

Application Number
Proposed Development S/2009/1528
Officer Report

Reason for the application being considered by Committee

The application is integral to the main Stonehenge Visitor Centre application and it is therefore considered appropriate to consider the two applications together.

1. Purpose of Report

To consider the above application and to recommend that

Listed Building Consent be GRANTED subject to conditions and the signing of a legal agreement following referral to the Secretary of State because the application involves demolition of a listed structure.

2. Main Issues

the main issues to consider are :

- 1) Planning policies
- 2) The setting of the listed monument (its current and new settings)
- 3) Impact on the World Heritage site

3. Site Description

The site is that of the Airman's Cross at what is known as Airman's Corner. Airman's Corner is at the junction of three roads, the B3086 the A360 and the A344. The crossroads formed by these three roads is in the form of a staggered junction after realignment some years ago of the three roads. It is within a northbound slip on the A360 which forms a triangle in the South West Quadrant of the crossroads in the triangular piece of land the cross is located.

The memorial was erected in 1913 and commemorates an air accident which occurred in the previous year when Captain Eustace Loraine and Staff Sergeant Richard Wilson were killed near that spot. The memorial is carved from granite The memorial commemorates the first members of the Royal Flying Corps to lose their lives while flying on duty and also the first fatal flying accident on Salisbury Plain.

4. Planning History

There is no specific planning history relating to this site.

5. The Proposal

It is proposed to move the cross to a new position to the south east of its current site into the field in which the visitor centre is proposed. It is proposed that the memorial will be located close to the path from the car park into the new visitor centre. Part of the proposal is that the memorial will be cleaned and refurbished when it is moved from one site to another.

The memorial is being removed because as part of the visitor centre planning application it is proposed to redevelop the area where the monument is currently sited in order that a new road junction including a roundabout can be incorporated at this point.

6. Planning Policy

the following policies are considered relevant to this proposal **Including PPGs**

PPG15	Planning and the historic environment
PPG16	Archaeology and planning
CN1	Demolition of a listed building
CN2	Dismantling of a listed building
CN24	Development in a conservation area

7. Consultations

Town/ Parish council The site is located within the parish of Winterbourne Stoke who object to the application. Their letter of objection does not make further comment on the Airmans Cross application.

Durrington Parish council – Support subject to conditions. At the parish council meeting regarding this application it was felt that if the memorial was located where proposed it would not be seen by many local people and only visitors to Stonehenge. It was also considered that option 1 was nearer the original crash site.

Allington Parish Council – No objection

Various other parish council responses (Orcheston, Tilshead, Bulford, Shrewton, have been received making a variety of comments on the main visitor centre application although none relate specifically to the relocation of the Airman's cross.

Wiltshire Highways

This proposal relates to the relocation of the Airman's Cross to a new site within the curtilage of the proposed Stonehenge Visitor Centre.

The proposal is fully supported by the highway authority. No objection is raised, if the arrangements are subject to a planning obligation to provide, inter alia, for i) the temporary storage of the cross ii) the proper cleaning and restoration prior to its relocation to the proposed site, and iii) an undertaking from English Heritage to maintain the Cross in good order whilst in their care. (Ownership of the Cross is uncertain, but there is a view that the Council, as highway authority has a claim to the Cross. It is recommended that the Cross be transferred into the care of English Heritage in perpetuity)

recommendation

No objection subject to the consent being withheld until an appropriate planning agreement has been completed.

Wiltshire Council archaeology

No objection to the movement of the cross specifically but if minded to approve the following condition is suggested.

No development shall commence within the application area until:

- a) A written programme of archaeological investigation, which should include on-site work and off-site work such as the analysis, publishing and archiving of the results, has been submitted to and approved by the Local Planning Authority; and
- b) The approved programme of archaeological work has been carried out in accordance with the approved details.

Wiltshire Council Economic Development – Support the application. Most of their comments relate to the main application.

Defence Estates – Confirm that they have no safeguarding objections.

Conservation officer Wiltshire Council No objection to the proposal, However would wish to see the structure relisted if it was dismantled, also would wish to see a method statement for dismantling and rebuilding it and a further condition should be imposed seeking the local; authorities approval for a specification of any repairs.

English Heritage: No objection Our views are set out in sections 5.8.11 and 5.8.12 of the Environmental Statement.

The overall view of the impact of the application on the historic environment is set out in section 5.8.13 which states “On balance, taking into account the benefits of the proposed development in sustaining the Outstanding Universal Value of the Stonehenge WHS, the overall cumulative effect of the scheme would have a Large Beneficial impact.”

We advise that the case should be determined in accordance with government guidance

8. Publicity

The application was advertised by site notice and press notice
Expiry date 12/11/2009

Letter from the Museum of Army Flying indicating their support for the scheme and at the position proposed.

Letter received from Air Vice Marshall Newton outlining the history of the site and his support for the chosen site of the war memorial. The letter also corrects two factual inaccuracies in the applications submission and includes photographs of the Cross as it was prior to its movement to its present position and also shortly after its rededication in 1996.

Letter from the Amesbury Society stating they object to the proposal. No specific comment on the Airmans Cross proposal.

6 further letters of objection have been received from members of the public

These letters relate to the main visitor scheme and although they refer to the listed building application number in their title make no further reference to the airman’s cross application in the content of their letter.

9. Planning policies

9.1 Policy CN1 states that demolition of a listed building will not normally be permitted unless under very specific and exceptional circumstances. Whilst this proposal does involve the demolition of a listed building it is considered that it is more appropriate to consider this particular application against policy CN2 of the saved policies of the adopted local plan as this relates to the dismantling of listed buildings and their re erection elsewhere which is essentially what this is. Policy CN2 states that –

Applications for the dismantling of listed buildings and their re-erection elsewhere will not be permitted. Exceptionally, local re-erection of threatened structures at an appropriate site may be allowed but only as an alternative to demolition or where the life of the structure and the public appreciation of it would be substantially enhanced.

It is considered that the airman’s cross falls to be considered under the latter half of this policy in that the life of the structure and the public appreciation of it would be substantially enhanced by its movement to a new location.

Policy CN24 states –

Development that would adversely affect the archaeological landscape of the Stonehenge World Heritage Site, or the fabric or setting of its monuments, will not be permitted.

It is considered that the re erection of the airman's cross would not adversely affect the archaeological landscape of the world heritage site (see Wiltshire archaeologists advice) as it is a relatively small structure within the overall context of the main visitor centre and providing that the condition suggested by the councils archaeologist is imposed it is considered this will address this policy. The disturbance of the archaeological landscape for such a small structure will be minimal and it is therefore considered that this would comply with this policy.

9.11 The setting of the listed structure (as existing and proposed)

Existing- The existing setting for the memorial stone is poor. This is not due to it being located in the wrong place initially but rather a consequence of developments that have happened over a period of time. The roads in the area have become much busier with traffic. Various traffic signs have been added to the junction and the monument has been lost in the middle of what is essentially a traffic island meaning as the conservation officer has stated that the cross has become more of a local landmark rather than a memorial. It is considered by officers that the current setting could be improved.

The proposal is to move the cross to a new position within the grounds of the new visitor centre away from the traffic that currently creates a poor setting for the stone. With the stone set within the grounds of the visitor centre as it will be. It will then have a far more peaceful, quiet and uncluttered setting where more people will be able to stop and look at the memorial and it will be within the curatorial ownership of English Heritage where it can be looked after.

It is therefore considered that the setting for the memorial will be far better than that which it presently enjoys and will enhance the setting of the memorial in line with policy CN2 of the saved policies of the local plan. It is considered that the life of the structure and the public appreciation of it would be considerably enhanced by its movement to the new visitor centre and that there would be no significant adverse affects to this move.

9.12 Impact on the World Heritage site

It is considered that the impact on the world heritage site would be minimal. The memorial would be placed within the WHS but is a very small structure in comparison to the larger visitor centre within which grounds it is intended to be situated. In visual terms therefore it is not considered that the proposed movement of the memorial would have an adverse effect on the features of outstanding universal value that make up the world heritage site. In archaeological terms similarly the footprint of the structure will be small and providing the condition is imposed as requested by the councils archaeologist that a programme of archaeological work is carried out, it is considered that the proposal will have limited impact on the WHS in the overall enhancement scheme. Because of this and because this view is being taken in the context of the overall visitor scheme. It is not considered appropriate that the airman's cross is moved independently of the overall visitor scheme as the cross would then be effectively placed in the middle of a private field which would be inappropriate in terms of access. A condition should therefore be imposed to prevent this from occurring.

The highways department within whose ownership it is presently considered to lie, have suggested, and English Heritage has agreed to, the transfer of the memorial to the English Heritage site following the restoration and cleaning of the cross. This is something that can be controlled by legal agreement.

Access to the memorial when it is moved will be restricted to hours when the visitor centre is open to the public. There are considered to be both pros and cons to this approach. Doing this will mean that any potential damage or vandalism of the memorial will be negated as the memorial will be within English Heritages site where it will benefit from on site security. However it does mean that those wishing to see the memorial out of the core times for the visitor centre would not be able to do so. On balance given that greater care would be available for the memorial in the new proposed site and that it would be available for the public to see during most of the day it is considered that the proposed memorial

location is acceptable.

10. Conclusion

In conclusion it is considered that the movement of this memorial would not conflict with any local plan policies and would provide a positive enhancement of the memorial by moving it into the care of English Heritage and a position close to the visitor centre where it can be viewed in more detail by people on foot and given a more appropriate setting than it's current one which is diminished because of the traffic in the area and the clutter of signage which surrounds it.

Recommendation

Following referral to the secretary of state and completion of a legal agreement to :Grant listed building consent subject to the following conditions –

1) The works for which Listed Building Consent is hereby granted shall be begun before the expiration of three years from the date of this consent.

REASON: To comply with the provisions of Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended by the Planning and Compulsory Purchase Act 2004.

2) No development shall commence within the area indicated outlined in red on the approved plans until:

- a) A written programme of archaeological investigation, which should include on-site work and off-site work such as the analysis, publishing and archiving of the results, has been submitted to and approved by the Local Planning Authority; and
- b) The approved programme of archaeological work has been carried out in accordance with the approved details.

REASON: To enable the recording of any matters of archaeological interest.

3) Prior to the commencement of this development a timetable shall be submitted and approved in writing by the local authority, setting out the timing for the removal and replacement of the airman's cross memorial. The development shall be carried out in accordance with the agreed timetable.

REASON: To allow the local planning authority to ensure that the airman's cross is not erected independently of the main visitor centre to which it will relate

4) Prior to the removal of the Airmans Cross for repairs a method statement shall be submitted for the dismantling and rebuilding of the memorial along with a specification for any repairs to be carried out. This information shall be approved by the local planning authority prior to the commencement of development on the Airmans Cross.

REASON: To ensure that the detail of the repair and dismantling of the structure is undertaken in a manner which will not damage the listed structure.

INFORMATIVE

In relation to condition three the local planning authority will wish to see any timetable for the removal and replacement of the airman's cross memorial to show how this memorial will be removed and replaced during the construction works for the main visitor centre.

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Appendices:	None
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Background Documents Used in the Preparation of this Report:	1) Supporting statement: Listed building consent application for the relocation of the Airman's Cross Memorial 2) Plan no AC -G200- PA-01 rev B 3) Plan no AC-G200-XA-01 rev B
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LOCATION PLAN FROM GIS ON NEXT SHEET COMMITTEE ONLY (SUPPORT)

Recommendation to Authorising Officer:	
Case Officer	Date:

It is prudent to exercise delegated powers?	Yes		No	
Authorising Officer:	Date:			
Section 106 Letter of intent sent?	Yes		No	
	Date:			

Can the Decision Notice be issued?	
Releasing officers signature:	Date:

Decision Date:	Appeal date Received:	Decision and Date:
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HUMAN RIGHTS

1. State the right(s)
Article 6 – The Right to a Fair Hearing
Article 8 – The Right to Respect for private and family Life
Article 1, Protocol 1 – Protection of Property
2. Give details of the victims and how their rights are affected – consider third parties as well as the person affected directly by the decision.
Applicants The right to extend their property
Neighbouring Residents the right not to be detrimentally affected
General Public The right not to be detrimentally affected
3. Give details of how the right is qualified and the interference is legitimate
Article 8 and Article 1, Protocol 1 is qualified.
Article 6 is absolute.
Interference is legitimate in that is necessary in the public interest for the protection of the rights and freedoms of others and/or for protection of the environment
4. Give details of the laws with which the decision is in accordance.
Town & Country Planning Act 1990
5. Details of the legitimate aim being pursued
Aim – To control development in accordance with the Development Plan and National Policies contained in the accompanying report.

6. Give details of how the decision is proportionate and the relevant and sufficient reasons for it.

The balance of the considerations is such that the applicants' property rights outweigh any interference which there may be with the rights of neighbours and the general public – for the reasons set out in the report.

7. Give the reasons why there is no discrimination.

If there is discrimination give details. It has been dealt with no differently from any other planning application and the decision is in accordance with the Development Plan and National Policy Guidance.