

# Topic Paper

# 13



## Addendum

Revisions to take account of Issues and Options Consultation results

### Conservation



# TOPIC PAPER BUILT HERITAGE

## SUPPLEMENTARY REPORT

### **Executive summary**

This is a supplementary paper to the original topic paper entitled the Built Heritage.

The original paper was seeking the publics' view on various aspects of the built historic environment across the district.

Generally there was broad support for additional protection or consideration of the historic environment.

### **Introduction, purpose of document and context.**

This document is the second element of the series topic papers that were published in order to present a coordinated view of the assessment of the evidence upon which we based our Core Strategy Issues and Options consultation. In order to make it easier for stakeholders to understand how we had reached our conclusions and as a key part of identifying the challenges facing our district and feasible options for addressing them, a series of 16 topic papers were written. These were as follows:

- [Topic 1 - Climate Change](#)
- [Topic 2 - Housing](#)
- [Topic 3 - Settlement Strategy](#)
- [Topic 4 - Supporting Communities](#)
- [Topic 5 - Biodiversity](#)
- [Topic 6 - Flooding](#)
- [Topic 7 - Agriculture](#)
- [Topic 8 - Retail](#)
- [Topic 9 - Economy](#)
- [Topic 10 - Tourism & Leisure](#)
- [Topic 11 - Planning Obligations](#)
- [Topic 12 - Waste & Pollution](#)
- [Topic 13 - Conservation](#)
- [Topic 14 - Design](#)
- [Topic 15 - Transport](#)
- [Topic 16 - Inclusive Design](#)

The Issues and Options that were identified within the topic papers formed the basis for the consultation document, "Salisbury and South Wiltshire, Our Place in the Future". This document represented a 'joined up' consultation exercise incorporating questions relevant to the Community Strategy and Salisbury Vision, as well as the LDF Core Strategy Issues and Options. This document was the subject of consultation for 10 weeks between the 26<sup>th</sup> July and 5<sup>th</sup> October 2007. Over 50 public events were undertaken, to promote the process, and over X,000 responses were received.

## **Review of the Original Topic Papers**

No errors have been identified in the original topic paper; nor have the responses identified the need for further clarification on any particular issue. In summary, no amendments have been made to the original topic paper.

## **Analysis of Results of the Issues and Options Consultation**

The next stage in the process is to review our analysis of the evidence base within the topic papers to take account of the outcome of the consultation and also update them where there has been a change in the evidence available to us since their publication. This review of the topic papers is an essential step on the road to producing the Core Strategy Preferred Options paper, which builds on the response of stakeholders to the issues and options we presented in the 'Our Place in the Future' paper. The following are the stages you should undertake to ensure all Topic Papers are reviewed in a robust and consistent manner.

## **Assessing the Local Need - Why Are We Developing Policies on the Built Heritage?**

The need for this topic to be included within the emerging Local Development Framework has emerged clearly from an analysis of national and regional planning policy and an appraisal of the growing body of specialist literature and guidance given to local planning authorities. Furthermore original work that has formed part of the base of evidence which will inform the Local Development Framework process has highlighted that there is a need for a new and effective set of policies to help meet our objectives.

## **What are we trying to achieve - what are our overall objectives?**

The core objectives as envisioned at the outset of this project were to develop a set of planning policies, which contribute to the following patterns of land use:

- social progress which recognises the needs of everyone
- effective protection of the environment
- prudent use of natural resources
- maintenance of high economic growth and employment

At a general level the desired outcomes at the outset of this topic paper were:

- to seek responses on whether the historic environment is sufficiently protected;
- to see whether the public thought that greater financial resources should be committed to training, enhancement and repairs of the historic environment;

- to see whether improved access (physical and educational) was needed for the archaeological resource.

### **Taking a spatial approach**

It would be a crude mistake to develop a set of policies which are based on a 'one size fits all' premise. South Wiltshire is a rich and varied part of the Country and the issues and challenges within it vary from place to place. For example, is it the case that the demand for affordable is uniform across the area or does it vary between settlements and should our policies reflect this. We feel that they should and this way we should produce spatial strategies that are rooted in the distinctive character of specific places and are tailored to solving their particular sets of problems. This is in a nutshell for us, what spatial planning is all about.

One of the drawbacks we have encountered in the past is that of plans and strategies being delivered over disparate areas, when it makes much more sense from the customers perspective to have them coordinated and covering the same areas. This is often called co-terminus service delivery and is based on joining up services and policy solutions so that they are more tailored to where they are needed.

To align our policy solutions to the areas where the issues are arising, we have taken a detailed look at how the diverse character of our district and assessed if there are broad areas which share similar characteristics and present similar sets of challenges.

The Wiltshire community areas were defined in the early 1990's in response to a review of local government boundaries that set greater store by 'natural' communities, i.e. areas that described real patterns of local life (shopping, employment, schooling, etc.) as opposed to administrative boundaries.

A number of dimensions were used to define these areas of local life including:- secondary school catchment areas, local convenience shopping patterns, postcode town boundaries, pre-1974 urban and rural district council boundaries, housing market areas, journey to work catchment areas, a historical study of patterns of local life by local historian, Dr. John Chandler, and the local geology/topography of the county. Six of Wiltshire's twenty community areas are in Salisbury district, namely:

- City community area
- Four Rivers community area (also known as Wilton area)
- Mere community area
- Nadder Valley community area (also known as Tisbury area)
- Southern community area (also known as Downton area)
- Stonehenge community area (also known as Amesbury or Northern area)

On analysis the justification for the Community areas appears just as valid today as it did when they were formed, being as they were based on a sound understanding of the hierarchy and function of settlements and how communities view their sense of place. Furthermore the issues and challenges identified do reflect the similarities within these existing areas and also the diversity between them.

However there is little point in sticking rigidly to a spatial pattern of interpreting the District if it is not appropriate to certain issues or challenges. For example the Military issues reach outside of the District to the north of the plain and similarly there is a huge

synergy between Wilton and Salisbury. Therefore while, where appropriate the Community Plan areas will form the basis of our spatial model, it will not be pursued doggedly and where the functional relationship between places dictates we will promote a flexible approach. In other words, the areas defined by the community plans should best be considered as soft verges rather than cliff edges.

## **FINDINGS OF THE 'OUR PLACE IN THE FUTURE' CONSULTATION ON THE CORE STRATEGY ISSUES AND OPTIONS**

### **What did we ask?**

Question 1:

We should extend controls over historic buildings, settlements and environments to help protect and enhance the unique character of the local area.

Question 2:

We should identify historically important (but unlisted) buildings that need additional protection.

Question 3:

There should be tighter controls on conservation area, such as changing windows in a house.

Question 4:

We should seek additional controls over certain forms of development in the Stonehenge World Heritage site, such as telephone masts and agricultural buildings.

Question 5:

Regular surveys should be carried out to identify historic buildings at potential risk, supported by a strategy to protect and enhance them.

Question 6:

We should produce plans for the enhancement of conservation areas and other historic environments rather than react to proposals as and when they are made.

Question 7:

We should use public funds to enhance conservation areas and historic environments.

Question 8:

Utility companies such as water, gas, telecoms and power should ensure their work does not damage the appearance of the area.

Question 9:

World Heritage Site status should be sought for Salisbury Cathedral and the Close.

Question 10:

We should improve information, interpretation and access to archaeological sites and monuments.

Question 11:

We should fund and arrange training workshops to improve the skills of local craftspeople.

Question 12:

Owners of listed building should be provided with simple guidance about the restrictions that apply.

## Summary of responses

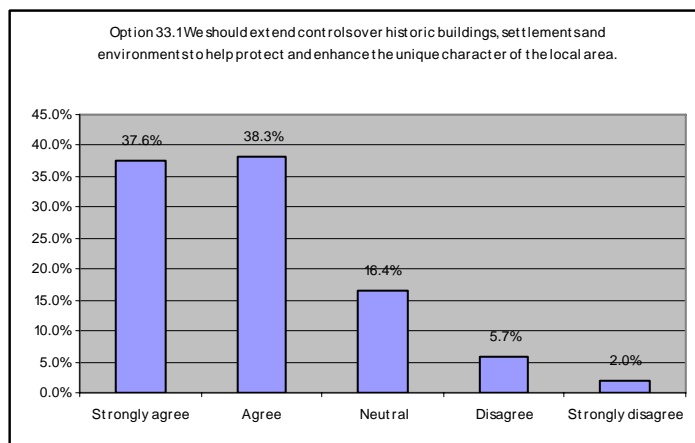
### Option 2 - Getting started: Your priorities and concerns



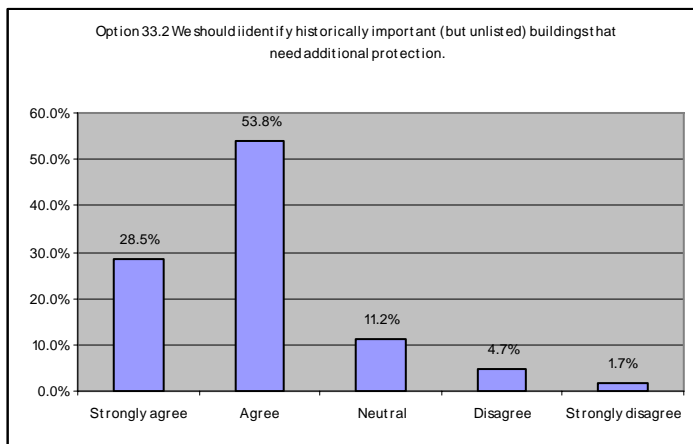
This question at the start of the questionnaire asked for respondent's general priorities and current satisfaction with the council's service. A very positive response, however there is a notable deficiency between priority and satisfaction at the top of the scale.

### Option 33 – The historic environment

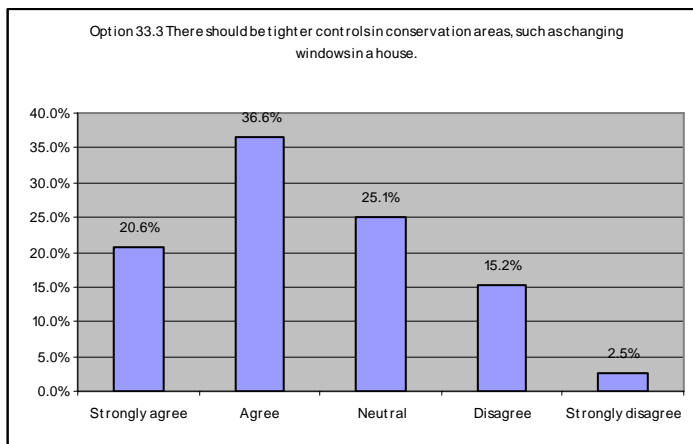
This option comprised five questions, all relating to the extent and exercise of controls in the historic environment. The responses were overwhelmingly positive, as shown in the following graphs.



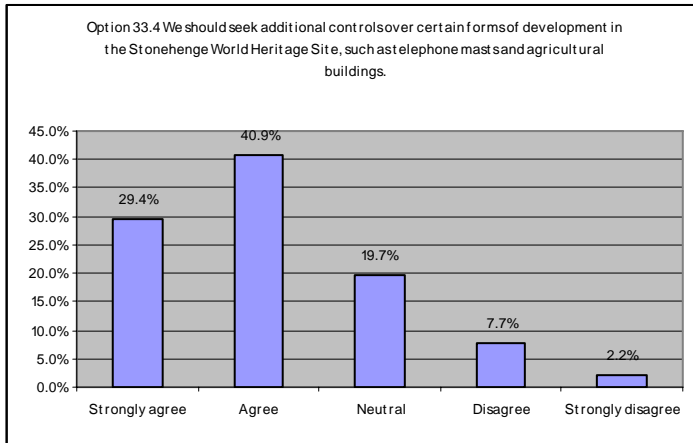
A very high proportion (75.9%) of respondents were in favour of extending controls in the historic environment. A few comments were made regarding the financing of such work and that controls are governed by legislation.



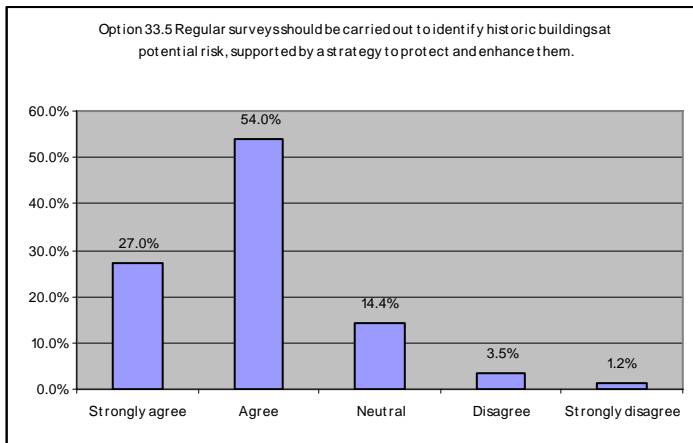
This question looked at the possibility of identifying historically important unlisted buildings, forming a 'Local List', and the 81% in favour indicates that this should be a priority action. Few comments were specifically made, however a couple questioned the preservation of old buildings for the sake of it, while others encouraged protection and said that our history forms our identity. Another suggested that owners need the carrot (in the form of grants) as well as the stick. One suggested that only buildings worthy of statutory listing were worthy of preservation.



A strongly positive response to this question (57.2% positive, 25.1 neutral) shows that a district-wide concern for the historic details of properties should be addressed.



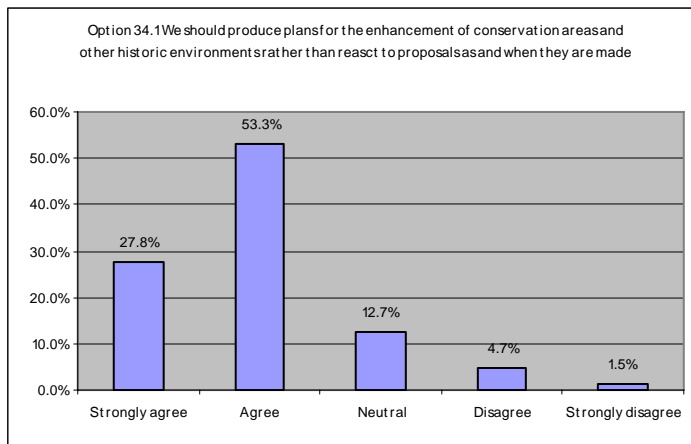
Over 70% supported this option, giving good support to the proposed revision of the Article 4 direction in the Stonehenge World Heritage Site. The only Stonehenge related comments referred to the road scheme and the visitor centre.



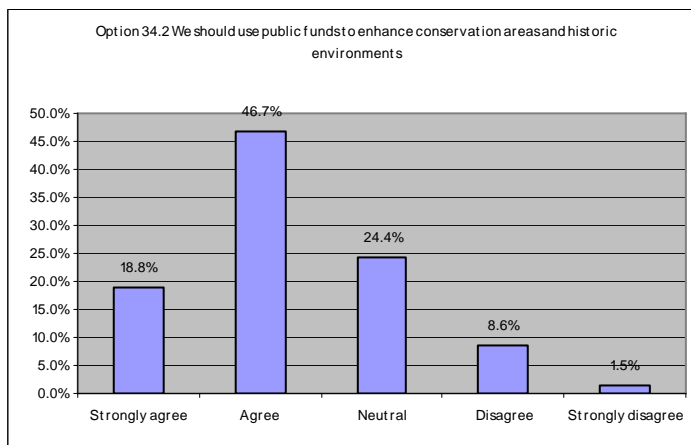
Resounding support for this option (81% positive) demonstrates the level of interest in the historic environment and the value the public places on our heritage. The only comment on this question asked how this would be funded and suggested developers' contributions.

### Option 34 – The historic environment

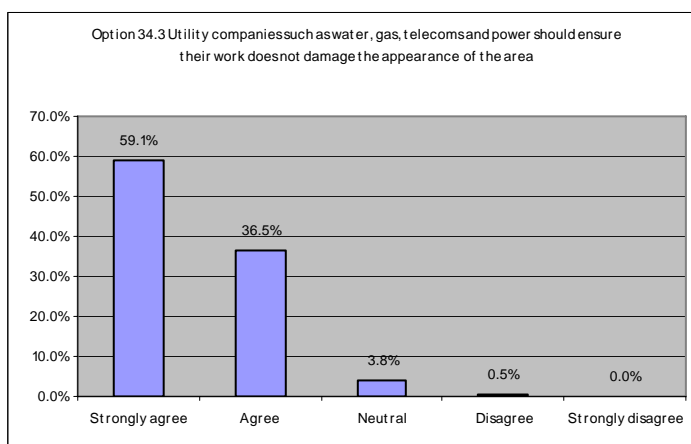
This option looked at taking a more proactive role with specific proposals as shown below.



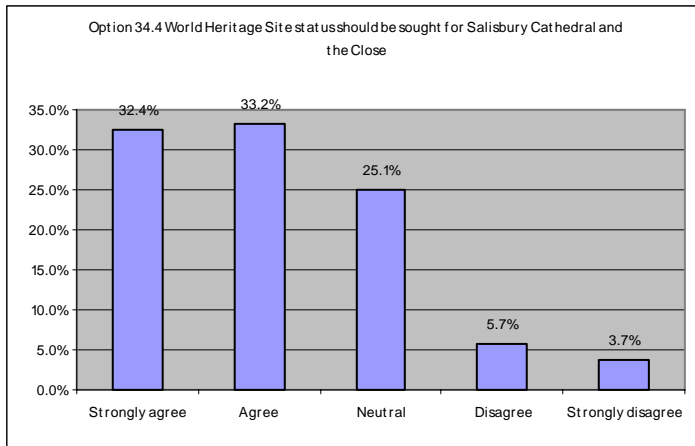
A strongly positive response (81% in favour) supported the production of further conservation area appraisals and management plans.



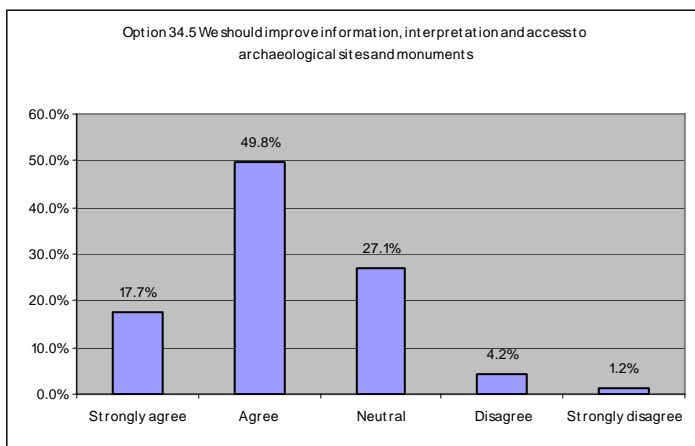
Slightly less resounding, however 65% or respondents were in favour of using public funds to enhance the historic environment. One comment referred to the use of developers' contributions and this could be investigated.



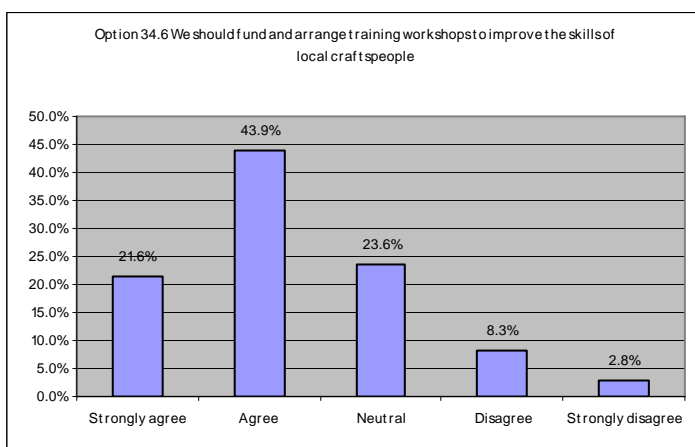
The strongest of all responses, an extraordinary 95% of respondents agreed with this proposal for better management of utility companies' work, clearly indicating significant dissatisfaction with the current system.



Good support for this option was voiced, although achieving World Heritage Site status is a matter of complex international politics and needs much further investigation with English Heritage and DCMS. Several respondents objected on the grounds of unwanted regulatory interference and loss of local decision making, showing the need for better explanation of the process and the effects of inscription if the public are to be fully behind this proposal.

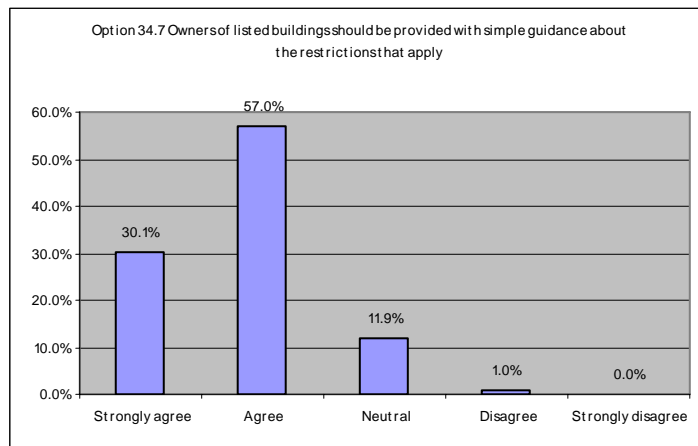


Another broadly positive response, encouraging better publication of the information which is largely already available.



A positive response to this question shows the respondents' appreciation of the lack of available traditional craftspeople, and encourages the council to facilitate, possibly in partnership with other authorities or educational establishments, some form of

training. Several comments were made suggesting that these could involve Salisbury College.



A decisive 87% were in favour of this option. Our advice leaflet (2005) and availability for personal advice are evidently less well widely known about than we might like, although no figures are available to ascertain how many respondents live in or own listed buildings.

### **Spatial analysis of results**

The questions posited were district wide and did not have spatial implications. The only area-specific proposal related to the possible World Heritage Site designation status for the cathedral, however, given the pre-eminence of the cathedral within the district this is considered to transcend the city's boundaries.

Views were expressed in relation to Stonehenge although there were no proposals were put forward. Generally disappointment was expressed over the presentation of Stonehenge and the situation of the roads.

### **Follow-up work required as result of consultation**

The results were unambiguous so it is not felt that further clarification or information-gathering is required.

## **THE IDENTIFICATION OF PREFERRED OPTIONS FOR THIS TOPIC AREA**

Preferred Option from Stakeholder feedback	Sustainability Appraisal*	Alignment with national and regional policy**	Deliverability***	Other and action****
<p>Extend controls over historic buildings, settlements and environments to help protect and enhance the unique character of the local area</p>	<p>Positive, especially Objectives 22 and 23</p>	<p>Accords with PPG15 and Policy EVN1 of the RSS</p>	<p>There is a programme to review the existing conservation areas, and part of this process involves determining whether their boundaries need amending. The areas might need to be increased, and this would widen the areas of control.</p> <p>The designation of new conservation areas could also be considered.</p> <p>The making of Article 4 Directions (removal of certain permitted development rights) is currently being considered for buildings in conservation areas.</p>	<p>This should be taken forward as a preferred option.</p>
<p>Identify historically important unlisted buildings that need additional protection</p>	<p>Positive, especially Objective 23</p>	<p>Accords with PPG15 and Policy EVN1 of the RSS</p>	<p>This could be delivered by the creation of a 'local list' of buildings. Such lists are being developed in conservation areas as part of the current programme of</p>	<p>This should be taken forward as a preferred option, however, it should be noted that deliverability has resource implications.</p>

			<p>conservation area appraisals. This could be extended beyond conservation areas either by carrying out a dedicated survey, or on an ad hoc basis.</p> <p>From time-to-time certain buildings might also be identified for potential listing by English Heritage, and this should be pursued.</p>	
Create tighter controls in conservation areas	Positive, especially Objectives 22 and 23	Accords with PPG15 and Policy EVN1 of the RSS	The making of Article 4 Directions (removal of certain permitted development rights) is currently being considered for buildings in conservation areas.	This should be taken forward as a preferred option.
Create additional controls over certain forms of development in the Stonehenge World Heritage Site, such as telephone masts and new agricultural buildings	Positive, especially Objectives 22 and 23	Accords Policy EVN1 of the RSS and the Stonehenge World Heritage Site Management Plan	This could be achieved by the creation of Article 4 Directions.	This should be taken forward as a preferred option, however, it should be noted that deliverability has resource implications – there would be a need for the council to carry out a survey to determine the potential threats to the world heritage site from

				permitted development.  Liaison is required with the Stonehenge WHS co-ordinator regarding implementation.
Carry out regular surveys to identify historic buildings that are at risk, supported by a strategy to protect them	Positive, especially Objective 23	Accords with PPG15 and Policy EVN1 of the RSS	<p>A district-wide survey was carried out around five years' ago by consultants. Whilst buildings at risk are being identified as part of the ongoing conservation area appraisals, this only covers a small proportion of the district's listed building stock. Resources would need to be committed to carry out a comprehensive review of all the district's 3,000 or so listed buildings either in-house or by consultants.</p> <p>A strategy is currently being produced which provides a framework for tackling the buildings that have been identified as being at risk.</p>	This should be taken forward as a preferred option, however, it should be noted that deliverability has resource implications.
Produce plans for the enhancement of	Positive, especially Objective 23	Accords with PPG15 and Policy EVN1 of the RSS	As part of the current programme of	This should be taken forward as a preferred

conservation areas and other historic environments rather than simply react to proposals when they are made			<p>conservation area review, management plans are produced that include proposals to enhance the conservation areas.</p> <p>A scheme for the enhancement of Salisbury city centre was partially carried out approximately five years' ago until funds ran out. Designs could be produced to extend the area that was enhanced. It might be possible for this to be incorporated as part of the Salisbury Vision exercise.</p>	option.
Utilise public funds to enhance conservation areas and historic environments	Positive, especially Objectives 22 and 23	Accords with PPG15 and Policy EVN1 of the RSS	The council could target its resources towards enhancement. It might also be possible to use developers' contributions through Section 106 agreements to fund enhancement projects. Projects are being identified as part of the ongoing appraisal of conservation areas.	This should be taken forward as a preferred option, however, it should be noted that deliverability has resource implications.
Public utilities, e.g. water, gas, telecoms, should	Positive, especially Objectives 22 and 23	Accords with PPG15 and Policy EVN1 of the RSS	Liaison with County Highways and the	This should be taken forward as a preferred

ensure that their work does not damage the appearance of the area			<p>statutory undertakers would be required to ensure that repairs and new utilities are carried out in a sympathetic manner.</p> <p>It is anticipated that the emergence of the new unitary authority would help to create better relations with County Highways.</p>	option.
Seek world heritage site status for Salisbury Cathedral and The Close	Positive, especially Objective 23	Accords with Policy EVN1 of the RSS	<p>A tentative list for world heritage sites is being reviewed in 2008, therefore, this proposal might be quite timely.</p> <p>This option needs to be driven by a group such as the Salisbury Civic Society, with the approval of the Dean and Chapter.</p>	This should be taken forward as a preferred option, however, it should be noted that deliverability of this option is dependent on others.
Improve information, interpretation and access to archaeological sites and monuments	Positive, especially Objective 23	Accords with PPG16 and Policy EVN1 of the RSS	The Archaeology and Conservation Services section of Wiltshire County Council has recently been relocated to new purpose-built offices in Chippenham, part of the aim of which has been	This should be taken forward as a preferred option, however, it should be noted that deliverability of this option is dependent on others.

			<p>to improve public access. Greater access to archaeological records has also been improved by the Sites and Monuments Record being available online.</p> <p>Deliverability of improved physical access to archaeological sites and monuments, whilst to be encouraged, is dependent on landowners.</p>	
Fund and arrange training workshops to improve the skills of local craftspeople	Positive, especially Objective 22	Accords with PPG15 and Policy EVN1 of the RSS	It is envisaged that training events could be carried out in conjunction with other local authorities. The training could possibly be funded from sponsorship by local contractors or by charging for the events.	This should be taken forward as a preferred option, however, it should be noted that deliverability has resource implications.
Provide guidance to owners of listed buildings about the restrictions that apply	Positive, especially Objectives 22 and 23	Accords with PPG15 and Policy EVN1 of the RSS	Some guidance has already been produced by the conservation team to explain the restrictions that apply to listed buildings, and this is made available to new purchasers when they carry out a land registry	This should be taken forward as a preferred option.

			<p>search.</p> <p>Further guidance could be produced on specific topics, such as alterations to windows, pointing, and thatching.</p>	
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