

## **ECONOMIC DEVELOPMENT COMMITTEE**

**18 NOVEMBER 2020**

### **NON-DESIGNATED HERITAGE ASSET CRITERIA**

#### **1.0 Purpose of Report**

- 1.1 To seek approval from the Committee to publish a draft Criteria for Non-Designated Heritage Assets.

#### **2.0 Background Information**

- 2.1 Creating a local heritage list is a way for local councils and communities to identify and celebrate historic buildings, archaeological sites and designed landscapes which enrich and enliven their area. Local heritage lists sit within a broader framework for identifying and protecting buildings and areas of heritage or townscape interest, which includes World Heritage Sites at the international level, national designations such as listed buildings, scheduled monuments and historic parks and gardens, and conservation areas, as well as buildings and sites which have been identified locally as having some heritage interest meriting consideration in planning decisions.
- 2.2 Inclusion on a local list delivers a sound, consistent and accountable way of identifying local heritage assets to the benefit of good strategic planning for the area and to the benefit of owners and developers wishing to fully understand local development opportunities and constraints. Local lists thus complement national designations in building a sense of place and history for localities and communities. Local heritage listing is intended to highlight heritage assets which are of local heritage interest in order to ensure that they are given due consideration when change is being proposed.
- 2.3 The publication of a criteria document will provide clarity on the types of asset that can be found in Newark & Sherwood District and what it is about them that is significant, helping to ensure that strategic local planning properly takes account of the desirability of their conservation. Sometimes it may also help identify overlooked assets of high significance, which may warrant consideration for designation at the national level, too. The process of preparing a local heritage list not only allows communities to identify local heritage that they would like recognised and protected, but it is also an opportunity for local authorities and communities to work in partnership. Creating a local heritage list also helps to improve access to clear, comprehensive and current information about the historic environment at the local level through resources such as the Nottinghamshire Historic Environment Record (HER) which can speed up the planning process.

#### **The Planning Policy Context**

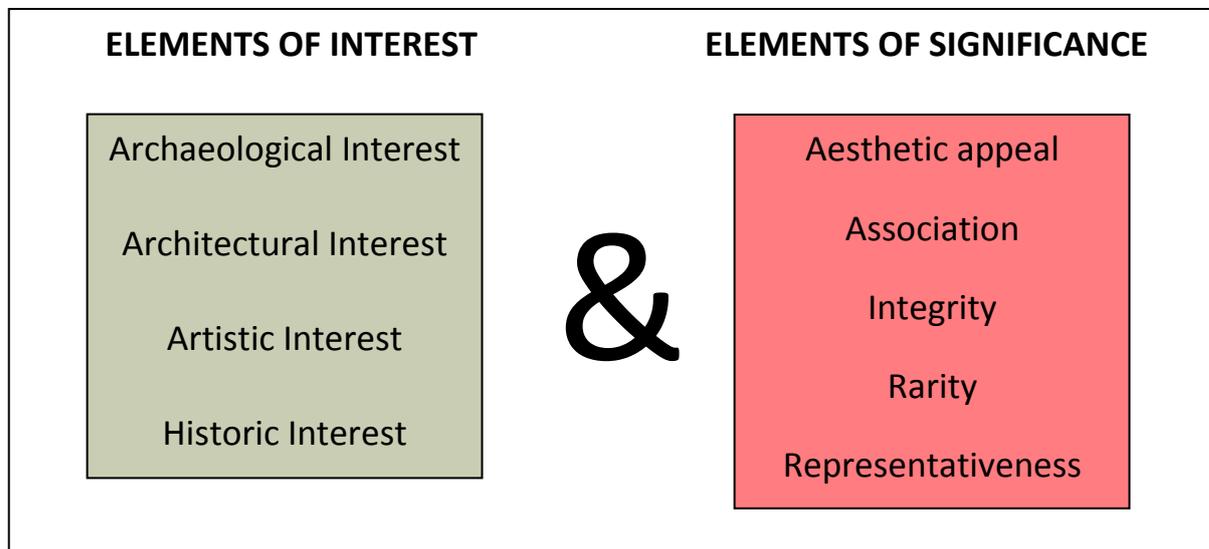
- 2.4 The National Planning Policy Framework (NPPF) in paragraph 185 advises local planning authorities to set out 'a positive strategy for the conservation and enjoyment of the historic environment' in their Local Plan. Emphasis is placed on 'sustaining and enhancing the significance of heritage assets' and recognising that heritage assets are an 'irreplaceable resource' and should be conserved 'in a manner appropriate to their significance'.

- 2.5 The definition of heritage assets in Annex 2 of the NPPF includes local heritage listing. In accordance with paragraph 197 of the NPPF, non-designated heritage assets are material in planning decisions.
- 2.6 The Council's policy on non-designated heritage assets is set out in Core Policy 14 of the Newark & Sherwood Amended Core Strategy. This policy seeks to protect the historic environment and ensure that heritage assets are managed in a way that best sustains their significance.

#### How Does Our Draft Criteria Work?

- 2.7 Local heritage asset identification has the capacity to include all types of structures and features. Selection criteria are essential in defining and limiting the scope of the non-designated heritage asset list and should take account of the range of assets in an area. This includes recognition that local distinctiveness may lie as much in the commonplace or everyday as it does in the rare and spectacular. The identification and consideration of non-designated heritage assets in the planning process will be more effective if supported by objective criteria that have been tested through public consultation.
- 2.8 The definition set out in the NPPF advises that a heritage asset is a building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. In order to identify the many different types of asset found within Newark and Sherwood District's historic environment, the Council has brought together guidance contained in various heritage-related publications, including Historic England listed building selection guides and local listing best practice guidance. Common overarching themes include:
- Cultural landscapes: heritage assets associated with a significant period in an area's history;
  - Social history: assets associated with the social history of an area, including intangible aspects of heritage such as traditions and practices, or literary associations;
  - Patterns of settlement: notable examples of planned or incidental planning including: street plans; characteristic clusters of assets; interrelationship between buildings and open spaces; major infrastructure;
  - Local Figures: assets associated with individuals of local importance including those identified by commemorative plaque schemes.
- 2.9 Historic England's Conservation Principles (2008) provides further detail on assessing the significance of a heritage asset, based around an understanding of an asset's evidential, historical, aesthetic or communal value. The language which has evolved through these heritage guidance documents and other relevant research includes the inter-connected themes of 'interest' and 'significance', which are found repeatedly. Both terms are fundamental to explaining what makes a heritage asset special. The different types of 'interest' which have been identified as being relevant for Newark and Sherwood District are: archaeological, architectural, artistic and historic.
- 2.10 If the potential heritage asset site or feature has at least one element of interest, it will then be judged on its significance. The importance of a site or structure can be measured in terms of how it meets any of five elements of significance, namely: aesthetic appeal, association, integrity, rarity or representativeness. In order for a building, site or other

feature to be considered a non-designated heritage asset, it must have at least one element of interest and one element of significance. The evidence for both elements must be convincing. With national designations, significance has typically been referred to as 'special interest'. The parallel approach promoted here is based upon an understanding of an asset's evidential, historical, aesthetic or communal value. The diagram below shows the relationship between 'interest' and 'significance'.



2.11 This draft criteria is fully explained within the background document 'Non-designated Heritage Assets: Draft Criteria' – November 2020.

#### Consultation Strategy

2.12 Our intention is to develop an objective selection criteria that will have been tested through public consultation.

2.13 In order to achieve this, we intend to publish the draft Criteria document on the Council's website and to alert the public through social media. We also intend to notify local heritage consultants and planning agents directly, along with all parish councils and specific amenity groups such as the Notts Building Preservation Trust and Newark Civic Trust. Conservation colleagues at Nottinghamshire County Council and Historic England will also be notified. The consultation period for this will be 12 weeks.

2.14 We will also undertake a workshop with Members of Planning committee and planning officers.

#### Next Steps

2.15 On completion of the public consultation, we will take account of consultation comments and revise the Criteria document where appropriate. The revised document will be presented to this Committee early next year for adoption. The Conservation Team will request delegated authority to publish the Criteria, and subsequently to begin a 6 month period of drafting a Local List of specific heritage assets (or longer if appropriate). We intend to use the existing Local Listings and other non-designated heritage assets identified on the Nottinghamshire HER as the basis for this survey, but we will be strictly applying our newly adopted Criteria before including them within the draft Local List. Additional sites

and features can potentially be added at any time, but a clear and transparent process will need to be agreed at the next Committee on how this survey work is undertaken and how members of the public can propose or challenge entries on the Local List.

- 2.16 Once this survey work is complete, a further resolution will be sought from this Committee to adopt and publish the Local List. This will include on-going means of adding or removing heritage assets from the List.
- 2.17 It is anticipated that the emerging Criteria will carry some limited weight in the planning process. Once fully adopted, the Criteria will be a significant material consideration in appropriate planning decisions.
- 2.18 In addition to the above, the government has recently announced a call for expressions of interest in a Local Heritage List campaign. This Local Heritage List Campaign seeks to encourage communities to nominate those locally important historic buildings and other heritage assets which they value most for inclusion in their local authority's local list so more can be protected through the planning system. To support the campaign the Government is providing £700k of funding to 10 English county areas to develop new or updated lists. As a result, I have very informally explored the potential for a joint bid with other Districts within Nottinghamshire, including the City and County Council. We will report back to this Committee on any progress with this potential bid.

### **3.0 Proposals**

- 3.1 For the Committee to approve publication of the Draft Non-designated Heritage Asset Criteria Document, and give delegated authority to the Conservation Team to undertake public consultation.
- 3.2 The findings of that consultation will be reported back to a future Economic Development Committee in early 2021.

### **4.0 Equalities Implications**

- 4.1 The Council's policy on non-designated heritage assets is set out in Core Policy 14 of the Newark & Sherwood Amended Core Strategy. This was subject to an Integrated Impact Assessment which included an equalities impact assessment. This was to ensure that there is equality of opportunity and that no individuals or groups are disadvantaged or discriminated against because of race, sex, disability, religion or belief, sexual orientation, gender reassignment, maternity and pregnancy, marriage or civil partnership, age, or social inequality. The review concluded that this policy and the provisions within it have no impact on these issues.

### **5.0 Digital Implications**

- 5.1 The consultation requires publication of the draft Criteria document on the Council's website, and notification of the consultation process via appropriate social media and email. This work will be carried out by the Conservation Team with support from the Communications Team. There are otherwise no direct implications for ICT.

## **6.0 Financial Implications (FIN20-21/6517)**

6.1 It is not anticipated that by publishing the draft criteria that any direct financial implications will arise.

## **7.0 Community Plan – Alignment to Objectives**

7.1 The community engagement on the Local List accords with the Objective that seeks to increase participation with the Council and within local communities. It will also align with the Objective to enhance and sustain Town centres whereby heritage is appropriately identified and protected.

## **8.0 Comments of Director(s)**

8.1 The National Planning Policy Framework in paragraph 185 advises local planning authorities to set out ‘a positive strategy for the conservation and enjoyment of the historic environment’ in their Local Plan. Publication of a criteria for identifying non-designated heritage assets delivers a sound, consistent and accountable way of identifying local heritage assets to the benefit of good strategic planning for the area and to the benefit of owners and developers wishing to fully understand local development opportunities and constraints.

## **9.0 RECOMMENDATIONS that:**

- (a) the publication of the draft Non-Designated Heritage Asset Criteria be approved; and**
- (b) delegated authority be given to the Conservation Team to carry out a public consultation.**

### **Reason for Recommendations**

**To enable Officers to meet the requirements of paragraph 185 of the NPPF. To provide a robust and consistent criteria for identifying heritage assets which will help members of the public and stakeholders with an interest in the historic environment.**

### **Background Papers**

Draft Non-Designated Heritage Assets Criteria – November 2020

For further information please contact Oliver Scott on Ext 5847.

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