



Metals Recovery Site, South Bank, Redcar

Desk-Based Heritage Assessment

Client: South Tees Development Corporation

Local Planning Authority: Redcar & Cleveland

Planning Reference: TBC

NGR: NZ 5454 2274

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

A planning application is being submitted for 'demolition of existing buildings/ structures and engineering operations associated with ground remediation and preparation of land for development' at the Metals Recovery Site, South Bank, Redcar. Prospect Archaeology Ltd has prepared a desk-based heritage assessment report on behalf of South Tees Development Company to accompany this planning application.

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

There are no designated heritage assets within the search area.

Undesignated heritage assets within the Site include those relating to the South Bank Steelworks, remains of dormitories (later houses) associated with the First World War submarine base at Teesport, and the Second World War Heavy Anti-Aircraft Battery south of Teesport. The military assets have the potential to be of up to Regional Significance. The industrial remains are likely to be of no more than Local Significance.

Monitoring of test pits undertaken for geotechnical investigation has not established the presence of remains of the WWII HAA battery and it would appear that the Site was cleared sometime in the second half of the 20th century. There will be no impact on designated or undesignated heritage assets and no further work is recommended in relation to heritage matters in advance of development.

1.0 Introduction

- 1.1.1 Prospect Archaeology Ltd has been appointed by the South Tees Development Company (STDC) to prepare a heritage assessment to assess the cultural heritage impact of the proposed redevelopment at the former Metals Recovery Site, South Bank, Redcar. A planning application is being submitted for 'demolition of existing buildings/ structures and engineering operations associated with ground remediation and preparation of land for development' at the Metals Recovery Site, South Bank, Redcar. This report considers the known and suspected archaeological remains lying within and adjacent to the proposed development.

2.0 Site Description

- 2.1.1 The site is an irregular parcel of land measuring c.20.4ha of industrial land on the southern back of the Tees Estuary. It is centred on NGR NZ 5454 2274, lying south of the Teesport and PD Ports. It forms part of the wider South Bank site, formerly the site of the Cleveland Steel Works.
- 2.1.2 Most recently the Site has been used for recovery of metals from demolition debris of the Steelworks.

3.0 Geology and Topography

- 3.1.1 Levels and topography across the Site have been heavily affected by its use for stockpiling materials from the iron and steel works that were present here from the mid-19th century onwards. As can be seen from the LiDAR imagery (Figure 2) there are significant spoil heaps and areas of man-made activity that have affected large areas of the Site. It is entirely reclaimed land from the mid-19th century onwards.
- 3.1.2 Underlying geology is Tidal Flat Deposits of sand, silt and clay overlying the Mercia Mudstone bedrock (<http://mapapps.bgs.ac.uk/geologyofbritain3d/>).

4.0 Assessment Methodology and Significance Criteria

4.1 Buried Heritage

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

- information available on a variety of internet sites including, The National Archives (<http://discovery.nationalarchives.gov.uk/>) and the Archaeology Data Service (<http://ads.ahds.ac.uk/>); the Heritage Gateway (www.heritagegateway.org.uk); and data from Pastscape (www.pastscape.org.uk) as well as the National Archives Discovery Catalogue. A full list of sites accessed can be found in the Bibliography section;
- cartographic sources held by the Ordnance Survey and Promap (www.promap.co.uk);
- A site visit was undertaken by Nansi Rosenberg.

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

definition for these classifications:

- International – cultural properties in the World Heritage List, as defined in the operational guidelines for the implementation of the World Heritage Convention;
- National – sites or monuments of sufficient archaeological/historical merit to be designated as Scheduled Ancient Monuments. Other sites or monuments may also be considered of national importance but not appropriate for scheduling due to current use(s) or because they have not yet been fully assessed;
- Regional – sites and monuments of archaeological or historical merit that are well preserved or good examples of regional types or that have an increased value due to their group associations, regional rarity or historical associations.
- Local – sites and monuments of archaeological or historical interest but that are truncated or isolated from their original context and are of limited use in furthering archaeological or historical knowledge.
- Negligible – areas of extremely limited or no archaeological or historic interest. These commonly include areas of major modern disturbance such as quarries, deep basements etc.

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

5.0 Baseline Conditions

- 5.1.1 The assessment of existing conditions has been based on a 'study area' extending 1000m from the boundary of the proposed development. This enables the significance of existing and potential archaeological features to be considered in their local, regional and national contexts.

- 5.1.2 The source of the monuments (Figure 2; Table 1) noted in the following text are from the Redcar & Cleveland Historic Environment Record (HER) and the National Heritage List for England (NHLE) and have the prefixes HER and NHL respectively. Additional information on the historic development of the Site and surrounding area has been collated from historic mapping, online resources, and the personal library of the author. Known and suspected archaeological remains are summarised and discussed in the following sections.

5.2 Designated Heritage Assets

- 5.2.1 There are no designated within the study area.

5.3 Undesignated Heritage Assets

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

- 5.3.1 There are no assets within the study area relating to the pre-Industrial period. The Site itself was a part of the mud flats on the River Tees until reclamation commenced in the 19th century. No further assessment of the pre-Industrial period is made in this report.

Industrial – Modern Periods (1750 – present)

- 5.3.2 The first detailed mapping of the Site, the Ordnance Survey 1st edition map of 1857, shows clearly how the site is entirely within Tees Estuary. The Parliamentary boundary cuts the site but no other

features are shown within the Site. The south-western corner of the Site is the first part reclaimed and the majority of the Site only became dry land in the early 20th century.

Table 1 Undesignated Heritage Assets within 1km of the site

HER no.	Name / description	Date / Period
4360	Eston Grange (Grangetown) Railway Station	19 th century
4782	Grangetown Signal Box	20 th century
5602	Normanby Jetty to South Gare	19 th century
5624	Antonien Works (Phosphate Manure)	19 th century
5632	Spoil Ground	19 th century
5633	Cleveland Steel Works	19 th century
5647	Lackenby Station	19 th century
5649	Brick Field	19 th century
5652	Un-named Spoil Ground	19 th century
5653	Brick Yard	19 th century
5654	Annealed Concrete Works	19 th century
5659	Lackenby Iron Works	19 th century
5908	North East Railway (Darlington Section)	19 th century
6046	Reclamation Wall	19 th century
6049	Beacon	19 th century
6050	Beacon	19 th century
6051	Beacon	19 th century
6052	Beacon	19 th century
6053	Beacon	19 th century
6054	Beacon	19 th century
6055	Beacon	19 th century
6063	Ninth Buoy Back Light (Red)	19 th century
6064	Old Beacon	19 th century
6065	Old beacon	19 th century

5.3.3 Industrial works are present by the mid-19th century in the surrounding landscape, mainly to the south and west. Eston Iron Works (HER 5631) and Tees Tilery (HER 5615) were amongst the earliest and workers housing was provided in Furnace Row (HER 5627). Eston Iron Works was established by Henry Bolckow and John Vaughan in 1851, initially comprising 3 blast furnaces, 54 feet high (Rowe & Green 2007). The partnership already owned an iron and engineering works on the Tees at Middlesbrough, blast furnaces at Witton Park, and they were mining ironstone near Middlesbrough (https://www.gracesguide.co.uk/Bolckow,_Vaughan_and_Co).

5.3.4 Over the course of the following forty years, reclamation of the Tees estuary and the expansion of industrial processing transformed the area. Bernhard Samuelson and John Vaughan built the South Bank Iron Works (HER 5652) within the southern boundary of the Site prior to 1863 when

it was sold to Major Elwon (https://www.gracesguide.co.uk/South_Bank_Co). Elwon, Malcolm & Co had already built the Clay Lane Iron Works (HER 5619) in 1858, and Lackenby Iron Works (HER 5659) was constructed in 1871 (Rowe & Green 2007). The Engineer Magazine recorded that in 1876 Bocklow, Vaughan & Co were close to completing their new Reversing Engines works at the New Cleveland Steel Works (https://www.gracesguide.co.uk/Eston_Steel_Works). The 1895 second edition Ordnance Survey map shows the Cleveland Iron Works (HER 5629) which replaced the earlier, tiny by comparison, Eston Iron Works. Bocklow, Vaughan & Co Ltd acquired the Southbank Steelworks in 1879.

- 5.3.5 By 1895 reclamation to the south was dominated by internal railways taking waste to create spoil grounds (HER 5632 & 5652). The Antonien Works (Phosphate Manure) on the 25" 1895 map (not illustrated) was later shown as 'Basic Slag Works' (HER 5624). Slag from the various ironworks was processed here and at other locations (e.g. Clay Lane Slag Works HER 5618) to be used in the construction of reclamation walls and also for making 'Scoria Blocks' which were used in paving roads and alleyways (Rowe & Green 2007). A Salt Works was located adjacent to the west of the South Bank Iron Works, with associated brine tank and wells to the north.
- 5.3.6 Jetties were constructed through the mud to the west of the Site, extending from the newly reclaimed land to carry rail lines to wharves on the Tees bank. The jetties and wharves had gone by 1915 when reclamation had extended the dry land to its current boundary. Reclamation walls (HERs 5604 and 6046) are shown north and south along the riverbank from Eston and Clay Lane Wharves. 'Dolphins' shown along the riverbank were free-standing structures that could have provided additional mooring or berths for ships or may have been designed to protect moored vessels from accidental damage from ships travelling along the Tees or supported advisory signs such as speed limits.
- 5.3.7 Towards the end of the 19th century, numerous additional brick and tile works were established in the area. North Eastern Brickworks (HER 3632), Imperial Brickworks (HER 3633), and Tees Brick & Tile Works (HER 3634) were all established prior to the end of the 19th century. A further unnamed brick yard was also present north-east of Lackenby Station on the 1895 Ordnance Survey map. In the early years of the 20th century, two further brickworks were added - South Bank (HER 3635) and Branch (Central (HER 3536).
- 5.3.8 Workers' settlements developed in the area, with South Bank (HER 6304) and Grangetown both present by the publication of the 1895 map. These settlements comprised housing, shops, and, increasingly, supporting facilities such as pubs (HERs 6295, 6299, 6301 & 6302), churches (HERs 879, 1253, 5630 & 6298), a police station (HER 6294), a political club (HER 6293), a school (HER 6292), and a working men's institute (HER 6300).
- 5.3.9 In the early 20th century, a concrete works was constructed to the south-east of the Site, associated with the adjacent South Bank Iron Works. Both were also linked by rail to the Eston Sheet & Galvanising Works located on the Tees just outside the north-western corner of the Site. Bocklow, Vaughan & Co Ltd acquired the Clay Lane works in 1900, becoming the largest producers of steel in Great Britain.
- 5.3.10 To the immediate north of the Site, the area that went on to become Teesport was used as a submarine base during the First World War. The following information has been taken from the website <http://www.abandonedcommunities.co.uk/teesport.html> by Stephen Frisk. The base included submarine jetties, torpedo storage bays, workshops, accommodation and a hut for technicians and other staff. It is understood that six E-class submarines were originally stationed there, mainly involved in mine-laying. They were joined, or possibly replaced, by the Tenth Flotilla in 1916, comprising a depot ship, the Lucia, two E-class submarines and six G-class submarines.

The port was accessed via a track which ran through the Site to Grangetown. Some of the buildings also fell within the Site in an area only recently reclaimed.

- 5.3.11 Following decommissioning in 1920 the buildings were converted into a small community by Bolcklow, Vaughan & Co Ltd as a worker's village. Each one of the men's dormitories was converted into a pair of three- or four-bedroom semi-detached houses. There were 38 houses in total and all but two were occupied in 1930. By 1937 there was only one house occupied although some of the houses survived to be photographed in 1947 and some were reoccupied in 1950, perhaps in response to the post-WWII housing shortage.
- 5.3.12 In 1929, Bocklow, Vaughan & Co Ltd were forced into a takeover by Dorman Long as a result of being effectively bankrupt.
- 5.3.13 By 1931 two storage tanks were constructed next to the Riverside Pumping Station and numerous travelling cranes were installed between the foreshore and different parts of the South Bank Iron Works facilities.
- 5.3.14 During the Second World War, the Teesport properties are understood to have been used as accommodation and administrative buildings for the Heavy Anti-Aircraft Gun Battery constructed close to the south, within the Site. An account of life on the battery by Joyce Stott was published by the BBC in 2005. Towards the end of the war when Joyce was stationed there, she recalled that conditions were primitive: they had electricity but the fuse was a 6" nail, flush toilets were only provided for the women, and there was no N.A.A.F.I., just a 'Sally Ann' van that brought tea and buns in the morning. The guns were 3.7s with 4-5" barrels and manual fuse setters so were slow firers but the Radar was more up-to-date being a Canadian-built Mark 3 (Joyce Stott WW2 People's War). Aerial photographs dating to 1953 show the layout of the battery and associated buildings, including the foundations of the Teesport houses. The first two storage tanks of Teesport Oil Depot and the Tees Dock Road had been constructed by this time (<https://britainfromabove.org.uk/image/EAW050692>).
- 5.3.15 The South Bank Steel Works was demolished and the site was later used for Coke Ovens.
- 5.3.16 Between 1955 and 1980, a substantial increase in the number of oil tanks present at Teesport and adjacent to the west a small, unnamed industrial works and, further west again, further storage tanks. Management of the spoil grounds continued with changes to railways and the construction of conveyors. Settling ponds and drains are shown around the sorting area to the southeast of the Site.
- 5.3.17 With the nationalisation of the steel industry in 1967, Dorman Long was absorbed into the newly created British Steel Corporation. Privatisation in 1988 saw the company rebranded as British Steel plc. The last two surviving Bessemer blast furnaces at Teesside Steelworks (HER 1831) were No. 5, constructed in 1937 and closed in 1986, and No. 4, built in 1991 and closed in 1993. Merger with Koninklijke Hoogovens in 1999 saw the works under the ownership of Corus which was then bought by Tata Steel in 2007. Corus closed the Teesside blast furnace in 2009 but it was then bought by Sahaviriya Steel Industries (SSI) in 2011, reopening in 2012, but by 2015 SSI UK had gone into liquidation and the plant finally closed.
- 5.4 Site Visit & Watching Brief during SI Works
- 5.4.1 A site visit was made on 10th June 2020. There are no significant features surviving above ground and the potential for below ground survival was not easy to establish due to the continued use of the Site for metals recovery.

- 5.4.2 Monitoring of SI test pits in July 2020 revealed no evidence for survival of the World War II HAA

battery. Twenty of the twenty-five test pits excavated were monitored by an archaeologist. None of these produced evidence of archaeological remains, and all revealed modern dump deposits with a combined thickness of at least 4.50m. A single piece of formed concrete could have been related to the World War II HAA battery, but this was not *in situ* and its origin could not be established.

6.0 Assessment

6.1 Proposed Development

6.1.1 The proposed engineering works will create a development platform at 8.8m aOD, and will require excavation to a maximum depth of 2.5m from 8.8m aOD. Where existing levels are already below this level, the ground will be raised. Excavation will therefore vary across the site and would be entirely within the modern dump deposits recorded in the SI test pits.

6.2 Designated Assets

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

6.3 Archaeological Potential

6.3.1 The potential for any archaeological remains to survive / be affected by development is considered negligible given the historical development of the Site and the depth of the modern dump deposits.

7.0 Conclusions

7.1.1 The proposed engineering works will have no direct or indirect effect on any designated or undesignated heritage assets. There is negligible potential for as yet unidentified archaeology to be present. No further heritage work is considered necessary in relation to this planning application.

8.0 References

8.1 Cartographic Sources

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

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

Ordnance Survey 1:10,000 1980, 1993

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

Russian mapping 1:10,000 1975

8.2 Digital Sources

<http://www.abandonedcommunities.co.uk/teesport.html>

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

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

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

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

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

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

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

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

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

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

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

www.flickr.com

www.pastscape.org/homepage/

9.0 Figures



Figure 1: Site Location Map (source OS Opendata)

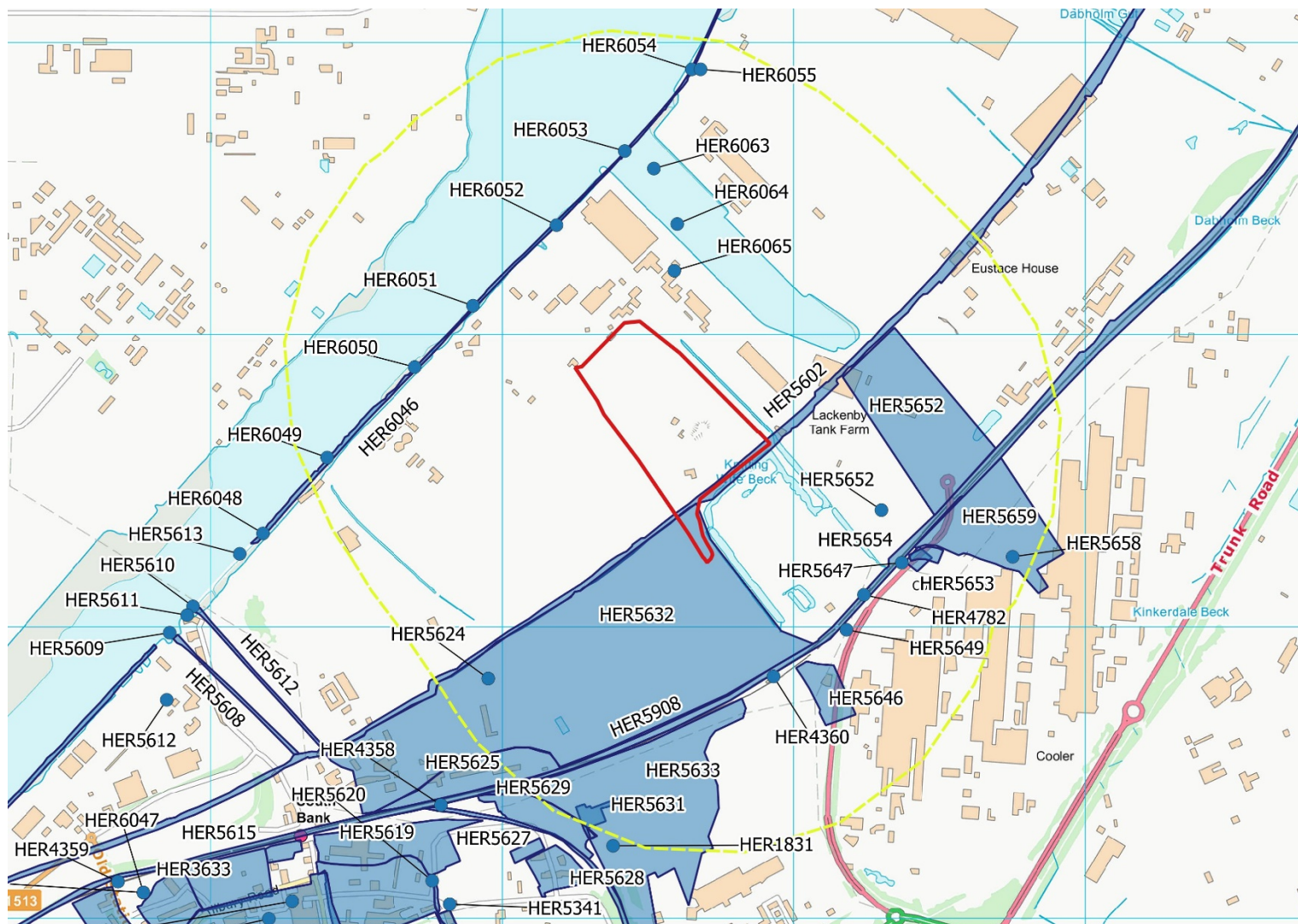
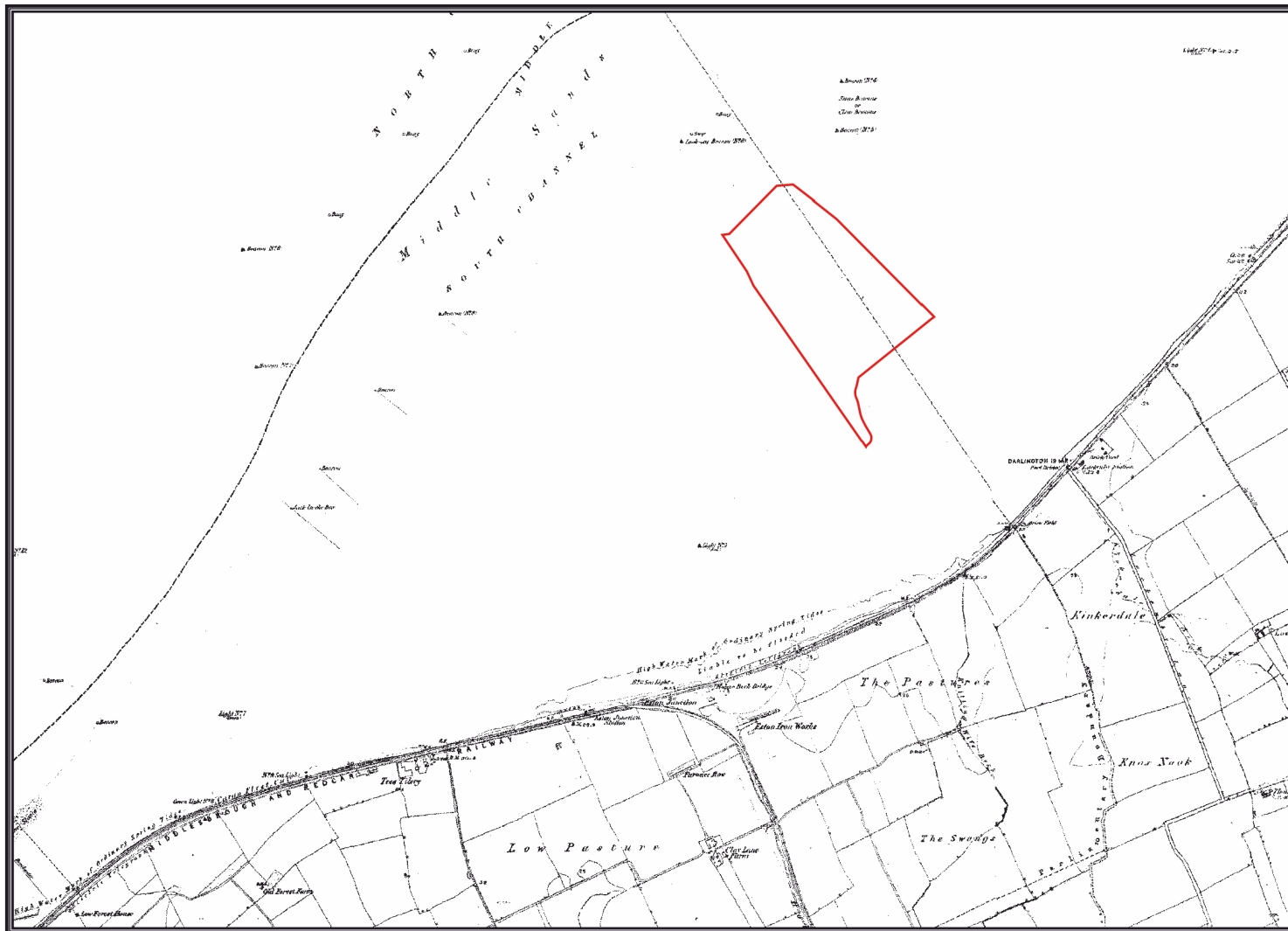


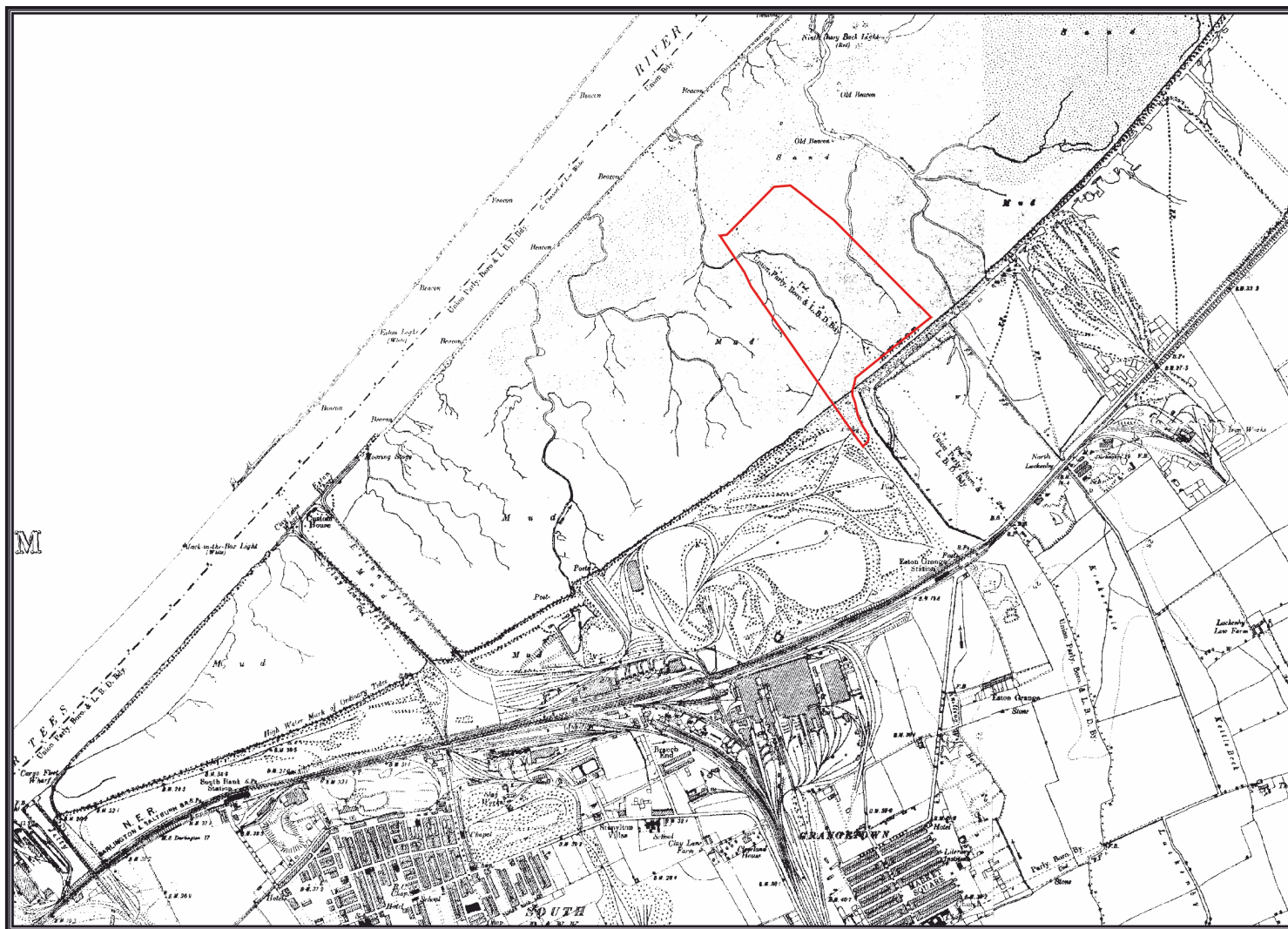
Figure 2: Undesignated heritage assets (Cleveland & Redcar HER)



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OS County Series: YORKSHIRE 1:10,660 1857

Figure 3: Ordnance Survey 1857 1:10.560



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OS County Series: YORKSHIRE 1:10,560 1895

Figure 4: Ordnance Survey 1895 1:10.560



OS County Series: YORKSHIRE 1:10,560 1920



Metals Recovery Site, South Bank, Redcar DBA.docx

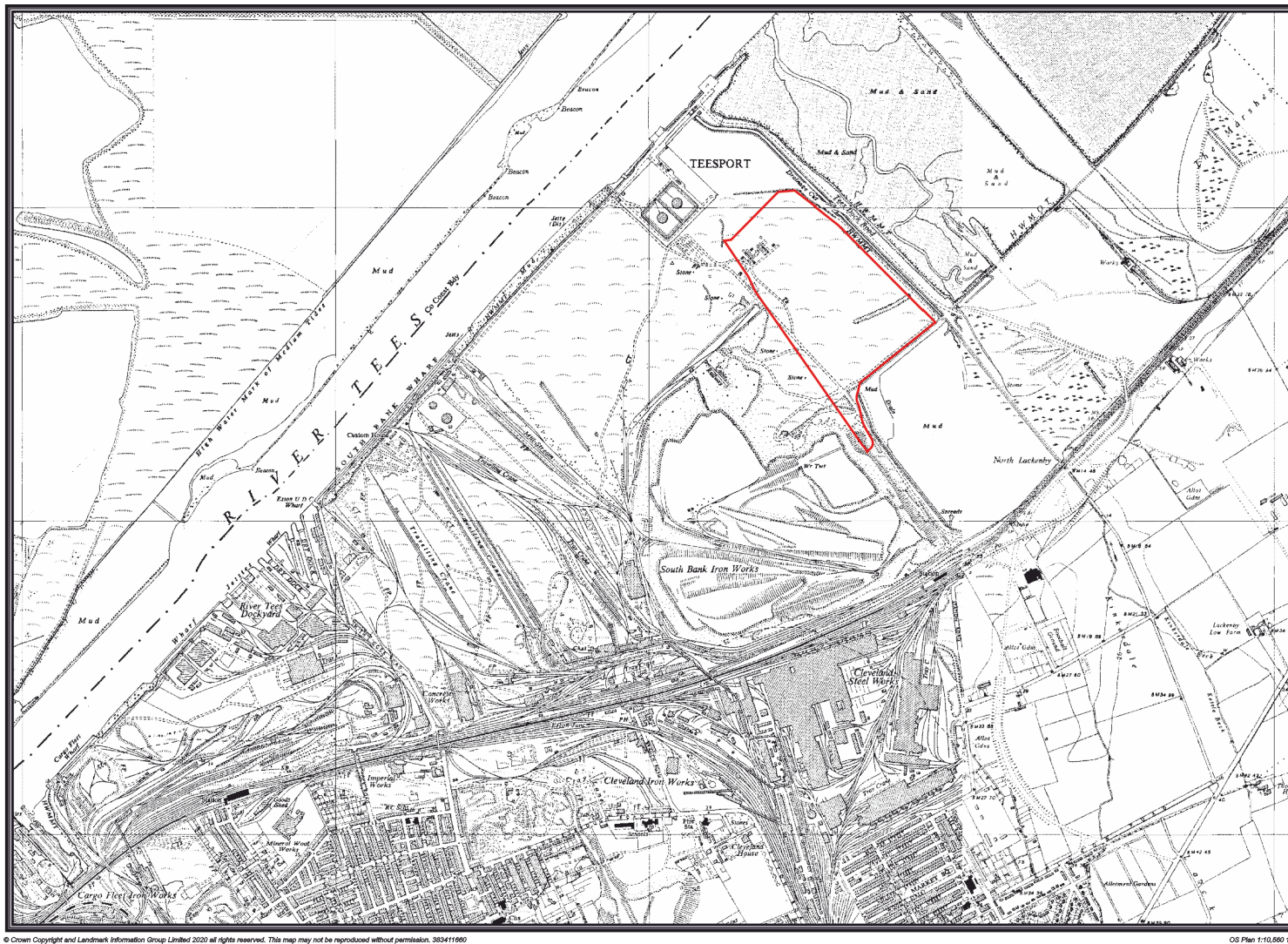


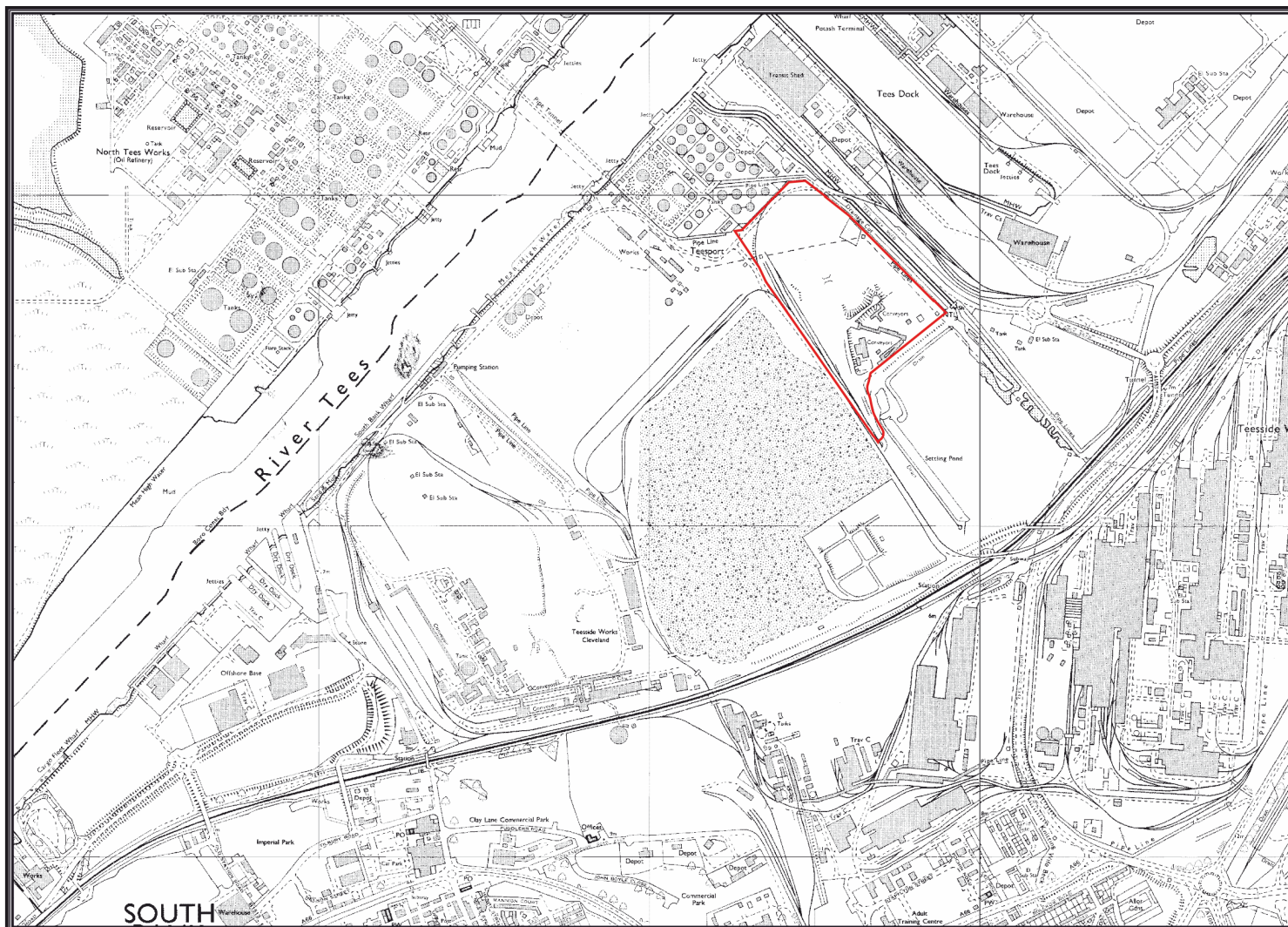
Figure 7: Ordnance Survey 1955 1:10,560



Russian Map: Middlesbrough 1:10,000 1971



OS Plan 1:10,000 1980



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OS Plan 1:10,000 1993

Figure 10: Ordnance Survey 1993





10.0 Plates



Plate 1: The South Bank Blast Furnaces 1926, with the Cleveland Iron Works blast furnaces to the right. (<https://www.gracesguide.co.uk/images/a/a6/1926MbroughBolckow3.jpg>)



Plate 2: Looking west across the northern part of the Site with Teesport in the central right side of the photo and the South Bank Steelworks visible towards the top left. Below the steelworks, the spoil grounds are being added to with melted slag shown pouring downslope from a train. The Riverside Pumping Station is to the right, and the raised railways transporting goods to and from the wharves are visible beyond.

[[EAW051067] The Shell-Mex & BP Ltd Depot, Teesport, from the northeast, 1953 © Historic England]



Plate 3: The HAA battery gun emplacements were still very much evident in the 1950s, although accommodation / admin blocks are less well preserved. The bases of the WWI submarine base and later council housing can be seen immediately below the oil storage tanks.

[[EAW050692] The Teesport Oil Depot and nearby gun emplacements, Teesport, 1953. This image was marked by Aerofilms Ltd for photo editing. © Historic England]



Plate 4: Looking east along the riverside at Teesport, the former location of the WWI submarine base



Plate 5: The Metals Processing area, formerly occupied by the WWII HAA Battery



Plate 6: Aerial view of the Metals Recovery Site, formerly occupied by the WWII HAA Battery and WWI submarine base accommodation

Appendix 1: Legislation and Planning Policy Context

Ancient Monuments and Archaeological Areas Act 1979 (AMAAA)

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

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

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

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

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

This legislative position is directly reflected in the National Planning Policy Framework (NPPF) which states that “Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss...” (NPPF, para 195), and “Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use” (NPPF, para 196).

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

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

Planning (Listed Buildings and Conservation Areas) Act 1990

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

“In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses”.

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

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

The National Planning Policy Framework (NPPF) 2018

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

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

“In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets’ importance and no more than is sufficient to understand the potential impacts of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes or has the potential to include heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation”.

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

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

As a footnote to para 194 the NPPF states that:

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

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

“The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non-

designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset” (para 197);”

In addition, para 187 states that:

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

- a) assess the significance of heritage assets and the contribution they make to their environment; and
- b) predict the likelihood that currently unidentified heritage assets, particularly sites of historic and archaeological interest, will be discovered in the future. This replaces all previous Planning Policy Guidance notes (PPGs) and Planning Policy Statements (PPSs).”

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

Section 12 provides policy on ‘Conserving and enhancing the historic environment’. Planning decisions have to be made from a position of knowledge and understanding with respect to the historic environment. Paragraph 128 states: “In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets’ importance and no more than is sufficient to understand the potential impacts of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes or has the potential to include heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation”.

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

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

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

“The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset” (para 135);

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

National Planning Practice Guidance (2014)

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

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

Non-Statutory Guidance

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

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

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

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

Local Policy Guidance

The Redcar & Cleveland Local Plan (Adopted 2018) contains policies relating to the Historic

Environment. There are no Conservation Areas or Designated Heritage Assets that would be affected by this proposal. Policy HE3 'Archaeological Sites and Monuments' is relevant, however. It states:

Development that would adversely affect archaeological sites or monuments that are designated heritage assets or their settings, or archaeological sites of equivalent significance will only be approved in the most exceptional circumstances and in accordance with this policy and other heritage policies in this plan.

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

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

- a. The harm or loss of significance is necessary to achieve public benefits that outweigh that harm or loss. Harm or loss may be avoided by preservation in situ or refusal: or*
- b. Where in situ preservation is not required, appropriate satisfactory provision is in place for archaeological investigation, recording and reporting to take place before, or where necessary during, development. Where archaeological investigation, recording and reporting has taken place it will be necessary to publish the findings within an agreed timetable.*

Appendix 2: Negative Watching Brief Report, PCA 2020