



CITY DEVELOPMENT PLAN
Background Paper 9

Historic Environment

Background Paper 9 Historic Environment

1.0 Introduction

- 1.1 The purpose of this paper is to provide support and contextual basis for City Development Plan Policy 9: Historic Environment. In doing so, form a baseline understanding of its role within Glasgow's Historical Environment in the wider context of national and international policy to establish how local policy is formed and tailored to suit the unique needs of the city.
- 1.2 Glasgow's Historic Environment can be experienced throughout the city in both traditional form and historic function. Its vibrant historical past has created a rich fabric of listed buildings, conservation areas, scheduled monuments and archaeological sites which are embedded within the makeup of Scotland's largest city.
- 1.3 However, the demands of a contemporary city result in extreme pressure on the preservation of the historical environment. It is therefore crucial that the City Council, in its role as a Local Authority, take appropriate action in both policy and practice to protect and enhance these key attributes to maintain their historical significance for future generations while befitting Glasgow's aspirations as a world class city.
- 1.4 Policy CDP9 highlights that the historic environment is part of our everyday lives and gives us a sense of place, well-being and cultural identity. It also:
- projects a high quality image of the City, reflects historic achievement and enhances regional and local distinctiveness;
 - helps to connect people and places, and makes Glasgow a great place to live, work and visit;
 - provides a sense of identity, place and continuity for local communities;
 - contributes to economic growth, development and regeneration;
 - supports the growth of tourism and leisure and helps to foster craft and construction skills; and
 - contributes to sustainability through the conservation of resources.

2.0 Background

- 2.1 The Historic Environment Policy's primary role in the city is in protection and enhancement, however it can also contribute to other key criteria such as tourism, sustainability, placemaking and economy. The current City Plan sets preservation and enhancement as the key targets of the Historical Environment but also reiterates how this enhancement can be beneficial to the wider community of both the city and, in the case of the Antonine Wall, of national significance.

3.0 National and International Planning Context

European Commission

- 3.1 As a collective entity Europe displays a colourful and vibrant history which the European Commission's FP7 look to define this challenge as:

"...significant cultural diversity together with exceptional ancient architecture, built environment and artefact collections which attract millions of tourists every year to its historical cities and sites, museums, libraries, etc.. However, despite this richness, we have failed in our duty to take sufficient care of historical physical artefacts – both indoors and outdoors. In particular, environmental change – further complicated by the increasing influence of climate change – presents one significant threat to the sustainability of Europe's cultural heritage."

National Planning Framework 2

- 3.2 Echoing this threat, the NPF 2 identifies the conservation and promotion of Scotland's historic environment as an "*irreplaceable resource*" and a crucial resource of the country's tourism industry.
- 3.3 Our landscapes have been shaped by human activity since prehistoric times. Natural and cultural landscapes and the historic fabric of our cities, towns and rural areas are important aspects of our national identity and the distinctive character of each part of Scotland. Scotland has five sites that have been awarded international status as World Heritage sites, of which one - the Antonine Wall - partially falls within Glasgow's city boundary. Historic environments help create a sense of place, contribute to the quality of life and are a rich resource for tourism and leisure, our creative industries, education, and national and regional marketing. They can also provide a focus for regeneration, indeed, Scotland's land use strategy identifies the historic environment as being able to give an "*added dimension to ecotourism*".

Scottish Planning Policy (SPP)

- 3.4 The SPP (superseding SPP 23 - *Planning and the Historic Environment*) identifies the historic environment as a key part of Scotland's cultural heritage and it enhances national, regional and local distinctiveness, contributing to sustainable economic growth and regeneration. The SPP along with SHEP and Managing Change in the Historic Environment guidance series help form the structured basis for the decision making process.

- 3.5 The term 'Historic Environment' is defined by the SPP as

"...ancient monuments, archaeological sites and landscape, historic buildings, townscapes, parks, gardens and designed landscapes and other features. It comprises both statutory and non-statutory designations."

- 3.6 This will also incorporate and appropriate the historic location of features in the landscape as well as the patterns of past use. SPP also reiterates the point that the historic environment (with the exception of archaeology) can, in most cases, accommodate change - albeit in sensitively managed plan as projects such as The Lighthouse have previously demonstrated. The onus therefore is on the local authorities to display a clear understanding of the importance of heritage assets.

"Planning authorities should support the best viable use that is compatible with the fabric, setting and character of the historic environment. The aim should be to find a new economic use that is viable over the long term with minimum impact on the special architectural and historic interest of the building or area."

- 3.7 It is therefore necessary for the development plan to provide a relevant framework to ensure the appropriate protection, conservation and enhancement of all elements of the historic environment and allow the impact of proposed development on the historic environment and its setting to be assessed. Setting is more than the immediate surroundings of a site or building and may also be related to function or use of place.

- 3.8 The SPP advises that the realm of "Historic Environment" will cover the following areas:

- i) Definition of listed buildings, as per the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997: buildings of special architectural or historic interest, of which Glasgow is rich in examples. The term building includes structures such as walls and bridges. Listing covers the whole of a building including its interior and any ancillary structures within its curtilage that were constructed before 1 July 1948.
- ii) Enabling development may be acceptable where it can be shown to be the only means of retaining a listed building.

- iii) SPP determines an area of Conservation to at least display special architectural or historical interest, desirable to preserve or enhance character or appearance. Areas such as Strathbungo in the South side of the city display both architectural and historical significance. Protection can in turn be increased through an Article 4 Direction.
- 3.9 The Antonine Wall, the Roman Empire's most north-westerly boundary, is a scheduled monument which are "...archaeological sites, buildings or structures of national or international importance. The purpose of scheduling is to secure the long term legal protection of the monument in the national interest, in-situ and as far as possible in its existing state and within an appropriate setting." It should be noted that there are specific controls for works directly affecting monuments scheduled under the Ancient Monuments and Archaeological Areas Act 1979. These are set out in SHEP and managed by Historic Scotland on behalf of Scottish Ministers.
- 3.10 Archaeological sites and monuments are classed as "important, finite and non-renewable" assets that should be protected as solo entities but also in wider planning decisions.
- 3.11 There is a range of non-designated historic assets and areas of historical interest within Glasgow, including battlefields (Langside), historic landscapes (Pollok), and routes such as drove roads which do not have statutory protection. These resources are, however, an important part of Scotland's heritage and planning authorities should protect and preserve significant resources as far as possible, in-situ wherever feasible. The effect of new development on these resources should be considered by planning authorities when allocating sites in the development plan and when making decisions on planning applications. Planning authorities should ensure they have access to a 'Sites and Monuments Record' and/or a 'Historic Environment Record' that contains necessary information about known historic environment features and finds in their area.
- Scottish Historic Environment Policy (SHEP)**
- 3.12 Scotland's historic environmental policy aims to provide a baseline:
- "... direction for Historic Scotland and provides a framework that informs the day-to-day work of a range of organisations to have a role and interest in managing the historic environment."*
- 3.13 The most recent revision of the document has been adapted to incorporate the most recent policy and legislative changes:
- the Historic Environment (Amendment)(Scotland) Act 2011 ("the 2011 Act")
 - the Marine (Scotland) Act 2010 ("the 2010 Act")
 - the adoption of a UK Marine Policy Statement; and,
 - Scottish Ministers' policies for the designation and management of Historic Marine Protected Areas.
- 3.14 Scottish Heritage has also developed 'Scotland's Historic Environment Audit' (SHEA) providing the baseline facts and figures for practical use within the sector for stakeholders. SHEP along with *Scottish Planning Policy* and Historic Scotland's *Managing Change in the Historic Environment* (Planning Circular 9 2009) provide the regulatory reading to which planning authorities are directed in their consideration of applications for conservation area consent, listed building consent (*Planning (Listed Buildings and Conservation Areas)(Scotland) Act 1997*), development planning and their consideration of planning applications affecting the historic environment and the setting of individual elements of historic environment.
- Managing Change in the Historic Environment**
- 3.15 The final document of the tertiary guidance series deals with the enforcement of the previous two policies. The notes provide guidance to deliver uniform regulatory advice for planning authorities and other interested parties to ensure the safeguarding and resistance to any adverse effects on the historic environment.

Planning Advice Note

- 3.16 The SPP, in conjunction with SHEP and Managing Change in the Historic Environment is supported by two Planning Advice Notes (PANs):

PAN2/2011 PLANNING AND ARCHAEOLOGY

Intended to act as a day-to-day guideline for local authority advisory services relating to archaeological matters within the planning process. The intention to enable planning authorities to determine possible planning applications by balancing the benefits of development against the importance of archaeological features. Key considerations contain:

- *the relative rarity of the archaeological feature concerned;*
- *the completeness of the feature / whether it is a particularly good example of its type;*
- *the historical or cultural associations of the feature;*
- *the value given to the feature by the local community;*
- *the potential value of the feature as an in situ educational or research resource; and*
- *the potential value of retaining the feature for tourism or place-making.*

PAN71 CONSERVATION AREA MANAGEMENT

"Designation of a conservation area should not be regarded principally as a means of increasing control but rather as a commitment to take positive action to safeguard and enhance the character and appearance of the conservation area"

- 3.17 PAN 71 revolves around the idea of enhancement, rather than protection, a theme that it further expands with the following statement *"Past approaches to conservation area management have too often been based on a limited understanding of the heritage resource involved. In some cases there has also been an overemphasis on regulation and a lack of clarity over priorities for improvement."*
- 3.18 This is not to say that the need for protection, particularly within vulnerable areas, isn't addressed. In this instance the application of Article 4 Directions designed *"...not [to] resort to blanket restrictions of regulation but should relate to the character defined in the specific conservation area appraisal..."* will ensure a primary protection of the areas.

4.0 Strategic context

- 4.1 The strategic aim for Heritage and the Built Environment is to protect, enhance and regenerate Glasgow's historic environment. May 2013 has seen the formation of a joint consultation on an overarching Historic Environment Strategy for Scotland involving a merger between the Royal Commission on the Ancient and Historical Monuments of Scotland (RCAHMS) and Historic Scotland.

- 4.2 A policy on Architecture and Placemaking for Scotland (2012) also recognises the cultural significance,

"We wish to raise awareness not only of the cultural value of our built heritage, but of the potential of the historic environment to contribute to the development of new places of distinctive and appropriate character."

creating the vision that historic environment should not be treated as an isolated function, rather incorporated into contemporary society and architecture for greater form and function.

5.0 Glasgow's Historical Environment

Overview

5.1 Glasgow's historic environment is a valuable resource which gives an important sense of place, a feeling of belonging and is the foundation of a vibrant city.

5.2 The city's cultural heritage is an important commodity in the economic development of our city through tourism, development and regeneration, life long learning and health, making Glasgow an attractive historic place to work, live and visit.

5.3 The recognition of landmarks, whether of historical, archaeological or environmental significance, play a major role in a community's collective memory and cultural consciousness. The historical and cultural significance of a place or a group of buildings, can lie in their social and spiritual value for past, present and future generations. Our historical environment is fundamental to our sense of place, linking us to our roots, underpinning our identity and providing a long term view of social and environmental change.

5.4 The SPP believe that *"Planning authorities can help to safeguard historic assets through development plans and development management decisions."*

5.5 Glasgow's distinctive character has been shaped over many years. Previous generations have left their mark in the form of buildings, scheduled monuments, battlefields, townscapes, gardens and designed landscapes, and in the pattern of the City's streets and parks. This rich historic tapestry of buildings, spaces and places is the historic environment and is covered by designations including a World Heritage Site, Listed Buildings, Conservation Areas and Designed Landscapes.

Glasgow City Council Strategic Plan 2012 - 2017

5.6 The Council's strategic plan was approved in spring 2013. There are five priority areas where the Council aims to drive real progress and achievement in Glasgow over the next five years. These are to make sure Glasgow has:

- Economic growth; and is
- A world class city
- A sustainable city
- A city that looks after its vulnerable people
- A learning city.

5.7 The Historic Environment is able to contribute in some aspect to all of these outcomes with particular relevance to Priority Two: a world class city which will enable Glasgow to:

- Compete internationally with the best cities in the world for investment, business and events,
- Make effective use of our cultural assets and heritage,
- Build strong and resilient neighbourhoods and communities,
- Tackle poverty and deprivation and provide relevant and affordable services for all our citizens, and
- Deliver local services and neighbourhoods informed by our residents' views.

Glasgow City Plan – The Local Plan

5.8 Glasgow's existing City Plan aims to preserve and enhance the city's historical environment. Maintain the special character and appearance of the area, respect its historic context and have regard to the historic plans of the area;

- be of a high standard of design, respecting the local architectural and historic context and use materials appropriate to the historic environment;
- protect significant views into, and out of, the area;

- retain all existing open space, whether public or private, which contributes positively to the historic character of the area; and
- retain trees which contribute positively to the historic character of the area.

5.9 The promotion, in line with SPP guidance and complying with other current policies, is not only for listed building retention but also the ability to adapt to new uses in order to ensure sustainable legacy. Additionally, total or substantial demolition of a listed building will only be supported where it can be demonstrated, beyond reasonable doubt that every effort has been made to find practical ways of keeping it. To address this, the Council actively encourages the sensitive alteration and extension of listed buildings where this will not harm their special interest.

5.10 Development proposals will be required to retain, protect, preserve and enhance the City's Scheduled Ancient Monuments (existing archaeological heritage and any future discoveries) in accordance with ENV policies 13 (Ancient Monuments and Scheduled Ancient Monuments), 14 (Sites of Archaeological Importance) and 16 (The Antonine Wall)

5.11 The aforementioned aims are supported by the City Plan's development guide DG/DES 3: Design Guidance for Listed Buildings and Properties in Conservation Areas. Nationally, NPPG 18: Planning and the Historic Environment and PAN 71: Conservation Area Management set out Government advice.

Townscape Heritage Initiatives

5.12 Glasgow City Council in partnership with Heritage Lottery Fund (HLF) and Scottish Enterprise currently fund a series of projects within the city that aim to regenerate the historic environment aimed to preserve and enhance the appearance of the townscape while promoting social and economical opportunities.

6.0 Glasgow City Development Plan – The Local Development Plan

Monitoring Statement

6.1 The monitoring statement prepared in support of Glasgow Main Issues Report provided analysis of the main changes that have occurred in, amongst others, historic environment and highlights issues which should be taken into consideration in the Local Development Plan. This includes promoting social renewal of the city through the protection, enhancement and development of listed buildings and buildings in conservation areas. The statement highlights the progress of Conservation Area Appraisals (CAA) and reiterates the need to publish the results of a city-wide listed building survey carried out 2009/10 which will enable those buildings requiring attention to be addressed.

Main Issues Report

6.2 The MIR was published for consultation in October 2011 noting that Historical Environment's role is crucial in "*Place-setting' the city*". It also highlights the potential for new and expanded conservation areas.

6.3 Issue 5.1 of the report indicates the importance of the city's conservation areas to the overall attractiveness of the city, highlighting the West End and City Centre as notable examples. The current CAA's, upon completion, will be able to identify attributes that contribute to an area's special significance as well as highlighting possible opportunities for enhancement and the review of existing boundaries. From the City Plan 2 indication, six possible areas merited potential designation to conservation areas, This option is preferred as it helps to establish whether possible designation areas would help meet the commitment to undertake a city-wide review of the potential for additional observation areas set out in CP2 however as of Aug 2011, an additional site – Bridgeton Cross – was designated as a Conservation Area.

Considerations for Emerging Plan

- 6.4 Following indications made by the main issues report, the consensus was to carry through the parameters set out in the current policy DES 3: Protection and Enhancing the City's Historic Environment, contained within City Plan 2 as this outlines conservation guidelines for development, while maintaining the high standards that are required to make these sites viable.
- 6.5 As indicated within the Main Issues Report the guidance contained within the current policy will form the basis of a supplementary guidance document with a degree of flexibility to cater for any changes in designation, such as any new potential conservation areas or listed buildings.
- 6.6 In relation to Glasgow's world heritage site, the policy is supported by an existing supplementary guidance developed jointly by Historic Scotland and the five relevant authorities through which the heritage site passes.

7.0 References

Scottish Government, Scottish Planning Policy, 2010
Scottish Government, A Policy on Architecture and Placemaking For Scotland. Public Consultation 2012
Scotland Government, A Land Use Strategy for Scotland. 2011
Scottish Government, Planning Advice Note 71
Scottish Government, Planning Advice Note 2/2011
Historic Scotland, Scottish Historic Environment Policy, 2011
Historic Scotland, Managing Change in the Historic Environment, 2010
Glasgow City Council, Strategic Plan 2012 – 2017, 2012
Glasgow City Council, Main Issues Report, 2011
Glasgow City Council, City Plan 2
Glasgow and Clyde Valley Strategic Development Plan. 2012