



North York Moors Local Plan

Topic Paper

Heritage

This document provides background information on the historic environment of the North York Moors in order to support proposed policies in the forthcoming Local Plan

July 2018

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Summary

This Topic Paper provides background information on the work carried out in preparing new policies to cover the historic environment.

The context for considering adopting this approach is set by the National Park statutory purposes and duty. The National Planning Policy Framework (NPPF) ¹ requires great weight to be given to National Park purposes and great weight should be given to conserving landscape and scenic beauty in National Parks.

The purpose of this Topic Paper is to:

- a. Set out the national and local policy context for managing the historic environment of the North York Moors;
- b. Explain the context of the North York Moors historic environment;
- c. Provide a positive set of policies for development affecting the historic environment;

The paper is presented to assist discussion on the policy approach for the historic environment as part of the Preferred Options consultation. Comments raised as part of this consultation will help feed into further stages of the emerging Local Plan and therefore nothing in this paper should be taken to represent a definite future direction of policy.

1. Introduction

- 1.1 The North York Moors National Park Authority is in the process of reviewing the planning policies in the Authority's adopted Core Strategy (November 2008) and producing a new Local Plan. The new Local Plan will be supported by a number of background documents and topic papers which brings together guidance and key issues to provide the evidence base behind the policies proposed.
- 1.2 The Authority has a statutory duty to protect and enhance heritage assets in the North York Moors National Park and this responsibility should be reflected in the Local Plan.
- 1.3 This topic paper is focussed on issues surrounding the historic and the built environment and is structured to:
 1. Identify key messages from national and local policy;
 2. Present baseline information of the historic environment of the National Park to help inform an appropriate strategy for the area over the next 20 years; and
 3. Outline some of the emerging issues and policy approaches for the future of the historic and built environment in the National Park.
- 1.4 This paper forms the basis of a discussion on how the historic environment policies may be approached in the new Local Plan. It includes draft policies for consideration and discussion by officers and members. These should not be assumed to show the likely future direction of the historic environment policy as extensive discussion and consultation is still needed.

¹ National Planning Policy Framework, CLG 2012

2. Policy Framework

2.1 Protecting and enhancing the historic environment is an important component of the National Planning Policy Framework's drive to achieve sustainable development. The appropriate conservation of heritage assets forms one of the Core Planning Principles that underpins the planning system.

National Park statutory purposes and duty

2.2 The Environment Act 1995 sets out two statutory purposes for National Park Authorities:

- To conserve and enhance the natural beauty, wildlife and cultural heritage of National Parks, and
- To promote opportunities for the understanding and enjoyment of the special qualities of the Parks by the public.

2.3 Section 62 of The Environment Act goes on to place a duty on National Park Authorities in pursuing these purposes "to seek to foster the economic and social well-being of local communities within the National Park".

2.4 The conservation and enhancement of the cultural heritage of the Park forms part of the first statutory purpose and where irreconcilable conflicts exist between conservation and public enjoyment, the conservation interest should take priority (the Sanford Principle). This principle was updated in the 1995 Environment Act, to say;

"If it appears that there is a conflict between those purposes, [the National Park Authority] shall attach greater weight to the purpose of conserving and enhancing the natural beauty, wildlife and cultural heritage of the area"

National Planning Policy Framework (NPPF, 2018)

2.5 Where development affects the historic environment, the NPPF sets out a clear framework for both plan-making and decision-taking to ensure that heritage assets are conserved and where appropriate enhanced, in a manner that is consistent with their significance thereby achieving sustainable development. Heritage is seen as part of the solution for long-term sustainable growth and where development fails to adhere to the historic environment policies and principles, because it fails to give due weight to conservation for example, is not considered sustainable.

- Paragraph 8 is clear that the historic environment is a key part of sustainable development and Paragraph 9 states that pursuing sustainable development involves seeking positive improvements in the quality of the built, natural and historic environment.
- Paragraph 125 requires plans should set out a clear design vision and expectations and contain policies that are grounded in an understanding and evaluation of each area's defining characteristics.
- Paragraph 127 requires that plan policy should be sympathetic to local character and history, including the surrounding built environment and landscape setting and should maintain a strong sense of place.

- Paragraph 184 states that planning should conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations.
- Paragraph 185 emphasises that Local Plans should set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats.
- Section 16 (paragraphs 184 to 202) recognises that heritage assets are irreplaceable and that any harm or loss requires clear and convincing justification.
- The NPPF also introduces the concept of 'non-designated' heritage assets which are assets that are not listed but have a degree of significance meriting consideration in planning decisions (para.197). Non-designated heritage assets can include those identified by the local planning authority through Local Listing.

National Planning Practice Guidance

- 2.6 The guidance provides more advice on enhancing and conserving the historic environment, with regard to both plan-making and decision taking. It states that Local Planning Authorities may identify non-designated heritage assets where they are of local significance. It also sets out advice on the consideration of viable uses for heritage assets at risk through decay or neglect. It emphasises that "harmful development may sometimes be justified in the interests of realising the optimum viable use of an asset".
- 2.7 Historic England's Conservation Principles, Policies and Guidance for the Sustainable Management of the Historic Environment (2008) also provides a comprehensive framework for the sustainable management of the historic environment and is used by officers in determining applications.

Legislative Framework

- 2.8 In addition to the NPPF there are a number of specific Acts relating to the historic environment. These are;
- The Planning (Listed Buildings and Conservation Areas) Act 1990 provides specific protection for buildings and areas of special architectural or historic interest.
 - The Ancient Monuments and Archaeological Areas Act 1979 provides specific protection for scheduled monuments.

National Park Joint Statement

- 2.9 In 2015 the UK's National Parks Authorities, together with a number of leading conservation and environmental organisations re-signed and re-affirmed their commitment to safeguarding the historic environment in the National Parks of England, Scotland and Wales. The Joint Statement guides joint work on conservation and interpretation of the historic environment of the National Parks.

National Park's 8 Point Plan

- 2.10 In 2016 the Government set out its ambition to put National Parks at the heart of the way we think about the environment and how we manage it for future generations. Point 7 of the Plan identifies the importance of landscape and heritage in National Parks.

North York Moors Management Plan

- 2.11 Policies E5 to E9 of the Management Plan seeks to conserve and restore the archaeological and built heritage of the Park, to maintain traditional skills, and the use of local materials, styles and building techniques are used in restoration and new developments. In achieving this, the Authority has several schemes to reduce the number of Scheduled Monuments and Listed Buildings which are classified as 'at risk'.

North York Moors Landscape Assessment

- 2.12 The North York Moors Landscape Assessment is central to the wider appreciation and understanding of landscapes and the connection between people and place. The Assessment provides an evaluation of the landscape character areas and types in order to provide a robust framework that informs policy and decisions regarding the location and design of development and the capacity of the landscape to accept change; with the aim of reinforcing local distinctiveness.
- 2.13 The Appraisal shows a significant variety of landscape scenes within the relatively small area of the National Park. However, due to the relatively limited extent of the National Park, these landscapes can be sensitive to change; including development affecting the character and appearance of the National Park's setting (within neighbouring local planning authority areas) and the visual amenities arising from extensive views out of and into the National Park.

3. The Historic Environment of the North York Moors

- 3.1 The historic environment of the North York Moors comprises a rich and varied historic landscape as well as a wealth of archaeology, traditional buildings, historic features such as waymarkers and boundary stones, and traditional settlements. Cultural heritage was cited in the 1947 Hobhouse Report as one of the reasons for the North York Moors' designation as a National Park, commenting on the wealth of architectural interest and in particular noted the picturesque villages and monastic ruins.

Asset	Number within the National Park
Total number of Scheduled Monuments	842
Number of scheduled monuments on the Heritage at Risk Register	43
Total number of Listed Buildings	1,781
<ul style="list-style-type: none"> • Grade I • Grade II* • Grade II 	<ul style="list-style-type: none"> • 32 • 59 • 1,690
Number of Grade I and II* buildings on the Heritage at Risk Register (Maintained by Historic England)	4
Number of Grade II buildings on the Buildings at Risk Register (Maintained by the National Park Authority)	
Registered Parks and Gardens	4
<ul style="list-style-type: none"> • Grade I • Grade II* • Grade II 	<ul style="list-style-type: none"> • 2 • 1 • 1

Asset	Number within the National Park
<p>Conservation Areas</p> <p>Conservation Areas with Appraisals:</p> <ul style="list-style-type: none"> • Ampleforth • Cloughton • Fylingdales (draft) • Goathland (draft) • Helmsley • Hutton Lowcross • Osmotherley (draft) • Oswaldkirk • Robin Hood's Bay (draft) • Sandsend • Scalby • Staithes • Thornton le Dale (draft) • West and East Ayton 	42
Total no. of records on the Historic Environment Record	18,409

Table 1: List of designated heritage assets within the North York Moors National Park

<p>2015/16</p> <p>Total no. of applications = 1,190</p>	<p>Core Policy G = 144 / 12%</p> <p>DP4 (Conservation Areas) = 103 / 7%</p> <p>DP5 (Listed Buildings) = 109 / 9%</p> <p>DP7 (Archaeology) = 7 / 1%</p>
<p>2016/17</p> <p>Total no. of applications = 1,328</p>	<p>Core Policy G = 168 / 13%</p> <p>DP4 (Conservation Areas) = 116 / 9%</p> <p>DP5 (Listed Buildings) = 110 / 8%</p> <p>DP7 (Archaeology) = 7 / 1%</p>
<p>2017/18</p> <p>Total no. of applications = 1,100</p>	<p>Core Policy G = 123 / 11%</p> <p>DP4 (Conservation Areas) = 132 / 12%</p> <p>DP5 (Listed Buildings) = 86 / 8%</p> <p>DP7 (Archaeology) = 6 / 1%</p>

Table 2. No. and % of applications relating to designated heritage assets (last 3 years)

Built Environment

- 3.2 The built environment continues to form an essential part of the National Parks appeal to visitors, combining with the landscape to give the area its special identity. The vernacular building style contributes significantly to the overall character of the landscape. Stone and pantiles constitute the vernacular building materials although Welsh and some Westmoreland slate began to be used from the mid-nineteenth century.
- 3.3 The built environment of the area reflects the geology of the National Park with limestone the predominant building material in the south and sandstone to the north. The vernacular

building form is the longhouse, built using cruck and solid wall construction. Although a large number of buildings have undergone successive alterations, many contain residual elements of earlier longhouses, for example cruck frames in roof spaces or existence of the original hearth passage. This vernacular has informed the development of farms, from simple linear farms to the more loosely developed farmsteads that were added to cumulatively during the more prosperous farming periods, up to higher quality Estate farmsteads.

- 3.4 The areas ecclesiastical heritage, including abbeys, monasteries, priories and churches also play an essential role in defining the character of the North York Moors, and whilst not common features in the landscape, there are a number of castles and similar structures around the edges of the Park which provide an insight into the areas diverse history. These include West Ayton, Whorlton, Helmsley and Danby Castles.
- 3.5 The reclusive, monastic tradition combined with coastal smuggling heritage, small settlements, agriculture and the landforms of long abandoned industrial activity creates an enigmatic atmosphere that has inspired a long tradition of folklore and legend.

Listed Buildings

- 3.6 Listed Buildings are designated by the Secretary of State for Culture, Media and Sport (on the advice of Historic England). The designation regime is set out in the Planning (Listed Buildings and Conservation Areas) Act 1990. Buildings and structures are listed because of their special architectural or historic interest.
- 3.7 The North York Moors has a relatively large number of Listed Buildings compared to other National Parks. There are currently 1,781 Listed Building entries within the National Park, although the actual number of Listed Buildings (taking into consideration curtilage listed structures and multiple buildings on a single entry) is 3,012.
- 3.8 The Authority is currently in the process of carrying out its five yearly conditions review of all the Grade II Listed Buildings in the Park. This recent survey, carried out by volunteers, has highlighted around 160 buildings which are in a poor state of repair and as such have been placed on the Authority's Buildings At Risk register. A further three Grade I and II* buildings are identified as being at high risk by Historic England.
- 3.9 The Authority is continually working with landowners to reduce the number of buildings on the At Risk Register and between 2012 and 2016, 52 buildings and structures were removed. This was achieved through a mixture of re-assessment, historic buildings grant, enforcement action, planning approvals for change of use and owner action.
- 3.10 Listed buildings form an important part of the historic environment and cultural landscape of the North York Moors and they contribute greatly to the character of local towns and villages. The reasons for buildings falling into disuse and disrepair include their functional replacement by modern agricultural buildings, their remote and inaccessible locations and the ability of owners to keep their buildings in good repair. Their management and protection depends to a great extent on the actions of private owners and the National Park Authority and Historic England provide advice, often through the planning system. The National Park Authority uses the process of listed building consent to make decisions on development that affects the character or appearance of a building as one of special architectural or historic interest. The Authority can also assist owners with grant funding for maintenance and repair works to buildings on the At Risk Register.

Conservation Areas

- 3.11 Conservation Areas are villages which are recognised as having special architectural or historic interest, the character of which is desirable to preserve or enhance. As the local planning authority, the North York Moors National Park Authority can designate Conservation Areas under the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 3.12 There are currently 42 Conservation Areas in the National Park and the Authority is looking to designate Grosmont through the Land of Iron project which, by the time the new Local Plan is adopted, will hopefully result in 43 Conservation Areas.
- 3.13 The Authority has also introduced Article 4 Directions on domestic properties within 38 of the Conservation Areas which means that additional controls are imposed on alterations to traditional architectural features such as windows, doors, chimneys, roofs and boundaries. The Authority manages a 'Conservation Area Enhancement Grant' scheme to help assist homeowners with the cost of reinstating lost architectural features such as windows and doors.

Archaeology

- 3.14 The National Park contains thousands of archaeological sites. These represent the activities of human beings from the end of the last Ice Age (around 12,000 years ago) to important industrial landscape and military remains for the twentieth century, including the Cold War. Evidence for human activity from prehistory (the Mesolithic and Bronze Age periods), plus remains of early Ecclesiastical and industrial sites, are of particular significance. There are currently records of over 18,000 historical and archaeological sites and features within the National Park which includes those of national importance (designated as Scheduled Monuments) as well as sites and features of regional and local importance.

Scheduled Monuments

- 3.15 Scheduled Monuments form archaeological sites, monuments, structures or buried remains of national importance, which are given legal protection by being included in the 'Schedule of Monuments' by the Secretary of State for Culture, Media and Sport (on the advice of Historic England).
- 3.16 Over 800 monuments in the National Park have statutory protection as Scheduled Monuments, reflecting the national importance of this resource. In fact, 32% of the Scheduled Monuments in the Yorkshire and Humber region are found in this National Park. Of the Scheduled Monuments, 376² are currently judged to be at medium or high risk although work is being undertaken to address this through the Authority's Monuments for the Future project supported by Historic England.
- 3.17 Understanding of the archaeological potential of the moorland has been significantly enhanced from the results of surveys and research after an accidental fire on Fylingdales Moor in 2003. The historic landscape revealed by the fire included Neolithic rock art, bronze age burial mounds and cultivation remains, evidence of water collection and supply for the alum industry and Second World War slit trenches. All of these phases of activity survive side by side, providing a physical record of some 5,000 years of use.

² NYMNPA Records, as of July 2018

Registered Parks and Gardens

- 3.18 Historic England has established and maintains a national record of historic parks and gardens, known as the Register of Parks and Gardens of Special Historic Interest in England. Sites are registered under the Historic Buildings and Ancient Monuments Act 1953 and are divided into three grades:
- Grade I: Exceptional interest
 - Grade II*: Particularly important, of more than special interest
 - Grade II: Special interest, warranting every effort to preserve it
- 3.19 Within the National Park there are 4 registered sites:
- Arncliffe Hall – Grade II
 - Duncombe Park – Grade I
 - Mulgrave Castle – Grade II*
 - Rievaulx Terrace and Temples – Grade I
- 3.20 A registered park or garden is not protected by a separate consent regime, but applications for planning permission will give great weight to their conservation. The National Planning Policy Framework defines them as designated heritage assets and as such their conservation should be an objective of all sustainable development.

Heritage Coast

- 3.21 The 42km stretch of coastline falls within the North Yorkshire and Cleveland Heritage Coast boundary which extends for 55km between Saltburn by the Sea in Cleveland and Scalby Mills near Scarborough. The coastline comprises valuable marine habitats and outstanding sea views where the communities and cultural heritage of the coast are strongly linked to sea traditions and ways of life. The presence and quality of the coast attracts many visitors and the seascape is a major element of the character of the National Park.
- 3.22 The dramatic coastal scenery is enhanced by the open skies and seascape adjoining it where uninterrupted views over the sea can be gained from various high vantage points along the coast, most notably at Ravenscar and Boulby. The coast is largely wild and undeveloped, characterised by undulating sea cliffs and rocky shores, interspersed with small traditional fishing villages. The coast is significant geologically, containing evidence of the Jurassic age and the more recent jet, alum and ironstone industries.
- 3.23 The importance of the marine environment can be found in the Coastal section of the Natural Environment chapters.

Historic England's Heritage at Risk Register

- 3.24 Historic England's Heritage at Risk Programme provides an annual assessment of the condition of England's historic assets. Launched in 2008 the programme identifies those sites that are most at risk of being lost as a result of neglect, decay or inappropriate development. The register identifies both archaeological assets and Grade I and Grade II* listed building and highlights where priority action is required to preserve and enhance

designates assets on the list. Many assets are affected by pressures beyond the remit of the planning system, including forestry, agriculture, vegetation growth and coastal erosion.

- 3.25 There are currently 43 scheduled monuments on the Heritage at Risk and 3 Listed Buildings. Over the last 9 years, 138 sites have been removed from the Heritage at Risk Register, mainly due to the Monument Management Scheme which was grant-aided by Historic England and has now been succeeded by Monuments for the Future. The number of Scheduled Monuments and Listed Buildings on the Heritage at Risk Register can change every year depending on the factors mentioned above.

North York Moors Historic Environment Record

- 3.26 The North York Moors Historic Environment Record is a database of historic environment assets and features including Scheduled Monuments and Listed Buildings and also other archaeological sites, buildings of historic interest, find spots and historical associations. The HER is the primary source of information for assessing the impact of development proposals on the historic environment and is used for conservation programmes and research. The HER currently holds 18,409 records (July 2018) and is constantly being updated.

National Park Authority Projects

- 3.27 The Authority has several projects (past and present) which focus on the heritage of the National Park and highlight the importance of the historic environment. In summary these are:
- The **Mesolithic Project**, involving the National Park Authority, Tees Archaeology and Historic England has helped to re-evaluate the existing models of Mesolithic occupation, subsidence and chronology in north east Yorkshire.
 - **Boltby Scar, Roulston Scar and Cleave Dyke projects** were part of the Authority's HLF funded Landscape Partnership project 'Lime and Ice'. This included investigation of Bronze and Iron Age hill forts and dyke systems along the western escarpment of the National Park.
 - The **Land of Iron** project is a current Landscape Partnership scheme, supported by the Heritage Lottery Fund, North York Moors National Park Authority, David Ross Foundation, and other partners. The total project value is £4 million and it will run between 2016 and 2021. The project area covers around 14% of the National Park in a sweeping arc from Goathland in the east, following Stephenson's original rail route north to Grosmont, then westwards along the Esk Valley to Kildale, and finally crossing the Moors south eastwards to reach Rosedale. The Land of Iron project will protect and conserve some of the most iconic of these monuments and work with land managers to nurture the natural environment that has reclaimed these spaces. It will document and tell the stories of what life was like for these communities when the landscape looked very different to how it does today.
 - **Ryevitalise** is a Landscape Partnership Scheme currently in development, which, if successful at stage-two application, will deliver a four-year programme from spring 2019. Supported by the National Lottery through the Heritage Lottery Fund, North York Moors National Park Authority and partners, and inspired by local communities, the project will revitalise the Rye's natural and cultural heritage, reconnecting people to the river and supporting the regeneration of the landscape through an exciting mix of projects.

- The **Monument Management Scheme** was set up in 2009 in partnership with Historic England in order to improve the condition of Scheduled Monuments and remove them from the Heritage at Risk Register. The aim of the Scheme was to remove as many Scheduled Monuments as possible from the Register. 198 Scheduled Monuments were on the Heritage at Risk register in 2009 and the Scheme has helped to reduce the number to only 43.
- **Monuments for the Future** is a new project which aims to take the National Park's monument management work forward in a new and more proactive direction, with greater emphasis on public engagement and raising awareness of the special archaeological assets that can be found across the North York Moors. The project is supported by a grant from Historic England, who previously funded the Monument Management Scheme from 2009 to 2018.
- **The Spirit of Staithes** was a Heritage Lottery Fund Townscape Heritage Initiative project which funded the preparation of a Conservation Area Appraisal for the village and also a substantial regeneration grant scheme to improve the architectural character of the Area and the reinstatement of lost architectural features. The project assisted with the restoration, repair and reuse of several key buildings in the Conservation Area and helped in the regeneration of the area.
- **Robin Hood's Bay Partnership Scheme** was a three-year grant scheme in partnership with the County Council's Heritage and Highways departments, English Heritage and Fylingdales Parish Council. The scheme involved the funding of traditional repairs to historic buildings in the village and also extensive refurbishments to Bay's characterful pedestrian lanes and steps in order to preserve and enhance this famous townscape. It also had important economic benefits by promoting the repair and re-habitation of formerly unoccupied historic buildings, including shops and holiday accommodation. The streetscape works involved the replacement of old concrete and tarmac with reclaimed flagstones and local cobbles.
- The National Park Authority runs two **grant schemes** for Listed Buildings and enhancement work within Conservation Areas to help keep the historic environment in good repair.
- **Historic Building Grants** are available for repairs to Listed Buildings on the Authority's "at risk" register.
- **Conservation Area Enhancement Grants** are available for re-instating lost architectural features such as windows and doors and traditional roofing materials on historic buildings, as well as general streetscape enhancements in Conservation Areas.

4. Current Policy Approach

4.1 Under the existing Core Strategy and Development Policies document, proposals for the historic environment are considered under a single Core Policy and 7 Development Policies. In summary they are:

- Core Policy G: Landscape, design and historic assets
- Development Policy 3: Design
- Development Policy 4: Conservation Areas

- Development Policy 5: Listed Buildings
- Development Policy 6: Historic Parks and Gardens
- Development Policy 7: Archaeological Assets
- Development Policy 8: Conversion of traditional rural buildings

4.2 Experience suggests that these policies have generally been successful for the Authority as evidenced in Table 2 and in particular Table 3.

Policy	Number Approved	Number Refused
CPG: Landscape, Design and Historic Assets	1,073 (91%)	102 (9%)
DP3: Design	1,419 (93%)	115 (7%)
DP4: Conservation Areas	1,132 (93%)	85 (7%)
DP5: Listed Buildings	908 (94%)	61 (6%)
DP6: Historic Parks and Gardens	3 (100%)	0 (0%)
DP7: Archaeological Assets	27 (82%)	6 (18%)
DP8: Conversion of Traditional Rural Buildings	253 (95%)	14 (5%)
TOTAL AVERAGE	3,683 (91%)	383 (9%)

Information taken from November 2008 to 31/03/2017

Table 3: Use of historic environment policies in the decision making process, since the adoption of the Core Strategy and Development Plan policies

Policy	Number of appeals dismissed	Number of appeals allowed
CPG: Landscape, Design and Historic Assets	26 (84%)	5 (16%)
DP3: Design	30 (73%)	11 (27%)
DP4: Conservation Areas	19 (90%)	2 (10%)

Policy	Number of appeals dismissed	Number of appeals allowed
DP5: Listed Buildings	12 (80%)	3 (20%)
DP6: Historic Parks and Gardens	0	0
DP7: Archaeological Assets	0 (0%)	1 (100%)
DP8: Conversion of Traditional Rural Buildings	4 (80%)	1 (20%)
TOTAL AVERAGE	91 (80%)	23 (20%)

Information taken from November 2008 to 31/03/2017

Table 4: Use of historic environment policies in the appeals process, since adoption of the Core Strategy and Development Plan policies

5. Developing New Policies

- 5.1 The historic and cultural assets of the North York Moors are an integral part of its special qualities and therefore a positive strategy is needed that seeks to ensure that the historic environment continues to contribute to the Parks unique character.
- 5.2 The greatest pressure on the built environment is the harm caused by inappropriate development through poor alteration and extensions which do not respond to the local character. It is therefore important that the emerging policies for this chapter of the Local Plan continue to seek high quality design which respects the local vernacular and heritage assets of the Park.
- 5.3 New policies on the identification of non-designated heritage assets will also be needed as these areas are not currently covered in the Core Strategy.
- 5.4 The NPPF takes a single approach to the conservation of heritage assets and the assessment of their significance, regardless of the type of asset being considered and the planning consent being sought. The draft planning policies have been prepared on this same approach in order to be consistent with the NPPF.
- 5.5 The NPPF also introduces non-designated heritage assets which are locally significant 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. Local planning authorities may formally identify non-designated heritage assets through local listing as part of the plan-making process. However due to the nature of the National Park and its rich cultural heritage, it is considered that the vast majority of assets which aren't already protected by other legislation, will be locally significant and therefore the creation of a Local List would be meaningless in a designated landscape context. As such, the vast majority of development will undoubtedly impact on non-designated heritage assets.

- 5.6 Within a designated landscape it is considered that all development affecting the historic environment of the North York Moors needs to consider its implications on the wider character of the National Park (individually and cumulatively) not just the impact on an individual asset. The North York Moors has a rich and varied landscape within which there are many different assets (both designated and non-designated) that collectively contribute to this character.
- 5.7 The significance of these different heritage assets are interdependent on each other and collectively create the special character of the North York Moors. As such, it is important to consider the impact of development on the historic environment holistically, as well as the direct implications on the significance of a single building or site.
- 5.8 Maintaining local distinctiveness is an important element in managing the built environment. The different villages and landscapes all have a distinctive character, although they are all recognisable as part of the North York Moors, linked by its particular history, economy and culture.

Designated Heritage Assets

- 5.9 In the draft Local Plan, assets recognised through formal designation such as Scheduled Monuments, Listed Buildings, Conservation Areas and registered Historic Parks and Gardens are referred to as ‘designated heritage assets’ and they benefit from statutory protection which the policies within this Local Plan seek to reinforce.
- 5.10 The significance of a heritage asset is based on its value to current and future generations which may be archaeological, architectural, artistic or historic and derives not only from the assets physical presence, but also from its setting. Further guidance on ‘setting’ can be found in Historic England’s “Historic Environment Good Practice Advice in Planning Note 3 (Second Edition)”.
- 5.11 With regards to Listed Buildings, it is also important to remember that ‘curtilage’ structures are also afforded the same protection as the principal Listed Building. The principle tests as to whether a structure is within the curtilage of a listed building relate to the physical layout of the land surrounding the listed building and the relationship of the structures to each other. When considering development relating to designated heritage assets, it is important to retain the appearance of these links.

Non-designated Heritage Assets

- 5.12 Non-designated heritage assets relate to buildings and feature of archaeological, architectural and historical significance which are not recognised through formal designation but contribute to the special qualities of this National Park. These assets are particularly vulnerable to inappropriate change, damage or loss due their lack of specific protection and therefore this section of the Local Plan also seeks to ensure these non-designated assets are not overlooked in planning decisions.
- 5.13 The North York Moors has a wealth of non-designated heritage assets including historic buildings, settlements, sites and structures that form an important part of the local character and distinctiveness of the area and are important record in the evolution of the North York Moors. This includes examples such as the remains of prehistoric settlements, barrows, standing stones, industrial sites and landscapes, designed landscapes, the evidence of nineteenth century agricultural improvements and many historic buildings and structures.
- 5.14 Such assets may be identified at any time as evidence accumulates but, in the absence of a local list, it is likely that these will be predominantly identified during the development management process, amplifying why applicants need to consider the heritage values of

their properties and the impact of their proposals on those in formulating any proposals within the National Park.

- 5.15 For this reason, the vast majority of buildings, structures and monuments across the North York Moors are considered to contribute to the landscape quality of the National Park and therefore fall under this section of the Local Plan.

Guidance on Identifying Non-Designated Heritage Assets

- 5.16 Paragraph 135 of the NPPF states that such assets can merit consideration in planning matters, with the authority taking a balanced judgement having regards to the scale of any harm or loss and the significance of the heritage asset.
- 5.17 In deciding applications which affect a non-designated heritage asset or its setting, the NPPF requires, amongst other things, that the local planning authority should take into account the desirability of sustaining and enhancing the significance of such heritage assets. Whilst the identification of a non-designated heritage asset provides no additional planning controls, the fact that a building or site is considered to be of local importance means that its conservation as a heritage asset is an objective of the NPPF and a material consideration when determining the outcome of a planning application.
- 5.18 The identification of a non-designated heritage asset demonstrates that the building makes a positive contribution to the character of the local area and by identifying a set of selection criteria, the sounder the basis for the identification of a building as a non-designated heritage asset. The identification of these buildings is likely to come forward through the planning application process.

Defining Non-Designated Heritage Assets

- 5.19 Non-designated heritage assets could form buildings or structures or archaeological sites which:
- Have a particular architectural or historic character, have a vernacular appearance or are of a particular architectural period;
 - Have an historic association of regional or local importance;
 - Have evidence of local distinctiveness, with particular regard to the use of local materials or techniques;
 - Have group value, with other adjacent buildings of merit;
 - Are regarded by the local community as local landmarks.
 - Have a significance to the understanding of local, regional or national archaeological heritage

Considering Proposals Affecting Heritage Assets

- 5.20 It is important that proposals, whether relating to a designated heritage asset or not, are based on a meaningful understanding of the historic context and character of the area. Proposals should undertake an assessment of a heritage asset's significance and applications should describe the significance of any heritage asset affected including any contribution made by their setting. All development proposals should be informed by the

Authority's Landscape Character Assessment, the Historic Environment Record (HER) and Conservation Area Character Appraisals.

- 5.21 Understanding significance is crucial to informed decision making and as a result all development proposals affecting heritage assets will need to be accompanied by a 'heritage statement' to assess how the proposal will impact upon the significance of those assets.
- 5.22 Significance is the value of a heritage asset to this and future generations because of its heritage interest. Its interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.
- 5.23 However many assets are yet to be identified or properly understood and therefore applicants should consider the heritage implications of their proposals regardless of whether the heritage assets have been previously identified or not.
- 5.24 The level of detail required in assessment should however be proportionate to the assets' importance.

Officer-led Swot Analysis

Strengths

- The National Parks first purpose to conserve and enhance the cultural heritage of the Park;
- The high number of designated and non-designated heritage assets, set within a protected landscape and the contribution they have on the landscape quality of the National Park;
- Strong vernacular character and palette of materials;
- Strong recognition by the tourism industry of the value of heritage assets to the local economy;
- No Conservation Areas at risk;
- Article 4 Directions served on 38 of the Conservation Areas;
- The condition of designated assets are regularly monitored with only 5% of listed buildings and structures on the At Risk Register;
- The availability of grant assistance towards the repair of buildings on the At Risk Register;
- The availability of grant assistance to reinstate lost architectural features within Conservation Areas;
- The relatively affluent nature of residents within the National Park and their ability to carry out appropriate and sympathetic repairs;
- Long history of working with Historic England to improve the condition of archaeological features;

- Success of largescale landscape partnership projects involving cultural heritage at the heart of the project (Land of Iron project);
- In house expertise in both Building Conservation and Archaeology;
- Local tradesmen and their increasing knowledge and understanding of working with traditional buildings and use of traditional materials.

Opportunities

- Better control and influence on non-designated heritage assets through the NPPF and the need to have local planning policies to address these;
- Funding through existing and future HLF projects to designate new Conservation Areas and maintenance of the historic environment;
- Continued involvement and training of local tradesmen in the use of conservation techniques and materials;

Threats and Weaknesses

- Impact of new development on rural character of the National Parks settlements;
- Permitted development rights, particularly for non-designated heritage assets across the National Park;
- Owners expectations and their relative affluence, leading to potential aggrandisement and suburbanisation and loss of locally distinctive features;
- The desire to adapt the historic environment for modern styles of living;
- The impacts of infrastructure, particular utilities, on the character of the landscape and the character and appearance of settlements;
- New building regulations and EPC certificates;
- Impacts of agriculture uses (and other rural land uses) and the intensification on the landscape, including archaeology.

6. Conclusions

- 6.1 The key action is the development of appropriate local policies for the historic environment that pay due attention to the issues raised above. The policies need to be relevant to the local circumstances of the North York Moors and should not simply repeat National Policy. As a result of managing heritage assets within a protected landscape it is important to ensure that the suite of policies will help to conserve the wider historic landscape as well as individual designated heritage assets.
- 6.2 The main strategic policy relating to the historic environment should set out a positive strategy for the conservation and enhancement of the historic environment across the whole of the National Park, including designated and non-designated heritage assets as collectively these assets contribute to the cultural and historic character of the North York Moors.

- 6.3 All other policies should be developed to ensure that future development would not harm the historic environment and also seek high quality standards of design, use of compatible materials in order to maintain the local distinctiveness of the North York Moors.

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