

GUIDELINES FOR MANAGING EDINBURGH'S BUILT HERITAGE

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GUIDELINES FOR MANAGING EDINBURGH'S BUILT HERITAGE

1 THE ROLE OF THE GUIDELINES

- 1.1 The proper conservation and management of the built heritage is important in cultural and economic terms, and is an integral part of the wider planning function of the Council. The Built Heritage Guidelines will assist in ensuring that the management of Edinburgh's built heritage is based on an understanding of the principles, sound knowledge, best practice, and an awareness of relevant issues.
- 1.2 The Guidelines for Managing Edinburgh's Built Heritage summarise existing policy and guidance, identify key aspects of good practice and establish broad principles for the conservation of the built heritage in Edinburgh. Application for planning and/or listed building consent will be considered in the context of the Councils' planning policies for built heritage which are listed in appendix 2.

(Definitions of terms used are included in Appendix 1.)

2 STATUTORY DESIGNATIONS

Listed Buildings

- 2.1 Listed buildings are buildings of special architectural or historic interest and are protected under the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997.
- 2.2 Three categories of listed building are recognised reflecting their relative importance and degree of interest:

CATEGORY A - Buildings of national or international importance, either architectural or historic, or fine little-altered examples of some particular period, style or building type.

CATEGORY B - Buildings of regional or more than local importance, or major examples of some particular period, style or building type which may have been altered.

CATEGORY C(S) - Buildings of local importance, lesser examples of any period, style, or building type, as originally constructed or altered; and simple, traditional buildings which group well with others in categories 'A' and 'B' or are part of a planned group such as an estate or an industrial complex.

- 2.3 Buildings which relate together in townscape terms or as planned layouts in urban, rural or landed estate contexts, often have their group value stressed by inclusion within 'A' or 'B' groups.
- 2.4 Listed buildings are afforded statutory protection which means that Listed building consent is required for the demolition of a listed building, or its alteration or extension in any manner which would affect its character as a building of special architectural or historic interest.
- 2.5 Listing covers the interior as well as the exterior, and includes any object or structure fixed to the building, or which has been included within its curtilage since 1st July, 1948. Listing, therefore, extends to historic fixtures or fittings (plasterwork, chimneypieces, panelling) and items within the curtilage such as stables, mews, garden walls and stone setts. Any proposals to alter unsympathetically, relocate or remove such features are likely to detract perceptibly from the quality of the building's setting and are unlikely to be approved.

Conservation Areas

- 2.6 Under section 61 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997, every local planning authority is required to: *"From time to time decide which parts of their district are areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance, and to designate such areas as conservation areas"*. The Act, therefore, makes provision for the designation of conservation areas as distinct from individual buildings, and planning authorities are required to determine which parts of their areas merit conservation area status. Selection and designation is carried out by the planning authority, although Scottish Ministers have powers to designate conservation areas.
- 2.7 From the time of designation as a conservation area additional Planning controls automatically come into force and have the following implications:
 - Permitted development rights under the Town and Country Planning (General Permitted Development) (Scotland) Order 1992 are restricted. Planning permission is, therefore, required for stonecleaning, external painting, roof alterations and the formation of hard surfaces. The area of extensions to dwelling houses which may be erected without consent is also restricted to 16m² and there are additional controls over satellite dishes.

- Special attention must be paid to the character and appearance of the conservation area when Planning controls are being exercised or Local Plans prepared. Most applications for planning permission for alterations will, therefore, be advertised for public comment and any views expressed must be taken into account when making a decision on the application.
- Buildings which are not statutorily listed can normally be demolished without approval under the Planning Regulations. However, within conservation areas the demolition of unlisted buildings, including boundary walls, requires conservation area consent.
- Proposals for work on trees must be notified in writing to the Council, six weeks in advance of commencing works.

3 WORLD HERITAGE SITE

- 3.1 World Heritage status does not confer any statutory powers: protection is achieved primarily through the effective operation of the planning system and controls derived from other primary legislation, including listed building and conservation area legislation. The outstanding universal value of the Edinburgh Site, as agreed at inscription, including its authenticity and integrity, is a key material consideration when decisions are taken on applications for planning permission and other relevant consents, whether by the Council or the Scottish Ministers. The central urban area form of the 'Old and New Towns of Edinburgh' World Heritage Site is unusual in comparison with other Sites. This results in greater pressures for major change, which must be accommodated sensitively and harmoniously.

4 GENERAL PRINCIPLES

Intervention

- 4.1 Intervention in the historic environment may occur at many levels and any given project or building may combine intervention activities. The aim should be to preserve the spatial and structural patterns of the historic urban fabric, and the architectural features that make it significant,
- 4.2 Intervention will normally fall somewhere within the following scale:
1. Preservation: comprehensive retention of the existing form, fabric and integrity of the building. This should be the aim of best practice in terms of the built heritage.
 2. Adaptation to meet contemporary functional standards.

3. Retention of individual facades. This is controversial, because a building is essentially destroyed, apart from its most superficial details. However, it is possible to view this form of intervention as a compromise between the development of buildings for modern uses and the preservation of a building's essential townscape interest.
 4. Redevelopment: insertion of contemporary structures or additions which are compatible with the context and setting.
- 4.3 Preservation and re-use should always be considered as the first option. Historic architecture has a high capacity to be converted to new uses and activities. The built heritage is an important economic asset; its preservation and enhancement make investment and re-use an attractive option.
 - 4.4 If conservation and re-use are the basic tools for the preservation of the built heritage, new interventions must be considered as a fundamental component of any conservation and revitalisation policy, based on an understanding of the historic context.
 - 4.5 New development should only be considered when compatible and necessary to develop new urban functions and create relationships which add to the vitality of the built heritage. These should confirm and enhance the significance of the historic fabric whilst creating the potential heritage of tomorrow. This is often best achieved by interpreting rather than imitating the historic context.
 - 4.6 Interventions need to be familiar and compatible within the historic context, not overwhelming and imposing. Excessively dominant interventions are rarely appropriate, they often result in harmful intrusions and disruption, even when the architectural quality is very high.

Use

- 4.7 The best method of conserving a historic building is to keep it in active use. Where a structure is of great rarity or quality, every effort should be made to find a solution which will allow it to be adapted to a new use without unacceptable damage to its character and special interest. Usually the original use for which a structure was built will be the most appropriate, and to maintain that use will involve the least disruption to its character. Where a change of use is approved, every effort will be made to minimise change to, and loss of, significant fabric and retain the special interest of the structure.

Research and Analysis

- 4.8 The protection and enhancement of the built heritage depends on the systematic documentation and recording of all work undertaken. The

more information is documented about a structure, the more valuable it is as a resource.

- 4.9 In cases where it is considered that the historic environment can accommodate change, the emphasis will be on informed and sensitive management. Key to this is a clear understanding of the historic importance of the heritage asset. This should cover not only the historic characteristics and features, but also the relationship of the historic environment to adjoining areas. Change in the historic environment should be undertaken on the basis of sound evidence. It is vital that the key characteristics are identified to establish the boundaries within which change can be accommodated in a way that enhances rather than diminishes historic character.
- 4.10 In advance of any building operation, evaluation and recording should be undertaken to give reasonable confidence that the building, its development and historical importance are sufficiently understood, that nothing of significant value is likely to be damaged or destroyed, and work is appropriately designed and specified. This should include an appraisal of the aesthetic qualities of the building and aesthetic objectives of the work.
- 4.11 Where significant elements of the historic environment are likely to be affected by development proposals, developers will be required to take the preservation of this significance explicitly into account in their proposals. The greater the prospective impact on the historic environment, the greater the amount of information and analysis will be required. The preparation of a conservation plan, which explains why a site is significant and how that significance will be retained, should be the first step in thinking about any new alterations, repairs or management proposals.
- 4.12 Proposals should demonstrate that in arriving at a strategy for intervention, the importance of the building has been clearly understood and those features which contribute to its special interest have been identified.
- 4.13 Where proposals involve significant intervention, evidence that less intrusive options have been considered should be provided. Where the application would have a significantly adverse effect on the building's special interest, but is believed to offer significant benefits to economic growth or the wider community, applicants should prepare a statement which justifies the intervention in relation to these benefits. This statement should demonstrate that the benefits could not be realised without the intervention proposed.
- 4.14 In cases where the importance of the heritage asset is such that change is difficult, potential developers will be advised accordingly.

Minimum Intervention

- 4.15 The principle of promoting minimum intervention in a protected structure is best summed up by the maxim 'do as much as necessary and as little as possible'. The best work in conservation terms is often that which involves the least work.
- 4.16 Over-restoration of historic buildings can be detrimental to their character and value. The evidence of a patina of age is irreplaceable and should be preserved where possible with appropriate professional advice.
- 4.17 Conjectural restoration is not generally acceptable. Any recovery or recreation of earlier forms must be limited to those which can be achieved without conjecture.

Earlier Alterations of Interest

- 4.18 Alterations and additions to a structure can themselves be an irreplaceable part of a unique history. Different periods of alteration can inform the social and architectural history of the built heritage. Authentic fabric from any period or phase of the building is always of potential value and should be treated with respect. It may be of interest in its own right as part of the building's history. Generally, later features of historic or architectural significance should not be removed merely to restore a building to an earlier form. Work should be founded on full awareness and consideration of its cultural significance and all phases of its development. As far as practicable, fabric should be left undisturbed and in situ.

Repair Rather than Replace

- 4.19 It should be the aim of good conservation practice to preserve the authentic fabric which contributes to the special interest of the structure. Good repair will arrest the process of decay of a structure and prolong its life without damaging its character and special interest.
- 4.20 The unnecessary replacement of historic fabric, no matter how carefully the work is carried out, will have an adverse effect on the character, seriously diminish its authenticity and will significantly reduce its value as a source of historical information. Replacing original or earlier elements of a building with modern replicas only serves to falsify the historical evidence of the building.

Honesty of Repairs and Alterations

- 4.21 Repairs to a protected building or structure should generally be carried out without attempt at disguise or artificial ageing. This does not mean that the repair should be obtrusive or that inappropriate materials should be used in order to contrast with the historic fabric. A good

repair, carried out with skill, leaves an interesting record of works done. Deliberately obscuring alterations confuses the historical record that is the building. New repairs should not detract from the visual integrity of the structure but should be discernible on closer inspection.

Materials and Methods

- 4.22 Without exception, the highest standards of materials and workmanship will be required for all works associated with the built heritage. Materials and techniques should respect traditional practice, unless modern substitutes can be identified which provide significant advantage and for which a firm scientific basis exists.

Reversibility

- 4.23 The use of processes which are reversible, or substantially reversible, when undertaking works should always be considered, as this allows potential for the return to original condition and the potential for the future correction of unforeseen problems, should the need arise, without lasting damage to the fabric of the building.
- 4.24 Reversibility in itself will not be considered justification for proposals which may be physically or aesthetically inappropriate.

Recording

- 4.25 The Royal Commission on the Ancient and Historical Monuments of Scotland (RCAHMS), will be formally notified of all proposals to demolish listed buildings, and also unlisted buildings where these lie within conservation areas. Notification will also be made in appropriate cases of significant alteration. In all such cases, it will be made a condition of consent that applicants arrange suitable programmes of recording features that would be destroyed in the course of the proposed works. The Council will inform RCAHMS of such conditions and of all recording works carried out in their area.

LISTED BUILDINGS

- 4.26 In considering any application for listed building consent, and also any application for planning permission for development which affects a listed building or its setting, the Council are required to have special regard to the desirability of preserving the building or its setting, or any features of special architectural or historic interest which it may possess. In this context, preserving, in relation to a building, means retaining it either in its existing state or subject only to such alterations or extensions as can be carried out without detriment to its character.

- 4.27 The special interest of listed buildings can be lost either by inappropriate alteration or by demolition. There is, therefore, a presumption against demolition or other works that adversely affect the special interest of a listed building or its setting. The stock of historic buildings is finite and every loss significant.
- 4.28 Consent will not normally be required for like for like repairs, but where repairs involve alterations which would affect the character of the building, consent will be required. Owners should consult with the Council's Planning Service in advance of any repair scheme to check whether consent is required and to ensure repairs are proposed in an appropriate manner.
- 4.29 The fact that a building is listed does not mean that it must be preserved intact in all circumstances. However, it does mean there will be a presumption against demolition and that alteration to the exterior or interior of the building must preserve its character. The retention or restoration of architectural character will be the overriding consideration.
- 4.30 Proposed change will be managed to protect a building's special interest while enabling it to remain in active use. Each proposal will be judged on its own merits. Listing should not prevent adaptation to modern requirements but ensure that work is implemented in a sensitive and informed manner. The aim is to guard against unsympathetic alterations and prevent unnecessary loss or damage to historic fabric. Any alterations which would seriously detract from or alter the character of a listed building are unlikely to receive consent.
- 4.31 The Council will encourage the continuation of the original use for which the building has been designed. If this is not practicable, applicants will be required to satisfy the Council that efforts have been made to continue its present use. The Council will consider a change of use provided that:
- the architectural features, original plan form and layout will be preserved; and
 - the historic value and setting of the original building are not adversely affected.
- 4.32 Where a proposal protects or enhances the special interest of the building consent will normally be granted. Where a proposal involves alteration or adaptation which will sustain or enhance the beneficial use of the building and does not adversely affect the special interest of the building, consent will normally be granted. Where a proposal involves alteration or adaptation which will have an adverse or significantly adverse impact on the special interest of the building, the Council will consider the following:

- the relative importance of the special interest of the building; and
- the scale of the impact of the proposals on that special interest; and
- whether there are other options which would ensure a continuing beneficial use for the building with less impact on its special interest; and
- whether there are significant benefits for economic growth or the wider community which justify a departure from the presumption against works that adversely affect the special interest of a listed building or its setting.

4.33 No listed building should be demolished unless it has been clearly demonstrated that every effort has been made to retain it. The Council will only approve such applications where they are satisfied that:

- the building is not of special interest; or
- the building is incapable of repair; or
- the demolition of the building is essential to delivering significant benefits to economic growth or the wider community; or
- the repair of the building is not economically viable and that it has been marketed at a price reflecting its location and condition to potential restoring purchasers for a reasonable period.

4.34 Where the Council judges that listed building consent is required, the applicant must prepare drawings and other related documents as required. The scope of the information required will vary considerably depending on the circumstances of the case. The Council may require the following additional information to be submitted in support of an application for listed building consent:

- Drawings illustrating the relationship of proposal to its setting.
- Evidence of the building's structural condition.
- A Repair schedule.
- Specification of materials.
- Annotated photographs.
- Historic records of building/structure.

5 CONSERVATION AREAS

5.1 It is the character or historic interest of an area created by individual buildings and open spaces and their relationship with each other that conservation areas seek to preserve. The overall layout and pattern of development may be just as important to the character as individual buildings. The principles of selection for designation as a conservation area are broadly as follows:

- areas of significant architectural or historic interest in terms of specific listed buildings and/or ancient monuments;

- areas of significant architectural or historic interest in terms of building groupings, which may or may not include listed buildings and/or ancient monuments, and open spaces which they abut;
 - areas with features of architectural or historic interest such as street pattern, planned towns and villages and historic gardens and designed landscapes;
 - other areas of distinctive architectural or historic character.
- 5.2 In designating a conservation area, consideration will also be given to the reasons why it is felt that it should be protected. These may include:
- its special architectural and historic importance;
 - its distinct character;
 - its value as a good example of local or regional style;
 - its value within the wider context of the village or town;
 - its present condition and the scope for significant improvement and enhancement.
- 5.3 The Council recognises that conservation areas are living environments that will continue to adapt and develop. Designation of a conservation area does not mean a prohibition on development. The Council will carefully manage change to ensure that the character and appearance of conservation areas are safeguarded and enhanced. Physical and land use change in conservation areas will be based on a detailed understanding of the historic and urban design context.
- 5.4 There will be a focus in conservation areas on the careful maintenance of public space, and the use of appropriate signage and materials for traffic management and street furniture.
- 5.5 Physical change in conservation areas does not necessarily need to replicate its surroundings. The challenge is to ensure that all new development respects, enhances and has a positive impact on the area. In considering applications for planning permission within conservation areas, the Council will have regard to the following:
- proposed development that fails to preserve or enhance the character or appearance of the area should normally be refused planning permission
 - proposed development that would have a neutral effect upon the character or appearance of the area (i.e. does no harm) should be treated as being one which preserves the area's character or appearance.
 - proposed development that would have negative and positive impacts should be weighed against each other and the proposals considered as a whole.
- 5.6 Applications for demolition will be permitted only where this does not erode the character and appearance of the conservation area. The

general presumption will be in favour of retaining buildings that make a positive contribution to the conservation area, particularly where it can be demonstrated that the building is able to support a new viable use, or might be capable of such in the future. In considering the demolition of an unlisted building within a conservation area, its merits, its contribution to the character and appearance of the area, and any proposals for the future of the cleared site will be the key considerations.

- 5.7 If the building is considered to be of any value, either in itself or as part of a group, a positive attempt will be made to achieve its retention, restoration and sympathetic conversion to some other compatible use before proposals to demolish are seriously investigated. In some cases, demolition may be considered appropriate, for example, if the building is of little townscape value, if its structural condition rules out its retention at reasonable cost, or if its form or location makes its re-use extremely difficult.
- 5.8 In cases where demolition is to be followed by re-development of the site, consent to demolish will normally only be given when there is an approved proposal for the new building. This is to avoid the formation of gap sites and to ensure that the development will enhance or preserve the character of the area. Careful consideration will be given to a replacement scheme in terms of its design and quality.

6 REPAIR

- 6.1 A building in its townscape or landscape setting together with its interior decoration, fixtures and fittings can be regarded as a composite item. The construction of a traditional building should be considered as a whole and in a holistic way. Its structure, materials and method of construction should be properly understood. All significant work should be preceded by thorough documentary research and physical investigation. Where possible, work should be reversible.

Routine Maintenance

- 6.2 The responsibility placed on the owners and occupiers of historic buildings is made clear in the legislation governing their protection. All buildings should be systematically maintained and it is desirable for such maintenance to be planned as a regular routine, usually on a five-year cycle.
- 6.3 Systematic care based on good maintenance is both cost-effective and fundamental to good conservation. Early action can often prevent decay and avoid the need for major intervention later. Any building is best and most economically maintained by establishing a consistent level of good repair and maintenance.

Conservative repair

- 6.4 The principle of minimum intervention in conservation is well established. A conservative approach of minimal intervention and disturbance to the fabric of an historic building is fundamental to good conservation. Ideally a building should be used, kept in good order and maintained on a regular basis
- 6.5 A conservative approach to repair is fundamental to good conservation. This means that no building or part of a building should be repaired before such repair is strictly necessary or unless there is a good reason. A traditional craft-based approach to repair, replacing decayed material on a like for like basis is preferred.

Materials

- 6.6 To be compatible with the existing fabric, new material introduced in the course of like for like repair and restoration should match the original materials as closely as possible. Matching should not be merely in terms of colour and appearance, but of physical and chemical characteristics, composition, species, source and method of processing, as appropriate. Identical material used in repair can initially present a raw appearance in its context but will weather sympathetically over time. Different materials, chosen to match at the outset will match less well as they age.
- 6.7 Where material identical to the original cannot be obtained, the most similar available material, providing the match is reasonable, should be used. The use of modern substitutes or synthetic 'look alike' materials and the introduction of impermeable materials or membranes into permeable traditional construction is not usually good practice.

7 ALTERATIONS

- Alterations should respect the period, style and detailing of the original building or later alterations of architectural or historic interest. Extensions to the original building or its ancillary buildings should be subsidiary in scale. The design and use of materials should relate sensitively to the original building.
- Sufficient survey, investigation, recording, documentary research and analysis should be undertaken in advance of design work, to ensure that the building is as well understood as reasonably possible and that the risks of accidental damage, destruction, missed opportunities or unexpected discoveries are minimized.
- Disturbance of significant existing fabric should be avoided and any unsound work retained and repaired in association with alteration work wherever possible. The need for alterations should not be used to justify avoidable damage or destruction. The level of

intervention should be the lowest appropriate level, and this should be capable of being substantiated.

- Some buildings or parts of buildings are of such quality, importance or completeness that they should not be altered at all except in the most exceptional circumstances.
- The need for alteration can, nevertheless, sometimes justify the removal of earlier work which, though part of the history of the building, is not of appropriate quality, is not well integrated architecturally, and manifestly detracts from the overall quality of the architecture.
- The need for alteration can also sometimes justify the restoration of the layout or of missing parts of the building according to an original or earlier design.
- New work in alterations should always be of appropriate quality, should not draw attention disproportionately, and should contribute to the architectural integrity of the altered building as a whole. In many circumstances it is appropriate for new work to be different and distinguishable from pre-existing work and to be in a natural contemporary manner. Such work should be well designed and of the same quality in terms of materials and attention to detail. In other circumstances it may be appropriate for new work, even when it is not restoration according to an original or earlier design, to be carefully matched in materials, construction and details to existing work subject to appropriate identification and records.
- Consideration should always be given to the desirability of carrying out alterations in such a way that they could be reversed quite easily; that is, that new work could be removed and the building reinstated to its previous state without further significant damage to the pre-existing fabric. This is particularly desirable in alterations such as the installation of services, where the life of such services is likely to be short compared with that of the building as a whole.

8 ADDITIONS

8.1 The criteria for alteration work apply equally to additions. Careful regard should also be given to the following aspects when considering the construction of new additions.

- Buildings whose external form and elevations have been carefully designed, or whose settings are particularly sensitive, may not be capable of being extended in an architecturally satisfactory way.
- It is sometimes appropriate for an addition to be different and distinguishable from the existing building, in which case the materials and detailing might be quite distinct. In other circumstances it may be appropriate to match the new work to the existing, in which case the new materials should be carefully matched.
- Where an addition is blended with existing work, its design should

not be perceived as an end in itself, to be regarded in isolation. The composite building should be of appropriate quality throughout and should have architectural integrity as a whole and in its setting. The component parts should be maintainable and should be expected to age, weather and generally to grow together.

- Additions should neither dominate, mask nor challenge the authority of the old, nor detract architecturally or visually from it.

9 NEW BUILDINGS IN CONSERVATION AREAS

- 9.1 The Council places an emphasis on the quality of urban design, and the need for vision and ideas for the city. The 'Guidelines for Urban Design' forms part of the Council's intention to improve the design quality of new build. The historic environment sets a particularly high standard for design proposals in new development.
- 9.2 The quality of the townscape is a critical factor in the enhancement of the historic environment. It is essential that traditional townscape character is preserved and enhanced, and that a high quality, sustainable and vibrant city environment is created for present and future communities. Respect for design should be demonstrated in the way new buildings are inserted into the framework of the existing townscape; on the one hand respecting its scale and form while on the other producing contemporary architecture of the highest quality.
- 9.3 Architectural form and building heights must, therefore, be appropriate to location and function, taking account of the design standards and objectives set out in the Guidelines for Urban Design. The objective is to preserve and enhance the existing townscape character, and pursue the highest architectural and urban design quality, incorporating social, environmental and economic needs.
- 9.4 New development should be sensitive to historic character, reflect and interpret the particular quality of its surroundings, and respond to and reinforce locally distinctive patterns of development, townscape, landscape, scale, materials and quality. New development should strengthen the context of the existing conservation area, respecting the topography, physical features, views and vistas.
- 9.5 There is no simple prescription for good architecture beyond the precepts of 'commodity, firmness and delight'. Good new buildings in historic settings should not merely be fashionable, but should stand the test of time. Conformity to restrictive formulae or the dressing of modern structures in traditional forms may fail to produce quality architecture. Their aim is to encourage development which reflects and creatively interprets the past. Consistency and continuity is important, and new buildings should not draw attention to themselves disproportionately.

9.6 Development within conservation areas should preserve or enhance traditional features, which contribute to the special character and appearance, and be of good architectural quality, reflecting the historic pattern of streets and spaces. Development should relate to the historic context of the conservation area in terms of the following building principles:

- New developments should be sensitive to historic character and attain high standards in design, construction and materials.
- New buildings should be designed for a long life and soundly constructed of durable materials chosen to suit their context. They should be capable of alteration and adaptation in response to changing needs in the future.
- Historic settlement patterns, plot boundaries, pedestrian routes and enclosures should be respected, as should the form, texture, grain and general character of the site as a whole.
- Most of Edinburgh's conservation areas can be regarded as having predominantly consistent design, or one which is layered and made up of diverse components, yet with an overall integrity. The consistent use of a limited range of materials for roof coverings, walls, ground surfaces, and for other elements and details, can be vital to the integrity of an area.
- New buildings should be designed with due regard to their site and surroundings using materials that will weather and age well and settle into their place in the townscape.
- Development should remain within the range of heights of historic neighbouring properties.
- Facades should respond to the rhythm, scale and proportion of neighbouring properties.
- Development should respect the established building line.
- The density and architectural style of new development should respect the scale, form and grain of the historic context.
- Roof forms and materials should reflect the tradition of the locality.
- The use of materials should respect and strengthen local traditions, reflecting the naturally predominant material.
- Traditional means of enclosure should be provided, erecting either a wall sympathetic to the local context or railings of an appropriate design.
- Development should retain significant gaps or open spaces which contribute to the street scene or provide the setting for buildings of architectural or historic importance.
- Development should retain trees which contribute the character of the streetscape.
- In exceptional circumstances, where there is a gap in a formal scheme, for example, it may be appropriate to rebuild or build anew to a pre-existing or reconstructed design.

9.7 There is a strong presumption in favour of retaining existing buildings which contribute to the special interest of an area. However, the replacement of individual buildings can sometimes be justified. The redevelopment of buildings, which are considered by their appearance and scale to be detrimental to the character of the area, will be encouraged. Development proposals will be assessed in relation to:

- proposed mass, scale, design and materials of the replacement building.
- the extent to which the replacement building will enhance the character and appearance of the streetscene.

9.8 The siting, design, scale, form, density and materials of new development which affects the setting of a listed building should be sympathetic to the listed building and its ancillary buildings. In particular proposals should ensure that:

- principal elevations of the listed building should remain visible from principal viewpoints;
- distant views and landmarks should not be obscured;
- the relationship between the listed building and the street is not disrupted by new building; and
- the integrity of the landscape is protected.

9.9 In assessing whether or not unlisted buildings make a positive contribution to the special architectural or historic interest of a conservation area, the following questions will be considered:

- Does the age, style, materials or any other characteristics of the building reflect those of a substantial number of other buildings in the conservation area?
- Does it relate in age, style, materials or any other historically significant way to adjacent historic buildings and contribute positively to their setting?
- Does it reflect the development of the conservation area?
- Does it have significant historic associations with the established features such as the road layout or traditional plot sizes?
- Does it have landmark quality?
- Does it reflect the traditional functional character of the area?
- Does it have significant historic associations with local people or past events?

Appendix 1

DEFINITIONS

Alteration – work the object of which is to change or improve the function of a building or to modify its appearance.

Article 4 Direction Orders - These are made under Article 4 of the Town and Country Planning (General Permitted Development) (Scotland) Order 1992. They mean that a formal planning application is required for normally permitted developments. The Directions maximise the protection of an area of historic value and effectively control the proliferation of relatively minor alterations to buildings in conservation areas which can cumulatively lead to erosion of character and appearance. Development is not precluded, but such alterations will require planning permission and special attention will be paid to the potential effect of proposals.

Buildings at Risk - the Scottish Civic Trust, with funding from Historic Scotland, administers a register of historic buildings at risk. This list comprises buildings which are considered endangered through dereliction or vacancy and which might be suitable for restoration.

Character Appraisals - define the key elements, essential features and special qualities that contribute to each areas architectural and historic interest, and to reinforce the Council's policy objectives of promoting, protecting and enhancing the environment. The appearance of the conservation area, its role and function within the wider urban context, the activity and vitality of its land uses and buildings, and its historic associations are all taken as contributing to the essential character.

Conservation – The process of caring for buildings and places, and managing change in a way which retains their character and special interest. Action to secure the survival or preservation of buildings. Its object is to retain and restore the significant qualities of the building with the least possible intervention.

Conversion – Alteration, the object of which is a change of use of a building, from one use type to another.

Development Plan – At present, the Structure Plan and Local Plans form the Development Plan against which all applications are assessed. Local Plans establish detailed policy and take account of the strategic issues set out in the Structure Plan. In due course thee will be replaced by the Strategic Development Plan and Local Development Plan respectively.

Fabric – Physical material of which a building is constructed. The condition of the fabric at any particular time will be a product of the original design, and of everything it has been subject in the course of its history.

Intervention – Any action which has a physical effect on the fabric of the building. Intervention in the built environment occurs at different levels and at different scales (from individual building elements to large areas), and includes a range of activities. The levels of intervention include:

- *Preservation*: retaining existing form and materials.
- *Period restoration*: recovering an earlier form.
- *Rehabilitation*: modifying to contemporary standards including adaptation to a new use.
- *Period reconstruction*: recreating lost parts of a structure.
- *Redevelopment*: addition of new elements.

Maintenance – Routine work necessary to keep the fabric of a building in good order and increase life of the structure.

Preservation – State of survival of a building, whether by historical accident or through a combination of protection and conservation. It may include actions taken to retard deterioration, prevent damage and maintain the building in an unchanged condition.

Protection – Provision of legal restraints or controls on the destruction or damaging of buildings with a view to their survival or preservation in the future.

Re-building – Remaking, on the basis of a recorded or reconstructed design, a building or part of a building which has been irretrievably damaged or destroyed.

Re-construction – Re-establishment of what occurred or what existed in the past, on the basis of documentary or physical evidence.

Repair – Work beyond the scope of regular maintenance to remedy defects, significant decay or damage caused deliberately or by accident, neglect, normal weathering or wear and tear, the object of which is to return the building to good order, without alteration or restoration.

Replication - Making an exact copy of a building or artefact.

Restoration – Works to a building which has decayed, been lost or damaged or is thought to have been inappropriately repaired or altered in the past, the objective of which is to make it conform again to its design or appearance at a previous date.

Reversibility – Concept of work to a building being carried out in such a way that it can be removed at some future time, without any significant damage having been done to the original fabric.

Stabilisation: Minimum work to work to halt deterioration.

Sustainable- Using the heritage in a way which meets the needs of today without compromising the ability of future generations to understand, appreciate and benefit from the historic environment.

Appendix 2

BUILT HERITAGE POLICY

1 Scottish Government Policy

- 1.1 The Government expects local authorities to maintain and strengthen their commitment to stewardship of the historic environment, and to reflect Government planning guidance in their policies and allocation of resources. Planning authorities are required to adopt appropriate policies in their Development Plans and to implement them through their Development Management decisions.
- 1.2 Historic Scotland's role is as an agency within the Scottish Government directly responsible to Scottish Ministers for the protection and promotion of the historic environment. Historic Scotland advises on wide ranging historic building matters and has a statutory role in determining applications affecting the demolition of buildings which are listed or in conservation areas, and the alteration of category A and B listed buildings. Historic Scotland also offers several grant schemes and is responsible for the management and presentation of historic properties in the nation's care.
- 1.3 The Memorandum of Guidance on Listed Buildings and Conservation Areas has been the main Government guidance on the historic environment since 1998. It is being withdrawn in stages between March 2008 and March 2009. Sections on policy are being replaced by the Scottish Historic Environment Policy (SHEP) and the technical annexes are being replaced by subject specific guidance.
- 1.4 The principal Government guidance relating to the historic environment is now included in SHEP and Scottish Planning Policy SPP 23: Planning and the Historic Environment.

2 Scottish Historic Environment Policy (SHEP)

- 2.1 The *Scottish Historic Environment Policy* (SHEP) sets out Scottish ministers' policies for the historic environment, provides policy direction for Historic Scotland and a framework that informs the day-to-day work of a range of organisations that have a role and interest in managing the historic environment.

3 Scottish Planning Policy SPP 23: Planning and the Historic Environment

- 3.1 Scottish Planning Policies (SPPs) provide statements of The Scottish Government's policy on nationally important land use and other planning matters. The policies in SPP 23 reflect the importance of the historic environment to the Scottish Government's central purpose. Statements of the Scottish Government's policy contained in SPPs and

Circulars may be material considerations to be taken into account in development plan preparation and development management. SPP 23 encourages a positive and proactive approach by planning authorities to managing change in the historic environment.

4 International Charters

4.1 A series of Charters have been drawn up to outline internationally-agreed principles for the conservation of historic structures. The **Athens Charter** of 1931 defined a set of international principles on which the conservation of historic buildings and monuments should be based. This began the international movement which brought about the formation of such organisations as ICOM (International Council of Museums) and UNESCO.

4.2 The **Venice Charter** of 1964 developed the original conservation principles further, outlining the definition of an historic monument in its wide range of forms, stressing the importance of respecting the structural integrity and the setting of a building in any conservation effort, and detailing the important stages of documentation and publication of the findings as a permanent record of the conservation project. Although the initial emphasis was on monuments and sites, it was understood that continued use and maintenance were important factors which should underpin conservation objectives. At the same time, restoration, new construction, demolition and modification were also seen as issues which needed to be taken into account.

4.3 The following principles for historic buildings are specified in the Venice Charter:

The significance and condition of the buildings should be evaluated and recorded before any intervention.

Any intervention should be the minimum necessary and preferably reversible.

Any intervention must be governed by respect for the aesthetic, historical and physical integrity of the property.

All methods and materials used during treatments must be fully documented.

4.4 **The Appleton Charter** of 1983 was one of a series of charters developed by ICOMOS which further adapted and refined the principles set out in the Venice Charter. It notes that the most fundamental aspect of conservation is the respect for existing fabric, and all activities undertaken to preserve and enhance historic structures must be founded on this principle.

4.5 The **Stirling Charter** sets out broad principles for the conservation of the built heritage in Scotland and is applicable to all its component parts. It has been informed by, and builds on, the existing body of

international conservation charters. The main principles are included in Appendix 4.

5 Primary Legislation

- 5.1 The role of the planning system in the protection of the historic environment is reflected in the following primary legislation:

Planning (Listed Buildings and Conservation Areas)(Scotland) Act 1997
Town and Country Planning (Scotland) Act 1997
Planning etc (Scotland) Act 2006

6 The Development Plan

- 6.1 The Structure Plan sets out the long term vision and framework for land use development. Together with Local Plans, they form the Development Plan, against which all applications for planning permission are assessed. In due course these will be replaced by the Strategic Development Plan and Local Development Plan respectively.

Edinburgh and the Lothians Structure Plan

- 6.2 The Structure Plan notes at Para 2.4 that: *The attractive environment of Edinburgh and the Lothians and the landscape setting of the capital city will be retained and enhanced. The unique blend of a world-class city, a growing city-region and an outstanding natural and built environment will characterise Edinburgh and the Lothians in the 21st Century.*
- 6.3 The overarching aim of the Structure Plan is to provide in full for the development needs of Edinburgh and the Lothians in accordance with the principle of sustainable development, whilst maintaining and enhancing the environmental heritage that underpins the area's quality of life. The Plan proposes that the quality of life should be enhanced and maintained, and a sustainable pattern of development encouraged by specified measures including protecting and enhancing the natural and built environment.
- 6.4 The Plan includes policies aimed at protecting important elements of the built and natural heritage from harmful development. The Structure Plan adopts National Planning Policy in respect of development that might affect international or national designations of built heritage interest. Regional and local natural and historic or built environment interests are also protected by the Structure Plan.
- 6.5 The following is the most relevant built heritage policy in the Structure Plan:

ENV 1 C: International and National Historic or Built Environment Designations Development which would harm the character,

appearance and setting of the following designated built or cultural heritage sites, and/or the specific features which justify their designation, should be resisted:

World Heritage Sites
Listed Buildings
Scheduled Ancient Monuments
Royal Parks
Sites listed in Inventory of Gardens and Designed Landscapes.

Local Plans

- 6.6 The Edinburgh City Local Plan (ECLP) sets out the Council's development objectives for the urban area until 2015 setting out what it wants to see happen in terms of housing, shopping, offices and other forms of development. The ECLP deals with these issues of land use, and also the design of new development.
- 6.7 The ECLP takes account of the overarching issues set out in the Structure Plan. In relation to the built heritage these relate to the stated aim to protect the built and natural heritage of the city and have special regard for the impact of new development on the World Heritage Site. A primary objective is to ensure that new development is of the highest design quality and respects, safeguards and enhances the special character of the city. The ECLP establishes detailed policies relating to the protection of all aspects of the historic environment.
- 6.8 The ECLP will eventually supersede the adopted local plans for Central Edinburgh, North East Edinburgh, south East Edinburgh, North West Edinburgh and South West Edinburgh. In the meantime these older plans form part of the development plan.
- 6.9 The local plan for the rural area is the Rural West Edinburgh Local Plan. This plan contains policies relating to listed buildings and conservation areas.

7 Non-statutory Planning Guidance

- 7.1 Non-statutory Planning Guidance plays an important role in the protection and enhancement of the built heritage. When making decisions on applications, the Council must have regard to the Development Plan (i.e. the Structure Plan and Local Plans). The policies in these plans tend to be broad in scope, and in order to give greater clarity, more detail is provided in non-statutory Planning Guidance. The following provide detailed guidance on a range of built heritage topics, and may be considered as best practice for work on historic buildings in Edinburgh. They are non-statutory, but are regarded as material considerations in the determination of planning applications.

Access Stairs on Listed Buildings
Access to the Built Environment
Advertisements and Sponsorship
Alarm Boxes
Alterations to Listed Buildings
Colonies
Colour of Buildings
Commercial Frontages
Conservation and Design Development Controls for the First New Town
Development Affecting the Setting of Listed Buildings
Flagpoles, Flags and Banners
High Buildings and Roofscape
Historic Buildings Repairs
House Extensions and Alterations
Mews
Princes Street Shop Front Design Guide
Protection of Key Views
Quality of Landscaping in Developments
Replacement Windows and Doors
Safeguarding of Building Interiors During Vacancy
Satellite Dish Aerials
Services on Buildings
Stone Cleaning Paint Removal and Graffiti Treatment
Subdivision of Listed Buildings
Villa Areas and the Grounds of Villas
World Heritage Site Manifesto
The following standards will also be taken into consideration:

1. Guidelines for Streets
2. Guidelines for Sustainable Building
3. Guidelines for Urban Design

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