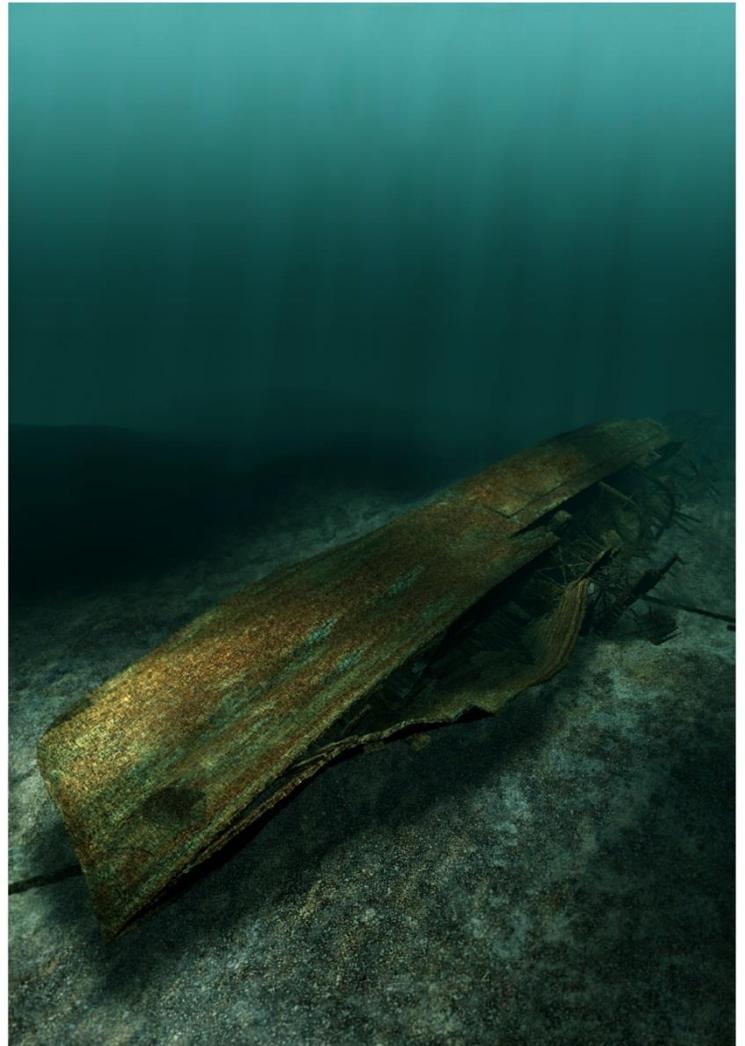
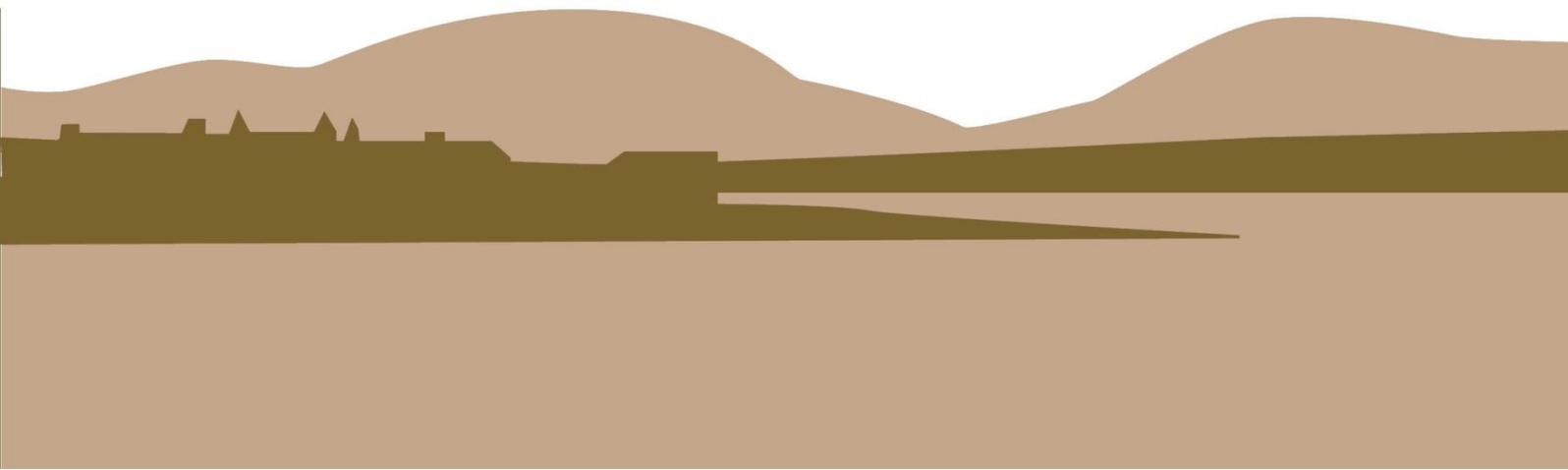


Planning Policy Advice: Historic Environment (Topics and Themes)



MARCH 2017



Planning in Orkney

Status of this Planning Policy Advice

The main planning document in Orkney is the **Orkney Local Development Plan** (the Plan), which provides the policy framework and land allocations for dealing with planning applications efficiently and with certainty. All decisions on planning applications require that an appropriate balance is struck between the relevant development plan policies and other material considerations.

Supplementary Guidance is produced for given policy areas and subjects where a specific requirement is highlighted within the plan. It is the purpose of Supplementary Guidance to provide further information, policy and advice on complex planning matters and seeks to expand upon the core policies or land allocations in the plan. Supplementary Guidance is always subject to full public consultation and is submitted to the Scottish Government prior to adoption. Once adopted, Supplementary Guidance has statutory weight in the determination of planning applications and forms part of the plan.

Planning Policy Advice (PPA) is prepared to provide further information and advice on policies and issues where a specific requirement to produce Supplementary Guidance has not been set out within the plan. Many Development Briefs for land allocations are set at this level, along with the majority of advice and information that is prepared for members of the public and Development Management. PPA is always subject to full public consultation and council approval prior to adoption and publication. Once adopted, PPA is a material planning consideration although it does not bear the same weight as the plan itself.

Development Management Guidance (DMG) is produced to provide advice on technical issues and the interpretation of given policies where a need arises. It is the intention of DMG to ensure a consistency of approach and to highlight the original intention/spirit of a policy where there is any ambiguity. DMG is also produced for less-complex land allocations to ensure a co-ordinated approach to development can be achieved - Conservation Area Appraisals and Conservation Statements are also set at this level within Orkney. Whilst DMG is not subject to public consultation, it is approved by Council prior to adoption and publication. As such, DMG is a material consideration in the determination of planning applications, which is considered to be the standing advice of the Local Planning Authority.

Contacting the Council

Should you wish to discuss any aspect of this Planning Policy Advice, an Officer from Development Management will be available from 09:00 to 17:00, Monday to Friday to meet at the OIC Customer Services in Kirkwall or via telephone 01856873535.

www.orkney.gov.uk

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Front and back page graphic: View to Hoy Hills from Copland's Dock, Stromness. Graphic © iDesign from original photograph courtesy of Anne Flint.

Contents:

| | |
|--|----|
| 1. Introduction | 4 |
| 2. Setting guidance..... | 10 |
| 3. Heart of Neolithic Orkney World Heritage Site Planning Policy | 12 |
| 4. Works to traditional buildings | 20 |
| 5. Types of archaeological investigations | 38 |
| 6. Designation criteria for conservation areas..... | 48 |
| Glossary..... | 52 |



1. Introduction

- 1.01 From the Neolithic village at Skara Brae to the wrecks of the German High Seas fleet in Scapa Flow, Orkney is internationally renowned for its historic buildings and archaeological remains. These are not only central to Orkney’s cultural identity, but are the backdrop to the everyday life of the county: heritage tourism is a significant contributor to the local economy; the historic towns of Kirkwall and Stromness are the main centres of population and employment; historic lighthouses, ports and causeways keep the community connected; and religious buildings such as St Magnus Cathedral are the county’s spiritual heart. It is therefore vital for Orkney’s economy and society that its historic sites (known collectively as the “historic environment”) are protected wherever possible.
- 1.02 In addition, other cultural heritage sites such as artworks and graveyards are important sites for contemplation, commemoration and inspiration, and complement historic sites in demonstrating the community’s emotional engagement with Orkney’s built environment.

How to use this guidance

- 1.03 The purpose of this document is to support ‘Supplementary Guidance: Historic Environment and Cultural Heritage’ by providing additional detailed guidance and policy on a number of topics. It is intended to be expanded and revised as required over the lifetime of the current Local Development Plan.
- 1.04 This document consists of:
- A general introduction.
 - Guidance on the setting of heritage assets.
 - Detailed policy provisions for the Heart of Neolithic Orkney World Heritage Site.
 - Detailed guidance on works to traditional buildings.
 - Designation criteria for conservation areas in Orkney.
 - A glossary of key terms.
- 1.05 Development proposals in Orkney often interact with the historic environment, either directly (through the alteration, extension or demolition of standing buildings and structures or by building over archaeological remains) or by changing the way a site relates to its surroundings (its setting). These proposals can have a positive effect, such as the sensitive restoration of a historic building, but can sometimes have a negative effect by damaging historic material or disrupting its relationship with the landscape.
- 1.06 Because of the importance of the historic environment to Orkney the Council assesses development proposals through the planning process to ensure that they would preserve or enhance the significance of any sites they may affect, whilst also supporting the social and economic development of the community. The planning policy document ‘Supplementary Guidance: Historic Environment and Cultural

Heritage’ sets out the proportionate, evidence-based means by which this will happen, supported by this document.

Legislative background

1.07 The historic environment is protected by international charters, Acts of the UK and Scottish Parliaments and national and local planning policy. National planning policy is contained within National Planning Frameworks, Scottish Planning Policy, the National Marine Plan, Historic Environment Scotland’s Policy Statement, the Managing Change in the Historic Environment guidance notes, and Planning Advice Notes. Much of the statutory legislation focuses on creating designations for certain kinds of historic sites:

- The Ancient Monuments and Archaeological Areas Act 1979 describes the designation and management of Scheduled Ancient Monuments. It was amended in 2011 to include the Inventory of Gardens and Designed Landscapes and the Inventory of Historic Battlefields.
- The Planning (Listed Buildings and Conservation Areas)(Scotland) Act 1997 describes the designation and management of listed buildings and conservation areas.
- The Protection of Military Remains Act 1986 describes the designation and management of protected places and controlled sites.
- The Marine (Scotland) Act 2010 describes the designation and management of Historic Marine Protected Areas.

These designations and their policy requirements are described further in ‘Supplementary Guidance: Historic Environment and Cultural Heritage’.

Policy 8: Historic Environment and Cultural Heritage

A. All Development

Development which preserves or enhances the archaeological, architectural, artistic, commemorative or historic significance of cultural heritage assets, including their settings, will be supported. Development which would have an adverse impact on this significance will only be permitted where it can be demonstrated that:

- i. All reasonable measures will be taken to mitigate any loss of this significance.
- ii. Any lost significance which cannot be mitigated is outweighed by the social, economic, environmental or safety benefits of the development.

B. Specific Policy Considerations

i. Heart of Neolithic Orkney World Heritage Site

Development within the Inner Sensitive Zones will only be permitted where it is demonstrated that the development would not have a significant negative impact on the Outstanding Universal Value of the World Heritage Site or its setting.

Development will not be permitted where it breaks the skyline at the sensitive ridgelines of the World Heritage Site when viewed from any of its component parts, or where it will be sited in any location where there is the potential to impact upon the World Heritage Site, unless it is demonstrated that the development will not have a significant negative impact on either the Outstanding Universal Value or the setting of the World Heritage Site.

ii. Listed Buildings

Change to a listed building must be managed to protect its special interest while enabling it to remain in active use. Special regard must be given to the importance of preserving and enhancing the building, its setting and any features of special architectural or historic interest.

Enabling development may be acceptable where it can be clearly shown to be the only means of preventing the loss of the asset and securing its long-term future. Any development must be the minimum necessary to achieve these aims and the resultant development should be designed and sited carefully to preserve or enhance the character and setting of the historic asset.

iii. Demolition

- a. A listed building, or any structure or object in the curtilage of a listed building, may only be demolished where evidence is provided to demonstrate that every effort has been made to retain it and:
 - i. It is not of special architectural or historic interest.
 - ii. It is incapable of repair.
 - iii. It can be clearly demonstrated that the proposed development is essential to delivering significant benefits to economic growth or the wider community

- proportionate to the significance of the building to be lost.
- iv. Its repair is not economically viable and it has been marketed at a price reflecting its location and condition to potential restoring purchasers for a reasonable period.
- b. The demolition of an unlisted building or structure in a Conservation Area will only be permitted where:
- i. It does not make a positive contribution to the special character of the conservation area, and where the application is supported by acceptable proposals for the redevelopment of the cleared site.
 - ii. Its retention, restoration or reuse has been fully considered but its structural condition rules out retention at reasonable cost, or its form or location makes its re-use/retention extremely difficult.
 - iii. The comparative socio-economic merits of the new build proposal for the site outweigh the benefits of retaining the building.

iv. Scheduled Monuments

Where there is potential for a proposed development to have an adverse effect on the integrity of the setting of a scheduled monument, planning permission will only be granted where:

- there are exceptional circumstances;
- there is no practical alternative site; and
- there are imperative reasons of over-riding public need.

v. Inventory Gardens and Designed Landscapes

Development which preserves or enhances the character and features of inventory gardens and designed landscapes and their setting will be supported. Development that would have a significant negative impact upon the character of these areas will not be permitted. The conservation, maintenance and restoration, including the restoration of layout and features, will be supported where this is appropriate and based on historical research.

vi. Investigation and Recording

- a. Where there is the potential for historic environment assets to exist in particularly sensitive areas, such as the Inner Sensitive Zone of the World Heritage Site or the historic core of Kirkwall, applicants may be required to undertake 'Cultural Heritage Impact Assessments' to ensure that there will be no unacceptable effects on any known or potential historic environment assets.
- b. Where development is permitted in areas known or suspected to contain archaeological deposits, planning conditions will be attached to ensure the effective assessment, analysis, archiving and publication of any archaeological remains to an agreed timeframe.

- c. Where a historic environment asset, or a significant element thereof, will be lost as a result of a development, it may be necessary to record the site to an agreed level prior to the commencement of development/demolition.





2. Setting guidance

- 2.01 The setting of a historic site is the way in which its surroundings contribute to how it is experienced, understood and appreciated. It often forms an important part of the significance of a heritage asset, and can be a key consideration for neighbouring development proposals.
- 2.02 Detailed guidance on setting, and its implications for development, can be found in 'Managing Change in the Historic Environment: Setting' (Historic Environment Scotland, June 2016). This chapter summarises the key points from this document.
- 2.03 The setting of a site usually consists mainly of its visual relationships with the surrounding landscape and other sites, such as the views to and from the site. Street patterns, field boundaries and plot layouts are also often important. A site's setting may have changed over time, and is likely to be made up of a combination of:
- Its original extent, functional relationships and design.
 - Associations, relationships and meanings which it has accumulated since it was created.
 - How the site is experienced now.
- 2.04 Key questions when assessing setting are:
- How do the surroundings contribute to our ability to appreciate and understand a site?
 - When the site was developed or in use, was it located to be seen from a distance, perhaps from other sites or buildings or as a landmark?
 - Was it intended to have wide views over the landscape?
 - How does a site contribute to its surroundings? For instance, is it a prominent or dominant feature in the landscape?
- 2.05 When dealing with more than one heritage asset, each one needs to be assessed separately, as similar sites in close proximity may have very different relationships to the landscape. However, each example of a particular site type tends to have a similar relationship to the landscape as others like it. For example, high-status rural dwellings such as manses and lairds' houses tend to be visually prominent, which symbolises the superior status their original owners enjoyed in the community.
- 2.06 An important point to note is that the setting of a heritage asset is not affected by its accessibility or how often it is visited. Whilst these factors may affect a development proposal for other reasons (e.g. effects on tourism or public amenity) they are not relevant to the assessment of a site's setting from a historic environment perspective.
- 2.07 Another important thing to remember is that a site's relationship with the wider landscape need not be directly visual. For example, the wreck of HMS Hampshire off Marwick Head in Birsay has a very strong relationship with the memorial which

overlooks it, even though the wreck itself is not visible from the surface. As this relationship is essential to the function of the memorial, it should be considered an important part of its setting.

- 2.08 Note that views which do not relate to the setting of a heritage asset, such as views which form part of a dwelling's amenity, are treated differently within the planning process and are not subject to the provisions above. For further information contact OIC Development Management.



3. Heart of Neolithic Orkney World Heritage Site Planning Policy

Introduction

- 3.01 The purpose of this document is to establish a detailed policy context for managing the impact of land use planning decisions on the Outstanding Universal Value of the Heart of Neolithic Orkney World Heritage Site (WHS). Its scope includes issues associated with the component sites themselves and their wider setting.
- 3.02 These policy requirements deliver a key aim of the Heart of Neolithic Orkney World Heritage Site Management Plan by giving clarity at an early stage to developers, taking cognisance of the Management Plan and expert studies. This document re-affirms a general commitment to preserving the integrity and authenticity of the WHS. It also seeks to manage the impact of development on the wider setting of the WHS, and prevent development which would have a substantial adverse impact on its Outstanding Universal Value.
- 3.03 The overall objective of this chapter is twofold:
1. To ensure that high quality development, which is sympathetic and appropriate to the WHS and its setting can occur.
 2. To ensure that development which will have a substantial adverse impact on the Outstanding Universal Value of the World Heritage Site or its setting does not occur.

Background

- 3.04 Sites are inscribed onto the World Heritage List by UNESCO following their successful nomination by a state party under the auspices of the Convention Concerning the Protection of the World Cultural and Natural Heritage 1972 (World Heritage Convention), ratified by the UK Government in 1984. To be successful, a nomination dossier must demonstrate that a particular site is of Outstanding Universal Value.
- 3.05 Although the UK Government is responsible for ensuring that the terms of the Convention are met, both the Scottish Government and Local Authorities have key roles to play in realising the Convention's aims. No additional statutory controls result from World Heritage Site designation. However, national guidance requires that specific policy, for example through a Local Development Plan or Supplementary Guidance, should be established to assist Planning Authorities to fulfil their role in managing development both within the sites themselves and also within the wider setting of the sites.
- 3.06 Scottish Ministers have identified the historic environment as one of Scotland's greatest economic, cultural and social assets and stress the importance that they place upon this finite resource as part of the nation's identity. Whilst this document seeks to safeguard the Outstanding Universal Value of the Heart of Neolithic Orkney

World Heritage Site, it does not seek to stifle change or to restrict progress unnecessarily. Rather, it is the aim of this document to ensure that high quality development is delivered in a sympathetic and appropriate manner.

The Heart of Neolithic Orkney World Heritage Site

3.07 The Heart of Neolithic Orkney World Heritage Site comprises six individual component sites, each of which are Scheduled Monuments: the settlement of Skara Brae, Maeshowe, the Stones of Stenness, the Watch Stone, the Barnhouse Stone, and the Ring of Brodgar and its associated ritual and funerary monuments. The Heart of Neolithic Orkney World Heritage Site was formally inscribed onto the World Heritage List on 2 December 1999 as a group of sites deemed to be an outstanding testimony to the cultural achievements of the Neolithic peoples of Northern Europe, fulfilling four of the six criteria of Outstanding Universal Value for cultural sites as outlined below:

- **Criterion (a):** “represent a masterpiece of human creative genius”

Maeshowe is an exceptionally early architectural accomplishment, which, together with the visually interconnected Stones of Stenness and the Ring of Brodgar, represent a masterpiece of human creative genius. The major monuments that make up the World Heritage Site display the highest sophistication in conception, design and execution.

- **Criterion (b):** “exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design”

The World Heritage Site exhibits an important interchange of human values during the development of the architecture of major ceremonial complexes in the British Isles, Ireland and north-west Europe.

- **Criterion (c):** “bear a unique or at least exceptional testimony to a cultural tradition or to a civilization which is living or which has disappeared”

Through the combination of ceremonial, funerary and domestic sites, the World Heritage Site bears a unique testimony to a cultural tradition which flourished between about 3000 BC and 2000 BC. The state of preservation of Skara Brae is without parallel amongst Neolithic settlement sites.

- **Criterion (d):** “be an outstanding example of a type of building or architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history”

The World Heritage Site is an outstanding example of an architectural ensemble and archaeological landscape which illustrate a significant stage of human history, that is, when the first large ceremonial monuments were built.

3.08 The Neolithic represents arguably the most fundamental period of change to occur within the history of human society: it marks the end of humanity’s reliance upon

solely hunting and gathering foodstuffs and sees the origins of farming. The period is characterised by the first major instances of land clearance, the demarcation of distinct territories, fixed settlements and monumental architecture.

- 3.09 The Heart of Neolithic Orkney World Heritage Site is the smallest and most closely defined WHS in the UK. The WHS is concentrated in two distinct geographical centres with Skara Brae located on the northwest coast of the West Mainland and the remaining monuments sited some five miles to the southeast. The WHS does not exist in isolation and studies have shown that one of the defining aspects of the Heart of Neolithic Orkney World Heritage Site is its topographical, archaeological, perceptual and experiential relationships with the surrounding physical and archaeological landscapes. With the exception of Skara Brae, the WHS lies within a large, open, loch basin. This landscape is one of the most sensitive in Scotland, forming part of the Hoy and West Mainland National Scenic Area (NSA) and comprising the setting for this collection of internationally significant monuments. Further information on the NSA is available from Scottish Natural Heritage.
- 3.10 The scope of this document is therefore intentionally wider than the actual extent of the formal WHS boundary. It encompasses the wider setting which evidence suggests is critically significant to the Outstanding Universal Value of the WHS. It is therefore a legitimate concern of the land use planning system to seek to manage the impact of new development within this wider setting/land area. It complements 'Managing Change in the Historic Environment: World Heritage' by Historic Environment Scotland.

The Setting of the World Heritage Site

- 3.11 Though no additional statutory controls result from World Heritage Site designation, Scottish Planning Policy requires that planning authorities protect each WHS and its setting from inappropriate development by including relevant policies in the Local Development Plan, which set out the factors that will be taken into account when deciding applications for development proposals which may impact on a WHS. These policies must ensure that the immediate setting of a WHS, important views, and other areas which are important to the site and its protection, be protected from inappropriate development. In addition to this, the setting of all scheduled monuments is a material consideration for planning authorities when determining applications for planning permission and in all cases where a proposed development may impact upon the setting of a scheduled monument, Historic Environment Scotland must be consulted.
- 3.12 Scottish Planning Policy and the Historic Environment Scotland Policy Statement emphasise that setting is more than simply the immediate surroundings of a site. It can also relate to how the site was intended to fit into the landscape, the views from it and how the site is seen from the surrounding area. The Statement of Outstanding Universal Value set out in the Heart of Neolithic Orkney World Heritage Site Management Plan, as submitted to the World Heritage Committee for approval in 2008, states that:

“The relationships between the World Heritage Site and the wider physical landscape are critical to understanding the monuments and the intentions of their builders; and hence form part of the Outstanding Universal Value of the World Heritage Site.”

- 3.13 With the exception of Skara Brae, it appears to be clear that the wider setting of the monuments comprising the WHS was indeed integral to their construction, it being inconceivable that their positioning was either accidental or incidental. Henge monuments throughout the UK are often located in large natural topographical bowls and are generally sited between rivers, lakes or lochs. Furthermore, Maeshowe is intentionally aligned in such a manner that on midwinter, the sunlight from the setting sun shines directly along the entrance passage to light the main chamber within. Not only does this phenomenon suggest that considerable thought and planning went into the siting of the monument, the fact that the midwinter sun sets behind the imposing Hoy hills to the southwest demonstrates that the surrounding landscape was also a consideration of the architects.
- 3.14 Whilst it is accepted that the siting of Skara Brae and its links to the wider landscape are not as fundamentally important as at Brodgar, and that its ‘Inner Sensitive Zone’ has a differing values and characteristics than that at its counterpart, applications for planning permission will be assessed utilising the same methodology to determine whether the Outstanding Universal Value of the site will be adversely affected.

Outstanding Universal Value

- 3.15 UNESCO states that cultural heritage is a priceless and irreplaceable asset, not only of a particular nation, but of humanity as a whole. Particular elements of that heritage, of which it can be demonstrated that the exceptional qualities are of Outstanding Universal Value, are inscribed upon the World Heritage List. Outstanding Universal Value is defined by UNESCO within their Operational Guidelines for the Implementation of the World Heritage Convention as:
- “Cultural significance which is so exceptional as to transcend national boundaries and to be of common importance for present and future generations of all humanity. As such, the permanent protection of this heritage is of the highest importance to the international community as a whole.”
- 3.16 The current Statement of Outstanding Universal Value can be found within the Heart of Neolithic Orkney World Heritage Site Management Plan. This document seeks to preserve the Outstanding Universal Value of the Heart of Neolithic Orkney World Heritage Site and to ensure that any proposed developments are carried out in a sympathetic and appropriate manner.
- 3.17 UNESCO emphasises that the authenticity and integrity of a WHS is critical to its Outstanding Universal Value and that the values evident at the time of inscription should be maintained or enhanced in the future. In assessing whether or not a potential development will have a significant adverse impact upon the Outstanding Universal Value of the WHS, as defined within the criterion detailed at Section 3

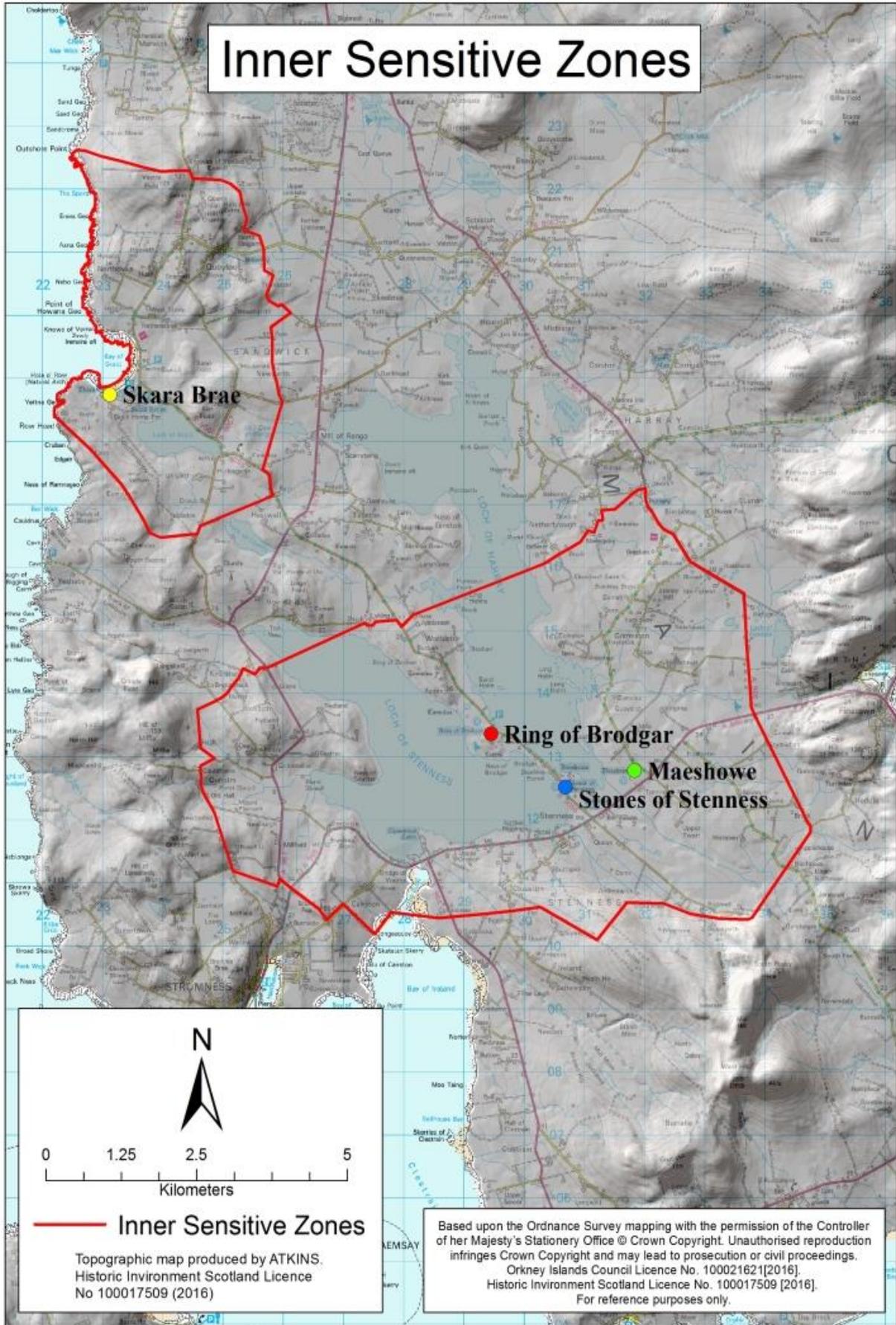
above and the most up to date Statement of Outstanding Universal Value, it must be established whether or not the proposal compromises the authenticity or integrity of the WHS or its setting.

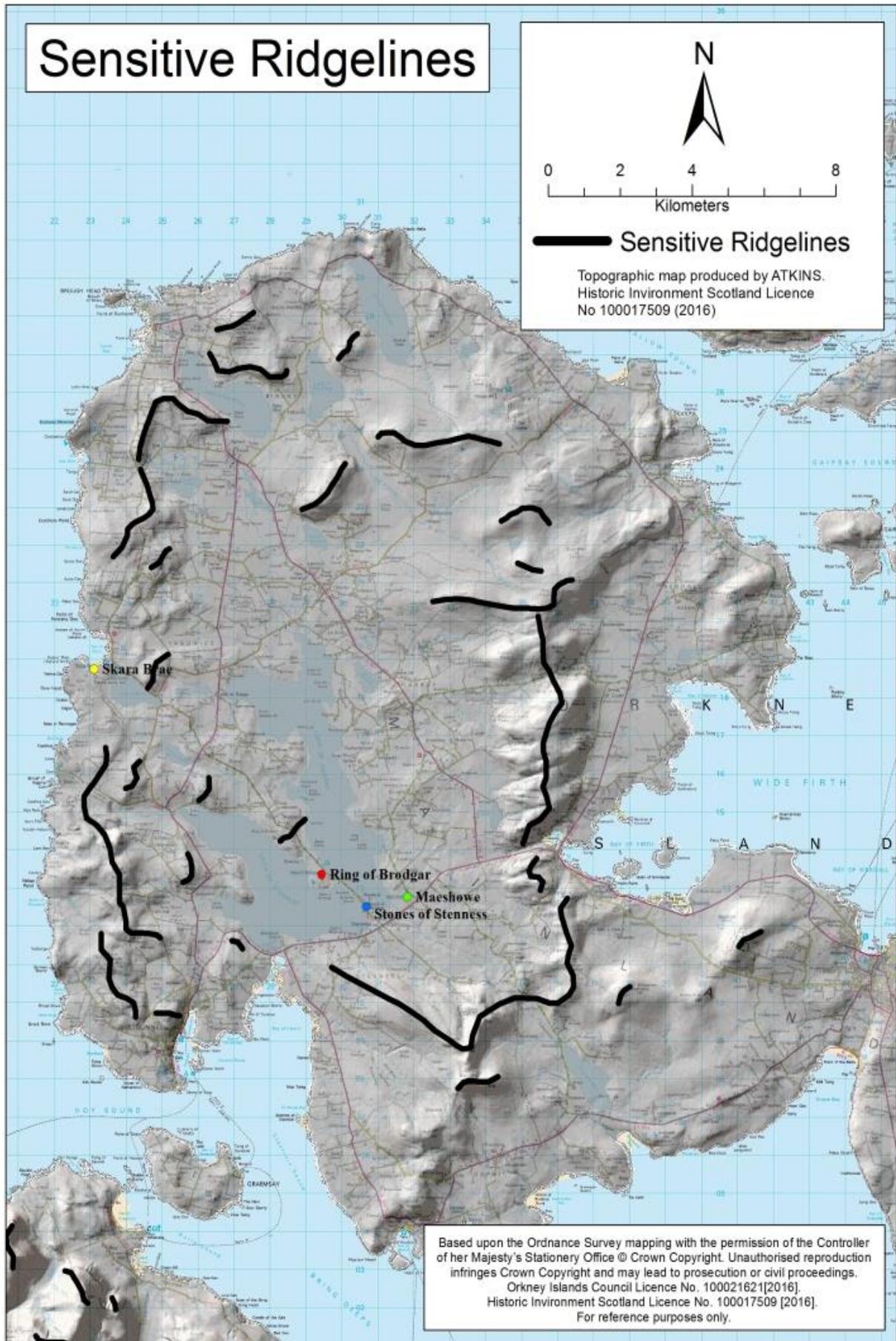
Policy 8: B Specific Policy Considerations

i. Heart of Neolithic Orkney World Heritage Site

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Development will not be permitted where it breaks the skyline at the sensitive ridgelines of the World Heritage Site when viewed from any of its component parts, or where it will be sited in any location where there is the potential to impact upon the World Heritage Site, unless it is demonstrated that the development will not have a significant negative impact on either the Outstanding Universal Value or the setting of the World Heritage Site.







4. Works to traditional buildings

Introduction

- 4.01 Traditional buildings are those which have been constructed using traditional building methods and natural materials, usually locally sourced. In Orkney traditional buildings are typically stone-built, with a flagstone or Welsh slate roof, cast iron rainwater goods, timber doors and timber sash-and-case windows. Their uses include houses, churches and commercial buildings, as well as infrastructure such as piers and bridges.
- 4.02 This guidance aims to provide detailed advice on what kinds of works are generally appropriate for traditional buildings. It covers typical alterations to the various parts of a building, as well as extensions. It does not cover non-traditional buildings, which are the majority of buildings constructed after 1945, and it may not be fully appropriate for more specialist types of structure such as lighthouses or piers. For these structures guidance should be sought in ‘Supplementary Guidance: Historic Environment and Cultural Heritage’ and elsewhere.
- 4.03 Features such as roofs, walls, windows, doors, fixtures and fittings and boundary walls all contribute to the appearance and significance of traditional buildings. Even minor changes can have a substantial impact on how a building is perceived and what it can tell us about Orkney’s history. It is therefore important to understand traditional buildings well and ensure that works to them are sensitive to their character and significance.
- 4.04 Regular maintenance and repair are the most important works for the health of a traditional building and its occupants. Quick and simple tasks such as painting a window frame or cleaning out gutters safeguard the value of a building and help to prevent significant long-term damage. Well-considered maintenance and repair are therefore always encouraged, preferably on a like-for-like basis. This means that new work is being done in the same materials and with the same techniques as the original. Aside from the benefits to the character of the building there are also advantages to using a like-for-like approach, as it often removes the requirement for planning permission or listed building consent (although you should always confirm this with OIC Development Management prior to commencing works).
- 4.05 It is always recommended that new works to a traditional building should be easily distinguishable from the historic fabric of the structure. This allows changes to the building to be easily identified in the future, preventing confusion over which aspects of the building are original and avoiding ‘pastiche’ imitation designs. Works should also be easily reversible wherever possible, so that when they are no longer required they can be removed without permanent damage to the building.
- 4.06 Occasionally traditional buildings have technical faults in their original design, which need to be addressed to maintain the viability of the structure. In Orkney’s climate

these usually manifest themselves as problems with damp, or as structural problems such as cracking. In these circumstances the fault should be addressed as discreetly as possible, keeping the visual prominence of the changes to a minimum. Whilst efforts should be made to keep buildings in use in this manner, interventions should be proportionate to the fault being addressed.

- 4.07 Many traditional buildings are listed, which means that consent is usually required from the planning authority for works to them (interior and exterior). Further information on the implications of listing is available in ‘Supplementary Guidance: Historic Environment and Cultural Heritage’.
- 4.08 Bats may be present in traditional buildings and could be affected by internal and external works. All bat species are protected by law as European Protected Species. Further details about the legal protection afforded to bats can be found in ‘Supplementary Guidance: Natural Environment’.

Understanding

- 4.09 Owners, occupiers and managers of traditional buildings should all have an understanding of how they function and how they can be effectively maintained. Failure to do so can result in avoidable expense, discomfort to the building’s users and, in some cases, permanent damage to the building. A key difference between traditional and modern methods of construction is the way they manage moisture: traditional buildings have a breathable construction, which allows moisture to travel directly from a building’s interior to the outside through the walls and roof, which is very different to a modern building, which aims to seal out water with impervious materials. If modern techniques are applied to a traditional building this can result in moisture being trapped inside the building, leading to a permanently damp interior. It is therefore in the interest of anyone using or responsible for a building to ensure they understand how it works.
- 4.10 There is a wide range of written guidance available on this subject, including the Orkney Traditional Buildings Repair and Maintenance Manual, available from the Kirkwall Townscape Heritage Initiative, and various publications available from Historic Environment Scotland. Training courses for contractors, owners and construction professionals are available in Orkney and elsewhere.
- 4.11 Before planning works to a traditional building it is always prudent to understand exactly how it is built as fully as possible. This will help to minimise unforeseen problems on site, inform the design of the works and preserve the significance of the building. This can be done through a combination of historical research and studying the building itself. Details of such research can be found in ‘Supplementary Guidance: Historic Environment and Cultural Heritage’.
- 4.12 It can be very useful to record your works from the planning stage through to completion. This will provide a useful archive to inform future works, and allow the significance of a site to be better understood. Sharing a copy of these records with

the Orkney Archive or the Orkney Sites and Monuments Record allows future owners and researchers to benefit from these records long into the future.

Significance

- 4.13 Traditional buildings and their curtilages may have archaeological, architectural, artistic, commemorative and historic significance depending on their particular characteristics.

Archaeological significance:

- 4.14 All traditional buildings are likely to have some archaeological significance, although for many this is likely to be limited.
- 4.15 Traditional buildings which tend to have substantial archaeological significance are:
- Buildings which are well preserved and have not been modernised, as these retain original features in an unaltered state.
 - Buildings which date from prior to c.1840, especially in the countryside.
 - Non-domestic buildings, especially those where specialist features survive such as lighthouses and mills.
 - Buildings constructed using rare or unusual materials or techniques.
 - Buildings on sites which have been occupied for several centuries, such as churches in graveyards, old farms, or development in the historic cores of settlements.
 - Traditional buildings which meet none of these criteria and have no known features of archaeological significance can generally be assumed to have negligible archaeological significance.

Architectural significance:

- 4.16 Traditional buildings in Orkney include those with substantial architectural significance, such as St Magnus Cathedral. Many other buildings have had their architectural significance reduced through unsympathetic alteration. These buildings therefore have scope to increase their architectural significance through careful restoration of missing or altered features.
- 4.17 There are several key aspects of traditional buildings which particularly contribute to their architectural significance. The arrangement of rooms, and the role of those rooms, are fundamental to the character of a building. The integrity of principal rooms, such as dining rooms and kitchens, main entrances such as front doors, and the connections between them such as hallways, stairs and corridors, is generally of high importance to the architectural significance of a traditional building.
- 4.18 How a traditional building has been constructed, and how this relates to its design, are also important to its architectural significance. Traditional buildings generally have higher architectural significance where they use materials and construction techniques which are of high quality, such as ashlar stonework or complex timberwork, or which are locally distinctive to Orkney or parts of Orkney, such as

local stone or main tree roofs. These are only likely to contribute substantially to the architectural significance of a building where the choice of materials and construction techniques is an integral and important part of the building's design.

- 4.19 The aesthetics of a building are also important to its architectural significance. For traditional buildings key aspects of this are generally: any symmetry the building has; architectural details or ornament, and how they relate to the overall design; the proportions of the building, both for exterior elevations and the interior spaces; the design of the façade or principal elevation; and the pattern of doors or windows. These are only likely to contribute substantially to the architectural significance of a building where they are an important part of the building's character: externally this is most likely to be on prominent elevations; internally this is most likely to be in principal rooms and adjoining circulation spaces. Aesthetic effects may be intentional on the part of the building's designer, or may be the product of the materials and design of the building combined with the effects of aging.
- 4.20 Key aspects of a traditional building's setting which normally contribute to its architectural significance are its role as a landmark, including visual associations with other landmarks, and functional relationships to other structures or landscape features, such as between a mill and its lade or between a lighthouse and the sea. High-status buildings such as lairds' houses, manses and churches are typically prominently sited to benefit from expansive views and to be highly visible from the surrounding landscape.

Artistic significance:

- 4.21 Artistic significance in traditional buildings is relatively rare, and is usually only found in specific circumstances:
- In vernacular buildings, such as crofts or cottages, artistic significance is found rarely, and generally only in ornamental features such as statues or plaques, which may have been brought onto the site from elsewhere.
 - Architect-designed or higher-status buildings, such as lighthouses, stately homes, churches or war memorials, are likely to have artistic significance, particularly in ornamental details and in their associated designed landscapes.
 - Traditional buildings may have artistic features from much later periods, such as modern sculptures in gardens, that have artistic significance in themselves but have no particular relationship to the historical development or nature of the building.

Commemorative significance:

- 4.22 Only a small minority of traditional buildings in Orkney have commemorative significance. The majority of these are churches, which together with graveyards commemorate large numbers of people, and purpose-built memorials such as war memorials.
- 4.23 Some traditional buildings have gained commemorative significance through an association with people or events, such as Happy Valley in Stenness, which is

associated with Edwin Harrold, and Quendal on Rousay, which was the site of clearances in the nineteenth century.

Historic significance:

- 4.24 All traditional buildings are likely to have at least some historic significance, by one or more of the following means:
- Many traditional buildings have features which illustrate their original or subsequent use, such as stone stalls in old byres, bell pulls for servants in lairds' houses, and machinery in mills.
 - Some traditional buildings are associated with particular historical events or traditions. For example, in Kirkwall the harbour basin and the house at the end of Main Street are goals for the Ba'.
 - Every traditional building is likely to have at least some aspects which illustrate the social history of its construction and/or development. For example: the street and plot layouts of buildings in central Kirkwall reflect the history of the town's development; the arrangement of rooms in a laird's house illustrates the social hierarchy of its inhabitants; and the exposed exterior of a traditional building usually illustrates its construction methods.
 - Traditional buildings may have visual or spatial connections to other structures or landscape features which illustrate its function, such as the connection between a fishing station and the shore, or a bridge crossing a watercourse.
 - Traditional buildings may also have visual connections which illustrate their social history. A typical example is the prominence of high-status buildings, such as churches, manses or lairds' houses, in the landscape, which illustrates the social importance of their original inhabitants or function.
- 4.25 Generally only original features surviving unaltered in situ are deemed to be fully authentic: exact replicas of features, altered features or relocated features will still have a degree of authenticity which may allow them to have historic significance.

Works to traditional buildings

Roofs

- 4.26 The roof of a building is often its most prominent feature, and the integrity of the roof is of fundamental importance to the character of many traditional buildings.

Roof design:

- 4.27 The design of a roof, for example whether it is flat, is pitched or is hipped, usually has a major bearing on the character of the building. It is seldom possible to make large alterations to a roof's design, such as raising it or changing its pitch, without having a substantial adverse effect on the character of the building. Alterations to a roof's design should therefore be carefully considered, and large changes such as altering the pitch or vertical extensions should only be done in exceptional circumstances.

Roofing materials:

- 4.28 Traditional roofing materials in Orkney are flagstone, thatch and Welsh slate. Thatch has essentially died out, but flagstone roofs, whether using large slabs or smaller tiles, are still prevalent across Orkney. These tend to be on older buildings, built before the mid-nineteenth century, when local flagstone was the most readily available building material. When a regular steamer service from Caithness began in the mid-nineteenth century it allowed Welsh slate to be transported cheaply to Orkney for the first time. It quickly became established as the main roofing material, although slate from other places such as Norway was also used occasionally.
- 4.29 Alternative roofing materials for traditional buildings in Orkney include turf and metal sheeting, particularly in the countryside. Whilst these materials are not as common as flagstone or slate, they do have a traditional of use in Orkney, particularly for agricultural buildings.
- 4.30 Synthetic roofing materials have been used on many traditional buildings in Orkney, but are not recommended. They are often far less durable than natural materials, and tend to detract from the historic character and appearance of the building. Natural materials have the benefit of weathering into the surrounding landscape over time, whilst artificial alternatives generally decay in an unsightly manner.
- 4.31 Where a building has, or is known to have had, a flagstone roof, it is recommended to retain or restore it to maintain the character of the building. The stone used should be either reclaimed or new from Orkney or Caithness, or other suitable alternatives that have been stone-matched by the British Geological Survey with Orkney or Caithness flagstone. Preference should be given to stone sourced in Orkney, unless the original stone is known to have been quarried elsewhere.
- 4.32 If it is not possible to source flagstone roofing materials, or if the building was never roofed with flagstone, Welsh slate is usually the most appropriate material for repairing or restoring roofs. For some buildings other sources of slate may have been used historically: it is always recommended to re-use the original slate where possible.
- 4.33 For rural buildings turf or metal roofs may be appropriate, particularly where the original roofing material has been lost. These should aim to fit into their context, and to relate to the roofs on any neighbouring outbuildings.
- 4.34 For any roof the size, grade, profile and pattern of its roofing materials are very important to its character and appearance. This is particularly true where traditional diminishing courses (where slates reduce in size the further up the roof they are placed) still survive. Reroofing works should take care to ensure these details are replicated.

Roof lights:

- 4.35 Roof lights are not uncommon on traditional buildings in Orkney, particularly in town centres where the pressure on space is greatest. They can be a great way to make

use of attic space, which supports a building's sustainable future, but if inappropriately placed or designed they can be an eyesore.

- 4.36 To ensure that roof lights are sensitively designed and located, it is recommended to put them in places where they won't be prominent when seen from neighbouring roads or open spaces. If there are places on the roof which currently have, or previously had, roof lights, it will usually be best to replace or reinstate these if possible. Designs should be discreet and not visually prominent, ideally modelled on those of a traditional Carron Light design: two vertical panes of glass, separated by an integral astragal, in a top-hinged dark, slender frame which does not protrude substantially from the roof plane. Designs which extend through the eaves to the wall are likely to be highly unsympathetic to traditional buildings, and should be avoided.

Roof vents:

- 4.37 Whilst traditional roofs are designed to be breathable to prevent damp building up in attic spaces, it is sometimes necessary to install roof vents to assist ventilation or support specific uses of the attic space, such as bathrooms. If they are not carefully sited and designed these vents can be highly prominent and detract from the character of a building. To avoid this it is recommended to site roof vents away from prominent locations, to use a design which sits within the roof plane where possible, or if necessary use a traditionally-detailed cast iron vent.

Dormer windows:

- 4.38 Dormer windows were used historically, particularly in Victorian houses, and have also been added more recently to traditional buildings. Adding a dormer window to a traditional building is something which should be very carefully considered to ensure it does not harm the character of the building. Prominent elevations should be avoided, and careful attention should be paid to the placement of the dormer in relation to other features such as windows, including any symmetry in the building's design. The form of the dormer should suit the roof in which it is being installed, and the windows and rainwater goods should be sympathetic to those in the rest of the building.

Gable features:

- 4.39 Many traditional buildings have stone features marking the junction between the roof plane and the gable, such as crowsteps or skews. These often contribute significantly to a building's character and significance, but sometimes require repair or alteration to address leaks, for example by discreetly installing leadwork.
- 4.40 These features should be retained, or restored where they have been lost, in order to preserve the character of the building and ensure the roof functions effectively.

Chimneys:

- 4.41 Chimneys can contribute substantially to a building's character and significance, by illustrating how the building functioned and by giving the roof a rhythm and focal

points architecturally. They should therefore be retained, even when no longer in use. It is particularly important to ensure redundant chimneys are properly vented to prevent damp accumulating within the walls.

Walls

Wall materials:

- 4.42 Traditional buildings in Orkney are typically constructed of stone, which is either pointed or harled (roughcast rendered) with lime mortar. The stone used is usually locally-quarried flagstone, used in an irregular, or ‘rubble’, manner around a clay wall core. For higher-status buildings, such as St Magnus Cathedral, civic buildings and banks, a red or pale yellow sandstone has been used instead. This stone is much softer than local flagstone, making it suitable for carving ornamental detail, but also making it much more vulnerable to decay.
- 4.43 During the nineteenth and twentieth centuries many traditional buildings in Orkney were over-pointed or rendered with cement mortar. Because cement is an impermeable material, its application to traditional buildings hinders or prevents walls from releasing moisture as they are designed to. This can then cause severe problems with dampness inside the building. When cement pointing is used with soft sandstone it can also exacerbate stone erosion, as it forces moisture to escape through the stone rather than the joints as it was designed. Whilst cement is a hard material, it is often not very durable in practice due to its brittleness, which causes it to crack and fragment as the building naturally moves and settles over time. In contrast, lime mortar has the ability to self-heal small cracks when wet, enhancing its lifespan. It is therefore recommended to avoid using cement on traditional buildings, and to replace it with lime mortar wherever possible. Caution should be exercised when removing cement from stonework however, as it can adhere so strongly to the stone that it becomes difficult to remove without major damage to the building. Whilst this may make the use of power tools tempting, in practice it is usually difficult to prevent these from unintentionally damaging neighbouring stonework. Use of power tools to remove cement is therefore not recommended; instead using hand tools to carefully remove cement in a controlled manner will give the best results.
- 4.44 Whilst lime pointing is traditionally applied in its natural colours, lime harling is often coloured using lime-wash (a diluted form of lime mortar used as a paint). Where cement renders are not being removed their appearance can still be enhanced by painting them. Breathable mineral paints are recommended to avoid exacerbating any internal dampness. Guidance on traditional colours of lime harling and cement render can be found in the following colour palettes.

Table 4.1 Colour palette: Lime harling



Table 4.2 Colour palette: Commercial cement



Openings in walls:

- 4.45 The pattern of openings in walls for windows and doors is often a key part of the design of a traditional building, and contributes both to its aesthetics, usually through symmetry and proportion, and its historic significance, as these openings illustrate the construction technologies and use of the building. Whilst altering these openings is at times unavoidable, care should be taken to ensure that it is sensitively handled.
- 4.46 New wall openings, or alterations to existing wall openings, should take account of the rhythm, proportion and symmetry of the original design of the building. The most appropriate places to form or adapt an opening tend to be by converting windows to doors (or vice versa) and at gable ends (making sure to avoid the chimney stack).

Windows

Frame material:

- 4.47 Windows in traditional buildings are typically made from timber, either hardwood (e.g. oak) or a traditional softwood such as pine or fir. Timber is highly appropriate as a window frame material due to its natural insulative properties, small ecological footprint and ease of repair. Timber also allows the window to have slim, efficient details such as slender astragals.
- 4.48 New windows in traditional buildings should be made from solid timber, preferably hardwood to increase longevity. In some circumstances replacing non-timber windows with discreet metal frames may be acceptable.

Frame design and opening mechanism:

- 4.49 Historically sash-and-case windows were the dominant type of window frame design in Orkney's traditional buildings. These were so successful because they provided a means of effectively ventilating a single-aspect room without taking up space when opened. Fixed windows, and to a lesser degree casement windows, were also commonly used, especially for smaller openings. As glass technology has improved over the last two hundred years the size of glass panes which can be economically manufactured has increased, meaning that, in general terms, the more recent a window is the fewer panes of glass it will require to make up a given size. Most windows include at least four panes (two over two); older windows may include as many as twelve panes (six over six). This pattern of window panes is often carefully considered as part of a building's appearance, so preserving or restoring it where possible is of benefit. Likewise the details of windows' construction, such as astragals or mouldings, contribute to the appearance of a building. Some windows have ornamental or structural features which contribute to their appearance, such as stained glass or mullions, which should be preserved. Horns, which are small extensions of the upper sash which give it extra strength, are not traditional to Orkney, and should be avoided unless they already exist on the building.
- 4.50 The opening mechanism of a window can change its appearance substantially, as even when it is closed the different proportions of the frame required are usually obvious. For this reason 'mock' or 'imitation' sash-and-case windows are strongly discouraged.
- 4.51 Windows in traditional buildings should generally be sash-and-case or fixed in design, with astragals of an appropriate profile which are integral to the structure of the window. Horns should only be used where they already exist on the building. Fixed pane or casement windows may also be appropriate in some circumstances. Any decorative glazing and mullions should be retained and conserved where found. Where a historic window is being replaced with a modern replica, this should match the original frame as closely as possible.

Colour:

- 4.52 Windows in traditional buildings tend to be painted off-white, although there are many examples of other colours in Orkney. Window colours are often co-ordinated with other features such as doors, railings, rainwater goods and external timber work. This can be seen particularly clearly in Victorian cottages and villas. Traditionally timber would always have been painted, as timber stains are a relatively modern invention.
- 4.53 Colours of window frames should be appropriate to the character of a building, including co-ordinating with other building features. Frames should be painted, rather than stained. Guidance on traditional colours of window frames can be found in the following colour palette.

Table 4.3 Colour palette: Domestic windows and doors

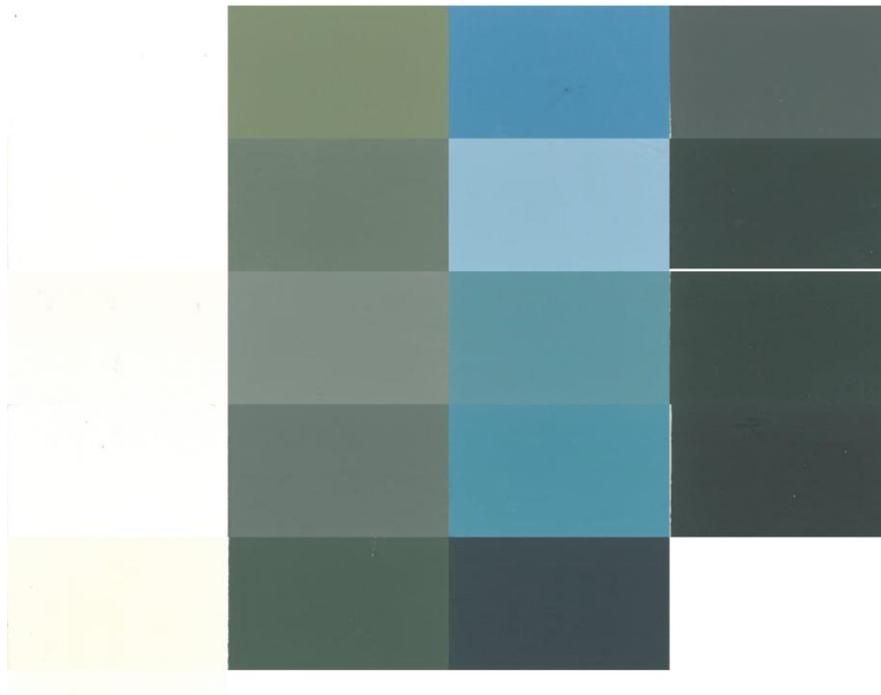
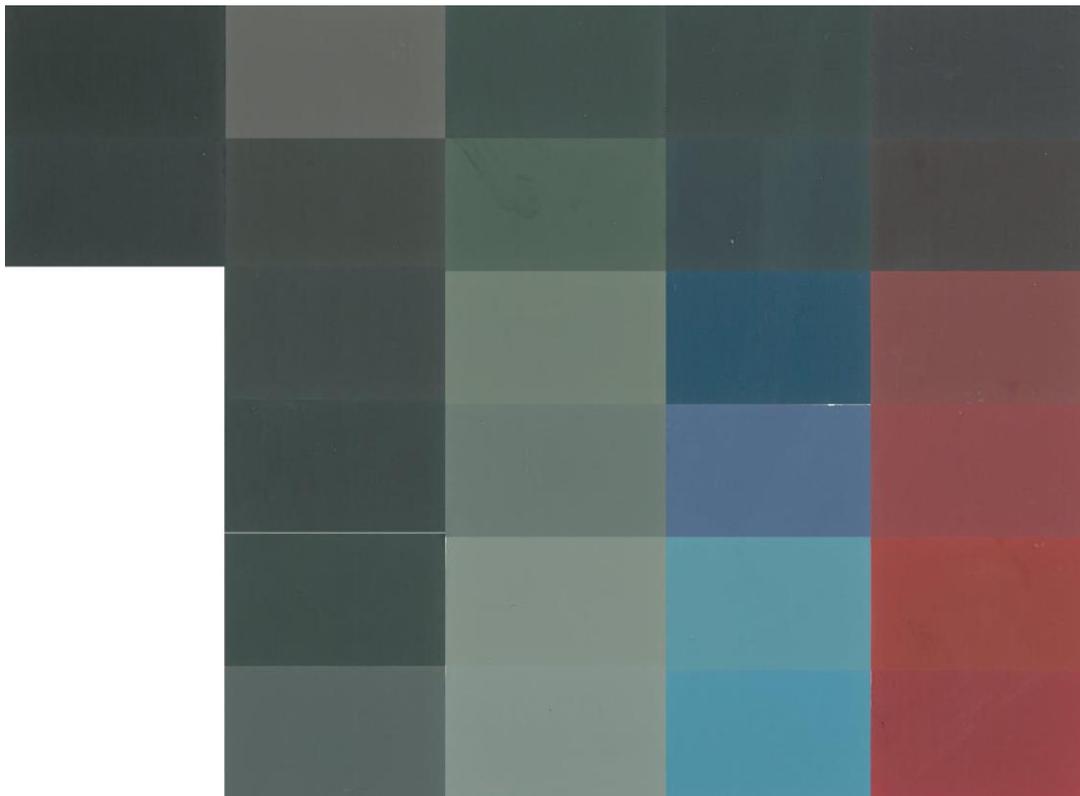


Table 4.4 Colour palette: Commercial windows and doors



Thermal efficiency:

- 4.54 Traditional buildings were designed to operate in different ways to modern buildings: in particular, they were designed to encourage ventilation in order to prevent dampness and feed the fires with oxygen. As heating technology and expectations of comfort have changed, there is now a desire to improve air tightness in order to improve thermal efficiency. Likewise, glazing technology did not permit double glazing when traditional buildings were being constructed, but this is now standard.
- 4.55 Improving the thermal efficiency of traditional windows can be done by a number of means. Draught-proofing can be done relatively simply and cheaply, with minimal loss of historic fabric. Heavy curtains and working shutters also make a substantial difference. For new windows double- or triple-glazing is possible within replica frames; for existing frames it may be possible to upgrade the glass to double-glazing (this will normally require the cords and weights to be changed). Where historic (crown) glass survives this should be retained to preserve the window’s character, but secondary glazing may be a viable option to deliver comparable benefits to double glazing.

Doors

External doors and thresholds:

- 4.56 Doors, and the frames, porches and thresholds which accompany them, are key focal points of a traditional building's external appearance, particularly on the principal elevation. Traditional doors themselves are almost always made from timber, either panelled or boarded, with a painted finish. They may include features such as decorative ironmongery, glazing, or ornamental plaques such as marriage stones on the wall around them. All of these features can contribute to a doorway's character, and should be preserved and sensitively handled during any works.
- 4.57 Traditional doors and their associated thresholds, such as porches, steps and frames, should be preserved and carefully conserved. Doors should be made from timber, preferably hardwood for longevity, and designed in a traditionally-detailed panelled or boarded style. They should be painted rather than stained. Guidance on appropriate colours can be found in the colour palettes above. Features such as ironmongery, glazing and stone plaques and mouldings should be preserved.

Thermal efficiency:

- 4.58 One of the main reasons for works to traditional doors is to improve thermal efficiency. Whilst solid timber doors are in themselves good insulators, heat loss can occur through draughts. Measures to improve thermal performance therefore include draught-proofing strips, covers over keyholes and heavy curtains (usually mounted on a rail fixed to the door).

Disabled access:

- 4.59 Another major reason to alter doorways of traditional buildings is to improve access for people in wheelchairs or otherwise with restricted mobility. With careful design the provision of access ramps can usually be accommodated without substantially affecting the character of the building. Ramps and handrails should be of a minimal, low profile design, coloured to blend in with the building as much as possible. Altering historic doorways to widen them is likely to be problematic, and should be avoided except where absolutely necessary. Further guidance can be found in 'Managing Change in the Historic Environment: Accessibility' by Historic Environment Scotland.

External fixtures and fittings

Rainwater goods:

- 4.60 Rainwater goods, comprising rones (gutters), downpipes, and their connections, perform an important role in keeping traditional buildings dry, and are often a prominent part of their appearance. They are traditionally made from cast iron, although other materials such as lead have occasionally been used. Cast iron is a durable material, and cast-iron rainwater goods have a distinctive and recognisable appearance.

- 4.61 Rainwater goods on traditional buildings should therefore be replaced where necessary with traditionally-detailed cast-iron replicas; in some circumstances cast aluminium may be an alternative. Rainwater goods should be painted in an appropriate colour: this is usually black, but colours which co-ordinate with other building features such as doors and windows are also found.

Shop fronts and signage:

- 4.62 Traditional shop fronts in Orkney's settlements are an important part of the character of those places, and often contain many architectural features of great value to the building. Likewise, traditional signage illustrates an area's history and complements the architecture of traditional buildings around it.
- 4.63 Where historic shop fronts survive they should be preserved and repaired using appropriate materials and techniques. Revealing historic shop fronts which have been covered over, or restoring them where they have been lost, is strongly recommended as a means to enhance the character and significance of a building and its surroundings.
- 4.64 Signage on traditional buildings should keep to the following criteria, in order to avoid detracting from the appearance of the building and the wider area:
- Signs should be simple, generally containing only basic information such as the business name, street number and business type.
 - In general only one sign should be placed on each elevation.
 - Where there is a shop front, signage should be mounted above the entrance and display windows in preference to other locations.
 - Text should be formed by either:
 - Hand-painted lettering onto timber fascias/boards.
 - Raised metal or painted timber lettering, either affixed to a timber, masonry or matt metal fascia or board, or mounted directly to the building.
 - Non-textual elements of signs, such as logos, are either:
 - Hand-painted, either directly onto a fascia, or onto a metal or timber panel which is either affixed to a fascia or mounted directly to the building.
 - Made up of preformed timber or metal elements, each painted a single colour, separately mounted to a fascia or directly to the building.
 - Modern synthetic materials such as vinyl and acrylic are not used.
 - Fascias either have a raised border or are affixed to the building and to its surroundings. All fascias must be of a single colour and all individual letters must also be of a single colour.
 - Except where it is a green cross affixed to a pharmacy or a road traffic sign, it is not illuminated (internally or externally).

Additions:

- 4.65 Whilst additions such as satellite dishes, solar panels, burglar alarms, CCTV cameras and air source heat pumps can have benefits for a building, such as ensuring its security and providing it with a ready supply of energy, these mass-produced devices can significantly detract from its character and appearance if sited inappropriately.
- 4.66 New additions, including heating, security or communications devices, should be sited in locations which are not prominent when seen from surrounding roads and public open spaces. Their installation should be reversible and minimise damage to the building, for example by using non-ferrous fixings and only making insertions into joints between courses of stonework, rather than drilling into stone.

Interiors

- 4.67 The interior features of a building are often a substantial part of what is important about it. These may include staircases, fireplaces, panelled walls and light fittings. These should be retained wherever possible, as they add to the character and significance of the building. Retaining these in situ during works to a building can require careful thought and planning. The range of interior features found in traditional buildings in Orkney is too great to describe them in detail, but several general points should be taken into account:
- There are many ways to retain historic features when altering the interiors of buildings, such as reforming mouldings, relaying stone floors over insulation, and relocating features elsewhere in the building.
 - Rot is often seen as a reason to remove historic interior features, but can usually be controlled through environmental means without resorting to chemical treatments.
 - It is important to use breathable materials for internal finishes on external walls and floors to avoid trapping moisture inside the building.
- 4.68 Detailed guidance on treating the interiors of traditional buildings is provided by a number of organisations, including the Society for the Protection of Ancient Buildings and Historic Environment Scotland.

Curtilage features

Boundary treatments:

- 4.69 The boundaries of and within a site, such as stone walls or cast iron railings, not only help to create a building's setting but often have merit in their own right. If the building they enclose is listed, or if they are in a conservation area, they may also have legal protection. In some cases boundary walls may form a structure in their own right, such as a walled garden, giving them additional importance. Care must therefore be taken to ensure that changes to boundaries are sensitively managed.
- 4.70 Where historic boundary treatments such as walls or railings associated with traditional buildings survive they should be preserved in situ and repaired using

appropriate materials and techniques wherever possible. New openings in historic boundaries should generally be avoided, to ensure the integrity of the boundary is maintained; instead existing openings should be re-used wherever possible. Where a new opening is necessary, for example to serve new development, care should be taken to ensure that architectural features which contribute to its character, such as carved house names and cast-iron railings, are preserved, and the new opening is designed in such a way that it can be clearly identified as a modern intervention.

- 4.71 Where new boundary treatments are being constructed in the curtilage of a traditional building, they should be of appropriate materials and design. In urban contexts this will generally mean coursed stone walls, drystone dykes or cast-iron railings. In a rural context this will generally mean drystone dykes in an appropriate style or post-and-wire fencing (barbed or otherwise). Timber or PVC fences and concrete walls are highly uncharacteristic of traditional construction in Orkney, and should not be used.

Other curtilage features:

- 4.72 Some traditional buildings have special features within their curtilage, such as sundials or cast-iron drying posts. These are valuable as means of illustrating a site's original use and contributing to its character, and should be preserved and conserved wherever possible.

Extensions

- 4.73 Many traditional buildings have been extended at some point since they were built, and in many cases this has been carefully done to support the building's viable use whilst retaining its character.

Form:

- 4.74 An important consideration for successfully extending a traditional building is its overall form, principally made up of the proportions of its footprint and the design of its roof. If the form of the extension has broadly the same character as the main building it is much more likely to preserve its character. In Orkney this usually means that extensions should be rectangular in plan, longer than they are broad, and have a pitched roof.

Scale:

- 4.75 Together with its form, the scale of an extension is a key factor in its effect on the character of the main building. The aim should be to ensure that the extension is clearly visible as secondary to the main building, by ensuring its height is equal to or lower than the main building.
- 4.76 In general terms this means that the maximum wall-head height of the extension should not rise higher than the wall-head height of the connecting wall of the main building. In addition, the maximum roof-ridge height of the extension should not rise higher than that of the main building.

Location and Arrangement:

- 4.77 The siting of an extension is important to make sure it does not dominate or distract from the character or appearance of the main building.
- 4.78 Elevations which are particularly important to the appearance of the building, such as the principal elevation or a prominent exposed gable, should be avoided. Instead, siting the extension discreetly to the rear or side of the main building is much more likely to be appropriate.
- 4.79 The arrangement and layout of the extension should complement the main building and its setting. This generally means the extension should be parallel or perpendicular to the main building, or aligned to a key feature in its immediate surroundings such as a road.

Plot density:

- 4.80 Over- or under-development of a site relative to its neighbours can have a detrimental effect on the character of an area.
- 4.81 For this reason it is recommended to not exceed a plot density (including the extension) greater than that of the most dense adjacent plot on the same street.

Materials:

- 4.82 Whilst the choice of materials of an extension is usually of lesser importance than its form, scale and location, it nonetheless can have a substantial effect on its appearance.
- 4.83 For extensions to traditional buildings it is recommended to use traditional materials (e.g. glass, timber, stone, metal sheeting, turf) in a contemporary manner for external finishes. This is to strike the right balance between being sympathetic to the traditional character of the main building and creating an obvious distinction between the historic and modern fabric.



5. Types of archaeological investigations

Introduction

- 5.01 This section sets out the various types of study used to assess the presence and extent of archaeological remains. As with other studies required as part of applications for development consent the presumption is that these will be undertaken or commissioned by the applicant.
- 5.02 Whilst the principles and general approaches to these studies are the same for all types of site, the practicalities of different operating environments (e.g. in historic buildings, buried archaeological remains on land and underwater sites) mean that the names and details of comparable studies can vary. These are set out in the table below, and explained in detail thereafter.

Approval of proposals for archaeological studies

- 5.03 Those undertaking these studies would normally be affiliated to the Chartered Institute for Archaeologists (CIfA) or acknowledge their standards and guidelines in their practice. They will be required to submit a Written Scheme of Investigation (WSI) for prior approval by the planning authority for any studies. A WSI specifies the design of the project proposed. It sets out the proposed scheme of investigation in sufficient detail to satisfy the planning authority that it is an appropriate response to the requirements of the situation and that works will be appropriate and proportionate to the known/potential remains and the level of impact. It should also contain sufficient detail to provide a benchmark against which the results of the work may be measured.
- 5.04 A Written Scheme of Investigation must include at least:
- The justification for the specific study/studies proposed.
 - Details of the archaeologists' experience and qualifications.
 - Full details of the operations proposed, detailing the proposed changes to the site (if any).
 - Full details of recording/conservation of any artefacts/ecofacts removed.
 - Details of how the final report and data will be disseminated.
- 5.05 It is in the public interest to ensure that records of heritage assets are as extensive and accurate as possible. This increases the information available to support future development, improves resources for research, and enhances local communities' engagement with their heritage. In order to achieve this all studies undertaken to assess archaeological significance:
- Must submit a copy of the completed study to OASIS (a national online database system for archaeological reports).

- Are encouraged to allow public access to observe the works where this is safe and appropriate. This is to broaden public understanding of, and engagement with, local heritage.

5.06 Assessments of archaeological significance should be undertaken by suitably qualified and experienced archaeologists. Information on finding these can be found through the Islands Archaeologist, the Chartered Institute for Archaeologists (CIfA) and other professional bodies (see above).

Table 5.1 Procedure for undertaking archaeological studies

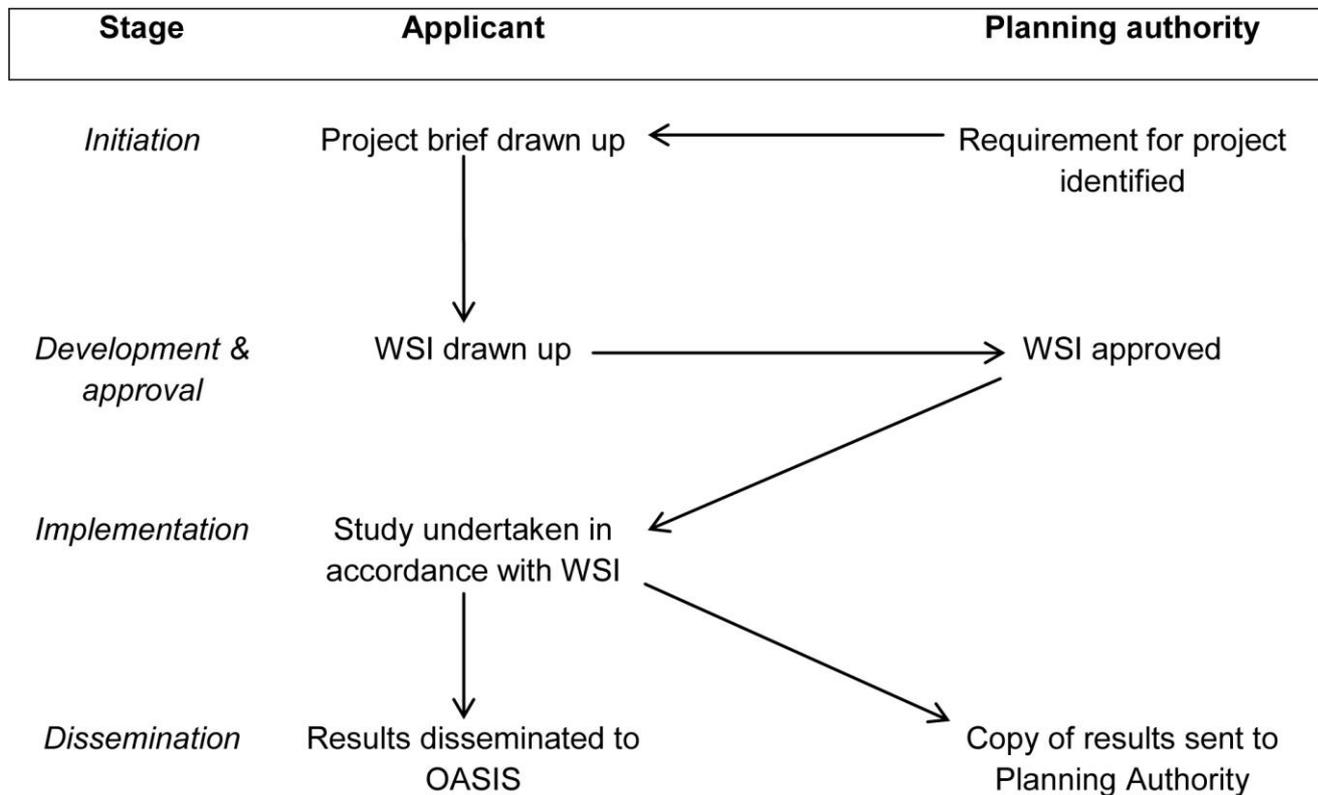


Table 5.2 Summary of archaeological study types:

| | Historic structures | Terrestrial archaeology | Marine archaeology |
|---|---|---------------------------------------|----------------------------|
| <i>No site visit</i> | Desk Based Assessment | | |
| <i>Site visit and general appraisal</i> | Walkover survey | | Diver survey ROV survey |
| <i>Detailed non-intrusive site survey</i> | Building Recording Survey (non-intrusive) | Geophysical survey Measured survey | |
| <i>Intrusive survey</i> | Building Recording Survey (intrusive) | Trial excavations | |
| <i>Construction works supervised</i> | Watching brief | | |
| <i>Recorded removal of heritage asset</i> | Recorded demolition | Archaeological Excavation | |

No site visit:

Desk Based Assessment (Historic structures, terrestrial archaeology, marine archaeology)

- 5.07 A Desk Based Assessment (DBA) can be undertaken either on its own, or as the first part of a larger programme of studies. It consists of a review of all the information about a site which is currently available, without visiting the site. This includes old maps, archive documents, the records of previous archaeological investigations, histories of the area and any other information which may be relevant.
- 5.08 A DBA may indicate the possible presence of remains which should be investigated in greater detail, or it may suggest that there are no grounds for further action.
- 5.09 DBAs should be undertaken in accordance with the appropriate CfA Standard: Standard and guidance for historic environment desk-based assessment.

Site visit and general appraisal:

Walkover survey (Historic structures, terrestrial archaeology)

- 5.10 A walkover survey consists of a full inspection of a site (including the interiors of any structures), during which a description of all the noteworthy features of the site is compiled (illustrated with photographs as appropriate). This survey does not involve excavation, deconstruction or other intrusive operations. It will usually be informed by a Desk Based Assessment. The aim of a walkover survey is to assess the extent and nature of the remains on a site, and to assess which further studies (if any) are required to understand a site's archaeological significance.
- 5.11 Walkover surveys should be undertaken in accordance with the appropriate CfA Standards: (for historic structures) Standard and guidance for the archaeological investigation and recording of standing buildings or structures; (for terrestrial archaeology) Standard and guidance for archaeological field evaluation.
- 5.12 Project briefs & Written Schemes of Investigation for walkover surveys affecting historic structures should be informed by ALGAO: Scotland's Historic Building Recording Guidance and Guide for Practitioners 4 - Measured Survey and Building Recording for Historic Buildings and Structure by Historic Environment Scotland.

Diver / ROV survey (Marine archaeology)

- 5.13 Diver surveys and ROV surveys are the equivalent of walkover surveys for underwater sites. Like walkover surveys they use visual inspection to document the features of a site, rather than intrusive techniques. They are also usually based on a Desk Based Assessment. The survey is either undertaken by divers, typically supported by a boat, or by a Remotely Operated Vehicle (ROV): a small robot equipped with cameras which is operated from a boat. Whilst diver surveys can examine a site in greater detail, ROV surveys are often quicker and easier, and can be the only practical means of assessing very deep sites. They are often used in conjunction with geophysical surveys to identify anomalies or suspected features.
- 5.14 Diver surveys and ROV surveys should be undertaken in accordance with the appropriate CfA Standard: Standard and guidance for archaeological field evaluation.

Detailed non-intrusive site survey:

Building Recording Survey (non-intrusive) (Historic structures)

- 5.15 A building recording survey creates a detailed record of the form and appearance of a structure, including any noteworthy features. This is usually done in a non-intrusive manner which avoids disturbing the historic fabric. The level of detail of the survey will depend on the significance of the structure and the extent and nature of development proposed, and is set out in the Written Scheme of Investigation for approval. Building recording surveys are usually informed by a Desk Based Assessment, and a walkover survey.
- 5.16 Building recording surveys usually involve a combination of photographic and measured survey, supported by historical research. The measured survey will normally be undertaken by hand, although 3D imaging techniques such as laser-scanning may also be used. In some circumstances additional non-invasive investigative techniques such as impulse radar, radiographic surveys or impact-echo surveys may be used to investigate parts of the structure not normally accessible (see Technical Advice Note 23: Non-Destructive Investigation of Standing Structures by Historic Environment Scotland).
- 5.17 Building recording surveys should be undertaken in accordance with the appropriate CfA Standard: Standard and guidance for the archaeological investigation and recording of standing buildings or structures.
- 5.18 Project briefs & Written Schemes of Investigation should be informed by ALGAO: Scotland's Historic Building Recording Guidance and Guide for Practitioners 4 - Measured Survey and Building Recording for Historic Buildings and Structure by Historic Environment Scotland.

Geophysical survey (Terrestrial archaeology, marine archaeology)

- 5.19 Geophysical surveys use a variety of non-invasive survey equipment to extend the assessment of a site beyond the limits of what is possible from visual inspection. These techniques do not generally produce a clear or definitive image of archaeological remains, but they can provide invaluable additional information to assist the evaluation of a site. A standard approach to analysing the results of geophysical surveys is to look for anomalies in the data, whose cause is unclear, and to then investigate these in turn through, for example, trial excavations or ROV surveys.
- 5.20 Types of geophysical survey include: (for terrestrial archaeology) ground penetrating radar, magnetometry and resistivity; (for marine archaeology) side-scan sonar, magnetometry, sub-bottom profiling and multi-beam echo sounding. Each of these techniques is appropriate for different purposes, and a combination of them may be used in a given project, depending on the site conditions and the objectives of the study.
- 5.21 Geophysical surveys should be undertaken in accordance with the appropriate ClfA Standards: Standard and guidance for archaeological geophysical survey; Standard and guidance for archaeological field evaluation.

Measured survey (Terrestrial archaeology, marine archaeology)

- 5.22 Measured surveys of archaeological sites aim to accurately record the forms and features of a site using non-invasive methods such as measurement by hand, rectified photography and 3D imaging techniques such as laser scanning. These are usually informed by a Desk Based Assessment, and may include building recording surveys where a structure is set within a wider landscape.
- 5.23 Measured surveys on land generally aim to create a site plan to scale with key features annotated, supplemented by section drawings and detailed surveys of key areas. Measured surveys underwater tend to rely on geophysical surveys to create a site plan, within which hand measured surveys can provide a higher level of detail for specific features.
- 5.24 Measured surveys should be undertaken in accordance with the appropriate ClfA Standard: Standard and guidance for archaeological field evaluation.

Intrusive surveys:

Building recording survey (intrusive) (Historic structures)

- 5.25 Whilst building recording surveys normally use non-invasive survey techniques (see above) these are occasionally supplemented by intrusive methods, either opening up parts of the building's fabric to permit access for more detailed surveys, or sampling parts of the fabric to understand more about key features. These may involve, for example, partially removing modern wall finishes to see the historic finishes beneath, paint scrapes, dendrochronology or carbon dating.
- 5.26 Intrusive building recording surveys should be undertaken in accordance with the relevant ClfA Standards: Standard and guidance for the archaeological investigation and recording of standing buildings or structures; Standard and guidance for the collection, documentation, conservation and research of archaeological materials.
- 5.27 Project briefs & Written Schemes of Investigation should be informed by ALGAO: Scotland's Historic Building Recording Guidance and Guide for Practitioners 4 - Measured Survey and Building Recording for Historic Buildings and Structure by Historic Environment Scotland.

Trial excavations (Terrestrial archaeology, marine archaeology)

- 5.28 It is often necessary to carry out a targeted series of trial excavations as part of a wider programme of archaeological studies. These are not a comprehensive set of excavations, but are instead aimed at understanding the archaeological potential of the site through representative sampling. These often investigate anomalies or features identified by geophysical surveys or measured surveys. The strategy for these excavations will vary depending on the project, from random sampling to targeted excavations where the probability of finding remains is highest.
- 5.29 Trial excavations should be undertaken in accordance with the appropriate ClfA Standards: Standard and guidance for archaeological excavation; Standard and guidance for the collection, documentation, conservation and research of archaeological materials.

Construction works supervised:

Watching brief (Historic structures, terrestrial archaeology, marine archaeology)

- 5.30 In many situations there is a known probability of finding archaeological remains, but this is not high enough to warrant trial excavations being undertaken for the scale of works proposed. In these cases a watching brief may be appropriate. A watching brief involves one or more archaeologists supervising all the aspects of a construction project which involve excavation or opening up historic fabric, in order to identify, record and conserve any features of archaeological significance. If substantial remains are uncovered it is standard practice to cease all related operations until these have been fully investigated at the developer's expense.

- 5.31 Whilst a watching brief can usually be undertaken at a lower cost than comparable trial excavations, it does expose the developer to the risk of unexpectedly ceasing construction in progress. For this reason some developers choose to fully investigate a site's archaeological potential in advance through trial or full excavation.
- 5.32 Watching briefs should be undertaken in accordance with the appropriate ClfA Standards: Standard and guidance for an archaeological watching brief; Standard and guidance for the collection, documentation, conservation and research of archaeological materials.

Recorded removal of heritage asset:

Recorded demolition (Historic structures)

- 5.33 In rare circumstances, such as where a structure with substantial significance has been approved for demolition due to an over-riding public need, it is appropriate to record the demolition in great detail, both to understand as much as possible about the structure and to allow for its reconstruction at another location. This would involve the careful dismantling of the structure, with each component numbered according to an accurate and comprehensive set of survey drawings, and the sampling of any building components which are lost, such as surface finishes.
- 5.34 Recorded demolitions should be undertaken in accordance with the relevant ClfA Standards: Standard and guidance for the archaeological investigation and recording of standing buildings or structures; Standard and guidance for the collection, documentation, conservation and research of archaeological materials.
- 5.35 Project briefs & Written Schemes of Investigation should be informed by ALGAO: Scotland's Historic Building Recording Guidance and Guide for Practitioners 4 - Measured Survey and Building Recording for Historic Buildings and Structure by Historic Environment Scotland.

Archaeological Excavation (Terrestrial archaeology, marine archaeology)

- 5.36 Whilst the preservation in situ of archaeological remains is always preferred, a full archaeological excavation to remove those remains is occasionally justified. Highly detailed recording and a comprehensive programme of post-excavation analysis will normally be required for any such excavations.
- 5.37 Archaeological excavations should be undertaken in accordance with the appropriate ClfA Standards: Standard and guidance for archaeological excavation; Standard and guidance for the collection, documentation, conservation and research of archaeological materials.



6. Designation criteria for conservation areas

Introduction

- 6.01 Under the Planning (Listed Buildings and Conservation Areas)(Scotland) Act 1997, planning authorities such as Orkney Islands Council have a duty to “determine 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” (Section 61 (1)(a)) and to designate them as conservation areas (See Part A of Supplementary Guidance: Historic Environment and Cultural Heritage).
- 6.02 The details of the process by which conservation areas are selected are not specified in this legislation, but Historic Environment Scotland provides loose guidance on the designation of conservation areas in its Policy Statement (June 2016), which suggests broad categories which could be considered. Guidance on how to determine ‘special architectural or historic interest’ is not given in this context, but is given for listed buildings.
- 6.03 In order to create designation criteria which are suitable for Orkney’s context but also compatible with national and international policy frameworks the designation criteria for Orkney have been adapted from existing criteria for comparable designations to fit the types of areas and significance that exist in the county: the principles given in the HES Policy Statement for assessing listed buildings have been adapted, along with the assessment criteria for cultural landscapes from the Operational Guidelines of the World Heritage Convention.
- 6.04 The concept of an ‘area’ has not been strictly defined, to ensure that all relevant sites can be considered. However, the following guidelines should be followed:
- Areas are not limited in size, but individual buildings and structures will not normally be considered unless it is as part of a wider landscape or settlement. Very large areas may be considered, but will still be expected to demonstrate a coherence of special interest across that area.
 - A group of separate geographical areas could be considered a single area for these purposes if they are of similar character and collectively share their special interest.
- 6.05 These designation criteria apply for the designation of new conservation areas, the alteration of conservation area boundaries and the removal of conservation area designations.

Criteria for conservation area designation

- 6.06 A Statement of Significance for the area being considered will be produced based on the significance types set out in Part B of ‘Supplementary Guidance: Historic

Environment and Cultural Heritage'. This will include a detailed site visit and desk-based assessment.

- 6.07 Based on this Statement of Significance the area will be assessed against the following tests to establish whether it should be designated a conservation area:
1. It is demonstrated that legal protection would support the preservation and/or enhancement of the area's significance.
 2. It is demonstrated that conservation area status would be more appropriate than other statutory designations.
 3. The area scores highly when assessed against these criteria, being rated Very Good or Excellent in at least one of them and preferably more:

A. Intrinsic architectural or historic interest

- 6.08 This comprises the following:
- **Importance of sites within an area:**
The architectural or historic interest of sites and monuments within the area, including those designated as listed buildings or scheduled ancient monuments.
 - **Features:**
Surviving historic features, such as machinery, infrastructure or building features which relate to the special interest of the area.
 - **Arrangement:**
The layout or arrangement of an area e.g. formally planned settlements, street patterns, designed gardens and landscapes.
 - **Innovation:**
Evidence of social and technological change, such as pioneering new technology or ideas.
 - **Setting:**
Strong links with the landscape as evidence of special interest.
 - **Regional variations:**
Evidence of a rare or distinctive way of life, especially if distinctive to Orkney or specific isles.

B. Age and Rarity

- 6.09 This comprises the following:
- Areas which have survived largely intact from before the Agricultural Improvement (late eighteenth to mid-nineteenth century) will generally be considered special, as survivals from this period are rare. This might include surviving run-rig field systems, early industrial sites or prehistoric landscapes.
 - Areas where the surviving built environment dates from between the Agricultural Improvement and the end of the Second World War will generally only be considered special (from the point of view of age and rarity) if they are amongst the best surviving examples. This is because these areas are much more

common than pre-Improvement areas. These may include significant military facilities, good examples of Improvement-era farming estates or villages which were created for the herring fishery.

- Areas where the built environment mostly dates from after 1945 can only be considered special if they are exceptionally rare. Post-war housing developments, for example, are a common feature in Orcadian settlements, and could not generally be considered 'special'.

C. Close historical association

6.10 This comprises the following:

- The association must be well-authenticated, and not just based on legend or conjecture.
- The associated people or events must be at least locally significant (to Orkney as a whole rather than just the island or parish concerned).
- The area should exhibit physical evidence of the people or events concerned. This evidence must be well-preserved in a form and condition which directly illustrates its associations.
- The association must be substantial: lodgers, tenants and visitors are generally not sufficient association in themselves.

D. Cultural landscape value

6.11 This is defined as:

- Areas (inhabited or uninhabited) which display clear physical evidence for the changing relationship between people and the landscape they inhabit over a range of time periods.

6.12 This will be subject to the following criteria:

- Landscapes which, in addition to meeting the above definition, show evidence of the same landscape feature(s) being used over a range of time periods will be seen as having a higher cultural landscape value.
- Landscapes which only show evidence of inhabitation from one time period will not generally be considered as having cultural landscape value.
- In exceptional cases, the cultural or religious associations of a landscape may also be considered when assessing its cultural landscape value

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|---|---|
| Ratings against the designation criteria. | |
| Excellent. | Outstanding, exceptional at a national level. |
| Very good. | Equal or greater than other examples within Orkney. |
| Good. | Equal or greater than other examples within local island/parish, but better examples exist in Orkney. |
| Moderate. | Has some significance, but better examples exist within local island/parish |
| Poor. | Not great enough to have significance. |
| None. | None shown. |
| Not applicable (n/a). | Site type not applicable. |

Glossary

- G.01 A small number of specialist terms are often used when discussing heritage assets. These are defined in the online glossary on the Council’s website, and some definitions are reproduced below for convenience:
- G.02 **Development:** building, engineering or other operations that take place in, on, over or under the land, or any material change of use of any building or land.
- G.03 **Significance:** the archaeological, architectural, artistic, commemorative or historic value of a site. Sites with significance of these kinds are known as heritage assets. The concept of significance is used to describe how much importance a heritage asset has, and also in which way it is important.
- G.04 **Heritage Asset:** building, monument, site, place, area or landscape that has significance.
- G.05 **Setting:** the way in which the surroundings of a heritage asset contribute to how it is experienced, understood and appreciated (see Chapter 2).
- G.06 **Adverse effect or impact:** the terms used to describe an effect which is harmful to the heritage asset or its setting or otherwise impedes the conservation of the site and its significance.
- G.07 **Mitigation:** the term used to describe actions taken to reduce the adverse effects of development on the significance of heritage assets.
- G.08 **Sympathetic:** consistent with the character of a heritage asset, whether using similar materials and techniques or not.
- G.09 **Curtilage:** the area around a heritage asset which forms a coherent part of the site. For buildings this typically includes outbuildings, boundary walls and garden features. For listed buildings the curtilage has legal protection and is specifically defined.
- G.10 **Substantial:** of considerable importance or size; within this document this is used with the same meaning as ‘significant’ in other planning documents (to avoid confusion with ‘significance’ above).
- G.11 **Integrity:** the wholeness and intactness of the heritage asset and its significance.
- G.12 **Authenticity:** the quality of being genuine or original.

