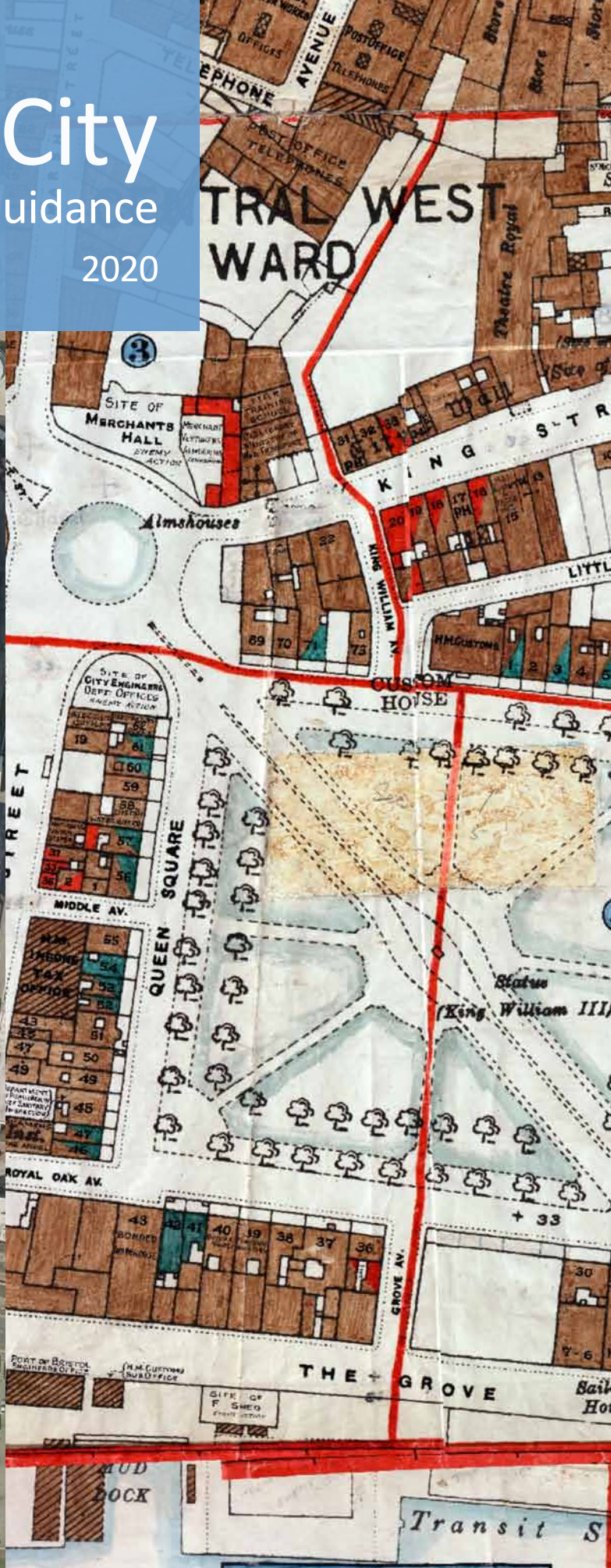


Our Inherited City

Heritage Statement Guidance

2020



CITY DESIGN
GROWTH & REGENERATION

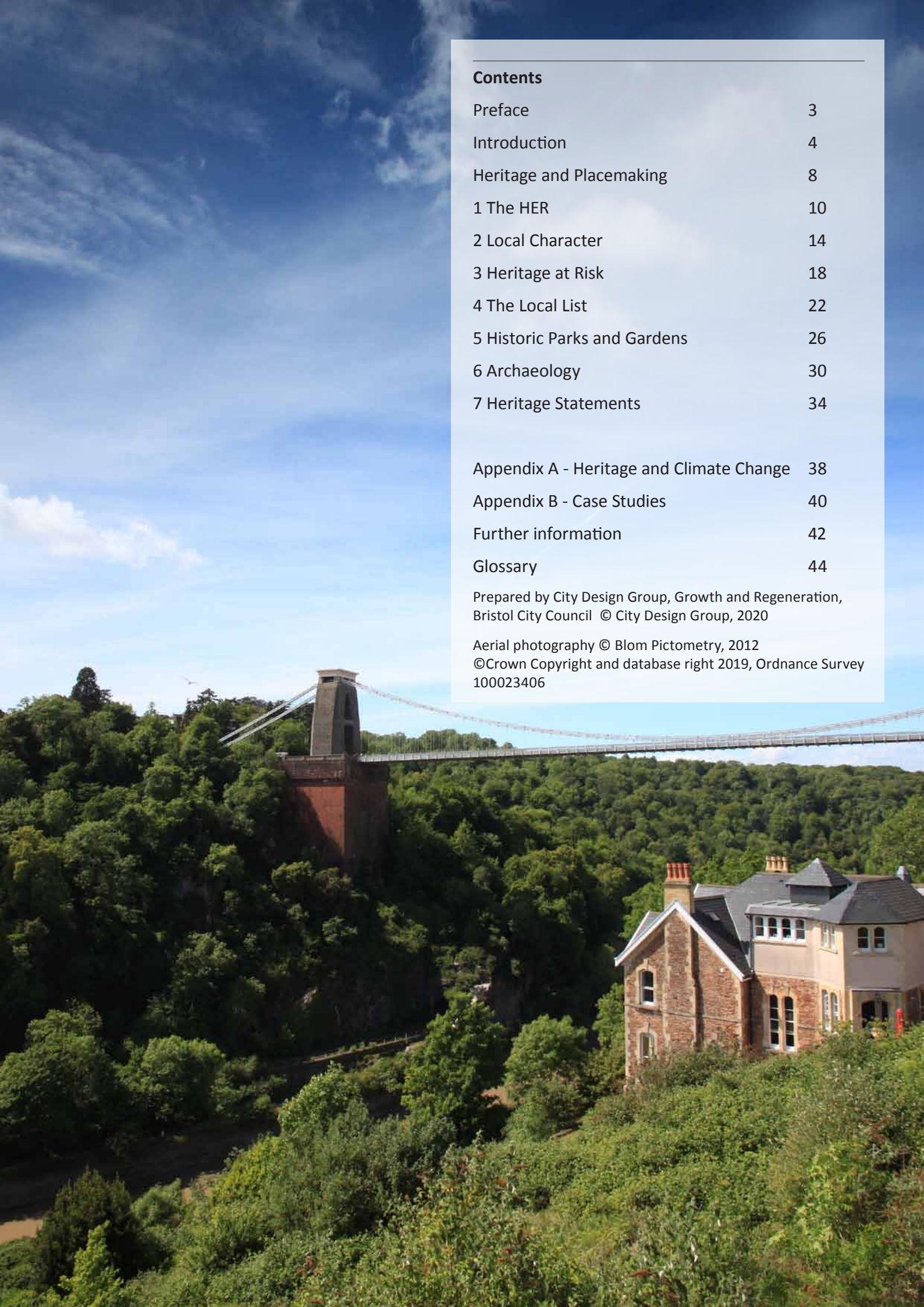
November 2020

Contents

Preface	3
Introduction	4
Heritage and Placemaking	8
1 The HER	10
2 Local Character	14
3 Heritage at Risk	18
4 The Local List	22
5 Historic Parks and Gardens	26
6 Archaeology	30
7 Heritage Statements	34
Appendix A - Heritage and Climate Change	38
Appendix B - Case Studies	40
Further information	42
Glossary	44

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Preface

Heritage and the vision for Bristol

Bristol has a unique historic environment. Each of the city's neighbourhoods has an individual physical identity and distinctiveness that has developed incrementally over many generations. Our historic environment represents a major part of the city's DNA. We have inherited an outstanding legacy of iconic and everyday buildings, structures and landscapes that positively contribute to the economic, environmental and social wellbeing of Bristol. This legacy needs to be stewarded with sensitivity, creativity and innovation to ensure that the benefits it brings continue to be realised into the future.

Heritage is a key component in creating quality places. Heritage will continue to contribute to the One City Plan, the City Conversation and Corporate Strategy.

Heritage fits specifically with the objectives set out in the Bristol Core Strategy that underpins place making in Bristol. The creative use of the historic environment will help to deliver the high quality built environment, defined in objective 6 of the Strategy.

This heritage statement guidance document has been produced to assist developers, planners and other stakeholders engaged in projects that have a potential impact on the historic environment.

The document is intended to provide additional guidance about how an appropriate consideration of heritage should be embedded within planning and design processes in accordance with national and local policies.

Culture isn't just about the arts, performances and museums, it is about how we connect with each other, share our life experiences and tell stories.

Bristol has a great story to tell, but it cannot simply be a 'brand' created by organisations and marketers. It needs to be authentic and to resonate with local people, used not just as a promotional tool but as a means of the city saying together what it is about and where it sees itself in the future...

... Working together with the cultural sector we will lever their expertise in telling complex stories and making information engaging and understandable to start achieving this. In doing so we want to help connect people to their city and the city to the people, creating a story we can collectively live and stand by.

Bristol City Council Corporate Strategy 2018–23

Introduction

Heritage and place are intrinsically linked. A robust understanding of place cannot be achieved without an understanding of the story that has gone before it.

The term heritage is broad, but in terms of this document the definition is a holistic one that encompasses the tangible and intangible ‘historic environment’, ‘heritage assets’ (listed buildings, conservation areas, scheduled monuments etc.) and ‘non-designated heritage assets’ as defined by UNESCO’s list of ‘types’ of cultural heritage (2002) and the definitions within the National Planning Policy Framework (DCLG, 2012).

The document is intended to form part of a suite of resources that underpin Our Inherited City, Heritage Framework (2015) and provide additional guidance to enable the optimal approach to the city’s heritage and maximise the opportunities that this landscape presents.

This document is not for the objects and archives looked after by Bristol’s Museums, Galleries & Archives. This will be the subject of existing or future archive collection policies and strategies.

Our Inherited City

Heritage is a finite resource and is intrinsic to all aspects of the city from streets to buildings to parks. The planning system imposes statutory protection to some aspects of heritage; although other projects fall outside of this system and can still have a significant impact on the historic environment e.g highway works, parks maintenance and permitted development.

Heritage should not be seen as a constraint, where the threat of enforcement and statutory parameters are the main drivers to protect it; it should be celebrated and cherished for all of its positive benefits.

The guidance within this document provides details on:

- Heritage Statements produced to inform and support planning proposals,
- Context studies including conservation area character appraisals and the Our Place initiative
- Historic Parks and gardens
- The Local List
- The archaeological resource

Definition of terms

Designated heritage assets refer to:

- **Scheduled Monuments**, designated by the Department for Culture Media and Sport (DCMS) as nationally important archaeological assets under the terms of the *Ancient Monuments and Archaeological Areas Act*, 1979. Any works to a Scheduled Monument can only be undertaken under licence from Historic England
- **Listed Buildings**, that are graded I, II* and II and designated by DCMS. Grades I and II* are reserved for the most significant assets, although the entire fabric of any listed asset should be treated as nationally important in accordance with the *Town and Country Planning (Listed Buildings and Conservation Areas) Act*, 1990. Works to a listed building are likely to require Listed Building Consent that is granted by the Local Planning Authority (LPA)
- **Registered Parks and Gardens**, graded I, II* and II and designated by DCMS. Works affecting a registered park and garden are likely to require planning consent from the LPA
- **Conservation Areas**, designated by the local authority in accordance with the *Town and Country Planning (Listed Buildings and Conservation Areas) Act*, 1990. Works affecting the character and appearance of a conservation area are likely to require planning consent from the LPA

The identification of non-designated heritage assets is within the remit of the local planning authority and in Bristol, these are identified on the **Historic Environment Record (HER)**.

Information about the historic environment is also recorded through local projects to define the character of specific parts of the city e.g **Conservation Area Character Appraisals** or **Our Place** neighbourhood mapping projects.

Know Your Place is the tool to provide access to this information and a means for communities to contribute to the HER.

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.

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. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing).

National Planning Policy Framework, Annex 2, DCLG, 2018

Our Inherited City

Policy context

The primary legislation in terms of heritage and planning is the Ancient Monuments and Archaeological Areas Act, 1979 and the Town and Country Planning (Listed Buildings and Conservation Areas) Act, 1990. Both of these Acts provide special protection to the country's most special aspects of the historic environment.

The National Planning Policy Framework (NPPF) 2018 provides additional guidance in relation to these Acts, but also makes recommendations for plan making in respect of conserving heritage more generally.

In accordance with paragraph 185 of the NPPF, Bristol City Council includes heritage policies within the Bristol Local Plan. Policy BCS22 of the Core Strategy sets out the overall approach to Bristol's heritage, while Policy DM31 provides greater detail in terms of a set of principles for conserving the historic environment in terms of archaeology, listed buildings, conservation areas, historic parks and gardens and locally important heritage assets.

Policy DM31 sets out the process to deliver BCS22 through a series of steps:

- Understanding the asset
- Conserving heritage assets
- Recording the asset where conservation is not possible.

The policy goes on to discuss the approach to Energy efficiency measures and renewables in historic buildings.

Policy DM31 includes a requirement for planning applications to be accompanied by a "Heritage Statement that addresses the impact of the proposed development on heritage assets, including archaeological features."

Document scope and status

This document provides guidance on the process set out by DM31. It is intended to be used as a planning advice note for planning applicants and officers to ensure that heritage is given sufficient consideration within any place based project.

The document aims to promote the optimum use of the city's heritage assets and ensure that they help to deliver the city's aspirations for economic growth, housing and sustainability.

The Heritage Framework has been developed in accordance with other national guidelines such as:

- Conservation Principles (English Heritage, 2008)
- Constructive Conservation in Practice (English Heritage, 2008)
- Energy Efficiency and Historic Buildings: How to Improve Energy Efficiency (Historic England, 2018)
- Streets for All: South West (Historic England, 2017)

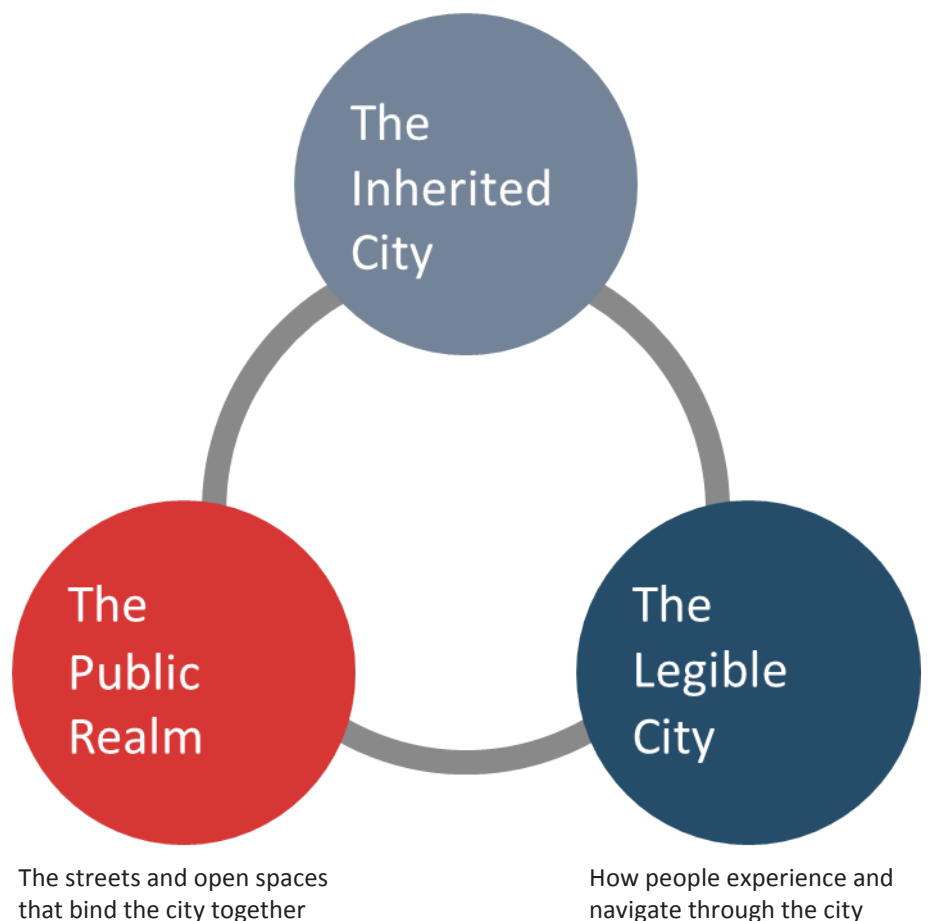
The final version of the document has been produced following comments on the draft by Historic England.

City Design Group

City Design Group (CDG) is a multi-disciplinary team within the Council's Planning Department that contains the city's historic environment officers who work with colleagues on place-based projects with the overarching aim to help create quality places.

Consequently, in addition to the planning policy context the Inherited City forms a key component within CDG's placemaking project areas.

Our historic environment



Heritage and Planning

Agreed principles

The overarching principle guiding the approach to the historic environment is the aim to create quality places for present and future communities.

The quality of these places will be founded on making the optimal use of all the associated assets.

Part of making the optimal use of these assets is the aim to minimise the harm to the existing fabric of a place both in terms of its natural and historic environment.

In order to archive this there is a need to fully understand a place as outlined in national and local planning policies.

Our Inherited City sets out:

- What an understanding of heritage means in terms of planning and place-making in the Bristol context
- How the Council will engage and assist with the development of this understanding

Getting to Know Your Place

The following Heritage and Planning elements are based on the specific aspects of the historic environment that relate to an effective planning and place-making process.

Each element should be considered to help guide the design of places and the final section on Heritage Statements explains how this process should be detailed in a document to demonstrate how an understanding of heritage has informed the optimal design.

1 The HER

The Council presents a lot of its own understanding about Bristol's heritage on Know Your Place including a great deal of the HER

2 Local Character

There are existing documents that describe the local character and distinctiveness of places, although site specific character assessments will normally be required

3 Heritage at Risk

Assets at risk are not contributing to the optimal use of places and every effort should be made to address these issues

4 The Local List

Bristol adopted a List of locally valued heritage assets in 2015. This Local List is updated annually and the maintenance and adaptive reuse of these assets is encouraged

5 Historic Parks and Gardens

Bristol has 10 registered historic parks and gardens and 99 locally registered parks that were designated in the Local Plan in 1997

6 Archaeology

Archaeology has been a planning consideration since the introduction of PPG16 in 1991

7 Heritage Statements

Heritage Statements are required to support applications that potentially impact the historic environment



1

The Historic Environment Record (HER)

Background

The HER is the primary resource for recording and managing the city's heritage. It originated as two separate Access databases the Bristol Sites and Monuments Record (SMR), originally part of the Avon SMR, and the Urban Archaeological Database (UAD), created in the 1990s with funding from English Heritage.

These two databases were amalgamated into a single HER Access database in 2008, that is now managed as an ArcGIS spatial database with additional related Access attribute tables.

In 2009 the HER signed custodian agreements with Bristol City Council GIS to cover the spatial data for Conservation Areas, Registered Parks and Gardens and Scheduled Monuments. A joint project between GIS and the HER was also instigated to ensure the accuracy of the Local Authority Listed Building dataset.

In 2011 the Know Your Place website was created by the City Design Group with funding from English Heritage. The website was produced in partnership with Geographical Information Systems (GIS), Bristol Museums, Galleries and Archives & local volunteers, with the aim of increasing wider access to Bristol's historic maps and records, including the HER. The website 'crowdsources' heritage related information from members of the public to enhance our understanding of Bristol's historic environment. These public contributions appear on the website as the Community Layer that forms part of the HER.

Mission statement

The Bristol Historic Environment Record (HER) is intended to provide a comprehensive catalogue of all the archaeological and historical sites, structures and find spots that have been recorded within the administrative area of Bristol City Council. The information is stored on a computer database and consists of a number of spatial data components that form a multi-layered Geographic Information System (GIS) covering the designated and undesignated heritage assets in Bristol in accordance with:

- National Planning Policy Framework
- Historic Environment Records (HERs) Draft Guidance for Local Authorities in England, DCMS, 2008
- Informing the Future of the Past Guidelines for Historic Environment Records (Second Edition), Gilman, P and Newman, M (eds), 2007
- Historic Environment Records: Benchmarks for Good Practice, Chitty, G, 2002

The Bristol Historic Environment Record aims to make this information accessible to all in order to:

- Advance knowledge and understanding of the historic environment
- Inform its care and conservation
- Inform public policies and decision-making on land-use planning and management
- Contribute to environmental improvement and economic regeneration
- Contribute to education and social inclusion
- Encourage participation in the exploration, appreciation and enjoyment of the historic environment

Policy

Bristol City Council will maintain the HER to ensure that it forms part of the planning authority's data infrastructure.

Bristol City Council will enable public access to the record and ensure that adequate resources are available to maintain the associated databases and respond to consultations.

Bristol City Council reserve the right to charge for commercial searches of the data undertaken by historic environment staff.

In accordance with national guidance, the HER should be consulted at the initiation stage of any design project that is likely to have an impact on the historic environment. As a minimum requirement Know Your Place should be consulted to inform design proposals. This should form part of any Heritage Statement production as outlined in 7 (below).

Any item appearing on Know Your Place forms part of the HER.

City Design will:

Continue to maintain the HER and Know Your Place to help enable place-based projects to be informed by the latest heritage data.

'Bristol's Know Your Place is an invaluable resource for the NPN residents' planning groups and individuals and is the envy of both professionals and neighbourhood communities outside the Bristol area.'

Alison Bromilow, Neighbourhood Planning Network

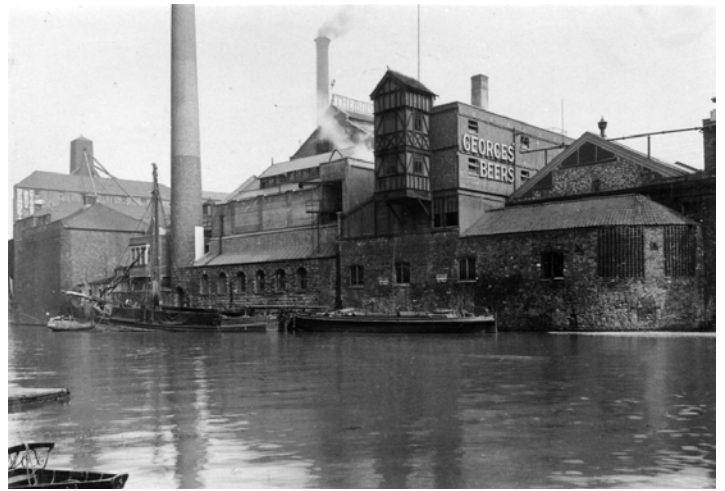
Know Your Place

In addition to historic maps, Know Your Place provides access to a series of information layers that derive from HER data, archive collections or are crowd sourced to create the 'community layer'. The crowdsourcing capability of Know Your Place has enriched our understanding of the city in many ways.

Within days of the site being launched people were adding information and images about the history of their neighbourhood to the map. Some of this was related to family history and personal memories while other images related to sites of historic interest that were previously unrecorded or their significance not understood.

As a result when it was decided to create a Local List of heritage assets that communities valued Know Your Place was adapted to accept public nominations to the this list.

The advantage of being able to upload images and information has been used to enable people to volunteer to enhance the resource. Layers of archive material like the Hartley photographs from MShed and the Film Archives from the Record Office have developed on the site as a result of time and dedication of volunteers researching and adding information remotely.



Layers on Know Your Place like the Museum's Port of Bristol 1920s Photographs provide access to images from the City's archives that help to provide an understanding of the historic environment and heritage assets

1

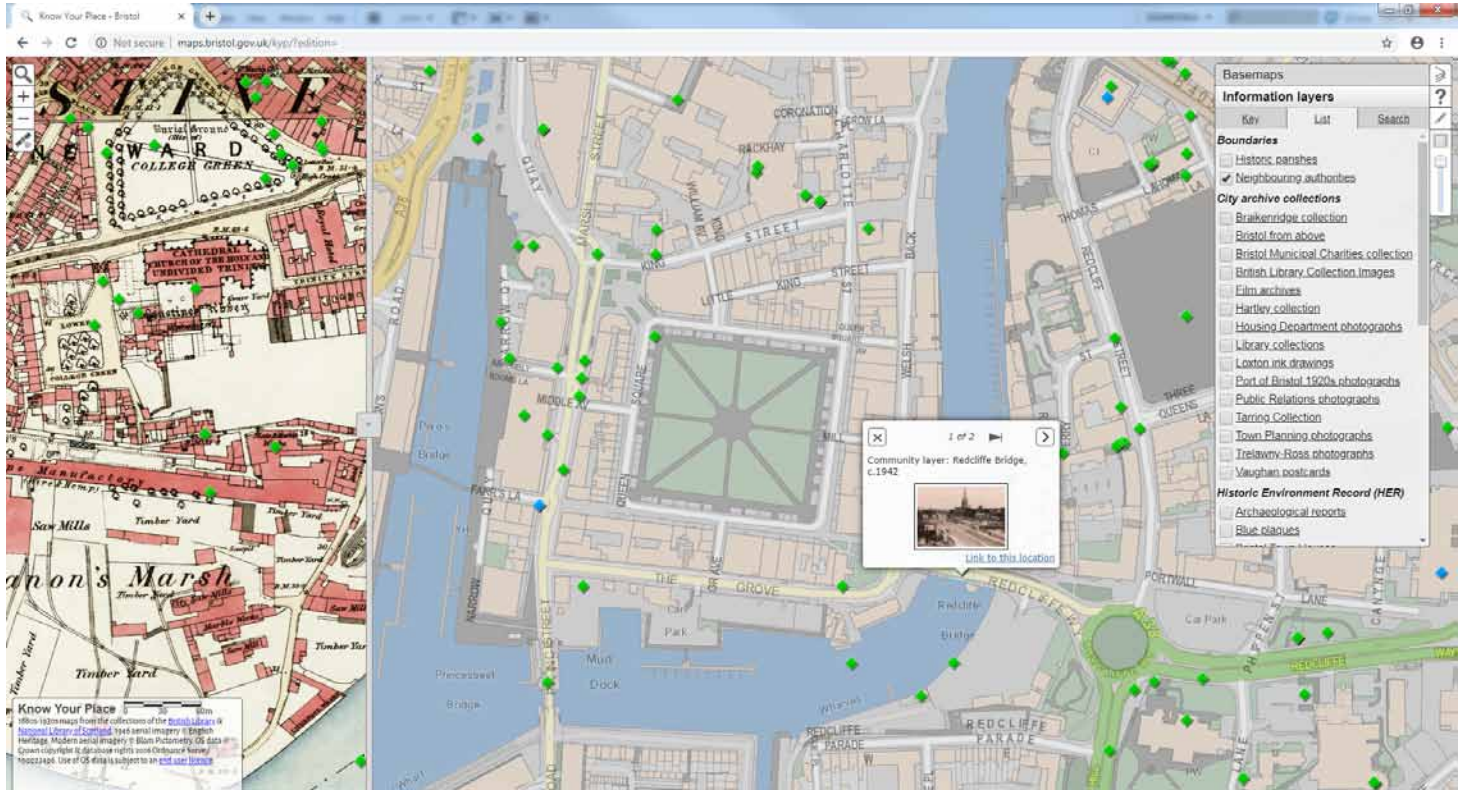
The Historic Environment Record (HER)

1

1 Green or blue coloured diamonds on the community layer on Know Your Place provide access to information and images shared by members of the public

2

2 An image of a group of five previously unrecorded limekilns uploaded to the site by a member of the public



2

Local Character and Distinctiveness

Background

Bristol has a unique character defined by its landscape, buildings and communities. Its diverse neighbourhoods contribute to the city's distinctiveness and unique selling point. Consequently the physical attributes that create this distinctiveness is an important consideration of any place-based project.

The local character of an area is formed from its:

- Topography
- Green infrastructure
- Historic development that has led to the neighbourhoods built form (urban grain, building typology, scale and materials)
- Views into, out of and through the area

Policy DM26 of the local plan seeks to ensure that planning projects consider the local character of an area. In addition Bristol has 33 conservation areas that define the city's most special places of historic or architectural interest in accordance with national planning legislation.

Bristol's conservation areas range from the historic core of the city (Old City and Queen Square Conservation Area) to the earliest Georgian suburbs (Clifton and Hotwells, Kingsdown, Montpelier) to the early 20th century garden suburb of Sea Mills.

From 2007 until 2017, the Urban Design and Conservation team (now City Design) at Bristol City Council undertook a programme to produce character appraisals for each area to replace the enhancement statements that had been produced in 1993.

There are now 19 character appraisals that define the special interest of each area in terms of its local character and distinctiveness and the positive context that future developments should preserve or enhance.

Towards the end of this programme of appraisals City Design developed the Our Place toolkit in partnership with Richard Guise of Context 4D. This toolkit based on a notation system is intended to enable members of the community to map the character of their neighbourhoods in order to inform future development proposals. This approach greatly contributed to the creation of the conservation area character appraisals for Westbury-on-Trym, College Green and Gloucester Road. The toolkit was also used to produce a character assessment document for Henleaze (Our Place Henleaze).

These types of studies define the predominant character of an area, in accordance with Policy DM26 of the Local Plan. Our Place Henleaze is essentially a context study as it covers areas that lie outside of any conservation area, although it does define some parts of the Downs Conservation Area. City Design has also produced a context study for the central area to form part of the evidence base for the Central Area Plan.

To inform the Urban Living SPD the city has been broadly divided into individual character areas that are based on the underlying historic development and physical form of each neighbourhood (see appendix_). This data has also enabled the presentation of the historic development of the city (see page 13).

Emerging from this characterisation are areas where there is a recognisable local character and areas where the local character is less well defined. These areas of weaker character tend to be situated where there has been a piecemeal approach to developments or where post war highway interventions have cut across a pre-existing neighbourhood or landscape eroding the local character.

Mission statement

The character of streets and neighbourhoods plays a fundamental role in quality placemaking and the health and well being of sustainable communities.

In many areas the historic character has been eroded by developments since the Second World War as indicated in Section ? The biggest detrimental impact to local character has been the introduction of modern highway schemes like the ring roads and motorways.

The character areas defined within conservation area character appraisals, Our Place character assessments and city wide context studies are intended to be objective statements about the predominant character of individual areas.

CDG will work with all stakeholders to ensure that the optimal use of places is achieved without detriment to the local character of an area.



Participants at the Our Place Westbury-on-Trym activity



Local Character and Distinctiveness

1

1 The Bristol Garden Suburb, Shirehampton 1909 prospectus

2

2 Passageleaze, Shirehampton Garden Suburb

Policy

An understanding of local context should underpin all development projects in accordance with DM26 of the Bristol Local Plan.

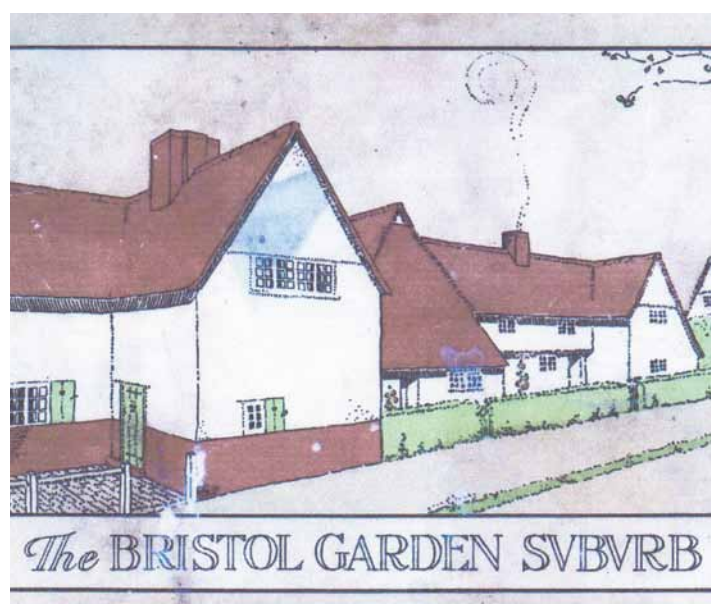
Future conservation area character appraisals should be community led using the Our Place toolkit wherever possible. Further information is available in the Our Place toolkit (<https://www.bristol.gov.uk/documents/20182/0/Our+Place+project+report/7a2b9586-9135-4a72-82ab-66c474680676>).

City Design will:

Continue to develop city wide characterisation data through future community led Our Place projects and desk-based research.

Publish this data on Know Your Place and ensure that it informs future place and policy making.

Ensure that this data links to future site allocations, design codes and further planning guidance.



Shirehampton Garden Suburb (left) has a local character that is distinct from the surrounding streets

3

Heritage at Risk

Background

Heritage at Risk refers to assets that are most at risk of being lost as a result of neglect, decay or inappropriate development. It can refer to individual buildings, monuments or entire conservation areas. They are identified through survey and assessment against a set of criteria that relate to an assets use, management and maintenance.

Historic England maintain the national register of Heritage at Risk for Scheduled Monuments, Listed Buildings (Grade I and II*), Registered Parks and Gardens and Conservation Areas.

Bristol City Council has maintained its own register of Buildings at Risk since 1998, although this has not been updated since 2014 despite attempts to develop a smart phone app (Heritage Eye) to assist with the survey and assessment process with assistance from stakeholders.

Mission statement

Vacancy of properties is one of the key criteria leading to an asset's inclusion on the at risk register. It is also a contributing factor to a negative perception of a street or area resulting in reduced investment and economic growth.

The City Council will maintain a Heritage at Risk register.

The Council will work constructively with owners to address asset vacancies and help to find new uses for properties.

The Council will maintain a register of its own assets and work with partners to ensure that its own assets are fully occupied and not on the at risk register.

1

2

1 In 2011, both the listed grade II Cabot Tower and the scheduled civil war monument that it stands on were on the at risk register

2 Restoration works funded by Historic England have helped to address these issues and a recent conservation management plan for Brandon Hill will contribute to the future protection of this historic environment





Heritage at Risk

1

1 The Brunel's Other Bridge project is being co-ordinated by a local community group with funding from Historic England (photograph courtesy of Maggie Shapland)

2

2 The Lower Lodge project to secure this listed asset's future was delivered by the Bristol Buildings Preservation Trust with an overview from City Design Group, project managed by an external consultant, funded from multiple sources including Heritage Lottery

Policy

CDG will provide free pre-application advice to colleagues where proposals affect corporately owned properties that are at risk or vulnerable to becoming heritage at risk.

The criteria for assessing the risk to assets will be based on that used by Historic England.

City Design will:

Review and update the Bristol Heritage at Risk Register.

Work collaboratively with colleagues and stakeholders to ensure that the city makes optimum use of its heritage assets.



Several assets at Arnos Vale (left) were previously on the at risk register until grant funding and management plans by the Arnos Vale Trust secured its future

4

The Local List

Background

The Local List is a list of buildings, structures and sites that do not already have listed status but which are valued and are considered worthy of preservation. This may be by virtue of their quality, style or historical importance. The Local List provides the opportunity to identify those features of the local scene that are particularly valued by communities as distinctive elements of the local historic environment.

In March 2013 the City Design Group (CDG) launched a call for nominations to a list of locally valued assets or Local List, with information and criteria as set out at: <http://www.bristol.gov.uk/page/planning-and-building-regulations/local-list-valuedbuildings>). The criteria were based upon national guidance as set out in Good Practice Guide for Local Heritage Listing (English Heritage, 2012) and refined in the light of responses received during public consultation. They have been based upon the themes:

- Architectural interest
- Historic importance
- Artistic interest
- Archaeological interest
- Community value

In addition, other factors such as the rarity of the building or site and its completeness are taken into account.

Members of the public were invited to make nominations via the Know Your Place website, email or postcard, providing information about how the nomination met the criteria.

In December 2014 CDG drew up a brief to manage the Local List nomination assessment programme. This included setting up an independent assessment panel, compiling information sheets and overseeing the assessment process. In April 2015 The Architecture Centre (AC) was appointed as consultant to carry out this work, following submission of a costed proposal. The AC is a Bristol-based independent, not-for-profit organisation (registered charity), whose mission is to promote learning about and enjoyment of architecture and the built environment, and champion better buildings and places.

The result of this process was the formation of an independent panel as detailed in the Local List report (<https://www.bristol.gov.uk/planning-and-building-regulations/local-list-of-valued-buildings>) who review a selection of nominations to update the Local List annually.

The Local List was formerly adopted by the Local Authority in October 2015. The updated Local List is published on the council website each year and also on Know Your Place.

As of 2019 there are over 500 assets on the Bristol Local List.

- | | |
|----------|---|
| 1 | 1 Jubilee Pool, Knowle, added to the Local List in 2019 |
| 2 | 2 St Christopher's Steiner School, Westbury Park, added to the Local List in 2019 |

Mission statement

The Local List has proved to be a successful way of raising the profile of heritage at the local level.

When the 2017 update focussed on a series of pubs that had been nominated the story received a great deal of press interest.

The Council will continue to maintain and promote the Local List.





The Local List

1

1 Avonmouth Tavern, added to the Local List in 2018

2

2 One of four 19th century flood scare post in St Werburgh's added to the Local List in 2015

Policy

Outside of conservation areas the inclusion of an asset on the Local List does not affect an owners permitted development rights, however the council will continue to promote and will be supportive of projects that adopt an adaptive reuse approach to assets.

The adaptive reuse of assets can play an important role in neighbourhood level placemaking and is also a more sustainable project approach.

City Design will:

Undertake annual review and updates to the Local List.



The Redcliffe Estate (left), designed by City Architects in the late 1950s was added to the Local List in 2019

5

Historic Parks and Gardens

Background

In addition to the nationally Registered Historic Parks and Gardens and the Local List there are also 99 locally registered historic parks and gardens that were identified by the Avon Gardens Trust and adopted as part of the Local Plan designations in 1997 and subsequent Local Plan policies BCS22 and DM31.

These locally registered historic parks and gardens generally relate to the 18th and 19th century landscapes that were either designed as part of the suburban residential developments particularly in Clifton or formed as part of the municipal parks movement in the Victorian period such as Eastville and St George. In addition to these is Brandon Hill, that was gifted to the City in the late medieval period and potentially one of the earliest municipal parks in the country and Castle Park, created in the 1970s following the destruction of the Castle Green shopping area in the Second World War.

Mission statement

Local parks form an important part of the character of Bristol neighbourhoods and are a major contributor to the city's green infrastructure.

Parks can also play a key role in community health and well being both in terms of leisure activities and helping to improve air quality. As such the health of our parks affects the health of our city.

The historic character of these parks is part of their special interest. The Council will ensure that projects preserve or enhance this historic character wherever possible.

1

1 Castle Park occupies an area that was formerly a significant shopping district until bombing raids in the Second World War

2

2 The Park as laid out in the early 1970s with relandscaping in the early 1990s contains several heritage assets including the archaeological remains of the 12th century Bristol Castle





Historic Parks and Gardens

1

1 The conservation management plan for the Kings Weston estate provides a clear assessment of the significance of the historic environment and links this to recommendations for the future care of the estate

2

2 One of the key recommendations of the Kings Weston document is to promote better care of this valuable landscape that will in turn attract more visitors to this nationally significant site

Policy

The impacts of a project to any of the city's historic parks and gardens should be assessed as part of any planning project.

The special interest of Bristol's historic parks will be protected in accordance with Local Plan policies.

CDG will work collaboratively with stakeholders to create statements of significance for parks where improvement works are proposed.

City Design will:

Work collaboratively with colleagues and stakeholders to ensure that the significance of Bristol's historic landscapes informs future proposals.



Watercolour view of the Kings Weston Landscape (left), Nicholas Pocock, c.1785 (Bristol Museum and Art Gallery, K2392)

6

Archaeology

Background

Planning Policy Guidance Note (PPG) 16 Archaeology and Planning, published in 1990 by the Department of the Environment established archaeology as an important material consideration in any planning application.

This has been re-emphasised in subsequent national policy statements most recently in the National Planning Policy Framework. It is also specifically mentioned in Policy BC22 and DM31 of the Bristol Local Plan that states that,

“Development proposals will safeguard or enhance heritage assets and the character and setting of areas of acknowledged importance including... Archaeological Remains,”

and,

“Scheduled Monuments and other non-designated archaeological sites of equivalent importance should be preserved in situ. In those cases where this is not justifiable or feasible, provision should be made for excavation and record with an appropriate assessment and evaluation. The appropriate publication/curation of findings will be expected.”

Supplementary Planning Document 7 - Archaeology and Development was adopted in 2006. This document sets out an approach to assessing and understanding potential development impacts and the mitigation options for the effective management of the archaeological resource.

The Bristol Urban Archaeological Assessment (UAA), 2018 has presented an overview of our current archaeological knowledge for the central area of Bristol and set out a series of research targets for future archaeological projects. This should guide an approach and set priorities for future archaeological mitigation. The same general approach can be extended to the wider city.

Mission statement

The city’s archaeological resource is part of Bristol’s DNA. The resource is finite and impacts to it should be avoided wherever possible in accordance with policy, guidance and best practice.

Although archaeological work particularly since the advent of PPG16 has revealed a lot about Bristol’s historic development there remain many areas that warrant further research as outlined in the South West Regional Research Agenda (20__) and the UAA.

Bristol City Council will consequently ensure that significant archaeology is preserved in situ for the benefit of future generations or otherwise preserved by record.

Bristol City Council will work collaboratively with stakeholders to ensure that archaeological practice is undertaken in accordance with adopted policies and guidance.

Policy

In order to deliver the Local Plan policies as regards archaeology, projects will be expected to:

- Demonstrate an understanding of the potential for archaeological evidence within a project area
- Assess the likely significance of this archaeology and the potential impact that the proposals will have to this significance.

Where impact is unavoidable project proposals should set out a mitigation strategy to either preserve areas of archaeological interest in situ or by record.

To achieve this objective a programme of works usually delivered by an appropriate archaeological contractor should be undertaken and whenever requested by the LPA.

The first stage should involve an archaeological desk-based assessment (DBA). This can form part of a heritage statement (see 7 below) or be submitted as a discrete document, although the findings of this assessment should inform the design process in the same way as the Heritage Statement.

The DBA should provide an adequate assessment of the potential for archaeology on the site considering the known evidence from documentary and previous archaeological work in the area and the likely impact that historic and recent developments might have had on the archaeological potential on the site.

In light of the DBA it is possible that further assessment may be required to establish the archaeological potential and its likely significance. This further work should be undertaken prior to the determination of any determination of a planning proposal wherever possible and can consist of non-invasive techniques such as geophysical surveys or intrusive works such as evaluation trial trenches.

As well as informing a suitable mitigation strategy for any post decision works this second phase of assessment will also enable greater certainty of the potential costs of any required mitigation.

Our Inherited City

Archaeological planning conditions

Following the presentation of all archaeological assessment reports as part of any planning process archaeological conditions can be applied to any subsequent consent. These conditions can consist of:

- a pre-commencement condition to secure a mitigation scheme for preserving the archaeological evidence by record either through the conduct of an excavation or the monitoring of ground works, or both. This mitigation strategy document is usually presented in the form of a Written Scheme of Investigation (WSI) that will set out the background to the project, how it will be implemented and what the proposed method of publication and archiving of the results will be
- where there are standing remains of archaeological interest that will be lost or obscured by development, a pre-commencement condition to secure the recording of this historic fabric can be attached to any consent
- where part or all of the mitigation strategy is to preserve archaeological remains in situ it may be necessary to attach a condition to secure an approved foundation design that demonstrates that there will be no impact to the significant archaeology
- a pre-occupation condition to secure the conduct and completion of an archaeological excavation in accordance with the approved mitigation strategy
- a pre-occupation condition to secure the completion and publication of the results of an archaeological watching brief during ground works

The discharge of these conditions is usually through the presentation of the required document (WSI or written report of the results of the fieldwork) to the LPA for approval. In the case of large site excavations this can be more difficult as the post-excavation work leading to publication and archive deposition can be many years. In these instances a commitment to publish the results through the submission of a post-excavation assessment and confirmation that adequate funding is in place to see the project through to completion can be submitted to enable the discharge of the condition.

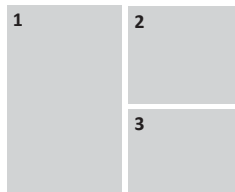
All archaeological projects including DBAs will require an HER event number. In Bristol this is achieved by initiating an Oasis project form prior to undertaking a project <https://oasis.ac.uk/pages/wiki/Main>.

All archaeological fieldwork projects will require a museum accession number and should comply with museum archive deposition guidelines. Compliance with this approach should be set out in any WSI submitted to the LPA.

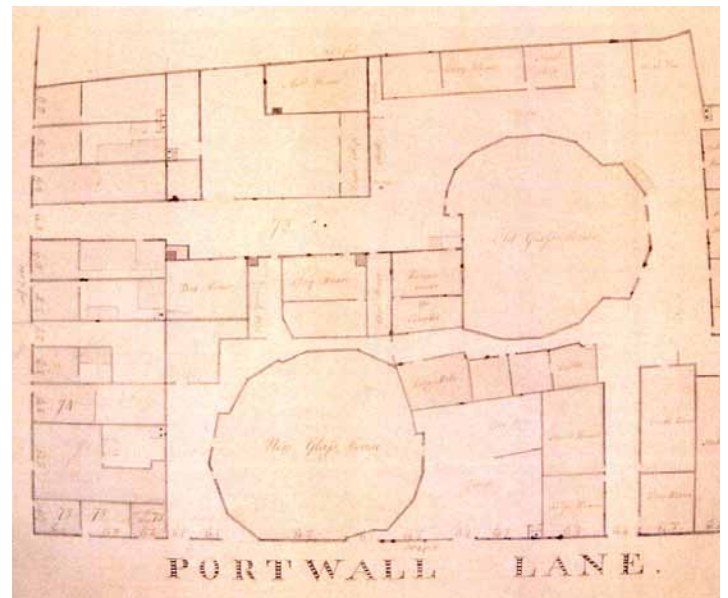
City Design will:

Develop an archaeological strategy with stakeholders that addresses backlog sites and other aspects of the research agenda set out in the UAA.

Ensure that UAA data is added to KYP and informs future development proposals and interpretation strategies.



- 1 Archaeological excavation at Portwall Lane
- 2 The eighteenth century plan of the Portwall Lane glass works was confirmed to be highly accurate during archaeological excavation of the site (1)
- 3 As a result of the combination of archaeological work informed by documentary research a foundation design for the new building was able to be designed with the engineers to preserve the valuable archaeological remains in situ



7

Heritage Statements

Background

Heritage Statements have become a key tool for projects that affect the historic environment. They are recognised planning documents as referenced in the guidelines about conserving heritage assets in the NPPF and documents like Historic England's Conservation Principles.

Mission statement

Heritage statements should be used as part of a proactive design process that aims to develop the optimal use of a proposed development site.

The statement should sufficiently assess the significance of the historic environment being affected by the proposals and the contribution that each specific element makes to the significance of the heritage asset as a whole.

The document should also present an assessment of the potential impact that a development will have on this significance.

Policy

Heritage statements are a validation requirement for any application that affects a designated heritage asset such as a listed building, scheduled monument or conservation area. However, the impact proposals have on the historic environment should be assessed in all cases and referenced in a design and access statement even when a heritage statement is not required.

A heritage statement should be conducted in two phases and be thoroughly integrated within an iterative design process.

Stage 1 - a statement of significance

Every heritage statement should provide a statement of significance.

Significance is a collective term for the sum of all the heritage values attached to a place, be it a building an archaeological site or a larger historic area such as a neighbourhood or landscape.

'Conservation Principles' sets out a method for thinking systematically and consistently about the heritage values that can be ascribed to a place. People value historic places in many different ways; 'Conservation Principles' shows how they can be grouped into four categories:

- Evidential value: the potential of a place to yield evidence about past human activity.
- Historical value: the ways in which past people, events and aspects of life can be connected through a place to the present - it tends to be illustrative or associative.
- Aesthetic value: the ways in which people draw sensory and intellectual stimulation from a place.
- Communal value: the meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory.

Conservation Principles, Historic England

Addressing the first six heritage elements (1-6) within the statement is a useful starting point. At the very least all Heritage Statements should consult the HER at the earliest stage. Know Your Place should be utilised to develop an understanding of the historic, evidential and communal value of the site or area.

Further research should be undertaken at the City Archives or other relevant reference sources to enhance this understanding where proportionate* and appropriate.

The aesthetic value of the asset can be derived from an understanding of the local character and the key views into, from and through the site. Conservation Area Character Appraisals or similar character studies can assist with this.

*** ‘the level of detail (of the description of significance and impact) should be proportionate to the asset’s importance and no more than is sufficient to understand the potential impact of the proposal on their significance’**

NPPF (2018), paragraph 189

‘For simple or straightforward cases, for instance, or those where the impact on significance is minimal, the statement of heritage significance could simply form a part of a covering letter, included with the application for consent.’

Historic England Advice Note (2019)

The research should result in:

- A historic building or site report detailing the evolution of the buildings and the site, describing the current condition and character, and demonstrating that the significance of the heritage assets and their context has been fully understood. This should also refer to the Conservation Area or local historic character and the site’s role in contributing to this and any relevant historic landscape designation
- A significance plan identifying the relative historic significance of the existing buildings and site, but also the same detailed assessment of the standing built fabric and spaces affected by the proposal. We would recommend the adoption of the traffic-light system identifying high, medium, and low significance on plans and elevation drawings where appropriate. At a basic level it can be assumed that high significance should be given to early fabric and the main elevations, whilst modern fabric is of lower significance, etc.
- A photographic record covering the interior and exterior of the buildings, boundary walls, structures, and general character of the setting in which they stand, as well as any specific historical or decorative details which will be affected by the proposals.

The design of proposals should positively respond to this initial assessment to avoid or minimise any potential harm.

Our Inherited City

Stage 2 - an assessment of harm

The second stage of the heritage statement undertaken during the design phase of the project (RIBA stage 3) should assess the level of harm or impact to the significance of any heritage assets and their settings posed by the project.

The impact of energy efficiency measures should also form part of this assessment (see Appendix).

The impact assessment should set out:

- How the project has sought to minimise any harm
- Justification for any harm with an emphasis on the public benefits that outweigh this harm
- Any conservation gains that the project is offering
- A suitable mitigation strategy that might include recording of historic fabric prior to its loss or an archaeological project where appropriate

In accordance with Historic England's guidance *Heritage in Planning Decisions: The NPPF and Designated Heritage Assets*, CDG historic environment officers will use heritage statements to:

- Assess a proposal's likely impact on the assets' significance, including settings
- Identify if there would be 'no harm', 'less than substantial harm' or 'substantial harm' to the significance of each of the heritage assets
- Consider means of avoiding or minimising conflict through mitigation (between the heritage asset's conservation and any aspect of the proposal)
- Clarify the decision recommended to the authority on heritage grounds, with reasons, and provide advice on the weight to give to heritage in relation to any public benefits

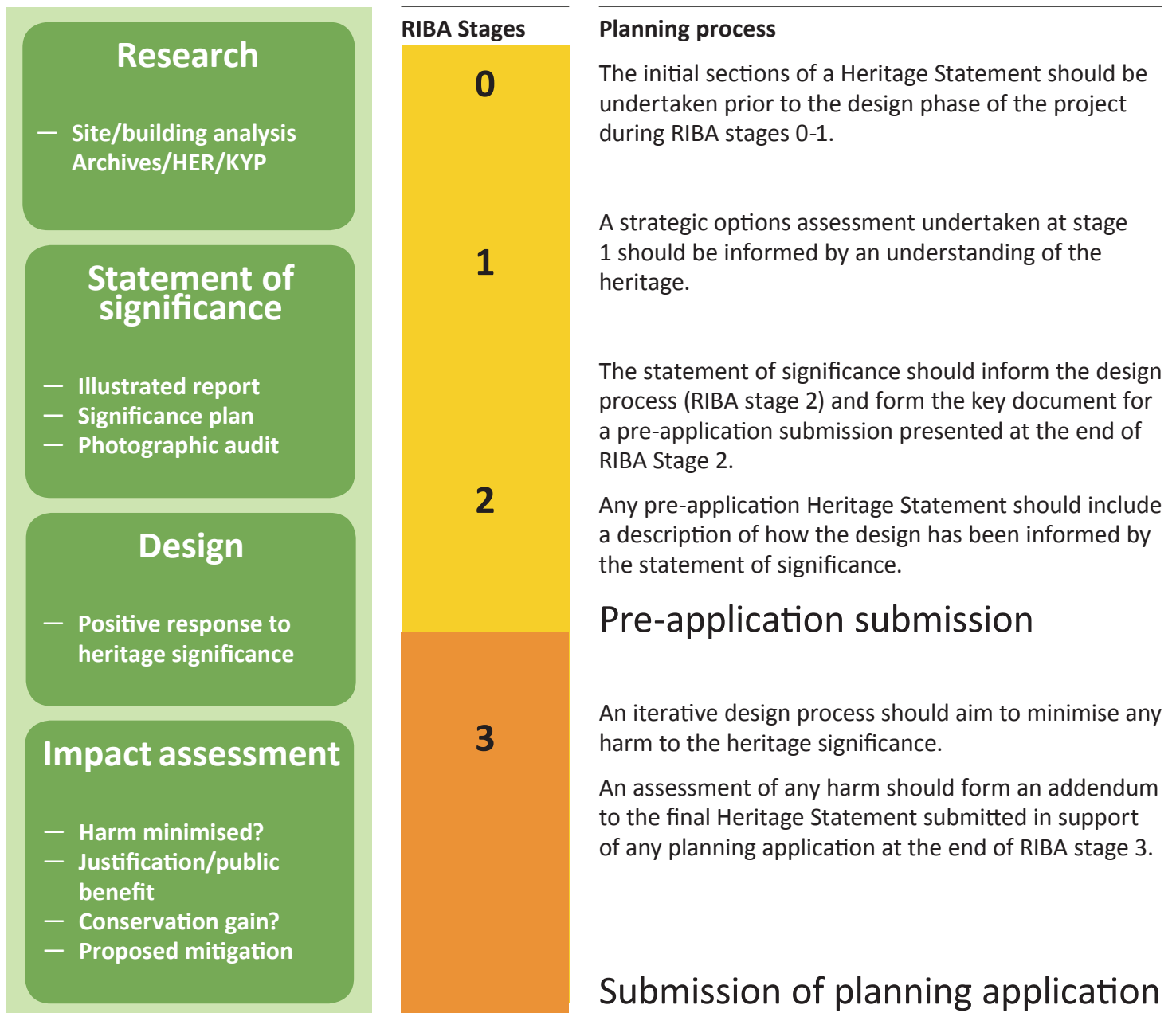
Design review

At the pre-application stage, many schemes benefit from an independent design review by the Conservation Advisory Panel (CAP) and/or the Urban Design Forum.

CAP are currently chaired by Quentin Allder and can be contacted via the web page <https://www.bristol.gov.uk/planning-and-building-regulations/conservation-advisory-panel>

The Urban Design Panel are administered by the Bristol Architecture Centre <https://www.architecturecentre.org.uk/what-we-do/bristol-urban-design-forum/>

Heritage Statements



Appendix A

Heritage assets and climate change

Sustainability is deep-rooted in heritage.

Historic buildings and places contain many megajoules of embodied energy or tonnes of CO₂. Projects that work creatively with these assets can therefore make a positive contribution towards reducing the carbon footprint of the City.

Adaptive re-use and 'meanwhile' uses are some of the biggest success stories of 21st century Bristol and will have been a contributory factor in securing the Green Capital funding for 2015.

The historic buildings of Bristol will need to adapt to meet 21st century energy performance standards. The risk is that these adaptations can have a harmful impact on the character of these buildings and wider neighbourhood and thereby a negative impact on property values.

There are increasing amounts of best practice guidance that demonstrates how these historic houses can be adapted with minimal impact to their historic character.

In order to ensure that energy performance measures work collaboratively with the historic environment it is essential that the future energy needs of the building form part of an integrated design process. The aim should be to avoid the need to include energy performance measures like solid wall insulation or renewable energy sources post planning decision.

The whole house approach

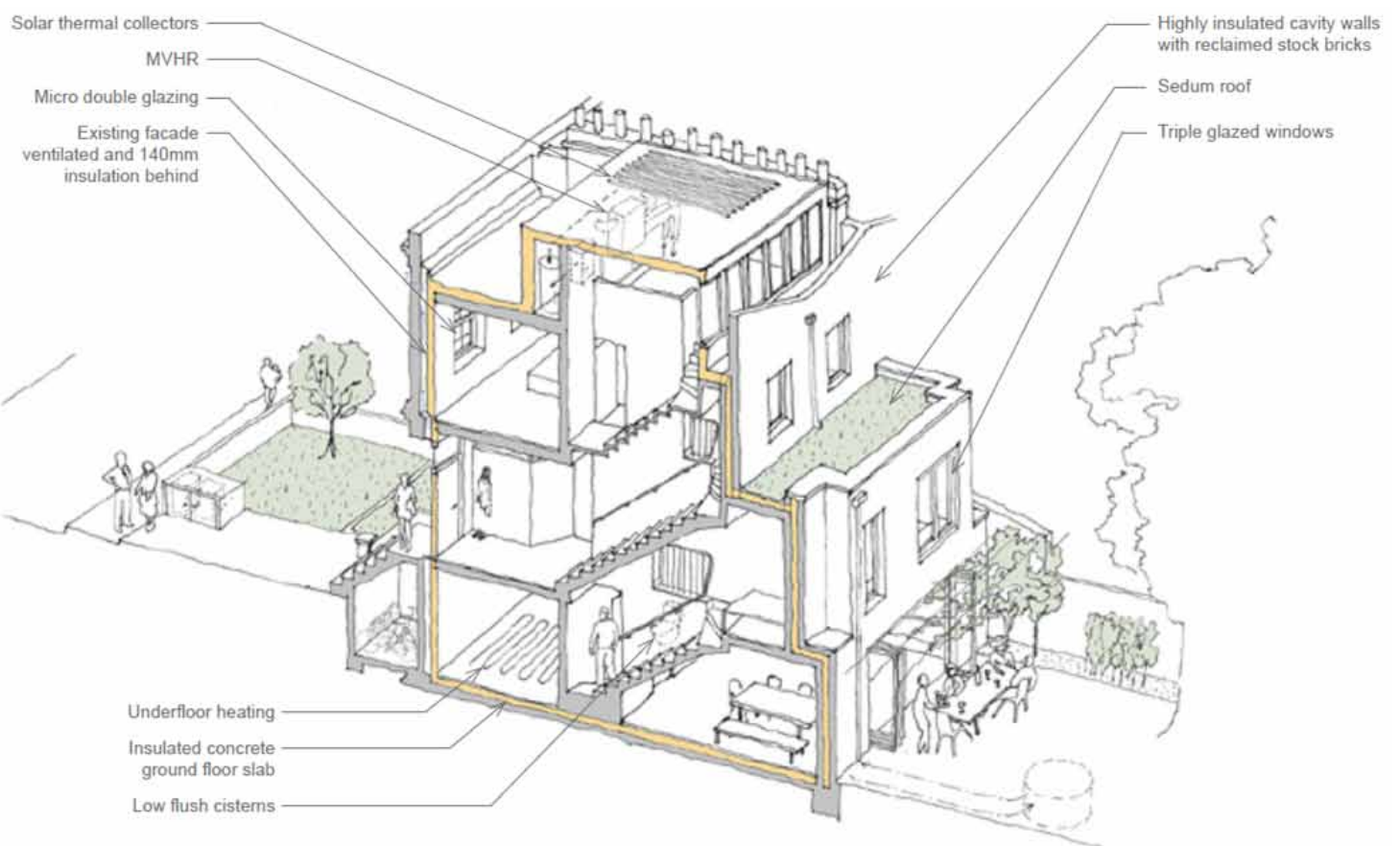
CDG have worked collaboratively with the Warm Up Bristol project and the work of the Sustainable Traditional Buildings Alliance (STBA) who have produced guidance for installing solid wall insulation in properties built before 1919.

This guidance promotes a whole house approach to energy efficiency measures. Not following this approach runs the risk of doing unintentional harm to the buildings fabric potentially reducing property values and in some cases resulting in consequences for residents' health.

CDG will expect any heritage statement submitted in support of proposals for energy efficiency measures to demonstrate that a whole house approach has been followed.

Understanding the impacts of solid wall insulation on the thermal performance and ventilation of the whole house is crucial to enable the delivery of a successful building for the future.

1



Appendix B

Case Studies

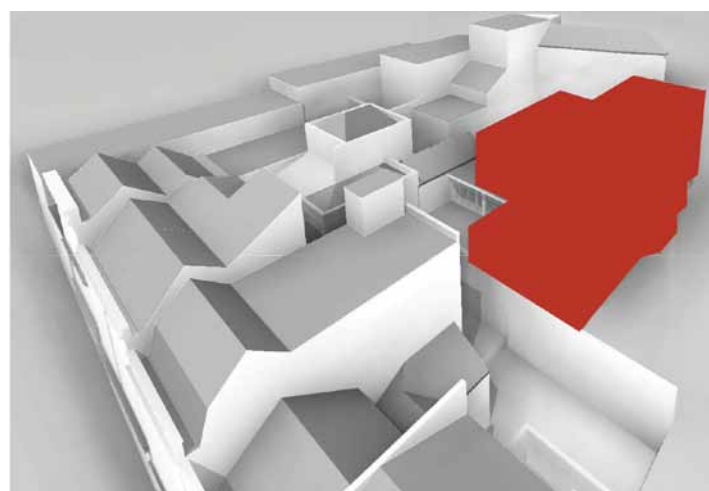
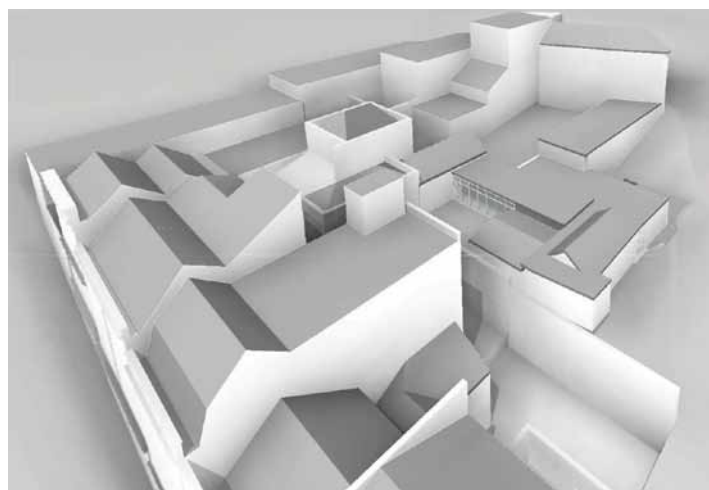
68 Park Street

Heritage designation: Listed Grade II

Proposal: 17/06562/LA, Demolition of modern structures to the rear of 68 Park Street and erection of new residential building to provide a mix of 1 and 2-bed units and a total of 9 apartments

A good example of using a detailed understanding of the heritage significance of a designated asset to inform the design of modern interventions. As a result the demolition of less significant areas of fabric could be justified.

<http://planningonline.bristol.gov.uk/online-applications/advancedSearchResults.do?action=firstPage&searchCriteria.reference=17/06562/LA&caseAddressType=Application&searchType=Application>



Henbury Village Hall

Heritage designation: Listed Grade II

Proposal: 18/00004/LA, Demolition of existing extension, and construction of a single storey extension on the north elevation of the hall

A community created heritage statement where the understanding of the significance of individual elements of the asset informed the least harmful location for a new extension.



NORTH FACING ELEVATION

<http://planningonline.bristol.gov.uk/online-applications/advancedSearchResults.do?action=firstPage&searchCriteria.reference=18/00004/LA&caseAddressType=Application&searchType=Application>

Woodlands, Church Road, Sneyd Park

Heritage designation: Conservation Area

Proposal: 17/05145/F, Construction of three storey, four bedroom house

Good assessment of local character to support a new infill development within the Sneyd Park Conservation Area.



<http://planningonline.bristol.gov.uk/online-applications/advancedSearchResults.do?action=firstPage&searchCriteria.reference=17/05145/F&caseAddressType=Application&searchType=Application>

Further information

National policy and guidance

National Planning Policy Framework

<https://www.gov.uk/government/publications/national-planning-policy-framework--2>

The basis for all planning policy in England and associated planning practice guidance *Conserving and enhancing the historic environment* <http://planningguidance.planningportal.gov.uk/blog/guidance/conserving-and-enhancing-the-historic-environment/>

Historic England

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

Provides guidance on a range of heritage related subjects (conservation areas, local lists etc) as well as details of all nationally designated heritage assets on the *National Heritage List for England* <https://www.historicengland.org.uk/listing/the-list/>

Heritage Counts

<http://hc.historicengland.org.uk/>

Heritage Counts is an annual survey of the state of England's historic environment. It is produced by Historic England on behalf of the Historic Environment Forum (HEF).

Conservation Principles Policies and Guidance

<https://historicengland.org.uk/advice/constructive-conservation/conservation-principles/>

Includes a recommended approach to assessing significance, advice on how to apply the principles and policies in practice and detailed interpretation of policies on repair, on intervention for research, on restoration, on new work and alteration and on enabling development.

Heritage in Planning Decisions: The NPPF and Designated Heritage Assets

<https://content.historicengland.org.uk/content/docs/planning/7559-heritage-in-planning-decisions-green-balance.pdf>

Guidance report produced by Green Balance for Historic England (Feb, 2018)

Statements of Heritage Significance, Historic England Advice Note (Consultation Draft)(2019)

<https://historicengland.org.uk/content/docs/guidance/statements-of-heritage-significance-consultation-draft/>

Making Better Applications for Listed Building Consent (2012)

<http://www.historictownsforum.org/node/1259>

Historic Towns Forum, Publication 57

Local policy and guidance

Bristol Local Plan

<http://www.bristol.gov.uk/page/planning-and-building-regulations/bristol-local-plan>

These web pages provide access to the Bristol Core Strategy, Development Management Policies and Central Area Plan that all contain heritage related planning policies.

The local plan also contains supplementary planning documents and guidance notes such as SPD7 *Archaeology and Development* and planning advice notes such as conservation area enhancement statements (PAN2) and shopfront design (PAN8).

Conservation Area Character Appraisals

<http://www.bristol.gov.uk/page/planning-and-building-regulations/conservation-area-character-appraisals>

These appraisal documents currently provide detailed guidance on approximately half of Bristol's conservation areas. Further appraisals will be added to these pages in accordance with this framework.

Listed Buildings

<http://www.bristol.gov.uk/page/planning-and-building-regulations/listed-buildings>

Provides access to a frequently asked questions document.

Know Your Place

<http://www.bristol.gov.uk/page/planning-and-building-regulations/know-your-place>

Provides access to the Bristol Historic Environment Record, historic maps and images from the city archives.

Glossary

Characterisation/context analysis

Historic characterisation is the term given to area-based ways of identifying and interpreting the historic dimension of present day townscape and landscape. It looks beyond individual heritage assets to the understanding of the overall character of a whole neighbourhood or area that is central to securing good quality, well designed and sustainable places.

(Understanding Place: Character and Context in Local Planning, English Heritage, 2011 <http://www.english-heritage.org.uk/publications/understanding-place-character-context-local-planning/>)

In Bristol the 'Our Place' approach has been developed using a notation system that enables communities to undertake their own context analysis (<https://www.bristol.gov.uk/documents/20182/0/Our+Place+project+report/7a2b9586-9135-4a72-82ab-66c474680676>).

Within conservation areas characterisation informs the production of conservation area character appraisals.

Conservation Management Plan

A conservation management plan is a document which sets out the significance of a heritage asset, and how that significance will be retained in any future use, management, alteration or repair.

(Heritage Lottery Fund, Conservation Management Plans, A Guide)

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. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing)

(Annex 2: Glossary, National Planning Policy Framework, Communities and Local Government, March 2012)

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

(Annex 2: Glossary, National Planning Policy Framework, Communities and Local Government, March 2012)

Historic environment record

Information services that seek to provide access to comprehensive and dynamic resources relating to the historic environment of a defined geographic area for public benefit and use

(Annex 2: Glossary, National Planning Policy Framework, Communities and Local Government, March 2012)

Local Development Plan or Local Plan

The plan for the future development of the local area, drawn up by the local planning authority in consultation with the community. In law this is described as the development plan documents adopted under the Planning and Compulsory Purchase Act 2004. Current core strategies or other planning policies, which under the regulations would be considered to be development plan documents, form part of the Local Plan.

(Annex 2: Glossary, National Planning Policy Framework, Communities and Local Government, March 2012)

The Bristol Local Plan currently consists of:

- Bristol Core Strategy
- Site Allocations and Development Management Policies
- Bristol Central Area Plan (draft)

Local List

Local heritage lists play an essential role in building and reinforcing a sense of local identity and distinctiveness in the historic environment. They provide a unique opportunity for communities, in partnership with local authorities, to identify heritage assets that they wish to protect at the local level.

(Good Practice Guide for Local Heritage Listing, English Heritage, 2012 <http://www.english-heritage.org.uk/caring/listing/local/local-designations/local-list/>)

National Planning Policy Framework (NPPF)

The National Planning Policy Framework sets out the Government's planning policies for England and how these are expected to be applied.

(National Planning Policy Framework, Communities and Local Government, March 2012)

Planning Advice Notes (PANs) and Supplementary Planning Documents (SPDs)

Documents which add further detail to the policies in the Local Plan. They can be used to provide further guidance for development on specific sites, or on particular issues, such as design. Supplementary planning documents are capable of being a material consideration in planning decisions but are not part of the development plan

(Annex 2: Glossary, National Planning Policy Framework, Communities and Local Government, March 2012)

City Design Group
Growth and Regeneration
Bristol City Council

November 2020



CITY DESIGN
GROWTH & REGENERATION