

ORKNEY
ISLANDS COUNCIL

Urban Conservation Areas Management Plan

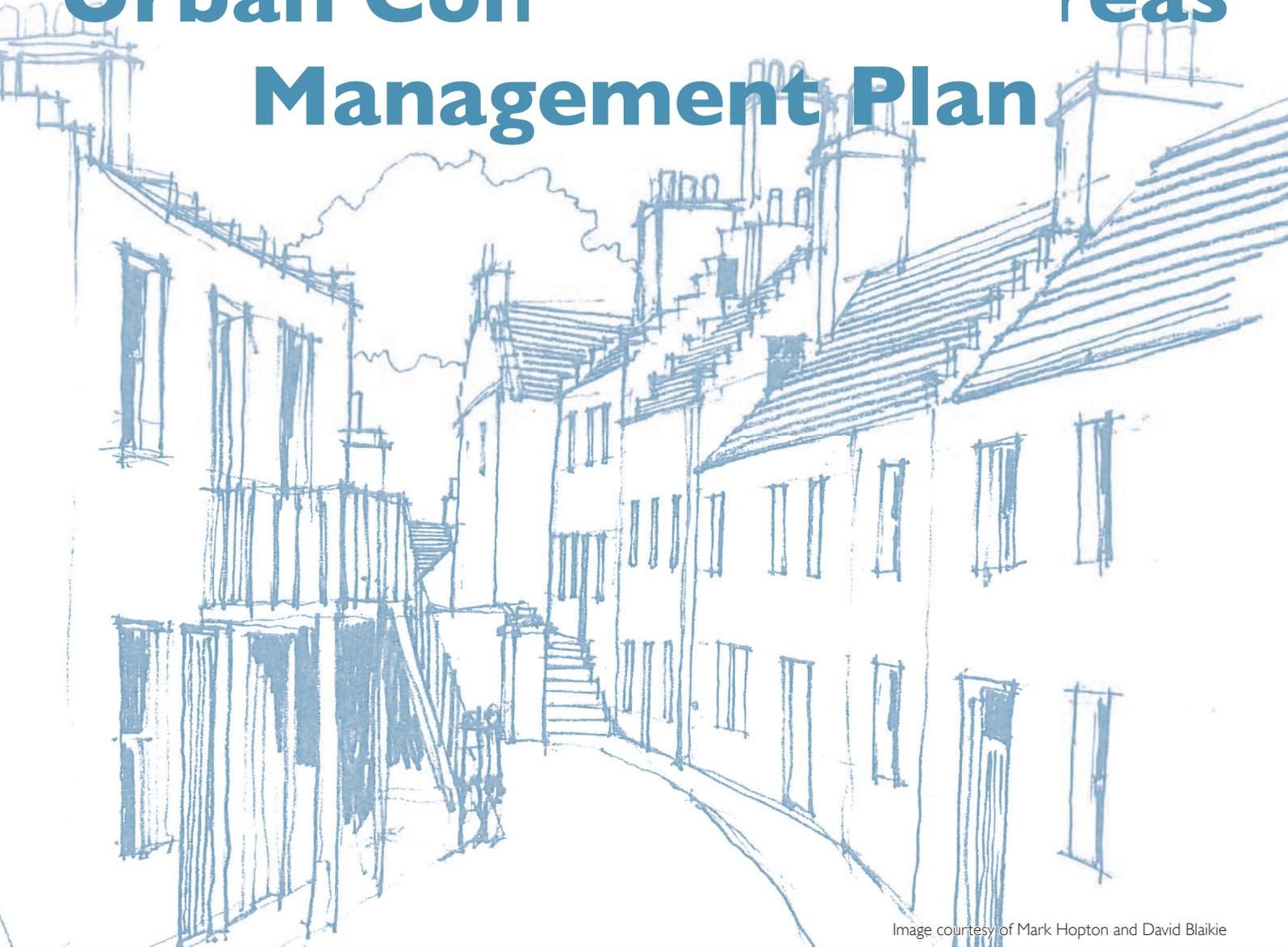


Image courtesy of Mark Hopton and David Blaikie



Planning Policy Advice
June 2017
(Original Approval November 2013)

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 Supplementary Guidance, 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 01865873535.

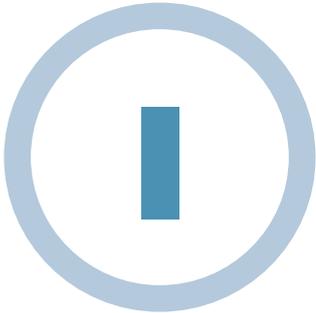
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St Magnus Cathedral

Introduction



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. measures will be taken to mitigate any loss of this significance; and
- 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 Sites 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 sites in any location where there is the potential to 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/return to active use. Applications for development must have regard 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 longterm 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; or
- ii. it is incapable of repair; or
- 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; or
- 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; or
- 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; and
- 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 sites; 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 their 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 & 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, which has the potential to impact on the areas known or suspected to contain archaeological deposits is permitted, 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.

1.1 GENERAL BACKGROUND

This Management Plan explains how to apply Policy 8 of the Orkney Local Development Plan to urban Conservation Areas.

This Management Plan has been created in order to guide the determination of planning applications within urban Conservation Areas. To date, four such areas have been designated in Orkney: Kirkwall, Stromness, St. Margaret's Hope and Balfour Village.

Conservation Area Appraisals will be produced periodically to supplement this Management Plan for specific areas. Until an Appraisal has been produced for a Conservation Area the policies within this Management Plan will be informed by an on-site assessment of the character of that Conservation Area.

This Management Plan is intended to act as guidance, alongside other publications, to the Orkney Local Development Plan.

It consists of an introduction and explanation of the legal status of Conservation Areas, followed by detailed guidance on the Core Principles of the Management of the Conservation Area. Conservation Area Appraisals are separate documents, which give specific background and supplementary information for each area, based on research and analysis of the built fabric and documentary sources. They are not policy documents; rather they provide information which allows the policies within this Management Plan to be interpreted in each Conservation Area.

Being within the Conservation Area does not affect the status of listed buildings. Listed Building Consent will still be required for works which affect the historic character of listed buildings. It is strongly recommended to contact the Council's Development Management department prior to planning or carrying out work on such buildings to clarify whether Listed Building Consent is required.

Bats have been recorded in Orkney's urban Conservation Areas, notably in Stromness. Historic buildings and open spaces with trees can be particularly attractive to roosting bats and changes to these can result in adverse impacts on bats. All bats are protected species and the law protects them and their roosts. Policy 9: Natural Heritage and Landscape of the Orkney Local Development Plan, aims to safeguard the habitats and species protected under British and European law. Relevant information on protected species will be included in Conservation Area Appraisals where appropriate.

1.2 LEGAL CONTEXT

Under Section 61 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 Orkney Islands Council has a duty to determine which parts of Orkney are of such special architectural or historic interest that it is desirable to preserve or enhance their character or appearance. These would be considered for designation as Conservation Areas.

Within a Conservation Area planning permission is required for a greater range of works, including minor alterations and works to boundary walls. Those considering works of any kind within a Conservation Area are strongly advised to contact Development Management at the Council at the earliest opportunity to clarify whether planning permission or listed building consent are required, and to ensure that any consents which are necessary are granted as quickly as possible.

The Core Principles and their Interpretation



This Management Plan is based on five Core Principles, listed below. Terms such as 'elevations which contribute to the public realm', 'special character' and 'on the same street' are explained in Appendix 1 (Key definitions).

NB At certain points in the text 'sliding scales' are used to illustrate policies. In each case proposals for amendments must demonstrate an improvement i.e. the proposed new feature must be more appropriate to the special character of the Conservation Area than the existing feature. These 'sliding scales' will always be arranged such that the least desirable features are on the left, and the most desirable features are on the right. This is illustrated by an arrow showing the direction of change from left to right.

2.1 CORE PRINCIPLE 1: Buildings and structures within the Conservation Area should be retained and preserved where they provide a sustainable contribution to the special character of the area.

Conservation Area Consent to demolish buildings will normally be required within a Conservation Area; this will normally only be granted in the following cases:



Graham Place, Stromness

- o those buildings and structures specifically identified as a potential redevelopment site in the relevant Conservation Area Appraisal; or
- o where it can be demonstrated that they are in such poor structural condition that they are beyond reasonable repair without wholesale demolition, and that the proposal for demolition is accompanied by proposals for new development whose benefits would outweigh those of retaining the building.

Any other criteria for demolition must be met prior to Conservation Area Consent being granted.

2.2 CORE PRINCIPLE 2: Any enlargements, alterations or additions within a Conservation Area, including alterations to architectural features, must preserve or enhance the special character of the Conservation Area, and should be appropriate to the host building or structure.

The following general guidance will apply, to be informed by the relevant Conservation Area Appraisal: Any historic features must be retained and repaired using materials and techniques appropriate to their design and construction, unless it is demonstrated that doing so would cause ongoing damage to the fabric of the building. If the age of a particular feature is uncertain, it will be assumed that it is historic unless it can be demonstrated otherwise.

ALTERATIONS:

If a building was originally designed to be symmetrical, any alterations to that building must be made in keeping with this symmetry.

Any alterations to historic roofs, walls, windows, doors and thresholds, rainwater goods, shopfronts and advertisements, boundary treatments or piers and slipways must be appropriate to the building or structure and to the special character of the Conservation Area:

Roofs:

- o Design:
Any alterations to the roof should be sympathetic to the historic design, and must not alter the pitch of the roof.
- o Material :
The size, grade, profile and pattern of any roofing material must be appropriate to the



A symmetrical townhouse on East Road, Kirkwall

character of the building and the special character of the area.

Any change of roofing material must preserve or enhance the character of the building, using the following scale:

<p>Synthetic materials eg. Concrete, artificial slates</p>	<p>Slate from outside the UK Must be in an appropriate colour and grade to the building and area</p>	<p>Welsh slate In an appropriate colour (usually heather) and grade to area</p>	<p>Sandstone tiles (only when these formed part of the original design) Must be either reclaimed or new examples from Orkney or Caithness, or else suitable alternatives that have been stone-matched by the British Geological Survey with Orkney or Caithness sandstone. Sandstone tiles from Orkney will be preferred to those from other sources, unless it can be demonstrated that tiles from Orkney have never been used historically on the roof in question.</p>
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Traditional sandstone tiles in Balfour Village



Elaborate Scots Baronial Roofing on the Town Hall, Kirkwall

Rooflights:

Rooflights will be supported where they are to be installed in existing openings or where evidence exists to demonstrate that they have previously existed in that location. The installation of new rooflights where none have previously existed may only occur on an elevation which contributes to the public realm if it is demonstrated that no alternative elevations would be suitable, and where there will be no significant adverse impact on the character and appearance of the Conservation Area.

The design of new rooflights should be based on traditional Scottish Carron Lights i.e. they should have two vertical panes separated by an integral astragal, should be dark in colour, and should have a slender frame. They must not extend through the eaves of the building, and must be separate from any openings in the walls. They must have a top-hinged opening mechanism.



A traditional rooflight, known as a Carron Light



A modern rooflight in a traditional design

Vents:

Roof vents on elevations of a building which contribute to the public realm must not be visible. Roof vents sited elsewhere should have a minimal visual impact: colours should match those of the surrounding roof material, and the vents should protrude as little as possible above the surface of the roof. Where this is

not possible traditional cast iron vents painted black will be preferred when sited in prominent locations.

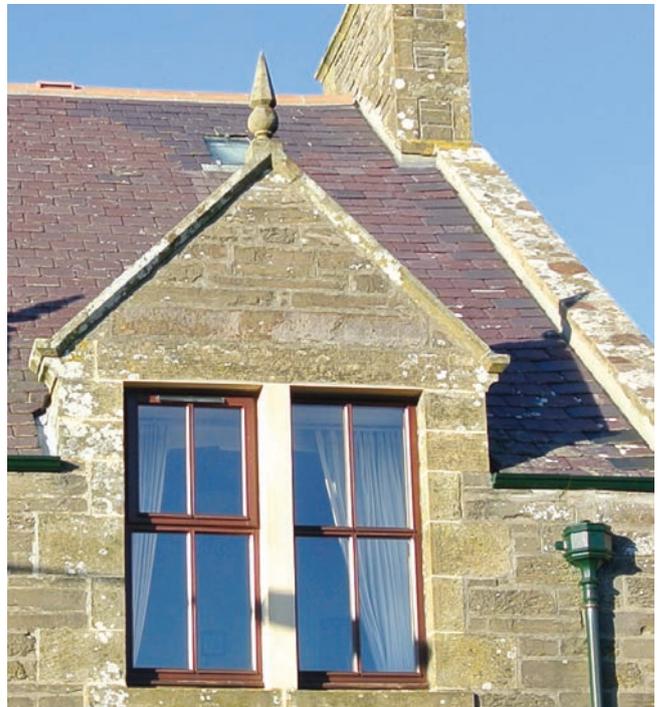
Dormer windows:

Dormer windows should not be added to an elevation which contributes to the public realm which currently has none.

The design and style of dormer windows must be appropriate to the character of the building and the area in which they are located.

The various components of a dormer window must follow the appropriate guidance for that type of feature e.g. for roofing materials, window designs etc.

For further information refer to the relevant Conservation Area Appraisal.



An elaborate nineteenth-century dormer with carved gable finial

Gable treatments:

Any historic gable treatments, such as crow-steps or skews, must be retained and preserved. The replacement of cast concrete or cement skews with stone skews in a manner appropriate to the character of the building will be supported.



Scottish-style crowsteps

Chimneys:

Any historic chimneys must be retained and preserved, even when no longer in use. The design of historic chimneys varies across Orkney; for further information refer to the relevant Conservation Area Appraisal.



Historic chimneys

Walls:

Historic wall materials should be retained and preserved in a manner appropriate to their type and design. It is recommended that lime or traditional cements be used for rendering stonework rather than modern cement, as the latter is destructive to the fabric of the stone over time.

New openings in historic walls will only be permitted where it is demonstrated that they will preserve or enhance the character of the building, including any symmetry in the design, and the character of the Conservation Area. Appropriate locations for new windows will vary depending on the nature of the building, but as a general rule gable ends are the preferred locations for new openings.

For further information refer to the relevant Conservation Area Appraisal or consult the Council's Historic Environment Officer.

Windows:

Frame material:

It is always preferable that historic window frames be retained and repaired where their condition allows. Any change of window frame material must preserve or enhance the historic character of the building and will be assessed against the following scale:



A sash-and-case window

Synthetic materials	Modern Softwood	Hardwood and traditional Softwoods (e.g. pitched pine or Douglas Fir)
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Frame design and opening mechanism:

The proportions and design, including opening mechanism, of the window frame chosen must preserve or enhance the historic character of the building. The choice of window frame design should be informed by the relevant Conservation Area Appraisal, but there will be a general presumption that only sash-and-case or fixed-pane windows should be considered, with casement windows also suitable in some situations. Replacement of non-historic casement windows with sash-and-case or fixed-pane windows in a manner appropriate to the character of the building will generally be encouraged. Windows usually feature

at least four panels, depending upon the age of the building, and astragals must be of an appropriate profile and integral to the structure of the window.

Decorative glazing panels, including stained glass, must be replaced like-for-like.

Any historic stone or timber mullions must be retained. Horns on sash-and-case windows are not traditional to Orkney, and must not be used, except when replacing existing windows which feature them.

For further information on these points refer to the relevant Conservation Area Appraisal or consult the Council's Historic Environment Officer.

Colour:

Historic windows are generally painted off-white, although a variety of other colours has been used across Orkney historically. Where appropriate, the colour of the window frames on prominent elevations should be co-ordinated with the colours of other architectural features on the building, such as railings, dormer gables and doors. Windows must have a painted finish.



An example of a co-ordinated colour scheme

For further guidance see the relevant Conservation Area Appraisal or contact the Council's Historic Environment Officer.

Glazing:

For unlisted buildings in a Conservation Area, upgrading the thermal efficiency of historic window frames through the addition of secondary glazing will be encouraged, but will not preclude the replacement of historic windows with modern double- or triple-glazing units.

There are no restrictions on double- or triple-glazing within modern window frames providing the

proportions and design of the window are appropriate to the character of the building.

Glazing must not be coloured and must be transparent, unless replacing an existing historic coloured or translucent pane. The external surfaces of glazing in listed buildings should be kept free of adhesive text, images or advertisements.

Historic doors and thresholds:

The retention and sympathetic repair of historic doors will be encouraged, and any replacement doors should be appropriate to the character of the building and the special character of the Conservation Area.

Doors were traditionally made from timber in a variety of designs, some of which incorporated glazing.

The design and materials of thresholds, such as porches, recesses and surrounds, must be appropriate to the character of the building and the special character of the Conservation Area.

For information on these points refer to the relevant Conservation Area Appraisal.

For information on these points refer to the relevant Conservation Area Appraisal.



The archway at Tankerness House, Kirkwall

Historic rainwater goods:

Historic rainwater goods, such as rhones (gutters) and downpipes, must be retained and repaired using appropriate materials and techniques.

Replacement rainwater goods must be appropriate to the character of the building and the special character of the area. Cast-iron or cast-aluminium replacements are generally appropriate when painted in a colour appropriate to the building.

For further information refer to the relevant Conservation Area Appraisal.



Decorative rainwater goods

Designed Shopfronts and Advertisements:

Historic designed shopfronts must be retained and repaired using appropriate materials and techniques. Where original designed shopfronts are hidden behind modern replacements, or where evidence exists as to the historic pattern, there will be a presumption in favour of uncovering, restoring and re-using the original design.

Signs and advertisements should be simple, containing only basic information such as the business name, street

number and business type. There will be a general presumption that only one sign on each elevation will be necessary, and that this will be mounted at a level above the entrance and display windows on the shopfront.

Text must be made in one of the following ways:

- hand-painted lettering onto timber fascias; or
- raised metal or painted timber lettering, either affixed to a timber, masonry or matt metal fascia or mounted directly onto the building.

Non-textual elements of signs, such as logos, must be either:

- hand painted, either directly onto a fascia or onto a raised metal or timber panel affixed to a fascia or directly to the building; or
- 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 must not be used.

All fascias must either:

- have a raised border; or
- be affixed to the building with raised locators.

Colours of shopfronts and signs should be appropriate to the character of the area. All fascias must be of a single colour and all individual letters also of a single colour. For further information refer to the relevant Conservation Area Appraisal or consult the Council's Historic Environment Officer.

Internally and externally illuminated signs will not be permitted. The only exceptions to this are the illuminated green cross affixed to a pharmacy, and road traffic signs on the grounds of public safety.



A traditional shopfront on Albert Street

Boundary treatments:

Historic boundary treatments, such as walls and railings, must be retained and repaired using appropriate materials and techniques. It is recommended that lime mortar or traditional cements be used for repointing stone walls. Original cast-iron railings must be preserved, and retained in their original positions.

Any new openings in historic boundary walls should be avoided and such proposals will not be supported unless all of the following can be demonstrated:

- o the new access will serve a proposed development, and is essential to that development receiving planning permission;
- o no existing access would be suitable for these purposes;
- o no architectural features which contribute to the historic character of the boundary, such as carved house names and cast-iron railings, would be affected; and
- o the surrounds of the new access (e.g. gateposts) are designed and built in such a manner that they preserve or enhance the character of the boundary, and can be clearly identified as a modern intervention.

For further information refer to the relevant Conservation Area Appraisal or consult the Council's Historic Environment Officer.



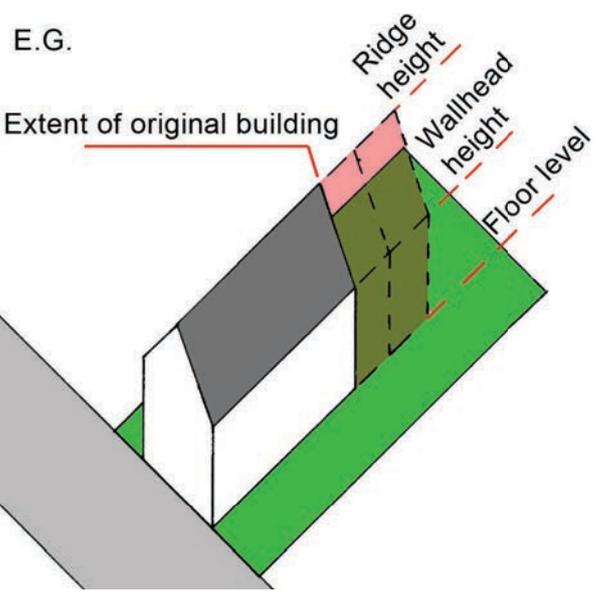
Image courtesy of Ian MacInnes

ENLARGEMENTS/EXTENSIONS:

Any work which extends or enlarges a property within a Conservation Area must respect the scale, plot density, and arrangement of the host building.

Scale:

The maximum wall-head height of an enlargement or extension should not rise higher than the wall-head height of the elevation of the host building on which they are situated. In addition, the maximum roof ridge height of an enlargement or extension should not rise higher than the roof ridge height of that same elevation.



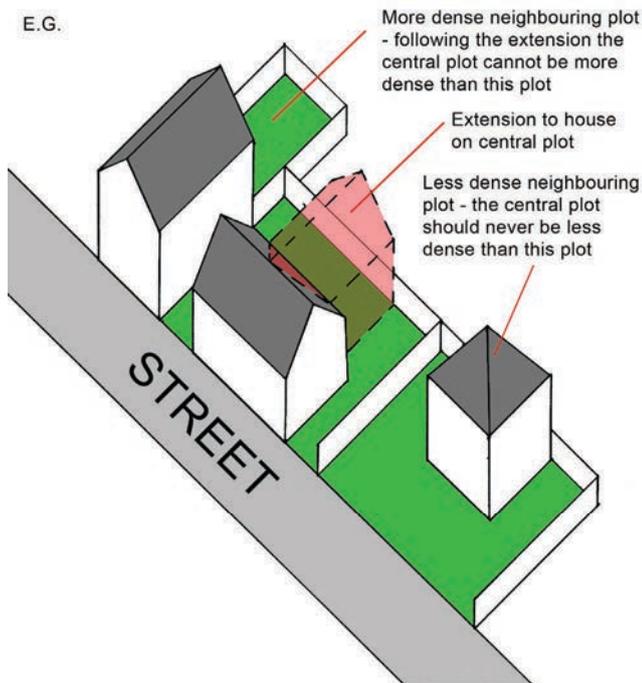
Historic railings and boundary wall in Kirkwall

Historic Piers and Slipways:

Historic piers and slipways must be retained and preserved, and should be maintained and repaired in a manner appropriate to their design and construction. For further information refer to the relevant Conservation Area Appraisal.

Plot density:

The resulting plot density following any enlargement or extension must not exceed that of the most dense adjacent plot on the same street¹.



Arrangement:

Enlargements or extensions to elevations which contribute to the special character of the wider Conservation Area and are visible from the public realm will generally not be supported. Where enlargements are visible from public rights of way, proposals must demonstrate that they will preserve or enhance the character of the building and the special character of the Conservation Area.

ADDITIONS:

Additions to a property in a Conservation Area, such as satellite dishes, burglar alarms, air conditioning units, CCTV cameras or air source heat pumps, must not be placed on elevations which contribute to the special character of the wider Conservation Area and are visible from the public realm, except where it can be demonstrated that they will preserve or enhance the character of the building and the special character of the Conservation Area.

CORE PRINCIPLE 3:

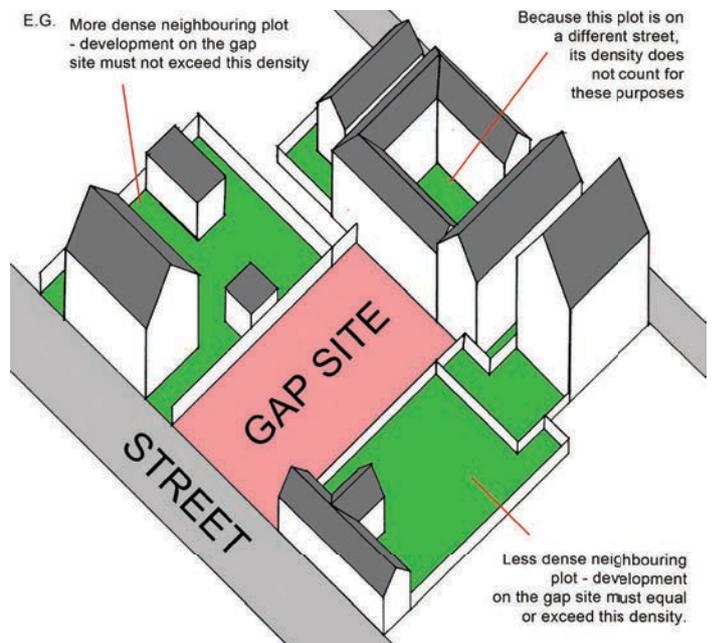
New development in or near the Conservation Area must preserve or enhance the special character of the area, and must not adversely affect the setting of neighbouring buildings.

This can be demonstrated through the production of a design statement which explains how this will be achieved. This will be required for planning applications for new development within a Conservation Area. Further guidance on this is given in Appendix 3.

The following general guidance will apply, to be informed by the relevant Conservation Area Appraisal: The plot density, layout, scale, form, and materials of any new development within or near the Conservation Area must preserve or enhance its special character.

Plot density:

The plot density of any new development must be greater than or equal to that of the least dense of the adjacent properties on the same street, and must not exceed the density of the most dense of the adjacent properties on the same street.



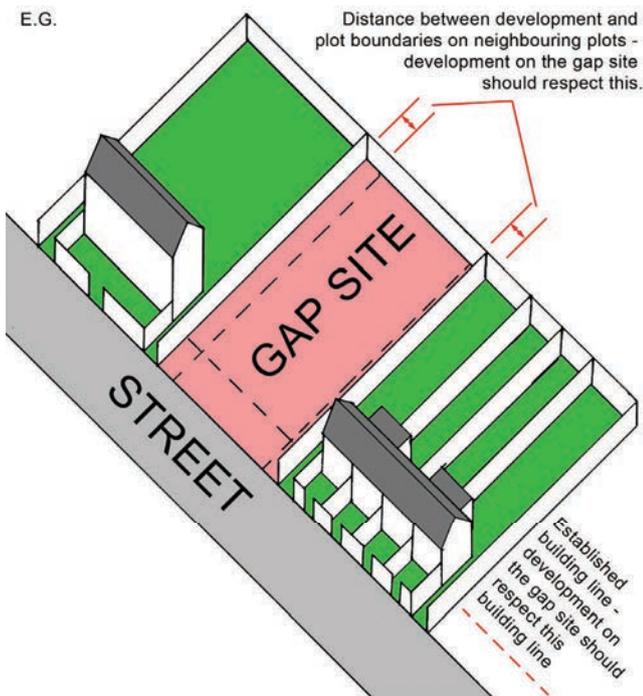
¹ As defined in Appendix 1 (Key definition)

Layout:

The general layout of new development should be in keeping with its surroundings (e.g. parallel to the street, perpendicular to the street, standing detached in a large plot etc.).

Any specific aspects of the layout of the adjacent buildings which contribute to the character of the area, including building lines, and standard distances from the street and from the edges of the plot, must be respected in new development.

For further information refer to the relevant Conservation Area Appraisal.



Form:

The form of any new development must be in keeping with the character of the area. Generally this will mean that buildings are rectangular in plan, longer than they are broad, with a pitched roof. For further information refer to the relevant Conservation Area Appraisal.

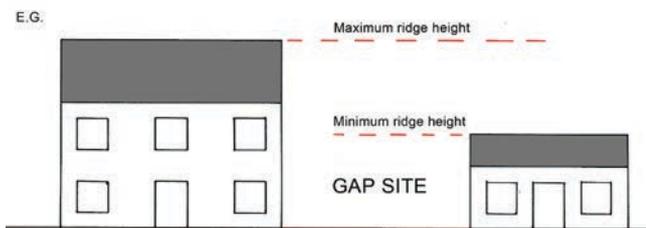
Materials:

New developments should use traditional materials in a modern manner for all the main components of the building, including walls, roofs, doors, windows and boundary treatments. Traditional materials are those which have been in widespread use historically in Orkney, including timber, sandstone, slate, glazing for windows, lead, and corrugated metal sheeting. Modern synthetic materials and curtain glazing would not be appropriate.

For further information consult the Council's Historic Environment Officer.

Scale:

The maximum wall-head height and roof ridge height of new development must equal those of any adjoining buildings. Where there are no adjoining buildings, the roof ridge height should be in-between the highest and lowest roof ridge heights of the adjoining buildings on the same street, and the wall-head height should be based on the adjoining buildings on the same street.



CORE PRINCIPLE 4:

Any alteration of open spaces must preserve or enhance the character of the area.

There will be a presumption against built development within public open space, such as parks or roadside verges, unless it can be demonstrated that the development is essential to delivering significant benefits to economic growth or the wider community.

Private open space, including private gardens, shall be protected against any development that would have an adverse impact on the character or appearance of its surroundings, or the Conservation Area generally. Normally, there will be a presumption against built development within any private open space where that development would be visible from the public realm, unless it can be demonstrated that the footprint of the proposal has been developed previously.

In the interests of amenity, trees and woodlands within the Conservation Area shall not be felled, and shall be protected against topping, lopping, uprooting, wilful damage or wilful destruction. Formal notification to the planning authority is required for any proposed

tree works within the conservation area. Works will normally be allowed where they would protect the health, condition and amenity value of the tree, or where the works are necessary in the interests of safety, or necessary for the prevention or abatement of nuisance.

For further guidance, refer to the relevant Conservation Area Appraisal or the Open Space Strategy.



Shared open area off St. Catherine's Place, Kirkwall

CORE PRINCIPLE 5:

Any development or works within the Conservation Area must not have an adverse impact on the archaeological or historical significance of the area.

Conservation Areas typically have material deposits dating from a range of periods, both above and below ground, and also along the coastline. Any proposed development or works must demonstrate that any known archaeological deposits or areas of known

archaeological sensitivity have been identified prior to the commencement of the works, and appropriate strategies have been put in place to avoid any adverse impacts. The demolition of any building or structure, or any part of a building or structure, will normally only be permitted following a survey of the historic fabric, which will be added to Orkney's Sites and Monuments Record. For further information refer to the relevant Conservation Area Appraisal, or Supplementary Guidance.



Standing ruins at Parliament Close, Kirkwall



Victoria Street, Kirkwall