

Cardiff Replacement LDP Examination

Heritage

Action Point HS11.1

Policy HE1 to be amended;

'1. Development that has an impact on a ~~heritage asset~~ designated heritage assets or locally listed buildings will be ~~expected~~ required to preserve or enhance its significance and/or setting and make a positive contribution to its character or appearance.'

'2. Applications which affect the significance of any designated heritage asset will be required to provide sufficient information to demonstrate how proposals would contribute to the asset's conservation. This will be set out in a Heritage Impact Statement, following best-practice guidance within Cadw's Heritage Impact

Assessment in Wales.'

'3. Substantial weight will be given to the conservation of the city's designated heritage assets and locally listed buildings. Any harm to the significance of a designated or ~~non-designated heritage asset~~ locally listed building must be justified. Proposals will be weighed against the public benefits of the proposal: whether it has been demonstrated that all reasonable efforts have been made to sustain the existing use, find new uses, or mitigate the extent of the harm to the significance of the asset, and whether the works proposed are the minimum required to secure the long-term beneficial use of the asset.'

'5. Development within or adjacent to a conservation area will only be permitted if it would preserve or enhance the character ~~and~~ or appearance of the conservation area or its setting. All development.....' Council to provide details of SEWSPG work on transit sites.

Action Point HS11.2

Change Policy EN9 to Policy HE1 in paragraph 7.257

Council Response

In response to the Action Points the Council propose the following amendments to Policy HE1 and paragraph 2.57 (additional text shown underlined):

HE1: THE HISTORIC ENVIRONMENT

Safeguarding Cardiff's Heritage Assets

1. Development that has an impact on ~~a~~ designated heritage assets or locally listed buildings will be ~~expected~~ required to preserve or enhance its significance and/or setting, and make a positive contribution to its character or appearance.

2. Applications which affect the significance of any designated heritage asset will be required to provide sufficient information to demonstrate how proposals would contribute to the asset's conservation. This will be set out in a Heritage Impact Statement, following best-practice guidance within Cadw's *Heritage Impact Assessment in Wales*.
3. Substantial weight will be given to the conservation of the city's designated heritage assets and locally listed buildings. Any harm to the significance of a designated or ~~non-designated heritage asset~~ locally listed building must be justified. Proposals will be weighed against the public benefits of the proposal: whether it has been demonstrated that all reasonable efforts have been made to sustain the existing use, find new uses, or mitigate the extent of the harm to the significance of the asset, and whether the works proposed are the minimum required to secure the long-term beneficial use of the asset.
4. If harm can be fully justified, the Council will, where relevant, require appropriate archaeological excavation and/or historic building recording, to include analysis and publication of the results.
5. In addition, the following will apply to specific asset types as listed below:

- i. **Archaeology and Scheduled Monuments**

The Historic Environment Record (HER) will be used to inform the consideration of future development, including potential conservation and enhancement measures. Scheduled monuments and other non-designated archaeological sites of equivalent significance should be preserved in situ.

Within Archaeologically Sensitive Areas, undertaking a desk-based assessment or field evaluation may be required prior to submitting a planning application.

- ii. **Listed Buildings**

Development will sustain or enhance the significance of listed buildings. Appropriate repair and reuse of listed buildings will be encouraged. Alterations, extensions, changes of use, or development in their vicinity will be expected to have no adverse impact on those elements which contribute to their special architectural or historic interest, including their settings.

- iii. **Conservation Areas**

Development within or adjacent to a conservation area will only be permitted if it would preserve or enhance the character ~~and~~ or appearance of the conservation area, or its setting. All development in

such locations must also be of a high standard of design, must respond to the area's special characteristics, and must pay particular regard to:

- a. The retention or exact replacement of important features as outlined within Conservation Area Appraisals, particularly timber windows and doors, roof form and detailing, and landscaped front gardens.
- b. Important views, vistas, street scenes, roofscapes, trees, open spaces, gaps, and other features that contribute to the character or appearance of the conservation area.
- c. The retention of historically significant boundaries or other elements that contribute to the established form of development.
- d. The relationship to existing buildings and spaces, and pattern of development.
- e. Scale, height and massing, architectural design and detailing, the use of materials, boundary treatment, and public realm materials.
- f. The retention and reinstatement of traditional shop fronts and signage.

iv. **Registered Historic Landscapes, Parks and Gardens**

Development will be expected to respect the design, character, appearance and settings of Registered Historic Landscapes, Parks and Gardens, and to safeguard those features which contribute to their integrity and coherence.

v. **Locally Listed Buildings**

Development affecting a locally listed building, or its setting, will only be permitted where it can be demonstrated that it preserves or enhances its architectural quality, historic and cultural significance, character, and integrity.

Article 4 Directions will be issued to remove permitted development rights relating to demolition. There will be a general presumption in favour of retaining locally listed buildings, and applications proposing their demolition will be assessed against the same broad criteria as proposals to demolish listed buildings (see *Planning Policy Wales Technical Advice Note 24: The Historic Environment*).

vi. **Non-designated Heritage Assets**

Proposals affecting heritage assets that lack a specific designation, such as unscheduled archaeology, unlisted structures and local parks and gardens, will be expected to preserve their contribution to local character.

7.240 This Policy aims to set out the criteria against which proposals affecting Cardiff's heritage assets will be assessed. The Heritage assets identified in this Policy are defined on the Constraints Map with the exception of Cadw Listed Buildings and Locally Listed Buildings of Merit which can be viewed via www.cardiff.gov.uk/conservation.

Scheduled Monuments

7.241 Works that would directly affect a scheduled monument require the prior consent of the Welsh Ministers (Cadw). This is in addition to any planning permission required for development. PPW Chapter 6 and Technical Advice Note (TAN) 24: The Historic Environment set out clear statements of national development management policy for archaeological remains and should be referred to accordingly.

Listed Buildings

7.242 Once a building is listed, any work that would affect the special architectural or historic interest of the building will require Listed Building Consent (LBC). This applies to the interiors or exteriors of the building, or to structures within its curtilage. This can also include work that would not require planning permission under the provisions of the Planning Acts.

7.243 Listed building control is subject to the provisions of the Historic Environment (Wales) Act 2023 and the advice set out in TAN24. There is no statutory requirement to have regard to the provisions of the development plan when considering an application for listed building consent. It is strongly recommended that owners or developers seek early advice from the Council prior to undertaking any works - or making any application - for listed building consent. All LBC works will require explanation and justification as to why they are desirable or necessary, in the form of a Heritage Impact Statement. Where works involve significant changes or alterations, proposals should be designed and specified in response to assessments prepared by a suitably experienced heritage advisor, as the impact upon the significance of the asset must be fully understood and explained.

7.244 Policy HE1 is particularly relevant in the case of development that affects the setting of a listed building or in the consideration of an associated planning application for a change of use.

7.245 Listed building consent is not required if development is proposed beyond the curtilage of the listed building and only affects its setting. However, considerable damage can be done to the architectural or historic interest of the listed building if such a development is insensitive in design, scale or positioning. The setting of a listed building is often an essential feature of its character; defining the way in which it is experienced within its context. Although views to and from a historic asset are often the most obvious factors, impacts can include less tangible elements such as function, sensory perceptions or historical, artistic, literary and scenic associations. Their setting may be limited to the immediate surroundings, but it can extend for a considerable

distance. A proposed development might affect the gardens or parkland of a major house, the rural characteristics of a farmstead or the street setting of an urban building that forms an important visual element of that street. Policy HE1 requires that development proposals take full account of the setting of any listed building in the vicinity and that developers demonstrate that the setting will not be harmed.

7.246 Where planning applications are made for changes of use of a listed building, the Council will expect applicants to demonstrate how their proposals have been arrived at within the context of the PPW aim to identify an optimum viable use that is compatible with the character and setting of the listed building.

Conservation Areas

7.247 A series of Conservation Area Appraisals (CAA – found at www.cardiff.gov.uk/conservation) are in place to provide a sound basis for managing development proposals, and for progressing initiatives to preserve and enhance each conservation area, in line with advice in PPW and TAN24. Adopted following extensive local consultation, the CAAs describe the special character and historic interest of each area, and provide information about the controls in place.

7.248 The findings of the CAAs need to be fully taken into account when developing proposals and considering impacts. Where a Design and Access Statement is required, this should clearly explain how the development preserves or enhances the conservation area. It is recommended that discretionary pre-application advice requests are made relating to demolition or development within a conservation area.

7.249 Specific controls relating to dwellinghouses exist within all conservation areas in Wales, with additional, area-specific Article 4 directions further restricting many minor alterations that would normally represent permitted development. These are detailed at www.cardiff.gov.uk/conservation. Such controls restrict works to many features of interest, including chimneys, roofs, hardstandings, boundary walls and can include painting.

7.250 Windows and doors often make a significant contribution to the character of a conservation area. Original windows (or close copies of) should be retained and repaired where possible. To meet the statutory requirement to preserve or enhance, new windows should accurately reflect the materials, style, proportions and opening methods of those originally fitted to the property. The proposed replacement of original / traditional timber sliding sash or early casement windows with uPVC or aluminium versions will not generally be supported. Original timber doors and frames should be retained. Replacement with GRP, UPVC or composite doors will not generally be supported. Etched, textured, 'rolled patterned' or stained-glass door panels and porch details should be retained.

Archaeologically Sensitive Areas

7.251 Four Archaeologically Sensitive Areas have been identified in Cardiff. The purpose of this non-statutory designation is to assist those who are planning development in areas where there is a known archaeological resource, or where it is likely that remains may be sensitive to development pressures. The Archaeology and Archaeologically Sensitive Areas SPG provides further guidance and information.

Registered Historic Landscapes, Parks and Gardens

7.252 Registered parks and gardens must be fully considered when development proposals are made that either affect them directly or affect their setting. Cadw are a statutory consultee for planning applications which affect registered historic parks and gardens, or their settings.

7.253 The Wentloog Levels (partially in Cardiff) are on Cadw's advisory Register of Historic Landscapes in Wales. This designation seeks to recognise the value of historic landscapes and to raise awareness of their importance. This non-statutory designation provides information to help ensure that the historic character of the landscape is sustained, and that where change is contemplated, it is well-informed.

Locally Listed Buildings of Architectural or Historic Interest and non-designated Heritage Assets

7.254 Many buildings, structures and archaeological remains which do not meet the very special criteria to merit scheduling or inclusion on the statutory national list are nevertheless of value to the identity of the city, for their contribution to local built character and/or social and historical associations.

7.255 Heritage and culture are important social aspects which contribute towards creating places where people want to live and work. Historic assets can create focal points and are useful in identifying those vernacular characteristics of an area that create distinctive places. Restoration and re-use are also basic principles of sustainable development. Standing buildings represent an investment of material, embodied energy, and embodied carbon, which should not be ignored. Their removal, disposal and subsequent site works require further outlay of energy and carbon, and create waste.

7.256 These assets may be noted within the Council's list of buildings of local merit, embodied in the unscheduled archaeological record maintained by the Glamorgan Gwent Archaeological Trust, or may not yet be registered or listed, but may still be worthy of retention for their contribution to local character or identity.

7.257 The Local List of Buildings of Architectural or Historic Interest will be reviewed during the plan period. Whilst inclusion on the local list does not currently afford any additional automatic protection to the buildings, it is the intention of Policy ~~EN9~~ HE1 to ensure that full consideration is given to the preservation of such buildings, as part of the protection and enhancement of the special identity of Cardiff. To enable change to be appropriately considered and managed within the development management process,

Article 4 directions will be made to remove normal permitted development rights relating to demolition or alterations, where considered appropriate.