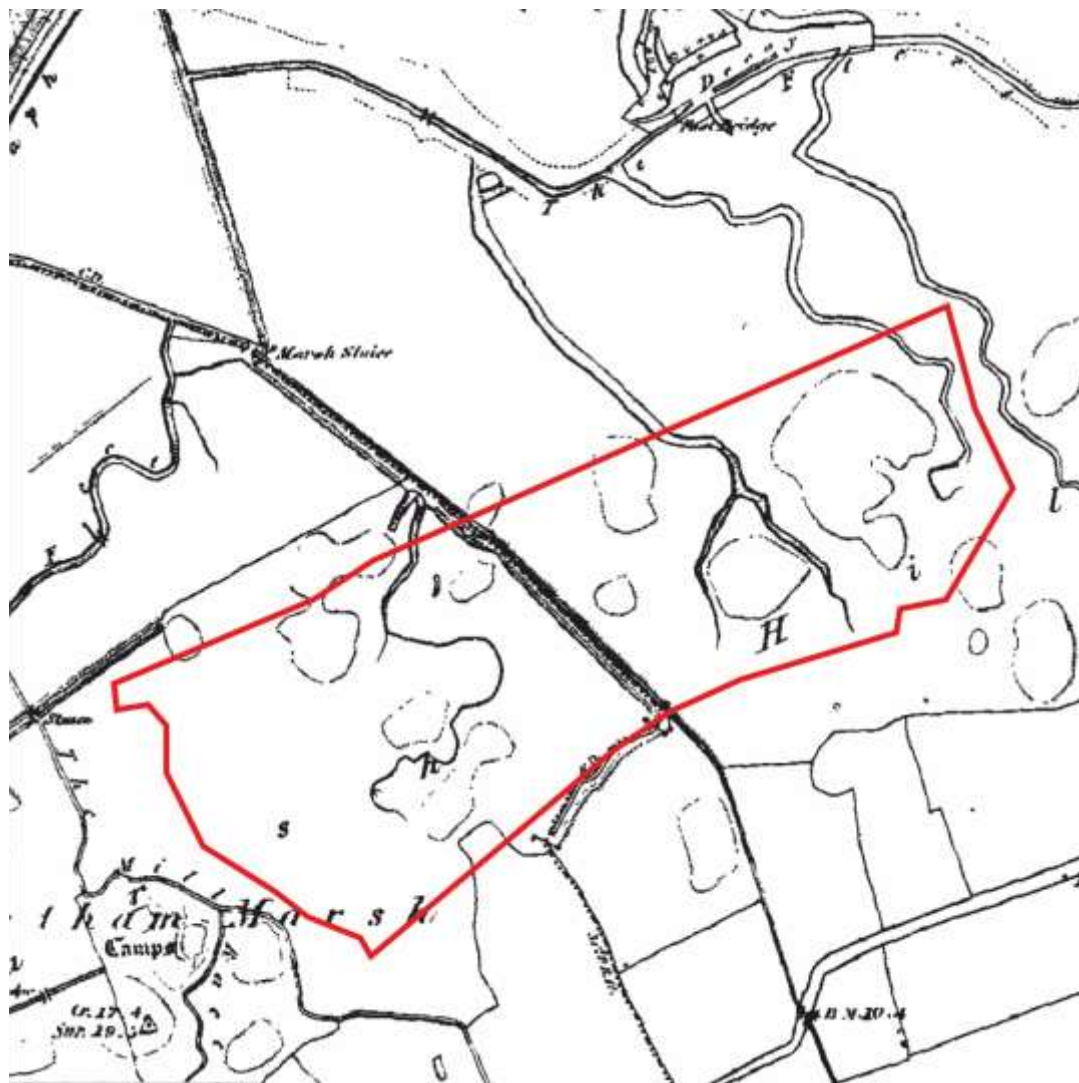


Figure 4: Ordnance Survey 1857 1:10.560

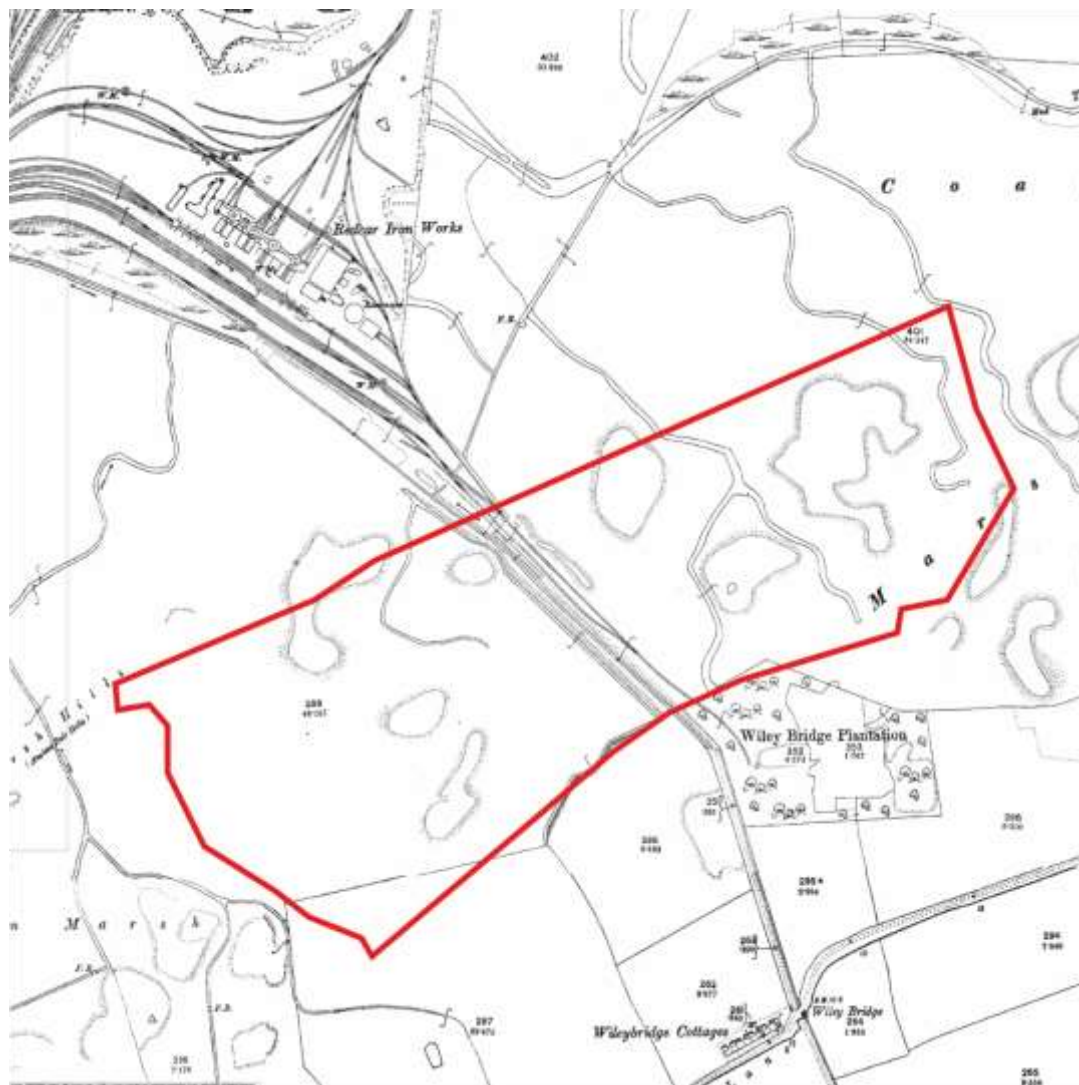


Figure 5: Ordnance Survey 1895 1:10.560



Figure 6: Ordnance Survey 1914-15 1:2,500



Figure 7: Ordnance Survey 1929 1:2,500

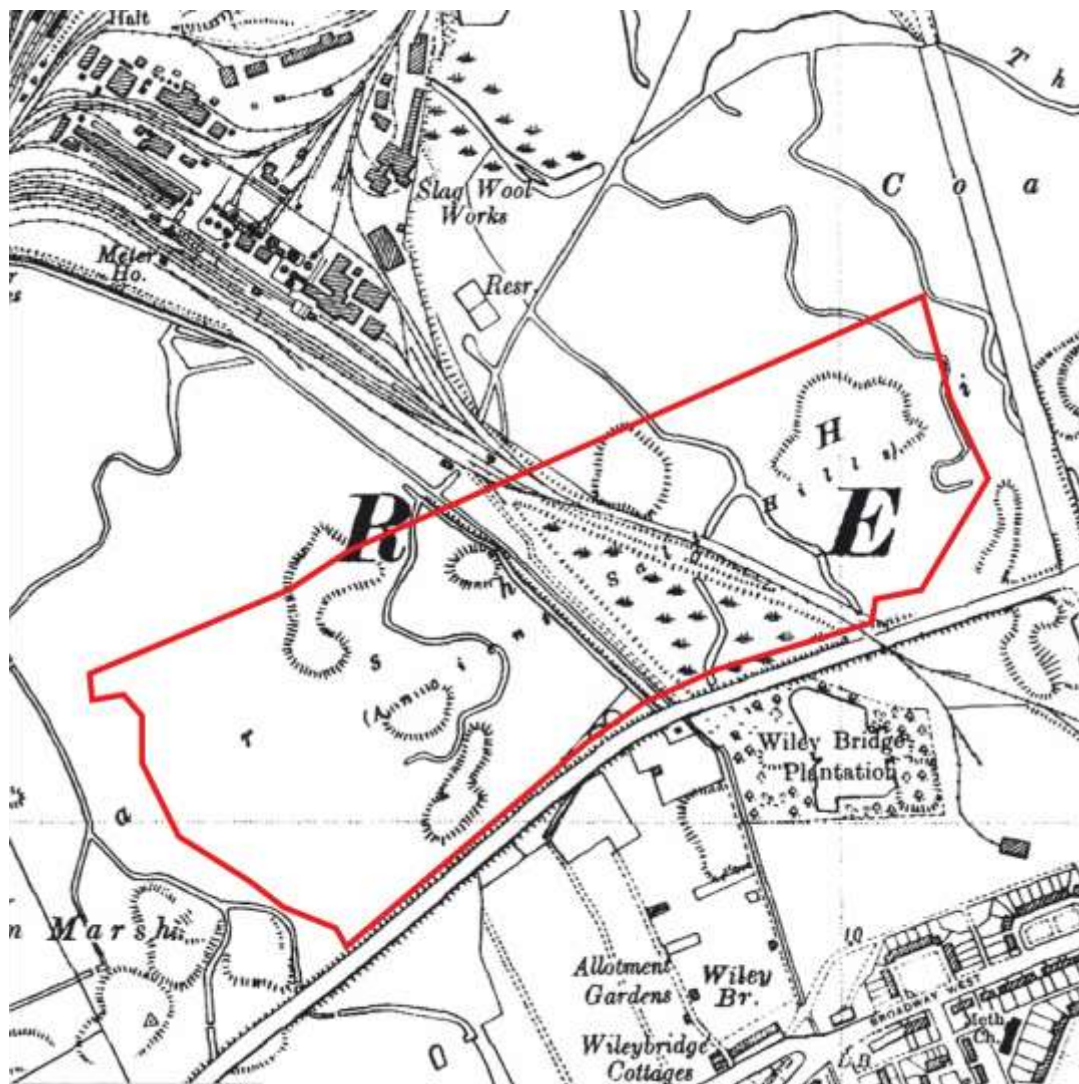


Figure 8: Ordnance Survey 1931-38 1:10,560



Figure 9: Ordnance Survey 1953-55 1:10,560

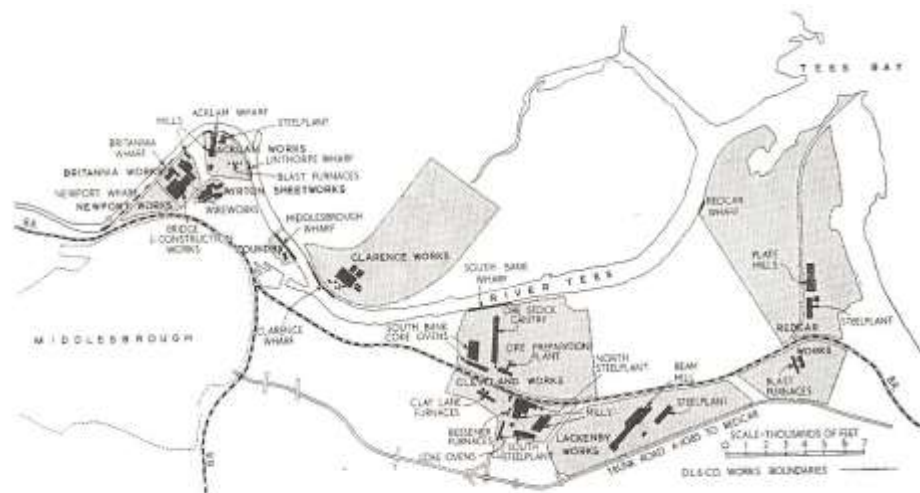


FIG. 3.—The relative positions of Dorman Long plants in 1959.

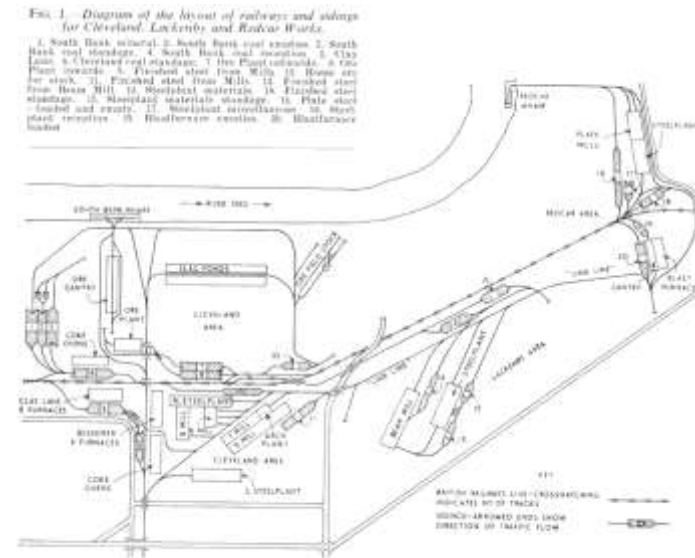


FIG. 1. Diagram of the layout of railways and sidings for Cleveland, Lakenby, and Redcar Works.

Figure 10: Plans of Dorman Long plants and the railway arrangements from 'A Technical Survey of Dorman Long Steel' 1959

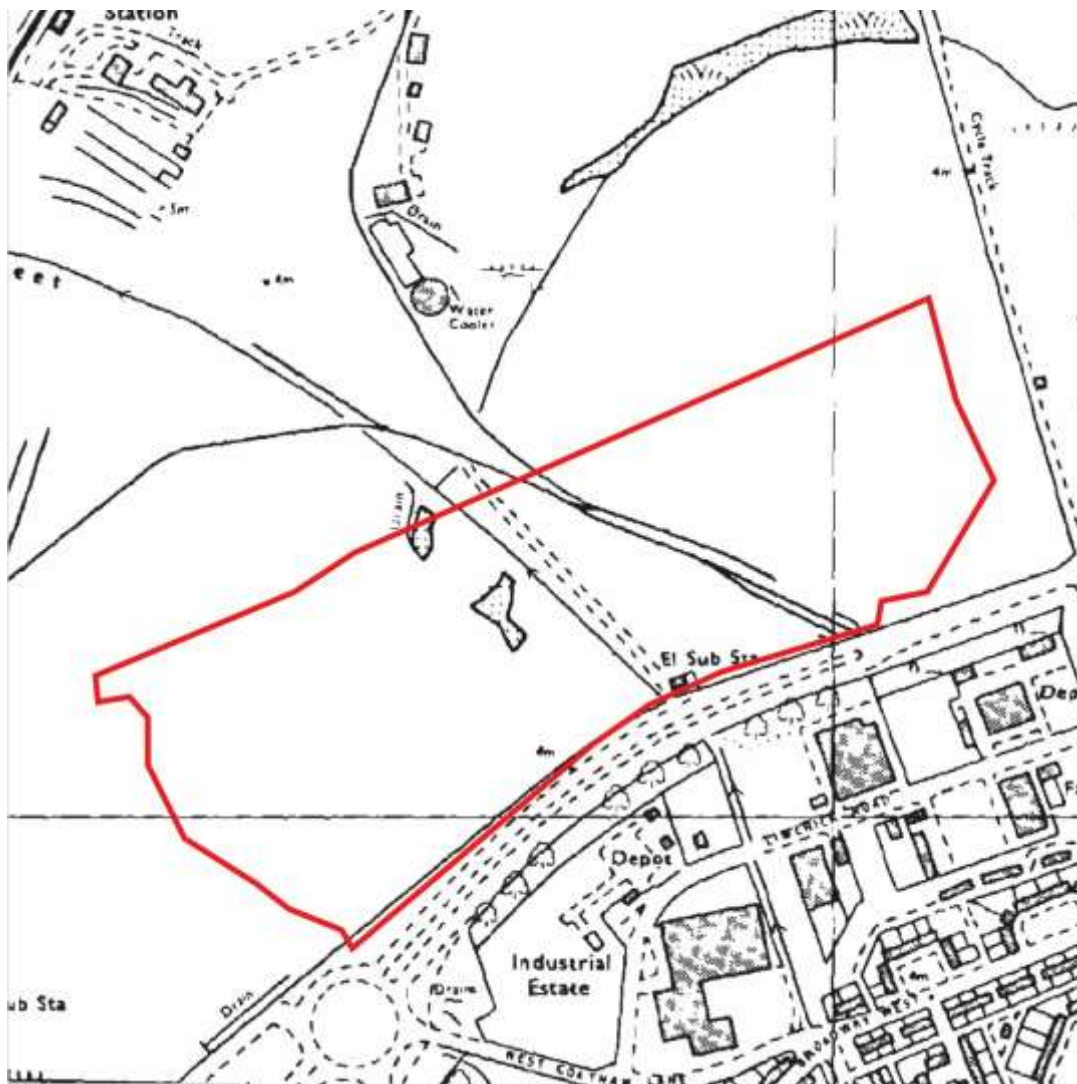


Figure 11: Ordnance Survey 1970 1:10,000

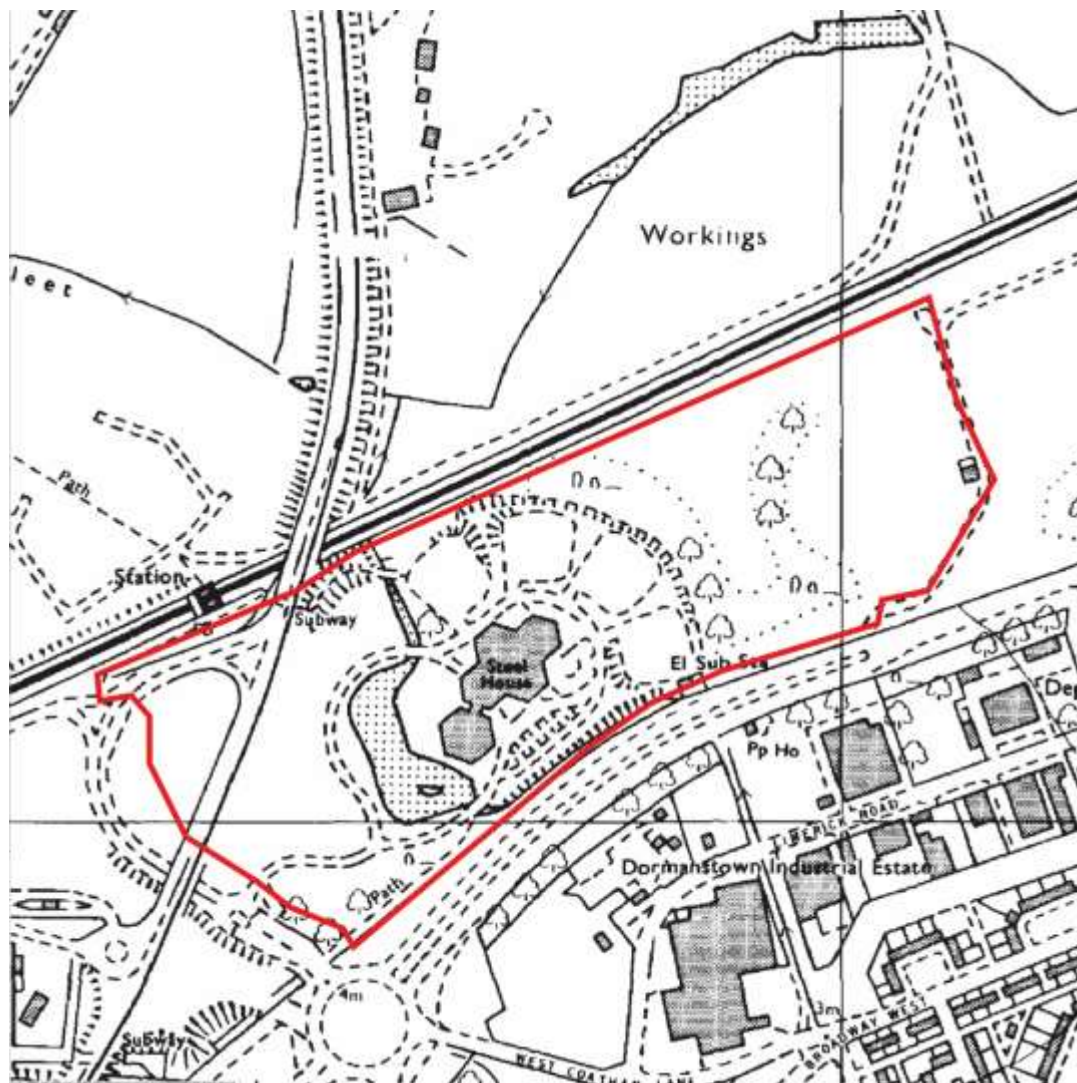


Figure 12: Ordnance Survey 1986

10.0 Plates



Plate 1: View towards the site from the spoil heap in Long Acres. The Steel House dominates the image



Plate 2: View from ground level in Long Acres. The road can be seen raised up on an embankment in front of the Steel House



Plate 3: Google Earth image of the Site showing the layout of roads, car parks and buildings

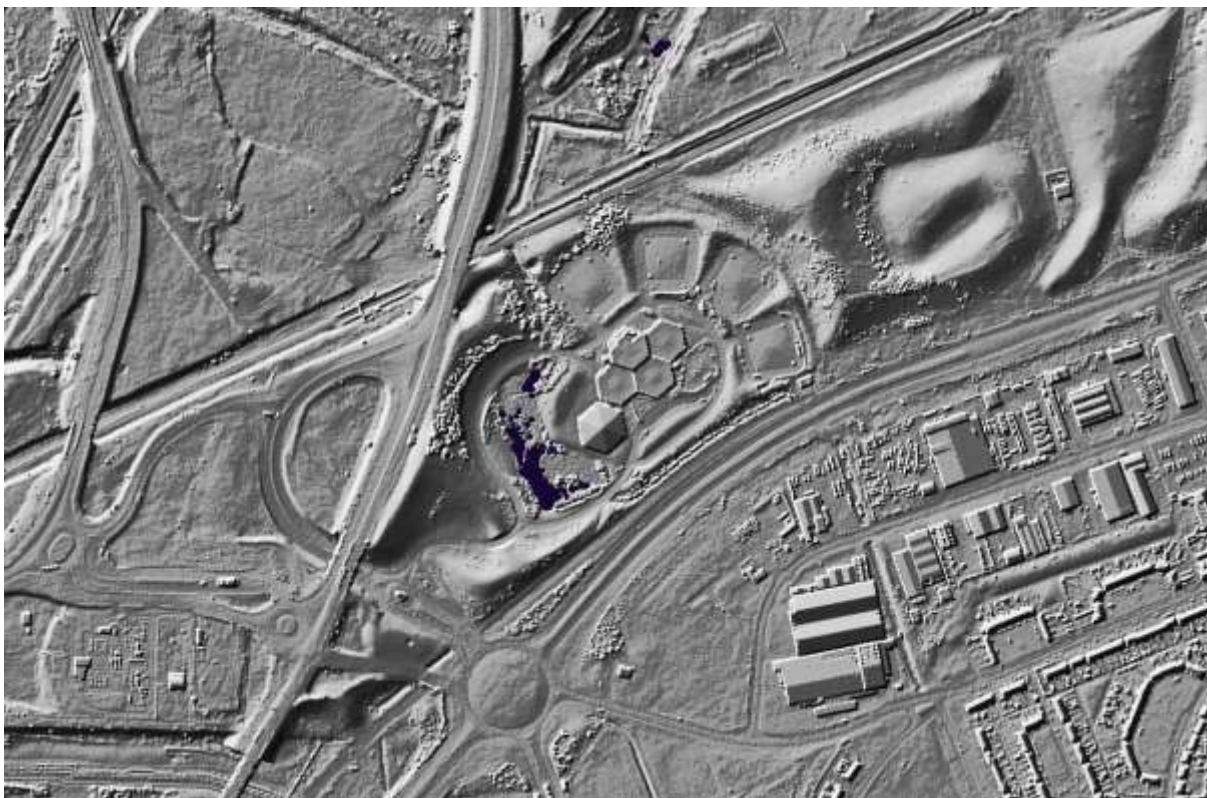


Plate 4: LiDAR imagery of the site showing the landscaped ground to east and west of the Steel House

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 be 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 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 assets or their settings, or archaeological sites of equivalent significance 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.*