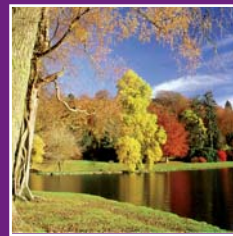


# Topic Paper 13



## Conservation



# LDF Topic Paper

## BUILT HERITAGE

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### Issues and Options Summary

#### National Context

In addition to normal development controls, The Planning (Listed Buildings and Conservation Areas) Act 1990 provides specific protection for buildings and areas of special architectural or historic interest. Within the statutory framework, Planning Policy Guidance 15 – Planning and the Historic Environment emphasise the need for the protection and enhancement of the historic built environment. Although choices sometimes have to be made, conservation and sustainable economic growth are complementary objectives and should not generally be seen as in opposition to one another. The Government urges local authorities to maintain and strengthen their commitment to stewardship of the historic environment and to recognise and plan for the preservation and enhancement of the historic environment.

In relation to the World Heritage Site and other statutory designations, local planning authorities should formulate policies for their protection. Policies should reflect the fact that all these sites have been designated at the national or even international level, and they should place great weight on the need to protect them for the benefit of future generations.

Planning Policy Guidance 16: Archaeology and Planning promotes the preservation and management of archaeological remains of both national and local significance and recognises their importance to society. Archaeology is evidence of the past development of our civilisation and is a finite and non-renewable resource, which can be easily damaged or destroyed. Appropriate management is therefore essential to ensure that archaeology survives in good condition. Policies should be developed for the protection, enhancement and preservation of sites of archaeological interest and of their settings. It should identify and aim to conserve areas of archaeological significance and to protect or enhance finds and sites for the education and enjoyment of everyone.

The proposals in the draft White Paper 'Heritage Protection for the 21<sup>st</sup> Century' are based on a unified vision of the historic environment that will enable a simpler and more efficient system. It aims to develop a unified approach to the historic environment, maximise opportunities for inclusion and involvement and supporting sustainable communities by putting the historic environment at the heart of an effective planning system. It is envisaged that these proposals will give the Local Planning Authority more responsibility and power over the built heritage and this must be reflected in the Core Strategy policies.

#### Regional Context

The region's rich and diverse historic environment is also acknowledged by the Draft Regional Spatial Strategy (RSS), which states that the rich and highly distinctive historic environment of the South West is one of the region's key assets and strengths. It advises that local authorities in their strategies and plans should adopt an approach to the historic environment, which is based on adequate identification and assessment of the assets, consideration of how they contribute to local character and diversity, and assessment of their capacity to absorb change.

The historic environment is of particular importance for tourism, leisure, education and business. There is also an acknowledgement that historic culture also has strong connections with economic innovation, renaissance, community health and well-being and helps to bind local communities which collectively leads to the creation of sustainable communities. Policies should encourage the sensitive re-use of historic assets through heritage-led regeneration, particularly where they bring redundant or underused buildings and 'spaces' into appropriate use. In particular, in the South West, tourism is an important part of the economy. Government policy encourages the growth and development of tourism in response to the market so long as this is compatible with proper long-term conservation. Apart from being valuable assets in their own right, historic buildings are also an important cultural asset, providing a positive visitor experience and a source of tourism revenue, which is important to the wider local economy.

It is appropriate to have policies that are linked to other local strategies, for example, the Community Strategy and the Tourism Strategy. The linking of other strategies would ensure a co-ordinated approach and a considered approach to the historic environment.

The Regional Spatial Strategy also recommends the need for policies to consider the potential impact of climate change on historic assets and how they can best adapt to such change (RSS, 2006).

### Local Context

Salisbury District Council has an exceptional built heritage - it has over 3000 statutorily listed buildings, of which a higher-than-the-national average number are of outstanding national interest. These buildings are irreplaceable assets and policies should favour the preservation or sensitive alteration of such buildings.

In addition to this, the District is internationally renowned for its Cathedral precinct, and Stonehenge - a World Heritage Site. There is a Management Plan for the Stonehenge World Heritage site which provides a policy framework in partnership with other bodies.

In addition to the individual historic buildings and archaeological sites, there are 70 designated Conservation Areas in the District. Conservation Areas are areas of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance. The Local Planning Authority is currently carrying out a gradual re-appraisal of all the Conservation Areas which will help inform future policies and management plans. Designation of a Conservation Area does not preclude the possibility of new development but any new development will be expected to preserve or enhance the character and appearance of the Conservation Area.

The Local Planning Authority is committed to the conservation of the District's heritage and the Local Development Framework will endeavour to protect and enhance the historic built environment. Any new development will need to respect the historic environment where appropriate. Archaeological remains are a finite and diverse resource. They are evidence of the evolution of our civilisation and should therefore be protected for future generations. They are a non-renewable and in many cases highly fragile and vulnerable to damage and destruction. The Council's objectives in respect of archaeological entities will be their protection and improved public access and understanding.

### Issues Facing Salisbury District

- Protection of historically important unlisted buildings
- Buildings at Risk – particularly redundant farm buildings
- Lack of control over development to historically important unlisted buildings in Conservation Areas
- Repair, maintenance and use of the Council-owned portfolio of listed buildings
- Enhancement of the public realm
- Detrimental maintenance and intervention of statutory undertakers in Conservation areas
- Lack of a collective international designation and recognition for Salisbury Cathedral and The Close and its environs
- Lack of qualified craftsmen and professionals with specialist conservation skills
- Lack of control over development in the Stonehenge World Heritage Site
- Lack of information, interpretation and access of archaeological sites and monuments
- Inconsistencies with statutory lists – some buildings aren't listed and should be, whilst others are listed when they probably shouldn't be
- Lack of guidance to the public and developers regarding the approach to the historic environment

## OPTIONS TO ADDRESS THE ISSUES

- Should a local list be drawn up for historically important unlisted buildings?
- Should a frequent survey be carried out on listed buildings in the District to identify potential 'buildings at risk'? Should a strategy be pursued for 'buildings at risk'?
- Should there be added controls over certain forms of development in Conservation Areas?
- Should the Council produce a strategy for the listed buildings it owns? Should the disposal of assets be considered?
- How should enhancement proposals be implemented within Conservation Areas?
- How should the wider public realm be enhanced?
- Should there be a strategy agreed with the statutory undertakers in carrying out maintenance and alterations in Conservation Areas?
- Should a World Heritage Site be considered for Salisbury Cathedral and its precinct?
- Should the Council facilitate training workshops to improve the skills-base of local craftsmen?
- Should there be additional controls over certain forms of development in the Stonehenge World Heritage site?
- Is there a need for improved information, interpretation and access to archaeological sites and monuments?
- Should the Council identify the inconsistencies in the statutory lists and request that English Heritage address this issue?
- Should the Council provide guidance notes for members of the public and developers regarding works to listed buildings?

## **Issue 1: Protection of historically important unlisted buildings**

### **National Context**

The government, in PPG15 para 6.16, emphasises the importance of the whole historic environment, not just listed buildings or areas which are statutorily designated, and recommends the provision of a locally held list of historically important buildings backed up by development control policies. These should make it clear that the buildings do not enjoy statutory protection, however such local designation is widely accepted as a material consideration in the determination of planning applications.

In the Heritage Protection white paper, the consultation period for which has just closed, much more emphasis is given to local lists and they are likely to be enshrined in the new legislation:

“A new national designation regime is only one means of ensuring the effective management and preservation of our heritage. Local designation also has an essential role to play. Local designation provides a means for local communities to identify and to protect the buildings, sites and spaces that matter to them. It helps to build a sense of local identity and distinctiveness, a sense of history, place and belonging.”

“In addition to Conservation Areas, LPAs have the scope to designate individual historic assets. Evidence suggests that more and more authorities are responding to local need and choosing to do so. We support the use of local designation, and want to encourage more authorities to make use of it. As part of our reforms, we will publish new criteria and good practice guidance for local designation, based on the national system, to make it easier for local authorities to develop their own local registers.”<sup>1</sup>

According to research undertaken at Oxford Brookes University<sup>2</sup> and for the Institute of Historic Building Conservation<sup>3</sup>, approximately fifty percent of local planning authorities already maintain a local list and a further 20 percent have some form of local historic area protection.

### **Local Context**

Salisbury district currently maintains no local list in any form while having a huge number of historically significant buildings (nearly 3000 structures are statutorily listed – a figure well above the national average).. In addition there are 70 designated Conservation Areas and, it is estimated, a further 2-3000 historic buildings which are not listed but which are considered to be of local importance and whose loss (or substantial alteration) would have a negative impact on the historic environment of the district. Some of these may be considered by English Heritage for statutory listing in the future, while others may not clearly satisfy the criteria for listing but are still of notable interest. Many of these are within existing Conservation Areas and have limited protection (which may be enhanced with Article 4(2) directions) however many lie outside Conservation Areas and have little protection. The 16 Conservation Area appraisals which have been produced to date all highlight the loss of historic buildings and the erosion of historic character within the boundary of those Conservation Areas due to inadequate controls. No formal review of unlisted historic buildings exists outside Conservation Areas, but officer observation and regular feedback from members of the public, government agencies such as DEFRA, organisations such as the CPRE and parish councils (as evidenced by Village Design Statements) confirm that general harm continues apace. We can also draw conclusions about the condition of unlisted historic buildings from the condition survey of listed buildings undertaken by Radley House Partnership. That report found, unsurprisingly, that many agricultural buildings were in a poor state of repair. It is easy to surmise that farm buildings which have no statutory protection are likely to be more vulnerable to loss or alteration.

Where planning applications are required for works to unlisted historic buildings, it is occasionally possible to seek the amendment of the scheme to limit the harm done, however this is largely dependent upon the development control case officer identifying at the outset the building's historic significance and their subsequent willingness to seek specialist conservation advice and act upon it. However, due to the wider permitted development rights outside Conservation Areas, and the complete lack of control over demolition, much harm is done regardless.

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<sup>1</sup> *Heritage Protection for the 21st Century*, DCMS, March 2007, Paras 1.1.23 & 1.1.25

<sup>2</sup> *Local Authority conservation Provision in England*, Oxford Brookes, 2003.

<sup>3</sup> *The Spirit of Localism*, Joanne Parker, in *Context* 42, IHBC, 1994.

Options to address this issue:

1. Create and publish a district-wide local list of buildings of local and historic interest.
2. Draft new development control policies to provide specific guidance on historic buildings outside Conservation Areas.
3. Article 4(1) or 4(2) directions (under the TCP(GPD)Order 1995) to restrict permitted development rights.
4. Seek listing of all historically important buildings.
5. Seek listing of some historically important buildings.
6. Continue to rely on development control officers to recognise the importance of unlisted buildings outside Conservation Areas and ask for specialist advice.
7. Increase awareness of issues with DC officers.

## **Issue 2: Listed Buildings in poor condition**

### **National context**

The appreciation of historic buildings and structures is an appreciation that many people share. It may be that they like old buildings because of the way they look; because of the craft skills their construction may embody – or because of the story they tell in how our society develops. . Whatever their reason, the historic landscape is clearly appreciated by a significant number of residents and many important documents, including the Community Strategy, are prefaced by references to the district's wealth of historic buildings and archaeological sites.

We know from personal and professional experience that buildings that have a use – such as houses and churches, tend to be looked after because they have a value to their owners or users. Buildings that do not have a clear use can fall into decline because their owners are unwilling to invest money in their repair where there is little prospect of a financial return. (For example, we have a number of small barns/granaries in the district in a poor condition because such buildings are ill-suited for modern agricultural practice and therefore have a limited 'use' for their owners).

The government acknowledges that the “historic environment is one of our greatest national resources” and it “looks to local authorities to adopt a positive approach to the management of the historic environment within their area and the monitoring of its condition”. In Planning Policy Guidance Note 15 the government states that “regular maintenance and repair is the key to the preservation of historic buildings” (Para 7.1). It is also clear that some buildings will inevitably be neglected and fall into a state of disrepair. In such circumstances the government recommends “the timely use of urgent works and repairs notice powers” (PPG 15, Para 7.2).

In order to identify the vulnerable buildings, the guidance note recommends that the local authority monitor listed buildings by means of a simple, regularly updated condition surveys. English Heritage's publication: “Buildings at Risk: A New Strategy” (1998) – is a commitment from English Heritage to monitor the condition of grade I and II\* listed buildings, to publish annually a list of those 'at risk' and to take necessary steps to secure their preservation. The document encourages local authorities to do the same for all grades of listed buildings within their district. The English Heritage publication: “Stopping the Rot” (May 1998) shows local authorities how to make effective use of their statutory powers and provides guidance on the serving of such notices.

### **Regional context**

A draft “Regional Spatial Strategy for the South West 2006-2026” (RSS) has been produced by the Regional Assembly. The Draft RSS is a new approach to planning for the South West. The overall purpose of the plan is to manage the nature, location, scope and pace of development. It aims to influence future planning of the region and provide an overarching framework for local authorities. The RSS says of the historic environment (ENV5 – page 149)

“The historic environment of the South West will be preserved and enhanced. Local authorities and other partners will identify and assess the significance of the historic environment and its

vulnerability to change, using characterisation to understand its contribution to the regional and local environment and to identify options for its sensitive management.”

### **Local context and issues to consider**

Within Salisbury District there are over 3,000 separately listed buildings. The types of buildings that are listed are many and varied, encompassing houses, farm buildings, churchyard monuments and industrial structures to name but a few. In addition to these listed buildings, there are many historic unlisted buildings which make a positive contribution to the appearance of the district.

In 2003 Salisbury District Council commissioned a condition survey by Radley House Partnership of all the listed buildings (with the exception of a few categories of listed buildings). The survey provided a ‘snap shot’ in time of the condition of our listed buildings. In addition to the Radley House survey, we have recently commissioned Conservation Area Appraisals of some of the district’s designated existing Conservation Areas. Within the appraisals, historic buildings that are important in terms of their positive impact on the Conservation Area, are included under the Management Plan section if they are in a poor condition (as their loss would be potentially detrimental to the character of the Conservation Area). The Radley House survey found that, in the main, most buildings were in a good or fair condition, however there were some buildings whose condition was very poor or in a deteriorating condition. Generally, the buildings in the poorest condition were farm buildings where changes in agricultural practice have resulted in the functional redundancy of this type of building. If historic buildings in a very poor condition are allowed to deteriorate, then they will reach a point when they are beyond repair. We have had several cases where barns have been allowed to deteriorate to such an extent that they have subsequently collapsed and have been lost for ever.

The Radley House survey and the on-going Conservation Area Appraisals have flagged up the issue that we have a number of buildings in a poor or deteriorating condition. We know that the historic environment matters to the public because: we are contacted regularly by individuals concerned about buildings; Village Design Statements (drafted by Parish Councils) frequently refer to the importance of the historic character of villages, and because most Council documents (usually in the preamble) recognise the importance of the historic landscape.

If we accept that individual historic buildings can make a positive contribution to the landscape, then we need to consider how much we value these buildings and what level of resources we are prepared to commit to securing their future.

Options to address this issue:

1. Do we need a clear strategy that sets out how we will deal with buildings in a poor condition?
2. Shall we undertake regular ‘audits’ (such as quinquennial surveys) of listed buildings in the district in order to better identify buildings in a poor condition?
3. Should we be concerned about the condition of unlisted historic buildings in Conservation Areas?
4. Shall we actively encourage the reuse, maintenance and repair of listed buildings in order to secure their long term future?
5. Shall we offer grants towards certain categories of historic buildings in poor condition to encourage their repair by the owners?
6. Shall we accept that some buildings no longer have viable uses and allow their collapse or demolition?
7. Do we need a clearer policy on when the demolition of a listed building will be considered acceptable?

### **Issue 3: Lack of control over alteration of historically important unlisted buildings in Conservation Areas**

#### **National Context**

Following the Shimizu judgement, very little statutory control over significant alterations is available within Conservation Areas apart from the control of complete or substantial demolition of buildings over 115m<sup>3</sup> and some walls. Emphasis is placed on the importance of the control of demolition within the Heritage White Paper which proposes that the new legislation creates;

“an opportunity to raise levels of protection back to pre-Shimizu levels, so that full or partial demolition of an unlisted building in a Conservation Area would require planning permission.”<sup>1</sup>

Further protection can be provided by the use of local lists, as outlined in Issue 1 above, which would strongly emphasise to development control officers the significance of individual buildings. English Heritage’s guidance on the production of Conservation Area appraisals<sup>2</sup> provides a clear list of criteria which might be considered when assessing whether a building makes a positive contribution to a Conservation Area, and this can be used inform decisions on the boundaries of Conservation Areas and proposals for demolition within them.

#### Shimizu (UK) Ltd v Westminster CC (1995)

This is a case where listed building consent had been granted for the removal of virtually the whole of a building in London, leaving only the façade, chimney breasts and chimney stacks. The building was then sold and the subsequent owners applied for consent to remove the chimney breasts as well.

Permission was refused and they sought compensation claiming that the removal of the chimney breast was ‘alteration’ and not ‘demolition’. The compensating authority appealed to the Court of Appeal. Two of the three Appeal judges held that the removal of the chimney breasts were indeed alteration and not demolition.

In practise this means that local authorities have very little control over works of ‘alteration’ (such as the removal of a chimney stack) within Conservation Areas.

### Local Context

Formal appraisals of 16 of our 70 Conservation Area are currently in draft form (bar one which has completed the consultation process) and these have all highlighted losses of buildings or important historic features of unlisted buildings. The lack of control over the loss of features such as timber windows, low boundary walls and outbuildings, has eroded the character of these historic buildings and, in some areas, lead to the recommendations for revising the Conservation Area boundary to excluded denuded areas. The existing legislation adequately affords protection of substantial buildings from total demolition however some areas are very much characterised by small outbuildings and these are not protected .

The use of Article 4 directions could attempt to halt this decline and ultimately lead to the improvement of some areas, for example by requiring planning permission for the approval of replacement windows based on clear guidance (e.g. in leaflet form). ~~Where planning permission is already required for alterations, development control policies are generally adequate to protect the general character of the Conservation Area and the building concerned, however, details such as windows and boundary treatments are often not considered or conditioned sufficiently due to the permitted development rights enjoyed by owners.~~

The council’s critical best friend in relation to the historic environment, the Salisbury Conservation Area Panel has long argued for the use of Article 4 directions in the Salisbury Conservation Area.

Options to address this issue:

1. The use of Article 4(1) or 4(2) directions (under the TCP(GPD)Order 1995) to restrict permitted development rights (ie to control the alteration of windows, doors, removal of chimney stacks and boundary walls on unlisted buildings)..
2. The implications of continuing with current controls.

### **Issue 4: Repair and Maintenance of Council-Owned Historic Buildings**

#### National Context

The government urges local authorities to “maintain and strengthen their commitment to stewardship of the historic environment, and to reflect it in their policies and their allocation of resources” (PPG15, Para 1.6).

Furthermore, local authorities are urged to deal with their own buildings “in ways which will provide examples of good practice to other owners”. They advise that it is particularly important that every effort

<sup>1</sup> Para 1.3.18

<sup>2</sup> *Guidance on Conservation Area Appraisals*, English Heritage/Planning Advisory Service, 2006.

should be made to maintain historic buildings in good condition, and to find appropriate new uses for buildings in authority ownership which are no longer in active use” (PPG15, Para 3.37).

English Heritage recommends that local authorities maintain a register of ‘buildings at risk’ in order to develop proactive strategies for tackling vulnerable buildings (Buildings at Risk: A New Strategy, English Heritage, 1998). Such a register should include a review of the condition of local authority-owned listed buildings.

English Heritage’s document “Managing Local Authority Heritage Assets: Some Guiding Principles for Decision-Makers” (a joint EH, DCMS and ODPM publication, 2003) sets out guidance to promote and encourage appropriate standards in the management of local-authority owned listed buildings. It states that, “it is essential to local authorities’ credibility as stewards of the historic environment that they set good examples in the management of their own heritage assets. This means demonstrably achieving the standards they expect of others”.

### **Local Context**

The number of council-owned buildings which are listed has never been quantified. The conservation team has been made aware of council-owned listed buildings when contacted on an ad hoc basis by the Legal and Property Unit. An example of recent involvement that the conservation section has had relates to the Guildhall. This is a Grade II\* listed building, which is facing functional redundancy due to the vacation of the Magistrates’ Court in a few years’ time. The building faces an uncertain future about its use, and consequently its maintenance. The conservation section is represented on a working party to discuss potential options for the building.

Other examples of maintenance and repair issues that have arisen recently are the Council Offices Bourne Hill, and the Poultry Cross.

The number of council-owned listed buildings need to be identified in conjunction with the Legal and Property Unit, and their condition assessed in order to quantify the full extent of the issue. The relevant sections of the council responsible for these particular buildings then need to be made aware that these buildings are listed and what the implications of listed status are.

Options to address this issue:

1. Should there be a working group formed by the conservation team and the Legal and Property Unit with a view to formulating policies to ensure the regular survey and maintenance of the council’s listed buildings?
2. Should the council continue as it does at present, and deal with the council-owned listed buildings on an ad hoc basis, when the need arises?
3. Should the council consider the disposal of some or all of the listed buildings in its ownership in order to avert any potential liability for maintenance or repair?

## **Issue 5: Enhancement of the Public Realm in Conservation Areas**

### **National Context**

The public realm includes streets and public open spaces. In other words, they are the areas that fall outside private ownership.

The designation of conservation areas is not an end in itself. The Planning (Listed Buildings and Conservation Areas) Act 1990 (Section 71) stipulates that, “It shall be the duty of a local planning authority from time to time to formulate and publish proposals for the preservation and enhancement of any parts of their area which are conservation areas”.

PPG15 (Paragraph 4.9) suggests that local authorities should identify what it is about the conservation area which should be preserved or enhanced, and identify the means by which this can be pursued.

English Heritage’s document “Managing Local Authority Heritage Assets: Some Guiding Principles for Decision-Makers” (a joint EH, DCMS and ODPM publication, 2003) urges local authorities to sustain what is valuable or significant, and to look to enhance the overall design quality.

The publication "Guidance on the Management of Conservation Areas" (EH, 2006) recognises the need to tackle the enhancement of conservation areas through management plans for each conservation area. It suggests that enhancement can be achieved through the consistent application of detailed and sensitive development control, and through the removal of negative factors (e.g. overhead wires), but not necessarily via specific enhancement schemes: doing nothing can often be less damaging than carrying out environmental improvements (N.B. However, the decision not to carry out environmental improvements should be a result of careful consideration rather than because of a lack of resources or inertia).

The Roads and Street Works Act 1991 makes statutory undertakers responsible for carrying out permanent reinstatement of the highway where they disturb it. Furthermore, they are required to do so with matching materials, or in the closest possible match, if the existing materials cannot be reused.

The English Historic Towns Forum (EHTF) document "Focus on the Public Realm" (2003) identifies the issues surrounding management of the public realm in our historic towns and cities, looking at the problems and highlighting examples of good practice. It is clear that achieving both quality and local distinctiveness in the historic built environment is vital to the success of historic towns, and the spaces between the buildings are of equal importance. EHTF believe that there is a need for greater co-ordination of the management of our public spaces and that the time has come for all the stakeholders to work in partnership to ensure this quality and local distinctiveness.

The EHTF has also produced a document entitled "Conservation Area Management: A Practical Guide" (1998), which provides guidance and examples of what needs to be done to preserve and enhance areas of special architectural or historic interest.

### **Regional Context**

The English Heritage manual "Streets for All: the Southwest" acts as a guide for improving the appearance of streets by showing how practical solutions to common highway problems can be achieved. It is essential that public realm improvements are directed with specialist skill and based on a detailed understanding of the qualities that contribute to local distinctiveness and make an area special.

### **Local Context**

The conservation team is carrying out a programme of review of the 70 conservation areas in the district. Part of this appraisal process involves formulating proposals for enhancement and street improvements in each conservation area. This will identify the need for repairs to, for example, boundary walls, street furniture, floor surfaces, etc. The appraisals might also identify trees that make a positive contribution to the character of the conservation area, and where these might be under threat.

A programme of environmental improvement was carried out between 1995 and 2001 in the centre of Salisbury by Salisbury District Council, in cooperation with Wiltshire County Council. The enhancements included pavement widening, new bus shelters and resurfacing pedestrian areas with York stone paving in Blue Boar Row, the High Street, Queen Street, Minster Street and the south side of New Canal. Unfortunately, the council did not allocate any funds after 2001 in order to complete the planned programme of work which would have seen the enhancement of the north side of New Canal and the Cheesemarket, or the ongoing maintenance of the enhanced areas.

The Salisbury Civic Society (2006) has recently carried out an audit of the public environment in Salisbury. A number of problem areas and eyesores were identified, and specific recommendations were made for the improvement of streets and public open spaces.

Options to address this issue:

1. Should the council target its resources or seek funding from other sources for environmental improvements in conservation areas?
2. Should funding be restored in order to complete the programme of environmental improvements for Salisbury?
3. Should improved guidance/policies be produced for, or an alliance be formed with, the statutory undertakers to ensure that repairs are carried out using matching materials where the existing materials cannot be reused, that new works respect the character of the area, and for the removal of redundant or unsightly service equipment?
4. Should the council allocate resources towards the planting of new trees where trees are dying, and where these could enhance the public realm?
5. Should developers' contributions, via planning obligations attached to new developments, be used to fund environmental improvements in conservation areas?
6. Should the council not react to this issue, and effectively allow the state of the public realm to either deteriorate or to be determined by the actions of the statutory undertakers?

## **Issue 6: Works by statutory undertakers in Conservation Areas**

### **National Context**

By virtue of the TCP Act 1990 and various others, statutory undertakers, principally the highways and utility companies, do not require permission for many works which can have a significant impact on the historic environment. This might affect the setting of a single listed building, or a whole street in a Conservation Area. Signage, kerbs, traffic management measures, road or pavement surfacing (and the loss of historic stone paving), telephone or water board kiosks, lamp posts and telegraph poles can all have an undesirable effect on an area, affecting views of particular buildings, their relationship to the road layout, pavement cluttering, the pedestrian experience, and the whole sense of historic character.

The publication "Guidance on the Management of Conservation Areas" (EH, 2006) recognises the need to tackle the enhancement of conservation areas through management plans for each conservation area. It suggests that enhancement can be achieved through the consistent application of detailed and sensitive development control, and through the removal of negative factors (e.g. overhead wires), but not necessarily via specific enhancement schemes: doing nothing can often be less damaging than carrying out environmental improvements (N.B. However, the decision not to carry out environmental improvements should be a result of careful consideration rather than because of a lack of resources or inertia).

The Roads and Street Works Act 1991 makes statutory undertakers responsible for carrying out permanent reinstatement of the highway where they disturb it. Furthermore, they are required to do so with matching materials, or in the closest possible match, if the existing materials cannot be reused.

The English Historic Towns Forum (EHTF) document "Focus on the Public Realm" (2003) identifies the issues surrounding management of the public realm in our historic towns and cities, looking at the problems and highlighting examples of good practice. It is clear that achieving both quality and local distinctiveness in the historic built environment is vital to the success of historic towns, and the spaces between the buildings are of equal importance. EHTF believe that there is a need for greater co-ordination of the management of our public spaces and that the time has come for all the stakeholders to work in partnership to ensure this quality and local distinctiveness.

The EHTF has also produced a document entitled "Conservation Area Management: A Practical Guide" (1998), which provides guidance and examples of what needs to be done to preserve and enhance areas of special architectural or historic interest.

### **Regional Context**

The English Heritage manual "Streets for All: the Southwest" acts as a guide for improving the appearance of streets by showing how practical solutions to common highway problems can be achieved. It is essential that public realm improvements are directed with specialist skill and based on a detailed understanding of the qualities that contribute to local distinctiveness and make an area special.

## Local Context

As part of the process of appraising the district's Conservation Areas, the impact of statutory undertakers is considered, particularly where road schemes, paving and wirescape affect the area, and recommendations are usually made to approach the undertakers to see if improvements in the management of that area could be made, for instance regarding the potential removal of telegraph poles, or the reorganisation of highway signage, or to emphasise the importance of historic paving materials.

Salisbury Civic Society's recent audit of the public environment<sup>1</sup>, looking at street clutter and potential opportunities for improvement, observed amongst other things many examples of poorly considered work and inappropriate materials.

Officers are occasionally consulted by undertakers where works affect the historic environment, but often this is at too late a stage to have much impact and their budgets are usually too constrained to allow for an improvement in materials to be used.

Options to address this issue:

1. Proactively engage undertakers to discuss works affecting listed buildings and Conservation Areas to help them understand the conservation issues.
2. Continue working on an *ad hoc* basis when we are made aware of works
3. Consult undertakers on Conservation Area management plans.

## **Issue 7: Lack of International Designation for Salisbury Cathedral and the Close**

### National Context

Bill Bryson wrote, "There is no doubt in my mind that Salisbury Cathedral is the single most beautiful structure in England and the Close around it is the most beautiful space" ("Notes from a Small Island"). Salisbury Cathedral, iconicised in paintings by Constable and Turner, is known worldwide, not only for its aesthetic quality but also for its distinguishing features. It has the tallest cathedral spire, the largest close, and contains the best-preserved version of the Magna Carta in England. It is arguably the finest medieval cathedral in England, built at one period with a single purpose.

UNESCO seeks to encourage the identification, protection and preservation of cultural and natural heritage around the world considered to be of outstanding value to humanity. This is embodied in an international treaty called the Convention Concerning the Protection of the World Cultural and Natural Heritage, adopted by UNESCO in 1972. There are currently 830 World Heritage Sites worldwide, 27 of which are in the UK. Inscribed sites range from the Royal Botanic Gardens at Kew to the Tower of London.

The first step a country must take towards nominating a site for inscription on the World Heritage Site list is to make an 'inventory' of its important natural and cultural heritage sites. This 'inventory' is known as the Tentative List, and provides a forecast of the properties that a State Party may decide to submit for inscription in the next five to ten years and which may be updated at any time. It is an important step since the World Heritage Committee cannot consider a nomination for inscription on the World Heritage List unless the property has already been included on the State Party's Tentative List.

Once a site has been nominated and evaluated, it is up to the intergovernmental World Heritage Committee to make the final decision on its inscription. Once a year, the Committee meets to decide which sites will be inscribed on the World Heritage List. It can also defer its decision and request further information on sites from the State Parties.

To be included on the World Heritage List, sites must be of outstanding universal value and meet at least one out of ten selection criteria. These criteria are explained in the *Operational Guidelines for the Implementation of the World Heritage Convention*. It is considered that the Salisbury and Close do meet at least one of these criteria (for example, Criteria iv: an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates (a) significant stages(s) in human history).

Comparisons might be drawn from Canterbury Cathedral, which became a world heritage site in 1988, the reason being that the collection of buildings associated with the cathedral (The Christ Church Cathedral, St

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<sup>1</sup> *Streetscape – Streets for All*, Salisbury Civic Society, 2006

Martin's Church and St Augustine's Abbey) was considered to be a milestone in the religious history of Britain, and bears testimony to the beginnings of Christianity.

## **Local Context**

Bill Bryson's views are echoed by many people, not least the residents of the district! There are precious few documents about the South Wiltshire area that do not refer to the pre-eminence of the Cathedral and The Close (for example the Community Strategy document). For this reason there has long been broad public support for seeking international recognition of the importance of the Cathedral and The Close. Certainly the Dean and Chapter of Salisbury Cathedral and Salisbury Civic Society have raised the possibility of UNESCO designation at various times in the past.

The Draft Salisbury Cathedral Management Plan (2006) emphasises the fact that the Cathedral and Close were formed as part of a wider, coherent plan for the city. The report says, "The Close today is largely a 17<sup>th</sup> and 18<sup>th</sup> century creation, but its generous scale and spacious layout belong to the grandiose scheme, whereby in the 13<sup>th</sup> century a new cathedral was built to replace that at Old Sarum some two-and-a-half miles to the north-west".

Options to address this issue:

1. Should Salisbury Cathedral and the Close be put forward for the inventory as a first step towards consideration for World Heritage Site status?
2. Is there some other international designation appropriate for Salisbury Cathedral and the Close?

## **Issue 8: Lack of qualified craftsmen and professionals with specialist conservation skills**

### **National Context**

The Government urges local authorities "to maintain and strengthen their commitment to stewardship of the historic environment" (PPG 15, Para 1.6). However, they acknowledge that the responsibility of stewardship 'is shared by everyone' and that the 'historic environment cannot be preserved unless there is broad public support and understanding' (Para 1.7).

However, stewardship is not just about monitoring the condition of the historic environment or controlling change – it is equally dependent on the existence of suitably trained craftsmen to undertake regular repairs to historic buildings using traditional techniques and materials.

In "Power of Place: the Future of the Historic Environment" (2000) – a review by English Heritage on behalf of the DCMS and the DETR, of policies relating to the historic environment, they note at 2.3 (page 21): "There is a serious shortage of traditional building skills in many parts of the country" (Para 56) and "Owners, developers and local authorities would all benefit from help in identifying appropriately qualified and experienced specialists" (Para 60).

The lack of appropriate craft and building skills is recognised by the various 'heritage bodies'. For example, the Victorian Society, Georgian Society and English Heritage all produce free leaflets on various repair techniques for elements of historic buildings. This is an acknowledgement that many tradespeople require additional guidance when dealing with historic buildings. In addition, the Society for the Protection of Ancient Buildings (SPAB) and the Institute of Historic Building Conservation (IHBC) produced a joint free leaflet entitled 'A Stitch in Time: Maintaining Your Property' to redress the perceived 'ignorance' surrounding historic building repair techniques.

### **Regional Context**

In English Heritage's publication "Heritage Counts: The State of the South West's Historic Environment" (2005) it says at B4:

"Maintaining the historic environment is dependent upon keeping alive the skills that have passed down over many years. As well as more general building and construction skills, the historic environment relies on traditional skill such as thatching, lime plastering, dry-stone walling and stone masonry to maintain its historic character and integrity. A number of these skills are at risk of dying out, yet they are a valuable resource that can help improve the economic future of the region, particularly in rural areas. In 2005, the National Heritage Training Group published a skills needs analysis of the built heritage section in England, which estimated that there were

2,344 traditional crafts people in the South West (3.7 per cent of the total for England). Just over a half of all contractors identified recruitment difficulties, the main reasons being a lack of applicants and a lack of skills. Trades most in demand in the region are carpenters, stonemasons, slate and tile roofers, and general builders.”

One of the regional priorities in the English Heritage document, "A Strategy for the Historic Environment in the South West" (2004), is to "Promote the use of traditional conservation and management skills wherever possible and ensure professionals have a good understanding of current best practice. Encourage opportunities for training across the south west". This is in recognition of the loss of traditional skills in the region, and a shortage of architects with training in conservation.

### **Local Context**

Our experience is that there are relatively few contractors who specialise in traditional repair techniques. (In effect this means that informed owners (ie owners who appreciate that historic buildings require sensitive handling) have a relatively small pool of experienced craftsmen to draw upon. For those owners who do not understand the importance of traditionally skilled craftsmen, they can authorise inappropriate ‘repair’ works to listed buildings which adversely affect the character of the listed building and can lead, in certain cases, to the local authority taking enforcement action. We have recently taken action in respect of poorly executed pointing (three recent cases); rethatching works and unauthorised internal works as a result of a not properly supervised contractor.

Options to address this issue:

1. Shall we consider introducing short-course training schemes run by experienced professionals, eg similar to those run by Essex County Council or South Somerset District Council?
2. Should we consider maintaining a list of ‘recommended’ contractors? This would require considerable resources to vet contractors.
3. Or shall we rely on the existing small pool of practitioners and the market to maintain a supply of experienced craftsmen?

## **Issue 9: Lack of Control over Development in the Stonehenge World Heritage Site**

### **National Context**

There are no statutory controls directly resulting from the World Heritage Site (WHS) inscription of Stonehenge. It is incumbent on local planning authorities to recognise the importance of the WHS as a “key material consideration” in their planning policies and proposals (PPG15).

Furthermore, PPG15 (Para 1.6) states that local authorities should “maintain and strengthen their commitment to stewardship of the historic environment, and to reflect it in their policies and their allocation of resources. It is important that, as planning authorities, they adopt suitable policies in their development plans, and give practical effort to them through their development control decisions”.

### **Regional Context**

The Draft Regional Spatial Strategy for the Southwest 2006-2026 acknowledges that characterisation tools should be used to ensure that assets such as world heritage sites are “protected and enhanced”. It says that characterisation should also be considered “to help identify opportunities where development could have beneficial effects”.

### **Local Context**

Currently the Wiltshire Structure Plan and the Salisbury District Local Plan form the statutory framework within which proposals within the Stonehenge WHS are determined. However, the policies within these documents can only be considered when planning applications are made. There are a number of instances where proposals do not require planning permission (permitted development), and therefore there is no control over the impact on the WHS.

The issue of the lack of control over development within and around the Stonehenge World Heritage Site (WHS) was identified in the Stonehenge WHS Management Plan. Tightened controls would ensure the physical survival of archaeological remains, and the protection and enhancement of the setting of the WHS. One of the objectives of the management plan (Objective 5) is, “The opportunity should be taken in

future reviews of the...Salisbury District Local Plan to ensure that the importance of the world heritage site and its setting and as a key material consideration to be taken into account in determining planning applications is strongly reflected in their policies". The suggested measures to enable this are: to consider additional advice/procedures for evaluating proposals outside the WHS; review the adequacy of existing archaeological policies (including Article 4 Directions); review appropriateness of historic landscape policies in relation to PPG15; and to undertake a Historic Landscape Character Assessment to inform policy reviews. Through the adoption of the management plan, the council has already given its commitment to pursuing these measures.

Options to address this issue:

1. What forms of existing permitted development should be restricted by the creation of Article 4 directions and how far should this extend beyond the boundary of the WHS?
2. A Historic Landscape Character Assessment as a means to producing historic landscape policies for the protection of the WHS?
3. Are there other measures (for example, characterisation tools) that should be introduced to preserve the archaeology and enhance Stonehenge WHS and its setting?

### **Issue 10: Lack of information, interpretation and access of archaeological sites and monuments**

The government acknowledges that the "historic environment is one of our greatest national resources" and it "looks to local authorities to adopt a positive approach to the management of the historic environment within their area and the monitoring of its condition".

The Government looks to a future in which the historic environment is protected and sustained for the benefit of our own and future generations (DCMS, "The Historic Environment: A Force for Our Future").

The Government urges local authorities to maintain and strengthen their commitment to the stewardship of the historic environment and to reflect this in their policies and their allocation of resources (PPG 16, Para 15).

The government's advisors on the historic and natural environment, the Countryside Commission, English Heritage and English Nature – in their joint statement "Conservation Issues in Strategic Plans" (1993) provide advice to those involved in strategic planning. They recommend policies to:

- Protect, safeguard and conserve key environmental resources;
- Policies to maintain the character and quality of the environment;
- Policies to enhance the environment;
- Policies to assist access to and encourage enjoyment and understanding of the environment.

### **Regional Context**

A draft "Regional Spatial Strategy for the South West 2006-2026" (RSS) has been produced by the Regional Assembly. The Draft RSS is a new approach to planning for the South West. The overall purpose of the plan is to manage the nature, location, scope and pace of development. It aims to influence future planning of the region and provide an overarching framework for local authorities. The RSS says of the historic environment (ENV5 – page 149)

"The historic environment of the South West will be preserved and enhanced. Local authorities and other partners will identify and assess the significance of the historic environment and its vulnerability to change, using characterisation to understand its contribution to the regional and local environment and to identify options for its sensitive management."

### **Local context and issues for you to consider**

The district is rich in historic and archaeological features including barrows, hillforts, field systems and water meadows. Some of these are considered to be of national importance and are scheduled as Ancient Monuments (for example Old Sarum). There are 597 scheduled sites in the district. These sites enjoy statutory protection under the Ancient Monuments and Archaeological Areas Act 1979 and are designated by the Department of Culture, Media and Sport.

However, many historic and archaeological features do not have any form of statutory protection and are under threat from the various pressures of development, agriculture, forestry and tourism. For this reason, a number of Areas of Special Archaeological Significance have been defined in the existing Local Plan. The purpose of the Areas of Special Archaeological Significance is to preserve for posterity these areas of high archaeological interest.

Whilst some 'well-known sites' such as Stonehenge or Old Sarum are managed for the enjoyment of the public and are well-known, many of the sites in the district are inaccessible and lacking any kind of interpretation. Sites that are better understood are more likely to be better appreciated and hopefully preserved for future generations.

Interestingly, despite being one of the best-known scheduled sites in the county, there has been much public criticism about the interpretation and presentation of Stonehenge throughout recent decades. This criticism has been so strong and so persistent, that it has resulted in English Heritage (the body responsible for the management of Stonehenge) suggesting a much more radical approach to the interpretation of the site. If we struggle with the presentation of such well-known and well-loved archaeological sites, it is perhaps unsurprising that lesser known sites struggle for 'recognition'.

Options to address this issue:

1. For the County Archaeologist to try to increase public awareness of scheduled ancient monuments and archaeologically sensitive sites and landscapes
2. To consider the better interpretation of sites, or a collection of sites, for the benefit of the public.

## **Issue 11: Inconsistencies and inaccuracies in statutory lists**

### **National Context**

Estimates of the number of statutorily listed structures vary widely, however Heritage Counts (English Heritage, 2005) has 376,000. Most of the entries were added in the two main surveys, in the 1950s and 1980s, along with numerous spot listings since the 1947 Acts. List descriptions vary widely in their detail, from a single line to two pages, although at the time of writing the description has no statutory role beyond identification of the structure. The Heritage White Paper proposes a substantial reform of the way that new additions are made to the list, including a thorough assessment of the features of significant architectural/historical interest and a map identifying the site and the extent of its curtilage; protection for larger sites will cover the curtilage listed structures to attempt to remove some of the uncertainty of the current definition, which is largely based on case law. There is to be no attempt to review the whole of the lists and update them to the new standard, creating a somewhat two-tiered approach which will only be of very limited benefit as new more national or regional surveys are proposed and therefore no substantial additions to the list are anticipated in the near future.

### **Local Context**

Approximately 3000 listed buildings lie within Salisbury district, most of which were listed in the 1980s survey. Observation by officers in the course of assessing applications for Listed Building Consent, and during the production of the Buildings at Risk survey in 2002, has shown that there are discrepancies in a number of entries. These can include confusion over building numbering (especially in the city centre), inaccurate dating of buildings (typically the older timber-framed structures), and descriptions of features which no longer exist; a couple of buildings have been completely mis-dated and are actually 1980s copies of earlier structures.

Some buildings have been altered with consent to such an extent that they probably no longer meet the national criteria for listing, and these could be submitted to English Heritage for review; other buildings were altered in the months between the original survey and their addition to the list, notably by the loss of traditional or historic windows; and others have been altered without consent but enforcement action would not be able to reinstate lost historic fabric (or would no longer be considered expedient to pursue).

Officers also regularly observe (or are asked to consider by members of the public) buildings which appear to meet the criteria for statutory listing and occasionally submit details of these to English Heritage for consideration; this is often an extremely lengthy process (between six months and a year in our recent

experience) and can cause significant distress to owners in the meantime. English Heritage are believed to aiming for a turnaround of three months.

Options to address this issue:

1. Structured local review of existing listed buildings to assess their current suitability.
2. Review of all unlisted structures to consider worthiness for listing.
3. Suggest new listings or delistings periodically as identified by officers in the course of day-to-day work (existing situation)
4. Leave listing proposals to EH and the public, i.e. do nothing.

## **Issue 12: Lack of Guidance to the Public and Developers Regarding the Approach to the Historic Environment**

### **National Context**

The stewardship of the historic environment is shared, not only by local authorities, but also by businesses, individual owners, users and visitors of historic buildings. PPG15 (Para. 1.7) reminds us that the historic environment cannot be properly preserved unless there is broad public support and understanding, and in order to achieve this there should be adequate education.

The English Heritage document "Power of Place" (2000) highlights the fact that private owners have an implied duty of care for their buildings, since failure to maintain them can lead to action being taken by the local authority. It is recommended that advice and help should be provided for private owners on whom to ask for advice and where to find experienced consultants and skilled craftsmen.

The Department for Culture, Media and Sport publication "People and Places: Social Inclusion Policy for the Built and Historic Environment" (2002) emphasises the need to engage the public in improving the quality of the built environment. It recommends that local authorities should seek to raise aspirations about the quality of design and intervention in the historic environment.

### **Regional Context**

One of the regional priorities (number 7) of the English Heritage document, "A Strategy for the Historic Environment in the South West" (2004) is to "Promote the widest understanding and appreciation of the historic environment at local, county and regional levels". One of the suggestions to achieve this is to promote examples of good practice, for example through the media.

### **Local Context**

The ability to submit listed building and planning applications online may have made it seem more straightforward for householders to submit their applications without the need for an agent. In turn, this may be the cause of the rise in the number of poor quality applications being submitted. The reason for poor quality applications might also be due to cost savings by the applicants, which leads to them either employing agents without the appropriate architectural qualifications or not employing agents at all.

Whatever the exact reason for the downturn in quality of listed building and planning applications, improved guidance from the local authority may help to address this issue. The guidance should not act as a substitute to obtaining specialist advice from qualified professionals, but may help to promote higher quality of the proposals and assist householders in knowing what information is required with applications. This should also improve the speed and ability for the local authority to assess the proposals.

Quality of execution is another issue within the district, for example, badly pointed brickwork, poorly constructed stone walls, etc. This is a concern that is frequently raised by the Salisbury Conservation Area Panel, the Design Forum (particularly the architect representatives), national organisations such as the Society for Protection of Ancient Buildings (hence their leaflet – 'A Stitch in Time') and the professional body of Conservation Officers (the Institute of Historic Buildings Officers). This may be a result of lack of skills and craftsmanship in the locality (see issue 8), but may also be due to a lack of guidance for owners, developers and builders.

The conservation section currently deals with a high number of queries relating to alterations and repairs to listed buildings and unlisted buildings in conservation areas. Many of these inquiries are straightforward,

and could be easily addressed with improved guidance or awareness. In a number of cases, formal consent is not required for repairs, and therefore guidance to owners and developers is needed all the more.

Options to address this issue:

1. Should the council produce more or improved guidance, and what are the issues that should be addressed?
2. Should more publicity be given to good examples of conservation work, and how?
3. Should open days or training be organised to act as a forum for guidance and advice? If so, should this be funded by the council or by local business?

Issue No.	Nature of the Option	Key Drivers	Positive Impacts	Negative Impacts	Viability of proceeding with the option?	How will success be measured	Where is the option best pursued?
1. Protection of historically important unlisted buildings	1. Create and publish a Local List	EH Guidance in "Heritage Protection Reform"; officer experience of inability to protect important unlisted buildings from inappropriate change or demolition, and PPG15.	Better understanding and knowledge of the district's historic environment, informing development control, likely to identify further listable buildings.	Substantial work to identify and maintain such a list of buildings; potential challenges to process and criteria.	Good. Clear agreed criteria required for assessment of individual buildings.	Observation that fewer historic buildings are significantly harmed.	
1.	2. Draft new development control policies to provide specific guidance on buildings outside CAs.	As above	Provide Development Control with workable specific guidance for handling related applications and better protection for buildings.	Officer workload – more to consider when processing applications, and more Conservation team consultations. Potential restriction of owners' potential proposals.	Good.	Observation that fewer historic buildings are significantly harmed. Appeal statistics. Success is subject to appeal and case law as not enshrined in legislation.	
1.	3. Article 4(1) or 4(2) directions (under the TCP(GPD)Order 1995)	As above	Clear rules to all involved regarding historic buildings as to what is allowed. Better protection of the local historic environment.	Increase in number of planning applications submitted; likely increase in enforcement workload. Reduction of owners' permitted development rights.	Good. 4(1) directions would need Secretary of State approval. <i>(presumably 4(2) directions cannot be dealt with under delegated powers either)</i>	Number of applications received, observation.	

Issue No.	Nature of the Option	Key Drivers	Positive Impacts	Negative Impacts	Viability of proceeding with the option?	How will success be measured	Where is the option best pursued?
1.	4. Seek listing of all historically important buildings.	As above	Wider protection of the historic environment through existing LB legislation.	Substantially increased workload for all of planning department. Probably unwarranted restrictions on owners' permitted development rights.	Poor. Many buildings of significant local interest do not satisfy the national criteria for statutory listing.	N/A	N/A
1.	5. Seek listing of some historically important buildings.	As above	Wider protection of the historic environment through existing LB legislation.	Slightly increased workload for planning department. Only covers very small proportion of unlisted historic properties.	Good.	Observation that fewer historic buildings are significantly harmed.	
1.	6. Continue to rely on development control officers to recognise the importance of unlisted buildings outside CAs and ask for specialist advice.	As above	None	Continuing permanent loss of locally important buildings and features.	Poor. We would not be following national guidance.		
1.	7. Increase awareness of issues with DC officers.	As above	Losses under option 6 slightly lessened; enhanced relationship and understanding between teams; less time spent on consultations by conservation officers.	None.	Good.		

Issue No.	Nature of the Option	Key Drivers	Positive Impacts	Negative Impacts	Viability of proceeding with the option?	How will success be measured	Where is the option best pursued?
2. Buildings at Risk	1. Actively pursue a strategy for the maintenance or improvements necessary to secure the long term future of listed buildings or other buildings within CAs.	P(LBCA)Act 1990, PPG15, EH Guidance <i>Stopping the Rot</i> , CAAs	Protection of finite number of LBs & historic buildings in CAs, and the valuable historic environment of the district.	Costs to building owners, officer time.	Good.	Improved condition of buildings and removal from the BAR Register.	Core Strategy with detailed procedure.
2.	2. Regularly resurvey for listed BARs	P(LBCA)Act 1990, PPG15, EH Guidance <i>Stopping the Rot</i>	Better information about condition of buildings, better knowledge of all listed buildings.	Time and cost of surveys.	Good. Needs to be part of strategy with a timescale, e.g. every 5 years.	Production & publication of list.	
2.	3. Identify unlisted BARs in CAs.	P(LBCA)Act 1990, PPG15, EH Guidance <i>Stopping the Rot</i>	Better information about	Time and costs of surveys.	Good. Already being carried out as part of the ongoing conservation area appraisals (CAAs).	Production & publication of list.	When undertaking CAAs.
2.	4. Actively encourage the reuse, maintenance and repair of listed buildings.	P(LBCA)Act 1990, PPG15, EH Guidance <i>Stopping the Rot</i>	Could secure the long term future of listed buildings.	May be in conflict with other planning policies. Requires some flexibility of approach.	Good.	Reduction in the number of BAR.	Through advice and guidance notes, and discussion on planning proposals.
2.	5. Provide some financial assistance to owners towards significant repairs.	P(LBCA)Act 1990, PPG15, EH Guidance <i>Stopping the Rot</i>	Proactive effort to remove buildings from BAR, encouraging owners to tackle repairs in a timely fashion; good perception of council's attitude to historic environment.	Cost to the council. Resources implications of managing grant scheme. Might discriminate against certain people unless handled fairly.	Fair.	Reduction in the number of BAR.	

Issue No.	Nature of the Option	Key Drivers	Positive Impacts	Negative Impacts	Viability of proceeding with the option?	How will success be measured	Where is the option best pursued?
2.	6. Accept that some buildings no longer have viable uses and allow their collapse or demolition.		Decreased financial burden on owners of LBs.	Diminishment of historic built environment, very visible failing of council to follow accepted practice.	Poor. Contrary to statutory responsibilities and national guidance.	N/A	N/A
3. Lack of control over development to historically important unlisted buildings in Conservation Areas	1. Article 4(1) or 4(2) directions (under the TCP(GPD)Order 1995)	Loss of areas of special interest and historic architectural characteristics from CAs, identified by CA Appraisals and officer experience.	Slowing of the loss of historic features such as timber windows, low walls, reducing erosion of quality of CAs.	Increase in number of planning applications submitted; likely increase in enforcement workload. Reduction of owners' permitted development rights.	Good subject to member support and sufficient resources to cope with increased workload.	CA Appraisals.	
3.	2. Continue with current controls.	As above.	None.	Continued erosion of CAs resulting in either smaller areas of quality or total de-designation.		As above.	
4. Repair & maintenance of council owned buildings	1. Form a working group between the Conservation Team and the Legal and Property Unit with aim of agreeing policies in respect of council-owned historic buildings, ensuring regular maintenance and surveys.	PPG15, comments from the public and members; observation by officers; guidance from EH in <i>Managing Local Authority Heritage Assets</i> .	Be seen to be keeping our own house in order when insisting others do similar; Protection of important historic assets.	Financial burden, staff resources.	Good, although requires effective inter-departmental working.	Reduction in number of council-owned buildings on the Buildings at Risk list.	In partnership with Legal and Property Unit

Issue No.	Nature of the Option	Key Drivers	Positive Impacts	Negative Impacts	Viability of proceeding with the option?	How will success be measured	Where is the option best pursued?
4.	2. Do the bare minimum to keep weathertight.	As above.	Leaves more resources available for other council schemes.	Poor public image; embarrassment to council when trying to force other owners to maintain property. Depreciation of significant capital investments.	Poor.		
4.	3. The council dispose of its historic buildings	Cost of maintenance, and the need to realize capital cost.	Financial savings and asset realisation.	Loss of buildings in civic use or ownership. Open market dictates future for the buildings.	Fair, but dependent on individual cases.		
5. Enhancement of the public realm in Conservation Areas	1. Council target resources towards environmental improvements, including replacing tarmac and concrete with stone flags and cobbles	PPG15, EH in <i>Guidance on the Management of Conservation Areas</i> , EHTF in <i>Focus on the Public Realm</i> , EH in <i>Streets for All: the South West</i> , Salisbury Civic Society street clutter audit.	Visible improvement to the public realm.	Cost of materials and labour, lack of staff resources.	Fair	Visible enhancement of the streetscape.	
5.	2. Complete the already partially implemented scheme for environmental improvements in Salisbury's city centre	PPG15, EH in <i>Guidance on the Management of Conservation Areas</i> , EHTF in <i>Focus on the Public Realm</i> , EH in <i>Streets for All: the South West</i> , Salisbury Civic Society street clutter audit.	The whole project as originally envisaged would be realised. The centre of Salisbury would be made more attractive to visitors.	Cost of materials and labour, lack of staff resources.	Fair	Visible enhancement of the centre of Salisbury. Increase in the number of visitors.	

Issue No.	Nature of the Option	Key Drivers	Positive Impacts	Negative Impacts	Viability of proceeding with the option?	How will success be measured	Where is the option best pursued?
5.	3. Liaison with County Highways and the statutory undertakers to ensure that repairs are carried out in the appropriate manner	PPG15, EH in <i>Guidance on the Management of Conservation Areas</i> , EHTF in <i>Focus on the Public Realm</i> , EH in <i>Streets for All: the South West</i> , Salisbury Civic Society street clutter audit.	Limit further loss of traditional paving materials. Improvements to the public realm.	Cost of materials and labour. Resources implication for staff involved.	Good.		
5.	4. have a management plan for trees regarding maintenance, replacement and new planting	PPG15, EH in <i>Streets for All: the South West</i> , officer observations.	Improved setting of CA, visible improvement and commitment to the public realm.	Cost of trees, labour and maintenance.	Good		
5.	5. Use developers' contributions towards enhancement of the public realm, including the planting of trees	PPG15, EH in <i>Guidance on the Management of Conservation Areas</i> , EHTF in <i>Focus on the Public Realm</i> , EH in <i>Streets for All: the South West</i> , Salisbury Civic Society street clutter audit.	Visible improvement to the public realm.	Cost to developers. Money might be diverted from other potential schemes.	Good		
5.	6. Take no action		Cost saving.	The state of the public realm would fall into decline.			

Issue No.	Nature of the Option	Key Drivers	Positive Impacts	Negative Impacts	Viability of proceeding with the option?	How will success be measured	Where is the option best pursued?
6. Works by statutory undertakers in CAs	1. Proactively engage undertakers to discuss works affecting LBs & CAs to help them understand the conservation issues.	CA Appraisals, officer experience, public comments	Wider understanding from both officers and undertakers of each other's work and issues, leading to less or fewer harmful schemes.	Officer time spent attending meetings and reviewing schemes	Good, input would be relatively small.		
6.	2. Continue working on ad hoc basis when we are made aware of works		Not asked to look at irrelevant/ inconsequential schemes	Sometimes works adversely affect CAs or LBs but could easily have been averted with minimal intervention from Conservation team.	Good, it is the current situation.		
6.	3. Consult undertakers on CA management plans		Wider understanding by undertakers of relevant issues before works proposed.	None.	Good.		
7. Lack of international designation and recognition for Salisbury Cathedral and The Close	1. Put forward Salisbury and the Close to be added to the inventory as a first step to World Heritage Site designation	Officer observation, SCAP, Salisbury Civic Society	Wider recognition of the site, prestige status and international significance. May attract additional sources of funding.	Resource implication of making bid for the inventory.	Good.	Confirmation of WHS status.	In partnership with English Heritage, Salisbury Cathedral and the residents of the Close.
	2. Seek other measures to give Salisbury and the Close international designation	Officer observation, SCAP, Salisbury Civic Society	International recognition.	Not officially recognised internationally.	Fair	International recognition.	

Issue No.	Nature of the Option	Key Drivers	Positive Impacts	Negative Impacts	Viability of proceeding with the option?	How will success be measured	Where is the option best pursued?
8. Lack of qualified craftsmen and professionals with specialist conservation skills	1. Introduce a short-course training scheme run by experienced professionals, e.g. similar to those run by Essex CC	Shortage of traditional skills and appreciation of craftsmanship amongs many practitioners (as observed by officers and property owners)	Improved quality of work on LBs and in CAs. Spread of knowledge and understanding of conservation principles. Wider choice of contractors for property owners to choose from, encouraging further improvement of their skills to remain competitive. May lead to less officer time spent in discussions re specification of works.	Costs of running courses (possibly offset by fees).	Fair – requires much organisation and some financial resources.	Attendance figures, attendee feedback	Initiated by the council. In liaison with local craftsmen.
8.	2. Rely on existing small pool of practitioners and market to maintain supply.	As above.	None.	Continual depreciation of pool of skills and knowledge, increasing officer time spent giving advice; continued poor practices.	N/A	N/A	

Issue No.	Nature of the Option	Key Drivers	Positive Impacts	Negative Impacts	Viability of proceeding with the option?	How will success be measured	Where is the option best pursued?
9. Lack of control over development in the Stonehenge World Heritage Site	1. Restrict certain forms of permitted development by the creation of Article 4 directions	PPG15, and <i>The Draft regional Spatial Strategy for the Southwest 2006-2026. The Stonehenge World Heritage Site Management Plan.</i>	Limit the impact of development, including mobile phone masts, within the WHS.	Increase in planning applications for planning office to deal with. Resources required to produce Article 4 directions.	Good.	Greater control over development. Better survival of archaeological remains. Improved protection and enhancement of the WHS and its surroundings.	Council in conjunction with the Stonehenge WHS Management Plan Implementation Group.
9.	2. A Historic Landscape Character Assessment as a means to producing historic landscape policies	PPG15, and <i>The Draft regional Spatial Strategy for the Southwest 2006-2026. The Stonehenge World Heritage Site Management Plan.</i>	Limit the impact of proposals on the historic landscape.	Resource implications (N.B. there is no in-house historic landscape specialist within the council).	Fair	Protection and enhancement of the historic landscape.	Council in conjunction with the Stonehenge WHS Management Plan Implementation Group.
9.	3. Other measures to preserve the archeology and enhance the WHS and its setting	PPG15, and <i>The Draft regional Spatial Strategy for the Southwest 2006-2026. The Stonehenge World Heritage Site Management Plan.</i>	Preservation of archaeological remains and protection of the character and setting of the WHS.	Resource implications.	Fair	Better survival of archaeological remains. Improved protection and enhancement of the WHS and its surroundings.	Council in conjunction with the Stonehenge WHS Management Plan Implementation Group.

Issue No.	Nature of the Option	Key Drivers	Positive Impacts	Negative Impacts	Viability of proceeding with the option?	How will success be measured	Where is the option best pursued?
10. Lack of information, interpretation and access of archaeological sites and monuments	1. Work with EH and County archaeologist to increase public awareness of scheduled ancient monuments and archeologically sensitive sites and landscapes	PPG16. DCMS, <i>The Historic Environment: A Force for our Future</i> . EH, <i>Conservation Issues in Strategic Plans</i> . Regional Assembly, <i>Regional Spatial Strategy for the Southwest 2006-2026</i> , officer awareness.	Increased awareness of archaeological remains. Improved awareness of issues affecting archaeological sites.	Resource implications.	Good.	More survival of archaeological remains or improved recording.	Conservation team in liaison with the County Archaeologist.
10.	2. Improve interpretation of archaeological sites	PPG16. DCMS, <i>The Historic Environment: A Force for our Future</i> . EH, <i>Conservation Issues in Strategic Plans</i> . Regional Assembly, <i>Regional Spatial Strategy for the Southwest 2006-2026</i> , officer awareness.	Increased awareness of archaeological remains. Improved awareness of issues affecting archaeological sites.	Resource implications.	Good.	More survival of archaeological remains or improved recording.	Conservation team in liaison with the County Archaeologist.
11. Inconsistencies with statutory lists	1. Structured review of existing LBs to assess their current suitability.	Some buildings have been too significantly altered, with or without consent, to be worthy of their listed status, as observed by officers.	Improved knowledge of existing LBs, probable removal of some buildings would reduce workload and owners would have responsibilities removed.	Would be overkill as most LBs still worthy of listing; officer time	Poor, would be inefficient use of resources for limited gain.	N/A	N/A

Issue No.	Nature of the Option	Key Drivers	Positive Impacts	Negative Impacts	Viability of proceeding with the option?	How will success be measured	Where is the option best pursued?
11.	2. Review of all unlisted structures to consider worthiness for listing.	Officers regularly observe unlisted buildings which appear to be worthy of listing.	Should capture all buildings currently perceived to be within the criteria for listing (as published by EH 2007)	Costs, time to produce documentation required for applications to EH, time taken for EH response and assessment, may prompt owners into inappropriate works which would otherwise have not been done (this did happen in the last national survey by EH in 1980s); increased number of listed buildings and subsequent applications for LBC.	Poor. Would be largely unproductive as EH has considered most properties before.	N/A	N/A
11.	3. Suggest new listings or delistings periodically as identified by officers in the course of day-to-day work	As above.	Inappropriately listed, or unlisted properties are considered when necessary.	Subject to EH's timescales which can cause disruption and distress to owners and cause undue delay to the planning process (where appropriate).	Good. This is the current situation and works well, subject to EH's timescales.		
11.	4. Leave listing proposals to EH and the public.		None.	Would be inconsistent with the spirit of IHBC membership and general conservation principles.	Poor. Could be seen to be anti-listing solely on workload reasons, irrespective of evidence of historic/architectural interest.	N/A	N/A

Issue No.	Nature of the Option	Key Drivers	Positive Impacts	Negative Impacts	Viability of proceeding with the option?	How will success be measured	Where is the option best pursued?
12. Lack of guidance to the public and developers regarding the approach to the historic environment	1. Improve guidance to developers and the general public.	PPG15. EH, <i>Power of Place</i> . DCMS, <i>People and Places: Social Inclusion for the Built and Historic Environment</i> . EH, <i>A Strategy for the Historic Environment in the South West</i> . Officer awareness.	Improved quality of planning and listed building applications. Improved quality of workmanship.	Resources required to provide guidance.	Good.	Decrease in the number of general inquiries. Audit to monitor improvements in quality of work.	In house.
12.	2. Publicise examples of good conservation work	PPG15. EH, <i>Power of Place</i> . DCMS, <i>People and Places: Social Inclusion for the Built and Historic Environment</i> . EH, <i>A Strategy for the Historic Environment in the South West</i> . Officer awareness.	Improved quality of planning and listed building applications. Improved quality of workmanship.	Resources required.	Good.	Audit to monitor improvements in quality of work.	Conservation section in conjunction with the communications team.
12.	3. Open days or training to act as a forum for guidance and advice	PPG15. EH, <i>Power of Place</i> . DCMS, <i>People and Places: Social Inclusion for the Built and Historic Environment</i> . EH, <i>A Strategy for the Historic Environment in the South West</i> . Officer awareness.	Improved quality of planning and listed building applications. Improved quality of workmanship.	Resources required.	Good. Could perhaps be sponsored by local businesses.	Decrease in the number of general inquiries. Audit to monitor improvements in quality of work.	Initiated by the council. In liaison with local craftsmen.





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