

**Stoke-on-Trent City Council and
Newcastle-under-Lyme Borough
Council**



**Joint Local Plan Issues
Consultation**

Heritage Technical Paper

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1.0 What we are required to do:

National Planning Policy

- 1.1 The National Planning Policy Framework (NPPF) identifies the role of planning in conserving heritage assets within the 'core planning principles' which states "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."¹
- 1.2 The NPPF also defines a heritage asset as:
"A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest.
- 1.3 Heritage assets include designated or locally listed sites/buildings. Local planning authorities are required to 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". Heritage assets should therefore be recognised as an irreplaceable resource and it is important that their conservation is considered in a manner appropriate to the significance of the asset.
- 1.4 In developing a heritage strategy, local planning authorities should take into account:
 - The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable use 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.
- 1.5 Paragraph 132 of the NPPF provides guidance on the relevance of significance with regard to heritage assets. When considering the impact of proposed development on a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight it should be given.
- 1.6 Significance therefore can be harmed or lost through alteration or destruction of the heritage asset or development within its setting (surroundings). As heritage assets are irreplaceable, any harm or loss requires clear justification.

¹ National Planning Policy Framework (2012) DCLG paragraph 17

- 1.7 Substantial harm to or loss of grade II listed building, park or garden should be exceptional. Substantial harm to or loss of designated heritage asset of the highest significance, notably scheduled monuments, protected wreck sites, battlefields, grade I or grade II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.”² Paragraph 139 also provides guidance on non-designated heritage assets of archaeological interest giving them the equivalent significance in weight as scheduled ancient monuments; therefore they should be considered subject to the policies for designated heritage assets.”³
- 1.8 Local planning authorities are therefore required to assess harm in differing circumstances and whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies, but which would secure the future conservation of a heritage asset, outweigh the disbenefits of departing from those policies.”⁴
- 1.9 With regards to the contents of Local Plans, the NPPF paragraph 157 states that they should “identify land where development would be inappropriate, for instance because of its environmental or historic significance” and “contain a clear strategy for enhancing the natural, built and historic environment, and supporting Nature Improvement Areas where they have been identified.”⁵
- 1.10 The NPPF, paragraphs 169 and 170, makes reference to having up-to-date evidence about the historic environment in their area and use it to assess the significance of heritage assets and the contribution they make to the environment of the area.
- 1.11 The NPPF also requires local planning authorities to predict the likelihood that currently unidentified heritage assets, particularly sites of historic and archaeological interest, will be discovered in future. Local planning authorities should therefore either maintain or have access to a historic environment record. It also identifies that where appropriate, landscape character assessments should also be prepared, integrated with assessment of historic landscape character, and for areas where there are major expansion options assessments of landscape sensitivity.”⁶

² National Planning Policy Framework (2012) DCLG paragraph 132

³ National Planning Policy Framework (2012) DCLG paragraph 139

⁴ National Planning Policy Framework (2012) DCLG paragraph 140

⁵ National Planning Policy Framework (2012) DCLG paragraph 157

⁶ National Planning Policy Framework (2012) DCLG paragraph 169 and 170

2.0 Our Approach in the Past:

Local Planning Policy

Newcastle-under-Lyme and Stoke-on-Trent Core Spatial Strategy 2009 to 2026

- 2.1 The Core Spatial Strategy (adopted 2009) contains a number of strategic aims that relate to heritage and culture, these include:

Strategic Aim 2 (SA2) – To facilitate delivery of the best of healthy urban living in the development of the conurbation and to ensure that new development makes adequate provision for all necessary community facilities including health care, education, sports and recreation and leisure and that the quality and accessibility of existing facilities are enhanced and retained where they provide for the justified community needs

Strategic Aim 8 (SA8) – To increase the attraction of the area as a tourist destination based on its industrial heritage, existing and future magnets of tourism and leisure interest and the high quality environment in the surrounding rural area

Strategic Aim 14 (SA14) – To protect and enhance the historic heritage and the unique character of the plan area by ensuring new developments are appropriate in terms of scale, location and their context.

Strategic Aim 16 (SA16) – To eliminate poor quality development and establish a culture of excellence in built design by developing design skills and understanding, by requiring good, safe design as a universal baseline and distinctive design excellence in all development proposals, and by promoting procurement methods which facilitate the delivery of good design.

Policy SP2 Spatial Principles of Economic Development

- 2.2 Point 1 states “Diversification and modernisation of the centres for new business investment, particularly in terms of retailing, education, leisure, entertainment, culture, office development and residential development that is appropriate in scale and nature to the respective centre.”
- 2.3 Point 5 states “Promoting North Staffordshire’s unique heritage and its cultural distinctiveness to strengthen its viability as a tourist destination; to underpin its image as a vibrant, dynamic and innovative sub-region and to promote the economic potential of re-use of buildings, particularly those of heritage value.”
- 2.4 Also relevant are a number of Core Strategic Policies including Policy CSP1 on design quality which requires that new development should be well designed and respect the character, identity and context of the area’s unique townscape and landscape. It makes specific reference to built heritage and the areas historic environment. It affords protection to “important and longer distance views of historic landmarks and rural vistas.” It also requires that

new developments, “Contribute positively to an areas identity and heritage (both natural and built) in terms of scale, density, layout, use of appropriate vernacular materials for buildings and surfaces and access.” It contains a specific policy on the historic environment, “Both Councils will seek to preserve and enhance the character and appearance of the historic heritage of the City and the Borough including buildings, monuments, sites and areas of special archaeological, architectural or historic interest”.

Local and Sub-regional plans, policies and programme

2.5 Heritage Counts is an annual survey of the state of the West Midland’s historic environment prepared by Historic England (formerly known as English Heritage). Heritage Counts 2014 West Midlands. The document states that “The historic environment makes a significant contribution to the West Midlands’ economy and helps support a range of local jobs, from the construction sector to the tourist industry. Heritage benefits the wider local economy as just 32p out of every £1 spent on a heritage visit is spent at the attraction itself, the remaining 68p is spent in local businesses such as cafés, hotels and restaurants. The benefits of heritage go beyond just the economic importance and heritage is valued for a variety of other reasons including aesthetic, educational, scientific, social and spiritual; with those who visit heritage sites more likely to report good health and a higher level of wellbeing.”⁷ As part of the wider national Heritage Counts 2014 looked at the ‘Value and Impact of Heritage’, it examines three different types of heritage impacts:

- “Individual impacts such as pleasure and fulfilment, meaning and identity, challenge and learning and the relationships between heritage participation and health and wellbeing.
- Community impacts including social capital, community cohesion and citizenship.
- Economic impacts such as job creation and tourism.”⁸

3.0 Heritage Designations:

3.1 There are 23 designated Conservation Areas in Stoke-on-Trent and of these 18 are subject to an Article 4 Direction. Within Newcastle-under-Lyme borough there are 20 conservation areas, 3 of these are subject to Article 4 Direction. The Borough Council is committed to reviewing its conservation areas and formulating proposals for them by preparing Conservation Appraisals and Management Plans, some of which have been adopted as Supplementary Planning Documents since the adoption of the Core Strategy. New Conservation Area designations have taken place in the period of the Core Spatial Strategy, with the designation of Longton Conservation Area

⁷ English Heritage (2014) Heritage Counts 2014 West Midlands

⁸ English Heritage (2014) Heritage Counts 2014: The Value and Impact of Heritage

(27/03/2009), Penkhull Garden Village (04/03/2009) and Stoke Town Centre (23/03/2010). There have also been replacements in the period; the City Centre Conservation Area replaced Albion Street Conservation Area and the Longton Conservation Area replaced the Gladstone Pottery Conservation Area.

3.2 Historic England has a list of heritage which is considered to be at Risk. There are currently 3 buildings/structures/monuments on the list in the Newcastle-under-Lyme area. These are:

- Model farm complex south west of Betley Old Hall, Main Street, Betley
- Heighley Castle, Heighley Lane, Madeley
- Gatehouse, walls and bollards to Maer Hall, Maer

3.3 There are currently 11 buildings/ structures/ monuments on the list in the Stoke-on-Trent area. These are:

- Former Wedgewood Institute (Public Library), Queen Street, Burslem
- Bethesda Methodist Chapel, Albion Street, Hanley
- Bottle oven and factory, Price and Kensington Teapot Works, Newcastle Street, Longport
- Mausoleum, Stone Road, Trentham
- Chatterley Whitfield Colliery, Biddulph Road, Stoke-on-Trent
- Pithead baths and canteen, Biddulph Road, Stoke-on-Trent
- Hutton Abbey, Leek Road, Stoke-on-Trent
- Church of St John the Evangelist, High Street, Goldenhill
- All Saints Church, Leek Road, Hanley
- Church of St John the Baptist, Cross Hill, Burslem
- Roman Catholic Church of St Joseph, Hall Street, Burslem⁹

3.4 There is one conservation area in Newcastle-under-Lyme on the Historic England at risk register (Butterton). There are 5 designated conservation areas in Stoke-on-Trent which are on the Historic England at risk register (Stoke Town, Trent and Mersey Canal, Caldon Canal, Longton Town Centre and Newcastle Street, Middleport).

4.0 What we are doing now:

Evidence Base:

Historic Environment Record

4.1 Both councils' have a Local List which identifies buildings or structures that whilst not of national importance, are of importance locally. There are currently over 450 buildings that are locally listed in Stoke-on-Trent. There are

⁹ Historic England's website 2015

a wide variety of buildings/ structures on this list including bridges; churches and chapels; cinemas; civic and public buildings; electricity sub stations; fountains and statues; houses, cottages, villas and farmhouses, industrial buildings – warehouses, mills and pottery factories; office buildings and banks; parks; pillar boxes, horse troughs and mileposts; public houses and hotels; schools and hospitals; shops; and war memorials. Stoke-on-Trent City Council has criteria in place to select buildings for the local list. Further information is available on the Council's website. Newcastle-under-Lyme Borough Council has adopted a 'Register of Locally Important Buildings and Structures Supplementary Planning Document' (SPD). The SPD sets out how the Council will consider and treat local heritage assets on the local Register. The list of buildings and structures on the Register is regularly reviewed and it currently contains 101 entries. Further information is available on the Council's website.

- 4.2 Historic Environment Record (HER) provides information on the historical environment. It provides a record of heritage assets, acting as an index of information held in reports, primary and secondary sources. The information is used to identify sites of archaeological potential and to prepare Statements of Significance. Stoke-on-Trent City Council is responsible for the maintenance of the HER for the Stoke-on-Trent area. Staffordshire County Council is responsible for the maintenance of the HER for the borough of Newcastle-under-Lyme.

Urban Design Guidance

- 4.3 Newcastle-under-Lyme Borough Council and Stoke-on-Trent City Council have adopted design guidance, the Urban Design Supplementary Planning Document (SPD) (2010). A baseline report was produced as part of work to prepare this SPD which provides a detailed assessment of the Newcastle-under-Lyme and Stoke-on-Trent. In terms of the development of the areas urban form (and landscape) it emphasises the influence of the underlying geology and undulating topography, and this remains important today.

Historic Landscape Characterisation

- 4.4 Neither council has a detailed historic environment characterisation study however the area was assessed as part of high level characterisation work undertaken by Staffordshire County Council which forms part of the national programme of historic landscape characterisation.

Staffordshire Historic Farmstead Guidance

- 4.5 Staffordshire County Council in conjunction with Historic England has produced guidance to help inform and achieve the sustainable development of historic farmsteads in Staffordshire, including their conservation and enhancement. There are a series of documents focusing on different areas

which cover character and significance of the areas traditional farmsteads and buildings as well as the landscape setting. These are available on the Staffordshire County Council website - www.staffordshire.gov.uk

Heritage Commission Report

4.6 As a result of key heritage stakeholders such as the then English Heritage (now Historic England) and the Heritage Lottery Fund seeking clarity from Stoke-on-Trent City Council with regard to Stoke's strategic heritage approach for the city, Stoke-on-Trent City Council convened a Heritage Commission (2013/14), a consultation involving the community, developers and potential stakeholders relating to the heritage of Stoke-on-Trent. The Council has worked with Historic England, one of the Commissioners, and Urban Vision North Staffordshire to examine the evidence submitted to the Commission and to make recommendations that reflect the findings in the following policy paper. The key findings of the Stoke-on-Trent Heritage Commission were:

- "Perceptions regarding the nature and extent of the City's Heritage are not accurate.
- The Potteries can be regarded as the world centre for ceramics but not enough has been made of this.
- Stoke-on-Trent has a lower number of Heritage Assets.
- The Council needs to embed strategies for heritage in the new Local Plan.
- Community involvement in the City's Heritage is missing; the Council cannot deliver this alone."¹⁰

4.7 Challenges identified in the report:

- "there is widespread duplication of civic buildings and with its economic decline or changes in shopping and social patterns, some redundancy for libraries, churches, chapels, town halls, and markets."¹¹
- "Historically the pottery industry developed within and alongside residential areas and town centres throughout the present city area rather than being concentrated on particular areas. With the decline of the pottery industry, there are many redundant and cleared sites, some of them very large, scattered throughout the centres, civic areas and along principal transport corridors. Whilst the majority of these are not historic assets, the extent of redundancy and the resultant air of dereliction poses great challenges both for the public image of the city as well in seeking to identify new users."¹²

¹⁰ Stoke-on-Trent Heritage Commission Report

¹¹ Stoke-on-Trent Heritage Commission Report page 5

¹² Stoke-on-Trent Heritage Commission Report page 5

- “The City does not have a large number of listed buildings but of these a small number are very large. Often their principal significance is historic rather than purely architectural. Most of these pottery buildings are in poor state of repair because they have not been maintained in decades, even when they were in production use. Some of them were not built from high quality materials. The city’s most iconic listed building, the bottle oven, was built for a short life; it has no resistance to weather penetration when not being fired (as none have for over 50 years) and has no commercial value today because of its lack of ready adaptability.”¹³

4.8 There were a number of factors and issues identified during the Commission. The report identifies a number of main areas of agreement reached during the process:

- “The economic, heritage and cultural potential of the buildings that remain is not being fulfilled and should be exploited.
- There is clearly a duplication of building type, ranging from redundant places of worship to Town Halls leading to too little demand and surplus space.
- Many witnesses commented on the high visibility of derelict and unused buildings and land in the City.
- Developer pressure with regard to the historic environment is limited. Where it does exist the impact is huge. Redundant sites throughout the city awaiting redevelopment need to be addressed.
- Responsibility of owners should be focused by more use of the Council’s enforcement and statutory powers, particularly urgent works. Notices that place responsibility for costs on the owner.
- All individual buildings at risk need to be reviewed and a strategy for each developed.
- Note and alleviate the serious detriment caused by rundown appearance of key sites.
- Develop a tourism strategy and ensure that there is good understanding within it of our heritage assets, literature and cultural opportunities.
- There is a deficit of skills locally for the design and adaptation of historic buildings and their practical repair.
- New development schemes should regard Heritage assets as focal points and not problems e.g. St John’s Church Hanley adjacent to the Potteries Centre.
- Better public information for owners of heritage buildings should be provided.
- The Council’s database for Heritage, the Historic Environment Record (HER) has several gaps.
- The latest complete Buildings at Risk survey was carried out in 2006 and needs updating.

¹³ Stoke-on-Trent Heritage Commission Report page 5-6

- The local list has never been fully surveyed and explanatory texts establishing the reasons for listing have not been completed. This has not been helpful to the planning team who are therefore uncertain what weight to give the local status.
- The City Council should take a proactive and positive approach to facilitating action by local community groups who are therefore uncertain what weight to give the local status.
- The City Council should take a proactive and positive approach to facilitating action by local community groups who are interested in preserving specific buildings and are willing to spend their own time working to do this.
- It will be impossible to regenerate Stoke-on-Trent until local people are engaged in the process. However, there is clearly a lack of capacity within the local amenity societies and trusts to deliver robust business plans and the Council should seek to address this through its “independence” agenda.”¹⁴

4.9 The Heritage Commission Report identifies that “Stoke-on-Trent’s industrial legacy and designation as an area to permit access to regional, national and European financial assistance has enabled the city to benefit from £70m of combined heritage investment over the last 18 years.”¹⁵ With regards to this heritage investment, “Schemes delivered under this programme of investment have supported economic growth and employment as well as reaching to community and delivering education and learning... Heritage led projects supporting economic growth include: The restoration of Middleport Pottery enabling the conurbation and expansion of ceramic manufacture of Burleigh Ware, Centre of Refurbishment Excellence (CoRE) an independent national centre of learning and skills development for the construction industry working for a low carbon, resource efficient UK through refurbishment of existing homes and workplaces; gap funding coordinated programmes such as Heritage Lottery Townscape Heritage Schemes, English Partnership Schemes and building improvement schemes funded by European Programmes, Regional Development Agency and the Department of Business Innovation and Skills. Gap funding schemes have also delivered refurbishments into Middleport, Hanley, Burslem, Longton and Stoke.”

4.10 The report also identifies that “Heritage projects supporting the community and public places have delivered the restoration of Burslem Park and an active application is being progressed through its phase two stages for Hanley Park. Numerous places of worship have received targeted support from English Heritage and this will continue through the Heritage Lottery Fund. Museums and museum trusts have received assistance which has included

¹⁴ Stoke-on-Trent Heritage Commission Report

¹⁵ Stoke-on-Trent Heritage Commission Report page 7

The Staffordshire Hoard at the Potteries Museum and Art Gallery, Spode Trust, and Chatterley Whitfield.”¹⁶

¹⁶ Stoke-on-Trent Heritage Commission Report page 8

5.0 Heritage Strengths and Weaknesses:

Strengths	Weaknesses
<ul style="list-style-type: none"> • Significant number of historic buildings and structures particularly industrial heritage. • Natural England's Natural Character Area Profile – 64 Potteries and Churnet Valley describes the area and its sense of place stating, "Contrasting sense of place is evoked by the pastoral, strongly dissected hills, cloughs and small plateaux which flank the Churnet Valley and the heritage rich, urban and industrialised landscape of the Potteries."¹⁷ Identifies that "The Potteries are characterised by the bottle kilns that were once widespread, for example the Grade II listed bottle kiln at Moorcroft. Canals, wharfages, disused railway lines and derelict land add to the sense of industry that once prevailed."¹⁸ • Townscape Heritage Initiative (THI) – Stoke town, Burslem etc • NULBC Historic Building Grant Fund, which seeks to fund proposals which preserve and enhance the heritage of the Borough. • Former industrial transport links – mineral railway lines and canals with towpaths which provide opportunities for recreation and green corridors. 	<ul style="list-style-type: none"> • Viability issues associated with heritage projects and reduced funding in recent years. • There are a number of Listed buildings/ structures and Conservation Areas on the English Heritage's 'Heritage at Risk' list. • Piecemeal development • Pressure from the development industry and changes they may want to make • Impact of standard house design • Impact of permitted development rights on agricultural holdings and traditional farmsteads. • Investment/ maintenance/ up keep and ensuring owners meet their obligations with regards to nationally designated buildings/structures. • Visual appearance of a significant number of significant buildings and structures and the impression this creates to both residents and visitors to the area.

¹⁷ Natural England (2015) Natural Character Area Profile – 64. Potteries and Churnet Valley page 61

¹⁸ Natural England (2015) Natural Character Area Profile – 64. Potteries and Churnet Valley page 61