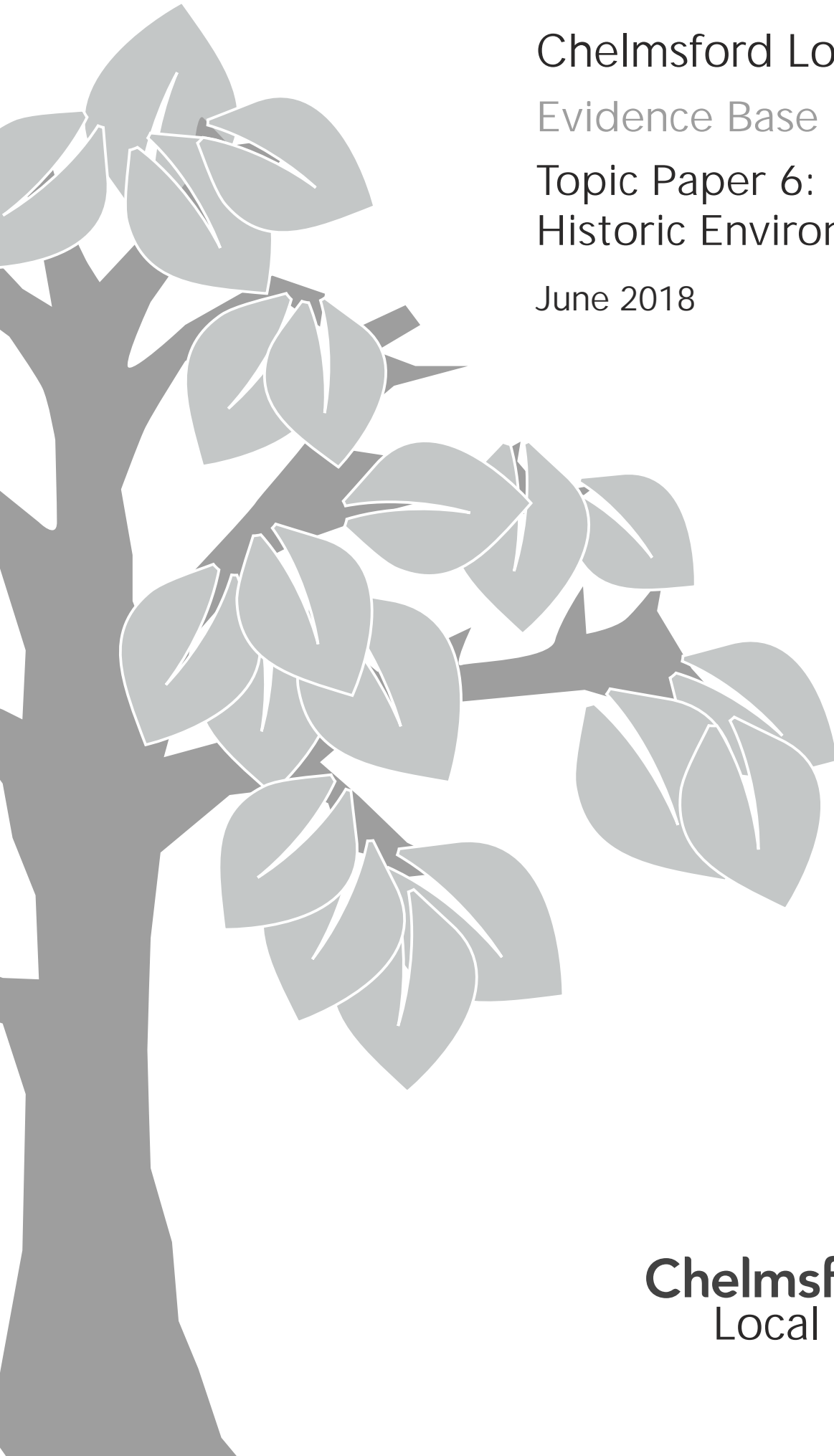


Chelmsford Local Plan
Evidence Base Document
Topic Paper 6:
Historic Environment
June 2018



1. Purpose

- 1.1 This Topic Paper is one of a number produced by Chelmsford City Council to set out how it has developed the new Local Plan. This paper covers heritage and how the Local Plan will ensure the protection and enhancement of the historic environment.
- 1.2 The Topic Paper provides background information and provides context of how the Local Plan has been formulated. It should be read alongside other Topic Papers in the series (listed at Appendix 1).
- 1.3 The main issues covered by this Topic Paper are:
- Definition of heritage assets
 - National planning policies covering heritage issues
 - Evidence on the historic environment
 - How the Local Plan will ensure that the historic environment is protected and enhanced.
- 1.4 Over the coming years Chelmsford is forecast to be the major growth location for jobs and homes in Essex. A key component of the Plan is therefore to balance the benefits of development against its possible impacts. These principles are set out in the Local Plan's Strategic Priorities, Vision and Spatial Principles which in turn have closely informed the Plan's Spatial Strategy.

2. Types of heritage asset and historic environment

- 2.1 **Historic environment** – all aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora.

Designated heritage asset – a building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. These include designated heritage assets and assets identified by the local planning authority (including local listing).

Non-designated heritage asset – includes buildings and landmarks which although not listed, are deemed to be of local historical significance and/or heritage value.

Setting – the surroundings in which a designated or non-designated heritage asset is experienced, including its own land or the wider street scene.

Conservation area – a defined area of special architectural and historic interest covering buildings, trees, public realm and historical association.

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

Landscape character – specifically including historic land use, settlement, field systems, valued historic features, and sensitivity to change.

Archaeological interest – an asset which holds, or potentially may hold, evidence of past human activity worthy of expert investigation at some point. Heritage assets with archaeological interest are the primary source of evidence about the substance and evolution of places, and of the people and cultures that made them.

- 2.2 In Chelmsford's administrative area, there are 1006 listed buildings, 6 Registered Parks and Gardens, 19 Scheduled Monuments, 25 Conservation Areas, more than 500 non-designated heritage assets, and well over 3,000 records of archaeological finds listed in the Essex Historic Environment Record.

3. National Policy Context

- 3.1 All policies in the Local Plan must be positively prepared, justified, effective and consistent with national policy. The National Planning Policy Framework (NPPF) sets out the overarching planning policy framework, supported by the National Planning Practice Guidance (PPG).
- 3.2 Of specific relevance to this topic paper are the following paragraphs of the NPPF:
- 3.3 Paragraph 126 requires local planning authorities to sets out a positive strategy in their Local Plan for the conservation and enjoyment of the historic environment, including heritage assets. This should take into account:
- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
 - the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;
 - the desirability of new development making a positive contribution to local character and distinctiveness; and
 - opportunities to draw on the contribution made by the historic environment to the character of a place.
- 3.4 Paragraph 129 requires local planning authorities to identify and assess the particular significance of any heritage asset that may be affected by a proposal, taking account of the available evidence and any necessary expertise, and to use this to identify any impacts of proposals.
- 3.5 Paragraph 132 notes that substantial loss or harm to a grade II listed building, park or garden should be exceptional, and even more so for those of higher significance. Similar guidance applies to non-designated heritage

assets (paragraph 135), and conservation areas (paragraphs 137 and 138).

- 3.6 Paragraph 169 requires that local planning authorities should have up-to-date evidence about the historic environment, which they use to assess the significance of heritage assets and the contribution they make to their environment. Historic landscape character is addressed in Paragraph 170, with a need for landscape sensitivity assessments in areas where major development is proposed.
- 3.7 Planning Practice Guidance published alongside the NPPF clarifies these issues and provides more detail on their implementation.

4. Local Plan Evidence Base

- 4.1 In accordance with the requirements of the NPPF, policies and their requirements should be based on up to date evidence. A full list of evidence base documents used to support the Local Plan can be found at www.chelmsford.gov.uk/new-local-plan
- 4.2 The following documents are of particular relevance to heritage/historic environment requirements of the Plan:
- Conservation Area Plans and Character Appraisals – Chelmsford City Council, various dates 2003 to 2013
 - Braintree, Brentwood, Chelmsford, Maldon and Uttlesford Landscape Character Assessment - Chris Blandford Associates, September 2006 (EB 099)
 - Register of Buildings of Local Value – Chelmsford City Council, January 2009
 - Living Landscape, A Vision for the Future of Essex – Essex Wildlife Trust, February 2009 (EB 112)
 - New Hall and Boreham House, Assessment of Setting of Listed Buildings - Beacon Planning, September 2009 (EB 110)
 - Historic Environment Characterisation – Essex County Council Historic Environment Branch, 2006 (EB 109)
 - Landscape Design and Management Plan, New Hall Registered Park and Garden – Chelmsford City Council, August 2012 (EB 111)
 - Issues and Options Sustainability Appraisal - Amec Foster Wheeler, November 2015 (EB 003)
 - Archaeological Impact Assessment – Place Services, February 2017 (EB 085)
 - Landscape Capacity and Sensitivity Assessment – Amec Foster Wheeler, March 2017 (EB 100)
 - Heritage Assessments Technical Note – Chelmsford City Council, March 2017 (EB 108 A)
 - Preferred Options Sustainability Appraisal - Amec Foster Wheeler, March 2017 (EB 006)
 - West End Vision – Chelmsford City Council, July 2017 (EB 081)
 - Chelmsford Green Infrastructure Strategic Plan 2018-2036 – Amec Foster

- Wheeler, January 2018 (EB 021 A)
- Pre-Submission Sustainability Appraisal - Amec Foster Wheeler, January 2018 (SD 004, SD 005)
- Heritage Assessments Technical Note Addendum – Chelmsford City Council, May 2018 (EB 108 B)
- Regulation 22 Consultation Statement – Chelmsford City Council, May 2018 (SD 009)
- The National Heritage List for England – Historic England (<https://historicengland.org.uk/listing/>)
- Essex Historic Environment Record – Essex County Council (http://unlockingessex.essexcc.gov.uk/uep/custom_pages/home_page.asp?)

5. Local Plan Approach

- 5.1 The Pre-Submission Local Plan sets out priorities and a vision for the historic environment, and specific policies to help it to achieve this.
- 5.2 Throughout the Plan there are numerous requirements which collectively seek to protect and enhance the historic environment. The table below sets out the key policies relating to the historic environment.

Strategic Priority	Relevance to heritage & historic environment
7 – Protecting and enhancing the natural and Historic Environment, the Green Belt and valued landscapes	Highlights the importance of Chelmsford's historic environment, its contribution to local distinctiveness, and the need for the Plan to balance the need for growth with its protection and enhancement
Vision	Relevance to heritage & historic environment
The long term vision for growth in Chelmsford to 2036 and beyond	<p>The Vision includes: 'improving the built, natural and historic environment'.</p> <p>The related aims include:</p> <ul style="list-style-type: none"> • Deliver developments that respect the character and local distinctiveness of the area and that are well designed • Protect and enhance the rich and diverse natural, built and historic environment
Strategic Policies	Relevance to heritage & historic environment
S1 – Spatial Principles	Includes a Spatial Principle to protect and enhance the character of valued landscapes, heritage and biodiversity
S5 – Conserving and enhancing the historic environment	Seeks to protect and enhance designated and undesignated heritage assets, encourage the reuse of heritage assets for new uses, and protection of buildings, gardens of interest, and archaeological sites
S6 – Conserving and enhancing the natural environment	Considers protection and enhancement of historic landscapes as part of a multifunctional network of green infrastructure

Site Policies	Relevance to heritage & historic environment
All site policies	All site policies set out the historic assets on each site (where relevant) with requirements to preserve and where appropriate enhance those assets – e.g. design, layout, retention of buildings
Other Policies	Relevance to heritage & historic environment
HE1 – Designated heritage assets	Sets out detailed policy for weighing the impact of development proposals on designated assets, the types of proposals for listed buildings which will be supported, development in Conservation Areas, and proposals affecting other designated assets
HE2 – Non-designated heritage assets	How proposals need to demonstrate any harm of development and related mitigation to non-designated heritage assets
HE3 – Archaeology	Requires the assessment of sites of archaeological interest prior to development, and for recording and preserving the findings
NE2 – Trees, woodland and landscape features	Measures to consider the impact and mitigation of any effects on trees in ancient woodlands, Conservation Areas, or individual aged or veteran trees
MP1 – High quality design	Emphasises the importance of development design being compatible with local character and history
MP2 – Design and place shaping principles in major developments	Includes principles for development to respect the historic environment, respond positively to local character, and retain landscape features
MP6 – Tall buildings	Sets out how tall buildings in the City Centre will be supported including their impact on longer-range views, historic features and environment

5.3 In addition, heritage designations are shown on the Policies Map for Conservation Areas, Scheduled Monuments, and Registered Parks and Gardens.

6. Key considerations used to inform the Pre-Submission Local Plan

6.1 The main issues raised in the consultation responses to the Preferred Options Consultation Document are summarised in the Regulation 22 Consultation Statement, published in May 2018 to accompany Submission of the Local Plan.

6.2 The Regulation 22 Consultation Statement summarises comments made to each of the three consultation stages for the Local Plan:

- Issues and Options – 19 November 2015 to 21 January 2016
- Preferred Options – 30 March 2017 to 11 May 2017
- Pre-Submission – 31 January 2018 to 14 March 2018

6.3 The following main comments from key bodies, made at the different stages, have been taken into account in refining the policy approach to the historic environment:

Consultee	Issues & Options	Preferred Options	Pre-Submission
Historic England	<p>Ensure that new infrastructure conserves the historic environment</p> <p>Support for strong policy commitment to heritage matters</p> <p>All options may impact on heritage assets but West Chelmsford less constrained, green buffer will help mitigate at Boreham</p>	<p>Heritage assets should be shown on Policies Maps</p> <p>Continued support for protection of historic environment</p> <p>Specific comments to include additional references to historic environment in some site policies</p> <p>Include non-designated archaeological assets</p>	<p>Include reference to National Heritage at Risk Register (including West End Conservation Area)</p> <p>Additional references to Registered Parks & Gardens</p> <p>Improved wording to consider, conserve or where possible enhance the settings of listed buildings and conservation areas</p> <p>Would like more information on the cumulative impacts of permitted and proposed development around New Hall</p> <p>Separate heritage policies are welcomed</p> <p>Encourage use of buffers around and landscape setting of heritage assets; consider layout, form and scale in relation to topography</p>
Essex County Council	<p>Ensure that heritage evidence is up to date, backed by a list of heritage assets</p>	<p>Update wording to include heritage designations and Scheduled Monuments</p>	

		Ensure policies are aligned to the NPPF	
Chelmsford Civic Society	Seeks continued engagement in Council initiatives on heritage issues		Policy and vision should include stronger references to heritage

7. Supplementary evidence

- 7.1 At the close of consultation, the City Council undertook further engagement with Historic England, following which an Addendum (May 2018) (EB 108B) was agreed to the Heritage Assessments Technical Note March 2017.
- 7.2 This specifically relates to concerns raised by Historic England about the potential cumulative impacts on the setting of New Hall. Now an independent day and boarding school, New Hall was developed from its 11th Century origins into a mansion with a deer park by Henry VIII in 1516. There are 16th and 17th Century remains, and is grade I listed. The landscape setting is designated in the Historic Register of Parks and Gardens.
- 7.3 The note assesses the impacts of current development at Beaulieu Park, and future proposals, and concludes there would be no significant impact on the setting of New Hall or its Registered Park and Garden.
- 7.4 The historic environment is a key objective of the Sustainability Appraisal (SA). The Council has prepared a Schedule of Suggested Additional Changes (SD 002) as part of its Submission documents, and these have been assessed as part of the sustainability process to determine their significance in SA terms. The findings are set out in a Sustainability Appraisal Report: Addendum (May 2018) (SD 005), which concludes that no significant adverse effects have been identified through the changes, and that in many cases positive effects have been enhanced.
- 7.5 The SA process is the subject of a separate Topic Paper – Topic Paper 4: Sustainability Appraisal/ Strategic Environmental Assessment and Habitats Regulations Assessment (TP 004).

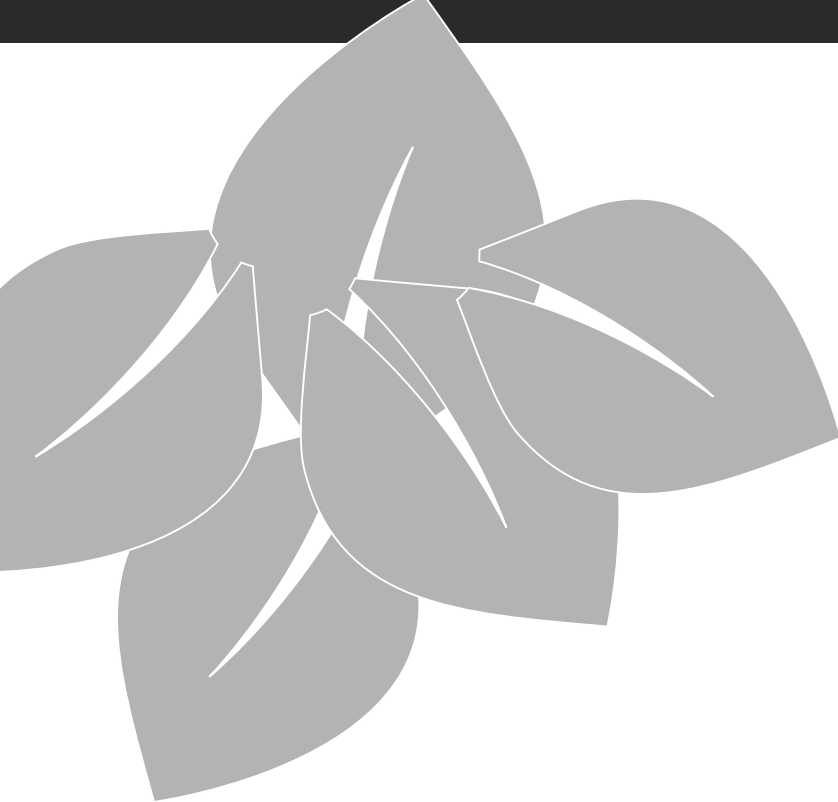
8. Conclusion and next steps

- 8.1 The rationale for Chelmsford City Council's approach to the protection and enhancement of the historic environment within the Local Plan is clear, compliant with national policy and well informed by comprehensive evidence.
- 8.2 Development proposals for allocated sites, and development management policies for dealing with planning applications, will collectively ensure that heritage and the historic environment play a key part in Chelmsford's future growth to 2036 and beyond; that opportunities are taken to enhance heritage assets; and avoid or mitigate harm.

Appendix 1

List of Topic Papers

TP 001	Spatial Strategy and Sites Update
TP 002	Infrastructure Update
TP 003	Transport
TP 004	Sustainability Appraisal / Strategic Environmental Assessment and Habitats Regulations Assessment
TP 005	Natural Environment and Green Belt
TP 006	Historic Environment
TP 007	Summary of Key Supporting Evidence Base Studies



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