



Cornwall Historic Environment  
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# Cornwall Historic Environment Supplementary Planning Document:

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# Introduction

This Historic Environment Supplementary Planning Document (HESPD) is intended to help both applicants and decision makers.

When dealing with the historic environment of Cornwall the aim should be not only to preserve what is there, but wherever possible to enhance it, to make its significance more widely known and appreciated. By using the understanding of a place's character to inform change, we can help inspire innovative and exciting new designs and uses, not only to keep places locally distinctive, but at the same time make them more sustainable, more viable, more exciting – distinctive for our own time and place and for the future in Cornwall.

## A note on terminology:

Many of the specialist terms used in this Historic Environment Supplementary Planning Document have specific meanings and definitions; a specialist [glossary](#) forms part of this document compiled from the [National Planning Policy Framework](#) [NPPF], the [Planning Practice Guidance](#) [PPG], [Heritage Definitions, Historic England](#) [HE] and standard archaeological terminology.

## The structure of this Historic Environment Supplementary Planning Document (HESPD):

Any proposals that affect the historic environment are much more likely to gain necessary permissions and create successful places if they are designed with an understanding of

the significance of the heritage assets they may affect, including, if relevant, the contribution of their setting.

The Council's preferred approach to this process is through an assessment method that should be applicable in all cases, proportionate to all scales of development.

The HESPD therefore explains how this assessment process works and how to present information in the form of heritage statements. These are straightforward documents that should be incorporated into [design and access statements](#) as part of an application, or provided separately where these are not required, to describe an applicant's understanding of the impact of their proposals on the historic environment.

The main section of the HESPD is set out as a step-by-step guide, the Heritage Statement Toolkit. Each section of the Toolkit provides links to much more in-depth topic papers on various subjects which will help in answering the relevant questions asked at each stage of the process.

As well as providing some easy-to-use facts that can actually be used by applicants, the topic-based papers are also aimed at pointing users to more detailed information, explaining the meaning of specialist terms, explaining the background policy and legislation, the special requirements that might be needed for archaeological sites, the Council's information requirements for applications, sources for research, the importance of non-designated heritage assets and Local Lists or special guidance for Neighbourhood Planning.

## The need to assess and understand Cornwall's historic environment:

Cornwall is large, complex and richly diverse, with significant historic landscapes, places, buildings, archaeology and artefacts.

This is reflected in the numbers of known historic sites and structures - there are over 58,000 records in the [Cornwall Historic Environment Record](#), including details of the largest number of [designated heritage assets](#) in any unitary council area (the Council's own estate includes the largest number of such protected heritage assets in the care of a local authority).

The Council, with Historic England, has produced guidance on how all these sites are important to [Cornwall's Cultural Heritage, Distinctiveness and Significance](#) - the preservation and enhancement of which is one of the main purposes of the [Cornwall Local Plan](#), and the emerging [devolution deal](#).

Unsurprisingly there is also a great diversity in the legal requirements, planning policies and management plans that affect these many and varied sites and assets.

A useful summary of national legislation is Historic England's [online guide](#) to heritage protection; the situation in Cornwall is explained more fully in the [Legislative and policy framework](#) section of this HESPD, or you can consult the Council's [Planning Policy web pages](#).

What all these sites and the regulations and policies that apply to them have in common is the need for a single consistent approach to dealing with any scheme where the significance of the historic environment is a material consideration.

### **What is heritage significance?**

Significance is 'The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.' [NPPF glossary]

A variety of terms are used in designation criteria (for example, outstanding universal value for World Heritage Sites, national importance for scheduled monuments and special interest for listed buildings and conservation areas), but all of these refer to a heritage asset's significance.

The need for a consistent approach applies whether for planning or listed building applications, for early scoping or pre-application discussions, for grant-aid or repair and maintenance (including highways and utilities works), investigation and research, sale or asset transfer.

This HESPD aims to provide a practical guide to applying the Policies in the [Cornwall Local Plan](#), particularly [Policy 24](#). It will compliment rather than replace existing national guidance, particularly the [National Planning Policy Framework](#) (NPPF) and associated [Planning Practice Guide](#) (PPG), [Historic England Advice](#) notes, guidelines and standards produced by professional bodies (such as the [Chartered Institute for Archaeologists](#) or the [Institute of Historic Building Conservation](#)), and

the Council's own guidance such as the [Cornwall Design Guide](#).

Although the principal benefits of using this HESPD may be for the small-scale development, the locally based professional advisor or local planning officer, the principles and procedures should be the same for larger projects.

By and large the more important or complex the site or the issues, then the more likely that specialist advice will be necessary. This will be the case, for instance, in detailed works to important historic buildings, the designation and appraisal of conservation areas, major developments affecting historic landscapes and major archaeological

sites, or strategic or neighbourhood planning proposals.

Following our preferred method, in effect using the Heritage Statement Toolkit, will help bring into play at the right time and in the right degree of detail all the various other complex considerations that may be necessary to help achieve good quality permissions and create successful places.

**Producing a heritage statement and the clear demonstration that the appropriate process in this HESPD has been followed must be more than a tick-box exercise – applications that really don't take the process seriously might not be registered, or might be**

No matter what the scale of the proposals, whether for early discussions, for formal planning applications, or for informal management proposals – and no matter what type of site or how important it is - the basic principles of good practice in the historic environment remain the same; what changes is only the degree and intensity of the work that might be needed:

- 1) Identify the site, the heritage assets and their settings
- 2) Understand its significance, its sensitivities and capacity for change irrespective of any known proposals
- 3) Understand the potential impact of specific proposals on that significance
  - 4) Use that understanding to inform the design process to:
    - a. look for opportunities to avoid, minimise or mitigate impact
    - b. look for opportunities to better reveal or enhance significance, create a more sustainable and interesting place,
    - c. justify any harmful impacts (in terms of sustainable development, the need for change, overriding benefits etc.),
    - d. offset negative impacts through recording, disseminating and archiving archaeological and historical information.

The Council expects the process set out in this HESPD to be followed, in appropriate detail proportionate to the scale of the works and the importance of the site, when any intervention in the historic environment is proposed in order to meet the requirements of the Cornwall Local Plan policies, the NPPF and national and local standards and requirements.

Any variation or alternative approach must be fully justified, and must follow an equally consistent, appropriate and transparent method demonstrably compliant with legislation, national and local policies and objectives (for instance as set out in the [World Heritage Site SPD](#), or the [ICOMOS Historic Impact Assessment guidance](#), or [Historic England guidance](#) on specific asset or development types).

## refused on the grounds of insufficient information.

### Do I need permission?

Using the assessment guidance set out here, and particularly the idea of producing heritage statements, is good practice for a wide variety of conservation and management projects affecting the historic environment, and will be looked for in any partnership working with the Council regardless of whether planning consents are needed or not.

However, we do recognise that this guidance is most likely to be used as part of planning and/or listed building applications. The first step will always be to find out if the work proposed actually needs any formal consent.

There are a number of ways of finding this out;

1. you can use on-line self-help services, either at the Planning Portal ([Do you need permission?](#)) or
2. the Council's own web-pages ([Do I need Consent?](#)); there is more information there on [listed building consents](#) and [conservation area requirements](#), and there is also more detailed guidance within the HESPD topic Papers on [Applications affecting heritage assets - Information requirements](#).
3. You can pay a small fee and formally ask the Council for an opinion:  
<https://www.cornwall.gov.uk/media/21610360/do-i-need-pc-and-br-form.doc>.
4. You can employ a professional agent – even if you already know permissions are needed, on larger or more complex schemes finding out the whole range of what is

needed may make this worthwhile.

5. In the case of specialist designated areas and consents, you can also consult the [\(WHSSPD\)](#) and the [AONB SPD](#) that will help guide you through this process.

Failure to obtain the necessary planning permissions or associated consents can lead to later [enforcement action](#), and even criminal prosecution – this is especially the case with listed buildings and scheduled monuments.

Spending a little time, and perhaps a little money, at the beginning of the process reduces risks and needless costs later in the day.

# The Heritage Statement approach

It is good practice to check individual stages of the toolkit; they may not all be appropriate in all cases. The level of detail provided should be no more than is sufficient to understand the significance of the heritage assets involved and the potential impact of any proposals on that significance.

At the same time, there does need to be enough accurate information to fully identify all relevant aspects of

the historic environment affected, to understand the issues in order to formulate balanced judgements, establishing the extent, integrity, authenticity of any heritage assets and the potential for further discoveries.

This needs to be based on adequate, up-to-date and relevant evidence; identifying and understanding significance is not simply an exercise in setting out a list of known sites.

## The format of a heritage statement

### A statement of significance

- Stage 1 - Identifies the heritage assets affected, including their settings.
- Stage 2 - Assesses the heritage significance of the identified assets and their settings, sensitivities and capacity for change.

### A Heritage Impact Assessment

- Stage 3 - Summarises the proposals, assesses likely impacts on significance and identifies any harm.
- Stage 4 - where necessary, provides a Mitigation Strategy.

Assessment of this kind is not just a local requirement – it stems from national policy: the National Planning Policy Framework requires assessments of heritage significance and impact assessments – from both applicants [paragraph 128] and local planning authorities [129].

Both from the point of view of the applicant and those making decisions, it is very important that everyone understands as early as possible in the process exactly what is significant about the site and how

it might be affected; this minimises risk, costs and time, and makes for informed decision making.

More detail on what Heritage Statements are, what the legal and policy backgrounds to them is, why they are required and other Questions and Answers can be found in the Topic Papers appended to this Toolkit, or by following these links:

[What are heritage statements?](#)

[Why do them?](#)

[When do I need to do a heritage statement?](#)

[How are heritage statements structured?](#)

[Can I write it myself?](#)

[When should I use appropriate expertise?](#)

[I already have to include a Design and Access Statement. Do I still need a heritage statement?](#)



To meet the requirements of the Cornwall Local Plan policies, the NPPF and national and local standards and requirements (for planning applications in particular), the Council expects the process set out in this HESPD to be followed, in appropriate detail proportionate to the scale of the works and the importance of the site, when any intervention in the historic environment is proposed.


Any variation or alternative approach must be fully justified, and must follow an equally consistent, appropriate and transparent method demonstrably compliant with legislation, national and local policies and objectives (for instance as set out in the [World Heritage Site SPD](#), or the [ICOMOS Historic Impact Assessment guidance](#), or [Historic England guidance](#) on specific asset or development types)

Following the assessment guidance set out here and the production of heritage statements is good practice for a wide variety of management and conservation projects affecting the historic environment, and will be looked for in any partnership working with the Council regardless of whether planning consents are needed or not.

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# Heritage Statement toolkit

Heritage Statements – Stages	
1	Identify the site, the heritage assets and their settings
2	Assess heritage significance of the identified assets and their settings, sensitivities and capacity for change
	Produce Statement of Significance – an initial stand-alone understanding of the site
3	Summarise the proposals, assess impacts and harm – further detailed assessments may be required, as appropriate
4	Design and Mitigation Strategy - show how the understanding gained from the various stages of assessment has informed the design and development process, show how opportunities to better reveal or enhance significance have been explored and how harm has been mitigated and/or offset
	Produce Heritage Impact Assessment
	The Statement of Significance and Heritage Impact Assessment together make up the Heritage Statement



## The Statement of Significance

Use this Toolkit in conjunction with the [Cornish Distinctiveness](#) and [Understanding Significance](#) Topic Papers

## Stage 1: Identifying the heritage assets and their settings.

<p>Tasks</p>	<ul style="list-style-type: none"> <li>• Identify <a href="#">heritage assets</a> and their <a href="#">setting</a> (the relationship of the site to its surroundings).</li> <li>• Set out basic information on the nature, type, history and extent of the asset informed by the evidence base, local heritage expertise and, where needed, site surveys.</li> <li>• Identify related issues as appropriate such as boundaries, access, services, and designations.</li> <li>• Both <a href="#">designated</a> and <a href="#">non-designated</a> heritage assets should be considered where appropriate, as well as the potential for further discovery.</li> <li>• As well as providing information to support planning applications, this section can be useful simply in identifying and understanding heritage assets, for instance as part of an historic area management plan, or as part of the Neighbourhood Planning process.</li> </ul>
<p>Sources of information</p>	<p><b>1. Desk-based survey</b></p> <ul style="list-style-type: none"> <li>• As a minimum consult with and use any available information from the <a href="#">Cornwall and Scilly Historic Environment Record</a> (CSHER). The <a href="#">Cornwall Council interactive mapping site</a> is now the best first port of call to explore the historic environment data for any part of Cornwall.</li> <li>• If a site already has designated assets on it, then the information is readily available either through the <a href="#">CSHER</a>, the <a href="#">online mapping site</a>, or from the <a href="#">National Heritage List for England</a> website.</li> <li>• Even with non-designated assets most of the relevant information is freely available online; rarely it may be necessary to involve the CSHER team directly to identify sites; this may be subject to payment of an appropriate fee, particularly for exceptional and complex searches.</li> <li>• Remember – not every site will necessarily already be known or shown on the CSHER – a certain amount of interpretation may be needed –for instance from the <a href="#">Historic Landscape Characterisation mapping</a> (also available on the Council’s map site), or by taking information from early maps, particularly the 19<sup>th</sup> century Tithe Maps and Awards and old Ordnance Survey maps (available at the <a href="#">Cornwall Record Office</a>, or <a href="#">Cornish Studies Library</a>; some are available online through the <a href="#">National Library of Scotland</a> website; the CSHER team may also be able to help, subject to relevant fees and copyright terms).</li> <li>• The amount of research should always be proportionate to the importance of the site. A wider range of <a href="#">sources</a> to help identify heritage assets is available if necessary for more <a href="#">complex or important sites</a> and applications/proposals.</li> <li>• Some guidance is also available on what is important in <a href="#">Cornwall in general</a>, and within the <a href="#">World Heritage site</a> and the <a href="#">Cornwall AONB</a></li> </ul>

	<p>and <a href="#">Tamar Valley AONB</a> areas.</p> <p><b>2. Site survey</b></p> <ul style="list-style-type: none"> <li>• Even at this early stage it may well be necessary to assess the site on the ground – particularly if it is important to establish such issues as where historic curtilage boundaries lie, or what the setting of a heritage assets may be.</li> <li>• Although in most cases unlikely, sometimes archaeological field evaluation may be necessary if the desk-based study shows clear potential for important archaeological remains.</li> <li>• Further guidance on these processes can be found in the sections on <a href="#">Archaeology</a>; assessment techniques and nationally-applicable information on specific types of heritage sites can be found <a href="#">here</a>, while the council has produced some specific guidance, for instance on <a href="#">Cornish Methodist chapels</a> and <a href="#">Cornish farmsteads</a>.</li> </ul>
<p>Presenting the information</p>	<p><b>These are general guides. If making a planning, or listed building or related application, always check the Council’s validation requirements for relevant applications.</b></p> <p><b>And always have a mind on the next stages of the assessment process - there is little point duplicating plans and documents if they can be used for all stages of the Heritage Statement and/or application.</b></p> <ul style="list-style-type: none"> <li>• Location plans; photographs, preferably cross-referenced to a plan.</li> <li>• Large scale plans may be necessary clearly showing all assets potentially affected by a proposal.</li> <li>• Measured surveys and architectural plans may be required for designated assets such as listed buildings, or even in the case of non-designated but significant assets and sites; having one eye on any proposed alterations will help to determine the level of detail that might be required even at this stage.</li> <li>• A brief written statement and site summary</li> </ul>

## Stage 2: assessing the significance of the heritage assets and their settings

<p>Tasks</p>	<p>Having identified the site and the relevant heritage assets and their settings, the next task is to identify their important characteristics and their significance:</p> <ul style="list-style-type: none"> <li>• What matters, and why?</li> <li>• What (if anything) is the contribution of <a href="#">setting</a> to significance (including both its physical surroundings, the wider experience of the asset and its associations, e.g. cultural or intellectual)?</li> <li>• What is the relative significance of different parts of the site? Not all parts are necessarily equally as significant, or as sensitive to change.</li> <li>• What is the capacity for change - a checklist that might include site access, impact on neighbours, opportunities to enhance habitat, landscape character and improve energy efficiency, as well as assessing the impact and/or potential for enhancing the heritage values of the site.</li> </ul> <p><b>Remember – this is about your site as it exists now, before any proposed alterations. Ideally this significance assessment should be done to produce a Statement of Significance that will stand alone and be applicable to whatever proposals come forward – it is about what is there, not what you intend to do.</b></p>
<p>Matters to consider</p>	<ul style="list-style-type: none"> <li>• The absence of statutory designation does not imply a lack of significance.</li> <li>• All heritage assets and cultural landscapes have some degree of significance.</li> <li>• New information about the asset or landscape might make it significant enough for it to be designated in the future.</li> <li>• As well as providing information to support planning applications, this section can be useful in identifying and understanding heritage assets as part of the Neighbourhood Planning process – in creating a list of locally significant cultural heritage sites, for instance (see also the more detailed guidance on non-designated assets and local lists).</li> </ul>
<p>Assessing significance</p>	<p>This can be a complex process – you should always consider whether the importance or significance of the affected assets requires expert advice to gain the necessary level of understanding.</p> <p>A variety of terms are used in designation criteria (for example, outstanding universal value for World Heritage Sites, national importance for scheduled monuments and special interest for listed buildings and conservation areas), but all of these refer to a heritage asset’s significance. The existing heritage guidance documents and other relevant research on how to identify historic sites and assess their significance can also be confusing and appear contradictory, with a plethora of different terms used to describe significance, interest,</p>

importance or values in the historic environment.

The fact that a site is designated or not is *not* what is significant about it – significance is about the inherent qualities and interest of the site itself.

Designation is relevant, however, when considering what weight should be given to protecting significance from potential harm.

We have set out in the accompanying Topic Papers the preferred approach and terminology for [understanding significance](#) that we recommend in Cornwall, partly because of the way we already put information into the CSHER. That does not preclude any other recognised, coherent or valid method of assessment being used if it can be adequately justified and is demonstrably compliant with legislation, national and local policies and objectives.

This document follows the NPPF in identifying the significance of a heritage asset as the sum of its [archaeological](#), [architectural](#), [artistic](#), and [historic interest](#).

We have also provided some idea of the sorts of [buildings and other sites that are important](#) in Cornwall and what might be significant about them.

The key is to clearly demonstrate an understanding of how different heritage values are represented in the various elements and overall significance of the site.

For example, a relatively modern building of high architectural interest will have quite different sensitivities from an archaeological site where the interest might sometimes be less about preserving unaltered the site itself, more about the possibility of investigation or research providing new understanding of the past.

This process of assessment includes understanding the [setting](#) - this is more than just identifying other known heritage assets within a given distance, or visible from the site, but rather a more holistic process to understand the value of these surroundings and context to the heritage site being considered. Whilst a useful starting point, a focus on visibility alone may not be enough.

Sources	<p>Up-to-date evidence must be used to assess the significance of heritage assets and the contribution they make to the environment.</p> <p>The starting point is the information about assets held on the <a href="#">CSHER</a> and within <a href="#">statutory designation records</a>, but there is a whole host of other national and local <a href="#">source material</a>.</p> <p>It is important to remember that even with designated assets, designation descriptions are often intended just to identify the assets and do not comprise an exhaustive list of what is significant about them, and although more recent descriptions do try and give an indication of significance, further evidence is likely to be required.</p> <p>The amount of research should always be proportionate to the importance of the site. A wider range of <a href="#">sources</a> to help identify significance is available if necessary for more <a href="#">complex or important sites</a> and applications/proposals.</p>
Published Guides	<p>Useful resources for understanding the significance of heritage assets which can be used to inform this section include:</p> <p><a href="#">Conservation Principles</a> provides a useful approach to assessing the 'heritage values' of a historic asset. It uses slightly different terminology to the planning process, but explains how to think about 'values' and 'significance' - and is still very much used by Historic England and other statutory consultees.</p> <p>Historic England maintains a comprehensive library of guides on a wide range of types of heritage asset, and how to assess them. These include '<a href="#">The Setting of Heritage Assets</a>' which should guide the approach to the assessment of setting; '<a href="#">Selection Guides</a>' grouped by designation type - see also <a href="#">Principles of selection</a>; 'Introductions to Heritage Assets' for both <a href="#">buildings</a> and <a href="#">archaeological sites</a>; guidance on <a href="#">historic areas</a> and <a href="#">conservation areas</a> and an increasing range of <a href="#">planning advice and guidance</a></p> <p>Cornwall Council is developing a range of locally specific guidance documents relating to specific developments affecting heritage assets. These include <a href="#">Chapels</a>, <a href="#">Shopfronts</a>, <a href="#">Farmsteads</a>, and <a href="#">Energy in Traditional Buildings</a>.</p> <p>In the case of proposals within the World Heritage Site, reference should also be made to the <a href="#">WHSSPD</a> and to the <a href="#">ICOMOS Historic Impact Assessment guidance</a>.</p> <p>Assessment of significance, on a UK wide basis, is also covered in Part 4 of British Standard 7913:2013 Guide to the Conservation of Historic Buildings.</p>
Presenting the information	<p>What should be produced at the end of these first two stages of assessment will be the <b>Statement of Significance</b>. This may be a written statement, but may also need to be accompanied by some or all of a wide range of other documents.</p> <p>The range and detail of plans, building surveys, archaeological assessments, photographs, written statements etc. has already been</p>

touched on – if appropriate, you could include copies of any relevant documents used as part of Stage 1, but recognise that additional assessment may be required due to the nature of the heritage assets and the lack of existing information.

**Remember, specific application types, for instance listed building consent, or planning applications affecting heritage sites, have specific [validation requirements](#) which are necessary in order to have those applications processed by the Council.**

This stage will require more analysis and probably more in the way of annotated material and explanatory text than simply identifying the assets on site.

- If your proposals affect a particular type of heritage asset, you may need specialist technical reports carried out to a brief agreed by the Council to assess and identify significance ([see briefs repository???](#)). For example, proposals potentially affecting archaeological features or sites may need further research and assessments, geophysical surveys and/or field evaluations.
- Schemes proposing major alterations or demolition of Listed Buildings and other historic buildings and structures may need analytical building assessments, structural surveys and/or investigative reports.
- Proposals affecting historic areas (e.g. conservation areas, World Heritage Site, historic landscapes, AONBs, Neighbourhood Planning areas) may need historic characterisation studies, or an assessment of the contribution an individual site makes to the character of an historic area (see guidance on [assessing historic areas](#), ([WHSSPD](#)) [AONB spd](#)).
- Assessments to understand the contribution of Setting may be required.
- Where a heritage asset forms part of a group, consider the group value or cumulative significance they all give each other – you may have to research more than just the site itself.
- An analysis of the capacity for change – depending on the scale of the proposals, this could be at landscape level, or for an individual site – guidance on [understanding landscape](#) scale impact has been produced by the council; we have also provided examples of individual site types where either [archaeology](#), individual buildings or building complexes are affected – about [chapels](#) and [farmsteads](#), the methods used can be applied to a wide variety of other sites .



## The Heritage Impact Assessment

### Stage 3: Assessment of impacts and harm.

<p>Task</p>	<p>Establish the likely impacts the proposal would have on the significance of the heritage assets and/or setting. This may include, for example, loss or concealment of key features or historic fabric, blocking key views, impact on relationships between buildings or elements in a designed landscape, impact on below-ground archaeological features etc.</p> <p>Much of this section will overlap with, and in practice be a seamless process with, the following section on producing a Design and Mitigation Strategy. In practice, understanding and analysing the significance of the site, working up a design to minimise impact, and producing mitigation strategies to explain, avoid, or justify that impact will all be continuously informed by each other as a scheme progresses.</p> <p><b>Remember - heritage assets may be affected by direct physical change or by change in their setting.</b></p>
<p>Matters to consider</p>	<ul style="list-style-type: none"><li>• It is the degree of harm to the asset's significance rather than the scale of the development or alterations that needs to be assessed (even minor works have the potential to cause substantial harm). The harm may arise from works to the asset or from development within its setting, or from simply changing the use of the site.</li><li>• Measuring harm is not simply about adding up what percentage of a site might be lost; for instance losing 10% of a listed building might not sound much, but if it includes the main door case, the main stairs, ornamental plasterwork etc., it could mean losing almost all the architectural interest and significance of the structure.</li><li>• The cumulative impact of incremental small-scale changes may have as great an effect on the significance of a heritage asset as a larger scale change. Where the significance of a heritage asset has been compromised in the past by unsympathetic changes, either to the asset itself or its setting, you should still consider whether additional change will further detract from its significance, or could, in contrast, enhance it.</li><li>• Negative change could include severing the links to part of the history of an asset or between the asset and its original <a href="#">setting</a>, which might be its physical surroundings and/or the experience of the asset and its associations (e.g. cultural or intellectual). Remember, understanding setting is more than just identifying known heritage assets within a given distance; whilst a useful starting point, a focus on distance or visibility alone as a gauge of impact is not enough.</li><li>• Demonstrating an understanding of the capacity for change could</li></ul>

	<p>be crucial - a checklist might include site access issues, impact on neighbours, opportunities to enhance habitat or landscape character or to improve energy efficiency, as well as assessing the impact and/or potential for enhancing the heritage values of the site itself. (This section may overlap with the previous on assessing significance).</p> <ul style="list-style-type: none"><li>• Justification for any harm – set out why the works might be desirable or necessary. If harm has been identified - especially if it is substantial - this must explain how you have met the requirements of the <a href="#">National Planning Policy Framework</a>, especially paragraphs 132 to 135.</li><li>• It is essential to demonstrate how the understanding gained from the various stages of assessment has informed the design and development process.</li><li>• Identification of benefits to the heritage assets – including proposals which enhance or better reveal their significance (not all impacts are necessarily harmful); positive change, for instance, could include the restoration of a building’s plan form or an original designed landscape.</li><li>• <b>Unexpected discoveries during work.</b> Where a new heritage asset is discovered or an existing known asset proves to be more significant than foreseen at the time of application, we will work with the owner/developer to seek a proportionate solution that protects the significance of the new discovery, so far as is practical, within the existing scheme. Developers are advised to incorporate the potential for unexpected discoveries into their risk-management strategies – in some cases, where it becomes clear that the archaeological interest of such a site is of national significance [<a href="#">NPPF 139</a>], then the policies for designated, scheduled sites, can apply – so it is important to fully understand as early as possible the true significance of what is there.</li></ul>
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<p>Areas with Special designation</p>	<p>Both the World Heritage Site and the two Areas of Outstanding Natural Beauty within Cornwall have special considerations, much of it related to their specifically defined characteristics as landscape designations</p> <p>The need for planning permission varies slightly in these areas (with conservation areas known formally as <a href="#">Article 2(3) land</a>) from elsewhere, but these are sometimes critical variations which you do need to be aware of. Other requirements such as listed building consent or scheduled monument consent are unchanged.</p> <p>Perhaps the real difference comes in the way proposals within these areas are considered and the weight given to the designations in decision making.</p> <p>Separate supplementary planning guidance has therefore been prepared for the World Heritage Site (<a href="#">WHSSPD</a>) and the <a href="#">Cornwall AONB</a>. These supplement both the <a href="#">Cornwall Local Plan</a>, and the relevant <a href="#">WHS</a>, <a href="#">Cornwall AONB</a> and <a href="#">Tamar Valley AONB</a> management plans, and explain what these special considerations are and set out how applications within these areas will be considered.</p> <p>The assessment methods set out in the toolkit and the information in the Topic Papers in this HESPD apply equally to these areas, but you will need to consult with the specialist guidance as well.</p> <p>Just as with this HESPD both these documents contain useful information to help you understand not only the process, but to identify whether or not you are actually in the relevant areas, what sort of things are important to each of the designations, and much useful information about understanding the character and significance of the sites themselves.</p> <p>Conservation areas are, like the WHS and AONBS, spatial designations within which special planning provisions apply. General information about this can be found on our web pages; many of Cornwall's 145 conservation areas have published conservation area appraisals and management plans (together referred to as CAAMPS)</p> <p>Again, the provisions of this HESPD are all as applicable within these areas as outside –but as sources of both detailed background knowledge, and to find out more about the specific requirements that might apply in each area, you should consult the published CAAMPS.</p>
<p>Published Guides</p>	<p>Useful resources for evaluating impact on heritage assets which can be used to inform this section are much the same as those used for <a href="#">understanding significance</a>.</p> <p>You should refer to any assessments of significance, identifying the heritage interest affected (historic, archaeological, architectural and artistic). The guidance on <a href="#">decision making and avoiding harm</a> within the NPPF Planning Practice Guidance is a useful starting point.</p> <p>More specific guidance on assessing harm:</p>

	<ul style="list-style-type: none"> <li>• <a href="#">Managing-significance-in-decision-taking</a></li> <li>• <a href="#">Setting-of-heritage-assets</a></li> <li>• <a href="#">Conservation Area Designation, Appraisal and Management</a></li> <li>• <a href="#">Making Changes to Heritage Assets</a></li> </ul>
Presenting the information	<p><b>Remember, specific application types, for instance listed building consent, or planning applications affecting heritage sites, have specific <a href="#">validation requirements</a> which are necessary in order to have those applications processed by the Council.</b></p> <ul style="list-style-type: none"> <li>• All impact assessments must include a schedule of works to the heritage asset or within its setting (or refer to it if set out in full elsewhere such as in a Design and Access Statement).</li> <li>• Include all relevant details of the proposed works, explaining the design concept (for simple proposals, such as window repair or replacement in an historic building, only a few paragraphs of information might be needed with suitable illustrative material and/or a brief note from the craftsman who will undertake the works).</li> <li>• For <a href="#">archaeological sites</a> this should include details of any new foundations, ground disturbance or provision of services.</li> <li>• Any necessary and relevant large scale surveys, plans, elevations and photographs showing the impacts.</li> <li>• <b>Technical reports (needs section with briefs etc.)</b> as appropriate to the type of heritage asset and scale of impact, whether buildings, landscapes, towns and villages, archaeological sites. These might include: <ul style="list-style-type: none"> <li>○ Formal settings assessments – these might include where relevant assessing the impact on historic areas (such as conservation areas or the World heritage Site) or on surrounding historic landscapes</li> <li>○ assessment of the structural stability and condition of the asset, including any defects and risks</li> <li>○ a schedule/method statement of proposed repairs, alterations or demolitions</li> <li>○ building assessments and/or recording</li> <li>○ Ecological/natural environment surveys that might indicate risks or opportunities for the heritage potential of the site.</li> </ul> </li> </ul> <p>For archaeological sites it may include:</p> <ul style="list-style-type: none"> <li>○ Archaeological assessments</li> <li>○ Geophysical surveys</li> <li>○ Evaluation reports</li> <li>○ Topographical surveys</li> </ul>

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## Stage 4: Design and Mitigation Strategy

<p>Task</p>	<p>It is a fundamental principle within the Planning system that any potential harm to the historic environment should be avoided or minimised [see NPPF throughout section 12 <a href="#">Conserving and enhancing the historic environment</a>].</p> <p>Where unavoidable, clear and convincing justification is required to show that sustainable development can only be achieved through harm to a heritage asset, and how that has been balanced against any conservation enhancement or benefits.</p> <p>As always, the amount of work needed in this section should be in promotion to the scale of work, the level of impact and the importance of the site affected.</p>
<p>Matters to consider</p>	<p>It is essential to demonstrate how the understanding gained from the various stages of assessment has informed the design and development process. This may well feed into the Design and Access Statement, but needs to be very clearly articulated.</p>
<p>Presenting the information</p>	<p>The heritage impact assessment/heritage statement should include a mitigation strategy explaining what steps have been taken to avoid, minimise or mitigate any potential harm to heritage significance. This will help us to understand your design approach and how it has been informed by an understanding of the asset's significance.</p> <p>Much of the evidence needed may already have been brought together in Stage 3 – Assessment of impacts and harm.</p> <p><b>Remember, specific application types, for instance listed building consent, or planning applications affecting heritage sites, have specific <a href="#">validation requirements</a> which are necessary in order to have those applications processed by the Council.</b></p>
<p>The mitigation strategy</p>	<p>The mitigation strategy should explain how harm has been:</p> <ol style="list-style-type: none"> <li><b>Avoided</b>, where this is reasonable.</li> </ol> <p>This makes good design sense and minimises later costs. You should demonstrate how opportunities to identify and protect significance have been taken, how alternative methods of development were examined and whether other options exist to meet the objectives of the proposals:</p> <ul style="list-style-type: none"> <li>• Could a less sensitive part of the building be used to accommodate a proposed use or function?</li> <li>• Could a new building or extension be repositioned so it avoids ground impacts in areas of significant archaeological deposits,</li> <li>• Could it be designed or is less detrimental to the fabric or setting of an archaeological feature or historic building?</li> </ul>
	<ol style="list-style-type: none"> <li><b>Reduced</b>, wherever possible.</li> </ol> <p>Reduction involves demonstrating that changes to heritage assets</p>

are the minimum absolutely necessary to achieve the aims of a development, and that wherever possible, and in a meaningful sense, they are reversible and able to be removed at some later date without causing damage to significant building fabric or archaeological deposits. Historic England's practice guidance '[Making Changes to Heritage Assets](#)' provides useful first principles.

**3. Offset**, only where harm is unavoidable.

Offsetting can involve 2 aspects.

- The first is through seeking positive improvements in the quality of the historic environment, either through improving elements that have a negative impact on the site or setting, or through the quality of new design and its responsiveness to local distinctness (useful guidance is contained in [GPA 2 - Managing Significance in Decision-Taking in the Historic Environment](#) and Planning Practice Guidance [paragraph 020](#)).
- The second form of offset is through providing a programme for investigation and recording of standing fabric or landscapes, or archaeological features, that would be obscured, damaged or destroyed, usually through the use of specialist historic building, archaeological or historic landscape professionals.

The aims, methods and results of such recording (including securing the long term storage of the records made and their public availability) should be clearly set out according to established guidance and codes of practice available from Cornwall Council, both for [archaeology](#) and [historic buildings](#); Historic England or relevant professional bodies (e.g. [Chartered Institute of Archaeologists](#); [Institute of Historic Building Conservation](#)).

Whilst such investigation and recording will be required by the LPA it will not be taken into account in determining the 'planning balance' of an application and whether such loss should be permitted - records alone cannot deliver the sensory experience and understanding of context provided by the original heritage asset.

We have provided some [case studies](#) illustrating archaeological mitigation.

# Topic papers

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# HESPD Topic Paper 1: Applications affecting heritage assets - Information requirements

See also the Council's online [application forms and guidance notes](#) and the '[Do I need permission?](#)' section in the main HESPD text.

## Heritage Statements

Heritage statements should accompany all applications affecting the historic environment. The [Heritage Statement Toolkit](#) is in the main text of the HESPD. Full details on what Heritage Statements are, when they are needed, what they should contain, and other guidance on their production is set out in the HESPD topic paper [Heritage Statements, background information](#).

For applications and proposals with archaeological implications (including those on or affecting Scheduled Monuments) please see the HESPD topic paper [Archaeology](#).

## Checklist of requirements for applications affecting the historic environment

Information should be proportionate to the nature and scale of the asset and the proposed development; documentation should be succinct but detailed enough and with appropriate and adequate supporting information to enable the Council to fully understand the proposal.

Any uncertainty is best addressed during early engagement at pre-application stage, when, for larger or more complex schemes, or proposals in sensitive areas, information requirements can be agreed prior to submission.

## Applications for Listed Building Consent

[Listed building consent](#) is required for the demolition of a listed building and for any works, both internal and external, of alteration and extension which would affect its character as a building of special architectural or historic interest. This may include stripping out or preparatory works. Some works will also require an accompanying planning application, such as for any extensions (where planning permission/and or listed building consent is required, you can use a [combined form](#)).

For applications for listed building consent, the written heritage statement (which may be incorporated into the required Design and Access Statement) should include a schedule of works to the listed building(s) and an analysis of the significance of the archaeology, history and character of the building/structure.

The statement should set out the principles of and justification for the proposed works and how the design has taken account of the historic and special architectural importance of the building, the physical features of the building that justify its designation and the building's setting.

The statement should summarise your (the applicant's) assessment of the likely extent of impact on the significance of the heritage asset.

Where a planning application is submitted in parallel, a single combined statement (within the Design and Access Statement) should address the requirements of both.

Where significant alterations are proposed to particularly important or complex sites an [Historic Building Assessment](#) may be required (the need for this specialist piece of work is usually identified by the Conservation Officer through initial pre-application discussions and is used to inform and development proposals).

A structural survey may sometimes be required in support of an application for listed building consent.

The statement will need to explain the approach taken to ensuring that the historic and special architectural importance of the listed building is preserved or enhanced. Where an aspect of the design has the potential to affect this adversely, the statement should explain why it is necessary, and what measures have been taken to minimise its impact.

The Historic Towns Forum publication [Making Better Applications for Listed Building Consent](#) also provides useful guidance

Below is a list of information which may be required in order to meet standards of best practice, and to satisfy the requirements of the NPPF [[para 128](#)] in addition to the [standard requirements](#) such as completed forms, signed certificates, location plan required under the terms of the GDPO.

### Best practice requirements

- Block plan of the site at 1:500 or 1:250 showing site boundaries, the type and height of the boundary

treatments (e.g. walls) where change is proposed.

- Existing and proposed floor plans for all parts of the building affected by the proposed development at 1:50 or 1:100. These should highlight any alterations to existing walls and historic features such as staircases, fireplaces and historic floors, and should provide details of proposed materials.
- All existing and proposed external elevations affected by the proposed works at 1:50 or 1:100 showing context i.e. buildings on either side or at least noting the parapet (roof/eaves/ridge) line if relevant (e.g. if a roof is proposed to be raised on a property in a terrace which would affect the street-scene). The elevation should indicate, where possible, the proposed building materials and the style, materials and finish of any windows, doors, sills, lintels, rainwater goods, roof etc. affected by the development proposals.
- All existing and proposed internal elevations at 1:50 or 1:100 where changes are proposed and where the alterations cannot be fully expressed on plan.
- Existing and proposed sections at 1:50 or 1:100 for proposed alterations to the profile of the building e.g. changes to eaves, or for internal changes e.g. removal or insertion of floors, changes to roof structures or structural works to foundations, which cannot be fully expressed on plan.
- Roof plan at 1:50 or 1:100 for any roof that would be altered by the development, showing the shape of the roof, architectural features such as chimneys and specifying existing and proposed materials.

- Details of new or replacement windows, doors and architectural features such as joinery or cornices. These should be provided at a larger scale (1:20 min). Some items may require 1:5 or full size drawings. The level of details required with the application needs to be proportionate to the scale of the proposed development.
- A specification/schedule of works/repairs – e.g. where major works are required or alterations such as damp proofing works are proposed. This is a supplementary schedule of works or method statement but could be provided within the Design and Access Statement. It should detail items such as materials (e.g. mortar or render mixes) and the repair method to be used (e.g. for masonry repairs) or could be a schedule of work such as for window repairs.
- Structural engineer's report for proposals where significant structural alterations are proposed e.g. the proposed conversion of a redundant building, proposed structural interventions to a building or to support/justify any demolition works on account of condition.

#### Desirable additional details:

- Hand drawn or CAD drawings of perspectives for proposed extensions
- Photographs of the areas where the intended works/alterations are proposed cross-referenced to the corresponding drawings.
- Where any removal of building fabric is proposed, existing elevations, plans and sections should be hatched to indicate the fabric to be removed and referenced to the schedule of works.

Please note that a proportionate approach must be taken e.g. if the

application is for the replacement of one window full details of the new window should be submitted, however if the replacement of a window forms part of a much larger or complex set of interventions it may not be expedient to submit this level of detail.

### Planning permission for relevant demolition in a conservation area

Conservation area consent was abolished by the Enterprise and Regulatory Reform Act 2013 and replaced with a requirement for planning permission for [demolition of a building in a conservation area](#).

The circumstances in which such planning permission is required and the consequences of failing to apply for it when it is needed are the same as previously applied under conservation area consent.

In a conservation area applications are required for the demolition of most buildings (when the volume of the building exceeds 115 cubic metres) gates, walls or fences greater than 1m high fronting a highway or 2m elsewhere and for pre-1925 tombstones.

A Heritage Statement is required (which may be incorporated into the required Design and Access Statement). This will contain an analysis of the character and appearance of the building/structure and its contribution to the conservation area, the principles of and justification for the proposed demolition and its impact on the special character and appearance of

A structural engineer's report may also be required to support any demolition works if on account of the poor condition of the building (may

be incorporated into the Design and Access statement).

A feasibility study/marketing assessment to support demolition works if justified by non-viability may also be required (may be incorporated into the Design and Access statement). Guidance on viability can be found in paragraphs 14-16 of the online [Planning Practice Guidance](#).

Applications for the redevelopment of the site as well as demolition of existing structures can be made on a [single planning application](#).

Below is a list of information which may be required in order to meet standards of best practice, and to satisfy the requirements of the NPPF [[para 128](#)] in addition to the [standard requirements](#) such as completed forms, signed certificates, location plan required under the terms of the GDPO.

### Best practice requirements

- Block plan of the site at 1:500 or 1:250 showing site boundaries, the type and height of the boundary treatments.
- Existing floor plans of the building to be demolished at 1:50 or 1:100.
- Existing elevations at 1:50 or 1:100, annotating construction and materials.
- Photographs of the building/s to be demolished.

### Planning Applications for new buildings and/or extensions in designated historic areas

For applications for new buildings or extensions in designated historic areas particular regard should be paid to historic context in the design process; guidance is provided in

the [Design and cultural distinctiveness - Quality and place-making](#) topic paper, and by the excellent CABE/Design Council/Historic England 'Building in Context' guidance available [online](#) or as a [downloadable pdf](#) document.

With these types of development the following information to accompany the application can further inform and justify the design rationale set out in the required heritage statement/design and access statement;

- All existing and proposed external elevations, also showing context i.e. neighbouring buildings on either side. The elevations should indicate the proposed building materials and the style, materials and finish of walls, windows, doors, sills, lintels, rainwater goods, roof covering etc.
- Hand drawn or CAD drawings of perspectives for the proposed development.
- Contextual photographs of the area and site where the development is proposed, cross-referenced to the corresponding drawings.
- For significant applications in highly sensitive locations a model can further assist in justifying the proposals.

The level of information supplied with the application needs to be proportionate to the scale and nature of the development proposed.

### Other Applications affecting the Historic Environment

For other application types affecting the historic environment such as planning applications in Conservation Areas, the World Heritage Site, applications affecting archaeological sites or Historic Parks etc., a

Heritage Statement will need to be submitted or incorporated into the Design and Access Statement.

Please refer to the statutory and local [Information Requirements and](#)

[Validation guidance](#) and the guidance set out in this document.

## Common scenarios – case studies

### A) Listed Building Application for replacing a roof covering

(This may also require planning permission if the works involve alterations resulting in raising the plane of the roof slope).

#### Standard Requirements:

- Block plan of the site at 1:500 or 1:250
- Roof Plan (minimum scale 1:100); with area to be re-covered clearly identified by shading or outline & labelled.
- Heritage Statement - information should include:
  - A copy of the Listing description and reference to the age & historic value of the existing roof (if known).
  - The materials and method of laying & fixing of existing roof & roof covering (including details of ridges, hips, verges, eaves treatment & guttering & any existing features such as chimneys, dormers, roof lights, lanterns, leadwork etc.).
  - Explanation & justification for replacement of the existing roof covering (e.g. existing roof covering is not original/historically appropriate or is beyond reasonable repair – this should be supported by a specialist survey report).
  - Description of proposed replacement covering, including the type & colour of slate (or other roofing material) to be used (a sample may also be required)

together with specification of the size or sizes, style of laying, method of fixing & treatment of ridges, hips, verges, eaves, flashings etc.

- An assessment of the potential impact of the proposed replacement on the historic appearance and character of the building.
- Mitigation argument in support of replacement - if there would be a change from traditional local/historic methods and/or materials this will require strong justification and some compensatory benefit to the Listed Building must be demonstrated.

- Clear photographs of the existing roof should be provided

#### Additional Requirements:

- If new elements (such as, breather membrane, insulation or ventilation, roof lights, solar panels/photo voltaic cells, replacement rainwater goods etc.) are to be included in the work, full details, including scaled section drawings (minimum 1:50 for general roof section or 1:5 for details) will be needed.
- If the work would involve any alteration to the external form or profile of any existing roof slope, relevant elevations (at minimum scale 1:100) are needed.

- Chimney details, with minimum 1:10 scaled elevations including corbel details & chimney pots.

- In some cases, where more extensive repairs to the roof timbers are involved, a full structural survey & report will be required together with a schedule and method statement for repairs.

## B) Listed Building Application for replacement of doors and/or windows:

### Standard Requirements:

- Block plan of the site at 1:500 or 1:250
- Joinery details for the proposed replacement windows – to include external elevations of windows at minimum scale 1:10, horizontal & vertical sections through sashes, frames, glazing bars, glazing, box frames, window heads & sills at minimum 1:5 scale and an indication of means of opening (e.g. double-hung vertically sliding, hinged or pivoted)
- Heritage Statement – Information should include:
  - A copy of the relevant Listing description.
  - Description of the existing windows to be replaced – style (e.g. “6 over 6 paned vertical sliding hornless sashes”), age (where known) and reference to their historic value.
  - Description of other windows in the same elevation not proposed for replacement (as above).
  - Explanation & justification for replacement (e.g. windows are not of historic value/of inappropriate design/beyond reasonable repair – note, if it is proposed to replace windows of historic value convincing evidence will be required to demonstrate that they are genuinely beyond repair).

- Mitigation argument in support of replacement - if there would be a change from traditional local/historic methods &/or materials this will require strong justification & some compensatory benefit to the Listed Building must be demonstrated.

- Photographs of elevations with windows affected by the proposal & close-up photographs of the windows to be replaced (internal & external views, if possible)

### Additional Requirements:

- Existing and proposed elevations of building in which windows are located at 1:100 or 1:50

- Repair schedule and method statement:

Joinery details of existing windows to be replaced (if these are of historic value) & of historic windows being retained (to be used as template for replacements) Note, Double glazing is frequently not appropriate for windows in Listed Buildings and relaxation of Building Regulations Part L (Revised) will be needed to use single glazing in replacement windows

- Joinery samples:

(The level of information supplied with the application needs to be proportionate to the scale and nature of the development proposed).

## C) Listed Building Application for the conversion of listed (or curtilage listed) outbuilding to residential use:

This will also require planning permission for any associated external alterations and additions and may in addition require a planning application for Change of Use.

### Standard Requirements:

- Block plan of the site at 1:500 or 1:250 showing site boundaries, the type and height of the boundary treatments (e.g. walls) where change is proposed.
- Existing and proposed floor plans for all parts of the building affected by the proposed development at 1:50 or 1:100. These should highlight any alterations to existing walls and historic features.
- All existing and proposed external elevations affected by the proposed works at 1:50 or 1:100. The elevations should indicate, where possible, the proposed building materials and the style, materials and finish of any windows, doors, sills, lintels, rainwater goods, roof etc. affected by the development proposals.
- Existing and proposed sections at 1:50 or 1:100 for proposed alterations to the profile of the building e.g. changes to eaves, or for internal changes e.g. removal or insertion of floors, changes to roof structures or structural works to foundations, which cannot be fully expressed on plan.
- Roof plan at 1:50 or 1:100 for any roof that would be altered by the development, showing the shape of the roof, architectural features such as chimneys and specifying existing and proposed materials.
- Details of new or replacement windows, doors and architectural features. These should be provided at a larger scale (1:20 min). Some

items may require 1:5 or full size drawings. The level of details required with the application needs to be proportionate to the scale of the proposed development.

- Details of mechanical ventilation extracts and flues and any new rainwater goods and other ironwork.
- Details of any external works to provide boundary treatments, parking areas, paths, paving, septic tanks, fuel tanks etc., may be shown via a proposed landscaping plan at 1:200.
- A specification/schedule of works/repairs – e.g. where major works are required or alterations such as damp proofing works are proposed. This is a supplementary schedule of works or method statement but could be provided within the Design and Access Statement. It should detail items such as materials like mortar or render mixes and the repair method to be used or could be a schedule of window repairs.
- Structural engineers report to address whether the building is capable of reuse without major rebuilding. The existing condition of the building with photographs should be provided to demonstrate that the building can be converted without imposing too great a burden of intervention to upgrade historic fabric.
- A Heritage Statement (which may be incorporated into the required Design and Access Statement), this should;
  - Set out the design approach adopted for the scheme for conversion & explaining how, in the applicants' views, it would respect and preserve the historic character & appearance.

- Provide a written statement that includes a schedule of works to the listed building(s) and an analysis of the significance of the archaeology, history and character of the building/structure will be required. The statement should set out the principles of and justification for the proposed works and how the design has taken account of the historic and special architectural importance of the building, the physical features of the building that justify its designation and the buildings setting.
- Provide a justification for proposed conversion to residential use (with evidence that alternative uses which may be more suitable have been fully explore & ruled out).
- Consider the potential impact that alterations needed for conversion (including Building Regulations requirements) would have on the historic fabric, character & appearance of the building.
- Give mitigation arguments to support proposed conversion & offer some compensatory benefit to the historic environment.

Where a planning application is submitted in parallel, a single combined statement (within the Design and Access Statement) should address the requirements of both.

- A Historic Buildings Assessment – where significant alterations are proposed to particularly important or complex sites (the need for this specialist piece of work is usually identified by the Conservation Officer through initial pre-application discussions and is used to inform and development proposals).

#### Desirable:

- Hand drawn or CAD drawings of perspectives for any proposed associated extensions.
  - Photographs of the areas where the intended works/alterations are proposed, cross-referenced to the corresponding drawings.
  - Where any removal of building fabric is proposed, existing elevations, plans and sections should be hatched to indicate the fabric to be removed and referenced to the schedule of works.
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# HESPD Topic Paper 2: Archaeology

This topic paper will

- explain how archaeology fits into 'sustainable development'
- give guidance on how to recognise archaeological significance and what potential impacts might be expected to be encountered
- explain how archaeological significance will be considered in the planning process, particularly in relation to [statutory requirements](#), the [National Planning Policy Framework](#), and the [Cornwall Local Plan](#).

## Archaeological interest and sustainable development.

One of the primary kinds of heritage significance is derived from the archaeological interest of a place or artefact – that is the potential it holds to provide evidence of past human activities.

Archaeological evidence of our past is finite and non-renewable.

Archaeological interest is often associated with the buried remains of prehistoric periods. However all heritage assets can have archaeological interest including buildings, landscapes and artefacts created up to the present day.

Archaeological evidence provides physical evidence of how heritage assets were created, and frequently provides information which can be scientifically recovered that has not otherwise been recorded.

Because archaeological interest is irreplaceable, making decisions about its conservation means ensuring that it is not lost without 'clear and convincing justification'

[NPPF 132] and that when its loss cannot be avoided that it is appropriately recorded for future generations.

These decisions are weighted according to the level of significance involved. The greater the potential of an asset to yield evidence of archaeological interest the greater the planning weight granted to its conservation or recording.

Statutes and national and local planning policy recognise that archaeological interest can be of the highest significance [see NPPF 132 and 139]. The loss of such heritage assets in favour of new development should be a 'wholly exceptional' circumstance [NPPF 132].

However the majority of archaeological remains are likely to have less significance. When loss is unavoidable, recording (which converts the physical evidence into an advancement of understanding of our past) provides an alternative, if always less preferable, way of sustaining the value of the asset, allowing new development to proceed.

## Scheduled Monuments

The most important known archaeological sites are protected as Scheduled Monuments under the terms of the [Ancient Monuments and Archaeological Areas Act, 1979](#). The main criterion for designation is national importance.

Consent is required from the Department of Culture, Media and Sport (who act on the advice of Historic England) for any works

carried out on or in the vicinity of a Scheduled site.

Any proposals for works that change or might result in change to a Scheduled Ancient Monument should first be discussed with [Historic England](#).

A Scheduled Monument can also be substantially harmed by changes in its setting (see the HESPD [topic paper](#)). Conserving or protecting the significance of the setting of Scheduled Monuments through the Planning system is the responsibility of the Council as Local Planning authority.

There are a number of monuments which merit Scheduling but which have yet to be considered or for which for other reasons Scheduling is not the most appropriate management option. The Government recognises that some nationally important archaeological remains remain unscheduled. This is especially true in areas of Cornwall – a programme to review Scheduling across the county was halted in the early 21<sup>st</sup> century.

This is important to understand, because national and local planning policy accords the same planning weight to [unscheduled archaeological remains of national importance](#) as to Scheduled Monuments.

This is explained more fully in a downloadable Government Policy Statement "[Scheduled Monuments and nationally important but unscheduled monuments](#)" (DCMS 2013).

## Archaeology within the planning process

Applications which have the potential to impact on archaeological remains will need to be accompanied by assessments and field evaluations

sufficient to define their significance prior to the submission of applications.

Applicants should outline any mitigation measures and the steps to be taken to record, retain, incorporate, protect, enhance and where appropriate manage the archaeological interest, as part of the proposals.

The LPA retains specialist advice (within its Historic Environment Planning Team) regarding the conservation of archaeological assets affected by development management planning applications, pre-applications and applications and the discharging of related planning conditions.

[Case studies](#) of some typical planning cases involving archaeological work are provided below.

### At pre-application stage

If you are planning a development, early advice from Cornwall Council's Historic Environment Planning team, ideally before submitting a planning application can save time and money and avoid problems later. An initial consultation, as part of the pre-application process, will show whether there are any known, or likely, archaeological remains within or adjacent to a proposed development, and will provide certainty for applicants as to the extent of likely information requirements (see P128 of the NPPF).

**As a minimum all applicants are expected to have checked the Cornwall and Scilly Historic Environment Record map layers made available via [Cornwall Council's interactive mapping site](#) and taken professional archaeological advice where**

**sites are indicated within or close to development areas.**

After this preliminary appraisal it may be necessary to commission a fuller desk-based archaeological assessment, field evaluation or building assessment from a professionally qualified archaeological or historic buildings contractor.

[Archaeological assessments](#), [historic building assessments](#), and [field evaluations](#) are part of the process of producing heritage statements; you should go to the [Heritage Statement Toolkit](#) pages for more guidance.

Template briefs for archaeological assessment and evaluation work are provided on the Cornwall Council website. We expect [written schemes of investigation](#) for intrusive archaeological evaluation to have been approved by the LPA archaeological advisor prior to fieldwork taking place.

Reports on these assessments must be submitted not only to the Planning Department as part of the planning process (and should be summarised within the application's Heritage Statement), but also submitted to the Cornwall and Scilly Historic Environment Record (via the OASIS procedures) as part of the record and archiving process. More guidance on this process can be found [here](#).

The Council may choose to defer or refuse a planning decision where insufficient evidence has been provided.

**Determination of planning applications affecting archaeological significance**

The impact of a development on the archaeological significance of a site is a material consideration for the

Council when making a planning decision.

In all cases every opportunity should be made to protect archaeological remains where they are (often referred to as 'preservation *in situ*') and wherever this is feasible. To achieve this, the archaeological impacts of development can be minimised by, for example, sympathetic foundation designs or amendments to the layout to avoid identified archaeology. If this is not feasible, then detailed archaeological excavation, recording and publication of the results will be required.

In rare cases assessment and evaluation work will demonstrate that archaeological heritage assets are of national or (in the case of assets relevant to the significance of the World Heritage Site) international significance. In such cases the planning balance is unlikely to fall in favour of approval unless development protects the significance of those remains by avoiding direct impacts.

However, in most cases involving archaeological heritage assets of less than national significance, where harm to archaeological heritage assets cannot reasonably be avoided, the overall planning balance will fall in favour of development. In such cases Cornwall Council will apply planning [conditions or other obligations](#) to ensure that the significance of those assets is recorded.

Typically this is by excavation of buried archaeological remains in advance of, or during development ground works or by photographic and/or metric survey [recording of historic buildings](#) to be demolished or converted or the recording of historic landscapes – Historic England provides practical guidance on both

[buildings](#) and the recording, analysis and understanding of earthworks and other historic [landscape](#) features by non-intrusive archaeological survey and investigation.

It is national policy that the costs of archaeological work made necessary by development are met by the developer.

The following wording is recommended for archaeological conditions (from national best practice guidelines produced by Historic England); in all cases where a choice is given for text the appropriate option should be selected:

*No demolition/development shall take place/commence until a written scheme of investigation (WSI) has been [submitted to and] approved by the local planning authority in writing. For land that is included within the WSI, no demolition/development shall take place other than in accordance with the agreed WSI, which shall include the statement of significance and research objectives; and:*

- 1. The programme and methodology of site investigation and recording and the nomination of a competent person(s) or organisation to undertake the agreed works*
- 2. The programme for post-investigation assessment and subsequent analysis, publication & dissemination and deposition of resulting material. This part of the condition shall not be discharged until these elements have been fulfilled in accordance with the programme set out in the WSI.*

## Post determination of an approved planning application

Conditional recording may involve full excavation of the identified archaeology well in advance of development commencing.

In other cases, particularly small-scale development, the monitoring and recording or supervision of ground disturbance when the development is underway may be required to enable the identification, investigation and recording of any exposed archaeological remains; this is generally known as a watching brief.

Archaeological conditions require the written approval by the Council as Local Planning Authority of a [written scheme of investigation \(WSI\)](#). A WSI will set out in detail all stages of archaeological work required including any additional pre-fieldwork research and further evaluation, the technical specifications of fieldwork, and the provisions for post excavation reporting, publication and archiving of results and archaeological materials.

There is a charge for services provided by Cornwall Council's historic environment officers to developers, archaeological contractors or consultants for commercial projects, or projects that relate to development. Details of the [charging schedule](#) can be found on the Cornwall Council website.

In more complex cases it will be useful to build the ongoing support of the LPA archaeological advisor into a [Planning Performance Agreement](#).

## Recording historic buildings

A specific form of archaeological recording relates to historic buildings, usually as standing

structures; this is very often required by conditions attached to planning permissions (for instance in the case of conversion of non-residential buildings to residential use).

Details are set out in the [Historic building records Topic Paper](#).

#### Archeologically sensitive areas

Cornwall does not identify Archaeological Priority Areas as a specific designation. There are, however, significant sensitive areas, landscapes and townscapes, where the archaeological potential is high.

The issue here is that sensitivity relates not so much to the narrow confines of a particular site, but in this wider context.

This affects standing visible fabric, historic area character and below-ground potential and can be an important element of setting, and therefore the significance of a heritage asset.

This is discussed in more detail in the [Cornish Distinctiveness and Significance](#) Topic Paper.

## Archaeology - Case Study one

**Development:** 350 houses on a known archaeological site.

**Location:** Lowland Anciently Enclosed farmland adjacent to an existing town.

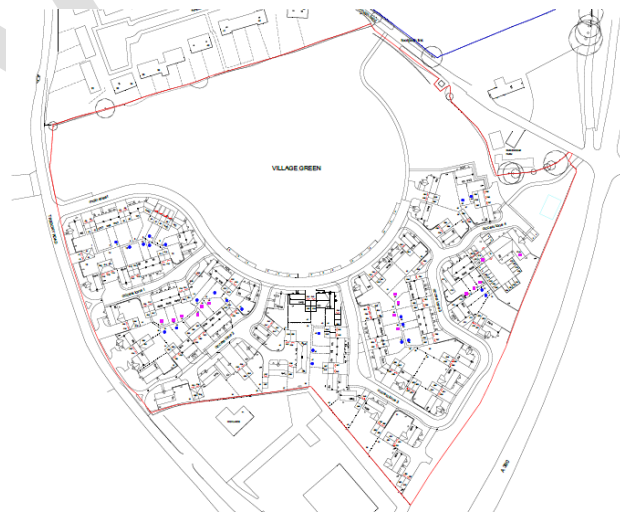
Pre-application: Initial CSHER consultation indicated a likely prehistoric cropmark enclosure within the development area in a part of Cornwall rich in sites of the Iron Age. Despite a negative screening as part of an Environmental Impact Assessment process, the Council, as Local Planning Authority, required a heritage statement informed by geophysical survey and evaluation trenching to determine the significance and extent of archaeological remains. Ongoing advice from the LPA's archaeological advisor was secured through a Planning Performance Agreement.

**Heritage statement:** Geophysical survey (1) clarified the extent and complexity of remains. Evaluation trenching confirmed high significance, dating and complexity of the Iron Age enclosure, but that archaeological remains outside the enclosure were less complex. Negotiations with the LPA via the PPA process resulted in a redesigned scheme for 90 houses, delivering the preservation in situ of the main enclosure beneath a 'village green', tipping the planning balance away from refusal on the grounds of harm to heritage assets.

**Planning determination:** Planning consent for the scheme was conditional on the agreement and carrying out of archaeological excavation of the less significant archaeological remains surrounding the enclosure and the removal of permitted development rights within the new village green (2).



1. Geophysical survey results



2. Redesigned scheme

## Archaeology - Case Study Two

**Development:** Conversion of a 19<sup>th</sup> century Methodist chapel to a 4 bedroom dwelling.

**Location:** Rural settlement

**Pre-application:** Applicant signposted towards the Cornwall Council and Historic England [Guidance for Methodist and Non-Conformist Chapels in Cornwall](#).

**Heritage statement:** The Heritage Statement demonstrated the use of the 'Chapels Assessment Framework' as detailed in the guidance note.

**Planning determination:** Using the Heritage Statement the planning officer was able to determine that the conversion of the building represented appropriate adaptive reuse of the structure in a way which was led by the need to conserve its significance. A condition to secure archaeological recording of the structure in its current condition, in order to record evidence of its original use that was to be lost or concealed by the conversion.

**Post determination:** The applicants contracted a commercial archaeological contractor to undertake the archaeological recording. This contractor produced a 'written scheme of investigation' to an appropriate specification and deposited a report on the work with the Cornwall and Scilly Historic Environment Record.

GUIDANCE FOR METHODIST AND NONCONFORMIST  
CHAPELS IN CORNWALL



ENGLISH HERITAGE

The Methodist Church

CORNWALL COUNCIL

'Guidance for Methodist and Nonconformist Chapels in Cornwall' provides the best approach to preparing an application for the reuse of these buildings.

Methodist chapels, traditional agricultural buildings and industrial buildings of all dates can all be considered as heritage assets.

Recording of heritage assets prior to their redevelopment is a requirement of NPPF Policy 141 and the Cornwall Local Plan.

Archaeological recording of historic buildings is best undertaken in support of the Heritage Statement but should otherwise be secured by condition.

## Archaeology - Case Study Three

**Development:** 100m Wind turbine and access infrastructure.

**Location:** Recently Enclosed Land.

**Pre-application:** Applicants signposted towards [Renewables SPD](#) and reminded of need for a heritage statement.

**Heritage Statement:** Because of the proximity of sites (1) on the Cornwall and Scilly Historic Environment Record the applicants commissioned an archaeological desk-based assessment to inform the heritage statement. Limited geophysical survey confirmed the location of buried archaeological features. The scheme layout was redesigned to avoid the archaeological features.

**Determination:** When considering archaeological impacts alongside other material considerations the degree to which the applicants had sought to avoid archaeological harm weighed in their favour towards the balance of approval. An archaeological condition was agreed with the applicants to secure a 'watching brief' during construction in the event that further archaeological remains, not showing on the geophysical survey were encountered.

**Post-determination.** The applicants commissioned a local archaeological contracting organisation to submit a written scheme of investigation for the watching brief for the approval of the LPAs archaeological advisor. This work was carried out without delay during the construction phase of the project and a short report was written detailing minor impacts recorded during construction.



# HESPD Topic Paper 3: Cornish Distinctiveness and Significance

*The following guidance is offered as an interim measure while the results of the **Cornish Distinctiveness Project** are awaited. It outlines categories of site types through which Cornish cultural distinctiveness is expressed; it is unlikely that these broad categories will change much during the course of the Project, but the detail will be updated as more information comes forward.*

This guidance can also be useful when thinking of sites that might be added to lists of locally significant structures and sites in the neighbourhood planning process.

In broad terms, the Council considers that the following characteristics make a significant contribution to the local character and distinctiveness of Cornwall and where applicable, development proposals will be expected to demonstrate how these characteristics have been assessed and conserved.

Cornwall's historic environment is the product of 10,000 years of human activity responding to its unique geology, geography and location.

The slate and granite bedrock geology with its unique mineral resources; its place at the extreme west of the country, and yet at the entrance to the English Channel; long stretches of exposed coastline broken by sheltered estuaries; its mild, but exposed maritime climate; difficult topography for overland travel but full of scenic attractions; all have been hugely influential in creating, or preserving, cultural distinctiveness and have all

contributed to an historic environment which is both distinctive in character and distinctive in its extraordinary variety.

Particularly significant aspects of Cornwall's historic environment include:

- The uniquely preserved prehistoric archaeological landscapes of the granite uplands.
- The number and variety of surviving prehistoric monuments all over Cornwall including quoits and barrows, standing stones, fogous, courtyard houses, rounds and hillforts.
- The enclosed lowland landscapes of medieval fields, and a predominantly dispersed rural settlement pattern of farming hamlets and medieval church-towns largely named using the Cornish language.
- Culturally and geologically distinctive farm buildings and farmstead patterns including post-medieval smallholding landscapes specifically related to the socio-economic conditions of Cornish mining.
- The distinctive 19th and early 20th century horticultural landscapes of the Tamar Valley and the coastal-slope fields of South Penwith.

- A rich multi-denominational ecclesiastical heritage with a distinctly Cornish character of early church and lann sites, early medieval inscribed stones and crosses, holy wells, high medieval church buildings and non-conformist chapels.
- An historic communications network including ancient byways and church-paths peppered with wayside crosses, guide-stones, milestones and fingerposts, former industrial tramways, and an extensive main line and branch rail network with significant local character.
- Significant historic international communications heritage: Packet Service quays (Falmouth); international submarine telegraph station, Porthcurno; Marconi wireless stations (Poldhu and Bass Point); earliest and largest international satellite telemetry station, Goonhilly (1962-2008).
- The distinctive number and variety of towns and villages: medieval market Boroughs; fishing villages; 19th century mineral ports; 19th/ 20th century seaside towns; urban townscapes, streetscapes and buildings from the medieval period to the present day reflecting the unique narratives of Cornish history.
- A maritime historic environment of significant ports, harbours and quays, lighthouses, seamarks, lifeboat stations, wrecks, the heritage of the fishing and ship building industries, the transport of mineral products and fuels, and the more recent but no less significant heritage of the holiday and leisure industry.
- A distinctive industrial character including the internationally significant post-medieval mining landscapes and settlements of the Cornwall and West Devon World Heritage Site and the no less distinctive slate and granite quarrying and china clay and china stone industries with their associated processing works, transport networks and characteristic settlements.
- An ornamental heritage of country houses and designed landscapes, public parks and gardens significant both for the exotic variety of species supported and its cultural links with the economic and geographic reach of the Cornish industrial revolution.
- The number and variety of Tudor to 20th century fortifications and military sites including 15th-20th century coastal defences and fortresses, Civil War earthworks and WW1 and WW2 remains, all epitomised by the outstanding military complexes around St Ives, St Michael's Mount, Falmouth, the Cornish defences of Plymouth.
- A powerful sense of place as evidenced by surviving Cornish language place-names; enduring

medieval place-based myths and legends and festivals; images, representations, buildings and places associated with art colonies and a renowned literary heritage, both rooted in the landscape.

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## Categorizing heritage assets and significance

There is an extensive literature available on understanding, recording, and analysing the significance of most of these building, archaeological, landscape and site types available from the designation guidance documents produced by Historic England. The best first step is the [introductory page](#) on their web site, which will then point you towards specialised guidance.

In some of the cases we below we also recommend other sources of information.

The Cornwall and Scilly Historic Environment Record (HER) has already identified many sites, areas, buildings and structures of local historic interest. The CSHER should always be consulted prior to the submission of applications affecting both designated and non-designated heritage assets. However, the CSHER is by no means exhaustive and many sites that may be identified as heritage assets are not shown on the CSHER.

The following sections outline some of the different types of sites and different aspects of significance that they might have.

### Agricultural buildings/structures

Being predominantly rural, Cornwall has a range of agricultural buildings/structures built in a variety of materials and architectural styles, either within a group or stand alone.

Agricultural buildings/structures may hold significance in terms of their architecture or their historic role in the area. As heritage assets, such buildings and structures may be of a variety of styles, use a range of materials and date.

Buildings/structures may also be significant because of internal features such as flooring, troughs or other equipment. Historic alterations to such buildings and structures may also highlight changes to both the particular building and farming practices over time.

[Refer to farmsteads guidance.](#)

### Archaeological Sites

There is a vast range of archaeological sites and potential sites in Cornwall, a useful summary can be found on the [Historic Cornwall](#) web pages.

A large number of areas with archaeological interest are already identified on the [Historic Environment Record \(CSHER\)](#). These existing sites are therefore already identified as non-designated heritage assets for their archaeological interest.

In addition to these existing sites, new sites may come forward, either as a result of development works, agricultural practices, archaeological/local studies, metal detecting, and studies of aerial photography or local knowledge. Once these sites are acknowledged by the Council as being of archaeological interest, they will receive policy protection as non-designated heritage assets (and subsequently be added to the CSHER).

More information on archaeological issues can be found in the [Archaeology Topic Paper](#).

### Commemorative structures

Including memorials, statues, funerary monuments, gravestones, tombs and plaques are of

considerable importance both in terms of their contribution to local identity and in their aesthetic qualities.

Such structures are present in most settlements and are constructed in a variety of different designs and materials for a variety of purposes.

Other than those given statutory protection (either listed or within the setting of listed buildings), a large number of non-designated commemorative structures contribute significantly to the character and history of an area.

These structures can be viewed as representations of the artistic styles and social values of the time. In addition to this however, they can provide a physical link to the past and often provide a valuable insight as to the importance or status of the person/people commemorated.

Some sites will have commemorative value even if not overtly built as or laid out as commemorative structures – the sites of natural, industrial or military disasters, for instance, will hold deep meaning for local communities which may derive simply from what might otherwise look derelict buildings.

### Commercial buildings and structures

These can make a valuable contribution to the character of the historic environment and often provide an element of continuity in an otherwise constantly changing urban and rural landscape. Shops, public houses and offices, whether as single locally distinctive examples or representative of a particular company, may have an element of significance as heritage assets.

The physical attributes of the particular building or structure may be worthy of identification, as could

the historical use of the site. In terms of design, Victorian and earlier structures often have a more decorative emphasis than post-WW1, where functionality became more dominant. Glazing may also be important, either in its extent or in the design of its fittings. [Shopfronts](#) or signage brackets are further examples of features that may contribute to the site's significance as a heritage asset.

### Cornwall and West Devon Mining World Heritage Site

Within the [Cornwall and West Devon Mining World Heritage Site](#) many, if not most, of the types of heritage sites and the methods used to assess and control them will be the same as they are outside, but there are special provisions that apply only to the World Heritage Site.

Fundamental to this is the concept of [Outstanding Universal Value](#), or OUV; this is in effect a special type of significance, of contextual understanding. The significance and complexities of understanding OUV are such that a separate World Heritage Site Supplementary Planning Document ([WHSSPD](#)) has been produced –and you should always refer to that guidance not only when dealing with sites within the [WHS Inscribed area](#), but indeed, when dealing with any identified site, landscape or structure that is relevant to the hard-rock mining history and heritage of Cornwall.

The World Heritage Site has defined its 'attributes and components' - the tangible remains, visual and cultural links that embody its Outstanding Universal Value and which define its heritage significance - and the relevant policies to protect them within a [Management Plan](#).

National and local policies apply to the OUV as they do to any other

heritage significance the various assets hold, including their setting. The World Heritage Site is considered to be a heritage asset of the highest significance in the NPPF (para 135).

The heritage assets, cultural landscapes and cultural legacy that in effect define the WHS can be divided in to seven different **attributes** that 'express' OUV:

- Mine sites, including ore dressing sites
- Mine transport infrastructure
- Ancillary industries
- Mining settlements and social infrastructure
- Mineworkers' smallholdings
- Great houses, estates and gardens
- Mineralogical and other related sites of particular scientific importance

Whilst statutory designations provide important tools for protecting some attributes of OUV, it must be remembered that the WHS has to be viewed as a whole in terms of its protection. Not every heritage asset or cultural landscape that conveys OUV will be covered by a statutory designation. Understanding how to recognise and assess non-designated assets is of particular importance therefore. The cultural legacy component of OUV is particularly vulnerable as there is currently no statutory protection for these kind of intangible assets which relate to practices, representations, expressions, knowledge, and skills which local communities, groups or in some cases individuals identify to be part of their cultural heritage.

Any site, or 'attribute' which contributes to the Outstanding Universal Value of the World Heritage Site is considered to be part of that designation, but there is a degree of ambiguity relating to sites or features within the inscribed area, but which are not attributes which contribute to the Outstanding Universal Value of the World Heritage Site.

For instance, a very significant archaeological site, say the site of a prehistoric settlement, in exactly the same place as a mine, may have nothing to do with the significance of the World Heritage Site and therefore enjoy no protection from that designation.

At the same time, there are non-designated heritage assets outside the inscribed WHS areas, or outside its defined time limits (1700-1914) but which still form a significant part of the whole narrative and surviving fabric of industrial activity in Cornwall.

The guidance in this document together with the [WHSSPD](#) can help to identify these issues – the key principle is whether the undesignated asset is an integral element of what makes the designated site significant, rather than something merely incidental to the designation.

Again there are clear advantages in identifying all the assets in their own right and their own significance – the information provided by the WHS is a good starting point, but should not be considered as definitive.

### Culture, Entertainment, Sport and Recreation.

Whilst these buildings and sites may be wide ranging in terms of scale and suitability of alternative use, what unites them is the pursuit of

pleasure and escapism that led to their construction. Such buildings/structures often have aesthetic detail that helps illustrate both the particular use and the era.

These assets may include cinemas, museums, libraries, galleries, theatres, dance and concert halls, public rooms, sports halls and pavilions. Given the types of uses involved, they often form an integral part of our communities.

As heritage assets, these buildings/structures should have a significant proportion of their original fabric remaining, especially those elements that identify or represent the original purpose of the building or structure.

Public buildings designed by Cornwall Council architects in the early-mid 20<sup>th</sup> century are amongst the most interesting buildings not only in Cornwall, but in a much wider architectural-history context.

Such sites might include areas that don't have built structures – the numerous King George V commemorative playing fields in Cornish towns, or the Cornish Playing Place or Plein-an-Gwary are examples – in the latter case the enclosing bank may not survive, the significance may lie in its site and its name – but it still has significance, and there may well be unique objects such as the stones used for drilling competitions still on site.

### Domestic

These are the most numerous of all buildings and structures in the historic environment and unmistakably exhibit both external and internal characteristics that help to place the structure into its particular era or architectural/artistic style. Historical alterations to dwellings are also easily dated,

especially where in contrast to original architecture or materials.

Most dwellings can be classed as one of the following: vernacular houses (of local materials), town houses (18<sup>th</sup> century onwards, such as terraces and planned/regimented rows), suburban houses, country houses, modern estate housing.

Houses that express an identifiable historic architectural style or have interesting social or economic associations and retain much of their original fabric are likely to be considered as a heritage asset, especially where they form a group.

### Educational

Educational sites and buildings are amongst the most important local landmarks and their continued use (not only for educational purposes) reflects this. Those of particular significance might include the following:

1. Pre-board schools (pre-date the 1870 Education Act) often built by churches (National or British Schools) or local benefactors.
2. Board schools (built by locally elected School Boards) built between 1870 and 1904 and often designed by eminent local architects. The Cornish Boards schools have a distinctive style and character set by a limited number of architects in the late 19<sup>th</sup> century, such as Sylvanus Trevail, James Hicks and Sampson Hill.
3. Early Local Education Authority schools designed by or for Cornwall County Council.
4. Inter-war schools also by the County Council.
5. Post-WW2 schools (often concrete) were generally constructed using pre-fabrication systems – the majority of which may be thought to

have little significance as heritage assets, but innovative or well-designed examples may be exceptions, and all will have communal values that will need to be considered.

Public buildings designed by Cornwall Council architects in the early-mid 20th century are amongst the most interesting buildings not only in Cornwall, but in a much wider architectural-history context.

### Health and Welfare

Buildings and structures erected for the purpose of caring for the sick, disabled, elderly and poor vary in size, scale and design, and illustrate how attitudes to those groups has changed over time.

This category includes some of the largest heritage assets and, in particular, the former hospitals/infirmaries that form the core of some modern health care sites. They were usually erected by the state, church or private charities/philanthropists. They are often recognisable with architecture, designs, or features repeated throughout the region or country, although they may have local detailing or use local materials.

Former workhouses fall within this category –there are several surviving to varying degrees in Cornwall, many associated with major architects - for instance the firm of Scott and Moffatt were responsible for many in Cornwall in the 1840s.

**Industrial (see also separate section on Cornwall and West Devon Mining World Heritage Site)**

Cornwall has an abundance of surviving industrial heritage; some of this, but by no means all, lies within the [inscribed WHS areas](#), or is

subject to wider provisions of the [WHS Management Plan](#) and [WHS SPD](#).

Industrial sites and buildings might also include those associated with transport (canals, turnpike roads, railways), the China Clay Industry, with quarrying, with milling, with lime-kilns, fishing - a whole range of other industries not necessarily linked to the mining industries, or which indeed, even if linked to mining stand outside the limited date range of the WHS (1750-1900 AD).

Industrial buildings and structures may have significance because of their architectural style, design, construction materials or for what they manufactured and the importance this had to the locality or region. Such buildings and structures may also exhibit features related to their historical use.

It is important to remember that industrial sites might also be significant because of surviving evidence of processing, transport etc. not needing buildings – the tin dressing floors and tramways of a mine site are a case in point – indeed, they may have as much value in their archaeological or historic interest as they do in the fabric of surviving structures.

### Landscapes and Landscape Features

In addition to buildings/structures and areas of archaeological interest, many landscapes and landscape features exist that are of historic and artistic (and sometimes archaeological) interest.

Many of the individual sites have already been added to the Historic Environment Record. Those on the [CSHER](#) are, therefore, already identified as heritage assets (such as both [registered](#) and unregistered



parcs and gardens, cemeteries, etc.) for the purposes of this document.

Specifically with regard to unregistered parks and gardens, a large number of these exist within Cornwall, very often set around smaller country houses or suburban villas.

There is also a broad and difficult to define category of enriched or enhanced, or 'borrowed' landscapes – areas that stand outside the boundaries of a formal park landscape, but which have had deliberate planting, creation of 'eye-catchers' or other forms of management to give the impression of a much larger area of ornamental landscaping.

19th/20th century planned cemeteries are also included within this classification.

You need to be aware that some of these sites are also designated as registered parks or gardens, or are within Conservation Areas and some of the buildings/structures may also be listed, and those are therefore designated assets for decision-making purposes.

Other landscapes and landscape features that may be identified include public parks, historic village greens, church yards, cemeteries, mill ponds, man-made lakes, historic field patterns/enclosures, other water-management landscapes and features (such as weirs, feeder channels, etc.), woodland and paths/trackways.

Many of these individual site types are just part of the broad historic landscape types identified in the [Cornwall Historic Landscape Characterisation \(HLC\)](#) project, or in such documents as the [WHS, Cornwall AONB](#) and [Tamar Valley AONB](#) Management Plans. The

landscapes and sites identified in those sources as of significance should influence understanding of the character of individual assets of all types or of understanding issues of Setting. They may, in some cases, be given weight as heritage assets in their own right for the purposes of this document.

### Law and Government.

This category includes heritage assets built by the state/for state functions (including the Local Authority). This may include buildings such as village halls, police stations and fire stations (or those used for a combination of uses), all of which were built in large numbers in the 19th and 20th centuries. Their design often provides a reminder of the role the growth of local authorities or the state has played in society.

Those with significance as heritage assets will either have the majority of their fabric intact or retain the most important elements of the original design, construction, or decoration.

Public buildings designed by Cornwall Council architects in the early-mid 20th century are amongst the most interesting buildings not only in Cornwall, but in a much wider architectural-history context.

### Local character areas and archeologically sensitive areas

Cornwall does not identify Archaeological Priority Areas as a specific designation. There are, however, significant sensitive areas, landscapes and townscapes, where the archaeological potential is high.

In these situations, sensitivity relates not just, and perhaps not primarily, to the narrow confines of a particular site, but in this wider context.

This affects standing visible fabric, historic area character and below-ground potential and can be an important element of setting, and therefore the significance of a heritage asset.

Many settlements within Cornwall have a historic core that can easily be identified, usually due to the presence of early structures such as medieval churches, manor houses or industrial sites. Often these settlements contain tightly bound road patterns around the centre that survive to this date, and need not necessarily be of ancient or medieval origin to be of great significance – the industrial settlements of Cornwall being a prime example of this.

Conservation areas already cover many of these areas, or WHS inscription, but by no means all, and not always to the full extent of what is actually of interest; similarly previous studies, such as the industrial settlements studies, or the historic towns areas defined by previous local plans (following the now out-of-date research in Shepherd), will be focussed on one particular type of period or interest, and may not be fully inclusive, and many are in need of serious review and updating.

Studies like the Historic Landscape Characterisation base their understanding of the character and sensitivity of different landscape types as much on the levels of archaeological potential and sensitivity within the areas on their current visual character – both these aspects can help define sensitive historic environment areas.

Most of these identified areas are thus likely to have a great deal of archaeological potential within the standing fabric, or below ground,

and should be considered as archaeological priority areas.

Local character areas may already have been identified in the following sources, and in some cases mapped:

[Cornwall Council's interactive mapping site](#)

[Cornwall and Scilly Historic Environment Record](#)

[Conservation area appraisals](#)

[Cornwall & Scilly Urban Survey](#)

[Cornwall Industrial Settlements Initiative](#)

[The World Heritage Site Management Plan](#)

[Shepherd P, \*The Historic Towns of Cornwall: An Archaeological Survey\*, 1980](#)

[Cornwall Historic Landscape Characterisation](#)

[Emerging Neighbourhood Plans](#)

Please note that the above list is not exhaustive and may change at a later date.

### Military

Military buildings, sites and structures help to represent the importance of defence and the armed forces to the history of our society. They may be stand-alone structures (such as former air raid shelters) or be within larger military sites such as airfields or coastal defence complexes.

These sites are exceptionally important in Cornwall, and can range in date from Tudor castles to the Cold War installations at St Mawgan and elsewhere.

Often the significance of these places depends on a complex interweaving of sites, context, setting, inter-visibility, site lines, ranging marks etc., and should be considered as

historic landscapes as much as simple buildings.

### Natural environment

Natural features and open countryside can also be considered to be heritage assets, but must demonstrate a clear and noteworthy interaction with or intervention by humanity – what is being considered here is the historic interest and cultural values.

This is discussed in detail in the [Natural Environment Topic Paper](#).

### Park and Garden

(See also '[landscapes](#)' and '[natural environment](#)').

Landscapes created to provide a visually pleasing setting to private residences, institutional establishments (including cemeteries) and certain utilities may contain buildings and structures which contribute positively to the character of a park, garden, landscape or wider area. Such buildings and structures may be contained in (or on the boundaries of) areas such as private gardens, public parks, town squares, public walks, cemeteries or allotments.

Buildings and structures regarded as heritage assets may include follies, glass houses, cottages, bothies, fencing/walls/gates, steps, terraces, balustrading, statues, water features, bridges, paved walkways and driveways, amongst others.

But of course, such sites are much more than the sum of the buildings within them, fundamentally they are about designed, living landscapes and spaces, and the whole area of garden history, park design, ornamental plant species, the peculiarly Cornish passion for collecting, breeding and exchanging exotic plants, is a huge subject which

will often require specialist knowledge to explore. The best overall guidance can be found on the [Historic England](#) site, on the [Gardens Trust](#) website, and on the [Cornwall Gardens Trust](#) site.

### Places of worship

Apart from those that enjoy statutory protection, many unlisted religious sites exist which are of considerable architectural, archaeological, historical and artistic significance. Of particular prominence across Cornwall are the large numbers of nonconformist chapels dating to the 19th century, some of which display considerable artistic features such as decorative central windows and date stones.

Other places of worship prominent in Cornwall, but under-represented by statutory protection, are the Anglican churches and chapels/mission churches etc. of the late 19th and early-mid 20th Century, which again encompass significant architectural detailing such as stained glass windows and arched porches, although often simpler in their design than earlier structures.

Also particularly important in Cornwall are a wide range of sites that do not easily fit into the category of church or chapel - ancient religious, pagan and early Christian sites, often associated with natural features, with holy wells, with hermitages, with early burial sites, or with 19<sup>th</sup> century religious fervour such as the various open-air 'preaching Pits'.

See also the Cornwall Council and Historic England [Guidance for Methodist and Non-Conformist Chapels in Cornwall](#)

### Street Furniture and Historic Surfaces.

The character of our street scenes is greatly enriched by historic street furniture and historic surfaces. Given that roads undergo constant change, street furniture is particularly vulnerable to these changes.

Examples may include lamp posts, post boxes, telephone kiosks, milestones, directional signs, boundary walls, horse-related structures, bollards and drinking fountains. Many of these hold artistic, architectural or historic significance. Particularly rare are those structures such as drinking troughs that relate to horse-based transportation. The majority of street furniture of significance is likely to date from the Victorian period onwards (since little from before this time survives intact – earlier surviving features are consequently likely to be of great significance).

External street, pavement and yard surfaces are often a part of the historic environment that is overlooked, particularly during development works and the installation of underground services. Surfaces of significance may consist of materials including cobbles or stone setts or granite paving - particularly significant in many Cornish towns and industrial sites. These surfaces enhance the setting of historic buildings and contribute to the character of the wider historic environment. They may also help link together otherwise separate clusters of buildings as an element of continuity.

Many individual towns and conservation areas have had [guidance](#) produced that touches on the sort of survey, analysis and design issues that might arise in dealing with the historic streetscene, and useful guidance was also produced by the Historic England [Streets for All](#) campaign.

*Please note that there may be significant overlap between this section and the 'Transport' and 'Communication & Utilities' sections.*

### Transport

Cornwall contains many ancient pathways, routes and roads. While the modern surfacing may not be of particular interest, the routes themselves and their lasting impact on landscapes are regarded as historically and archaeologically significant.

This historic communications network includes ancient byways and church-paths peppered with wayside crosses, guide-stones, milestones and fingerposts. 18th/19th century toll roads often had associated toll houses, the proceeds from which financed road building and maintenance. Several toll houses still remain, some of which are not designated, although they are clearly of historic (and possibly architectural) interest. Later structures may also be of significance. There are even rare surviving examples of historic surfacing in 18th/19th century turnpike roads.

Water and rail travel have also had a lasting impact on the landscape, whether ports, coastal harbours and infrastructure, and individual features such as bollards, cranes, quayside surfacing, tramways, riverine quays. The few canals, are regarded as heritage assets in their own right, as are the many

structures/buildings historically associated with them.

With regard to the railways, numerous buildings and structures may also be of historic or architectural or archaeological interest such as signal boxes, stations, sidings and the routes themselves, whether former industrial tramways, or parts of the main line and branch rail network. Pedestrian and horse-related transport infrastructure may also be of significance, such as bridges over watercourses.

*Please note that the majority of air travel-related structures of significance in Cornwall have military origins and are therefore discussed in the Military category.*

### Utilities and Communications

This category includes those heritage assets related to the supply of water, to sewage disposal, gas supply, electricity generation/supply and communications. Given their nature, these assets are usually functional although can often contain intricate decoration, both internally and externally. In addition, the functional parts of these structures may be of historic interest. Examples may include historic gas works, water

towers, water pumps, pumping stations, letter boxes, post offices, telephone repeater stations or telephone exchanges.

There are also many surviving structures and places relating to Cornwall's significant historic international communications heritage, superficially these may appear quite humble or unprepossessing belying their interest: Packet Service quays (Falmouth); international submarine telegraph station, Porthcurno; Marconi wireless stations (Poldhu and Bass Point); earliest and largest international satellite telemetry station, Goonhilly (1962-2008).

### Any other building, landscape, site or structure

There may be buildings, landscapes, sites or structures of architectural, archaeological, historical or artistic significance that may not easily be grouped into one of the categories detailed in this section (such as boundary features).

It should not be assumed that all potential heritage sites or forms of significance are covered by the guidance notes set out here - all sites should be individually identified and assessed.

# HESPD Topic Paper 4: Decisions and conditions

## Broad principles in determining applications

The Council's approach to decision making in the historic environment as Local Planning Authority is set out in [Policy 24](#) of the local plan.

In determining decisions the Council will also follow the procedures set out by statute and regulations (see [guide to heritage legislation](#) etc.) and procedures and guidance in the [National Planning Policy Framework](#) [in particular paras 128 to 141], as amplified by the Planning Practice Guidance sections on [Conserving and enhancing the historic environment](#), [Use of Planning Conditions](#) and [Planning Obligations](#).

The Council's procedures also accord with [best practice guidance](#) produced by Historic England.

The local plan, the NPPF, the PPG and the best practice guidance all make it clear that developments (and other proposals) that affect the historic environment are much more likely to gain the necessary permissions and create successful places if they are designed with the knowledge and understanding of the significance of the heritage assets they may affect.

That is why so much emphasis is placed on both early engagement and the heritage statement approach as set out in this document.

Following that approach cannot of itself guarantee approval or agreement, but it does minimise risk, it does make for a more informed and positive process of

decision making and it does offer opportunities to explore alternatives and negotiate successful schemes in a timely way.

Where specific guidance is not detailed in the Local Plan, the Council will refer to the NPPF and PPG as their default position. Thus, for instance, as to guidance on deliberate damage to or neglect of a heritage asset [NPPF 130], or on determining 'viable use' [NPPF 55, 131, 133, 134] [PPG 18A-15-16]. The council will also follow the definitions in PPG 18a-020 on what is meant by the term 'public benefits' [see NPPF 14, 65, 126, 132, 133, 134, 140]:

*Public benefits may follow from many developments and could be anything that delivers economic, social or environmental progress as described in the National Planning Policy Framework (Paragraph 7)... Public benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and should not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits.*

*Public benefits may include heritage benefits, such as:*

- *sustaining or enhancing the significance of a heritage asset and the contribution of its setting*
- *reducing or removing risks to a heritage asset*
- *securing the optimum viable use of a heritage asset in*

*support of its long term conservation*

## Conditions

Although every effort will be made to make decisions and permissions as complete as possible, it will often be necessary for decisions to include conditions –this is especially true of complicated historic environment permissions.

These may be specific to the site and the heritage assets affected or the subsequent determination of detail, or as mitigation measures, or they may be wider benefits that might accrue to offset harm; Section 106 Agreements and CIL contributions may be relevant. Further advice on the Council's procedures and policies relating to historic buildings and areas can be found on our [Conservation web page](#).

The Government's Guidance is set out in Planning Practice Guidance [Use of Planning Conditions](#) and [Planning Obligations](#).

See also Historic England's guidance: [The Terms of a Heritage Consent](#) and [Managing Significance in Decision-Taking in the Historic Environment](#)

## Recording Historic buildings

A specific form of condition relating to the historic environment relates to recording, whether of below-ground archaeology or standing structures. Details are set out in the [Historic building record Topic Paper](#).

## Standard Archaeological Condition

The following wording is recommended for archaeological

conditions (from national best practice guidelines produced by Historic England); in all cases where a choice is given for text the appropriate option should be selected:

No demolition/development shall take place/commence until a written scheme of investigation (WSI) has been [submitted to and] approved by the local planning authority in writing. For land that is included within the WSI, no demolition/development shall take place other than in accordance with the agreed WSI, which shall include the statement of significance and research objectives; and:

1. The programme and methodology of site investigation and recording and the nomination of a competent person(s) or organisation to undertake the agreed works
2. The programme for post-investigation assessment and subsequent analysis, publication & dissemination and deposition of resulting material. This part of the condition shall not be discharged until these elements have been fulfilled in accordance with the programme set out in the WSI.

# HESPD Topic Paper 5: Design, Quality and Place-making

*The aims of good design, and good historic environment practice, should be not only to preserve what is there, but wherever possible to enhance it, to make its significance more widely known and appreciated, to use the understanding of its character to inform change, to inspire innovative and exciting new designs and uses.*

The National Planning Policy Framework places good design at the heart of sustainable development in the widest sense, indivisible from good planning, contributing positively to making places better for people (see NPPF para 56).

In order to secure good quality, well-designed and sustainable places, design should be informed by an understanding of the character of an area, of its context, the way that place works in both physical and cultural dimensions.

There is a two-way, reciprocal relationship between the historic environment and good design:

## What can good design do for the historic environment?

This is about good design contributing to cultural distinctiveness by understanding the significance of heritage assets of all types and the importance of their setting.

This is not just to preserve the assets and their significance, ensuring proposals avoid or minimise harm to the significance of heritage assets, but crucially to look for opportunities for new development to enhance or better reveal the significance of affected heritage

assets and their settings, and to integrate new development into the natural, built and historic environment to promote or reinforce local character and distinctiveness [NPPF 60, 61,137].

## What can the historic environment do for good design?

This is about using the understanding of the historic environment – of the cultural context in which a new proposal stands - to inform the design concept, in order to give it a sense of place.

This is not a prescription to simply replicate historic details or forced or arbitrary use of materials - exceptional quality and appropriate innovation in design that significantly enhances its immediate setting is always welcome. But if achieving good design is about '*creating places, buildings, or spaces that work well for everyone, look good, last well, and will adapt to the needs of future generations*' [NPPF ], then it must respond in a practical and creative way to both the function and identity of a place.

This means responding positively to the historic environment to act as a catalyst for place making, being sensitive to the defining characteristics of a place, to local character and history, and reflecting the identity of local surroundings and materials. After all, the way materials, size, scale, massing, forms, layouts, communications and so on have worked historically can often be a very practical guide to effective design for the future in that particular location.



## Design and local distinctiveness

Cornwall is a large geographical area with a varied topography, different types and sizes of settlement, different types of farming and different local building materials and traditions. There is therefore no 'one size fits all' approach to the design or suitability of new development across the board; new development should respond to its particular surroundings.

Locally distinctive design should be employed in both historic and non-historic areas, although this guidance does not seek to impose architectural styles or prescribe detail for certain elements of design.

The Council will always rigorously assess scale, density, massing, height, materials, landscape, layout and access. In addition, where the potential influence or impact upon the historic environment is a material consideration, the response of design to the surrounding contexts will be carefully considered. Only development of the highest quality will be accepted in these sensitive locations.

Many, but by no means all, of Cornwall's most historically and architecturally significant places are already designated in some way, and are in some sense already identified as particularly sensitive areas:

- Within the World Heritage Site, or affecting the setting of the World Heritage Site;
- On the site of, or affecting the setting of a Scheduled Ancient Monument;
- Within the curtilage of, or affecting the setting of a Listed Building;
- Within or affecting the setting of a Conservation Area;

- Within or affecting the setting of a Historic Park and Garden;
- Within both the Cornwall and Tamar Valley Area of Outstanding Natural Beauty (AONB);
- On the site of, or affecting the setting of a Non-designated Heritage Asset.

But there are also places that exhibit their own locally distinctive character that are not covered by any particular designation, but are worth protecting from development that would harm their character or appearance.

Similarly, there are neighbourhoods or parts of settlements in Cornwall that are not particularly old but have been carefully and thoughtfully designed to give them a strong sense of place. Such areas are also worth protecting from inappropriate or harmful development.

An assessment of the site, its surroundings and how it sits in the landscape or townscape should be used to inform development proposals to order to ensure that new development is harmonious with its context.

Local distinctiveness should apply to all forms of development, from extensions to an individual house, through to major housing sites and employment sites.

It is just as important to a new house filling a gap in a street scene as it is to a large scale greenfield development. Each example offers its own opportunity for enhancing local distinctiveness. While the design of the former would be guided by the character and appearance of the rest of the street, a large greenfield site, say adjacent to a twentieth century housing estate, offers the opportunity for the new development to forge an area with

its own distinctive character that is complementary to that of the wider settlement or locality of which it forms a part.

Local distinctiveness is not simply an issue of style nor is it a restriction on innovation, evolution and progress. All locally distinctive environments reflect the time in which they were built and have been subject to incremental change since. The aim should be where sites are in places with a strongly defined character, to

achieve a high degree of harmony in terms of the layout, scale, massing, built form, landscaping, tree cover and the general appearance of new development. Innovative development is encouraged, provided that the design relates to its context in a genuine and positive manner.

Both the [NPPF \(section 7\)](#) and [PPG \(section 26\)](#) contain detail on why good design is important and how it can be achieved.

The term 'local distinctiveness' brings together all of those features, qualities and details that give different places their unique character and appearance.

In terms of the historic environment, some or all of the following factors may influence what will make the scale, height, massing, alignment, materials and proposed use of new development successful in its context:

- The history of the place, has it resulted from a particular economic activity (such as farming or industry) or historic or existing land ownerships (such as manorial villages and estates).
- The topography; the presence of watercourses; the way buildings, spaces and routes respond to how hilly or flat the place is;
- The general character and distinctiveness of the area in its widest sense, including the general character of local buildings, spaces, public realm and the landscape, the grain of the surroundings, which includes, for example the street pattern and plot size, spaces about buildings and arrangement of buildings, whether buildings are oriented to face south or face the street
- Landmarks and other built or landscape features which are key to a sense of place, key open spaces or river crossings;
- The diversity or uniformity in style, construction, materials, colour, detailing, decoration and period of existing buildings and spaces, the heights and shapes of buildings, the skyline and appearance of roofs; the size, shape, positioning and number of openings on buildings, range of small details like windows, doors, shopfronts, porches, gateways etc.
- Views into, through and from the site and its surroundings, whether there are long distance views or whether spaces are intimate and enclosed
- Landscape design, tree cover, whether there is a lot of greenery or expanses of paved surfaces and walls, boundary features, street surfaces and street furniture
- The quality mix and application of materials
- The current and historic uses in the area and the urban grain

- The relationship of the proposal to its specific site
- The size and density of the proposal related to that of the existing and neighbouring uses
- The significance of nearby assets and the contribution of their setting, recognising that this is a dynamic concept.

## Building in Context

Available both as an [online toolkit](#), and as a [downloadable pdf](#) document, this joint initiative by CABE/Design Council/Historic England is an invaluable guide to best practice in designing new work in any context – including historically sensitive ones. This should supplement any local guidance, for instance, the [Cornwall Design Guide](#).

The council will look to see that the approach set out in Building in Context – or a suitable equivalent – has been followed in any relevant proposals.

## Cornwall Local Plan

The Cornwall Local Plan contains policy and guidance on good design and design parameters that will be applicable in many cases to the historic environment. These run through the whole document, but particular guidance and requirements are set out in [Policy 12 Design](#), [Policy 23 Natural Environment](#) and [Policy 24 Historic Environment](#).

## Cornwall Design Guide

As part of the Council's commitment to securing the highest quality new development the [Cornwall Design Guide](#) will assist householders, professionals, developers and communities in designing and assessing proposals. It promotes the importance of a robust design process and good design practice.

The design guide encourages and promotes creativity and innovation without being prescriptive in terms of design style. It provides guidance

on the quality of design that is expected without itself being either a rigid policy document nor a pattern book to be slavishly followed. It advocates an approach to design that addresses the broader implications of development and, at the same time, provides a framework to assist in communicating design to others.

## Specific design guidance

There is a huge range of guidance available on all aspects of design in the historic environment, from national or regionally based guidance, to leaflets on specific elements of historic buildings (e.g. window repair) and guidance to specific locations (conservation area design guides).

[Historic England](#) provides the widest range of guidance, and has worked in partnership with other bodies to produce guides like [Building in Context](#) and [Streets for All](#).

The National amenity societies have for many years produced exceptionally good guides on all sorts of issues, details periods and site types:

[Ancient Monuments Society](#)

[Council for British Archaeology](#)

[The Garden History Society](#)

[The Georgian Group](#)

[Society for the Protection of Ancient Buildings](#)

[The Twentieth Century Society](#)

[The Victorian Society](#)

Locally, the [Cornish Buildings Group](#) has run an Award Scheme for a number of years recognising excellence in both conservation work and new design – and maintains an online archive of recent awards that may prove inspirational.

Cornwall Council is developing a range of locally specific guidance documents relating to specific developments affecting heritage assets. These include [Chapels](#), [Shopfronts](#), [Farmsteads](#), and [Energy in Traditional Buildings](#).

We also maintain a library of guidance on various subjects which can be accessed through the HER team.

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# HESPD Topic Paper 6: Designation, an additional glossary

## Designation:

The recognition of particular heritage value(s) of a significant place by giving it formal status under law or policy intended to sustain those values. p71, [Conservation Principles](#), English Heritage, 2008

## Architectural Interest:

To be of special architectural interest a building must be of importance in its architectural design, decoration or craftsmanship; special interest may also apply to nationally important examples of particular building types and techniques (e.g. buildings displaying technological innovation or virtuosity) and significant plan forms. [Principles of Selection for Listing Buildings](#), DCMS, 2010

## Historic Interest:

To be of special historic interest a building must illustrate important aspects of the nation's social, economic, cultural, or military history and/or have close historical associations with nationally important people. There should normally be some quality of interest in the physical fabric of the building itself to justify the statutory protection afforded by listing. p4 [Principles of Selection for Listed Buildings](#), 2010, DCMS

## Grade I:

For buildings, Grade I (one) indicates that the building is of "exceptional interest". [Principles of Selection](#), DCMS, 2010

For registered parks and gardens Grade I (one) indicates that the site is of "exceptional interest". [Parks and Gardens Selection Guide](#)

## Grade II\*:

For buildings, Grade II\* (two star) indicates that "buildings are particularly important...of more than special interest." [Principles of Selection](#), DCMS, 2010

For registered parks and gardens, Grade II\* (two star) indicates that the site is "particularly important, of more than special interest". [Parks and Gardens Selection Guide](#)

## Grade II:

For buildings, Grade II (two) indicates that buildings are "of special interest, warranting every effort to preserve them." [Principles of Selection](#), DCMS, 2010

For registered parks and gardens, Grade II (two) indicates that the site is of "special interest, warranting every effort to preserve [it]". [Parks and Gardens Selection Guide](#)

## National Importance:

"...the Secretary of State may on first compiling the Schedule [of monuments] or at any time thereafter include therein any monument which appears to him to be of national importance." [s1\(3\) Ancient Monuments & Archaeological Areas Act, 1979](#)

## Protected Wreck Sites:

"If the Secretary of State is satisfied with respect to any site in United Kingdom waters that—

(a) it is, or may prove to be, the site of a vessel lying wrecked on or in the sea bed; and

(b) on account of the historical, archaeological or artistic importance of the vessel, or of any objects contained or formerly contained in it which may be lying on the sea bed in or near the wreck, the site ought to be protected from unauthorised interference

he may by order designate an area round the site as a restricted area.”

The areas covered by such orders are known as protected wreck sites.

#### [s1 Protection of Wrecks Act 1973](#)

Special Interest:

1) “...in relation to buildings of special architectural or historic interest, the Secretary of State shall compile lists of such buildings...”

#### [s1\(1\) Planning \(Listed Buildings and Conservation Areas\) Act 1990](#)

2) “Every local planning authority... shall from time to time determine which parts of their area are areas of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance, and...shall designate those areas as conservation areas.”

#### [s69 Planning \(Listed Buildings and Conservation Areas\) Act 1990](#)

3) “This section applies where [Historic England] compile a register of gardens and other land situated in England appearing to them to be of special historic interest.”

#### [s8C\(1\) Historic Buildings and Ancient Monuments Act 1953](#)

# HESPD Topic Paper 7: Energy Efficiency and Micro-Generation

## The Strategic issues

Meeting the challenge of climate change, flooding and coastal change is a major issue for us all and no less so in terms of the historic environment. There are major strategic questions which the council faces - such as how flood prevention measures can be provided which also safeguard the heritage assets in the area, or how a strategy for renewable energy developments and associated infrastructure might reduce the potential harm to the historic environment. The Council and relevant national bodies have provided strategic and practical guidance on many of these larger issues:

General advice on [Renewable Energy Planning Advice](#).

General advice on [sustainable development](#):

General advice on [climate change and the historic environment](#).

But there are also more direct issues that affect ordinary householders, day-to-day planning and management proposals and smaller-scale developments.

## Practical guidance

The council is committed to both protecting and enhancing the historic environment and increasing the use of renewable and low carbon energy. These two objectives need not be in conflict with each other, but where there is conflict, the council's role is to avoid, minimise and mitigate any

potential harm to the historic environment and make pragmatic planning decisions.

The adaptation of heritage assets can dramatically reduce the whole-life energy costs and waste impacts that would result from demolition and replacement, even where the proposed development would in itself be of an acceptable standard in terms of energy performance.

Detailed guidance on exactly how these adaptations and improvements can be achieved are set out in the following guidance:

[Cornwall Council guidance](#)

[Historic England guidance](#)

# HESPD Topic Paper 8: Heritage Statements, background information.

This Topic Paper supplements the detailed hands-on guidance in the [Heritage Statement Toolkit](#), and the [Requirements for Planning Applications Topic Paper](#), giving the policy background and context for Heritage Statements.

## What are heritage statements?

Heritage statements are straightforward non-specialist documents that should be incorporated into [design and access statements](#) (or provided separately where design and access statements are not required) to describe how the applicant or proposer of a scheme understands the significance of their site and what the impact of their proposals on the historic environment might be.

Where a heritage statement identifies a potential impact on heritage assets whether designated or not, it will often be necessary to submit additional supporting information, sometimes including specialist assessments, depending on the complexity and significance of the heritage asset affected.

The guidance in this note is intended to compliment any guidance given in specialist Planning advice for specially designated or identified sites (e.g., Area of Outstanding Natural Beauty Management Plans, Cornish Mining World Heritage Site Supplementary Planning Document).

For larger or more complex schemes, or proposals in sensitive areas, including the World Heritage Site, applicants should agree

information requirements with the Council prior to submission, for instance through pre-application Planning discussions, so that the information being asked for is proportionate to the nature of the scheme.

## Why do them?

Paragraph 128 of the National Planning Policy Framework requires assessments of heritage significance and impact assessments. Both from the point of view of the applicant and those making decisions, it is very important that everyone understands as early as possible in the process exactly what is significant about the site and how it might be affected; this minimises risk, costs and time, and makes for informed decision making.

*A clear understanding of the significance of a heritage asset and its setting is necessary to develop proposals which avoid or minimise harm. Early appraisals, a conservation plan or targeted specialist investigation can help to identify constraints and opportunities arising from the asset at an early stage. Such studies can reveal alternative development options, for example more sensitive designs or different orientations, that will deliver public benefits in a more sustainable and appropriate way [PPG 18a -19].*

An essential part of any Statement must be a [Mitigation Strategy](#), which will include a description of how the proposals avoid or minimise harm to



the significance of the heritage asset.

The production of a heritage statement must be more than a tick-box exercise – applications that really don't take the process seriously might not be registered, or might be refused on the grounds of insufficient information.

### How are heritage statements structured?

A heritage statement consists of 2 elements:

1. a statement of significance (SoS), which identifies the affected heritage assets, and gives a summary of their heritage significance, and
2. a heritage impact assessment (HIA), which demonstrates how significance would be affected by specific proposals, whether positively or negatively, whether and how great any harm might be, and what measures will be taken to mitigate (avoid, reduce or offset) any harm.

Often the first part of the heritage statement - the statement of significance – will be appropriate in itself as part of initial scoping or pre-application discussions, or in discussing grant-aid or management proposals, repair and maintenance, sale or asset transfer, all of which might stand outside the Planning process, but could be material factors in considering the wider impact of any proposals.

A statement of significance should only have to be done once and not have to change with differing schemes as they are worked up.

Heritage impact assessments are likely to be much more project-specific and more detailed.

In most cases both elements will form part of a single process and a single document – the Heritage Statement.

### When do I need to do a heritage statement?

An appropriately detailed heritage statement is required for]all applications which may affect [designated](#) and [non-designated](#) heritage assets and their settings. The following is a non-exclusive list of applications which will normally require a heritage statement:

- Major applications
- Applications for listed building consent
- Planning applications affecting a listed building, within its curtilage or within its setting
- Planning applications within or affecting the setting of Conservation Areas – in these cases a heritage statement should explain how the proposals preserve or enhance the character or appearance of the area.
- Planning applications inside or within the setting of The Cornish Mining World Heritage Site
- Planning applications affecting or within the setting of Scheduled Ancient Monuments
- Planning applications affecting or within the setting of a Registered Park or Garden or Historic Battlefield;
- Planning applications affecting an archaeological site.
- Planning applications that affect a non-designated heritage asset or its setting; these are buildings, structures or sites (including archaeological sites) that may never have been assessed or not statutorily designated but have a heritage value. Carrying out a pre-application meeting with the

Planning Department will ensure that heritage assets are identified at the earliest stage (see [Non-Designated Heritage Assets Topic Paper](#)).

- In addition, the production of heritage statements is good practice for a wide variety of management and conservation projects affecting the historic environment, and will be looked for in any partnership working with the Council.

The process and requirements differ only in the level of detail that might be required depending on the significance of the site, and intensity of the effects on it. The statement should be 'proportionate', and 'no more than is sufficient'.

### Can I write it myself?

It may sometimes be appropriate to prepare your own heritage statement where a development is small and impacts are likely to be limited. For instance the repair or even replacement of a window in a listed building, despite the relatively high significance associated with its designation, could be relatively easily explained by the applicant; only a few paragraphs of information might be needed with suitable illustrative material and/or a brief note from the craftsman who will undertake the works.

In this case it would be necessary to show:

- that the age and quality of the original window and its importance to the building is fully understood.
- Why, if it is to be replaced, repair was not possible or appropriate – the older or more decorative the window, or the more important the building then the more significant the window may be,

and the more likely it should be repaired rather than replaced.

- That the works would be the minimum required, of high quality and undertaken in materials and detailing appropriate to the building.

### When should I use appropriate expertise?

Even at the modest level of change outlined above specialist advice may be necessary, and in most cases of increasing complexity, greater scale of development or importance of the heritage asset, heritage statements will often need to be informed by (usually professional) individuals with relevant expertise.

Further advice on identifying appropriate expertise is available at paragraphs [15, 16 and 17 of the Historic England Good Practice Guide](#)

Expert advice on where significance lies and its sensitivity to change can unlock viable uses for the asset and secure its long-term future. It can also be very valuable in minimising and mitigating impact, thereby avoiding conflicts.

In cases involving the demolition, reconfiguration or extension of historic buildings, major developments in designated areas, assessment of impacts on the setting of designated sites or where ground works have the potential to affect archaeological remains, we would expect you to commission heritage specialists to write technical reports to inform your heritage statement. These should always be submitted to the authority with your application or proposals, and may be required before an application is validated or registered.

A formal Heritage Impact Assessment (HIA) following the [ICOMOS](#) guidance will be required for larger-scale development within the World Heritage Site and its setting, and/or where there is the potential for significant impacts on the Site's Outstanding Universal Value. Detailed guidance is available in the [WHSSPD](#).

I already have to include a Design and Access Statement. Do I still need a heritage statement?

Yes, where works are directly proposed to a heritage asset or its setting. The heritage statement may form part of the Design and Access

Statement but the Design and Access Statement is not a substitute for it.

To help make registration of applications as trouble-free as possible, it is important to label the document or relevant section of a bigger document as a heritage statement, making it clearly identifiable as part of the application.

([http://planningguidance.communities.gov.uk/blog/guidance/making-an-application/validation-requirements/national-information-requirements/#paragraph\\_030](http://planningguidance.communities.gov.uk/blog/guidance/making-an-application/validation-requirements/national-information-requirements/#paragraph_030))

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# HESPD Topic Paper 9: Historic building records

The best overall guide available to this subject is that produced by Historic England: '[Understanding Historic Buildings – A Guide to Good Recording Practice](#)'.

The historic environment is a precious and irreplaceable resource. In order to maintain this resource for future generations, the historic environment must be understood and carefully managed. Historic buildings constitute a rich source of information about the past – about how people lived, worked, worshipped and spent their leisure time. We can learn how buildings were constructed and adorned, the traditions they embodied and the aspirations they expressed.

## Why should historic buildings be recorded?

It is considered important to record historic buildings for the following reasons:

- To promote understanding and appreciation of historic buildings, individually and collectively;
- To inform our day-to-day and long-term management and use of historic buildings;
- To secure understanding of a building and its significance sufficient to inform preparation of a scheme of conservation, repair or alteration;
- To inform decisions relating to a proposed scheme of conservation, repair or alteration;
- To document buildings, or parts of buildings, which may be destroyed, removed or concealed as a result of demolition, alteration or neglect;

- To make the best use of the opportunity provided by the demolition, conversion or large-scale alteration or repair of a building to further our understanding of that particular building and the wider historic environment;
- To assess the significance of groups of buildings and provide a basis for strategic heritage management;
- To inform academic research;
- To provide data for thematic or period-specific studies by recording a sample of surviving structures;
- To deposit a permanent record in an established archive such as the County Record Office. Digital copies should be deposited with the [Cornwall Historic Environment Record](#) (CSHER) and the Archaeology Data Service [OASIS](#) project. Material/ finds should be deposited with a recognised museum or depository.

The material remains of the historic environment is one of the primary sources of evidence of our history. There is a great deal of valuable knowledge still to be gained from it. Safeguarding this new knowledge and making it widely accessible is an important exercise of general public benefit. Recording a building and furthering our understanding of history from that record is obviously more important if it is to be lost, but records of our historic environment are also created as part of the process that local planning authorities follow to build the evidence base for their local plan.

If the recording and analysis is published, placed in the CSHER and properly archived then the exercise will valuably inform future planning and heritage decisions as well as contribute to our understanding of Cornwall's history.

### Government Policy Requirement

The National Planning Policy Framework (NPPF) contains policies that require recording of a heritage asset where it is to be harmed or lost. The policies apply whether the asset holds an archaeological, historic, architectural or artistic interest. The requirement to record and advance further understanding is to be proportionate to the nature of the significance to be harmed or lost and the importance of the asset.

Paragraph 128 of Section 12 of the NPPF states that: *'in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the asset's importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary...'*

Paragraph 141 of Section 12 of the NPPF states that: *'local planning authorities should require developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible'*.

The significance of a heritage asset and the contribution it makes to the area should be duly assessed. If deemed acceptable, prior to significant alteration or demolition (complete or partial), a detailed, comprehensive and analytical record (supplemented by photographs and annotated drawings) should be made of the property internally and externally, including associated outbuildings, where appropriate. This record should include analysis and interpretation to clarify the structure's history insofar as it may be deduced from the structure itself and assessment of the building's significance. This record should seek to advance understanding of the assets' significance and be retained in perpetuity and a copy placed on the CSHER.

It should be noted that the fact that something can be recorded is not to be a factor in granting consent for works that will result in the loss of historic fabric; a record is not a substitute for conserving the historic fabric for future generations.

The recording process is managed through conditions on any permission or consent and sometimes a legally binding Section 106 agreement. These will often refer to and control the operation of a written scheme of investigation which will set out the detail of what is required: to record, analyse, publish and archive.

### Written Scheme of Investigation

Where development will lead to loss of a material part of the significance of a heritage asset, it is important that:

1. Any investigation, including recording and sampling, is carried out to professional standards and to an appropriate level of detail proportionate to the asset's likely

significance, by an organisation or individual with appropriate expertise.

2. The resultant records, artefacts and samples are analysed and where necessary conserved.

3. The understanding gained is made publicly available.

4. An archive is created, and deposited for future research.

The record created can be of interest not only to professionals and academics, but also to future owners or occupiers, anyone undertaking work to the building in the future,

but also local or national interest groups and the local community.

The steps to be taken by the developer to achieve these aims can be controlled through a [written scheme of investigation](#), usually drafted by the applicant. The local planning authority can advise as to what the scheme should cover. Conditions can then be applied to the consent or a Section 106 Agreement entered into to secure the implementation of the written scheme of investigation.

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# HESPD Topic Paper 10: Legislative and policy framework

The laws affecting the historic environment and their interpretation are complex – it is unlikely to be something most people will need to refer to (and, if it is necessary, is an area where professional help can be especially cost-effective).

A good comprehensive [online guide](#) to relevant heritage protection is available.

National heritage policy guidance is in the [National Planning Policy Framework](#) (NPPF), as amplified and explained by the Government's own [Planning Practice Guidance](#) (PPG); this sets out how the planning system should achieve its primary purpose - to contribute to the achievement of sustainable development.

The Cornwall Local Plan [\[link to adopted version\]](#) sets out the strategic policies which will deliver the conservation and enhancement of the historic environment of Cornwall.

The overall aim of these policies is to protect the significant characteristics of Cornwall's existing townscapes and landscapes and ensure that new development respects and/or enhances the character of these distinctive localities.

Conservation is not a stand-alone exercise satisfied by stand-alone policies; although the principal historic environment policy in the Local Plan is [Policy 24](#), all the Local Plan and NPPF policies work together and need to be considered together to create sustainable places in Cornwall.

There is also available a nationally applicable body of best practice guidance and advice ([Good Practice Advice Notes and specialist topic papers](#)) produced by Historic England – the Government's statutory advisor on the historic environment.

Below these national and Cornwall-wide policies, there is considerable diversity in the policy, advice and management structures covering the historic environment in Cornwall. There remains a locally specific policy framework, consisting of the Cornwall Design Guide, and a variety of site-specific adopted documents (such as the [World Heritage Site](#), [Cornwall AONB](#) and [Tamar Valley AONB Management Plans](#), [Conservation Area Management Plans](#), the 2012 Cornwall Council [Historic Environment White Paper](#), adopted guidance on [Cornish Methodist Chapels](#) and [Cornish farmsteads](#) and, increasingly, [Neighbourhood Plans](#)).

While the HESPD aims to combine much of this into a single approach within a single document, there will continue to be site and area-specific policies, proposals and management plans for certain parts of Cornwall, and variations in the legal requirements and procedures for designated sites.

You should always consult the available [Local Plan and Planning](#) information, and the Council's [mapping site](#).

This HESPD aims to provide guidance on the interpretation of these strategic policies, and how they can be applied in a consistent practical

way to the preservation and enhancement of the historic environment in Cornwall.

## Cornish Mining World Heritage Site

Detailed policy and planning advice relevant to the WHS is provided by the WHS [Management Plan](#) and the [WHSSPD](#), which also reference the relevant statutory background.

Government's policies and requirements are summarised in the [National Planning Policy Framework](#) [132, 137, 138, 144 & glossary], and in [PPG 18a-026 to 18a-038](#).

Further guidance is also set out in the [Cornish Distinctiveness and Significance](#) Topic Paper.

## Cornwall AONB and Tamar Valley AONB

Detailed policy and planning advice relevant to the AONB areas is provided by the [Cornwall AONB](#) and [Tamar Valley](#) AONB Management Plans, which reference the relevant statutory background.

The Cornwall AONB has also produced its own [Supplementary Planning Guidance](#) to help guide applications through the specific requirements within AONBs.

## Neighbourhood Planning

Neighbourhood planning is a huge area of activity which has its own raft of guidance and advice. Detailed historic environment advice is provided by the Council on a case-by-case basis, but published guidance is also available in the following sites:

Cornwall Council, [Neighbourhood Planning Toolkit](#)

Cornwall Council, [Historic Environment research tools](#)

Cornwall Council –[adopted Neighbourhood Plans](#)

Historic England, [Neighbourhood Planning and Heritage](#);

National policy guidance is also to be found in the Planning Practice Guidance sections on [Neighbourhood Planning](#).



# HESPD Topic Paper 11: Non-designated heritage assets and local lists

Specific building and site types in Cornwall are discussed in the [Cornish Distinctiveness and Significance](#) Topic paper. The information there should help to apply the following guidance to actual places.

This section should be used in conjunction with the [Understanding Significance Topic Paper](#), which will provide practical help in identifying whether sites have heritage significance and should be thought of as heritage assets.

The purpose of this section:

- To explain what is meant by the term 'non-designated heritage asset'
- To set out the relevant planning policies
- To explain how and when assets will be identified
- To describe the types of assets that may be identified
- To clarify how the public can find out more about heritage assets near to them
- To present the criteria which will be used to identify such assets
- To explain the relationship with 'local lists'
- To explain how the significance of each asset is judged

## FAQs

What are non-designated heritage assets and how important are they?

Designated assets to some degree are relatively easy to identify and understand – they are mapped as constraints, they usually have fairly helpful descriptions, the case-law and guidance relating to them is extensive, and most owners, applicants and professionals have a fairly good idea of what the issues relating to them are. See [Designation criteria, a glossary](#).

Non-designated assets, however, are a much broader issue, they may not actually be already identified anywhere, and the guidance and law is less clear.

However, the [National Planning Policy Framework](#) (para 135 especially) gives weight in planning decision-making to all heritage assets whether designated or not, so it is very important that all parties know exactly what they are dealing with.

There are a large number of buildings, structures, landscapes and historic features within Cornwall which, while not statutorily protected, are still considered to be heritage assets of architectural, historic, archaeological or artistic interest and these heritage assets make a substantial contribution to local character, appearance and distinctiveness and are of cultural

significance to Cornwall and its communities.

Heritage assets are defined as "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. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing)" (NPPF Annex 2).

Natural features and open countryside can also be considered to be heritage assets, but must demonstrate a clear and noteworthy interaction with, or intervention by, humanity.

Non-designated heritage assets include those that have been identified in a Historic Environment Record, in a local plan, through local listing or during the process of considering an application or other proposal.

### What is the Policy Background?

- Paragraph 135 of the NPPF states: "*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.*"
- Decision making on non-designated assets should take account of the desirability of 'sustaining and enhancing the significance of heritage assets' [NPPF 131] and recognising that heritage assets are an

'irreplaceable resource' and should be conserved 'in a manner appropriate to their significance' [NPPF 126]; this has been reinforced by many Planning Appeal decisions and legal judgements.

- Identification of these assets should be by or with the local planning authority [NPPF glossary; [PPG 18a - 039](#)].
- Selection and definition of heritage interest is required: "*A substantial majority of buildings have little or no heritage significance and thus do not constitute heritage assets. Only a minority have enough heritage interest for their significance to be a material consideration in the planning process.*" [PPG 039].
- There needs therefore to be an accepted assessment method based on published criteria against which potential sites may be judged.
- For non-designated heritage assets with archaeological interest, local planning authorities should adhere much more closely to the guidance within the PPG rather than develop new guidelines of their own [[PPG 18a - 040](#)].
- Non-designated heritage assets may only become identified as part of the development process itself, so that any such lists, including a Local List, criteria and assessment framework needs to remain dynamic and up-dateable, in line with guidance on use and maintenance of HERs [NPPF 169, glossary HER; [PPG 18a - 011, 040, 041](#)].
- Assessment needs to be proportionate to the importance of the asset – although also

adequate enough for informed decisions to be made [NPPF 128, 141].

In response to these national policy requirements, the Cornwall Local Plan sets a raft of policies which, taken together, provide the necessary strategic framework, of which **Policy 24 Historic environment** is the most relevant:

- Development proposals will be permitted where they would sustain the cultural distinctiveness and significance of Cornwall's historic...environment by protecting, conserving and where possible appropriately enhancing the significance of designated **and non-designated assets and their settings**...
- All development proposals should be informed by proportionate historic environment assessments and evaluations...identifying the significance of **all heritage assets** that would be affected by the proposals...
- Great weight will be given to the conservation of **Cornwall's heritage assets**...
- Any harm to the significance of a designated **or non-designated heritage asset** must be justified....
- In those exceptional circumstances where harm to **any heritage assets** can be fully justified...the applicant will be required to secure a programme of recording and analysis...

The combined effect of the policy and the preamble is that it gives 'great weight' to the conservation of all Cornwall's heritage assets, not just designated assets, enhancing the requirements in the NPPF.

It also makes it clear that, whether heritage assets are designated or

non-designated, the expectations and requirements for assessment, for the need for justification through overriding public benefits and for demonstrating how any harm will be avoided, minimised or mitigated are the same. The only difference is the scale of work that might be needed to be appropriate and proportionate to the significance and importance of the heritage assets affected.

### What difference does it make to me?

Identifying non-designated heritage assets does not give any additional legal protection to the site, nor impose any additional restrictions or duties on a property owner in terms of planning requirements nor does it impose a duty to maintain etc., but the effect of any proposal on the significance of a non-designated heritage asset must be taken into account in determining any planning applications.

The benefits of retaining unharmed or developing mitigation measures for such heritage assets will therefore be weighed against other material considerations.

In proposals outside the planning system (such as grant-aid schemes, management proposals, asset transfer etc.), the same procedures should be followed in order to secure any necessary agreements from the Council.

### Will I be notified if my site is identified?

The Council does not have a static list of sites nor is one incorporated into the Cornwall Local Plan.

With vast numbers of sites already identified on the CSHER (some 58,000), and those only representing a proportion of what Cornwall has to offer, the task of producing such a list, or of re-visiting existing sites

and re-assessing them, of independent evaluation, public and/or owner-notification is never likely to be practicable.

### Relationship of designated and non-designated assets

The NPPF defines designated assets as: a World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area.

To a large degree these sites are easy – they have already been identified for us – although in practice there may still be considerable difficulties in establishing the exact extent of both the asset and its setting.

There may be some considerable overlap between non-designated assets and designated assets. A principal building, like a farmhouse, might be listed, the associated barns may not be, but could still be obviously historic buildings; a fountain in a public park might be listed, the park itself not protected in any formal way.

The relationship may be more complicated: a conservation area is a designated asset; individual buildings within it may not be specifically identified, but are subject to certain planning restrictions, and in themselves may contribute to the significance of the conservation area.

Such heritage assets might be considered to be designated for the purposes of planning decision-making, but there are still clear advantages in identifying key assets within the conservation area that have significance in their own right.

Non-designated heritage assets outside a conservation area boundary (either within its setting or nearby) are often identified within

conservation area appraisals and management plans, but they cannot be considered part of the designated site.

The same degree of ambiguity might relate to sites or features associated with the WHS or registered parks. In the case of the WHS, a very significant archaeological site, say the site of a prehistoric settlement, in exactly the same place as a mine, may have nothing to do with the significance of the World Heritage Site and therefore enjoy no protection from that designation – the same may apply to an archaeological site within a registered park that has no relationship to the design or character of the registered asset.

Again there are clear advantages in identifying all the assets in their own right and their own significance.

What all sites, monuments, buildings and landscapes have in common, the essential thing, is the need to understand their significance.

The Cornish mining World Heritage Site is a particularly special case. Any site, or 'attribute' which contributes to the Outstanding Universal Value in the world Heritage Site is considered to be part of that designation – this can be a complicated and specialised area, so a separate SPD has been developed for the WHS to which reference should always be made when dealing with sites within the Inscribed Areas of the WHS.

That ([WHSSPD](#)), used in conjunction with the guidance in this document, can also help to identify non-designated heritage assets outside the inscribed WHS areas, or outside its defined time limits (1700-1914), but which still form a significant part of the whole narrative and surviving

fabric of industrial activity in Cornwall.

## Relationship to Local lists

### The Problem

Given the potential scale in Cornwall of any fixed local list of non-designated assets and the almost impossible task of ever finalising one, the Council does not have a static list of sites nor is one incorporated into the Cornwall Local Plan.

Instead, the criteria set out in this document will be used to inform the selection of sites added to the [Cornwall and Scilly Historic Environment Record](#) – the equivalent in Cornwall of what is often referred to as a Local List

Local lists traditionally have been very selective, often refer only to buildings, and relate very specifically to the interest of either a local community, or of a specific asset type (e.g. key landmark buildings in a conservation area).

Although of proven worth, such local lists are only one means of identifying non-designated heritage assets and cannot be thought of as trumping other non-designated assets.

In Cornwall as a whole the range of site types we enjoy, and their sheer number across Cornwall, mean that we have to take a different approach.

We want to protect or manage as far as possible all significant cultural sites and heritage assets, including buildings, structures, archaeology, parks, gardens and open spaces identified as being of importance and interest to local communities because of their historic (including local and folkloric) archaeological, architectural or artistic significance.

### The solution

Instead of a static list therefore, we have a dynamic process – a ‘live’ record forming part of the Historic Environment Record (CSHER), which will be regularly updated as and when non-designated heritage assets are identified, either as part of assessment of individual sites or as part of wider studies, like neighbourhood plans, conservation area appraisals, area-based assessments etc.

This HESPD provides a set of clearly-defined, coherent and consistent criteria as a mechanism for the Council, residents and community groups applicants and their agents alike to identify non-designated heritage assets that are of local (or wider) interest and significance, meriting a degree of recognition and worthy of protection for the benefit of future generations, and to identify the potential for the discovery of non-designated heritage assets with archaeological interest and to improve the predictability of the potential for sustainable development.

By applying these criteria as part of the process of accessing data into the CSHER, the Council is satisfying the requirements of the NPPF that non-designated heritage assets should be “identified by the local planning authority” [[NPPF glossary – heritage asset](#)].

All sites existing on the CSHER should be considered as designated (where relevant) or non-designated heritage assets, having been selected according to pre-existing criteria; future additions to the record will be assessed according to the criteria set out here.

This dynamic process of assessment, the criteria and selection process, its purpose, extent and use has gone

through a process of consultation and independent scrutiny with the heritage sector (through [Heritage Kernow](#)) and has been ratified by the [Council's Planning Committee](#) as a material consideration in future planning decisions.

### Existing local lists

Many existing conservation area appraisals and similar studies, and many Neighbourhood Plans, have produced the equivalent of a local list, and the Council continues to encourage this as an essential element of Neighbourhood Planning. They are a valuable mechanism for the council, residents and community groups alike to identify heritage assets that are of local interest and significance.

As long as these lists or registers can be shown to have been produced through a valid selection process the sites on them will be treated as suitably identified non-designated assets and given the appropriate planning weight.

They are in many cases already identified within the CSHER, and when brought to the council's attention future registers of this type will be incorporated into the Historic Environment Record as resources allow.

### How and when are non-designated heritage assets identified?

Heritage assets are likely to be identified by the Council in several different ways:

#### The Local Plan process

One mechanism to identify non-designated assets, but not the only one, is by making clear and up to date information accessible to the public through the Local Plan process, both in terms of the criteria

used to identify them and information about the location of existing assets including the identification of areas of potential for the discovery of non-designated heritage assets with archaeological interest.

As a supplementary document to the Local Plan, this HESPD provides access to that information.

#### The Cornwall and Scilly Historic Environment Record (CSHER)

The first point of call should always be the [Cornwall and Scilly Historic Environment Record \(CSHER\)](#):

The CSHER is managed by the Council; it identifies a wide range of types of heritage assets, both designated and non-designated.

In terms of non-designated assets, those identified on the CSHER include non-registered parks and gardens, local interest buildings, archaeological areas, find spots and historic village cores. The sites can be viewed on the Council's [online mapping](#) system – as can the [Cornwall Historic Landscape Characterisation](#) mapping and descriptions, an important source of information on the character of Cornwall's historic countryside and landscapes.

Numerous studies relating to these areas and more specific assets such as schools and bridges are also contained within the CSHER (the Event Record – also on the Interactive mapping).

The CSHER should always be consulted before any application is made that is likely to affect a heritage asset.

#### Local Character Studies

The most common type of character studies are [Conservation Area](#)

## [Appraisals and /or Management Plans.](#)

There are related studies in Cornwall including those associated with [heritage led regeneration](#) schemes in many Cornish towns, the [Cornwall Industrial Settlements Initiative](#), the [Cornwall and Scilly Urban Studies](#) and related assessments (which can be accessed via the CSHER), all of which are specifically recognised in the Local Plan as relevant resources.

Other character studies and assessment guidelines have already been undertaken and previously endorsed by the Council for a particular purpose or to reflect a particular type of asset, such as [shops and shopfronts](#), [non-conformist chapels](#), or [farmsteads](#).

The CSHER team are able to advise on these types of sources.

The management Plans associated with the [Cornwall AONB](#) and [Tamar Valley AONB](#) areas will contain relevant information on non-designated heritage assets, as does the [World Heritage Site Management Plan](#), and, significantly, the [World Heritage Site Supplementary Planning Document](#) (the AONB teams are also developing SPDs which will have particular relevance in those areas).

### Neighbourhood Plans

Increasingly such assets are being identified through neighbourhood plans: *'where relevant, neighbourhood plans need to include enough information about local non-designated heritage assets including sites of archaeological interest to guide decisions'* [PPG 007].

However, the advice in the NPPF and PPG is that such locally produced lists should still be approved by or adopted by the LPA as part of the identification of non-designated

assets, or the future production of local lists [NPPF glossary – heritage asset; PPG 039].

The Council has been working with local groups and parish councils on a programme of heritage identification as part of Neighbourhood Planning. Local residents are producing surveys their own settlements using the guidance contained in this document.

Published guidance is available:

Cornwall Council, [Neighbourhood Planning Toolkit](#)

Cornwall Council, [Historic Environment research tools](#)

Cornwall Council – [adopted Neighbourhood Plans](#)

Historic England, [Neighbourhood Planning and Heritage](#);

National policy guidance is also to be found in the Planning Practice Guidance sections on [Neighbourhood Planning](#).

### The planning process

Sites may be identified as heritage assets if their heritage value is revealed as part of the planning application process:

- At the pre-application stage

During pre-application discussions, it may emerge that a site affected by a proposal meets the criteria for identification as a heritage asset (as set out in this document). If this is the case, the developer/agent will be informed and be required to produce a heritage statement at the application stage.

Pre-application discussion in this, as in much else, is a good way to reduce risks and potential extra costs.

- At the application stage

If no pre-application discussions have taken place and an application is submitted, it may emerge that the site affected is identified as a heritage asset. The developer/agent may be required to submit a heritage statement at this stage.

In these cases, the criteria and assessment process set out in this document should be used to identify non-designated assets, and can be used to further analyse their significance.

### Sources of further information

Many bodies, groups and societies produce information for specific periods or types of architecture or archaeological site which can be very useful for identifying heritage assets (please see the [Sources of Information Topic Paper](#) for more details).

The various selection guides and supporting documents dealing with listed buildings, scheduled monuments, registered parks and gardens, registered battlefields and protected wreck sites produced by Historic England are particularly useful and can be adapted to non-designated sites and local heritage listing. These include '[Selection Guides](#)' grouped by designation type; 'Introductions to Heritage Assets' for both [buildings](#) and [archaeological sites](#); guidance on [historic areas](#) and [conservation areas](#) and an increasing range of [planning advice and guidance](#).

[Conservation Principles](#) provides a useful approach to assessing the 'heritage values' of a historic asset. It uses slightly different terminology to the planning process, but explains how to think about 'values' and 'significance' - and is still very much used by Historic England and other statutory consultees.

Although criteria used for national designation are often readily adapted for identifying locally significant non-designated sites, it will often be necessary to consider specific characteristics within Cornwall - ('[Cornish Distinctiveness](#)'), in order to identify heritage assets of local heritage or cultural value, which includes recognition that local distinctiveness may lie as much in the commonplace or everyday as it does in the rare and spectacular.

Cornwall Council is developing a range of locally specific guidance documents relating to specific developments affecting heritage assets. These include [Chapels](#), [Shopfronts](#), [Farmsteads](#), and [Energy in Traditional Buildings](#).

In the case of proposals within the World Heritage Site, reference should also be made to the [\(WHSSPD\)](#) and to the [ICOMOS Historic Impact Assessment guidance](#).

### Archaeology as a special case

*Archaeology is discussed in much more detail in the specific [Archaeology Topic Paper](#).*

When it comes to non-designated heritage asset, archaeology has a slightly differing and more specific legal and policy background compared to other types of heritage assets and issues.

The National Planning Policy Framework identifies two categories of non-designated site of archaeological interest:

(1) Those that are demonstrably of equivalent significance to scheduled monuments and are therefore considered subject to the same policies as those for designated heritage assets [[NPPF 139](#)].



The reason why many nationally important monuments are not scheduled is set out in the document [Scheduled Monuments](#), published by the Department for Culture, Media and Sport (DCMS).

Information on location and significance of such assets is found in the same way as for all heritage assets – the [CSHER](#) should as always be the first point of call.

(2) Other non-designated heritage assets of archaeological interest.

By comparison this is a much larger category of lesser heritage significance, although still subject to the conservation objective. On occasion the understanding of a site may change following assessment and evaluation prior to a planning decision and move it from this category to the first.

As with any heritage asset type, early assessment is essential – as is proper agreement of the type and scale of investigation (potential knowledge may be harmed even by minor disturbance, because the context in which archaeological evidence is found is crucial to furthering understanding).

Where an initial assessment indicates that the site on which development is proposed includes or has potential to include archaeological interest, applicants will be required to submit an appropriate desk-based assessment and, where necessary, a field evaluation.

# HESPD Topic Paper 12: Sources of information

## [Cornwall and Scilly Historic Environment Record](#)

[Cornwall Council's interactive mapping site](#): has all the sites and records and many of the associated reports in the CSHER.

[National Heritage List for England](#): information on nationally designated assets, including listed buildings and scheduled ancient monuments.

[Heritage Gateway](#): also has all the entries from the CSHER (although not necessarily with all the background information that might be available through contacting the CSHER).

## [Conservation area appraisals](#)

## [Cornwall & Scilly Urban Survey](#)

## [Cornwall Industrial Settlements Initiative](#)

## [Historic Landscape Character \(HLC\)](#)

## [Landscape Character Appraisal \(LCA\)](#)

## [Landscape character assessment toolkit](#)

## [The World Heritage Site Management Plan](#) and SPD

## [Cornwall AONB Management Plan](#) and SPD

## [Tamar valley AONB Management Plan](#)

[Cornwall Record Office](#): historic tithe maps and awards, OS maps, estate maps, historic records and photographs.

[Cornish Studies Library](#): books, newspapers, journals and photographs.

[Cornwall Heritage Trust](#): the website has a good links page to many other local groups, heritage organisations and collections.

[Cornwall Museums Partnership](#): local museums and library collections

## [Federation of Old Cornwall Societies](#)

## [Cornwall Archaeological Society](#)

## [Cornish Buildings Group](#)

## [Cornwall Gardens Trust](#)

National amenity societies:

## [Ancient Monuments Society](#)

## [Council for British Archaeology](#)

## [The Garden History Society](#)

## [The Georgian Group](#)

## [Society for the Protection of Ancient Buildings](#)

[The Twentieth Century Society](#)

[The Victorian Society](#)

Professional Bodies:

[Institute for Archaeologists](#)

[Institute for Historic Building Conservation \(IHBC\)](#)

Architectural & historical publications, particularly The Buildings of England (Pevsner).

Local history books.

This list is by no means exhaustive - a wide variety of sources, national and local are available and can be used to show understanding of the site, though not all will be relevant in every case.

[Historic England](#)

Historic England maintains a comprehensive library of documentation on the generic significance of a wide range of types of heritage asset, and how to assess them. [Conservation Principles](#) provides a useful approach to assessing the 'heritage values' of a historic asset. It uses slightly different terminology to the planning process, but explains how to think about 'values' and 'significance' - and is still very much used by Historic England and other statutory consultees.

These include '[The Setting of Heritage Assets](#)' which should guide the approach to the assessment of setting; '[Selection Guides](#)' grouped by designation type; 'Introductions to Heritage Assets' for both [buildings](#) and [archaeological sites](#); guidance on [historic areas](#) and [conservation areas](#) and an increasing range of [planning advice and guidance](#)

Cornwall Council is developing a range of locally specific guidance documents relating to specific developments affecting heritage assets. These include [Chapels](#), [Shopfronts](#), [Farmsteads](#), and [Energy in Traditional Buildings](#).

In the case of proposals within the World Heritage Site, reference should also be made to the [\(WHSSPD\)](#) and to the [ICOMOS](#) HIA guidance.

# HESPD Topic Paper 13: The historic environment – a specialist glossary

*This glossary has been compiled from the [National Planning Policy Framework \[NPPF\]](#), the [Planning Practice Guidance \[PPG\]](#), [Historic England's online glossary \[HE\]](#) and standard archaeological terminology, all acknowledged as relevant.*

Aged or veteran tree:  
A tree which, because of its great age, size or condition is of exceptional value for wildlife, in the landscape, or culturally. [NPPF]

## Ancient Monument:

(See also [Scheduled Monument](#))

Any scheduled monument and any other monument which in the opinion of the Secretary of State is of public interest by reason of the historic, architectural, traditional, artistic or archaeological interest attaching to it.

[s61\(12\) Ancient Monuments and Archaeological Areas Act 1979](#).

[HE]

## Ancient woodland:

An area that has been wooded continuously since at least 1600 AD. [NPPF]

## Archaeological interest:

There will be archaeological interest in a heritage asset if it holds, or potentially may hold, evidence of past human activity worthy of expert investigation at some point. Heritage assets with archaeological interest are the primary source of evidence about the substance and evolution of places, and of the people and cultures that made them. [NPPF]

## Archaeological assessment:

A detailed appraisal of available information about a site before a planning application is submitted or approved. Sources of information

include Cornwall Council's [Historic Environment Record](#); articles published reports in local journals, historic maps, and aerial photographs, a walkover survey of the development area, initial building descriptions, geophysical survey and more detailed study of source materials held in archive collections, such as the [Cornwall Record Office](#), [Cornish Studies Library](#) or [The Courtney Library](#) of the Royal Institution of Cornwall.

## Conservation (for heritage policy):

The process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance. [NPPF]

## Conservation area:

A conservation area is an area which has been designated because of its special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance. [PPG 18a-023]

## Cultural Heritage Site:

A place, locality, natural landscape, settlement area, architectural complex, archaeological site, or standing structure that is recognized and often legally protected as a place of historical and cultural significance.

[ICOMOS Charter for the Interpretation and Presentation of](#)

[Cultural Heritage Sites](#), ICOMOS, 2008. [HE]

### Curtilage:

Curtilage can be defined, for the purposes of the listed building legislation, as an area of land around a listed building within which other buildings pre dating July 1948 may potentially be considered listed.

Not all buildings will have a curtilage. With those that do there will be cases where the extent of the curtilage will be clear (such as a garden boundary) but in others it may not be as clear; each case will always be a question of fact and degree. A decision taker may take the following factors into account in assessing the matter: i) the physical layout of the listed building and the building; ii) their ownership past and present; and their use or function past and present specifically whether the building was ancillary (i.e. subordinate to and dependent on) the purposes of the listed building at the date of listing. [HE]

### Design and Access Statement:

A Design and Access Statement is a concise report accompanying certain applications for planning permission and applications for listed building consent. They provide a framework for applicants to explain how the proposed development is a suitable response to the site and its setting, and demonstrate that it can be adequately accessed by prospective users. Design and Access Statements can aid decision-making by enabling local planning authorities and third parties to better understand the analysis that has underpinned the design of a development proposal.

The level of detail in a Design and Access Statement should be

proportionate to the complexity of the application, but should not be long. [\[PPG 14-029\]](#)

In cases where both a Design and Access Statement and an assessment of the impact of a proposal on a heritage asset are required, applicants can avoid unnecessary duplication and demonstrate how the proposed design has responded to the historic environment through including the necessary heritage assessment as a (specifically identified) part of the Design and Access Statement. [\[PPG 18a-012\]](#)

### Designated heritage asset:

A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation. [NPPF] See also [Historic England's guide to designations](#).

### Designation:

The recognition of particular heritage value(s) of a significant place by giving it formal status under law or policy intended to sustain those values. p71, [Conservation Principles](#), English Heritage, 2008. [HE]

### Development:

"...the carrying out of building, engineering, mining or other operations in, on, over or under land, or the making of any material change in the use of any buildings or other land."

Building operations in this context includes: "demolition of buildings; rebuilding; structural alterations of or additions to buildings; and other operations normally undertaken by a person carrying on business as a builder." [s55\(1\)](#)

[Town and Country Planning Act 1990.](#) [HE]

Environmental Impact Assessment (EIA), ES chapters and Heritage Statements:

Defined in the NPPF as: A procedure to be followed for certain types of project to ensure that decisions are made in full knowledge of any likely significant effects on the environment.

Where the archaeological significance of heritage assets is affected by development these documents will need to be informed by the results of archaeological work.

Excavation and recording:

A controlled programme of fieldwork, usually involving full excavation, with analysis and publication of the findings, to provide a lasting record of archaeological evidence that will otherwise be destroyed by the development.

Field evaluation:

A survey or trial excavation designed to assess the nature, extent and importance of archaeological remains within a proposed development area which should be undertaken before a planning application is submitted or approved. Techniques may include field walking, and trial trenching.

Harm:

Change for the worse, here primarily referring to the effect of inappropriate interventions on the heritage values of a place. p71, [Conservation Principles](#), English Heritage, 2008. [HE]

Heritage:

1) All inherited resources which people value for reasons beyond mere utility. [Conservation Principles](#), English Heritage, 2008

2) Heritage is a broad concept and includes the natural as well as the cultural environment. It encompasses landscapes, historic places, sites and built environments, as well as bio-diversity, collections, past and continuing cultural practices, knowledge and living experiences. It records and expresses the long processes of historic development, forming the essence of diverse national, regional, indigenous and local identities and is an integral part of modern life. It is a social dynamic reference point and positive instrument for growth and change. The particular heritage and collective memory of each locality or community is irreplaceable and an important foundation for development, both now and into the future.

[International Cultural Tourism Charter](#), ICOMOS, 2002. [HE]

Heritage asset:

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. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing). [NPPF]

Heritage Impact Assessment:

The second stage of a heritage statement. Having established the extent and significance of a heritage asset in the first stage (statement of significance), the HIA then demonstrates how significance would be affected by specific proposals, whether positively or negatively, whether and how great any harm might be, and what measures will be taken to mitigate (avoid, reduce or offset) any harm.

A specific form of HIA is required in dealing with the World Heritage Site, and guidance is set out in an [ICOMOS](#) guide.

#### Historic environment:

All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, or landscaped and planted or managed flora. [NPPF]

#### Historic environment record:

Historic environment records are publicly-accessible and dynamic sources of information about the local historic environment. They provide core information for plan-making and designation decisions (such as information about designated and non-designated heritage assets, and information that helps predict the likelihood of current unrecorded assets being discovered during development) and will also assist in informing planning decisions by providing appropriate information about the historic environment to communities, owners and developers as set out in the National Planning Policy Framework. [[PPG 18a-011](#)]

#### Historic building assessment:

An appraisal of available information about a building(s) or structure(s) including a site visit before a planning application is submitted or approved. Sources of information can be site survey, [Cornwall Council's HER](#), published reports in local journals, historic maps and aerial photographs.

#### Historic Garden:

'A historic garden is an architectural and horticultural composition of interest to the public from the historical or

artistic point of view. As such, it is to be considered as a monument...an architectural composition whose constituents are primarily vegetal and therefore living, which means that they are perishable and renewable. Thus its appearance reflects the perpetual balance between the cycle of the seasons, the growth and decay of nature and the desire of the artist and craftsman to keep it permanently unchanged...The term 'historic garden' is equally applicable to small gardens and to large parks, whether formal or 'landscape'.'  
[The Charter on Historic Gardens \(the Florence Charter\)](#), ICOMOS, 1981. [HE]

#### Heritage statement:

A straightforward written statement often made before an application is submitted. It includes:

1. Identification of the heritage assets affected;
2. A succinct analysis of the significance of the archaeology, history and character of the building(s), sites(s) or structure(s); these first two stages lead to a [Statement of Significance](#).
3. A description of the proposed works with an analysis of their impact on the special character of the building, site or structure, its setting and the setting of adjacent heritage assets where required;
4. A mitigation strategy setting out the principles of and justification for the proposed works, explaining what measures have been taken to avoid, reduce or offset harm. These two second stages lead to the [Heritage Impact Assessment](#).

### Historic building record:

A controlled programme of building recording prior to alterations or demolition, with analysis and publication (if required) of the findings, to provide a lasting record of archaeological evidence that will otherwise be destroyed by the development.

### ICOMOS:

The International Council on Monuments and Sites (ICOMOS), a non-governmental organisation dedicated to the conservation of the world's monuments and sites. Its work is based on the principles in the 1964 International charter on the conservation and restoration of monuments and sites ([The Venice Charter](#)) with ICOMOS created in 1964. ICOMOS is the advisory body of the World Heritage Committee. [ICOMOS Website](#). [HE]

### Listed building:

A listed building is a building which has been designated because of its special architectural or historic interest and (unless the list entry indicates otherwise) includes not only the building itself but also:

- any object or structure fixed to the building
- any object or structure within the curtilage of the building which, although not fixed to the building, forms part of the land and has done so since before 1 July 1948.

See also Historic England [guidance on designation](#).

### Marine Conservation Zone: MCZ:

Areas designated by Government under the Marine & Coastal Access Act 2009 for the purposes of conserving:

(a) marine flora or fauna;

(b) marine habitats or types of marine habitat;

(c) features of geological or geomorphological interest.

s116-122 [Marine & Coastal Access Act 2009](#). [HE]

### Mitigation strategy

A mitigation strategy sets out the principles of and justification for proposed works that cause harm to a heritage asset, explaining what measures have been taken to avoid, reduce or offset harm. See also [Stage 4](#) of the Heritage Statement Toolkit.

### Monitoring and recording:

This comprises the monitoring, investigation and recording of archaeological evidence coming to light during the course of development that would otherwise be destroyed by the development; also known as a watching brief.

Monitoring and recording should take place before full excavation and recording. In fact monitoring and recording sometimes leads into excavation.

### Monument:

1) (a) any building, structure or work, whether above or below the surface of the land, and any cave or excavation;

(b) any site comprising the remains of any such building, structure or work or of any cave or excavation; and

(c) any site comprising, or comprising the remains of, any vehicle, vessel, aircraft or other movable structure or part thereof which neither constitutes nor forms part of any work which is a monument within paragraph (a) above;



and any machinery attached to a monument shall be regarded as part of the monument if it could not be detached without being dismantled.

#### [s61\(7\) Ancient Monuments and Archaeological Areas Act 1979](#)

2) "The concept of a historic monument embraces not only the single architectural work but also the urban or rural setting in which is found the evidence of a particular civilization, a significant development or a historic event. This applies not only to great works of art but also to more modest works of the past which have acquired cultural significance with the passing of time."

[International Charter for the Restoration and Conservation of Sites](#) (the Venice Charter), ICOMOS, 1964. [HE]

#### Outstanding Universal Value (OUV):

Cultural and/or natural significance which is so exceptional as to transcend national boundaries and to be of common importance for present and future generations of all humanity. Paragraph 49 [Operational Guidelines for Implementation of the World Heritage Convention](#), UNESCO, 2005. [HE]

#### Non-designated heritage assets:

These are buildings, monuments, sites, places, areas or landscapes identified as having a degree of significance meriting consideration in planning decisions but which are not formally designated heritage assets. [[PPG 18a-039](#)]

#### Public benefits (in the heritage context):

Public benefits may follow from many developments and could be anything that delivers economic, social or environmental progress as described in the [National Planning Policy Framework](#).

Public benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and should not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits.

Public benefits may include heritage benefits, such as:

- sustaining or enhancing the significance of a heritage asset and the contribution of its setting
- reducing or removing risks to a heritage asset
- securing the optimum viable use of a heritage asset in support of its long term conservation

[[PPG 18a-020](#)]

#### Recording:

The capture of information which describes the physical configuration, condition and use of monuments, groups of buildings and sites, at points in time; it is an essential part of the conservation process. [ICOMOS Principles for the Recording of Monuments, Groups of Buildings, and Sites](#), ICOMOS, 1996. [HE]

#### Registered Battlefield:

A site included on the non-statutory Register of Battlefields in England, maintained by Historic England.

Registered battlefields are [designated heritage assets](#) and

subject to the planning policies within the NPPF. [HE]

#### Registered Park and Garden:

A site included on the Register of Historic Parks and Gardens in England.

Registered parks and gardens are [designated heritage assets](#) and subject to the planning policies within the NPPF. [HE]

#### Scheduled Monument:

"...'scheduled monument' means any monument which is for the time being included in the schedule [compiled and maintained by the Secretary of State for Culture, Media and Sport]". [s1\(11\) Ancient Monuments and Archaeological Areas Act 1979](#). [HE]

#### Setting of a heritage asset:

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

Annex 2: Glossary, [National Planning Policy](#)

[Framework](#), Department of Communities and Local Government, 2012

2) The surroundings in which a place is experienced, its local context, embracing present and past relationships to the adjacent landscape. [Conservation Principles](#), English Heritage, 2008, p72

3) The setting of a heritage structure, site or area is defined as the immediate and extended environment that is part of, or

contributes to, its significance and distinctive character. Beyond the physical and visual aspects, the setting includes interaction with the natural environment; past or present social or spiritual practices, customs, traditional knowledge, use or activities and other forms of intangible cultural heritage aspects that created and form the space as well as the current and dynamic cultural, social and economic context. [Xi'an Declaration on the Conservation of the Setting of Heritage Structures, Sites and Areas](#), ICOMOS, 2005. [HE]

#### Significance (for heritage policy):

1. The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting. [NPPF]
2. In legislation and designation criteria, the terms 'special architectural or historic interest' of a listed building and the 'national importance' of a scheduled monument are used to describe all or part of the identified heritage asset's significance. Some of the more recent designation records are more helpful as they contain a fuller, although not exhaustive, explanation of the significance of the asset. [PPG 18a-008]
3. The sum of the cultural and natural heritage values of a place often set out in a [statement of significance](#). English Heritage, [Conservation Principles](#), , p72, 2008. [HE]

### Significant place:

A place which has heritage value(s). p72 [Conservation Principles](#), English Heritage, 2008. [HE]

### Site:

Works of man or the combined works of nature and man, and areas including archaeological sites which are of outstanding universal value from the historical, aesthetic, ethnological or anthropological point of view. [Convention Concerning the Protection of World Cultural and Natural Heritage](#), UNESCO, 1972, p2. [HE]

### Statement of Significance:

The first part of a heritage statement, which identifies the affected heritage assets, and gives a summary of their heritage significance.

It will often be appropriate in itself as part of initial scoping or pre-application discussions, or in discussing grant-aid or management proposals, repair and maintenance, sale or asset transfer, all of which might stand outside the Planning process, but could be material factors in considering the wider impact of any proposals.

### Watching brief:

A standard term for a process of [monitoring and recording](#); often required by planning conditions.

### World Heritage Site:

A site on a list of properties maintained by the World Heritage Committee of UNESCO and called the World Heritage List "forming part of the cultural heritage and natural heritage...which it considers as having outstanding universal value in terms of such

criteria as it shall have established". [UNESCO World Heritage Convention \(1972\)](#). [HE]

### Written Scheme of Investigation (WSI):

A formal project design for archaeological work, drawn up to the specification of a brief agreed with the LPA archaeological advisor (we provide template briefs for most circumstances on the Council website, but for complex or unusual projects we recommend the ongoing input of the LPA archaeological advisor via a planning performance agreement). WSIs must meet the requirements of the Chartered Institute for Archaeologists (CIfA) and should be approved in advance by the LPA archaeological advisor who will also monitor their implementation. Archaeological conditions will not be considered fully discharged until the WSI is implemented in full.

# HESPD Topic Paper 14: The natural environment

Heritage assets are defined in the NPPF Glossary as *"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."*

The NPPF also defines the Historic Environment as including *"all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora."*

The [International Cultural Tourism Charter](#) produced by [ICOMOS](#) in 2002 also has a key definition:

*'Heritage is a broad concept and includes the natural as well as the cultural environment. It encompasses landscapes, historic places, sites and built environments, as well as bio-diversity, collections, past and continuing cultural practices, knowledge and living experiences. It records and expresses the long processes of historic development, forming the essence of diverse national, regional, indigenous and local identities....'*

Any building, structure, park, garden, open space, landscape or archaeological site may be considered as a [non-designated] heritage asset provided it is of architectural, artistic, archaeological or historic interest, and that includes any local or wider historical or community association or cultural significance to Cornwall and its communities.

Natural features and open countryside can also be considered to be heritage assets, but must demonstrate a clear and noteworthy interaction with or intervention by humanity – what is being considered here is the historic interest and cultural values.

Many will, of course, already be designated either specifically because of the listed buildings or scheduled monuments they contain, or in the national [Register of Parks and Gardens](#), or by inclusion in other designations, such as the WHS or conservation areas.

Archaeological, artistic, spiritual, commemorative and cultural values can be attached to natural places, including, for instance, springs, natural stone formations, moorland landscapes and individual hills, valley woodlands, foreshores or seascapes, particular eco-systems or single species – such as [Ancient, Veteran and Notable Trees](#)

Ancient or veteran trees provide a useful example of the interaction of the natural and historic, or 'cultural' environments; defined in the NPPF glossary as: *a tree which, because of its great age, size or condition is of exceptional value for wildlife, in the landscape, or culturally, they are given some measure of protection through the planning process – '...planning permission should be refused for development resulting in the loss or deterioration of irreplaceable habitats, including ancient woodland and the loss of aged or veteran trees found outside ancient woodland, unless the need for, and benefits of, the development*

*in that location clearly outweigh the loss...'* [[NPPF 118](#)].

Such trees can often have significant historic associations –as boundary markers, as the focus of traditions and ritual, as literary inspiration or artistic representation, as the site of historical or legendary events (e.g. the too-numerous King Charles Oaks dotted around the country!), or by association with very specific events – for instance the WWII graffiti carved by troops waiting to embark for D Day from the quays at Trebah.

The cultural, aesthetic and community values of places like the Island in St Ives, or Carn Brea, or semi-natural landscape plantations associated with designed vistas from country houses, are often difficult to distinguish from more purely historic, design or archaeological interest, and often it is unnecessary to do so.

As a result of Cornwall's international artistic heritage and significance, many landscapes and seascapes and features within them derive much significance because they are literally picturesque – the subject of many famous works of art. The same can be said of the literary and musical responses to Cornish history, landscapes and environments that is such a key part of its cultural inheritance.

Such interest and cultural value may also lie in sites that are significant for advances in earth sciences and other (e.g. ecological) scientific research or have connections with notable geologists/geomorphologists.

Sites and landscapes might also be associated with significant historic, folkloric or cultural and recreational events or use, or have particularly significant cultural relationships to the Cornish language.

We expect all proposals affecting the historic environment to consider relevant natural environment issues in a holistic and coordinated way – alterations to historic buildings may need to take into account bat legislation for instance.

Conversely, we expect applications for more purely natural environment issues to understand the sensitivities and significance of the historic environment –for instance proposals to alter management regimes in rivers to encourage species diversity should understand not only the historic significance of assets such as ancient weirs, but also that the 'natural environment' here is actually a man-made historic environment, and has been potentially so for centuries.

See also [Parks and Gardens](#).

# HESPD Topic Paper 15:

## Understanding and describing harm

### Introduction

The impacts of a scheme need not always be harmful – they can be neutral, they can even be positive - and not every element of a heritage asset or its setting might be affected by the scheme to the same degree or in the same way, particularly in larger sites like conservation areas or the World Heritage Site.

Harm as a concept in historic environment terms can be difficult to understand, to establish and to describe. Understanding the nature, extent and importance of the significance of a heritage asset, and the contribution of its setting, is critical to understanding the potential impact and acceptability of any proposals.

#### Harm:

Change for the worse, here primarily referring to the effect of inappropriate interventions on the heritage values of a place. [Conservation Principles](#), p71, English Heritage, 2008.

Any harm or loss, including cumulative impacts and less than substantial harm, will require clear and convincing justification to allow the harm to be balanced against any [public benefits](#) of the proposal, whether the sites affected are designated or not.

While the method of assessing harm is consistent whether the site is designated or not, the degree of weight given to decisions does change according to:

- the importance of the site

- the scale of impacts
- whether any identified harm is substantial or less than substantial

The more important the asset the greater the presumption against harm; proposals leading to substantial harm of the most important assets would have to be wholly exceptional, and will have to demonstrate a lack of viable alternative schemes or uses, and the most substantial overriding public benefits. Scheduled monuments, protected wreck sites, battlefields, grade I and II\* listed buildings, grade I and II\* registered parks and gardens, and the World Heritage Site are considered to be of the greatest importance in this regard.

However, the same expectations for proportionate assessment and the need for justification through overriding public benefits apply to other designated assets (grade II listed buildings, parks or gardens) and all [non-designated assets](#), as appropriate to their significance.

Paragraphs [132 to 135 and 138](#) of the NPPF and [18a-017-018](#) of the PPG set this out fully – although there are also Appeal decisions and legal judgements which continuously refine our understanding – this is an area where early engagement with the Local Planning Authority, expert advisors and statutory consultees is always likely to be a good idea.

### Measuring harm

What matters when assessing a proposal for any potential harm is

the impact on the *significance* of the heritage asset rather than simply the *amount* of physical change or scale of development.

Each case is different and needs to be judged on its own merits – we do not believe that a one-size fits all scoring system is appropriate – what is required is that the significance of any heritage assets affected should be described and the proposed changes set out sufficient to understand the potential impact of the proposal on that significance.

The impact of total destruction is obvious, but partial destruction can be more difficult to quantify - it is likely to have a considerable impact, but, depending on the circumstances, it may still be less than substantial harm or conceivably not harmful at all, for example, when removing later inappropriate additions to historic buildings which harm their significance.

Similarly, while moderate or minor alterations are generally likely to cause less than substantial harm or no harm at all, sometimes even minor works have the potential to cause substantial harm.

Measuring harm is not simply about adding up what percentage of a site might be lost; for instance losing 10% of a listed building might not sound much, but if it includes the main door case, the main stairs, ornamental plasterwork etc., it could mean losing almost all the architectural interest and significance of the structure.

Even if only part of a site is affected, if that part of the building or site is important or integral to the character or appearance of the whole (e.g. a conservation area) then its demolition is more likely to amount to substantial harm to the whole.

The cumulative impact of incremental small-scale changes may have as great an effect on the significance of a heritage asset as a larger scale change. Where the significance of a heritage asset has been compromised in the past by unsympathetic changes, either to the asset itself or its setting, you should still consider whether additional change will further detract from its significance, or could, in contrast, enhance it.

Harm may arise from works to the asset, or from development within its setting, or from simply changing the use of the site.

### Identifying harm.

Harm can obviously be caused by physical change; that might be complete or partial demolition or loss, but physical change can also be a matter of inappropriate alterations. That can be loss or alteration of features or changes to fabric – doors, windows, extension, etc. – or could be about loss of identity or sense of place.

In many instances – typically a building - it will be very clear what changes are being proposed, what fabric will be lost, what harm might occur. In others – perhaps more often in landscapes, townscapes or archaeological sites, change and harmful impact is not always so obvious.

Understanding why potential changes may be inappropriate means understanding first of all what is appropriate – where the authenticity, integrity and legibility of the asset lies, understanding real historic character, historic form and fabric.

A lack of understanding can sometimes lead to harm being

caused even by well-meaning but inappropriate attempts to improve or restore a building or site, or increase access or 'tidy-up' places. The very measures which might be thought to be benefitting the site might be helping to destroy its legibility, to make it less authentic, for instance:

- New buildings (especially pretend old buildings, or buildings of a scale or type completely out of character with the historic character of the area)
- Works to facilitate or deny access, fencing off, re-routing, etc.
- Surface change, landscaping, boundaries
- Landscape remediation could be negative – infilling, removal of material, spoil removal (a particular issue in the World Heritage Site)
- Burial, infilling, overwriting of features (banks and ditches, tramways, wharfs, quays, etc.) and archaeology

The harmful impact might arise not simply because of the relatively small changes in the fabric of the site – but because of the way change interferes with understanding the wider characteristics or narrative interest of the site. This might be the case with changes to an industrial site where layout was dictated by a function or process, or a designed or ornamental landscape meant to be enjoyed not just from static views, but also by moving around an unfolding series of views and experiences – anything that interrupts that layout will distort understanding of the site.

Similarly, changes to a planned town layout could be harmful through ignoring the significance of the internal social structure and

functional hierarchies as well as the architectural integrity of the plan – perhaps by ignoring the overriding character of terraces, villas, communal space etc.

Harm need not always be due to physical change in the asset itself; change of use of a chapel to a public house – not unusual these days – will clearly affect its character as an historic structure. Loss of historic uses can affect the character of an entire townscape – such as chapels, public buildings, traditional building forms (shop fronts).

The best way to conserve a site is to keep it in use, either that for which it was designed or an appropriate new use which would see its long-term conservation. This is particularly an issue with historic buildings, but can equally apply to archaeologically sensitive sites, landscapes, conservation areas, the World Heritage Site etc.

Change of use can also affect the links to cultural or historical narrative which often give so much significance to sites.

Harm can also result from inaction and lack of good management – this is not always about planning applications. Deterioration through a do nothing approach, lack of maintenance of physical fabric, land form, boundaries, etc. will eventually and inevitably lead to harm. Even recently restored buildings that are vacant will soon start to degenerate.

This is an extensive and important topic in its own right – the Council has produced [guidance](#) itself, but also follows and recommends the principles and extensive [advice produced by Historic England](#).



# HESPD Topic Paper 16: Understanding sensitivity and capacity for change

Guidance on understanding the capacity for change on archaeological sites is dealt with in more detail in the [archaeology](#) topic paper which forms part of this HESPD.

The Council has provided guidance on [judging landscape sensitivity and capacity](#); further guidance can be found in the [\(WHSSPD\)](#) and [Cornwall AONB SPD](#) and can also be found in the '[Cornwall landscape character best practice guide](#)' adopted by Cornwall Council on the 15<sup>th</sup> June 2011.

We also provide guidance with particular reference to [renewable energy](#) which touches on the issue of cumulative impact – one small proposal may make little difference to the significance of a heritage asset – lots of small developments looked at together clearly may have a completely different impact.

Certain site specific guidance can also provide useful examples – for instance the methods and processes for assessing sites and impacts suggested in the [Guidance for Methodist and Nonconformist Chapels in Cornwall](#) can be applied to almost any building type, while the similar guidance in [Cornwall Farmsteads guidance](#) can equally be applied to a variety of individual buildings and building complexes.

An example is given below of the method and product used in the Cornwall [Farmsteads Assessment Framework](#) to assess a site, identifying the heritage assets,

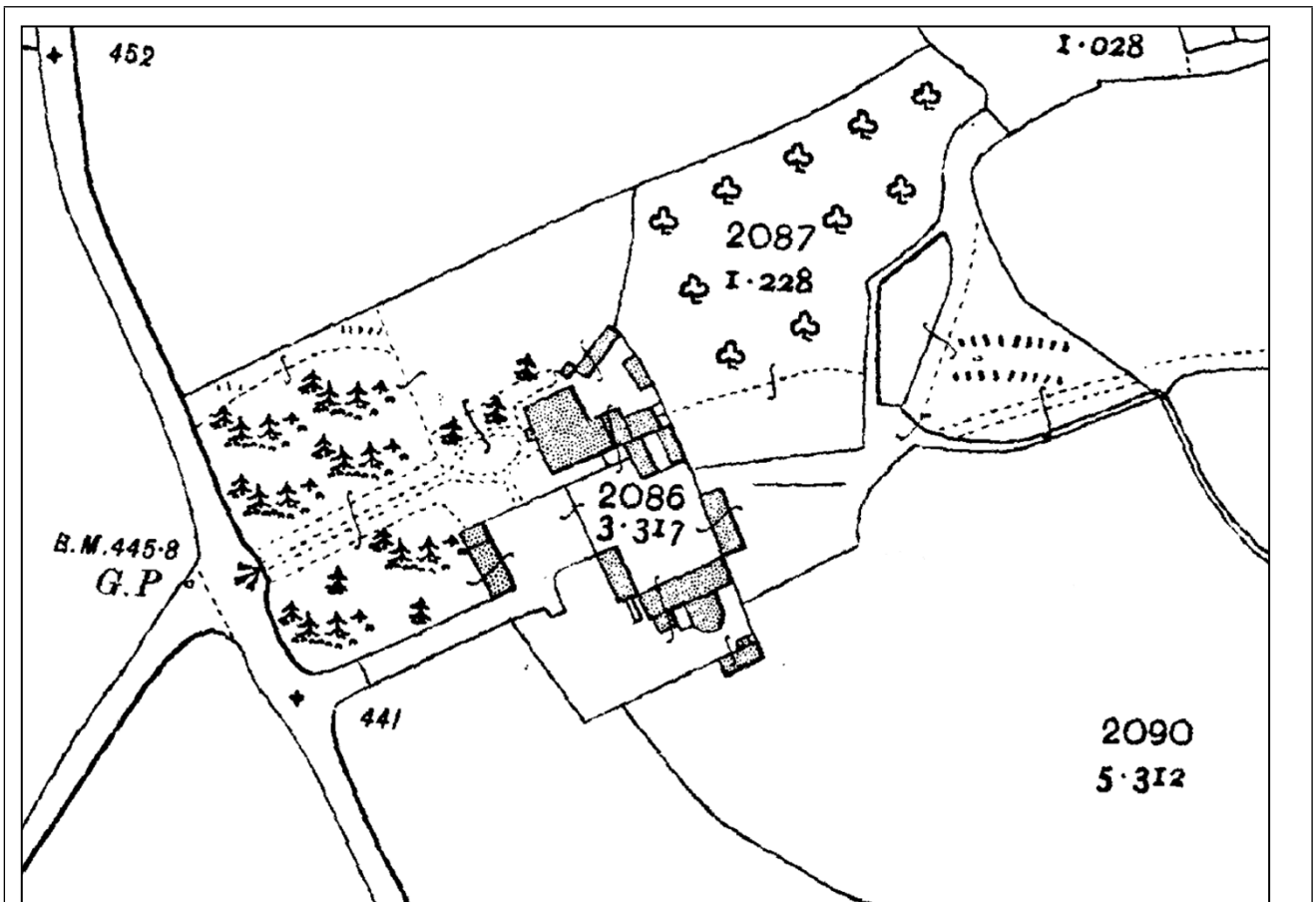
assessing significance and analysing issues, as part of a pre-application assessment process. Although familiarity with the site on the ground would normally be expected, this assessment was actually produced as a desk-based exercise by looking at maps and aerial photographs only. This needn't be a major, costly undertaking.

This is just one approach to assessing a site, but does demonstrate both a proportionate level of detail, but also detail that is properly evidenced and sufficient to understanding the issues.

## EXAMPLE OF A FARMSTEAD ASSESSMENT



A farmstead in the Barton landscape of south-east Cornwall: continuous development of a large farmstead as an organic process - even the 19th century courtyard (centre) is of several phases. Despite contrasts in scale and form between traditional and mid-late 20th century industrialised farm buildings, those are still centred here on the historic farmstead, gradually infilling and extending its area. © Historic Environment, Cornwall Council, 2013; F104-075



Map based on OS 2nd Edition 25" map c.1907. © and database right Crown Copyright and Landmark Information Group Ltd (All rights reserved 2012). Licence numbers 000394 and TP0024

A site plan distinguishing traditional and modern buildings reveals significant opportunities for enhancement and change. This can be deepened by:

Comparing site survey to historic maps to identify significant areas which have changed – in particular buildings and other features which have been lost or redeveloped.

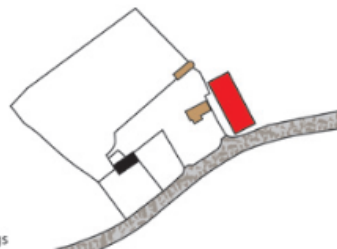
Considering whether the site is subdivided into distinct areas as a result of how these have functioned and changed.

#### UNDERSTANDING CHANGE

Comparison of modern maps with historic maps of c. 1900, compiled after the last major phase of building traditional farmsteads, can provide a useful benchmark for understanding the survival of the historic form of the traditional farmstead.



No change to the historic form

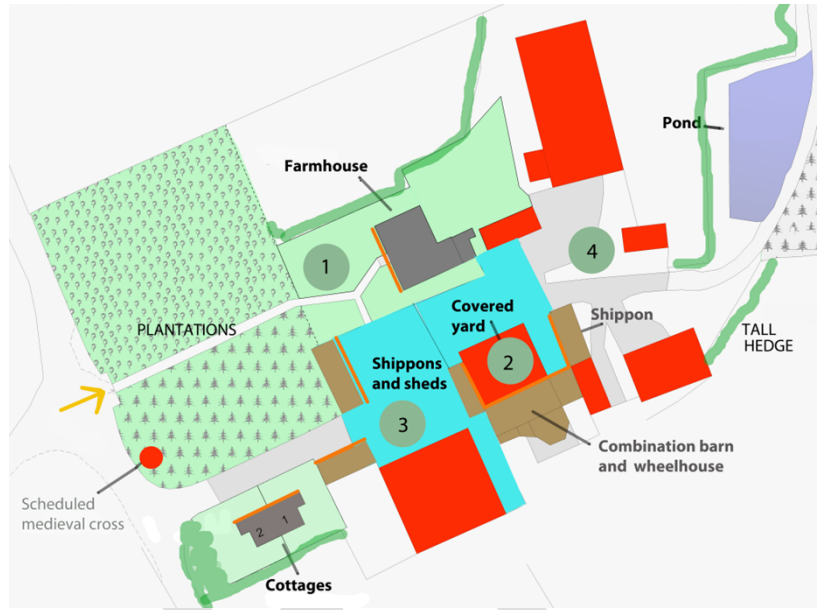


Significant change, where more than 50% of the historic form has been removed









- Traditional farm buildings
- Modern farm buildings
- Farmhouse

A plan can identify any distinct areas into which the farmstead can be subdivided, and be cross-referred to photographs and a list of the buildings on site. This will help keep the text short and focused. The report and plan can then be used and deepened as required later in the planning process.

It can also be useful to mark main elevations to show which way they face, to indicate key viewpoints and also any heritage assets and features noted on the Historic Environment Record.



Map based on OS MasterMap (@ 1:1000). © Crown copyright. All rights reserved. Cornwall Council 100049047, 2015

	Principal elevation		Garden
	Farmhouse		Hedges
	Traditional building		Yard
	Modern building (post 1930)		View

### Summary

A dispersed farmstead transformed from the mid-19th century into a loose courtyard with a new access to south of and separated from that to the house; at its core a group of buildings set around a yard, evolving into a much more regular layout with time, which was extended with new sheds along the droveway to the east in the late 20th century.

Details of historic buildings can be numbered on a site plan and cross-referred to photographs and descriptions which note:

- Building materials and structural condition
- Doors and windows, including blocked openings
- Internal walls, floors and carpentry, including roof trusses.
- Internal features, such as historic machinery, stalls, partitions (including grain bins) and graffiti.

### Historic character

#### Setting

The Plantations generally screen the site from the road; there is a view to the show front of

the Farmhouse along an ornamental driveway. The Plantation and hedgerows forming the east of the site boundary link to similar hedgerows in the surrounding landscape (altered anciently enclosed land).

#### *The farmstead and its buildings*

This is a courtyard plan adaptation of an earlier dispersed layout with attached buildings set around a yard that is open to and faces north; most of the yard has been infilled with a mid C20 shelter shed. The whole site clearly divides into the following areas (see plan):

Area 1 The early 18th century house, which faces west towards the B road and into its own ornamental plantations; garden area to north.

Area 2 The historic farmyard, with traditional buildings to its south, east and west built of local stone with slate and corrugated roofs; north side open to Farmhouse (itself formerly with small attached yards and calf house/piggery etc. – demolished since 1946 aerial photograph)..

Area 3 A second yard to west formed of implement sheds/waggon shed etc. and large C20 industrial concrete-framed and corrugated roofed cattle shed occupying what was probably the mowhay in the 19th century.

Area 4 A further yard to the east, the main modern working area, now comprising a variety of C20 buildings including small single storey storage sheds and a large corrugated steel unit; historically the gathering yard, drove way and access to the pond.

#### **Significance**

The group contributes to local distinctiveness because:

- It is a medieval site in a remnant anciently enclosed landscape at an important local crossroads (marked by a scheduled medieval cross within the attached Plantations).
- The core historic farmyard (Area 2) retains the overall form of a traditional courtyard farmstead, and the earlier dispersed layout (set around an ancient droveway) is still discernible.
- The combination barn, horse-engine house (machinery has been removed) and shippons are shown on the second edition Ordnance Survey map of around 1900 and are typical in their overall form and use of local stone and slate for the area.
- The traditional farm buildings make a positive contribution to the setting of the grade II listed farmhouse

#### **Site and management issues**

- Site boundary, ownership and use. The farmstead is in single ownership and the traditional buildings are now redundant for modern farming purposes.
- Site access and services. With the pre-19th century historic access now only to the house, the main access is off a B road to the west – and continues through the yard to abandoned farmsteads to the east.
- Designations. The house is listed at grade II.

# HESPD Topic Paper 17: Understanding setting

The National Planning Policy Framework defines 'setting' as:

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

(See also the [Glossary Topic Paper](#) for further definitions of 'setting' which may help to explain the concept).

The 'surroundings in which a heritage asset is experienced' does not just mean the immediate space around the heritage asset, its curtilage or its next door neighbours, though these will in almost all cases form part of the setting.

Setting is not simply a matter of what is visible - the way in which we experience an asset in its setting is also influenced by environmental factors, and by our understanding of the historic relationship between places. For example, buildings near each other but not visible from each other – perhaps part of a single complex like an ornamental park, or a group of quite distant but related structures like mine Engine Houses - may have historic or aesthetic connections that amplify the experience and significance of each.

The setting will include any views or vistas that the heritage asset forms part of; for example how the asset is seen in the landscape or as part of the vista along a street. If the heritage asset forms part of the

skyline or horizon, then anything that impacts the skyline or horizon is likely to affect the heritage asset's setting. If the heritage asset forms part of a formally designed landscape or space, or part of a formal piece of urban design, any changes to the design or character of that place would inevitably impact the setting of the heritage asset given the close historic and visual relationship between the asset and the overall design of the place.

Because each heritage asset is unique, and its physical environment (the topography, the nature of neighbouring buildings and spaces) equally so, it is not possible to define the extent of setting using prescribed rules or formulas. In many cases the setting may only become identifiable through the study of the heritage asset and its surroundings and their evolution over time and by actually surveying the heritage asset in both its immediate surroundings and in the wider townscape or landscape.

The contribution that setting makes to the significance of the heritage asset does not depend on there being public rights or an ability to access or experience that setting.

It is worth remembering that detailed assessment of setting may not always be relevant or necessary – internal alterations to a listed building, for instance, are unlikely to require assessment of the external visual setting of the building.

However, it may still be necessary to consider the wider historical or architectural 'narrative' context. Although potentially applicable to any heritage asset, this issue of an

intangible, non-physical setting and context is a particular issue when dealing with the World Heritage Site, and more guidance can be found in the ([WHSSPD](#)).

You should be able to provide an assessment by using the steps outlined in Heritage England's '[The Setting of Heritage Assets](#)' (2015). This document provides a (non-exhaustive) checklist of potential attributes of a setting that may help to elucidate its contribution to

significance, which may usefully be expressed in terms of its heritage values.

Relevant detail can also be found in the and [Cornwall AONB](#) and [Tamar Valley AONB](#) management plans. The following extract from the [Cornwall AONB SPD](#) provides useful advice on understanding setting in that particular context, but which have a wider application, particularly to historic landscapes.

### **Is your site within the setting of the Cornwall AONB?**

If outside of the AONB your proposal may still have an impact upon the purposes of the AONB designation as established through the courts. Ultimately this will be determined by the scale and the proposal and the relationship of the site to the AONB designation – please check on:

<https://map.cornwall.gov.uk/website/ccmap/?zoomlevel=1&xcoord=187430&ycoord=64380&wsName=ccmap&layerName=Areas%20of%20Outstanding%20Natural%20Beauty>

As a general approach proposals outside of the AONB that are likely to be viewed as part of the setting of the AONB will relate to circumstances such as:

- Areas outside of the AONB but viewed in conjunction with the AONB from outside of the AONB boundary;
- Areas outside of the AONB but viewed in conjunction with the AONB from within the AONB boundary; or
- Impacts on tranquillity within the AONB boundary through the introduction of lighting, noise, or traffic movement outside of the AONB;

The likely sorts of impacts outside of the designation that have the potential to impact upon its special qualities and characteristics are:

- introducing an abrupt change of landscape character outside of the AONB;
- Loss of biodiversity, particularly if of species of importance in the AONB
- Loss of features of historic interest, particularly if these are contiguous with the AONB
- Reduction in public access
- Increase in air or water pollution

It is important to remember that an impact might not be visual. The special qualities of the Cornwall AONB include tranquillity. A development which is noisy may well impact on tranquillity even if not visible from the AONB.

The points outlined above are also acknowledged in the [Guidance for Landscape and Visual Impact Assessment – Third edition](#) which states through paragraph 5.47 that:

*'If the area affected by the proposal is on the margin of or adjacent to such a designated area, thought may be given to the extent to which it demonstrates the characteristics and qualities that led to the designation of the area. Boundaries are very important in defining the extent of designated areas, but they often follow convenient physical features and as a result there may be land outside the boundary that meets the designation criteria and land*

*inside that does not' (Landscape Institute and Institute of Environmental management & Assessment).*

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# HESPD Topic Paper 18: Understanding Significance

**The guidance and techniques in this section can be used not only in a relatively quick and simple way to identify non-designated heritage assets, but also to delve deeper and analyse what their significance actually is, and, to some degree, to quantify how important it might be.**

**Significance (for heritage policy):** *The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting. [NPPF glossary]*

There will clearly be occasions when a site has more than one type of interest. Sometimes it can be difficult to isolate what is of interest in a site to just one rather than another of these broad headings – but that needn't be a problem – don't try and force the evidence.

There may be other values and other reasons why a site is significant. For instance a contemporary building of outstanding interest architecturally, or a site associated with a popular contemporary event, might not qualify as heritage assets because of one critical factor – they lack any sense of age, of distance from our own time to set them into an historical context.

A site of ecological or geological significance, or a marine conservation zone, all of which might be protected by statute and policy, may not be considered as heritage

assets if there has been none of the 'clear and noteworthy interaction with or intervention by humanity' that would give it heritage interest.

The intention here is not to provide a simplistic scoring system to identify non-designated heritage assets or degrees of significance - this guidance is a means to identify heritage interest, and understand significance, applicable to both designated and non-designated sites.

*Understanding the nature of the significance is important to understanding the need for and best means of conservation. For example, a modern building of high architectural interest will have quite different sensitivities from an archaeological site where the interest arises from the possibility of gaining new understanding of the past.*

*Understanding the extent of that significance is also important because this can, among other things, lead to a better understanding of how adaptable the asset may be and therefore improve viability and the prospects for long term conservation.*

*Understanding the level of significance is important as it provides the essential guide to how the policies should be applied. This is intrinsic to decision-taking where there is unavoidable conflict with other planning objectives. [[Historic England](#)]*

What is set out in the first part of the table below are the four types of historic environment interests, with definitions and explanatory text.

In the second part are a number of qualifying considerations which should be used to help to identify the importance and interest and whether too many insensitive alterations have been carried out which undermine its interest or integrity as a non-designated asset.

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# Understanding Significance

Interest	Criteria	Qualifiers and explanation
<p>Archaeological Interest</p>	<p>Heritage assets with archaeological interest are the primary source of evidence about the substance and evolution of places, and of the people and cultures that made them:</p> <ul style="list-style-type: none"> <li>• A site, structure or element of a landscape that holds, or potentially may hold, evidence of past human activity worthy of expert investigation at some point.</li> <li>• A site, structure or element of a landscape that provides evidence of historic functional character, or former uses.</li> <li>• A site, structure or element of a landscape that, individually or as part of a group, serves as a reminder of the gradual development of the settlement or landscape in which it stands, of an earlier phase of growth, is part of a planned layout or is evidence of a design intent.</li> </ul>	<p>For more detail see also section <a href="#">Archaeology Topic Paper</a></p> <p><b>Identification of non-designated sites:</b> sites of archaeological interest may be detected through development works, agricultural practices, archaeological studies, metal detecting, and studies of aerial photography or brought forward by local residents, although identification (and inclusion on the Cornwall CSHER) will need to be in conjunction with Council’s CSHER Team.</p> <p><b>Context:</b> these assets form part of a picture of the past that spans from the hunter-gatherers to the present day. They may represent stand-alone sites, standing buildings or structures that may have archaeological potential, not just below-ground archaeology; or they may be part of a wider context.</p> <p><b>Evidence/authenticity:</b> the evidence for the actual or potential interest of the site needs to be sufficiently compelling: the importance and interest and potential claimed for an asset to be defined as a [non-designated] heritage asset must be demonstrable. <i>Archaeological interest, as defined in the NPPF, differs from historic interest because it is the prospects for a future expert archaeological investigation to reveal more about our past that need protecting. Caring for an asset that has a well-understood historic interest, but no substantial archaeological interest, will be relatively straightforward as our existing knowledge</i></p>

		<p><i>of the asset will guide how it can be managed in order to sustain its significance.</i></p> <p><i>However, if for example there is good reason to suspect that a bare field which has never been investigated contains important remains, or that an apparently ordinary building contains a hidden medieval timber-frame, the task of managing it would be different. <a href="#">[Historic England</a></i></p> <p><b>Age:</b> a key part of the significance of archaeological deposits, or archaeological interest of standing fabric, is that it often provides the only source of evidence about the past, especially in the absence of written records. So, although age is a strong indicator of relative value for archaeological interest, it is not necessarily as critical as might be thought, since even quite recent, but poorly-documented, historic sites and uses may rely on archaeological evidence to understand their importance.</p> <p><b>Integrity/survival:</b> a distinct area should be identified within which there is potential to discover significant extent of evidence. The ability to understand and interpret the evidence can be diminished by change or partial replacement, but even where there is unlikely to be much surviving fabric, an archaeological site may still have continued significance as a place, where social, cultural or historic interest may survive the replacement of the original physical structure, so long as its key characteristics are maintained.</p> <p>Where a heritage asset is thought to have archaeological interest, the potential knowledge which may be unlocked by investigation may occasionally be harmed by even minor disturbance, thus damaging the significance of the asset.</p>
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		<p>This can make some assets, or parts of them, very sensitive to change. Expert advice will usually be needed to identify these sensitivities and assess whether and how they can be worked around. However, a proportionate approach should be maintained.</p> <p>The archaeological interest of an asset can remain even after apparently thorough investigation. As techniques and the understanding of our past improve, a previously investigated asset may be revisited to see what further can be learned.</p>
<p><b>Architectural Interest</b></p>	<p>Assets that are of architectural and design interest are identified because of the intrinsic qualities and values generated by the design of a building, structure or landscape as a whole, judged by universally accepted criteria.</p> <p>They might:</p> <ul style="list-style-type: none"> <li>• show an unusual or innovative response to composition (form, proportions, massing, silhouette, views and vistas, circulation) and/or materials or planting, decoration or detailing, and craftsmanship;</li> <li>• attempt to achieve a higher than usual level of aesthetic quality and be good examples of their period;</li> <li>• display ornate features, demonstration of special building craftsmanship, or richness of small</li> </ul>	<p><b>Context:</b> whether of purely local significance or of wider interest, and often irrespective of any conscious design, such sites may have value because they positively contribute to the richness of the townscape or landscape or the setting or group value of designated buildings, landscapes or other features. They may be, for example, key landmark buildings, notable buildings on important routes into the area, key designed urban spaces or parks, buildings which create a vista or contribute to the skyline, buildings, structures or spaces which are integral to the cherished local scene or associated with an asset, or features of landscape value.</p> <p><b>Age:</b> aesthetic values on their own don't give heritage interest – there has to be some measure of distance in time or cultural reference, whether because the asset represents an historic design style or ethos no longer current, or because the asset is old enough to have gained a recognised cultural status. That doesn't mean it has to be ancient, just that enough time should have passed for a consensus to have been reached that it has, and/or will continue to have lasting values and interest, and not just be something</p>

	<p>details of construction;</p> <ul style="list-style-type: none"> <li>• employ interesting or unusual use of materials and design features. These may be either harmonious or diverse, could be part of a national trend, or in contrast traditional and locally sourced, but used in an innovative way for the period or used to impress through their cost or rarity.</li> <li>• They might have associations with notable local, regional or national architects, designers or engineers, artists or patrons or significant social, cultural or economic activity. They may display interest because they reflect an intellectual programme governing the design (for example, a building as an expression of the Holy Trinity), and the choice or influence of sources from which it was derived.</li> <li>• They might be just one part of a larger design - a structure of identifiable importance to a designed landscape such as walls, terracing, or garden buildings or part of a planned urban layout;</li> <li>• They might exhibit group value, sharing a common design relationship, especially where these buildings are grouped together in a</li> </ul>	<p>popular at the moment.</p> <p><b>Evidence/authenticity:</b> any significance should be well authenticated, provenances evidenced as far as is possible, the original form and character of the design well understood to determine how authentic what we see today is in relation to the design intent, and any changes themselves explained (they won't necessary diminish the interest of the asset).</p> <p><b>Integrity/survival:</b> such assets should retain to a considerable degree their original design or important phases of their design and retain a sense of completeness, with historic features, traditional function, use and layout remaining in a substantial and/or recognisable form. They may be amenable to restoration, although insensitive alterations which undermine interest or architectural/design integrity may undermine their value or status as non-designated heritage assets.</p>
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	<p>distinctive way.</p> <ul style="list-style-type: none"> <li>• Where a building is publicly accessible, the importance of the interior may be important.</li> </ul>	
<p><b>Artistic Interest</b></p>	<p>Broadly speaking artistic interest relates much more closely to the actual product of the artist's hand - drawing a distinction between design created through detailed instructions (such as architectural drawings) and the direct creation of a work of art by a designer who is also in significant part the craftsman. While the difference between design interest and artistic interest can be clear-cut, for example statues on pedestals (artistic interest) in a formal garden (design interest), it is often far less so, as with repetitive ornament on a medieval building.</p> <p>The type of asset affected may:</p> <ul style="list-style-type: none"> <li>• display some degree of creative skill in production, design or later alteration, whether through sculpture, painting or other method of decoration or ornamentation;</li> <li>• display special decorative features that are aesthetically pleasing for their own sake, which contribute to the design and appearance of a</li> </ul>	<p><b>Context:</b> it is often very difficult to distinguish architectural from design and/or artistic interest – there will always be a huge overlap – and in practice it may be difficult, and perhaps not necessary even to attempt a distinction.</p> <p>Assets with artistic interest may include structures such as war memorials, gate piers or railings. In addition, decorative elements on buildings or structures, such as finials, roof bosses, door surrounds or advertising and signage, may also hold a degree of artistic interest. Some assets may be considered purely as having artistic interest, such as free-standing sculpture, but most of what we are looking at will have an architectural or landscape design setting, and is likely to have to be considered within that context.</p> <p><b>Age:</b> perhaps in itself less important than for architectural interest – but there should still be evidence that there is some consensus that the asset has, and/or will continue to have lasting values and interest. There is guidance on <a href="#">post-war public art</a> available that helps to explore these issues.</p> <p><b>Integrity/survival:</b> the value of the artwork is proportionate to the extent that it remains the actual product of the artist's hand - the marks of the artist or craftsman have a significant value in themselves over and above the design concept, and artistic value or interest is significantly less amenable to restoration and enhancement</p>

	<p>building, place or landscape, without necessarily having a utilitarian function;</p> <ul style="list-style-type: none"> <li>• may include garden or landscape design which relies on plantsmanship as much as more 'architectural' qualities;</li> <li>• are the work of nationally or locally famous artists or craftsmen.</li> </ul>	<p>than design values.</p> <p><b>Evidence/authenticity:</b> should be as well authenticated and provenanced as possible, and any changes explained.</p>
<p><b>Historic Interest</b></p>	<p>Historic interest lies in the way the site, building or asset can illustrate or is associated with past lives and events.</p> <p>This includes surviving examples of buildings, structures, places and landscapes associated with:</p> <ul style="list-style-type: none"> <li>• locally, regionally, nationally or internationally notable people, events or significant phases in history and culture;</li> <li>• activity or uses crucial to the physical development of a place;</li> <li>• social, economic, cultural and community significance (e.g. civic buildings, schools, community halls, libraries); leisure and entertainment, sports or cultural venues – such as a Playing Place, commercial, industrial</li> </ul>	<p>Sites/structures with historic interest not only provide a physical record of our past, but also contribute to an area's sense of place, individuality and cultural distinctiveness, often perceived as a source of local identity, social interaction and coherence, and often residing in intangible aspects of heritage contributing to the "collective memory" of a place.</p> <p><b>Age:</b> sometimes less significant than for other types of heritage interest, this is more about the interest of the person, memory or event.</p> <p><b>Evidence/authenticity:</b> needs to be well-evidenced direct associations with person or event, although where these cannot be proven, certain sites may be valued for associations that are based on local tradition rather than historical fact.</p> <p><b>Integrity/survival:</b> although the historical interest of places depends upon both sound identification and direct experience of historic fabric or landscape, and completeness does tend to strengthen their illustrative value, compared to</p>



	<p>and employment use;</p> <ul style="list-style-type: none"> <li>• past communities, conventions and traditions;</li> <li>• the development of other aspects of cultural heritage, such as language, literature, art, music or film, science, discoveries in the natural world etc.;</li> <li>• significant human interaction with landscape and topography.</li> </ul>	<p>other heritage values, such interest tends to be less dependent on absolute survival – and often lies actually in the way people have responded to changing circumstances. Historical values are harmed only to the extent that adaptation has obliterated or concealed them.</p>
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<h2>General considerations/Qualifying factors</h2>	
<p>Thinking about the subjects and asking the questions set out below can help not only to simply identify heritage interest and significance, but can begin to quantify how important the identified sites may be – this is a function not only of the inherent interest of the sites, but also how authentic or evidenced that interest is or how well the sites survive.</p>	
<p><b>Age</b></p>	<p>The age of an asset may be an important criterion and the age range can be adjusted to take into account distinctive local characteristics</p> <p>It may seem obvious, but to be of thought of in terms of heritage interest, the asset needs to represent a past at some demonstrable remove from our present day – past lives, historic events (even relatively recent ones) past communities, past artistic movements, ways of building or utilising land that no longer are current, or sufficient time has passed for the asset to have become generally accepted as likely to have continuing future significance (the heritage of the future).</p> <p>This need not be a distant past – after all, structures can now be Listed within 10 years of building.</p> <p>In terms of the World Heritage Site, the relevant date range that contributes to Outstanding Universal Value is 1700-1914, but other mining and industrial sites both within and outside the WHS areas need</p>

	<p>not necessarily relate to that date range to have significance in their own right.</p> <p>While buildings and sites of any reasonable age may be considered as heritage assets, those which date from the later twentieth century onwards will need to be of exceptional quality, design or historic interest, survival and proven authenticity and should be subject to more rigorous assessment in terms of other criteria. For instance, although of limited age, they may still rate very highly in terms of architectural, cultural or community value.</p>
<p><b>Integrity and extent</b></p>	<p>Integrity is concerned with questions of the survival, extent and/or condition of a site, landscape or building.</p> <p>To have a degree of integrity, an asset should remain in a substantial and recognisable form, retaining a sense of completeness or retaining reasonable archaeological potential. This could be either as an individual building, structure or landscape feature, or as part of a larger group, either a single-phase of development, or encompassing multiple phases.</p> <p>Questions that could be asked include:</p> <ul style="list-style-type: none"> <li>• Does it retain its historic features, traditional function, use, extent and layout or remain a largely undisturbed site?</li> <li>• Is it of an adequate surviving size and/or enough of the features and processes survive to convey the whole of the interest and value of the site?</li> <li>• Is it in a decent or good physical condition, or in a state which can easily be restored (minor alterations that can easily be reversed needn't affect overall integrity), or in a state where reasonable archaeological information could be recovered?</li> </ul> <p>Understanding both the physical extent of significance and the range of different interests that make up that significance (and not all parts of the site will necessarily have the same levels of interest) is important because this can, among other things, lead to a better understanding of how adaptable the asset may be and therefore improve viability and the prospects for long term conservation.</p>
<p><b>Authenticity or evidence</b></p>	<p>Heritage values and interest, especially historical interest, need to be well evidenced. The significance of a heritage asset of any kind may be enhanced by a significant contemporary or historic written record.</p> <p>Some degree of evidential certainty needs to be produced – that might be simple if the asset is visible, it</p>

	<p>may require researched proof if historic or design associations are suggested or if archaeological potential is being discussed.</p> <p>Any historic association must be prolonged, direct and compelling.</p> <p>A variety of sources of information can be used: material, written, oral and figurative sources, well-attested local tradition, documentary survey, local knowledge, rapid visual survey and local recommendations. See <a href="#">Sources of Information Topic Paper</a>.</p> <p>To understand authenticity there are several questions that can be asked including:</p> <ul style="list-style-type: none"> <li>• Does it remain in a substantial and recognisable original form?</li> <li>• Does it retain its historic features, traditional function, use and layout, materials and substance?</li> <li>• If changed in its use, does it retain memory of original form and function?</li> <li>• Is there evidence of traditions, techniques and management systems – for instance in an industrial building, keeping evidence of operation, e.g. retaining engine/machine mountings?</li> <li>• Is it in original location and setting – if moved, has there been loss of authenticity?</li> <li>• Does it retain or have evidence of significance in terms of language, and other forms of intangible heritage – e.g. naming or dialect terms?</li> <li>• Does it retain or have evidence of spirit and feeling of a place?</li> </ul>
<p><b>Context and setting</b></p>	<p>Significance derives not only from a heritage asset’s physical presence, but also from its setting.</p> <p>This may mean setting in the simplest visual sense, or about a more complex context - the wider contribution made by its setting considering its physical surroundings and the experience of the asset and its associations (e.g. narrative, cultural or intellectual); a focus on distance or visibility alone as a gauge of relevance, significance or impact is not appropriate.</p> <p>An asset often derives much of its interest and significance not simply from its own inherent qualities but from its relationship to place, perceived as a source of local identity, cultural distinctiveness, social interaction and coherence, often residing in intangible aspects of heritage contributing to the “collective memory” of a place. See <a href="#">Understanding Setting Topic Paper</a>.</p>

## Natural environment

Heritage assets are defined in the NPPF Glossary as "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."

The NPPF also defines the Historic Environment as including "all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora."

The [International Cultural Tourism Charter](#) produced by [ICOMOS](#) in 2002 also has a key definition:

*'Heritage is a broad concept and includes the natural as well as the cultural environment. It encompasses landscapes, historic places, sites and built environments, as well as bio-diversity, collections, past and continuing cultural practices, knowledge and living experiences. It records and expresses the long processes of historic development, forming the essence of diverse national, regional, indigenous and local identities....'*

Any building, structure, park, garden, open space, landscape or archaeological site may be considered as a [non-designated] heritage asset provided it is of architectural, artistic, archaeological or historic interest, and that includes any local or wider historical or community association or cultural significance to Cornwall and its communities.

Natural features and open countryside can also be considered to be heritage assets, but must demonstrate a clear and noteworthy interaction with or intervention by humanity – what is being considered here is the historic interest and cultural values.

Many will, of course, already be designated either specifically because of the listed buildings or scheduled monuments they contain, or in the national [Register of Parks and Gardens](#), or by inclusion in other designations, such as the WHS or conservation areas.

Archaeological, artistic, spiritual, commemorative and cultural values can be attached to natural places, including, for instance, springs, natural stone formations, moorland landscapes and individual hills, valley woodlands, foreshores or seascapes, particular eco-systems or single species – such as [Ancient, Veteran and Notable Trees](#)

Ancient or veteran trees provide a useful example of the interaction of the natural and historic, or 'cultural' environments; defined in the NPPF glossary as: *a tree which, because of its great age, size or*

*condition is of exceptional value for wildlife, in the landscape, or culturally, they are given some measure of protection through the planning process – ‘...planning permission should be refused for development resulting in the loss or deterioration of irreplaceable habitats, including ancient woodland and the loss of aged or veteran trees found outside ancient woodland, unless the need for, and benefits of, the development in that location clearly outweigh the loss...’* [[NPPF 118](#)].

Such trees can often have significant historic associations –as boundary markers, as the focus of traditions and ritual, as literary inspiration or artistic representation, as the site of historical or legendary events (e.g. the too-numerous King Charles Oaks dotted around the country!), or by association with very specific events – for instance the WWII graffiti carved by troops waiting to embark for D Day from the quays at Trebah.

The cultural, aesthetic and community values of places like the Island in St Ives, or Carn Brea, or semi-natural landscape plantations associated with designed vistas from country houses, are often difficult to distinguish from more purely historic, design or archaeological interest, and often it is unnecessary to do so.

As a result of Cornwall’s international artistic heritage and significance, many landscapes and seascapes and features within them derive much significance because they are literally picturesque – the subject of many famous works of art. The same can be said of the literary and musical responses to Cornish history, landscapes and environments that is such a key part of its cultural inheritance.

Such interest and cultural value may also lie in sites that are significant for advances in earth sciences and other (e.g. ecological) scientific research or have connections with notable geologists/geomorphologists.

Sites and landscapes might also be associated with significant historic, folkloric or cultural and recreational events or use, or have particularly significant cultural relationships to the Cornish language.

We expect all proposals affecting the historic environment to consider relevant natural environment issues in a holistic and coordinated way – alterations to historic buildings may need to take into account bat legislation for instance.

Conversely, we expect applications for more purely natural environment issues to understand the sensitivities and significance of the historic environment –for instance proposals to alter management regimes in rivers to encourage species diversity should understand not only the historic significance of

	assets such as ancient weirs, but also that the 'natural environment' here is actually a man-made historic environment, and has been potentially so for centuries.
<b>Rarity</b>	<p>Appropriate for all assets, especially as judged against local characteristics.</p> <p>For an asset to have a degree of rarity (whether it be a building, archaeological site, landscape, landscape feature or settlement), it must exemplify a design, settlement pattern, or other quality that is in itself uncommon, either to the locality or wider region.</p> <p>Such values tend to be greater if the site or assets incorporate the first, or only surviving, example of an innovation of consequence, whether related to design, technology or social organisation.</p> <p>The concept is similarly applicable to the natural heritage values of a place, for example geological strata visible in an exposure, the survival of veteran trees, or the observable interdependence of species in a particular habitat, particularly important in this context where there has been significant human intellectual, artistic or cultural interaction with these sites.</p>
<b>Representativeness</b>	<p>An asset may not necessarily be rare; instead it could be representative of a particular historical or architectural trend that could of itself be of national or more local significance – perhaps as part of the legacy of a particular individual, architect, architectural movement, programme of works, social movement, company or group in the past.</p> <p>This question of rarity can be difficult to assess objectively - 19<sup>th</sup> century terraced or row housing is ubiquitous across Britain – but it has a particular form and history in Cornwall, especially that intimately linked to the World Heritage Site.</p> <p>Similarly, a rare example in Cornwall of an otherwise nationally or regionally common type will have interest.</p> <p><b>Heritage interest can arise whether, or because an asset is either rare or representative – one does not trump the other in value or interest.</b></p>
<b>Local v. national significance</b>	<p>All assets help reinforce the individual sense of place; they may do this either because they embody locally distinctive features, or, in contrast (or, perhaps, as well), because they are of wider interest.</p> <p>Understanding local distinctiveness and local relevance is important because a non-designated asset</p>

may be passed over or go unrecognised if the only tests used are nationally set criteria such as the Historic England listing guidance – often that may not be the factor which makes it so important to reinforcing the sense of place.

All these sites will, however, share to some degree the same qualities that lead to national designation – the [selection criteria](#) published by Historic England for various types of sites and designations will give detailed guidance and should be referred to where relevant. Where a site or structure is identified by assessing these characteristics as having a national importance, it may be appropriate to put them forward for national designation.

### **Relevance to Cornish Distinctiveness**

Although criteria used for national designation are readily adapted for local use, it will often be necessary to consider location-specific criteria and take account of the range of assets in an area ('Cornish Distinctiveness') in order to identify heritage assets of local heritage or cultural value, which includes recognition that cultural distinctiveness may lie as much in the commonplace or everyday as it does in the rare and spectacular.

Localness is not the issue by itself – after all, WWII airfields are part of a national historic narrative and asset type – but they clearly play a very significant part not only in what makes Cornwall Cornwall, but in the particular character of individual settlements.