

A303 Amesbury to Berwick Down

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6.3 Environmental Statement Appendices

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policy context

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October 2018



HIA Annex 1 –

Heritage and tourism planning and policy context

Heritage planning and policy context

International agreements

The Convention Concerning the Protection of the World Cultural and Natural Heritage (UNESCO 1972)

The Convention Concerning the Protection of the World Cultural and Natural Heritage (the World Heritage Convention) is the principal global instrument for the protection of cultural and natural heritage.

The World Heritage Convention was adopted by the United Nations Educational, Scientific and Cultural Organisation (UNESCO) General Conference at its 17th session in Paris on 16 November 1972. The Convention came into force in 1975. The UK ratified the Convention on 29 May 1984.

The World Heritage Convention aims to promote cooperation among nations to protect heritage around the world that is of such outstanding universal value that its conservation is important for current and future generations.

States that are parties to the Convention agree to identify, protect, conserve, and present World Heritage properties. States recognise that the identification and safeguarding of heritage located in their territory is primarily their responsibility. They agree to do all they can with their own resources to protect their World Heritage properties.

They agree, amongst other things, as far as possible to:

- 'Adopt a general policy that aims to give the cultural and natural heritage a function in the life of the community and to integrate the protection of that heritage into comprehensive planning programs';
- Undertake 'appropriate legal, scientific, technical, administrative and financial measures necessary for the identification, protection, conservation, presentation and rehabilitation of this heritage'; and
- Refrain from 'any deliberate measures which might damage, directly or indirectly, the cultural and natural heritage' of other Parties to the Convention, and to help other Parties in the identification and protection of their properties.

The World Heritage Convention is administered by a World Heritage Committee, which meets annually and consists of 21 members elected from those States that are parties to the Convention. Elections are held every two years and members are generally elected for four years.

The Committee's main tasks are to:

- Decide on the inscription of new properties on the World Heritage List;
- Discuss all matters relating to the implementation of the Convention;
- Consider requests for international assistance;
- Advise State Parties on how they can ensure States meet their obligations under the Convention to protect World Heritage Properties; and
- Administer the World Heritage Fund.

The Committee is supported by a small secretariat, the World Heritage Centre, which is a part of the United Nations Educational, Scientific and Cultural Organisation (UNESCO) based in Paris, France.

The Convention establishes a list of properties that have outstanding universal value, called the World Heritage List. These properties are part of the cultural and natural heritage of States that are Parties to the Convention.

As of July 2018, there were 1092 sites on the World Heritage List. The List includes 845 cultural properties, 209 natural properties and 38 properties that meet both cultural and natural criteria.

Only two sites have ever been removed from the World Heritage List. These were the Arabian Oryx Sanctuary (Oman) which was delisted in July 2007, and the Elbe Valley, Dresden which was delisted in 2009.

The World Heritage Committee prepares and publishes a List of World Heritage in Danger that includes World Heritage sites threatened by serious and specific dangers, such as:

- ‘Accelerated deterioration;
- Large- scale public or private projects or rapid urban or tourist development projects;
- Destruction caused by changes in the use or ownership of the land;
- Major alterations due to unknown causes;
- Abandonment for any reason whatsoever;
- The outbreak or the threat of an armed conflict;
- Calamities and cataclysms;
- Serious fires, earthquakes, landslides;
- Volcanic eruptions;
- Changes in water level, floods and tidal waves.’ (UNESCO 1972, Art 11.4).

The Convention seeks state parties' consent prior to any 'in danger' listing, however, in cases where a site is threatened and there is no effective government in place, the Committee may reach a decision on its own. Each time that the Committee makes a new entry on the List of World Heritage in Danger, it is required to publicise the entry immediately. In July 2018 there were 54 sites on the List of World Heritage in Danger. In the UK, sites on the List of World Heritage in Danger currently comprise the Liverpool – Maritime Mercantile City, placed on the List in 2012 due to the proposed construction of Liverpool Waters, a large-scale redevelopment of the historic docklands north of the city centre.

The Framework Convention on the Value of Cultural Heritage for Society (Faro Convention, Council of Europe 2005)

The Council of Europe Framework Convention on the Value of Cultural Heritage for Society (Faro Convention) presents heritage both as a resource for human development, the enhancement of cultural diversity and the promotion of intercultural dialogue, and as part of an economic development model based on the principles of sustainable resource use. The Framework Convention on the Value of Cultural Heritage for Society (Faro Convention) has not yet been signed or ratified by the UK.

The European Landscape Convention (Florence Convention, Council of Europe 2000)

The European Landscape Convention (Florence Convention) promotes the protection, management and planning of European landscapes and organises European co-operation on landscape issues. It covers all landscapes, both outstanding and ordinary, that determine the quality of people's living environment. The European Landscape Convention was signed by the UK on 21/02/2006, ratified on 21/11/2006, and came into force in the UK on 01/03/2007.

The European Convention on the Protection of the Archaeological Heritage (Revised) (Valletta Convention, Council of Europe 1992)

The European Convention on the Protection of the Archaeological Heritage makes the conservation and enhancement of the archaeological heritage one of the goals of urban and regional planning policies. It encourages co-operation among archaeologists and town and regional planners to ensure optimum conservation of archaeological heritage. The convention sets guidelines for the funding of excavation and research work and publication of research findings. It also deals with public access, in particular to archaeological sites, and educational actions to be undertaken to develop public awareness of the value of the archaeological heritage. The European Convention on the Protection of the Archaeological Heritage was

signed by the UK on 16/01/1992, ratified on 19/09/2000 and came into force in the UK on 20/03/2001.

Convention for the Protection of the Architectural Heritage of Europe (Granada Convention, Council of Europe 1985)

The Convention for the Protection of the Architectural Heritage of Europe reinforces and promotes policies for conserving and enhancing Europe's heritage. It affirms the need for European solidarity with regard to heritage conservation and fosters practical co-operation among the Parties. The convention establishes the principles of European co-ordination of conservation policies. The Convention for the Protection of the Architectural Heritage of Europe was signed by the UK on 03/10/1985, ratified on 13/11/1987 and came into force in the UK on 01/03/1988.

National planning context

The UK Government is signatory of the World Heritage Convention (UNESCO 1972). The UK Government protects World Heritage properties in England in two ways: firstly, individual buildings, monuments and landscapes are designated under the Planning (Listed Buildings and Conservation Areas) Act 1990 (HMSO 1990) and the 1979 Ancient Monuments and Archaeological Areas Act (HMSO 1979); and secondly through the UK Spatial Planning system under the provisions of the Town and Country Planning Acts (HMSO 1990; HMSO 1990; HMSO 1992). The individual sites and monuments within the World Heritage property are protected through the UK Government's designation of individual buildings, monuments, gardens and landscapes at a national level.

The Scheme is defined as a Nationally Significant Infrastructure Project (NSIP) under Section 14(1)(h) and Section 22 of the Planning Act 2008 (PA 2008) (as amended by The Highway and Railway (Nationally Significant Infrastructure Project) Order 2013) (HMSO 2008) as it is the construction of a highway wholly in England and the area for the development is greater than 12.5 hectares. In accordance with the legislation a Development Consent Order (DCO) is therefore required to be applied to allow the construction and operation of the Scheme.

The Localism Act 2011 (HMSO 2011), appointed the Planning Inspectorate (the Inspectorate) as the agency responsible for operating the DCO process for NSIPs. In its role, the Inspectorate will examine the application for the proposed A303 Amesbury to Berwick Down DCO and then will make a recommendation to the Secretary of State who will make the decision on whether to grant or to refuse the A303 DCO.

In accordance with section 104(2) of the PA 2008 (as amended), the Secretary of State is required to have regard to the relevant national policy statement, amongst other matters, when deciding whether or not to grant a DCO. Other matters that the

Secretary of State would consider important and relevant include national and local planning policy.

Government guidance on protecting the historic environment and world heritage is set out in National Policy Statement for National Networks (NPSNN) (DfT 2014), the National Planning Policy Framework (NPPF) (MHCLG 2018) and Planning Practice Guidance (PPG) (DCLG 2014). Policies to protect, promote, conserve and enhance World Heritage properties, their settings and, where defined, their buffer zones are also found in statutory local planning documents.

World Heritage Sites are regarded as designated heritage assets of the highest significance in both the NPSNN (DfT 2014, paragraph 5.131) and the NPPF (MHCLG 2018, paragraph 194).

National Policy Statement for National Networks (NPSNN) (DfT 2014)

The NPSNN notes that ‘In considering the impact of a proposed development on any heritage assets, the Secretary of State should take into account the particular nature of the significance of the heritage asset and the value that they hold for this and future generations. This understanding should be used to avoid or minimise conflict between their conservation and any aspect of the proposal.’ (DfT 2014, paragraph 5.129)

‘The Secretary of State should take into account the desirability of sustaining and, where appropriate, enhancing the significance of heritage assets, the contribution of their settings and the positive contribution that their conservation can make to sustainable communities – including their economic vitality. The Secretary of State should also take into account the desirability of new development making a positive contribution to the character and local distinctiveness of the historic environment. The consideration of design should include scale, height, massing, alignment, materials, use and landscaping (for example, screen planting).’ (DfT 2014, paragraph 5.130).

‘When considering the impact of a proposed development on the significance of a designated heritage asset, the Secretary of State should give great weight to the asset’s conservation. The more important the asset, the greater the weight should be. Once lost, heritage assets cannot be replaced and their loss has a cultural, environmental, economic and social impact. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. Given that heritage assets are irreplaceable, harm or loss affecting any designated heritage asset should require clear and convincing justification. Substantial harm to or loss of a grade II Listed Building or a grade II Registered Park or Garden should be exceptional. Substantial harm to or loss of designated assets of the highest significance, including World Heritage Sites, Scheduled Monuments, grade I and II* Listed

Buildings, Registered Battlefields, and grade I and II* Registered Parks and Gardens should be wholly exceptional.’ (DfT 2014, paragraph 5.131).

‘Any harmful impact on the significance of a designated heritage asset should be weighed against the public benefit of development, recognising that the greater the harm to the significance of the heritage asset, the greater the justification that will be needed for any loss.’ (DfT 2014, paragraph 5.132).

‘Where the proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, the Secretary of State should refuse consent unless it can be demonstrated that the substantial harm or loss of significance is necessary in order to deliver substantial public benefits that outweigh that loss or harm [...]’. (DfT 2014, paragraph 5.133).

‘Where the proposed development will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.’ (DfT 2014, paragraph 5.134).

‘Not all elements of a World Heritage Site or Conservation Area will necessarily contribute to its significance. The Secretary of State should treat the loss of a building (or other element) that makes a positive contribution to the site’s significance either as substantial harm or less than substantial harm, as appropriate, taking into account the relative significance of the elements affected and their contribution to the significance of the Conservation Area or World Heritage Site as a whole.’ (DfT 2014, paragraph 5.135).

‘Applicants should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably.’ (DfT 2014, paragraph 5.137).

‘Where the loss of the whole or part of a heritage asset’s significance is justified, the Secretary of State should require the applicant to record and advance understanding of the significance of the heritage asset before it is lost (wholly or in part). The extent of the requirement should be proportionate to the importance and the impact. Applicants should be required to deposit copies of the reports with the relevant Historic Environment Record. They should also be required to deposit the archive generated in a local museum or other public depository willing to receive it.’ (DfT 2014, paragraph 5.140).

‘The Secretary of State may add requirements to the development consent order to ensure that this is undertaken in a timely manner in accordance with a written scheme of investigation that meets the requirements of this section and has been agreed in writing with the relevant Local Authority (or, where the development is in English waters, with the Marine Management Organisation

and English Heritage) and that the completion of the exercise is properly secured.’ (DfT 2014, paragraph 5.141).

‘Where there is a high probability that a development site may include as yet undiscovered heritage assets with archaeological interest, the Secretary of State should consider requirements to ensure that appropriate procedures are in place for the identification and treatment of such assets discovered during construction.’ (DfT 2014, paragraph 5.142).

National Planning Policy Framework (NPPF) (MHCLG 2018)

The revised National Planning Policy Framework (NPPF) was published on 24 July 2018 and sets out the government’s planning policies for England and how these are expected to be applied. This revised Framework replaces the previous National Planning Policy Framework published in March 2012.

The core planning principle set out in NPPF with regard to the historic environment states that planning should conserve heritage assets ‘in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations (MHCLG 2018, paragraph 184). NPPF Section 16: Conserving and enhancing the historic environment sets out the principal national guidance on the importance, management and safeguarding of heritage assets within the planning process.

Paragraph 189 of NPPF states: ‘In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on their significance [...] Where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.’

Paragraph 185 directs that planning authorities should take into account ‘the desirability of sustaining and enhancing the significance of heritage assets’. This includes both designated heritage assets and non-designated heritage assets. Designated heritage assets include, among others, World Heritage Sites and Scheduled Monuments.

Paragraph 193 of NPPF considers harm to the significance of designated heritage assets: ‘When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.’

Paragraph 194 states that 'Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of assets of the highest significance, notably [...] scheduled monuments [...] and World Heritage Sites, should be wholly exceptional. Non-designated heritage assets of archaeological interest, which are demonstrably of equivalent significance to scheduled monuments, should be considered subject to the policies for designated heritage assets.

In summary, the tests set by Section 16 in respect of development impacts on designated heritage assets are:

- a) Whether the effect of development on the significance of a designated heritage asset constitutes substantial harm or less than substantial harm (paragraph 194).
- b) Substantial harm to or loss of significance is only acceptable where it can be demonstrated that it is necessary to achieve substantial public benefits that outweigh that harm or loss (paragraph 195).
- c) In the case of less than substantial harm, the harm must be demonstrably outweighed by the public benefits of the development (paragraph 196).

Planning Practice Guidance (PPG) (DCLG 2014)

The Government published its online Planning Practice Guidance (PPG) suite in April 2014. Planning practice guidance will, where necessary, be updated in due course to reflect changes to the NPPF, the new version of which was published in July 2018.

The PPG suite includes Further Guidance on World Heritage Sites, which provides revised guidance on the treatment of World Heritage Sites under the NPPF and replaces the previous Circular on the Protection of World Heritage Sites (Circular 07/2009, July 2009). The PPG notes (paragraph 031) that NPPF policies apply to the Outstanding Universal Value of the WHS as part of the heritage significance of the WHS, and reiterates that the significance of the WHS as a designated heritage asset derives not only from its physical presence but also from its setting.

Town and Country Planning (General Permitted Development) Order 2015: Article 2(3) land

The whole WHS was categorised as Article 2(3) land. Article 2(3) of the GPDO restricts certain permitted development rights within areas it covers. Areas currently covered include National Parks, Areas of Outstanding Natural Beauty (AONB) and conservation areas. Article 2(3) restricts the size of extensions to houses and industrial buildings which can be built without specific planning consent. It also

covers matters such as cladding of buildings. Small areas of the Stonehenge WHS already fall within Article 2(3) land because they are within conservation areas.

Stonehenge Regulations 1997

The Stonehenge Regulations 1997 (Statutory Instrument 1997 No.2038) came into force on 8 September 1997, revoking earlier regulation dating back to 1983. The effect of the 1997 Regulation is to control public access to the ancient monument of Stonehenge. A series of prohibited acts are defined, including: injuring, disfiguring, removing or otherwise interfering with in any manner the monument or any notice or any other property situated on the site of the monument; climbing on the monument; digging up any soil or grass or plants; unauthorized parking or leaving vehicles at the site; bringing animals onto the site without permission; lighting fires or fireworks at the site; and throwing a stone or discharging a weapon.

Local planning context

Wiltshire Core Strategy Development Plan 2015-2026

The Wiltshire Core Strategy Development Plan 2015-2026 was adopted in January 2015.

It notes that specific issues to be addressed in planning for the Amesbury Community Area include 'the A303 corridor [which] runs through the area and is a main arterial route from London to the south west. It suffers from problems, with intermittent stretches of single lane carriageway causing large delays at peak times. This has a knock-on effect on the attractiveness of the area for business and tourism investment. Studies have confirmed the need to overcome these problems by dualling the A303 along its length. Wiltshire Council will work collaboratively with agencies, such as the Highways Agency, the Department of Transport and English Heritage to try to achieve an acceptable solution to the dualling of the A303 that does not adversely affect the Stonehenge World Heritage Site and its setting [...] an acceptable solution to the need for dualling the A303 is needed, which must incorporate environmental measures to avoid adverse impacts upon the Stonehenge WHS. In 2007 the Government identified a bored tunnel as the only acceptable solution to this [...] The World Heritage Site will be protected from inappropriate development both within the Site and in its setting so as to sustain its outstanding universal value (OUV) in accordance with Core Policy 59'. (Wiltshire Council 2015, 71–2).

With regard to the Stonehenge, Avebury and Associated Sites World Heritage Site and its setting, the Wiltshire Core Strategy notes that 'Wiltshire's World Heritage Site (WHS) is a designated heritage asset of the highest international and national significance. The United Kingdom, as a signatory to the Convention Concerning the Protection of the World Cultural and Natural Heritage (UNESCO 1972), is obliged to

protect, conserve, present and transmit to future generations its WHSs which, because of their exceptional qualities, are considered to be of Outstanding Universal Value (OUV). This obligation should therefore be given precedence in decisions concerning development management in the WHS. World Heritage Site status offers the potential of considerable social and economic gains for Wiltshire in areas such as sustainable tourism; however, this will require careful and sensitive management in order to protect the WHS and sustain its OUV [...] Not all aspects of the site contribute to OUV and the UNESCO Statements of Significance and Statement of OUV as well as the World Heritage Site Plans for Stonehenge and Avebury are a critical resource in reaching decisions relating to the significance of its elements, for identification of the attributes of OUV as well as other important aspects of the WHS, and for reaching decisions on the effective protection and management of the site.’ (Wiltshire Council 2015, 291).

The Wiltshire Core Strategy notes that ‘The setting of the World Heritage Site beyond its designated boundary also requires protection as inappropriate development here can have an adverse impact on the site and its attributes of OUV. The setting is the surrounding in which the World Heritage Site is experienced. It includes a range of elements such as views and historical, landscape and cultural relationships. The setting of the World Heritage Site is not precisely defined and will vary depending on the nature and visibility of the proposal. A future setting study will provide further information and a preferred methodology for the assessment of proposed development for its potential impact on the WHS and its attributes of OUV. Light pollution and skyglow which could adversely affect the site must be adequately addressed through the careful management of development.’ (Wiltshire Council 2015, 292).

‘Due consideration should be given to environmental impact assessment (EIA) regulations which list World Heritage Sites as among the ‘sensitive areas’ where lower thresholds apply to the assessment of the need for ES. The recent ICOMOS Guidance on Heritage Impact Assessments for Cultural World Heritage Properties [...] offers advice on the process of historic impact assessment (HIA) for cultural World Heritage Sites, which is designed to assess impact on the WHS and its attributes of OUV.’ (Wiltshire Council 2015, 293).

‘Additional planning guidance will be developed to help ensure the effective implementation of Core Policy 59. Based on the management plans and additional studies required, additional guidance will assist in articulating the spatial implications of protecting and enhancing the World Heritage Site and its setting in order to sustain its OUV both within the World Heritage Site and its setting. This will include considering the use of further Article 4 Directions to address permitted development rights that may have an adverse effect on the WHS and its attributes of OUV’ (Wiltshire Council 2015, 293).

‘Policy 59: The Stonehenge, Avebury and Associated Sites WHS and its Setting

The Outstanding Universal Value (OUV) of the World Heritage Site will be sustained by:

- Giving precedence to the protection of the World Heritage Site and its setting
- Development not adversely affecting the World Heritage Site and its attributes of OUV. This includes the physical fabric, character, appearance, setting or views into or out of the World Heritage Site
- Seeking opportunities to support and maintain the positive management of the World Heritage Site through development that delivers improved conservation, presentation and interpretation and reduces the negative impacts of roads, traffic and visitor pressure
- Requiring developments to demonstrate that full account has been taken of their impact upon the World Heritage Site and its setting. Proposals will need to demonstrate that the development will have no individual, cumulative or consequential adverse effect upon the site and its OUV. Consideration of opportunities for enhancing the World Heritage Site and sustaining its OUV should also be demonstrated. This will include proposals for climate change mitigation and renewable energy schemes.’ (Wiltshire Council 2015, 293 – 294)

Other relevant policies in the adopted Wiltshire Core Strategy include:

‘Core Policy 51 Landscape

Development should protect, conserve and where possible enhance landscape character and must not have a harmful impact upon landscape character, while any negative impacts must be mitigated as far as possible through sensitive design and landscape measures. Proposals should be informed by and sympathetic to the distinctive character areas identified in the relevant Landscape Character Assessment(s) and any other relevant assessments and studies. In particular, proposals will need to demonstrate that the following aspects of landscape character have been conserved and where possible enhanced through sensitive design, landscape mitigation and enhancement measures:

- i. The locally distinctive pattern and species composition of natural features such as trees, hedgerows, woodland, field boundaries, watercourses and waterbodies.
- ii. The locally distinctive character of settlements and their landscape settings.
- iii. The separate identity of settlements and the transition between man-made and natural landscapes at the urban fringe.

- iv. Visually sensitive skylines, soils, geological and topographical features.
- v. Landscape features of cultural, historic and heritage value.
- vi. Important views and visual amenity.
- vii. Tranquillity and the need to protect against intrusion from light pollution, noise, and motion.
- viii. Landscape functions including places to live, work, relax and recreate.
- ix. Special qualities of Areas of Outstanding Natural Beauty (AONBs) and the New Forest National Park, where great weight will be afforded to conserving and enhancing landscapes and scenic beauty. Proposals for development within or affecting the Areas of Outstanding Natural Beauty (AONBs), New Forest National Park (NFNP) or Stonehenge and Avebury World Heritage Site (WHS) shall demonstrate that they have taken account of the objectives, policies and actions set out in the relevant Management Plans for these areas. Proposals for development outside of an AONB that is sufficiently prominent (in terms of its siting or scale) to have an impact on the area's special qualities (as set out in the relevant management plan), must also demonstrate that it would not adversely affect its setting.' (Wiltshire Council 2015, 268 – 9)

‘Core Policy 57 Ensuring high quality design and place shaping

A high standard of design is required in all new developments, including extensions, alterations, and changes of use of existing buildings. Development is expected to create a strong sense of place through drawing on the local context and being complementary to the locality. Applications for new development must be accompanied by appropriate information to demonstrate how the proposal will make a positive contribution to the character of Wiltshire through:

- i. enhancing local distinctiveness by responding to the value of the natural and historic environment, relating positively to its landscape setting and the existing pattern of development and responding to local topography by ensuring that important views into, within and out of the site are to be retained and enhanced
- ii. the retention and enhancement of existing important landscaping and natural features, (e.g. trees, hedges, banks and watercourses), in order to take opportunities to enhance biodiversity, create wildlife and recreational corridors, effectively integrate the development into its setting and to justify and mitigate against any losses that may occur through the development

- iii. responding positively to the existing townscape and landscape features in terms of building layouts, built form, height, mass, scale, building line, plot size, elevational design, materials, streetscape and rooflines to effectively integrate the building into its setting
- iv. being sympathetic to and conserving historic buildings and historic landscapes
- v. the maximisation of opportunities for sustainable construction techniques, use of renewable energy sources and ensuring buildings and spaces are orientated to gain maximum benefit from sunlight and passive solar energy, in accordance with Core Policy 41 (Sustainable Construction and Low Carbon Energy)
- vi. making efficient use of land whilst taking account of the characteristics of the site and the local context to deliver an appropriate development which relates effectively to the immediate setting and to the wider character of the area
- vii. having regard to the compatibility of adjoining buildings and uses, the impact on the amenities of existing occupants, and ensuring that appropriate levels of amenity are achievable within the development itself, including the consideration of privacy, overshadowing, vibration, and pollution (e.g. light intrusion, noise, smoke, fumes, effluent, waste or litter)
- viii. incorporating measures to reduce any actual or perceived opportunities for crime or antisocial behaviour on the site and in the surrounding area through the creation of visually attractive frontages that have windows and doors located to assist in the informal surveillance of public and shared areas by occupants of the site
- ix. ensuring that the public realm, including new roads and other rights of way, are designed to create places of character which are legible, safe and accessible in accordance with Core Policy 66 (Strategic Transport Network)
- x. the sensitive design of advertisements and signage, which are appropriate and sympathetic to their local setting by means of scale, design, lighting and materials
- xi. taking account of the needs of potential occupants, through planning for diversity and adaptability, and considering how buildings and space will be used in the immediate and long term future
- xii. the use of high standards of building materials, finishes and landscaping, including the provision of street furniture and the integration of art and design in the public realm
- xiii. the case of major developments, ensuring they are accompanied by a detailed design statement and masterplan, which is based on an

analysis of the local context and assessment of constraints and opportunities of the site and is informed by a development concept, including clearly stated design principles, which will underpin the character of the new place

xiv. meeting the requirements of Core Policy 61' (Transport and New Development).' (Wiltshire Council 2015, 285 – 287).

'Core Policy 58: Ensuring the Conservation of the Historic Environment

Development should protect, conserve and where possible enhance the historic environment. Designated heritage assets and their settings will be conserved, and where appropriate enhanced, in a manner appropriate to their significance including:

- nationally significant archaeological remains
- World Heritage Sites within and adjacent to Wiltshire
- buildings and structures of special architectural or historic interest
- the special character or appearance of conservation areas
- historic parks and gardens
- important landscapes, including registered battlefields and townscapes.

Distinctive elements of Wiltshire's historic environment, including non-designated heritage assets, which contribute to a sense of local character and identity will be conserved, and where possible enhanced. The potential contribution of these heritage assets towards wider social, cultural, economic and environmental benefits will also be utilised where this can be delivered in a sensitive and appropriate manner in accordance with Core Policy 57. Heritage assets at risk will be monitored and development proposals that improve their condition will be encouraged. The advice of statutory and local consultees will be sought in consideration of such applications.' (Wiltshire Council 2015, 290).

Stonehenge Article 4 Direction

Stonehenge Article 4 Direction is a Direction made by the local planning authority in 1962 under Article 3 of the Town and Country Planning (General Permitted Development) Order (Article 4 in more recent amendments) which withdraws permitted development rights relating to agriculture and forestry operations within an area of about 20km² around Stonehenge. Closely related to the Article 4 Direction is a concordat between the Ministry of Defence, the local planning authorities, and

advisory bodies which concerns procedures for approving planned development within the garrison at Larkhill.

Salisbury District Council's current Stonehenge Article 4 Direction places height restrictions on permitted development rights for buildings related to agricultural and forestry operations within an area of seven and a half square miles around the Stonehenge monument. The Direction has been in place since 1962, and was originally made under Article 3 of the Town and Country Planning (General Permitted Development) Order 1950 (now Article 4 of the 1995 Order).

Management of the World Heritage property

Stonehenge, Avebury and Associated Sites Management Plan (Simmonds and Thomas 2015)

One of the requirements of the UNESCO World Heritage Committee, as set out in the Operational Guidelines (UNESCO 2017), is to have an appropriate management plan or other management system to ensure the effective protection of the site for present and future generations. The Stonehenge, Avebury and Associated Sites World Heritage Site Management Plan 2015 was launched on 18 May 2015. It is the third iteration of the management plan, though the first to be prepared for the entirety of the Stonehenge, Avebury and Associated Sites WHS. Previous plans covered the Stonehenge and Avebury elements separately.

The 2015 Management Plan sets out the following Vision for the Stonehenge and Avebury World Heritage Site:

'The Stonehenge and Avebury World Heritage Site is universally important for its unique and dense concentration of outstanding prehistoric monuments and sites which together form a landscape without parallel. We will work together to care for and safeguard this special area and provide a tranquil, rural and ecologically diverse setting for it and its archaeology. This will allow present and future generations to explore and enjoy the monuments and their landscape setting more fully. We will also ensure that the special qualities of the World Heritage Site are presented, interpreted and enhanced where appropriate, so that visitors, the local community and the whole world can better understand and value the extraordinary achievements of the prehistoric people who left us this rich legacy. We will realise the cultural, scientific and educational potential of the World Heritage Site as well as its social and economic benefits for the community.'

In addressing the above Vision, the 2015 Management Plan presents a series of eight priorities, of which the following are relevant to the Scheme: The priorities of the 2015–2021 Management Plan are to:

- ‘Protect buried archaeology from ploughing and enhance the setting of sites and monuments by maintaining and extending permanent wildlife-rich grassland and managing woodland and scrub;
 - Protect monuments from damage from burrowing animals;
 - Reduce the dominance and negative impact of roads and traffic and ensure any improvements to the A303 support this;
 - Improve the interpretation and enhance the visitor experience of the wider landscape;
 - Ensure any development is consistent with the protection and where appropriate enhancement of the monuments and their settings and the wider WHS landscape and its setting;
 - Spread the economic benefits related to the WHS to the community and wider county;
 - Encourage local community engagement with the WHS;
 - Encourage sustainable archaeological research and education to improve and communicate the understanding of the WHS’.
- (Simmonds and Thomas 2015, 8).

The 2015 Management Plan includes the following aims and policies most relevant to the Scheme:

‘Aim 1: The Management Plan will be endorsed by those bodies and individuals responsible for its implementation as the framework for long-term detailed decision-making on the protection and enhancement of the WHS and the maintenance of its Outstanding Universal Value (OUV). Its aims and policies should be incorporated in relevant planning guidance and policies.

- Policy 1a – Government departments, agencies and other statutory bodies responsible for making and implementing national policies and for undertaking activities that may impact on the WHS and its environs should recognise the importance of the WHS and its need for special treatment and a unified approach to sustain its OUV
- Policy 1d – Development which would impact adversely on the WHS, its setting and its attributes of OUV should not be permitted
- Policy 1e – Minimise light pollution to avoid adverse impacts on the WHS, its setting and its attributes of OUV

Aim 3: Sustain the OUV of the WHS through the conservation and enhancement of the Site and its attributes of OUV.

- Policy 3a – Manage the WHS to protect the physical remains which contribute to its attributes of OUV and improve their condition
- Policy 3c – Maintain and enhance the setting of monuments and sites in the landscape and their interrelationships and astronomical alignments with particular attention given to achieving an appropriate landscape setting for the monuments and the WHS itself
- Policy 3d – Improve the WHS landscape by the removal, redesign or screening of existing intrusive structures such as power lines, fences and unsightly buildings where opportunities arise
- Policy 3e – Conserve and/or make more visible buried, degraded or obscured archaeological features within the WHS without detracting from their intrinsic form and character
- Policy 3f – Encourage land management activities and measures to maximise the protection of archaeological monuments and sites as well as their settings, and the setting of the WHS itself
- Policy 3g – Maintain, enhance and extend existing areas of permanent grassland where appropriate
- Policy 3i – Sustain and enhance the attributes of OUV through woodland management while taking into account the WHS's ecological and landscape values

Aim 4: Optimise physical and intellectual access to the WHS for a range of visitors and realise its social and economic benefits while at the same time protecting the WHS and its attributes of OUV.

- Policy 4a – Management of visitors to the WHS should be exemplary and follow relevant national and international guidance on sustainable tourism
- Policy 4b – Spread the economic benefits from tourism related to the WHS throughout the wider community
- Policy 4c – Encourage access and circulation to key archaeological sites within the WHS landscape. Maintain appropriate arrangements for managed open access on foot (taking into account archaeological, ecological and community sensitivities) to increase public awareness and enjoyment

Aim 5: Improve the interpretation of the WHS to increase understanding and enjoyment of its special characteristics and maximise its educational potential. Engage the local community in the stewardship and management of the WHS.

- Policy 5a – Improve the interpretation both on and off site to enhance enjoyment and appreciation of the WHS

Aim 6: Reduce significantly the negative impacts of roads and traffic on the WHS and its attributes of OUV and increase sustainable access to the WHS.

- Policy 6a – Identify and implement measures to reduce the negative impacts of roads, traffic and parking on the WHS and to improve road safety and the ease and confidence with which residents and visitors can explore the WHS
- Policy 6b – Manage vehicular access to byways within the World Heritage Site to avoid damage to archaeology, improve safety and encourage exploration of the landscape on foot whilst maintaining access for emergency, operational and farm vehicles and landowners
- Policy 6c – Take measures through sustainable transport planning to encourage access to the WHS other than by car

Aim 7 – Encourage and promote sustainable research to improve understanding of the archaeological, historic and environmental value of the WHS necessary for its appropriate management. Maximise the public benefit of this research.

- Policy 7a – Encourage sustainable archaeological research of the highest quality in the WHS, informed by the WHS Research Framework'

Stonehenge and Avebury WHS Woodland Strategy (Chris Blandford Associates 2015)

The Stonehenge and Avebury WHS Woodland Strategy 2015 (Chris Blandford Associates 2015) seeks to facilitate appropriate planting, replanting and management of woodland and trees within the WHS, but promotes a general presumption against new or replacement planting where these would cause a negative impact on the attributes of the Site's OUV.

The WHS Woodland Strategy has been developed to encourage positive management of existing woodlands and to ensure the proposed new planting is sensitive to the WHS landscape. The Woodland Strategy sets out the following vision:

‘Woodland will be managed to ensure that the outstanding universal value of the Stonehenge and Avebury WHS is sustained. This management will ensure that the special qualities of the WHS are protected, enhanced and presented to enable visitors and the local community to better understand the extraordinary achievements of the prehistoric peoples who left us this rich legacy’.

The policies of the 2015 Woodland Strategy are as follows:

- ‘1. The Outstanding Universal Value of the WHS should be sustained and its attributes enhanced by appropriate woodland management in accordance with the Woodland Strategy.
2. Conservation of archaeological monuments, their settings and views between monuments to sustain the outstanding universal value of the WHS and enhance its attributes.
3. Maintain suitable screen planting for extant built structures where necessary to protect the Outstanding Universal Value of the WHS.
4. Promote appropriate management of existing woodland in the WHS consistent with the overarching aim of conserving and enhancing the attributes of Outstanding Universal Value.
5. Promote understanding of the historical and ecological significance of woodland in the WHS landscape and how woodland can impact on the attributes of Outstanding Universal Value.’

Tourism planning and policy context

UK Government tourism policy

The Government seeks to encourage tourism in a sustainable way to enhance the UK's reputation around the world and because of the economic benefits it brings to the country.

The 2011 Government Tourism Policy outlined the UK Government's approach to the visitor economy, including overseas and domestic visitors and both leisure and business travel (DCMS 2011).

The Tourism Strategy for the UK, Backing the tourism sector: a five point plan, was published in 2015 (DCMS 2015). This highlighted the need to expand and develop the England offer to visitors. This was followed by the good funding settlement for VisitEngland and VisitBritain in the comprehensive spending review, with core budgets unchanged - £6.9m ring-fenced for England - and a new £40m Discover England Fund. The Government also asked to bring the two organisations, VisitEngland and VisitBritain, more closely together.

The government's Tourism Action Plan launched in 2016 outlines how the government will be supporting the tourism industry and ensuring the benefits of tourism will be felt across the United Kingdom (DCMS 2016). This sets out five priority areas:

- The tourism landscape: strengthening co-ordination and collaboration.
- Skills: boosting apprenticeships and attracting more people to careers in tourism.
- Common sense regulation: examining the scope for deregulation.
- Transport: making it easier for visitors to explore by rail, bus and coach.
- A GREAT Welcome: driving continuous improvements in our visa service.

The section on Transport notes that 'Further steps are being taken to modernise transport connections to the countryside. For example, the Government's £15 billion road investment strategy includes the A303 expressway to the South West, which will offer 'mile a minute' driving whilst improving the environmental setting of the Stonehenge World Heritage Site' (DCMS 2016, 12).

The 2017 impact assessment of the Tourism Action Plan sets out progress and areas to deliver further change (DCMS 2017).

Visit Britain Growth Strategy 2012-20 (2012)

Visit Britain's high level strategy for the growth of inbound tourism focuses on four priorities including the need to improve the range of product on offer, strengthening Britain's image overseas as a place to visit, enabling easier travel to the UK and

strengthening relationships with the travel trade. Culture and heritage are recognised to be key attractors for inbound tourists.

The strategy identifies an ambitious objective to attract an additional 9 million visitors a year by 2020, increase spending by £8.7 billion and support an additional 200,000 jobs a year.

Industrial Strategy for Tourism (2017)

The recently agreed tourism sector deal commits to doubling the size of the tourism industry to £268 billion, increasing employment and delivering significant productivity gains. The focus of the deal is on investment in tourism skills, in plans to improve productivity through both skills development and technology, and improvements to connectivity for inbound travel, movement within the country and digital connectivity.

National tourism policy (England)

Visit England

England: a strategic framework for tourism 2010-2020 (VisitEngland 2011) sets out four objectives,

- Objective 01: To increase England's share of global visitor markets.
- Objective 02: To offer visitors compelling destinations of distinction.
- Objective 03: To champion a successful, thriving tourism industry.
- Objective 04: To facilitate greater engagement between the visitor and the experience.

To achieve these objectives, a series of Action Plans have been developed, focusing on the priority actions to be implemented by partners. These include Rural Tourism, Accessibility, Destination Management, Welcome and Modernising Visitor Information.

VisitEngland Priorities 2016-2020 (Visit England 2016) focus on:

- Developing the English tourism product through the £40m Discover England Fund;
- Attracting, developing and supporting international business visits and events; and
- Additional business facing and supporting activities, including statutory research.

Local policy

Wiltshire Core Strategy 2015

The introduction to Wiltshire Core Strategy Core Policy 39: Tourist development – Achieving growth in Wiltshire’s tourism sector states that: ‘Tourism is important to Wiltshire’s economy and is worth over £ 779 million a year [2008 data]. Wiltshire has a wealth of natural and heritage assets which attract visitors from home and abroad that range from one of the world’s most famous and recognisable monuments, Stonehenge, to renowned attractions such as Longleat Safari and Adventure Park to country houses, museums and gardens. Rural countryside within the AONBs, Wiltshire’s canal network, historic villages such as Lacock and farm and animal attractions also draw visitors to the area. Wiltshire is also well placed for visiting attractions such as the New Forest National Park, the Cotswolds, Bath Spa and the major resorts and beaches at Bournemouth and Poole. Wiltshire’s built and natural environment is a key part of the tourism product and the future success of the area’s tourism industry is, in many ways, dependent on the effective management and conservation of the environment’ (Wiltshire Council 2015, 230).

The Wiltshire Core Strategy notes that ‘Large numbers of overseas visitors, as well as domestic tourists, consider Stonehenge a “must see” attraction. However, there is a lack of capital made on this unique opportunity locally. There is little evidence of the attraction having any real economic benefit for Amesbury or the surrounding villages. The presence of linked trips or tourists deciding to stay in the surrounding villages is all but absent. Wiltshire Council will continue to be an active partner in seeking a long term solution which mitigates the impacts of the roads, delivers a greatly enhanced visitor experience and returns the World Heritage Site to a more tranquil chalk downland setting appropriate to its status.’ (Wiltshire Council 2015, 79).

Wiltshire and Swindon Destination Management and Development Plan

The Wiltshire and Swindon Destination Management and Development Plan 2015-2020 (VisitWiltshire 2015) ‘reflects the aims, policies and actions of the WHS Management Plan including the development of a WHS Sustainable Tourism Strategy in partnership with the WHS. It recognises the importance of the WHS to the visitor economy of Wiltshire but also notes that ‘the WHS has to strike a balance between meeting the needs of visitors, the environment and community interests’.’ (Simmonds and Thomas 2015, 119).

The headline objective set by Wiltshire’s key strategy for the visitor economy is to attract more visitors to the area with a particular focus on high spending short break

visitors. It identifies a range of challenges, the most relevant of which in the context of this study are the following:

- Enhancing Wiltshire’s identity as a destination – Stonehenge is clearly the most recognised of all attractions in the county.
- Providing more to see and do - In order to encourage longer stays and more repeat visits, the Plan highlights the need develop additional attractions and make more of its heritage and natural assets.
- Addressing seasonality – Both to tackle a lack of capacity in the peak season and the under-use of assets in other periods.
- Improving the quality of the visitor experience – Across the full range of accommodation, attractions, towns and villages, and including interpretation.

Of the action areas identified in the Plan, several are directly relevant to the A303 improvements. The Plan is clear about the importance of the WHS and the need to enhance visitor experiences of the WHS. There are related priority actions to increase the range of attractions and experiences across the area, provide more and better accommodation to strengthen the short breaks offer, and manage places more effectively so that they are attractive to visitors. The need to improve public transport access also features in the Plan.

The Plan notes that ‘The objectives [of the WHS Sustainable Tourism Strategy] should include extending the length of stay of existing visitors, attracting visitors specifically to spend time in and around the WHS and to encourage visits out of season. These actions will support more visitor spend and support local tourism businesses and need clear visitor messaging. This is a high priority project for the visitor economy and to deliver it requires WHS and local partners proactively marketing with VisitWiltshire (VisitWiltshire 2015, 26). It identified specific opportunities as follows:

‘To develop, interpret, sign and maintain a network of walking and cycling routes to encourage visitors to explore further, building trips around a visit to the WHS but in ways that do not add to the traffic congestion of the WHS and of Avebury. The support of Wiltshire Council through its Countryside Access Improvement Plan (CAIP) will be important to ensure paths in the WHS are managed, repaired and signed as a priority and gaps or deficiencies plugged.

To improve visitor interpretation at Avebury and in the immediate area to enhance the visitor experience and manage volumes of visitors better by encouraging wider exploration and through the development of out of season activity, building on what the National Trust is already doing. The draft WHS Management Plan proposes creation of an Interpretation and Learning Framework for Avebury.

To enhance interpretation to other parts of the WHS, prioritising areas that provide a destination for a walk or cycle ride, e.g. Fyfield Down National Nature Reserve.

To ensure a high profile for the new displays about the WHS at the Wiltshire Museum and the Salisbury Museum to encourage visitors to visit these towns as part of a WHS trip.

To present the WHS as a unique visitor experience in Wiltshire; make it easy for visitors to book and plan a trip to explore the WHS and provide practical information like maps and itineraries.

To encourage sustainable visitor activity such as horse riding using existing bridleways and to look at glamping and barn accommodation development.

Develop and promote short break opportunities in the WHS and surrounding area, highlighting outdoor activities, museums and accommodation options.

To explore the potential of a WHS branded bus that connects key locations, provides profile for the WHS and which may also help support the viability of local public transport services.'

'One of the major challenges to delivering this opportunity is the carrying capacity of the WHS, in particular traffic and car parking. Realising the growth potential of the WHS is inter-dependent on addressing transport issues. A WHS branded bus and park and ride scheme might go part way to addressing this.' (VisitWiltshire 2015, 26).

Great West Way (Visit Wiltshire 2017)

Visit Wiltshire has recently secured funding from the Discover England fund to support the development of a new touring route (the Great West Way). The fund's focus is on increasing inbound tourism to the UK and to encourage more tourists to visit areas outside London, and lesser known regions and attractions. The main objectives for the route strategy including increasing visitor numbers, dwell time and satisfaction, better linking attractions, activities and destinations, improving and promoting more itinerary-based tourism and experiences, improving the quality of the tourism product, and strengthening tourism infrastructure including transport.

Stonehenge is highlighted as one of the major attractions to the south of the route, and English Heritage is one of the partners committed to the initiative.

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