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1 Historic Environment

1.1 Summary

The historic environment is a finite and non-renewable environmental resource which includes archaeology, buildings, settlements and the wider historic landscape and marine environment.

The main spatial planning issue relating to the Historic Environment in Cornwall is:

Issue HE1 - The Core Strategy should explore ways to provide appropriate protection and enhancement for international, national and local sites of historic importance as well as the wider historic environment.

1.2 Purpose

This is one in a series of papers dealing with a specific theme. Each can be read in isolation or together with other papers to gain a wider understanding of issues facing Cornwall. This paper sets out the evidence base and the policy context for the historic environment and describes how the issues that need to be addressed in relation to the historic environment could be taken forward in the Core Strategy. These papers will form the first stage of the development of options for Core Strategy policy. Other issues papers available in this series include:

- *Housing*
- *Economy*
- *Tourism*
- *Retail & town centres*
- *Education & skills*
- *Social inclusion*
- *Crime & anti-social behaviour*
- *Sport recreation & open space*
- *Health*
- *Transport & accessibility*
- *Energy*
- *Climate change*
- *Soil, air & water quality*
- *Flooding, drought & water consumption*
- *Biodiversity & geodiversity*
- *Landscape & seascape*
- *Design & efficient use of resources*
- *Agriculture & food*
- *Coast & maritime*
- *Minerals*
- *Waste*

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This series of papers is closely linked to the topics of the Sustainability Appraisal (SA) scoping report. The SA scoping report identifies the sustainability objectives, decision making criteria and indicators against which the LDF and other plans in Cornwall should be tested, to examine whether plans are sustainable. The SA scoping report also identifies key messages from national, regional and local plans for the Cornwall LDF, a baseline and sustainability issues for each topic. These Core Strategy issue papers largely build on the SA scoping report and start to examine in greater detail the messages from evidence and research, the opportunities and threats and planning issues that need to be considered in the Core Strategy

1.3 What is the Historic Environment

The historic environment is a finite and non-renewable environmental resource which includes archaeology, individual buildings, settlements and the wider historic landscape and seascape. It gives identity to our villages, towns and countryside and helps define the distinctive character of Cornwall.

The historic environment is defined by English Heritage as '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 or buried, and deliberately planted or managed flora.'

Whilst all topics are interlinked, this Historic Environment paper has particularly strong links to the Landscape and Seascape, Design and Efficient use of Resources and Economy and Regeneration issues papers.

1.4 Historic Environment 'portrait' of Cornwall

The historic environment is essential to the distinctive character of Cornwall; it is a significant contributor to quality of life and provides economic, educational and social benefits, as well as being a source of community pride.

The Cornish landscape is the product of human interaction with its natural resources, shaped over millions of years. Even the remotest areas have been influenced by land use and resource exploitation. Particularly notable are the field systems and settlement patterns, the majority of which date from the medieval period and in the case of Penwith, prehistory. This makes the Cornish landscape pattern one of the oldest in the country and integral to the identity of the county.

Cornwall is also rich in archaeological resources, including late prehistoric/Roman British enclosures, Bronze Age houses, Iron Age cliff castles and stone circles.

Cornwall's maritime history is equally important: the sea has also been exploited by humans and there are numerous wrecks, fishing grounds, submerged landscapes and cables, jetties and bathing pools. Harbours and ports were fundamental elements in the development of the county, enabling Cornish trade and innovation to spread worldwide.

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As a result of its role in pioneering deep, hard rock mining, Cornwall has extensive remains of one of the earliest industrial landscapes in the world – 18,22 hectares of which has been designated as the Cornwall and West Devon Mining Landscape World Heritage Site (WHS.) The mining landscape of Cornwall also extends beyond the boundaries of the WHS and includes not only the mine sites themselves, but ports and harbours, mineral tramways, associated industries such as foundries and gunpowder works, industrial settlements like Pool and Camborne with their associated social infrastructure, plus the great houses and gardens of the mineral lords and entrepreneurs.

Cornwall's geology has produced a wide variety of distinctive building stones and slate and the use of these building materials has underpinned local character and distinctiveness.

The success of the heritage led regeneration schemes across Cornwall have helped raise the growing awareness of the wider economic, community and cultural importance of the historic environment and its significant role in the renaissance of many towns and villages.

While some conservation areas are protected through Article 4 Directions⁽¹⁾, which remove certain permitted development rights⁽²⁾, the special historic and architectural character of many of the Cornish conservation areas are threatened by a lack of planning control.

The non-availability or the higher costs associated with the use of traditional building materials, combined with locally depressed economies resulting in the widespread use of inappropriate materials, finishes and detailing in works undertaken to many private dwellings. The increasing demise of traditional building skills and pressure for standardisation has resulted in a trend towards replacement rather than repair. This in turn is leading to a significant loss of historic character.

The volume of traffic, increase in traffic congestion and the schemes which have been implemented to manage it can have an adverse impact on the historic environment. The importance of historic surfacing, the adverse impact of signs, roundabouts, street markings and other paraphernalia are issues that need to be addressed.

Poor design, planning and management is compromising physical access to parts of the conservation areas. Understanding and enjoyment of the historic environment could be improved with better information, including the use of technology and effective and meaningful community involvement. There is a need to remove social, cultural and economic barriers that discourage involvement, understanding and enjoyment of the historic environment in general and conservation areas in particular.

1.5 What is the role of the Core Strategy?

The Core Strategy can provide planning policies that help deliver enhancement and protect environmental standards for the benefit of local communities. In developing these policies, the Core Strategy needs to take into account all other relevant plans, strategies, policies and programmes as well as involve key stakeholders and the community. In terms of the Historic Environment, the Core Strategy should consider how best to balance the need to deliver economic

1 Legal restriction issued by the Council in circumstances where specific control over development is required, primarily where the character of an area of acknowledged importance would be threatened. They are therefore commonly applied to conservation areas.

2 Certain types of minor changes to property, which can be made without the need to apply for planning permission.

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development, housing growth, traffic management, and the requirements to adapt to climate change with the need to protect the historic environment. The Core Strategy should explore the need for design policies relating to the historic environment. The role of the Core Strategy is:

- To provide a framework to ensure that the need to protect and enhance the historic environment is taken into account in new development

1.6 Relevant policy context

When preparing the Core Strategy, the Council does not start with a blank sheet of paper. There is a whole series of policies at national and regional level which have to be followed and the Core Strategy needs to be prepared within the framework set by national and European legislation and national & regional guidance. This section focuses on the most relevant published legislation, plans & strategies and draws out their key messages for the Core Strategy. The key directives, acts, plans and strategies identified and used are:

International / European

- Unesco World Heritage Convention (1972)
- Unesco Convention on the Protection of the Underwater Cultural Heritage (2001)
- European Convention on the Protection of Archaeological Heritage (1992)

National

- Ancient Monuments and Archaeological Areas Act (1979)
- The National Heritage Act (2002)
- Protection of Wrecks Act (1973)
- Planning (Listed Buildings and Conservation Areas) Act (1990)
- Planning and Compulsory Purchase Act (2004)
- Planning Policy Statement 1: Delivering Sustainable Development
- Planning Policy Statement 5: Planning for the Historic Environment (2010) & Historic Environment Planning Practice Guide (2010)
- English Heritage (1999) The Heritage Dividend
- DCMS, DETR, English Heritage (2001) The Historic Environment: A Force for our Future
- English Heritage: Making the past part of our future (2005-10)
- English Heritage (2008) Conservation Principles, Policies and guidance for the sustainable management of the historic environment
- English Heritage (2008) Heritage at Risk

Regional

- Just Connect – An Integrated Regional Strategy for the South West 2004 – 2026
- In Search of Chunky Dunsters – A Cultural Strategy for the South West
- Regional Economic Strategy for the South West of England 2003 – 2012
- A Strategy for the Historic Environment in the South West EH 2004
- Our Environment: Our Future – the Regional Strategy for the South West (2005)
- The Archaeology of South West England, SWARF (2008)

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Local

- Cornwall and West Devon Mining Landscape WHS Management Plan (2006)
- Cornwall and Scilly Urban Surveys (CCC, EH 2002-05)
- Historic Landscape Characterisation (CCC, 1994)
- Historic Seascapes Characterisation (CCC, 2008)
- The Past in Cornwall's Future (CCC, 2003)

1.7 Relevant evidence and research

Cornwall has a great wealth of historic areas, buildings and features which include:

The largest number of statutorily protected Heritage Assets in a Unitary Council area:

- 12,490 Listed Buildings
- 1,872 Scheduled Monuments
- 36 Registered Parks and Gardens (3720 ha)
- 2 Registered Battle Fields (115 ha)
- Cornish Mining World Heritage Site 18,222 ha; 5.5% of Cornwall
- 145 Conservation Areas covering 4070ha and a number of proposed Conservation Areas

Cornwall has a gross domestic product of £1.12 million per scheduled monument and £0.32 million per listed building. This is the lowest in the south west indicating it to be the county with the greatest need for support for preservation and management⁽³⁾.

The largest number of statutorily protected Heritage Assets in the ownership and or care of a local authority:

- Nearly 50 Scheduled Monuments including 5 major prehistoric hill forts (Lescudjack, Warbstow, Castle Canyke, Carn Brea, Trevelgue) the whole of Pendennis headland, and many engine houses and mine sites such as Geevor Mine.
- Nearly 1000 Listed Buildings: 56 engine houses of which 39 are listed, Geevor Mine, King Edward Mine and Robinson's Shaft; 710 historic milestones (358 listed), 673 historic bridges (308 listed) and 2848 historic direction posts (125 listed); 54 listed drinking troughs; 10 listed libraries; 23 listed schools; c.7,500 historic footpath stiles in the Public Rights of Way network of which 84 are listed and 38 listed footbridges.
- 2 Registered Parks and Gardens (Mt Edgcumbe, Falmouth General Cemetery)

A substantial number of large heritage projects worth £75m over the last 10 years:

³ A Strategy for the Environment in the South West (EH)

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- 12 historic towns have had heritage led regeneration schemes - HERS⁽⁴⁾ and THI⁽⁵⁾ worth £13.4m. For every £1 invested by local authorities £8 has been secured from outside.
- 43 other heritage projects throughout Cornwall worth £60m. For every £1 invested by local authorities £50 has been secured from outside.
- Cornwall has secured a disproportionately high amount of Heritage Lottery money compared to the rest of the South West.
- English Heritage spends nearly £1m per year in Cornwall.

Scheduled Monuments at Risk:

Of Cornwall's 1,338 Scheduled Monuments, 459 (34.3%) are at low risk, 635 (47.5%) are at medium risk and 244 (18.2%) are at high risk. Therefore 879 (65.7%) are considered at risk, with half currently in good condition and half showing serious problems. The greatest risk currently comes from the growth of scrub or bracken, followed by arable ploughing⁽⁶⁾.

The World Heritage Status gives recognition to Cornish mining's excellence as a world class cultural and heritage site and recognises the international importance of the historic landscapes and buildings linked to Cornwall's important role in technological innovation and scientific research. WHS has a major role to play in increasing tourism and enabling regeneration initiatives.

5.5% of Cornwall is covered by the Cornwall and West Devon Mining Landscape World Heritage Site (18,222ha) which includes the following areas:

- St. Just mining district (2672 ha)
- Port of Hayle (207 ha)
- Tregonning and Gwinear mining district with Trewavas (4483 ha)
- Gwennap mining district, with Devoran, Kennall Vale and Perran Foundry (3045 ha)
- St Agnes mining district (1225 ha)
- Luxulyan Valley and Charlestown (274 ha)
- Caradon Mining District
- Tamar Valley Mining District (with Tavistock)

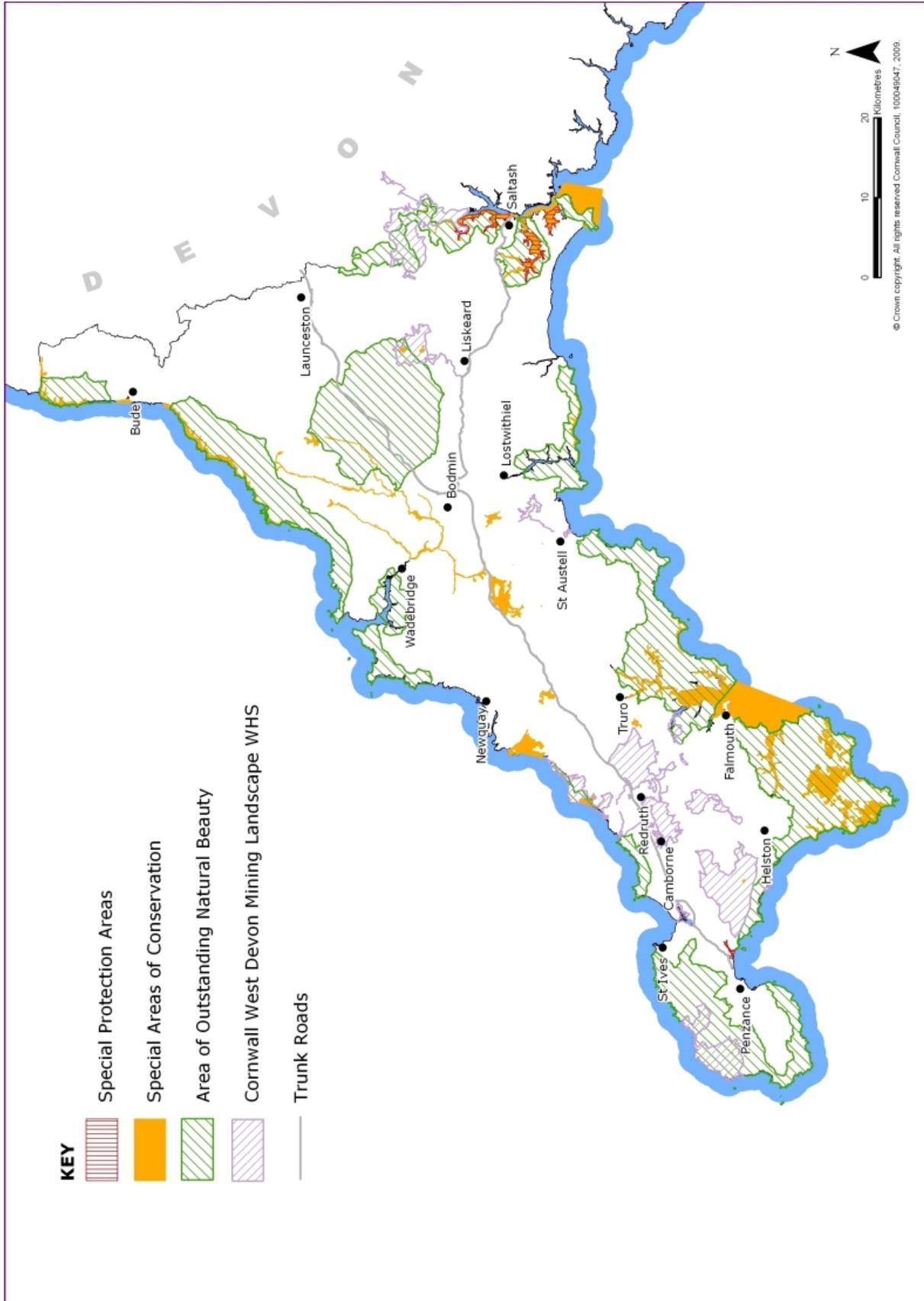
4 Heritage Economic Regeneration

5 Township Heritage Initiative

6 'Scheduled Monuments at Risk, Cornwall' Historic Environment Service (2007)

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Historic Environment Map



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There is a growing Cornish Mining Attractions Marketing Association involving 18 heritage sites as well as an annual cultural programme and education strategy. Over £50m worth of conservation, regeneration and interpretative projects related to Cornwall's mining heritage have been carried out over the last 10 years.

The National Trust owns over 9,300 hectares of land in Cornwall (including historic houses, mining areas, coastline and woodlands) which they protect and open to the public. They are dedicated to their aims of conservation, heritage and learning.

1.8 Emerging Evidence and Policy

The gathering of evidence is an iterative process and must be continued throughout the preparation of the Core Strategy. Additional evidence should be considered right up to the 'submission' stage in the process. Listed below are the known emerging relevant guidance & studies, which will be taken into account if available before the submission of the Core Strategy:

- The Heritage Protection Bill (draft 2008) was intended to enact approximately two thirds of the changes set out in the Heritage White Paper⁽⁷⁾. The aims of the heritage protection reform programme are to achieve:
 - A modernised approach to all of the historic environment
 - A better designation process and wider participation
 - Better management and decision making
 - Local participation and management

However the bill has been dropped from the parliamentary programme and it is currently unclear as to whether it will be reintroduced.

Other emerging documents:

- A new World Heritage Guidance Note (2009) that will determine how World Heritage Sites should be dealt with in the planning system.
- The Marine and Coastal Access Act (2009) will bring new responsibilities for the Historic Environment within UK waters.
- The Cornwall Area of Outstanding Natural Beauty Management Plan is currently under review: the plan has specific policies for the historic environment.
- Shoreline Management Plan 2 – Cornwall's first SMPs were completed in 1998 and are now up for review. The historic environment is being fully integrated into the new plan.
- Green Paper for Culture, Cornwall Council (2010) - working towards a five year culture programme for Cornwall, inviting comment from funding partners, the cultural sector (organisations and individuals), businesses and the wider community.

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1.9 Gaps in Evidence

- The need to assess the effects of sea level rise in coastal and marine heritage assets (such as historic harbours, piers and quays, coastal historic buildings, marine historic environment)
- The need to understand more fully other possible climate change impacts, such as heavier rainfall and/or frequent storms, on the historic environment
- The Heritage Protection Bill will introduce the requirement for local authorities to compile Local Lists of significant heritage assets
- Historic Seascapes Characterisation⁽⁸⁾ should be carried out.

1.10 Key Messages from the Evidence Review

A number of key messages and issues were drawn out from the evidence review. The table below identifies the messages deemed most relevant and the source documents.

Table 1.1

Message	Relevant Document(s)
Planning has a central role to play in conserving our heritage assets and utilising the historic environment in creating sustainable places. It should conserve England's heritage assets in a manner appropriate to their significance.	<p>PPS1</p> <p>PPS5</p> <p>WHS Management Plan</p> <p>EH Conservation Principles</p> <p>Building in Context</p>
The Historic Environment provides economic benefits, through tourism, regeneration, recreation etc and these should be harnessed through planning; the objective of planning processes should be to reconcile the need for economic growth with the need to protect the natural and historic environment, recognising that intelligently managed change may be necessary if heritage assets are to be maintained for the long term.	<p>The Heritage Dividend</p> <p>The Role of Historic Buildings in Urban Regeneration</p> <p>A Strategy for the Historic Environment in the SW (EH2004)</p> <p>PPS5</p> <p>Regional Economic Strategy for the SW;</p> <p>WHS Management Plan 2006</p> <p>Heritage Works. EH Conservation Principles,</p>

8 EH's preferred HSC methodology was devised by Cornwall County Council but has not yet been applied to the County. See www.english-heritage.org.uk

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	Building in Context.
The Historic Environment can provide social and cultural benefits and planning should aim to increase access to and encourage participation in cultural activities, contributing to our knowledge of the past.	PPS5 EH Conservation Principles Building in Context WHS Management Plan
Local Authorities should identify what is special about the historic environment, assess its capacity for change and the nature of any risks and be able to use this information to assess the impact of new development on the historic environment.	PPS5 Heritage at Risk(2008)
Local development frameworks should set out a positive proactive strategy for the conservation and enjoyment of the historic environment in their area, taking into account the variations in type and distribution of heritage asset as well as the contribution made by the historic environment (in terms of character and sense of place, potential as a catalyst for regeneration or to inspire high quality design, reuse of existing materials and sustainable land use patterns.)	PPS5
Traffic, the provision of transport infrastructure and increase in traffic movement can have a particularly severe impact on the historic environment. Local highway and planning authorities should therefore integrate their activities and should take great care to avoid or minimise impacts on the various elements of the historic environment and their settings.	Streets for All (EH)
Archaeology plays an essential role in informing and widening our understanding of the historic environment; appropriate management is essential to ensure the retention of archaeological remains in good condition by preservation in situ.	CC Heritage Assets policies

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1.11 SWOT Analysis

Table 1.2

Strengths:	Weaknesses:
<ul style="list-style-type: none"> • World Heritage Status for Devon and Cornwall Mining Landscape • Large number of heritage assets already have statutory protection • Substantial number of heritage projects, with significant amount of inward investment • Tourist industry provides impetus for protection of historic environment which is part of the tourist draw • Rich and varied historic environment, recognised and valued as a key social, economic and cultural asset • Extensive and intensive databases with the Cornwall Historic Environment Record including all urban, rural and maritime heritage, linked via GIS and backed up by aerial photographs 	<ul style="list-style-type: none"> • GDP per Scheduled Monument is lowest in South West although the county has the highest density of designated heritage assets • Many conservation areas do not have adequate protection (e.g. through specific Article 4 directions.) Lack of Conservation Area Management Plans in some areas. • Lack of seascape characterisation • Incomplete protection for all aspects of WHS Outstanding Universal Value • Designation of scheduled monuments is incomplete; many important sites are unprotected • Limited skills in traditional construction and conservation project management within the construction industry
Opportunities:	Threats:
<ul style="list-style-type: none"> • Update local listings • Bid for more funding for heritage led regeneration • Encourage training in traditional conservation and management skills • Promote education and outreach to increase intellectual and physical access to the historic environment • Map sources of traditional materials and encourage their use • Ensure joint working between services and integrated historic environment policies through new unitary authority • Maintain an updated buildings/assets at risk register 	<ul style="list-style-type: none"> • Increase in traffic volume and congestion leading to increasing number of traffic management schemes which are harmful to the Historic Environment • Pressure for provision of housing and employment at any cost could prejudice the character of the historic environment. • Potential loss of buildings and monuments at risk • Economic downturn could threaten buildings at risk and discourage use of traditional materials/skills • Changes in farming practices and land use may adversely affect the archaeological resource and active use of traditional farm buildings

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1.12 Climate Change Considerations

Many historic buildings, sites and landscapes have already experienced and survived significant climatic changes in the past and may demonstrate considerable resilience in the face of future climate change. However, many more historic assets are potentially at risk from the direct impacts of climate change. Equally, the significance and integrity of important historic assets can be threatened by poorly designed adaptation and mitigation responses.

The main pressures on the historic environment from climate change are:

- Rising sea levels and a possible increase in storminess that endangers historic landscapes, harbours, structures, buildings and archaeology in the coastal zone
- Increased extremes of wetting and drying, that heighten the risk of ground subsidence and accelerated decay of stonework, thus posing a threat to many historic buildings
- More frequent intense rainfall, that causes increased erosion of archaeological sites and damaging flooding in historic settlements, the latter making historic buildings difficult to insure
- Changes in hydrology that put buried archaeological remains, including well-preserved wetland archaeology, at risk
- Changes in vegetation patterns that threaten the visibility and integrity of archaeological remains and historic landscapes
- A warming climate that makes some historic parklands and designated landscapes difficult to conserve
- Changes in the distribution of pests that threatens the integrity of historic buildings, collections and designed landscapes
- Possible increases in the frequency or geographical range of extreme weather that could pose an increased risk of damage to some historic landscapes and buildings
- Some adaptive responses to climate change may themselves have an impact on the historic environment. For example 'Hard' coastal defence is seen as untenable on much of the undeveloped coast and has led to a new emphasis on selective managed realignment and 'soft' defences (such as salt marsh), posing a possible risk to archaeology, buildings and landscapes
- New flood defences, particularly in historic towns, can cause major archaeological damage along historic waterfronts and may impair the character of historic quaysides and waterside buildings and gardens
- The design integrity of some historic buildings and landscapes could be damaged by the need to provide new and more effective rainwater disposal or storage systems or flood protection features

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- Alteration of agricultural and forestry practices, resulting from changes in crop, stock or species viability, could pose a risk to buried archaeological sites, traditional farm buildings and historic landscape

Climate change is further explored in a separate issues paper in this series, as well as in the Sustainability Appraisal Scoping Report (visit www.cornwall.gov.uk). The scoping report sets out a series of sustainability objectives against which the Core Strategy and other parts of the LDF will be assessed, to gauge how far they will promote sustainable development. The relevant objective for Historic Environment states:

To protect and enhance the quality and local distinctiveness of the historic environment, reinforcing and celebrating the distinctive character and culture of Cornwall.

1.13 Main Spatial Planning Issues

Taking into account the key messages from the current evidence available, a spatial planning issue is identified below.

Issue HE 1

The Core Strategy should explore ways to provide appropriate protection and enhancement for international, national and local sites of historic importance as well as the wider historic environment.

This issue will work towards achieving the following long term objectives for Cornwall as set out in the Sustainable Community Strategy - 'Future Cornwall':

- To improve our communities through quality building, using housing development to meet local need and drive the regeneration and sustainability of communities, promoting smaller settlements to be centres of employment and services and set an example in design for sustainable living
- To make the most of our environment, reduce greenhouse gas emissions and invest in and promote sustainable use of natural resources

This paper summarises the evidence on historic environment brought together to inform the Cornwall Core Strategy. However, it will be added to and kept up-to-date as other relevant evidence becomes available. In updating these papers all previous versions will be archived to ensure it is clear what evidence was available at each stage.

1.14 Appendix A

Appendix A

Consultation to date:

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The Issues papers were first published for stakeholder consultation in September 2009. The papers were amended to take into account consultee responses and were then circulated to Planning Policy Advisory Panel members in November 2009. They were also given to all members at a series of three area based consultation events in March 2010.

Revisions to Issues Papers:

In writing the draft Issues and Options report in March 2010 it was clear that it was necessary to revise the issues identified in some of the topic based issues papers. Some issues were requirements under other legislation or procedural matters, and therefore options could not be set against them (e.g. *The Core Strategy should work with other plans and programmes...*) Others were in fact options and needed to be set as options under an overarching issue (e.g. *The Core Strategy has a role in supporting the growth and sustainability of the micro and small business economy*). There was also some repetition between different topics and these issues could be amalgamated.

Criteria for Changes:

The issues have been rationalised against the following criteria:

- Is this a Spatial Planning Issue?
- Is the issue covered by other legislation?
- Can options be generated against each issue?
- Is this an issue and not an option?
- Is the issue rooted in evidence?
- Is there potential to amalgamate issues?

Issues in Consultation Version:

Issue HE1: The Core Strategy should explore ways to provide appropriate protection and enhancement for international, national and local sites of historic importance as well as the wider historic environment.

Issue HE2: The Core Strategy should consider how best to balance the need for economic development, housing growth, traffic management, and the requirement to adapt to climate change with the need to protect the historic environment.

Issue HE3: The Core strategy should explore the need for design policies relating to the historic environment.

Revised Issues:

Issue HE1: The Core Strategy should explore ways to provide appropriate protection and enhancement for international, national and local sites of historic importance as well as the wider historic environment.