



Working towards a Core Strategy for Wiltshire

Topic paper 9: Built and historic environment

Wiltshire Core Strategy
Consultation January 2012

This paper is one of 16 topic papers, listed below, which form part of the evidence base in support of the emerging Wiltshire Core Strategy. These topic papers have been produced in order to present a coordinated view of some of the main evidence that has been considered in drafting the emerging Core Strategy. It is hoped that this will make it easier to understand how we had reached our conclusions. The papers are all available from the council website:

Topic Paper 1: Climate Change

Topic Paper 2: Housing

Topic Paper 3: Settlement Strategy

Topic Paper 4: Rural Signposting Tool

Topic Paper 5: Natural Environment

Topic Paper 6: Retail

Topic Paper 7: Economy

Topic Paper 8: Infrastructure and Planning Obligations

Topic Paper 9: Built and Historic Environment

Topic Paper 10: Transport

Topic Paper 11: Green Infrastructure

Topic Paper 12: Site Selection Process

Topic Paper 13: Military Issues

Topic Paper 14: Building Resilient Communities

Topic Paper 15: Housing Requirement Technical Paper

Topic Paper 16: Gypsy and Travellers

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Executive summary

This paper sets out the policy framework in which we are working at international, national, regional and local levels. It collates the evidence from a variety of sources highlighting key messages and actions which policies need to respond to. The paper also identifies links to other strategies relevant to the topic area and demonstrates how the core strategy can be complimentary, and facilitating, in delivering strategic outcomes. The options for addressing the challenges and achieving the outcomes identified are outlined within Chapter 6.

Design quality and heritage are intrinsically linked, because of the value placed on the historic environment and the fact that the historic environment is not only rich in terms of cultural value and architectural interest, but also portrays all of the characteristics associated with high standards of design quality.

This section provides a succinct overview of Wiltshire in terms of the built and historic environment, outlining key characteristics, trends, issues and opportunities. This local context, along with the regulatory framework (Chapter 4 and 5), provides valuable evidence to identify the challenges, opportunities and outcomes to be tackled by development plan policy (Chapter 6).

Wiltshire’s high quality environment is a major strength and the quality of life it makes a major contribution to is a key factor in attracting new investment. As such the quality of the environment should be considered a major catalyst for the future prosperity of Wiltshire and not a barrier to it. Put simply the way that Wiltshire looks attracts investment and that should be capitalised on.

A number of key messages and issues have been drawn from the policy and regulatory review, emerging national policy, links to other strategies and Wiltshire’s environmental qualities. The table below illustrates the key messages and issues relating to this topic paper to be addressed by the core strategy.

| | |
|------------------------|---|
| Design | <p>Challenge BHE1 Ensure that new developments meet <u>good design</u> standards and where appropriate maintain local identity, respect important townscape and landscape settings through the sensitive design and appearance of new development.</p> |
| Historic assets | <p>Challenge BHE2 Ensure the <u>protection of heritage assets</u>, including both designated and undesignated buildings, structures, sites and areas.</p> |
| World Heritage | <p>Challenge BHE3 <u>To protect, enhance and present the outstanding universal value</u> of the Stonehenge, Avebury, and Associated Sites World Heritage Site for present and future generations.</p> |

1 Introduction

Wiltshire Core Strategy Evidence

This 'topic paper' provides background information and evidence to support the content of the Wiltshire Core Strategy.

This paper sets out the policy framework in which we are working at international, national, regional and local levels. It collates the evidence from a variety of sources highlighting key messages and actions which policies need to respond to. The paper also identifies links to other strategies relevant to the topic area and demonstrates how the core strategy can be complimentary, and facilitating, in delivering strategic outcomes. The options for addressing the challenges and achieving the outcomes identified are outlined within Chapter 6.

Government's objectives

The Government's objective is that the historic environment and its heritage assets should be conserved and enjoyed for the quality of life they bring to this and future generations.

The Government also attaches great importance to the design of the built environment in stating that good design is indivisible from good planning and should contribute positively to making places better for people. The Government's objective for the planning system is to promote good design that ensures attractive, usable and durable places. This is a key element in achieving sustainable development.

To safeguard and promote a high quality built and historic environment

The central assumption of the post 2004 planning system is that the process of sustainable place shaping requires a Local Development Framework (LDF) Core Strategy consistent with the Sustainable Community Strategy, and that the investment required for delivery reflects the priorities of the Local Strategic Partnership. The Core Strategy will set out a long term (15 - 20 years) strategy for the spatial development of Wiltshire. It should be flexible, deliverable, and capable of being monitored over its life and able to respond to changing circumstances.

Planning involves making decisions about the future of cities, towns and countryside. This is vital to balance the desire to develop the areas where people live and work while ensuring the surrounding environment is not negatively affected. It includes considering the sustainable needs of Wiltshire's future communities. Promoting and safeguarding a high quality built and historic environment is one of the council's highest priorities. Design quality and heritage are intrinsically linked, because of the

People, Places and Priorities: Wiltshire Community Plan 2011 - 2026 sets an objective to define "...the best pattern of new development across the county to support the delivery of the other promises in the community plan...based upon the principles of good design." The community also recognises that "Wiltshire's Environment is arguably its strongest asset".

value we place on our historic environment and the fact that the historic environment is not only

rich in terms of cultural value and architectural interest, but also portrays all of the characteristics we associate with high standards of design quality.

Planning Policy Statement 5 “Planning for the Historic Environment” states that: “Many older settlements reflect good practice in sustainable urban design. They have compact layouts; co-locate employment, residential, retail and leisure uses; and, are usually near to transport nodes. The historic environment can inform and inspire the best modern, sustainable development.”

Wiltshire’s Strategic Objectives

The Wiltshire Core Strategy identifies the following strategic objective related to this topic paper:

Strategic objective 6: to safeguard and promote a high quality built and historic environment

Wiltshire contains a rich built heritage which is an important asset to be safeguarded and which should be reflected in new development. Well designed developments help to provide a sense of place, add to local distinctiveness and promote community cohesiveness and social well being. New development will need to respect and enhance Wiltshire’s distinctive characteristics. Wiltshire also has a rich historic environment, including the Stonehenge and Avebury World Heritage Site and numerous sites of archaeological importance. These sites will be protected from inappropriate development.

Key outcomes

- Features and areas of historical and cultural value will have been conserved and where possible enhanced.
- Wiltshire’s distinctive built heritage will have been used as reference points for new developments.
- New development will have incorporated exceptional quality design which reflects local character and fosters community cohesion, and promotes Wiltshire as a desirable place in which to live.
- The sensitive re-use of historical buildings will have taken place where appropriate.
- Archaeological sites and features will have been adequately protected.
- The Outstanding Universal Value of the Stonehenge and Avebury World Heritage Site will have been protected from inappropriate development.
- Wiltshire’s public realm will have been significantly enhanced.
- The urban environment will have been complemented and enhanced with a network of green infrastructure.

2 Policy and regulatory framework

This Chapter identifies the key international, national and regional regulations and policies relating to this topic paper. It outlines requirements which will need to be fulfilled by the policies to be contained within the Wiltshire Core Strategy. This topic paper draws upon a variety of sources including those set out below. There are other relevant plans and strategies that contribute to the evidence base. These are summarised in Chapter 4 'links to other strategies'.

National planning policy

Planning Policy Statement 1 (PPS1)¹ Delivering Sustainable Development (DCLG 2005)

PPS1 directs local planning authorities to prepare robust policies on design and access. Such policies should be based on stated objectives for the future of the area and an understanding and evaluation of its present defining characteristics. Key objectives should include ensuring that developments:

- are sustainable, durable and adaptable (including taking account of natural hazards such as flooding) and make efficient and prudent use of resources;
- optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses (including incorporation of green and other public space as part of developments) and support local facilities and transport networks;
- respond to their local context and create or reinforce local distinctiveness;
- create safe and accessible environments where crime and disorder or fear of crime does not undermine quality of life or community cohesion;
- address the needs of all in society and are accessible, usable and easy to understand by them; and
- are visually attractive as a result of good architecture and appropriate landscaping.

Design policies should avoid unnecessary prescription or detail and should concentrate on guiding the overall scale, density, massing, height, landscape, layout and access of new development in relation to neighbouring buildings and the local area more generally.

PPS1 also states that policies should take account of environmental issues such as the preservation and enhancement of built and archaeological heritage.

Planning Policy Statement 3 (PPS3)² Housing (DCLG 2006)

PPS3 states that good design is fundamental to the development of high quality new housing, which contributes to the creation of sustainable, mixed communities.

¹ <http://www.communities.gov.uk/publications/planningandbuilding/planningpolicystatement1>

² <http://www.communities.gov.uk/publications/planningandbuilding/pp3housing>

Reflecting policy in PPS1, good design should contribute positively to making places better for people. Design which is inappropriate in its context, or which fails to take the opportunities available for improving the character and quality of an area and the way it functions, should not be accepted.

To facilitate efficient delivery of high quality development, Local Planning Authorities should draw on relevant guidance and standards and promote the use of appropriate tools and techniques, such as Design Coding alongside urban design guidelines, detailed masterplans, village design statements, site briefs and community participation techniques.

Planning Policy Statement 4 'Planning for Sustainable Economic Growth' (PPS4), (DCLG 2009)

To help achieve sustainable economic growth, one of the Government's objectives for planning is to "promote the vitality and viability of town and other centres as important places for communities". In order to promote vitality and viability the Government wants "the historic, archaeological and architectural heritage of centres to be conserved and, where appropriate, enhanced to provide a sense of place and a focus for the community and for civic activity".

Planning for the Historic Environment (PPS5)³ (DCLG 2010)

Regional and local planning authorities should ensure that they have evidence about the historic environment and heritage assets in their area and that this is publicly documented. The level of detail of the evidence should be proportionate and sufficient to inform adequately the plan-making process.

Regional spatial strategies (RSS) and local development frameworks (LDF) should set out a positive, proactive strategy for the conservation and enjoyment of the historic environment in their area, taking into account the variations in type and distribution of heritage asset, as well as the contribution made by the historic environment by virtue of:

- (i) its influence on the character of the environment and an area's sense of place
- (ii) its potential to be a catalyst for regeneration in an area, in particular through leisure, tourism and economic development
- (iii) the stimulus it can provide to inspire new development of imaginative and high quality design
- (iv) the re-use of existing fabric, minimising waste; and
- (v) its mixed and flexible patterns of land use that are likely to be, and remain, sustainable.

The level of detail contained in an RSS or LDF should reflect the scale of the area covered by the plan and the significance of the heritage assets within it.

At a local level, plans should consider the qualities and local distinctiveness of the historic environment and how these can contribute to the development of the spatial vision in the local

³ <http://www.communities.gov.uk/publications/planningandbuilding/pps5>

development framework core strategy. Heritage assets can be used to ensure continued sustainability of an area and promote a sense of place.

Plans at a local level are likely to consider investment in and enhancement of historic places, including the public realm, in more detail. They should include consideration of how best to conserve individual, groups or types of heritage assets that are most at risk of loss through neglect, decay or other threats (see also policy HE5).

Transport (PPG13)⁴ (DCLG 2011)

PPG13 states that land use planning has a key role in delivering the Government's integrated transport strategy. By shaping the pattern of development and influencing the location, scale, density, design and mix of land uses, planning can help to reduce the need to travel, reduce the length of journeys and make it safer and easier for people to access jobs, shopping, leisure facilities and services by public transport, walking, and cycling.

Renewable Energy (PPS22)⁵ (DCLG 2004)

PPS22 states that Regional spatial strategies and local development documents should contain policies designed to promote and encourage, rather than restrict, the development of renewable energy resources.

Planning permission for renewable energy developments likely to have an adverse effect on a site of international importance for nature and heritage conservation (Special Protection Areas, Special Areas of Conservation, RAMSAR Sites and World Heritage Sites) should only be granted once an assessment has shown that the integrity of the site would not be adversely affected.

In sites with nationally recognised designations (Sites of Special Scientific Interest, National Nature Reserves, National Parks, Areas of Outstanding Natural Beauty, Heritage Coasts, Scheduled Monuments, Conservation Areas, Listed Buildings, Registered Historic Battlefields and Registered Parks and Gardens) planning permission for renewable energy projects should only be granted where it can be demonstrated that the objectives of designation of the area will not be compromised by the development, and any significant adverse effects on the qualities for which the area has been designated are clearly outweighed by the environmental, social and economic benefits.

Local landscape and local nature conservation designations should not be used in themselves to refuse planning permission for renewable energy developments. Planning applications for renewable energy developments in such areas should be assessed against criteria based policies set out in local development documents, including any criteria that are specific to the type of area concerned.

CLG Circular 07/09⁶ Protection of World Heritage Sites and accompanying English Heritage guidance

⁴ <http://www.communities.gov.uk/publications/planningandbuilding/ppg13>

⁵ <http://www.communities.gov.uk/publications/planningandbuilding/pps22>

⁶ <http://www.communities.gov.uk/planningandbuilding/planningsystem/circulars/planningcirculars/>

The circular sets out the roles and responsibilities of local planning authorities in protecting, promoting, interpreting, sustainably using and conserving World Heritage Sites and their OUV (outstanding universal value) and settings, which may include buffer zones as appropriate.

The UNESCO-approved Statement of OUV of a World Heritage Site includes the inscription criteria, an assessment of authenticity and integrity, and detail of those attributes that make up the asset's OUV. The Statement of OUV is a critical resource for local planning authorities in plan-making and reaching decisions relating to the significance of World Heritage Sites (PPS5 Guidance).

Other national publications, good practice and guidance

Planning for places: delivering good design through core strategies (CABE 2009)⁷

Planning for places: delivering good design through core strategies has three key messages for local authorities to embed design quality in their core strategy:

Tell the story: A good core strategy needs to tell the story of the place, explain how it works and highlight its qualities and distinguishing features. Telling the story helps everyone understand how the qualities of the place have shaped the strategy and its priorities for future quality.

Set the agenda: Use the core strategy to say what is wanted for the area, express aspirations and be proactive and positive about the future of the place and say how this will be achieved. Set out what is expected in terms of design quality and where necessary provide links to the relevant development plan documents or supplementary planning documents.

Say it clearly: Make the core strategy relevant and understandable to a wide audience. Use maps and diagrams to inform the text and communicate the strategy and show what quality of place means.

Environmental Quality in Spatial Planning: Incorporating the natural, built and historic environment, and rural issues in plans and strategies (EH 2005)⁸

This guidance is produced by the Countryside Agency, English Heritage, English Nature and the Environment Agency (the agencies) to help planning authorities and regional planning bodies in preparing plans and strategies under the new planning system.

The Setting of Heritage Assets – Consultation (EH 2010)⁹

It is intended that the setting guidance, once finalised, will provide the basis for English Heritage advice on the setting of heritage assets when they respond to consultations by third parties and when they assess the implications of development proposals for the historic places that we manage.

It will also be offered to assist others involved with managing change that may affect the setting of heritage assets. The aim of the guidance is to assist effective and timely decision making by ensuring it takes place within a clear framework and is as transparent and consistent as possible.

⁷ <http://www.cabe.org.uk/files/planning-for-places.pdf>

⁸ http://www.environment-agency.gov.uk/static/documents/Research/envquaplanning_main_1351823.pdf

⁹ <http://www.english-heritage.org.uk/professional/advice/advice-by-topic/setting-and-views/heritage-assets/>

Local policy, strategies and regulations

Draft Statement of Outstanding Universal Value for Stonehenge, Avebury and Associated Sites World Heritage Site (2010)¹⁰

The Statement of Outstanding Universal Value (SOUV) summarises exactly what it is that makes Stonehenge and Avebury internationally important. The document is an important reference for those making decisions on how best to manage the World Heritage Site and look after the very special features which qualify it to appear on the World Heritage List. The statement focuses on what it is about the World Heritage Site that needs to be protected for this and future generations.

The draft SOUV was submitted to UNESCO's World Heritage Centre in Paris in February, 2011. The process of evaluation by UNESCO will take at least 18 months but the draft SOUV already carries weight in the planning process and should assist in better protecting, conserving and managing the World Heritage Site. The draft SOUV should be referred to when plan making and considering planning applications in line with guidance related to Planning Policy Statement 5 on the Historic Environment and World Heritage Planning Circular 07/09. It also provides a synopsis of the Site's significance for members of the public interested in the World Heritage Site.

English Heritage (2009) Stonehenge World Heritage Site Management Plan¹¹

The first Stonehenge World Heritage Site Management Plan was published in 2000. A revised plan was published in 2009 after extensive consultation with landowners, the local community, statutory bodies and other interested parties. Its preparation was led by English Heritage on behalf of the Stonehenge World Heritage Site Committee, a steering group of stakeholders.

Within the UK, WHS Management Plans are a material consideration in planning decisions. They provide an advisory framework for guiding management initiatives. Management Plans are endorsed by the Department for Culture, Media and Sport (DCMS), and referred to UNESCO. The government has confirmed that the Stonehenge Management Plan will remain the overarching strategy for the WHS.

English Heritage (2005) Avebury World Heritage Site Management Plan¹²

This Management Plan aims to protect the outstanding universal values (OUV) of the Avebury World Heritage Site (WHS). At the same time it aims to achieve a broad vision of the quality, significance, condition and management needs of the site and its intrinsic and enduring value. It expresses the vision that "The World Heritage, international, national and other values of the Avebury WHS will be understood and that they, and the site itself, will be preserved and treasured for all times". This Plan aims to ensure that this vision is widely accepted, and to establish the commitment to its realisation.

¹⁰

<http://www.wiltshire.gov.uk/artsheritageandlibraries/museumhistoryheritage/worldheritagesite/stonehengeandaveburysouv.htm>

¹¹ <http://www.english-heritage.org.uk/publications/stonehenge-management-plan-2009/>

¹²

<http://www.wiltshire.gov.uk/artsheritageandlibraries/museumhistoryheritage/worldheritagesite/aveburyworldheritagesitemanagementplan.htm>

Current saved local plan policies

The Planning and Compulsory Purchase Act 2004¹³ provides for the saving of policies in adopted local plans from the commencement date of the Act, which was 28 September 2004.

From 28 September 2007 some of the policies in the Local Plan ceased to have effect following a Direction by the Secretary of State under Paragraph 1(3) of Schedule 8 to the Planning and Compulsory Purchase Act 2004.

The remaining policies in the Local Plans continue to have effect and will form part of the development plan until they are replaced by new policies prepared as part of the Local Development Framework.

3 Links to other strategies

Within Wiltshire there are significant opportunities to strengthen the environmental, social and economic well-being of the county. In order to do this Wiltshire must be well placed to meet current and future demands for housing and employment, whilst safeguarding and enhancing its rich environmental assets and ensuring that sustainable development is achieved. To achieve this, a number of documents have been produced which identify the key priorities, objectives, and outcomes for Wiltshire.

There are a number of other strategies which are particularly relevant in the process of formulating relevant policies to ensure that development is suitably designed and responds to our historical assets.

Wiltshire Council Corporate Plan

The Wiltshire Council Corporate Plan¹⁴ sets out the priorities and outcomes for the county for the next four years (2010 – 2014). The plan identifies a vision to create stronger and more resilient communities.

It is anticipated that strong and resilient communities will improve the quality of life for us all and, at the same time, lead to a reduced reliance upon public services.

There are many factors which will contribute to this. The Corporate Plan vision is of communities:

- that are places where people choose to live and work
- where people take pride in their town or village
- where people from all backgrounds, ages and beliefs feel valued, included, and are treated with respect
- where people volunteer and get together to tackle local concerns
- with many 'social networks' allowing people to be active and involved
- which possess the skills and businesses to generate jobs to meet local employment needs

¹³ www.legislation.gov.uk/ukpga/2004/5/contents

¹⁴ <http://www.wiltshire.gov.uk/corporate-plan-2010-2014-wiltshire.pdf>

- which are informed about environmental issues and actively create local solutions
- where children and young people enjoy life and achieve their potential in and out of school
- where people get involved in democratic processes and have a voice in shaping the present and the future of their area
- where people have healthy lifestyles

The Wiltshire Community Plan 2011-2026

The Wiltshire Community Plan 2011-2026¹⁵ 'People, places and promises' sets a clear vision for Wiltshire, alongside the priorities and objectives for the next 15 years. This outlines the overall strategic direction and long-term vision for the economic, social and environmental well-being of Wiltshire.

The community plan identifies Wiltshire's environment as one of its strongest assets. The landscape is of national and global significance and includes a wealth of archaeological and architectural treasures, including the combined World Heritage sites of Stonehenge and Avebury, Salisbury Cathedral, and more recent industrial features such as the Box railway tunnel and the Kennet and Avon Canal.

The plan outlines that there are nearly 20,000 archaeological sites ranging from the prehistoric through to Roman and medieval times and the civil war battlefield at Roundway Down. There are also approximately 14,000 listed buildings, 37 historic parks and gardens, three Areas of Outstanding Natural Beauty (AONBs) and more than 250 conservation areas. However, according to figures on the South West Observatory website, Wiltshire was the only county in the South West actually to increase its total CO2 emissions 2005-2007, the most significant increase being in west Wiltshire which had the highest per capita emissions - 27% of the county total.

The community plan also defines a number of promises including:

"Produce a design framework for the county which encourages the development of communities, not just houses. An important aspect of this will be for developers to ensure that new buildings fit their location and that the distinctiveness and history of the area is acknowledged and responded to."

Energy Change and Opportunity Strategy 2011 – 2020

The 'Energy, Change and Opportunity (ECO) strategy'¹⁶ is a framework strategy which sets out the council's ambitions for reducing its carbon emissions as an organisation and preparing for unavoidable climate change. It links to other council strategies to ensure its objectives are embedded across the entire organisation. It will be supplemented by detailed action plans to set out more specifically how climate change ambitions will be delivered, including:

- Carbon Management Plan for the council's emissions
- Climate Change Adaptation Plan for Wiltshire
- Low Carbon Transition Plan for Wiltshire

¹⁵ <http://www.wiltshire.gov.uk/communityandliving/communityplan.htm>

¹⁶ <http://www.wiltshire.gov.uk/communityandliving/countryside/climatechange.htm>

- Renewable Energy Action Plan for Wiltshire

This strategy sets out how Wiltshire as a council and a community can take action on climate change. Climate change requires everyone to work together to make adjustments to their lives, businesses and communities in order to secure a better future for all.

The strategy outlines a number of objectives relating to housing including the need to maximise the positive impacts of new developments on local jobs, shops, biodiversity and the transport network by:

- Providing a mixed range of building uses, on sites such as housing, places to work and shops.
- Writing planning policies that strongly promote a wide range of sustainability issues.
- Defining and implementing a set of biodiversity criteria that must be met by all new developments.
- Requiring new developments to be well located and highly accessible, with good transport infrastructure. This could, for example, include charging points for alternative fuelled vehicles.

Wiltshire Council Draft Housing Strategy

The draft housing strategy¹⁷ complements and supports wider national and regional priorities, the council's Business Plan and the Community Strategy. The aims and priorities are based on working in partnership with a range of individuals and agencies, including tenants groups, and organisations in the public, voluntary and private sectors.

The draft vision of the housing strategy is:

'In partnership we will help to build a better future with safe and secure homes in strong and vibrant communities, where everyone should have a good quality of life and access to opportunities, choices and high quality services which are sustainable, accessible and meet people's needs, now and in the future.'

The key priority of the draft strategy which relates to this topic paper is:

'Meeting housing need: Increasing the supply of well-designed market and affordable housing that is appropriate for the town or village.'

¹⁷ http://consult.wiltshire.gov.uk/portal/housing/building_strong_foundations_-_the_housing_strategy_for_wiltshire_2011_-_2016_consultation

4 Emerging national policy

Draft National Planning Policy Framework¹⁸

The draft national planning policy framework sets out the Government's economic, environmental and social planning policies for England.

The draft framework states that local plans, including neighbourhood plans, should develop robust and comprehensive policies that set out the quality of development that will be expected for the area. Such policies should be based on stated objectives for the future of the area and an understanding and evaluation of its present defining characteristics.

In relation to the historic environment planning authorities should set out a strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay and other threats.

5 Evidence – Wiltshire's environmental qualities

This section provides a succinct overview of Wiltshire in terms of the built and historic environment, outlining key characteristics, trends, issues and opportunities. This local context, along with the regulatory framework (Chapter 4 and 5), provides valuable evidence to identify the challenges, opportunities and outcomes to be tackled by development plan policy (Chapter 6).

Wiltshire's high quality environment is a major strength and the quality of life it makes a major contribution to is a key factor in attracting new investment. As such the quality of the environment should be considered a major catalyst for the future prosperity of Wiltshire and not a barrier to it. Put simply the way that Wiltshire looks attracts investment and that should be capitalised on.

Wiltshire's design qualities

Development should be informed by a thorough understanding of the form, and context of the area in which it is to be placed including a study of its layout, scale, appearance and its physical, social and economic setting. Addressing these fundamental design considerations appropriately will help to create places which are welcoming and memorable, where people will want to stay and enjoy.

Wiltshire's valued built environment includes the historic centres and conservation areas of the market towns and the city of Salisbury. These centres are characterised by rich and varied built environments with active public spaces which are often individual and unique.

Wiltshire's valued environmental quality also includes its diverse landscape and extensive countryside and rural settlements including areas designated as outstanding natural beauty. Considerable local variation across the county of this historic built form and landscape contributes to

¹⁸ <http://www.communities.gov.uk/publications/planningandbuilding/draftframework>

local distinctiveness including individual detailing of building elements and use of local building materials.

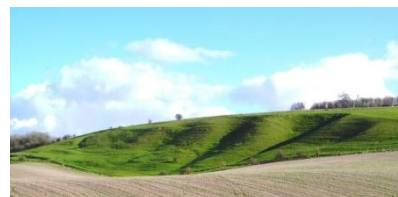
The land form throughout Wiltshire frequently presents extensive and expansive views. These views are often valued making it important that development is sensitive to its landscape setting and skylines.

Wiltshire's heritage qualities

Wiltshire's heritage is unique and outstanding ranging from pre-historic monuments, such as Stonehenge, to links with the industrial revolution, including canal and railway structures.

The landscape of Wiltshire as we see it today is the product of a series of major changes through which its character has been transformed by the interaction of natural and human or anthropogenic processes. This rich and historic landscape forms an important part of Wiltshire's rich natural heritage. Like most areas, the landscape of Wiltshire bears the imprint of successive periods of human inhabitation and land use. While the basic landforms have remained the same, the vegetation covering and land uses have been subjected to constant change, although some periods of change have been far more rapid and radical than others. These changes are important not only from an archaeological perspective but also in determining the overall character of Wiltshire.

Wiltshire has a rich prehistory including numerous examples of Neolithic long mounds, including some 20 examples around Avebury to the east of Wiltshire. One of the most dramatic, the West Kennet long barrow, for example, is some 113m in length and contains individual chambers constructed of sarsen slabs.



Henge monuments are also part of this period, the most famous being Stonehenge, although it is only the bank and ditch that are Neolithic. Stonehenge is surrounded by other henge monuments, which vary considerable in their size, such as Durrington Walls and Woodhenge, both of which contained circular settings of timber posts. Huge henge enclosures such as at Avebury and at Hatfield Farm, Marden in the Vale of Pewsey were built, together with the remarkable circular mound of Silbury Hill.

At the time of writing Wiltshire has nearly 20,000 archaeological sites ranging from the prehistoric through to Roman and medieval times and the civil war battlefield at Roundway Down. There are also approximately 12,000 listed buildings, 37 historic parks and gardens, three Areas of Outstanding Natural Beauty (AONBs) and more than 200 conservation areas. The majority of the conservation areas in Wiltshire consist of the historic parts of our towns and villages, but some include other special landscapes which can also be designated, such as the canal corridor at Wilcot. The high number of conservation areas reflects the importance of the county's heritage, much of which is recognised at national and international levels.

The north of Wiltshire contains many notable historic assets including the 7th century abbey, founded by St Aldhelm in Saxon times, at the heart of Malmesbury town. The abbey is now the parish church and includes some of the finest Norman architecture and statuary in England. Many of the historic market towns have retained much of their architectural heritage and owe much of their prosperity to the wool trade and the quarrying of Bath stone. The northern area of Wiltshire also

includes many historic railway structures including the Box railway tunnel completed in 1841 under the direction of Isambard Kingdom Brunel.



The town of Devizes to the east of Wiltshire has more than 500 listed buildings. The Kennet and Avon Canal was built between 1794 and 1810 to link Devizes with Bristol and London. The canal fell into disuse after the coming of the railway in the 1850s, but has been restored for leisure uses. Near Devizes the canal rises 237 feet (72 m) by means of 29 locks, 16 of them in a straight line at Caen Hill.

Further to the east lies the Neolithic henge monument of Avebury.

The monument contains the largest stone circle in Europe, and is one of the best known prehistoric sites in Britain. This ancient monument forms part of the Stonehenge, Avebury and Associated Sites World Heritage Site.

To the west lies the county town of Trowbridge. Like many Wiltshire towns Trowbridge has a rich textile heritage. The canal that runs to the north of the town has also played a large part in the town's development. There is much of architectural interest in Trowbridge, including many historic assets associated with the textile industry, and the Newtown conservation area, a protected zone of mostly Victorian houses. Bradford on Avon is situated to the north of Trowbridge its canal, historic buildings, shops, pubs and restaurants make it popular with tourists. The history of the town can be traced back to Roman origins. It has several buildings dating to the 17th century, when the town grew, again due to the thriving woolen textile industry.

The historic Salisbury City lies to the south of Wiltshire. The city is home to numerous medieval streets and alleyways coupled with rich architecture including many half-timbered buildings. Salisbury Cathedral has the tallest spire in Britain and stands in the largest medieval close in Britain. The Stonehenge element of Wiltshire's world heritage site is located just 8 miles north of Salisbury. One of the most famous sites in the world, Stonehenge is composed of earthworks surrounding a circular setting of large standing stones. It is at the centre of the most dense complex of Neolithic and Bronze Age monuments in England, including several hundred burial mounds.



Wiltshire has a significant military presence being home to 20 per cent of the entire British Army. This presence has greatly influenced both social and physical characteristics of Wiltshire including its heritage assets. RAF Chilmark, to the west of Salisbury, was a former armaments depot used in the Second World War and during the Cold War, with both surface and below ground storage facilities. It was established at the site of a stone quarry which itself had a long history of supplying stone for buildings such as Salisbury Cathedral. In addition to the military sites themselves are older buildings, such as Zouch Manor, and landscape features such as the water meadow known as the North-East Quadrant, Tidworth.

Wiltshire also contains numerous villages and rural settlements outside of the Market towns. These rural areas include many historic farm buildings. Even though the best examples are listed as being of special architectural and historic interest, there has been an alarming number of losses in recent years and surviving examples of threshing barns, granaries, malt houses, dovecotes and stables are becoming increasingly rare.

Wiltshire’s rich historic environment and its heritage assets should be conserved and enjoyed for the quality of life they bring to Wiltshire. To achieve this it is important that heritage assets are afforded protection appropriate to their significance.

6 Challenges, opportunities and outcomes

A number of key messages and issues have been drawn from the policy and regulatory review, emerging national policy, links to other strategies and Wiltshire’s environmental qualities. The table below illustrates the key messages and issues relating to this topic paper to be addressed by the core strategy.

| | |
|-------------------------------|--|
| <p>Design</p> | <p>Challenge BHE1</p> <p>Ensure that new developments meet <u>good design</u> standards and where appropriate maintain local identity, respect important townscape and landscape settings through the sensitive design and appearance of new development.</p> |
| <p>Historic assets</p> | <p>Challenge BHE2</p> <p>Ensure the <u>protection of heritage assets</u>, including both designated and undesignated buildings, structures, sites and areas.</p> |
| <p>World Heritage</p> | <p>Challenge BHE3</p> <p><u>To protect, enhance and present the outstanding universal value</u> of the Stonehenge, Avebury, and Associated Sites World Heritage Site for present and future generations.</p> |

6.1 Challenge BHE1 – Good design

Ensure that new developments meet good design standards and where appropriate maintain local identity, respect important townscape and landscape settings through the sensitive design and appearance of new development.

Policy requirements

- PPS1: Delivering sustainable development 2005
- PPS3: Housing 2006
- PPS5: Planning for the Historic Environment 2010
- PPS7: Sustainable development in rural areas 2004
- Draft National Planning Policy Framework

Good design is an important part of government planning policy. The outcomes, or aims, of good design are highlighted rather than a strict definition of what good design is. This is so that planning policies are not overly prescriptive or stifle innovation.

PPS1 states that the aims of good design are to create places, streets and spaces which meet the needs of people are visually attractive, safe, accessible, functional, and inclusive, have their own distinctive identity and maintain and improve local character. These aims directly tie into a key government desire to promote sustainable development.

It is especially important to aim for design quality with new housing development. PPS3 clearly links good design with the creation of sustainable, mixed communities. In addition, it states that designs and layouts which make efficient and effective use of land should be encouraged. However, this must be balanced against the exclusion of private residential gardens from the definition of previously developed land, and the removal of the national indicative minimum density of 30 dwellings per hectare from PPS3 (amended in 2010).

Local planning authorities need to consult relevant design guidance and standards, detailed master plans and village design statements when considering development proposals. This is in order to meet the challenge of improving design quality of new development which also respects the variety of local settings in an area. PPS7 welcomes contemporary designs where they are sensitive to the setting of rural areas and help to make country towns and villages better places for people to live and work.

In addition, PPS5 highlights the need for new development to make a positive contribution to the character and local distinctiveness of the historic environment to better enhance or better reveal the significance of heritage assets.

In order for innovation and originality to be encouraged rather than restricted by policy, the focus is on “guiding the overall scale, density, massing, height, landscape, layout and access of new development in relation to neighbouring buildings and the local area more generally” (PPS 1).

The government's PPS on Climate Change states that planning policies should support innovation and investment in sustainable buildings and should not, unless there are exceptional reasons, deter novel or cutting-edge developments. PPS5 clearly identifies the role of the historic environment in mitigating and adapting to climate change. The re-use and, where appropriate, modification of heritage assets should be sought in order to reduce carbon emissions and secure sustainable development.

The aim is for better decisions that balance heritage conservation issues against energy reduction and other climate change considerations in a realistic manner. Local planning authorities need to help applicants find feasible solutions where there are conflicts between these demands. However, harm to most highly designated assets should be wholly exceptional.

PPS5 also highlights the importance of protecting and enhancing heritage assets' settings. This offers the opportunity to enhance the wider public realm. When considering applications for development that affect the setting of a heritage asset, local planning authorities should treat favourably applications that preserve those elements of the setting that make a positive contribution to, or better reveal the significance, of the asset. When considering applications that do not do this, local planning authorities should weigh any such harm against the wider benefits of the application. The greater the negative impact on the significance of the heritage asset, the greater the benefits that will be needed to justify approval.

Related publications:

| | |
|---|--|
| Savills research report: occupier demand survey | World Class Places |
| Savills | CLG |
| Published: Summer 2007 | Published: 2009 |
| PPS 5: Planning for the Historic Environment - Impact Assessment | PPS5 Planning for the Historic Environment: Historic Environment Planning Practice Guide |
| Published: 23 March 2010 | Published: March 2010 |
| Climate change and the historic environment | Circular 07/09: Protection of World Heritage Sites |
| English Heritage | |
| Published: January 2008 | Published: 24 July 2009 |

Evidence

There is evidence indicating that well-designed public open spaces offer benefits such as improved physical and mental health, increased biodiversity and improved air quality. Green spaces are essential in the design of public spaces, with 91% of people agreeing that they contribute to their quality of life. High-quality areas can attract people, increase activity and lead to economic improvement. Additionally, they can give a greater sense of safety and attract social interaction (CABE 2006).

The government's strategy for improving quality of place, *World Class Places*, CLG (2009), recognises the essential role of the historic environment in providing character and a sense of identity to an area. Heritage assets can inform and inspire place-making. Recognising how the design, materials and pattern of land use of the built environment provide character and definition to a locality can enable local planning authorities to better understand the appropriateness of proposed development.

National housing audits show that 29 per cent of new homes built were so poorly designed that they should not have been given planning permission. Only one in five schemes was rated as 'good' or 'very good' (CABE 2010).

Nationally, perceptions regarding the design of new homes are negative. A 2007 survey found that:

- Less than a quarter of respondents agreed that new builds are well built
- Less than a third thought that new builds were well designed
- Less than a quarter agreed that new homes provide an enjoyable neighbourhood.

Furthermore, there is evidence that new houses with little or no distinctive design quality are more difficult to sell than better-designed properties (CABE 2010)

Local evidence

Chapter 6, Wiltshire's environmental qualities, identifies the key characteristics which help create valued built environments within Wiltshire.

Consultation / Stakeholder Responses

Wiltshire 2026 consultation responses:

- Support 'exceptional quality design which reflects local character'.
- In developing a high quality built environment the protection of green spaces is paramount.
- Should highlight that new development will respect Wiltshire's rich archaeological and built environment.
- The wider context of the built environment is not referenced despite the crucial role that the historic pattern of fields, woodlands, downlands etc. play in defining the local distinctiveness and character of an area.

- All new development should be well designed and historic features protected.
- Clarify that the council will acknowledge that creation of design quality and maintaining community sustainability is paramount
- Need better design codes – redesign the town centre [Chippenham]
- The design of any future developments should take into account the town architecture and not be given to permissions to build drab, dreary estates. The proposed estate should be spread out between lots of small developers who can build quality homes [Malmesbury]
- Ensure 'top line' in design and sustainability issues – build modern, not retro styled properties – homes, fit for purpose [Malmesbury]
- Poor design/location of the developments that sees them poorly integrated to the remaining community facilities/community [Pewsey]

Working towards a Core Strategy for Wiltshire consultation responses (June 2011):

- The design policy should cover all development not just housing.
- A glossary of terms should be provided.
- The design policy should make reference to the innovative use of non-developable areas including flood plains for recreation use.
- A detailed criteria based policy should be developed and a minimum net density should not be required.
- Amenity space should be considered within this policy.

| Option | Sustainability Appraisal outcome | Conformity with national and regional policy and/or regulations | Deliverability | Community aspirations met | Conclusion |
|--|--|--|--|--|--|
| <p>Retain the current policies saved within the extant local plans.</p> | <p>Option 1 is felt to have a greater negative effect for securing high quality place shaping outcomes when compared to option 2.</p> | <p>Uncertain - PPS requirement to have due regard to up to date national policy statements when formulating new planning policy.</p> | <p>Yes – delivered through the determination of planning applications.</p> | <p>Unlikely – high quality design has been identified as a community priority. New policies will be better placed to respond to this priority.</p> | <p>Likely to be inappropriate – no justification to apply different policies across Wiltshire. Current policies although potentially compliant with national policy do not represent up-to-date best practice.</p> |
| <p>Apply a consistent policy across the whole of Wiltshire which seeks high-quality design standards in line with best practice and Government planning guidance.</p> | <p>Option 2 scores significantly higher when measured against the 17 sustainability criteria than the other options. It would provide a consistent policy approach that accords with Government guidance and so would be enforceable. It would deliver realistic and worthwhile improvements in design leading to the specific sustainability benefits highlighted, especially in heritage, economic and</p> | <p>Yes – new policy could be developed to deliver high quality design within new development.</p> | <p>Yes – delivered by developer / verified through the determination of planning applications.</p> | <p>Yes – will give certainty to partners and developers and will give flexibility to respond to local circumstance.</p> | <p>Likely to be most appropriate – gives certainty to the market and provides a consistent approach across the plan area. Will enable good design to be delivered alongside other development plan objectives.</p> |

| | | | | | |
|--|---|---|--|---|--|
| | employment terms. | | | | |
| Apply a Wiltshire wide design policy which seeks exemplar levels of design standards – prioritising design quality above other onsite considerations. | Option 3 is felt to have the greatest negative effect for securing high quality place shaping outcomes. | Uncertain – viability of delivering such a policy approach would need to be carefully considered. | Uncertain – delivered by developer / verified through the determination of planning applications. Viability could make this approach unattainable. | Uncertain - would potentially lead to other onsite objectives and strategic objectives, not being delivered or down played. | Likely to be inappropriate – difficult to implement. Approach would consequently lead to other onsite objectives and strategic objectives, not being delivered or down played. |

Identifying and Testing Options for Addressing the Challenges

High quality design will be required for all new developments from building extensions through to major developments. This policy sets out a range of issues which all developers will need to take into account when considering design.

Proposed core policy

Ensuring high quality design and place shaping

A high standard of design is required in all new developments, including extensions, alterations, and changes of use of existing buildings. Development is expected to create a strong sense of place through drawing on the local context and being complimentary to the locality. New development must be accompanied by appropriate information (including a design and access statement when required by the Planning Permission Validation Checklist) to demonstrate how the proposal will make a positive contribution to the character of Wiltshire through:

- i. enhancing local distinctiveness by responding to the value of the natural and historic environment, relating positively to its landscape setting and the exiting pattern of development and responding to local topography by ensuring that important views into, within and out of the site are to be retained and enhanced;
- ii. the retention and enhancement of existing important landscaping and natural features, (for example trees, hedges, banks and watercourses), in order to take opportunities to enhance biodiversity, create wildlife and recreational corridors, effectively integrate the development into its setting and to justify and mitigate against any losses that may occur through the development;
- iii. responding positively to the existing townscape and landscape features in terms of building layouts, built form, height, mass, scale, building line, plot size, elevational design, materials streetscape and rooflines to effectively integrate the building into its setting.
- iv. being sympathetic to and conserving historic buildings and historic landscapes (see Core Policy 47);
- v. the maximisation of opportunities for sustainable construction techniques, use of renewable energy sources and ensuring buildings and spaces are orientated to gain maximum benefit from sunlight and passive solar energy, unless this conflicts with the character of the surrounding townscape, landscape or topography where it is of high quality
- vi. making efficient use of land whilst taking account of the characteristics of the site and the local context to deliver an appropriate development which relates effectively to the immediate setting and to the wider character of the area.
- vii. having regard to the compatibility of adjoining buildings and uses, the impact on the amenities of existing occupants, and ensuring that appropriate levels of amenity are achievable within the development itself, including the consideration of privacy, overshadowing; vibration; and pollution (such as light intrusion, noise, smoke, fumes, effluent, waste or litter);
- viii. incorporating measures to reduce any actual or perceived opportunities for crime or antisocial behaviour on the site and in the surrounding area through the creation of visually attractive frontages that have windows and doors located to assist in the informal surveillance of public and shared areas by occupants of the site.
- ix. ensuring that new roads and other rights of way are designed to have due regard to maintaining and where possible enhancing the appearance, character, setting and

- accessibility of existing townscape and which uses the design of new streets, parking, building heights and architectural detailing to enforce character and legibility;
- x. the sensitive design of advertisements and signage, which are appropriate and sympathetic to their local setting by means of scale, design, lighting and materials.
 - xi. taking account of the needs of potential occupants, through planning for diversity and adaptability, and considering how buildings and space will be used in the immediate and long term future.
 - xii. the use of high standards of building materials, finishes and landscaping, including the provision of street furniture and public art where appropriate.
 - xiii. in the case of major developments, ensuring they are accompanied by a detailed design statement and master plan, which is based on an analysis of the local context and assessment of constraints and opportunities of the site and is informed by a development concept, including clearly stated design principles, which will underpin the character of the new place.

Justification

Wiltshire has a vibrant culture which contains a rich built heritage which is an important asset to be safeguarded and enhanced, and should be reflected in new development. Well designed developments help to provide a sense of place, add to local distinctiveness, and promote community cohesiveness and social well-being. New development will need to respect and enhance Wiltshire's distinctive characteristics.

Development should be informed by a thorough understanding of the form, and context of the area in which it is to be placed. No two sites will share the same landscapes, contours, street patterns, built context or relationship to space. All developers will have to demonstrate that their proposals are distinctive and uniquely designed, in order to draw upon the individual character of the site.

This policy seeks to ensure that new development creates a strong sense of place, requiring an analysis of the principles listed within the policy. It is anticipated that this criteria based policy will enable the delivery of sound design principles for all new developments.

6.2 Challenge BHE2 – Protection of historic assets

Ensure the protection of historic assets, including historically important unlisted buildings, buildings at risk and archaeological sites, now and in the future.

Policy requirements

- PPS1: Delivering sustainable development 2005
- PPS3: Housing 2006
- PPS5: Planning for the Historic Environment 2010
- PPS7: Sustainable Development in Rural Areas 2004
- PPS4: Planning for Sustainable Economic Growth 2009
- Draft National Planning Policy Framework

PPS5 explains that heritage assets are buildings, monuments, sites, places, areas or landscapes positively identified as having a degree of significance meriting consideration in planning decisions. The historic environment includes all designated and non-designated areas. It also includes their settings, the wider urban and rural landscape, and the potential for unrecorded archaeology. The historic environment and its heritage assets should be conserved and enjoyed for the quality of life they bring to this and future generations.

The historic environment is a rich and diverse part of England's cultural heritage. It takes in all aspects of the environment as a whole that have been shaped through human activity. The value of the historic environment, and the contribution it makes to our cultural, social and economic life, is set out in The Government's Statement on the Historic Environment for England 2010,

"That the value of the historic environment is recognised by all who have the power to shape it; that Government gives it proper recognition and that it is managed intelligently and in a way that fully realises its contribution to the economic, social and cultural life of the nation."

There should be a presumption in favour of the conservation of designated heritage assets. Assets that have not been designated are still to be acknowledged. Identification of any previously unidentified heritage assets should take place during the pre-application stage or at the earliest opportunity otherwise. Some unidentified assets are offered the same protection as designated assets. The re-use and, where appropriate, modification of heritage assets should be sought in order to reduce carbon emissions and secure sustainable development. However, substantial harm to or loss of designated heritage assets of the highest significance, including scheduled monuments, battlefields, grade I and II* listed buildings and grade I and II* registered parks and gardens, World Heritage Sites, should be wholly exceptional (HE9.1).

The policy also states that local planning authorities should consider how they can best monitor the impact of their planning policies and decisions on the historic environment. They should pay particular attention to the degree to which heritage assets are at risk of loss or decay, how they expect this will change over time, and how they propose to respond.

PPS7 states the government's overall aim is to protect the countryside for the sake of its intrinsic character and beauty, the diversity of its landscapes, heritage and wildlife, the wealth of its natural resources and so it may be enjoyed by all. This includes supporting the re-use of appropriately located and suitably constructed existing buildings in the countryside. The historic environment within National Parks and Areas of Outstanding Natural Beauty is also the subject of general policies within PPS7.

A proactive approach by the local planning authority should acknowledge the potential of the historic environment to be a catalyst for regeneration, in particular through leisure, tourism and economic development. In addition, the re-use of existing fabric and mixed patterns of land use are likely to be sustainable. PPS5 states that, wherever possible, heritage assets should be put to an appropriate and viable use that is consistent with their conservation.

The wider public benefits of the conservation of historic landscapes, parks and gardens include the provision of opportunities for recreation, the preservation of natural habitats and improved environmental quality. There is potential for heritage assets to improve quality of life and sense of place.

Local planning authorities should assess whether the benefits of an application which secures the future conservation of a heritage asset outweigh the disadvantages of departing from the development plan (having regard to relevant legislation) or from national policies. They must take a number of issues into account when doing this. For example, one issue is whether allowing the development would mean avoiding splitting up management of the heritage asset, which can have long term negative effects.

PPS4 encourages new uses for vacant or derelict buildings, including historic buildings. It also highlights that in areas statutorily designated for their natural or cultural heritage qualities, there will be scope for tourist and leisure related developments. The local authority must recognise this whilst considering the number, form and location of developments in order to ensure the particular qualities or features that justified the designation are conserved.

The Draft National Planning Policy Framework states that when formulating development plan policies local planning authorities should take into account:

- the desirability of sustaining and enhancing the significance of heritage assets
- the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring; and
- the desirability of new development making a positive contribution to local character and distinctiveness

Related publications:

PPS5 Planning for the Historic Environment:
Historic Environment Planning Practice
Published: March 2010

Historic farm buildings: constructing the
evidence base
English Heritage
Published: 2005

Historic farm buildings: extending the evidence
base
English Heritage
Published: 2009

Heritage at risk register: South West
English Heritage
Published: 2010

State of the South West (culture Chapter)
South West Observatory
Published: March 2011

Draft National Planning Policy Statement
Published: July 2011

Evidence

Chapter 6, Wiltshire’s environmental qualities, identifies the key heritage characteristics which help create valued environments within Wiltshire.

Designated assets

Wiltshire has a high density of designated heritage assets, including:

- Nearly 20,000 archaeological sites
- Approximately 12,000 listed buildings
- 37 historic parks and gardens
- More than 200 conservation areas

| Area | No. of conservation areas | Number of listed buildings |
|-----------------|---------------------------|----------------------------|
| North Wiltshire | 65 | 3782 |
| East Wiltshire | 75 | 2880 |
| West Wiltshire | 35 | 2556 |
| South Wiltshire | 69 | 2988 |

Heritage assets at risk

- 1 in 32 (3.1%) grade I and II* listed buildings are at risk nationally. In the South West this falls to 2.2% (155 sites).
- sites were removed from the 2009 regional Register during the year, but 17 new sites were added.

- Since publication of the 1999 baseline Register 55.4% of the region's buildings at risk (102) have been removed from the regional Register as their futures have been secured, compared to the national figure of 50.7% (724).
- Nationally, £6.2m was offered to 76 sites on the Register during 2009/10. In the South West we awarded grants totalling £594k to 8 sites.
- There are around 250 Scheduled Monuments at Risk in Wiltshire in 2010. Damage from cultivation is still the greatest cause of risk, with degradation and decay as a result of natural processes, such as scrub and tree growth, erosion and burrowing animals, a close second.
- There is partial evidence to suggest that the proportion of Conservation Areas at risk through neglect and decay in the South West is higher than for the rest of the

World Heritage

The Avebury and Stonehenge World Heritage Site (WHS) Management Plans have been adopted by Wiltshire Council as material consideration and their objectives are key determinants in the planning process.

The Stonehenge WHS Management Plan states that although conservation is fundamental, some change is inevitable if the site is to respond to the needs of present-day society. In addition, it is also necessary to develop policies for the sustainable use of the site for the benefit of the local population and economy. The Stonehenge and Avebury management plans identified a number of key issues regarding the sites, including planning, conservation and tourism.

It is common practice for English Heritage and the Archaeology Service of Wiltshire Council to be consulted by the local planning authority about planning applications within or around the WHS which may have an impact on it. However, there are currently a number of activities which are potentially damaging to archaeological remains and the setting of the WHS that do not require planning permission or other forms of consent. These include activities such as new planting not funded by the Forestry Commission, hedge removals, ploughing depth, utility installations and treasure hunting.

Consultation / Stakeholder Responses (summary)

Wiltshire 2026 consultation responses (October 2009)

- Important to recognise that the historic environment includes all designated and non-designated areas. It also includes their settings; the wider urban and rural landscape and the potential for unrecorded archaeology.
- Buildings related with the past history of the canal should, where possible, be retained.
- Historic buildings should only be reused where it can be demonstrated that the cost of such works would not make a scheme unviable .
- A flexible approach for the adaption of buildings to meet 21st century needs for employment and residential use should be taken.
- Mention should be made of 'alteration' as well as adaptation as this is sometimes necessary.
- Protecting heritage and character must be an important part of regeneration.
- The historic environment should be seen as an opportunity as well as a constraint.
- Welcome the role of historic buildings in tourism.
- Wiltshire historic environment is central to Wiltshire's cultural heritage and sense of identity, and hence a resource that should be sustained for the benefit of the present and future generations.

- Acknowledge the appreciation of Wiltshire's significant cultural heritage in the emerging core strategy.
- This topic paper could potentially form the basis for a Wiltshire Heritage Strategy SPD.
- In reference to the historic built environment only the built environment is mentioned.
- Museums should also be considered as part of community infrastructure, important not only because they are 'cultural capital' but they also have a role in economic development through tourism and regeneration.
- Heritage related tourism presents a real opportunity for Warminster.
- The idea of promoting Pewsey as a heritage village is worth considering.
- Celebrate what is unique in Warminster – currently only small arms museum with very limited public access.

Wiltshire Core Strategy Consultation Document (June 2011)

- Reference should be made to 'significance based approach' found within PPS5.
- The supporting text should define context and setting with regards to heritage assets.
- The draft policy should be reworded to be more positive to ensure creative conservation rather than protection.
- The evidence-base should include an assessment of heritage impact.
- All development should have due regard to the sensitivities of the historic environment including transport and infrastructure work.
- Specific mechanisms to make certain the policy is adequately implemented should be outlined within the core policy.
- The policy wording should make specific reference to heritage assets.
- The specific purpose of the proposed supplementary planning document should be detailed within the development plan.

Identifying and Testing Options for Addressing the Challenges

| Option | Sustainability Appraisal outcome | Conformity with national and regional policy and/or regulations | Deliverability | Community aspirations met | Conclusion |
|--|--|--|--|--|---|
| <p>Retain the current policies saved within the extant local plans.</p> | <p>Option 1 is impracticable due to the emerging LDF which will make the previous policies it represents redundant, and would result in significantly less favourable outcomes for heritage interests.</p> | <p>Uncertain - PPS requirement to have due regard to up to date national policy statements when formulating new planning policy.</p> | <p>Yes – delivered through the determination of planning applications.</p> | <p>Unlikely – protection of the historic environment is highlighted as a community priority. New policies will be better placed to respond to this priority.</p> | <p>Likely to be inappropriate – current policies likely not to reflect best practice. This option would not give any consistency to protection of the historic environment.</p> |
| <p>Apply a uniform policy which seeks to consolidate existing good practice, and to provide a consistent policy approach, across Wiltshire in accordance with PPS5.</p> | <p>Option 2 contains is the more favourable option as it scores significantly higher in terms of positive impacts on Heritage and landscape and will have these more consistently over a wider area.</p> | <p>Yes – new policy could be developed to deliver high quality design within new development.</p> | <p>Yes – delivered by developer / verified through the determination of planning applications.</p> | <p>Yes – will facilitate high standards of protection in order to safeguard historic assets for future generations.</p> | <p>Likely to be most appropriate – will give certainty to the market and will allow other plan objectives to be delivered alongside the protection of the historic environment.</p> |

This core policy aims to ensure that Wiltshire's important monuments, sites and landscapes, and areas of historic and built heritage significance are protected, and enhanced in order that they continue to make an important contribution to Wiltshire's environment and quality of life.

Proposed core policy

Ensuring the conservation of the historic environment

Development should protect, conserve and where possible enhance the historic environment, and proposals which have an unacceptable impact may be refused, particularly where this could be avoided or mitigated.

Designated historic assets and their settings will be conserved, and where appropriate enhanced, including:

- i. archaeological remains and their setting
- ii. buildings and structures of special architectural or historic interest and their settings
- iii. the special character or appearance of conservation areas and their settings
- iv. historic parks and gardens and their setting
- v. important landscapes and townscapes

Development proposals will be required to conserve and seek opportunities to enhance structures and areas of heritage significance throughout Wiltshire, including the character, setting and cultural significance of designated and other locally or regionally significant non-designated heritage assets, including:

- I. the sensitive re-use of redundant and under-used historic buildings and areas which are consistent with their conservation especially in relation to the viable re-use of heritage assets at risk.
- II. opportunities to enhance Wiltshire's historic public realm by ensuring that all development, including transport and infrastructure work, is sensitive to the historic environment.

Distinctive elements of Wiltshire's historic environment, which creates a sense of local character and identity and variation across the county, will be conserved, enhanced and their potential to contribute towards wider social, cultural, economic and environmental benefits will be exploited, including:

- I. the individual and distinctive character and appearance of Wiltshire's historic market towns and villages
- II. Wiltshire's nationally significant prehistoric archaeological monuments and landscapes
- III. the internationally significant UNSECO World Heritage Site
- IV. Wiltshire's numerous historic buildings and structures which bear witness to the textile industry.
- V. historic rural structures including threshing barns, granaries, malt houses, dovecots and stables
- VI. Wiltshire's rich ecclesiastical history including its churches, chapels and monuments
- VII. the historic Great Western Railway and associated structures
- VIII. the historic waterways and associated structures including canals and river courses
- IX. the numerous and diverse heritage assets associated with the military

The individual community area strategies identify specific distinct heritage assets, conservation challenges, and where appropriate, specific opportunities to contribute towards Wiltshire's economy.

Applicants are expected to take account and adequately respond, where appropriate, to management plans and other strategies.

Justification

Designation of a conservation area, listed building, or scheduled ancient monument does not preclude the possibility of new development and the council is committed to working pragmatically with owners to find positive solutions which will allow adaptation of such buildings to reflect modern living aspirations.

However, it is expected that development will be of the highest standard in order to maintain and enhance the quality of the area or building, and be sensitive to its character and appearance. In considering applications for new development in such areas, the council will seek to ensure that the form, scale, design and materials of new buildings are complementary to the historic context.

The proposed core policy meets the requirements of PPS5, the Draft National Planning Policy Framework and seeks to enable Wiltshire's historic environment to contribute towards wider social, cultural, economic and environmental benefits. The application of a uniform policy across the administrative area will provide a consistent policy approach for Wiltshire bringing certainty to the market and will allow for other complementary objectives to be delivered alongside the conservation of the historic environment.

6.3 Challenge BHE3 – Protection of the world heritage site

To protect, enhance and present the outstanding universal value of the Stonehenge, Avebury, and Associated Sites World Heritage Site for present and future generations.

Policy framework

- PPS1: Delivering Sustainable Development
- PPS5: Planning for the Historic Environment 2010
- PPS22: Renewable Energy

PPS1 states that a high level of protection should be given to valued townscapes and landscapes. Those with national and international designations should receive the highest level of protection. World Heritage Sites are inscribed by the UNESCO World Heritage Committee for their Outstanding Universal Value. The UK, as a signatory to the Convention Concerning the Protection of the World Cultural and Natural Heritage (UNESCO, 1972) is obliged to protect and conserve the site's significance or Outstanding Universal Value (OUV) and appropriately present and transmit this to future generations. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting, including any buffer zone or equivalent. Local planning authorities should take account of the need to protect and conserve the World Heritage Site. In particular they should consider how the international and national policies for their protection can be worked into and reflected in their sustainable community strategies within the special characteristics of the area. Policies for the protection and sustainable use of a particular World Heritage Site should apply both to the site itself and, as appropriate, to its setting, including any buffer zone or equivalent.

However, PPS5 states that not all elements of a World Heritage Site will necessarily contribute to its significance. The protection policies set out in PPS5 only apply to the elements of the site that contribute to its significance. Where an element does not positively contribute to its significance, local planning authorities should take into account the desirability of enhancing or better revealing the significance of the World Heritage Site, including, where appropriate, through development of that element.

PPS22 states that permission for renewable energy developments likely to have an adverse effect on a World Heritage Site should only be granted once an assessment has shown that the integrity of the site would not be adversely affected.

Related publications:

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| Circular 07/09: Protection of World Heritage Sites Communities & Local Government Published: 24 July 2009 | Stonehenge World Heritage Site Management Plan English Heritage Published: 2009 |
| Avebury World Heritage Site Management Plan English Heritage Published: 2005 | UNESCO Convention concerning the Protection of the World Cultural and Natural Heritage Published: 1972 |
| Operational Guidelines for the Implementation of the World Heritage Convention UNESCO Published: 2005 | Draft Statement of Outstanding Universal Value for Stonehenge, Avebury and Associated Sites World Heritage Site Wiltshire Council submitted to UNESCO 2011 |

Evidence

CLG Circular 07/09: *Protection of World Heritage Sites* and accompanying English Heritage guidance sets out the roles and responsibilities of local planning authorities in protecting, promoting, interpreting, sustainably using and conserving World Heritage Sites and their OUV and settings, which may include buffer zones as appropriate. The UNESCO-approved Statement of OUV of a World Heritage Site includes the inscription criteria, an assessment of authenticity and integrity and detail of those attributes that make up the asset's OUV. The Statement of OUV is a critical resource for local planning authorities in plan-making and reaching decisions relating to the significance of World Heritage Sites. (PPS5 Guidance)

The Avebury and Stonehenge World Heritage Site (WHS) Management Plans have been adopted by Wiltshire Council as material considerations and their objectives are key determinants in the planning process.

The Stonehenge WHS Management Plan states that although conservation is fundamental, some change is inevitable if the site is to respond to the needs of present-day society. In addition, it is also necessary to develop policies for the sustainable use of the site for the benefit of the local population and economy. The Stonehenge and Avebury management plans identified a number of key issues regarding the sites, including planning, conservation and tourism.

It is common practice for English Heritage and the Archaeology Service of Wiltshire Council to be consulted by the local planning authority about planning applications within or around the WHS which may have an impact. However, there are currently a number of activities which are potentially damaging to archaeological remains and the setting of the WHS and do not require planning permission or other forms of consent. These include activities such as new planting not funded by the Forestry Commission, hedge removals, ploughing depth, utility installations and treasure hunting.

[From the South Wilts topic paper 13: Conservation] - Tightened controls would ensure the physical survival of archaeological remains, and the protection and enhancement of the setting of the WHS.

Consultation / Stakeholder Responses

Wiltshire 2026 consultation responses:

- Wider improvements to walking and cycling routes, particularly to Avebury, the Vale of Pewsey and onwards to Stonehenge should take place.
- The core strategy should consider proposals for long-distance walking and cycling routes between Avebury and Stonehenge.

Wiltshire Core Strategy Consultation Document (June 2011):

- Reference to the world heritage site should use the inscribed title.
- Terminology should be defined.
- The statement of significance for the site should be defined.
- Numerous wording changes which are explored within the consultation report

Identifying and Testing Options for Addressing the Challenges

| Option | Sustainability Appraisal outcome | Conformity with national and regional policy and/or regulations | Deliverability | Community aspirations met | Conclusion |
|---|--|--|--|---|---|
| <p>Retain the current policies saved within the extant local plans.</p> | <p>The existing policies although satisfactory are not necessarily up to date and do not reflect the latest management plan for the Stonehenge World Heritage Sites and do not reflect the sites outstanding universal value, which option 2 achieves.</p> | <p>Uncertain - PPS requirement to have due regard to up to date national policy statements when formulating new planning policy.</p> | <p>Yes – delivered through the determination of planning applications.</p> | <p>Uncertain – up to date policy is likely to better respond to new PPS requirements and enhance the protection of the combined site.</p> | <p>Likely to be inappropriate – policy should reflect up-to-date best practice.</p> |
| <p>Apply a consistent policy approach across the designated site, which draws upon existing best practice, and references statements of outstanding universal value for the combined site.</p> | <p>Option 2 is felt to be most favourable as this ensures the World Heritage Site’s outstanding universal value is preserved.</p> | <p>Yes – new policy could be developed to deliver protection of the world heritage site in line with PPS5 and the WHS circular.</p> | <p>Yes – delivered by developer / verified through the determination of planning applications.</p> | <p>Yes – will facilitate high standards of protection in order to safeguard the WHS for future generations.</p> | <p>Likely to be most appropriate – will give consistency to the World Heritage Site policy approach within Wiltshire. Will allow best practice to be implemented including referencing and lining the policy to outstanding universal value</p> |

Wiltshire's world heritage site is a designated heritage asset of the highest international and national significance and there is therefore a strong presumption in favour of its conservation. World heritage site status offers the potential of considerable social and economic gains for Wiltshire in areas such as sustainable tourism; however this will require careful and sensitive management.

Proposed core policy

The Stonehenge, Avebury and associated sites World Heritage Site and its setting

The Outstanding Universal Value (OUV) of the World Heritage Site and its setting will be protected and enhanced by:

- i. Giving precedence to the protection of the OUV of the World Heritage Site and its setting.
- ii. Proposals not adversely affecting the OUV of the World Heritage Site, its significance, authenticity or integrity, or its setting. This includes the physical fabric, character, appearance, setting or views into or out of the World Heritage Site.
- iii. Seeking opportunities to support and sustain the positive management to enhance the OUV of the World Heritage Site through improved conservation, presentation and interpretation will be sought through development proposals including measures to reduce the impact of traffic and visitor pressure.
- iv. The requirement for proposals will be required to demonstrate that full account has been taken of their impact upon the OUV of the World Heritage Site and its setting and that they will have no individual, cumulative or consequential adverse affect upon them. This will include proposals for climate change mitigation and renewable energy schemes. Consideration of opportunities for enhancement should also be demonstrated.

Justification

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.

PPS 5 outlines that appropriate policies for protection of each World Heritage Site should be included in the core strategy / development plan or the equivalent. Such policies should focus on the Outstanding Universal Value of the particular World Heritage Site.

This policy seeks to meet this requirement by ensuring that development proposals adequately assess and demonstrate that full account has been taken of their impact upon the OUV of the world heritage site and its setting. Any proposals which adversely affect the OUV of the site will not be granted permission.

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8 Glossary

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| Accessibility | The ease with which a building, place or facility can be reached by people and/or goods and services. Accessibility can be shown on a plan or described in terms of pedestrian and vehicle movements, walking distance from public transport, travel time or population distribution |
| Adaptability | The capacity of a building or space to respond to changing social, technological, economic and market conditions. |
| Amenity | Something that contributes to an area's environmental, social, economic or cultural needs. The term's meaning is a matter for the exercise of planners' discretion, rather than being defined in law. appearance combination of the aspects of a place or building that determine the visual impression it makes. |
| Area appraisal | An assessment of an area's land uses, built and natural environment, and social and physical characteristics. |
| Authenticity | The quality of a place where things are what they seem: where buildings that look old are old, and where the social and cultural values that the place seems to reflect did actually shape it. |
| Building element | A feature (such as a door, window or cornice) that contributes to the overall design of a building. |
| Building line | The line formed by the frontages of buildings along a street. The building line can be shown on a plan or section. |
| Built environment | The entire ensemble of buildings, neighbourhoods and cities with their infrastructure. |
| Built form | Buildings and structures. |

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| Bulk | The combined effect of the arrangement, volume and shape of a building or group of buildings. Also called massing. |
| Character assessment | An area appraisal emphasising historical and cultural associations. |
| Conservation area | One designated by a local authority under the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990 as possessing special architectural or historical interest. The council will seek to preserve or enhance the character and appearance of such areas. |
| Context (or site and area) appraisal | A detailed analysis of the features of a site or area (including land uses, built and natural environment, and social and physical characteristics) which serves as the basis for an urban design framework, development brief, design guide, or other policy or guidance. |
| Context | The setting of a site or area. |
| Defensible space | Public and semi-public space that is 'defensible' in the sense that it is surveyed, demarcated or maintained by somebody. Derived from Oscar Newman's 1973 study of the same name, and an important concept in securing public safety in urban areas, defensible space is also dependent upon the existence of escape routes and the level of anonymity which can be anticipated by the users of space. |
| Density | The mass or floorspace of a building or buildings in relation to an area of land. Density can be expressed in terms of plot ratio (for commercial development); homes or habitable rooms per hectare (for residential development); site coverage plus the number of floors or a maximum building height; space standards; or a combination of these. |
| Design audit | An independent assessment of a design, carried out for a local authority by |

consultants, another local authority or some other agency.

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| Design code | A document (usually with detailed drawings or diagrams) setting out with some precision the design and planning principles that will apply to development in a particular place. |
| Design guidance | A generic term for documents providing guidance on how development can be carried out in accordance with the planning and design policies of a local authority or other organisation. |
| Design guide | Design guidance on a specific topic such as shop fronts or house extensions, or relating to all kinds of development in a specific area. |
| Design policy | Relates to the form and appearance of development, rather than the land use. |
| Design principle | An expression of one of the basic design ideas at the heart of an urban design framework, design guide, development brief or design code. Each such planning tool should have its own set of design principles. |
| Design statement | A developer can make a pre-application design statement to explain the design principles on which a development proposal in progress is based. It enables the local authority to give an initial response to the main issues raised by the proposal. An applicant for planning permission can submit a planning application design statement with the application, setting out the design principles adopted in relation to the site and its wider context. Government advice (Planning Policy Guidance Note 1) encourages an applicant for planning permission to submit such a written statement to the local authority. |
| Design-led development (or regeneration) | Development whose form is largely shaped by strong design ideas. |
| Development brief | A document providing guidance on how a specific site of significant size or sensitivity should be developed in line with the relevant planning and design policies. It will usually contain some indicative, but flexible, vision of future development form. A development brief usually covers a site most of which is |

likely to be developed in the near future. The terms 'planning brief' and 'design brief' are also sometimes used. These came into use at a time when government policy was that planning and design should be kept separate in design guidance. The term 'development brief' avoids that unworkable distinction.

Development control / management

The process through which a local authority determines whether (and with what conditions) a proposal for development should be granted planning permission.

Development plan

Prepared by a local authority to describe the intended use of land in an area and provide a basis for considering planning applications. Every area is covered either by a unitary development plan or by a development plan comprising more than one document (a structure plan and a local plan, and sometimes also other plans relating to minerals and waste). The development plan sets out the policies and proposals against which planning applications will be assessed. Its context is set by national and regional planning policy guidance.

Development

Statutorily defined under the Town and Country Planning Act 1990 as 'the carrying out of building, engineering, mining or other operation in, on, over or under land, or the making of any material change in the use of any building or other land'. Most forms of development require planning permission.

Development team

(i) The people working together to bring about a particular development. (ii) Local authority officers working collaboratively in dealing with development proposals rather than each carrying out their own section's responsibilities individually.

Elevation

(i) An external face of a building. (ii) A diagrammatic drawing of this.
(iii) The height of a site above sea level.

Enclosure

The use of buildings to create a sense of defined space.

Energy efficiency

The result of minimising the use of energy through the way in which buildings are constructed and arranged on site.

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| Facade | The principal face of a building. |
| Fenestration | The arrangement of windows on a facade. |
| Fine grain | The quality of an area's layout of building blocks and plots having small and frequent subdivisions. |
| Flagship project | One intended to have the highest profile of all the elements of a regeneration scheme. |
| Form | The layout (structure and urban grain), density, scale (height and massing), appearance (materials and details) and landscape of development. |
| Indicative sketch | A drawing of building forms and spaces which is intended to guide whomever will later prepare the actual design. |
| Landmark | A building or structure that stands out from the background buildings. |
| Landscape | The appearance of land, including its shape, form, colours and elements, the way these (including those of streets) components combine in a way that is distinctive to particular localities, the way they are perceived, and an area's cultural and historical associations. |
| Layout | The way buildings, routes and open spaces are placed in relation to each other. |
| Legibility | The degree to which a place can be easily understood by its users and the clarity of the image it presents to the wider world. |
| Local | The positive features of a place and its communities which contribute to its |

distinctiveness special character and sense of place.

Massing The combined effect of the arrangement, volume and shape of a building or group of buildings. This is also called bulk.

Mixed uses A mix of complementary uses within a building, on a site or within a particular area. 'Horizontal' mixed uses are side by side, usually in different buildings. 'Vertical' mixed uses are on different floors of the same building.

Mobility The ability of people to move round an area, including carers of young children, older people, people with mobility or sensory impairments, or those encumbered with luggage or shopping.

Movement People and vehicles going to and passing through buildings, places and spaces.

Natural surveillance (or supervision) The discouragement to wrong-doing by the presence of passers-by or the ability of people to see out of windows. Also known as passive surveillance (or supervision).

Node A place where activity and routes are concentrated.

Permeability The degree to which a place has a variety of pleasant, convenient and safe routes through it.

Permitted development Small scale, often domestic, development which does not require formal planning permission provided it complies with criteria set out in Government legislation.

Perspective A drawing showing the view from a particular point as it would be seen by the human eye.

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| Planning for real | A participation technique (pioneered by the Neighbourhood Initiatives Foundation) that involves residents and other stakeholders making a model of their area and using it to help them determine priorities for the future. |
| Planning inspectorate | Government agency which administers the Planning Appeals system. |
| Public realm | The parts of a village, town or city (whether publicly or privately owned) that are available, without charge, for everyone to use or see, including streets, squares and parks. Also called public domain. |
| Scale | The size of a building in relation to its surroundings, or the size of parts of a building or its details, particularly in relation to the size of a person. |
| Section | A drawing showing a slice through a building or site. |
| Settlement pattern | The distinctive way that the roads, paths and buildings are laid out in a particular place. |
| Sight line | The direct line from a viewer to an object. |
| Street furniture | Structures in and adjacent to the highway which contribute to the street scene, such as bus shelters, litter bins, seating, lighting and signs. |
| Topography | A description or representation of artificial or natural features on or of the ground. |
| Urban design | The art of making places. Urban design involves the design of buildings, groups of buildings, spaces and landscapes, in villages, towns and cities, and the establishment of frameworks and processes that facilitate successful development. |
| Urban design | A document setting out how development plan policies should be implemented |

framework in a particular area where there is a need to control, guide and promote change. Such areas include transport interchanges and corridors, regeneration areas, town centres, urban edges, housing estates, conservation areas, villages, new settlements, urban areas of special landscape value, and suburban areas identified as being suitable for more intense development.

Urban grain The pattern of the arrangement and size of buildings and their plots in a settlement; and the degree to which an area's pattern of street-blocks and street junctions is respectively small and frequent, or large and infrequent.

Vernacular The way in which ordinary buildings were built in a particular place before local styles, techniques and materials were superseded by imports.

Village appraisal A study identifying a local community's needs and priorities.

Village design statement An advisory document, usually produced by a village community, showing how development can be carried out in harmony with the village and its setting.

Visual clutter The uncoordinated arrangement of street furniture, signs and other features.

