

## CONTENTS

<b>1. INTRODUCTION</b>	<b>1</b>
<b>2. THE SETTING OF THE SALTAIRE WHS</b>	<b>3</b>
<b>3. BUFFER ZONE</b>	<b>25</b>
<b>BIBLIOGRAPHY</b>	<b>29</b>

### Figure List

Figure 1:	Viewshed from WHS
Figure 2:	Viewshed of WHS
Figure 3:	Combined Viewshed
Figure 4:	Viewshed of Areas within WHS
Figure 5:	Viewshed from Areas within WHS
Figure 6:	WHS and 1851-1854 Historic Mapping
Figure 7:	WHS and 1892-1896 Historic Mapping
Figure 8:	WHS and 1908-1910 Historic Mapping
Figure 9:	WHS and 1933-1948 Historic Mapping
Figure 10:	WHS and 1955-1956 Historic Mapping
Figure 11:	WHS and 1956-1972 Historic Mapping
Figure 12:	Views from and across the Site
Figure 13:	Local Views of the Site
Figure 14:	Wider Views of the Site
Figure 15:	Rural Backdrops
Figure 16:	Approaches and gateways to the Site
Figure 17:	Historically related features
Figure 18:	Key Detractors in the Setting
Figure 19:	Immediate Setting
Figure 20:	Tall Buildings Viewshed

### Plate List

Plate 1:	Viewpoint 1 from Robert's Park looking south
Plate 2:	Viewpoint 2 from Robert's Park looking south
Plate 3:	Viewpoint 3 from Robert's Park looking North-east
Plate 4:	Viewpoint 4 from canal bridge looking west
Plate 5:	Viewpoint 5 from canal bridge looking east
Plate 6:	Viewpoint 6 from River Aire footbridge looking east
Plate 7:	Viewpoint 8 looking east to Salt' Mill and over allotments
Plate 8:	View North along George Street (example of axial view)

- Plate 9: Views along Victoria Road (examples of axial views)
- Plate 10: View East along Caroline Street (example of east / west axial view)
- Plate 11: View east along Albert Terrace (example of east west axial view)
- Plate 12: View South from Viewpoint 9 (near Mitton Spring)
- Plate 13: View South from Viewpoint 10 (near caravan park)
- Plate 14: View South from Viewpoint 11 (near Dove Hall)
- Plate 15: View south-west from viewpoint 12 (on Baildon Bank)
- Plate 16: View west from Viewpoint 13 (on Idle Hill)
- Plate 17: View northwest from viewpoint 14 (on Windhill)
- Plate 18: Viewpoint 18 looking north from top of George Street
- Plate 19: Viewpoint 18 looking north from top of Victoria Road
- Plate 20: View north from Viewpoint 20 on Bingley Road
- Plate 21: View east along canal from Viewpoint 21
- Plate 22: View of Salt's Mill from pedestrian access to Site from Salt's Mill car parking
- Plate 23: Detractor on Bingley Road

## 1. INTRODUCTION

### General

- 1.1 This appendix presents an analysis of the setting of the Saltaire World Heritage Site. This has been developed from the Overview of Setting appendix (Appendix A) and the comments from the steering group on that appendix.

### Approach

- 1.2 As stated in Appendix A, it is important when analysing the setting of a Site to define both the extent of a Site's setting and the characteristics of that area that contribute to the Site's setting. It was also noted in that paper and in the comments from the steering group that differentiation in terms of the relative significance of different components of the Site's setting was an important element in describing the setting of Site and providing guidance on its future management. In terms of the relative significance of the different components of the Site's setting 3 bands have been developed:
- A: Views or components that are critical to the Site's setting
  - B: Views or components that are important to the Site's setting
  - C: Views or components that contribute to the Site's setting
- 1.3 These broad bands have been developed from the established Environmental Capital Approach.
- 1.4 In terms of the approach to analysing the setting of the Saltaire WHS a staged approach has been undertaken:
- Stage 1: Define the theoretical extent of setting
  - Stage 2: Describe the current setting and identify key characteristics

- Stage 3: Define an immediate setting
  - Stage 4: Identify areas where tall buildings may be an issue
  - Stage 5: Review Buffer Zone
- 1.5 Section 2 describes the setting of the Site based on the results of the first three stages.
- 1.6 The issue of tall buildings and the Buffer Zone are discussed in Section 3.

## 2. THE SETTING OF THE SALTAIRE WHS

### Introduction

2.1 This following description of the Site's setting begins with a general overview of the setting looking at its situation within the wider landscape, the extent of its visual setting and the historic development of the area around the Site. This establishes a general background which informs a more detailed review of the key components of that Site's setting, namely:

- Views out of and across the Site;
- Views to the Site;
- Key backdrops for the views;
- Approaches and gateways to the Site; and
- Historically related features.

2.2 This section also identifies some of the key detractors in the setting and discusses the immediate setting of the Site.

2.3 All of the above is then brought together in a summary description of the setting.

### Overview

#### ***Topographical and landscape situation***

2.4 The Saltaire WHS is situated at the base of the River Aire valley and is surrounded in all directions by rising ground. To the north and south of the Site this rising ground lies in close proximity to the Site and considerably limits views to and from the Site, particularly to the south. To the east and west of the Site the River Aire runs along a relatively flat valley bottom surrounded by prominent and relatively steep valley sides. The valley bottom curves away to the north roughly 2km to the west of the Site and 1km to the east and at these

points the valley sides form a natural limit to views from the Site and notable backdrop for many of these views e.g. Windmill Hill. The topography is therefore very important in how it structures the setting of Saltaire, both in terms of views from the Site and views of the Site.

- 2.5 In terms of the current landscape around the Site there is a marked contrast between the areas to the north and south of the Site and between the valley to the east and west of the Site. In the most general terms the land to the north and to the west of the Site can be broadly characterised as being rural in nature. It is characterised by extensive areas of open space and large blocks and belts of woodland. Within this there are notable areas of built development particularly to the north and in the area around Gilstead to the west. However, existing vegetation tends to screen the bulk of these built areas in views from the Site.
- 2.6 To the south and east the situation is very different. Here the landscape is dominated by built development including Shipley itself and the industrial / commercial development along the River Aire valley bottom. Views to and from the Site are very limited and to the east little in the way of historical character survives.
- 2.7 Overall, this places the WHS in an urban fringe location, with the Site itself straddling the urban edge of Shipley / Saltaire and the more rural areas to the north of the River Aire. This division has also been recognised by the Character Zones presented in the Saltaire Conservation Area Assessment (CBMDC 2004).

### ***The theoretical extent of setting***

- 2.8 In terms of defining the theoretical extent of the Site's setting a GIS-based visibility analysis has been used to determine the maximum extent of land which could be seen from the Site (assuming no development or vegetation) and the maximum extent of land from which it would be possible to see the Site (assuming no development or vegetation and a simplified physical form for the World Heritage Site).
- 2.9 Figure 1 models the theoretical viewshed of all land that could be visible from land within the World Heritage Site assuming that the observer was 1.8m high and there was no development or vegetation on or around the WHS. This was modelled to the geographical extent of the available OS elevation data and

covers at least 5km around the Site. The current WHS boundary and Buffer Zone are also shown on this figure for comparative purposes.

- 2.10 Figure 2 models the theoretical viewshed of all land from which a 1.8m high observer could see a simplified model of the built form of the Saltaire WHS. This built form consisted of simplified blocks of development with relative heights estimated through field observation. This was modelled to the extent of the available OS elevation data and covers at least 5km around the Site.
- 2.11 Figure 3 presents a combination of the viewsheds shown on Figures 1 and 2. As can be seen the two viewsheds are broadly the same in terms of their relative extents. This reflects the dominant role that the topography of the area plays in structuring views to and from the Site.
- 2.12 The combined viewshed presented on Figure 3 broadly encompasses the maximum theoretical extent of the visual setting of the World Heritage Site. Although the environmental conditions, i.e. the lack of buildings and vegetation, used to model the viewshed would have never existed in the past the extent of the viewshed modelled on Figure 3 would have been closer to that observed by Titus Salt and his architects than the current situation on the Site (see Figure 6 and below for further discussion of the historic development of the area). As such it provides a useful insight, when combined with historic mapping, of the likely historical setting of the Site.
- 2.13 The viewshed on Figure 2 models where it may be possible to see any part of the Site from. Within this viewshed there are probably many areas of land from which an observer may in fact only gain glimpsed views of a small part of the Site. To help differentiate between the different elements of the viewshed we have also modelled from where it is possible to see in whole or part the following three broad areas of the Site:
- Area A: The Village
  - Area B: The Mills
  - Area C: Robert's Park and Church
- 2.14 Figure 4 presents this viewshed. Comparing this to Figure 2 indicates that from the majority of the theoretical viewshed of views to the Site it would have been possible to see the elements of all three areas. Only at the fringes of the viewshed and in distant parts of the viewshed do views become restricted to

limited areas of the Site. This pattern continues when comparing Figures 1 and 5 which model views from the Site.

- 2.15 Overall, the viewshed analysis has defined the maximum theoretical extent of the visual setting of the Site (see Figure 3) and also identified areas of land may particularly contribute to the setting of the Site i.e. those from which all of the Site may be seen (Figure 4) or land which may be seen from all of the Site when looking outwards (Figure 5). These latter two figures perhaps begin to identify areas of visual setting that may be both more significant and more sensitive to change.

### ***Brief Historical Overview***

- 2.16 Figures 6 to 11 inc. and Figure 3 plot the historic development of the area around Saltaire from c. 1854 through to the modern day. As can be seen on these figures, the mid-19<sup>th</sup> century landscape around the Site (see Figure 6) was predominately rural in nature with built development focussed around Shipley.
- 2.17 The rural location was commented on by 19<sup>th</sup> admirers (see below) and was seemingly a key aspect of its appeal and unique character. This location was also seen as an expression of Titus Salt's socially informed approach to housing the workers at his mill.

*"It is charmingly situated on the banks of the Aire, and in the middle of that valley through which the river flows. Surveying the region from the higher ground at Shipley, the eye takes in an extensive landscape of hill and dale, of wood and water, such as is seldom seen in proximity to a manufacturing town."* R. Balgarnie (1878)

*The scene is one of rare beauty; seldom has an industrial settlement been favoured with more delightful natural surroundings; and never has the welfare of a body of workers been more anxiously and intelligently studied than by the man who, at fifty years of age, resolved to build this wonderful town."* Burnley, James editor of the Yorkshireman (1885)

- 2.18 Over the next 100 years (see Figures 7 to 10 inc.) the area developed considerably, with new development, including residential and industrial / commercial, emerging to the south and to the east of the Site. The northern and western areas were in c.1956 still largely rural in nature although Bingley and Baildon had developed considerably by this period. However, in the later



part of the 20<sup>th</sup> century new built development began to encroach into the predominately rural areas to the north and west of the Site (see Figures 11 and 3). This sub-urbanisation of the viewshed has begun to alter the historically predominately rural nature of the area and the character of the Site's setting.

- 2.19 It should be noted that some of the development to the south of the Site from the mid-19<sup>th</sup> century to the early 20<sup>th</sup> century was probably due, at least in part, to the presence of Saltaire which acted as major economic driver in the development of the area. Saltaire itself had also been a major greenfield development in a formerly rural area.
- 2.20 The general historic pattern is therefore one of growing urbanisation and a corresponding decrease in rural areas. This pattern of change was until the mid-20<sup>th</sup> century largely confined to the south and east of the Site but in the last 50 years has begun to alter the areas to the north and west of the Site. A continuation of this pattern would have a considerable impact on the character and integrity of the Site's setting.

### **Components of the Site's Setting**

#### ***Views out of and across the Site***

- 2.21 The views out of and across the Site fall under four broad categories:
- Views from Roberts Park across the Site (Views 1, 2 and 3 on Figure 12 and Plates 1, 2 & 3)
  - Views along the canal and river corridor (Views 4, 5 and 6 on Figure 12 and Plates 4, 5 & 6)
  - Views of principle buildings on the Site (Views 7 and 8 on Figure 12 and Plate 7)
  - Axial views along the streets (see Figure 12 and Plates 9 to 12 inc.)
- 2.22 The relative significance of the different views has identified based on an analysis of their historic significance, their ability to demonstrate key aspects of the Site's character and their relationship with principal buildings on the Site. The key features of these views are outlined in supporting text with the plates.

*Views from Roberts Park across the Site*

- 2.23 Views 1, 2 and 3 all supply excellent vantage points from which the principal buildings on the Site can be appreciated in the context of Robert's Park and the rural and urban backdrop to the south of the Site. These views are all situated with the Robert's Park designed landscape and in the case of Views 1 and 2 they are likely to have formed part of the original design. View 2 (see Plate 2) is particularly important (Grade A) as it is situated on a designed viewing platform under the statue of Titus Salt and as such is without doubt an intentional creation of the original design. View 1 (Grade B) from the steps of the shelter (see Plate 1) is similar in terms of its design intent but it does not afford such extensive views of the Site as View 2; it is also important in terms of the internal design of Robert's Park. View 3 (Grade B) is unlikely to have been part of the original design but it does provide an excellent view of the Site and many principal buildings (see Plate 3); it has also been portrayed in a number of historical images.

*Views along the canal and river corridor*

- 2.24 Views 4 and 5 (Grade C) are from the bridge over the canal (see Plates 4 & 5) and although restricted by vegetation and buildings they do provide a structured view along the canal corridor and, to an extent, out of the Site to the distant valley side backdrops to the east and west. These views connect Salt's Mill, the Church and the Site in general to the canal and the wider landscape but are not critical to the setting of the Site and only contribute to its setting.
- 2.25 View 6 (Grade B) provides an interesting view from the footbridge over the river with the New Mill and weir in the foreground and distant hills in the background (see Plate 6). This view clearly relates the Site to the wider topography as well as relating the mills to the river that originally powered them. Although it is situated on a modern footbridge it is still an important view from the Site.

*Views of principle buildings on the Site*

- 2.26 View 7 (Grade B) is of the church from the entrance area. The view is dominated by the church but there are some elements of the backdrop visible. Change in the backdrop of this view could alter the relationship between the Site's setting and the church. Given the importance of the church the view is

afforded a relatively high grade even though views out from this point are restricted.

- 2.27 View 8 (Grade B) is a representative view of Salt's Mill from the footpath alongside the allotments (see Plate 7). It is dominated by Salt's Mill and is one of the best places in the Site to appreciate the monumental nature of the Mill. The rural backdrop is visible alongside and above the mill and this helps situate the Mill within its wider context.

*Axial views along the streets*

- 2.28 Perhaps the key elements of the Site's visual setting, when experienced from within the Site, are the axial views along the streets. These views structure people's experience of the Site and their understanding of its relationship to the wider area. As can be seen on Figure 12 the two axial views along Victoria Street and George Street have been identified as being critical to the Site's setting (Grade A). In the case of Victoria Street this reflects the primacy of that street and views along it in the original design of the Site (see Plates 9 & 10); whilst with George Street (see Plate 8) the grade reflects the importance of the view to the church along this street (also see Views of the Site below). Both of these axial views terminate to the north in the woods and rural lower slopes of Baildon Moor (see Backdrops below) whilst to the south the backdrop varies depending on where along the view corridor the observer is situated, but in general terms the urban form of the area to the south of the Bingley Road (see Zone K in Immediate Setting) or the more wooded backdrop behind Moorhead tend to dominate.
- 2.29 The two east-west streets (Caroline Street and Titus / Harold Street) provide clear views across the Site and form a key part of the original design (see Plate 11); as such they are important views (Grade B). Looking east Windhill and Idle Hill provide a distant backdrop (see below) but this is somewhat marred by the presence of a radio mast and a harsh urban edge of modern housing (see Detractors below). To the west distant views of the valley sides to the west of Bingley are notable, but modern housing in the foreground particularly looking along Caroline Street does compromise the view to an extent.
- 2.30 The other north-south axial views along the streets within the village all contribute to the setting of the Site (Grade C) but are not notably remarkable. Views north terminate at the northern rural backdrops (see below) whilst to

the south they tend to terminate within the Site, with the urban form and woods to the south of the Site visible in the views to a varying degree depending on the observer's location along the view corridor.

- 2.31 There are two further distinctive axial views on the Site. Firstly there is one along the main "parade" in Robert's Park running between two of the original shelters. This is a major design feature of the Park and as such is of considerable historic significance to the Site. Distant views beyond these shelters were probably never part of the original design intentions but the local background is important. Currently the backdrops behind the shelters have been compromised by modern development and planting which are adversely affecting the quality of this critical (Grade A) view.
- 2.32 The final axial view runs along an established view north through park from the river side path to the northern shelter. This Grade B view is focussed on the statue of Titus Salt and is seemingly a designed view within the park. The rural wooded backdrop to the north is particularly important to this view.

### ***Views of the Site***

- 2.33 Views of the Site and the key approaches to the Site often provide some of the first experiences of the Site for visitors and are an important aspect of its setting.
- 2.34 In terms of views of the Site a series of local (see Figure 13) and more distant views (see Figure 14) have been identified that provide good examples of the range of views available from around the Site. As with views from the Site, these have been graded according to their relative significance. This significance reflects whether they allow people to appreciate the structure and form of the Site or whether principle buildings / structures are present in those views.

### ***Distant Views***

- 2.35 In terms of the wider views, the three views from the edge of Baildon Moor to the north of the Site (Views 9, 10 and 11 on Figure 14) are the most significant (Grade A) as these allow people to both appreciate the strong grid-like structure of the Site and its situation within the wider valley (see Plates 13, 14 & 15). Views 12, 13 and 14 (Grade B) all supply interesting views of the Site, in particular its principle buildings, in the context of its surrounding

landscape (see Plates 16, 17 & 18). Views 15 and 16 (Grade C) from the south of the Site only afford glimpsed views of the chimney and principle mill buildings but they do situate the Site in its wider topographic context. It should however be noted that these views were heavily restricted by extensive vegetation south of Moorhead and in winter these views may be more extensive. There were few significant views of the Site from the valley floor, especially from the east. To the west, one or two glimpsed views of the chimney and principal mill buildings were possible and View 17 (Grade C) is a good example of this type of view.

### *Local Views*

- 2.36 Figure 13 identifies a number of local views of the Site. Views 18 and 19 are similar to the axial views through Site, in that they are extremely linear in nature and provide a highly defined vista (see Plates 19 & 20). These are the two most important local views (Grade A) as they directly relate to the historical design intentions of the Site, are readily accessible and provide people with a clear understanding of the linear structure of the Site. View 18 affords a classic view of the Church along one of the major axial roads with Walker Wood and the slopes of Baildon Moor supplying a green rural backdrop. View 19 runs along Victoria Road, the key axial road on the Site, and provides a classic view through Saltaire with the same backdrop as View 18.
- 2.37 View 20 is a representative viewpoint from this stretch of Bingley Road and is considered to be an important (Grade B) local view (see Plate 21). It affords people a clear view of the principle buildings of the Site, although it is somewhat compromised in terms of its quality by the condition of the open space in the foreground and the rear views of the properties to the west and south. As with Views 18 and 19, the woods and slopes to the north provide a rural backdrop to the view.
- 2.38 View 21 (Grade B) along the canal corridor into the Site is also important as it structures people's experience as they approach the Site along this historically related feature (see Plate 22).
- 2.39 View 22 (Grade B) lies on an important approach to the Site leading up to the main entrance of Robert's Park. Unfortunately, this very local view, although important, is now highly degraded in terms of its quality by the general

condition and appearance of the entrance to Robert's Park and the associated green.

- 2.40 The last two views, 23 and 24 are not historically situated but rather represent locations from which modern visitors can gain some understanding of the monumental nature of the Site's principle buildings. View 24 (Grade C) lies near to the entrance from the Salt's Mill car parking and represents many people's first visual experience of the Site (see Plate 23). Currently, this is a very low quality visual experience dominated by modern back-of-house workings and car parking. View 23 (Grade C) is situated alongside related historic housing and provides an interesting view of the Site dominated by Salt's mill, although the foreground is somewhat degraded by modern development.

### ***Rural Backdrops***

- 2.41 It is clear that in terms of views from and to the Site the backdrop afforded to these views by the topography and the wider landscape character of the area are important elements of the Site's setting. As mentioned previously, the topographic form is particularly important in this regard but land-use also plays a key role in structuring people's experience of the Site.
- 2.42 Figure 15 maps a number of areas and features in the wider environs of the Site that contribute to the setting of the Site due to their role as a backdrop to key views and also in terms of their more general role in creating a sense of place for the Site. As with the views these have been graded according to the relative significance. This has been determined through an assessment of their relative contribution to the general visual setting of the Site, their role in forming backdrops for views to and from the Site, their historic associations with the Site and their historical authenticity in terms of general land-use.
- 2.43 Three critical Grade A areas (Areas 1, 2 and 3 on Figure 15) have been identified through the analysis. Area 1 is a large expanse of agricultural pasture whilst Area 2 is an expansive block of deciduous woodland. Areas 1 and 2 form a critical backdrop to northern views from the Site and views of the Site from the south and south-east. These include the critical axial views on the Site (See Figure 12) and an important axial view through Robert's Park. These areas are also critical to views of the Site including Views 13, 14, 15, 18, 19 and 20 (see Figures 12 and 13). In addition, Area 2 plays an important role in establishing the general rural ambience and character of the northern

parts of the Site, in particular Robert's Park. Area 2 also screens areas of modern housing alongside West Lane to the north of the Site.

- 2.44 Area 4 to the east is an area of steep rough grassland that has been identified as an important component (Grade B) in the Site's setting as it supplies a distant backdrop to the two important east-west axial views from the Site (see Figure 12) and View 8. It is also glimpsed in other views from the Site (e.g. View 6) and in View 9 of the Site (see Figure 13).
- 2.45 Areas 5, 6 and 7 are areas of agricultural land and woodland that make a limited contribution (Grade C) to the backdrop of western views from the Site and in the backdrop of Views 13 and 14 to the Site. They also screen some views of distant conurbations from the Site and contribute to the general rural setting of the Site.

### ***Approaches and Gateways to the Site***

- 2.46 The approaches and gateways to the Site are important to how people experience the Site. Figure 16 identifies the key approaches and gateways. In terms of determining the relative significance of these elements factors such as historical associations, usage and visual connections have all been taken into account.

### ***Key Approaches***

- 2.47 The Canal Corridor is particularly important (Grade A) as it relates to the historic significance of the Site and provides a regularly used approach to the Site for walkers, cyclists and boats. The eastern and western approaches along the canal are however are markedly different. The western approach is relatively rural in character and often enclosed by surrounding vegetation and local development e.g. the metal fence alongside the sports pitches. Views of the Site are relatively limited (see above) and some of the local development has begun to degrade the quality and generally rural (or perhaps more accurately urban fringe) character of the canal. In contrast, the eastern approach runs through a developing industrial commercial area and a key gateway to the Site (see below). Along the corridor there are a small number of historic industrial buildings including the former works off Victoria Street which begin to set the scene for Saltaire, but for the most part the corridor is dominated by modern structures. This begins to alter closer to the Site and



steadily a more rural character emerges, which then leads into the Site and the monumental corridor between Salt's Mill and the New Mill.

- 2.48 The road approaches to the Site are the principal transport corridors into the Site. These include the approach through the Eastern gateway area to the Salt's Mill parking, Bingley Road, Bradford Road and Saltaire Road and other roads leading to the Saltaire roundabout. The quality of these approaches is mixed. The approach along Saltaire Road (Grade B) provides a key access to the Site. Historically this route was closely related to the Site and predated its development; it is now heavily used by those passing through and visiting the Site. The quality of the approach is variable with a notable change in character at the school, moving from a very modern character (to the east) to a more historic character to the west (see Immediate Setting below).
- 2.49 The Bradford Road (Grade C) provides a standard urban approach to the Site that rapidly changes when the WHS boundary is reached. The quality of roadside development in the immediate vicinity of the Site directly impinges on the general character and quality of the immediate environs of the WHS (see below). The approaches to the Saltaire Roundabout (Grade C) are generally through residential areas and the quality here is perhaps higher than the other approaches.
- 2.50 Finally, as with Canal Corridor, the eastern approach to the Salt's Mill parking passes (Grade B) through a mixed commercial / industrial area (with emerging residential development – Victoria Mill) that is dominated by predominately modern buildings and a modern road layout. This approach is perhaps the one with the least surviving historical character and its current layout contrives to give it the feel of a modern commercial park that conflicts with the character of the Site. This approach is perhaps the most used approach for visitor's to the Site, particularly those visiting Salt's Mill. This issue is also discussed below in relation to the identified gateways and immediate setting.
- 2.51 The rail corridor (Grade B) is related to the historic development and significance of the Site and consequently forms part of its setting (see above). It also forms a key approach to the Site with many visitors and commuters using the route to access the Site. The corridor itself is dominated by rail infrastructure and due to the seating arrangements and enclosed nature of the corridor it only affords limited views of the Site to passengers expect where it passes through the Site next to Salt's Mill. The key issues with regard to the



rail corridor relate to the quality and appropriateness of the rail infrastructure rather than the views of the Site it affords passengers.

*Gateways to the Site*

- 2.52 As mentioned above, four key gateways into the Site have also been identified, these are the Saltaire Roundabout, Saltaire Road, the entrance to Robert's Park and the Eastern Gateway between the Otley Road and the Site. All of these are felt to be important to people's experience of how they approach the Site and also to the character and quality of the immediate environs of the Site (see below).
- 2.53 The Saltaire Roundabout (Grade B) governs access to the west of the Site for many visitors and local communities. It is currently an extremely busy and congested place dominated by motor traffic and transport infrastructure. The recent redevelopment of the historic Trams Sheds (see below) and the continued use of other historic buildings have helped maintain its historic character but currently it provides a relatively low quality gateway into the Site.
- 2.54 The Saltaire Road (Grade B) is closely linked to the Site, both in terms of its role a gateway to the Site and in terms of the influence that it has on the character of the immediate environs of the Site. The road corridor is busy and regularly congested and as such it can provide a low quality experience for those who approach the Site along this route. The building frontages are of mixed quality with some recent shop fronts seeming distinctly at odds with the character of the area and the need to conserve the setting of the Site. This issue increases further east along the road but as this is further from the Site than the western parts of the road this is perhaps less of a concern.
- 2.55 As mentioned above, when discussing views to and from the Site, the entrance to Robert's Park (Grade A), historically a key gateway into the Site, is currently in a condition that does not reflect its status. In addition, local modern development to the north, in particular the shop frontages are also of poor quality and inappropriate for a location in such close proximity to the Site. These issues could be rectified through appropriate public realm and frontage enhancements.
- 2.56 The Eastern Gateway (Grade B) between the Otley Road and the Site is a well used gateway area with three key approaches running through it (see

above) and as such it is one of the more important gateways to the Site. Currently, the area is undergoing redevelopment and it has a distinctly modern character and ambience. The future redevelopment of this area represents particular challenges for the setting of the Site.

### ***Historically related features***

- 2.57 The original turnpike road, canal, river and railway (see Figure 17) directly relate to the historic significance of the Site and the reasons for its location and success. As discussed in the Overview of Setting paper, whether these elements purely by virtue of their historic associations with Site can be considered to be part of the Site's setting is debatable. However, in this case their associations are so fundamental to understanding the Site it is felt that their historical associations are an important aspect of the Site's setting. In addition, the majority of these elements have been identified as key gateways and approaches to the Site and their relative significance (as assessed previously) takes into account their historical associations.
- 2.58 However, there are other elements that have not been previously identified, in this report namely the river, an area of terraced housing and associated school buildings to the east of the Site, the historic tramsheds and the school to the west of the Site. The river is considered to be critical (Grade A) due to its historic functional associations with the mills and its role in softening the visual relationship between the site and development to the north (see immediate setting). The area of housing and school buildings is considered to be important (Grade B) as it reflects the historic piecemeal development of the area around the Site that emerged in response to the Site's economic success. This area also sets the scene for the approach along the Saltaire Road and softens the interface between the Site and the more modern development along the Saltaire road; as such it is an important element of the Site's immediate setting.
- 2.59 The tramsheds contribute to the historic character of the immediate environs of the Site in the vicinity of the Saltaire Roundabout. These buildings are related to the historic development of the Site and the material used in their construction reflects the historic materials used on the Site and its environs. They are considered to be an Important feature of the Site's setting (Grade B) due to their historic associations and contribution to the area's character. The school to the west of the Site is also strongly related to the Site in historic terms and has served the population of the Site since its development. The

character and fabric of the school also reflects the architecture of the Site. Given the historic associations and contribution to the area's character the school is an Important aspect of the Site's setting (Grade B).

### **Detractors**

- 2.60 As part of the assessment key visual detractors in the setting of the Site have been identified (see Figure 18).
- 2.61 These include a series of prominent structures located locally and at distance that impact on the setting of the Site. These are the radio mast on Idle Hill, the current Salt's Grammar School building, the car wash premises on the Bradford Road (near the terminus of Victoria Road), the social club just east of the Site and the Saltaire roundabout.
- 2.62 There are also a number of edges to urban areas around the Site which either intrude visually in distant views e.g. the caravan park near Crook Farm, housing south of West Lane above Baildon Bank and the housing around Windhill and Idle Hill in Wrose; or effect the character of the immediate setting of the Site e.g. the housing and shops around Robert's Park, the housing along Albert Road, the rear of the properties along Victoria Road, the rear of the Salt's Mill complex and some of the frontage on Saltaire Road.
- 2.63 Improvements to these detractors could enhance the setting of the Site.

### **The immediate setting**

- 2.64 The area immediately around a Site often contributes significantly to its visual setting, its sense of ambience and its character; as such the immediate environs of a Site are an important aspect of its setting. Many of the aspects identified above relate to the immediate environs of the Site e.g. local views in, historically related features, detractors etc, and as such the immediate setting of the Site has, in part, already been described.
- 2.65 However, given the potential influence of the immediate environs on the setting and character of the Site an analysis of the immediate setting of the Site has been undertaken. This has involved identifying a series of zones around the Site (see Figure 19) that encompass blocks of distinctive land-use types and reflect the previously identified components of the Site's setting. For each of these zones a short description has been prepared which

includes an analysis of the key issues facing the setting of the Site in each zone.

- 2.66 It must be emphasised that the boundaries, in particular those at the outer edges of the Zones, are indicative. They have been drawn to follow real features e.g. roads, paths etc. and the inclusion of land within one of the zones does not indicate that all of the land is of equal importance to the immediate setting of the Site. The descriptions presented below attempt to highlight the key features of each of the zones in relation to the setting of the Site and the role that these, and the whole of the zone, contribute to the setting of the Site.

### **Zone A**

- 2.67 Zone A encompasses much of the critical (Grade A) rural backdrop 1 shown on Figure 15. The zone is characterised by a dense block of steeply rising deciduous woodland. The woodland forms a key backdrop in northern facing views from the Site, contributes significantly to the rural / urban fringe character of the Site and masks extensive areas of residential development to the north. This Zone is a critical feature of the Site's immediate setting and the retention of woodland in this area is vital to the continued conservation of the Site's setting.

### **Zone B**

- 2.68 Zone B encompasses a large area of open space focussed on two school complexes; the area also includes the terminus of the Shipley Glen Tramway. This open space contributes to the rural / urban edge character of the Site but its topographic situation means that it does not make a particularly strong visual contribution to the setting of the Site. Salt's Grammar school, one of the two schools, has been identified as a detractor in the setting of the Site. It is a particularly notable and intrusive feature when observed from the northern boundary of Robert's Park, although local vegetation has masked its impact to a degree. The retention of this Zone as predominately open space and the enhancement of the condition and character of the key buildings (especially Salt's Grammar and the Tram terminus sheds) would be desirable in the long-term.

### **Zone C**

- 2.69 Zone C is an area of relatively modern residential housing. For the most part the area is visually screened from the Site by vegetation along the River Aire and visually the Zone does not strongly affect the setting of the WHS. The housing has however encroached into the former rural setting of the Site and along with Zone D (see below) begun to degrade the rural character of the northern half of the Site. In addition, the area around the entrance to Robert's Park (identified as a key gateway and approach) provides a poor quality urban environment that degrades the character of this key entrance area and the setting of the WHS in general. This impact largely stems from the condition of the Green and the current shop frontages.

### **Zone D**

- 2.70 Zone D is an area of relatively modern residential housing. Its southern and eastern boundaries are clearly visible from within Robert's Park and these present a harsh urban edge which impacts on the otherwise open green aspect to the setting supplied by Zone E. In addition, the housing has encroached into the former rural setting of the Site and along with Zone D (see below) begun to degrade the rural character of the northern half of the Site. The housing has also impacted on the backdrop to the axial view along the main "parade" in the Park.

### **Zone E**

- 2.71 Zone E includes of three areas of open space divided by the River Aire and the Canal. The northern part of the Zone consists of an open area of floodplain currently under pasture. This provides an extension of the green open space of Robert's Park and is a key element of the setting of this part of the WHS.
- 2.72 The River Aire is closely linked to the Site and the river corridor contributes significantly to the setting of the Site, both in terms of its visual character and historical significance. As such it forms a key component of the Site's setting.
- 2.73 The area between the river and the canal is dominated by an active sports facility with attendant buildings and structures. For the most part these are of a suitable quality and are acceptable in terms of their impact on the setting of the Site. However, the fencing along the southern side of the sports pitches

provides a harsh impermeable edge which degrades the quality of the canal corridor.

- 2.74 The canal and towpath form a key approach to the Site and have strong historical relations. The canal corridor in Zone E is particularly important in terms of people's approach to the Site. Currently, the canal corridor provides a relatively rural approach with views being contained by vegetation and the fencing alongside the sport's facilities. Views of the Site are limited until the eastern end of the Zone is reached when glimpsed views of the village and church can be gained.
- 2.75 The land between the canal and the railway is used for allotments and rough pasture. This provides an urban fringe landscape in keeping with Site's position and character. The visual quality of some of the land in this area is however degraded in places by poor quality boundary treatments and clutter associated with the allotments.

### **Zone F**

- 2.76 Zone F includes the River Aire and a small strip of open pasture / informal recreation land between the River Aire and Zone C. The area is not particularly visible from much of the Site and the tree lined River Aire tends to screen views across this area towards the housing in Zone C; this screening is an important aspect of the Site's setting in this area. Although this Zone does not contribute significantly to the Site's setting it does supply a rural buffer between the Site and the residential housing in Zone C and as such plays a role in maintaining the rural / urban fringe character of the northern part of the WHS.

### **Zone G**

- 2.77 Zone G encompasses the majority of one of the key gateways to the Site and also contains a number of key approaches to the Site. The area is currently undergoing redevelopment and has been subject to considerable redevelopment in the recent past. This redevelopment has imbued the area with a modern character dominated by business uses, although the redevelopment of Victoria Mills as a residential complex just outside the area is beginning to change this land-use mix. The area is not particularly visible from the Site but does feature in views of the Site from more distant points.

The redevelopment of this area has the potential to alter the character of the Site's setting.

### **Zone H**

- 2.78 Zone H is dominated by 20<sup>th</sup> century residential housing and a number of school buildings. These feature in western facing axial views through the site and more importantly form a key frontage onto the Site along Albert Road. This frontage is particularly important to the setting of the western parts of the Site and currently does not provide a high quality edge for the WHS. The current housing is markedly different in character to the Site and its form and layout does not compliment the character of the Site. In addition, the quality of the public realm in this area does not reflect the international status of the site. The floorscape and planting is in mixed condition and much could be done to soften the edge between the Site and Zone H.

### **Zone I**

- 2.79 Zone I contains a large area of historically related terraced housing, a number of institutional and commercial buildings and two areas of open space. At the northern end of the zone close to the Salt's Mill the area is dominated by a relatively modern but poor quality social club and associated car parking that is having an adverse effect on the quality of the setting of that part of the Site.
- 2.80 The historic residential housing in the Zone contributes to the character of the setting of the site and softens the relationship between the site and the more modern areas along the Saltaire Road (Zone J).
- 2.81 Further south the large area of open space below the Bingley Road provides a local informal recreation facility, but as noted previously, the quality of this area and the rear of properties within the Site and along the Saltaire Road impacts on local views of the Site from along the Bingley Road.
- 2.82 There are also issues in this Zone with the approach to the Site along Saltaire Road. Some of the shop frontages along this stretch of the Saltaire Road are relatively brash and modern in character and are harming the historic character of this approach to the Site and consequently are affecting the setting of the Site. In addition, the congestion and quality of the public realm in this area are also affecting the setting of the Site.



### **Zone J**

- 2.83 Zone J is focussed around the Saltaire Road, a key approach to the site. The majority of the Zone is dominated by modern development and the busy Saltaire Road. The quality of the area in terms of its architecture, condition and public realm is not particularly high and it does not provide a high quality experience for visitors approaching the Site from this direction. At the western end the historic school building begins to establish a historic character for the approach to Saltaire but this character does not really begin to dominate until Zone I is reached.

### **Zone K**

- 2.84 Zone K encompasses a large area of mixed historic and modern development (primarily residential) to the south of the Site. It includes a number of key approaches to the site and borders the site along the Bingley Road. Parts of the Zone feature as a backdrop in the northern facing axial views from the site and in more distant views of the site from the north. As such the area is an important element of the site's visual setting.
- 2.85 Along the Bingley Road there are particular issues with the quality of shop frontages and the public realm (both within the WHS and in Zone K), there are also problems arising from known detractors e.g. the car washing facility at the end of Victoria Road. Currently, the urban form that directly interfaces with WHS across Bingley Road reflects the piecemeal development of the area rather than the Site's international status.
- 2.86 The Zone also contains the Saltaire Roundabout, which has been identified as a key Gateway and detractor; the issues associated with this area have been discussed previously.

### **Conclusions**

- 2.87 The above analysis provides a description of the extent and characteristics of the site ranging from its general situation through to the identification of the many components of the setting. This provides a baseline against which future change can be monitored and the potential impacts of new development assessed.



- 2.88 Taken together the numerous components of the Site's setting present a complex picture of a highly structured urban site situated in a developing urban fringe location bordered by historically related rural areas. Although much of the Site directly relates to neighbouring urban areas, and consequently has very limited views out in these directions, the underlying topography and the associated rural areas mean that the Site does have a relatively extensive setting. This will require careful management over the coming decades to ensure that key characteristics and features of this setting are appropriately conserved and that new developments are appropriate in terms of the location, scale and mass.
- 2.89 The use of Local Development Frameworks, Area Action Plans and Supplementary Planning Documents could supply a mechanism through which this long-term management and development control could occur. These could be developed in partnership with local communities to ensure that their quality of life and the economic viability of the area can be improved without harming, and instead preferably enhancing, the setting of the Saltaire WHS. The Buffer Zone (see Section 3) provides a starting point for this process but these new approaches to land-use planning perhaps present further opportunities to achieve this balance.
- 2.90 In the Immediate Setting of the Site there are a number of key locations where targeted management and action could substantially improve the setting of the Site whilst potentially delivering benefits for local communities and the local economy. These include the Bingley Road retail area, the Saltaire Roundabout, the entrance to Robert's Park and the Saltaire Road corridor. In all of these locations positive enhancement could bring multiple benefits.
- 2.91 The management of the distant rural backdrops lies outside of the current planning system but partnership with the relevant landowners could assist in their conservation and enhancement, which in turn could supply a higher quality leisure resource for local communities and benefit the setting of the site.
- 2.92 Given the pressures that have faced the Site and its setting over the past 100 years it is surprising that its setting has survived in the condition that it has and that the Site can still be readily appreciated in its wider topographical and landscape context. However, the pace of change in the setting has accelerated in the last 30 or so years and this pattern of expanding development is perhaps the largest single threat facing the setting of the Site.

The connections between the Site and the rural areas beyond are a fundamental aspect of its setting and in part of its significance the retention of these is therefore essential if the historical connections between the Site and its setting are to be maintained.

### 3. BUFFER ZONE

#### What is a Buffer Zone?

- 3.1 The UNESCO Operational Guidelines for the Implementation of the World Heritage Convention (2005) contains the following guidance on Buffer Zones:

##### *Buffer zones*

*103. Wherever necessary for the proper conservation of the property, an adequate buffer zone should be provided.*

*104. For the purposes of effective protection of the nominated property, a buffer zone is an area surrounding the nominated property which has complementary legal and/or customary restrictions placed on its use and development to give an added layer of protection to the property. This should include the immediate setting of the nominated property, important views and other areas or attributes that are functionally important as a support to the property and its protection. The area constituting the buffer zone should be determined in each case through appropriate mechanisms. Details on the size, characteristics and authorized uses of a buffer zone, as well as a map indicating the precise boundaries of the property and its buffer zone, should be provided in the nomination.*

*105. A clear explanation of how the buffer zone protects the property should also be provided.*

*106. Where no buffer zone is proposed, the nomination should include a statement as to why a buffer zone is not required.*

*107. Although buffer zones are not normally part of the nominated property, any modifications to the buffer zone subsequent to inscription of a property on the World Heritage List should be approved by the World Heritage Committee.*

### **The existing Buffer Zone for the Saltaire WHS**

- 3.2 It is clear therefore that the buffer zone should “*include the immediate setting of the nominated property, important views and other areas or attributes that are functionally important as a support to the property and its protection.*” The current WHS Buffer Zone for Saltaire (see Figure 1) encompasses the whole of the immediate setting (as defined on Figure 19), key views into the Site (see Figures 13 and 14), a number of historically related elements (see Figure 17), the key functionally related approaches and gateways to the Site (see Figure 16) and all of the critical / important backdrops (see Figure 15) which also contribute to its historically important rural setting.
- 3.3 However, the current buffer zone does not encompass the entirety of the Site’s theoretical viewshed nor some of the contributory backdrops (see Figures 1 to 5 and 15). The extension of the Buffer Zone to include these elements could potentially enhance the protection of the Site’s setting. However, given that the viewshed is purely theoretical and not based on current visibility and that the existing Buffer Zone encompasses all those elements of land that are currently visually dominant in views from the Site it is unlikely that the extension of Buffer Zone to the edge of the viewshed that encompasses all areas of land from which all parts of the Site can be seen (see Figures 1 to 5) would contribute significantly to the protection of the Site’s setting. With regard to the contributory backdrops (see Figure 15), these do not play a large role in the setting of the Site, although they do enhance the sense of the Site’s historical rural setting and frame some of the western views from the Site. These areas lie at some distance from the Site and given their lack of visual prominence it is difficult to argue that they should be included in the Buffer Zone. Existing planning designations and guidance on PPG 15 regarding the preservation of the setting of World Heritage Sites should be sufficient to manage change on these areas without the need to over extend the Site’s Buffer Zone.
- 3.4 Overall, the existing Buffer Zone is acceptable in terms of its extent and has now been tested “*through appropriate mechanisms*”.

### **Policy relating to the Buffer Zone**

- 3.4.1 In terms of policy guidance relating to the Site and Buffer Zone, the replacement UDP (“RUDP”) provides a specific policy (S/BH14) which states:

*There will be a presumption in favour of the preservation of the World Heritage Site and its setting. Development which would adversely affect the character, appearance, setting or views into or out of the proposed world heritage Site will not be permitted. Therefore:*

*Within the boundary of the proposed world heritage Site, as defined on the proposals map, applicants will be required to demonstrate that full account has been taken of the impact of their proposals upon the world heritage Site and its setting and that their scheme will have no adverse affect upon it.*

*Within the buffer zone, as defined on the proposals map, development which would be likely to adversely affect views into or out of the World Heritage Site will only be permitted where a suitable program of mitigation is proposed as part of the application.*

- 3.5 This policy may need to be revisited given its sole focus on the views into and out of the WHS within the Buffer Zone. This excludes other issues such as gateways, approaches, backdrops, the immediate setting, the rural character of parts of the Site's setting and historically related features.

### **Tall structures and the setting of the Saltaire WHS**

- 3.6 There is one other issue relating to the setting of the WHS that needs to be addressed, namely the potential impact of tall structures. The World Heritage Committee and ICOMOS are becoming increasingly concerned by the development of tall buildings around World Heritage Sites and the impact that these are having on the character and setting of the sites. In the case of Cologne Cathedral this led to the site being placed on the World Heritage at Danger list in 2004 after repeated concerns being raised about the protection of the site's setting since its inscription in 1996. At Vienna (inscribed in 2001) the issue of urban development, including proposed tall buildings, in the setting of a nominated Site continues to provoke comment and concern and action may be taken here in the future. The recent decision to allow the development of a 50 storey tower at St George's Wharf even though it would adversely impact on an important view of the Westminster WHS has yet to be officially commented on by the WH Committee but it is likely that this may begin to undermine their confidence in the ability of the English planning system to protect the setting of World Heritage Sites.

- 3.7 With regard to Saltaire the issue of tall structures may become an issue in the future if the ongoing regeneration of the city includes proposals for tall buildings or the need for further renewable energy sources (as outlined in PPS 12) leads to proposals for wind turbines in rural areas around the Site. With these issues in mind a GIS based viewshed model has been developed which plots the theoretical height that a structure would need to reach for it to be visible from the WHS (see Figure 20).
  
- 3.8 This model will allow the planning authority to determine when a proposed structure may impact on the setting of the Site by enabling them to review proposed building heights against the approximate level indicated on the attached figure (the data is also available as a GIS layer). Should a proposal for a structure exceed (or come close to) the level indicated then the authority would justifiably be able to request further assessment by the developer to determine the likely scale of impact. In many cases, intervening buildings will effectively screen potential views of tall structures, particularly to the south of the Site outside of the Aire Valley, but to the east, west and north tall structures are more likely to impact on the setting of the Site.
  
- 3.9 This approach can be used in conjunction with the Buffer Zone to ensure that the setting of the Site is adequately protected and that possible issues related to new development can be identified at an early stage in the planning process.

## **BIBLIOGRAPHY**

Atkins (2005) *Saltaire World Heritage Site – Environmental Capacity Study: Review of Statement of Significance Draft*

Atkins (2005) *Saltaire World Heritage Site – Environmental Capacity Study: Overview of the Concept of Setting Draft*

R. Balgarnie (1878) *Sir Titus Salt, Baronet: His Life and its Lessons*

Colcutt, S (1999) The Setting of Cultural Heritage Features *Journal of Planning and Environment Law* June 1999 pp 498-513

Fielden, B and Jokilbo, J (1998). *Management Guidelines for World Cultural Heritage Sites*. ICCROM, UNESCO and ICOMOS.

UNESCO (1972). *Convention concerning the protection of the World Cultural and Natural Heritage*.

UNESCO (2005) *Operational Guidelines for the Implementation of the World Heritage Convention* WHC. 05/2 - 2 February 2005