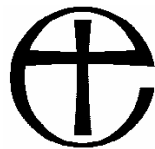


General Synod of the Church of England

CATHEDRALS FABRIC COMMISSION FOR ENGLAND

**GUIDANCE NOTE 4
PROCEDURES FOR MAJOR NEW DEVELOPMENTS
AT CATHEDRALS**

**Issued by the Commission
April 2008**



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Introduction

In the light of its experience in handling cases since the introduction of *the Care of Cathedrals Measure 1990* (“*the 1990 Measure*”), now amended by *the Care of Cathedrals (Amendment) Measure 2005* (“*the 2005 Measure*”), the Cathedrals Fabric Commission for England (“the Commission”) considers that the following Guidance Note will be helpful to Chapters considering development schemes within cathedral Precincts or otherwise affecting the setting of cathedrals.¹ These may include creation of new ancillary facilities for the cathedral; provision for visitors, education, music or other activities; building or enhancing residential accommodation for the cathedral community or others, and expanded facilities for cathedral schools. Such development is often achieved via new buildings adjacent to the cathedral or elsewhere in its Precinct, but may also involve the extension or adaptation of existing buildings. This type of project is considered in Part 1 of this Guidance Note.

The Guidance Note summarises the initial processes through which a project should be taken in relation to procedures under the 1990 Measure, as amended. However, it does not deal in detail with procedures required under planning legislation. Reference should also be made to Sections 5 and 6 of the Commission’s general guidance document *Guidance Note 8 The Care, Conservation and Development of Cathedrals* (November 1999, revised March 2008). This Guidance Note expands on what is described in Section 7 of that document as Stages 1 to 3 of the process.

Increasingly, the Commission is also seeing proposals for major projects affecting cathedrals themselves, which may have implications for historic fabric, but the major impact of which is felt in terms of the perception and experience of the cathedral and in which there is likely to be substantial input from a specialist consultant or designer. Such projects include, for example, comprehensive new interior and exterior lighting schemes, new sound systems, and new or enhanced interpretation for visitors. Such works are often proposed in tandem with reordering of the cathedral interior or development elsewhere in the Precinct as part of a wider project and, at the time of writing, often form part of substantial funding bids to bodies such as the Heritage Lottery Fund. The Commission considers that many of the principles underlying the advice in Part 1 of this Guidance Note are also relevant to these projects and they are considered briefly in Part 2.

¹ Throughout this Guidance Note, unless otherwise specified, references to “the 1990 Measure” are to that Measure as amended to January 1st, 2008, in particular by the 2005 Measure.

PART 1

MAJOR NEW DEVELOPMENTS WITHIN CATHEDRAL PRECINCTS

Stage 1

- 1 At the outset, the Chapter should analyse and set out in writing a clear statement of its perceived needs for the development, and the wider strategic context provided by the cathedral's life, work and mission. This information might usefully be divided into a Statement of Need and an accompanying liturgical statement. If the development is substantial or it forms one aspect or phase of a wider or multi-phase project, reference should also be made to any relevant framework documents such as a Development Plan or Masterplan (which should in their turn take account of relevant local planning policies).
- 2 There should be a preliminary discussion between the Chapter, the Cathedral Architect or Surveyor of the Fabric, the Cathedral Archaeologist and the Fabric Advisory Committee ("FAC") regarding the range of possible sites within the Precinct for the proposed development, and the relative merits and demerits of each should be explored, within the context of the cathedral's Conservation Plan if it has one. The process and conclusions of this analysis can be articulated via an Options Appraisal document, which (as with the Statement of Need) will form part of the supporting documentation when the Chapter makes its formal application(s) for approval of the development in due course.
- 3 There should be an informal discussion with the Commission and the local planning authority ("LPA") in the light of the preceding steps. Both these would have the opportunity then to state whether they had fundamental objections to any of the proposed sites. The Chapter should consider whether also to consult English Heritage at this early stage: this will be essential if any of the sites affected is a scheduled monument under *the Ancient Monuments and Archaeological Areas Act 1979* and so subject to that Act, in addition to controls under the 1990 Measure.

Any advice given by the Commission at this, or any other, stage of the pre-application consultations is, and must be, given without prejudice to its consideration of any application for approval of proposals that comes before it in due course under the 1990 Measure. This is because, under that Measure, when determining such an application, the Commission is obliged to consider impartially any representations made to it by the statutory consultees or members of the public in respect of that application. For large, complex or multi-phase development projects, the Commission is likely to set up a sub-group of its members to follow the project from inception to completion (for example, via attending site visits and scrutinising documentation in particular detail).

- 4 The Cathedral Archaeologist should draw up a desk-based archaeological assessment of the site or sites, which should be copied to the Commission, the LPA and, in relevant cases, to English Heritage, for comment.

5 A committee representing the Chapter and any partners in the project should develop an architectural Brief for it (the FAC may be represented on this committee, as appropriate, or otherwise contribute to discussions). The Brief will include a statement of:

- i) the functional requirements for the new building
- ii) the intended scale of the new building and its relationship to the cathedral and to its context within the Precinct (for example, other buildings, open spaces, landscape features or key views)
- iii) the archaeological or other constraints on the development (for example identified via the archaeological desk-based assessment).

The process of developing the architectural Brief might draw upon certain specialist information or assessments, available in-house or commissioned by the Chapter (for example on specific historic buildings or landscape issues, arboricultural, wildlife or environmental questions, accessibility, traffic management etc). Though the Brief will be developed by a representative committee, it is important that a designated person at the cathedral takes responsibility overall for steering the development project (this may be a member of its professional staff or a member of Chapter with particular responsibility for the relevant area of the cathedral's activities). For large, complex or multi-phase developments, it might be advisable for the Chapter to engage a professional Project Manager to work alongside this designated person to keep the project on time and on budget.

6 It may be necessary to put in hand an archaeological field evaluation of any site in order to determine the precise nature of the constraints to be included in the Brief. Indeed, such an evaluation will be necessary unless the earlier assessment has shown it to be unnecessary. The evaluation will attempt to define, as far as possible, the precise nature of the archaeological deposits surviving on the site, so that informed decisions can be made about how best to mitigate the archaeological impact of the development. Depending on the nature and extent of the evaluation (or any other preparatory archaeological work preliminary to finalisation of the development proposals or their implementation), this work might require a separate application to the Commission (or the cathedral's FAC as appropriate) for approval.

7 The Brief should be copied in draft to the Commission, the LPA and, in relevant cases, to English Heritage, for comment. It may be appropriate at this stage also to invite comment from the Commission for Architecture and the Built Environment ("CABE").

8 For some development projects, the Chapter might look to its Cathedral Architect or Surveyor of the Fabric to design and implement detailed proposals. In other cases, it will be appropriate for the Chapter to engage another architect specifically for the development project (for example, via architectural competition or via selection from a limited number of invited architects or

practices)². Even if, from the outset, the Chapter intends to engage another architect specifically for the project, the Cathedral Architect or Surveyor of the Fabric should be involved in the Options Appraisal and in formulating the Brief for the development project. The Cathedral Architect or Surveyor of the Fabric (unless he or she is herself a candidate) should also, with the Chapter and expert assessors, contribute to the process of selecting the architect for the project. The successful candidate should be one who not only demonstrates his or her understanding of the Brief, but also manifests a sensitivity towards the need for designing a building of high quality, appropriate to and worthy of its setting and in appropriate materials. The successful candidate is also likely to have a track record of designing similar buildings in a manner that responds to the Chapter's aspirations for its development project.

If the Chapter chooses to engage another architect specifically for the development project, it will be vital that lines of accountability, areas of responsibility and the intended relationship between that architect and the Cathedral Architect or Surveyor of the Fabric and the Cathedral Archaeologist are carefully and clearly set out.

- 9 The architect selected for the project should develop his or her proposals on the basis of the Brief and in consultation with the Chapter and the FAC.
- 10 When the architect has developed a fair draft set of proposals, these should form the basis for a presentation on site and for discussion with representatives of the Commission and LPA (and with English Heritage, CABE and any other of the statutory consultees as the Chapter thinks it beneficial to involve at this stage). For substantial developments that are likely to be of interest or concern to the wider local community, the Chapter might wish subsequently to undertake a public consultation exercise before finalising its proposals (for example via an exhibition of plans at the cathedral or another local venue).
- 11 In the light of these consultations the architect should draw up a definite set of proposals for adoption by the Chapter.

Stage 2

- 12 The Chapter should submit an application to the Commission for approval of the proposed scheme.³ It is likely that the supporting information that accompanies this application will need to include:

- i) Statement of Need and liturgical statement

² See the Commission's guidance, prepared in collaboration with the Cathedral Architects Association ("CAA") and issued after consultation with, among others, the Association of English Cathedrals, *The Roles and Duties of the Cathedral Architect or Surveyor of the Fabric* (April 2008).

³ For an explanation of the application process and supporting information, see the Commission's Procedural Guidance Note 2 *Proposals Requiring Approval and Making an Application* (March 2008) and Procedural Guidance Note 8 *The Cathedrals Fabric Commission for England: its roles and functions & Determining an Application: Procedures for the Cathedrals Fabric Commission for England* (March 2008).

- ii) extracts from framework documents such as the Conservation Plan, Development Plan or Masterplan (or reference to them, if the documents have already been submitted at a pre-application advice stage)
- iii) extracts from, or reference to, any specialist assessments or reports that contribute to an understanding of the development proposals
- iv) a proposal document describing the development scheme, drawing on preliminary work such as the Options Appraisal. For large or complex schemes this material may include a Design Statement covering in detail matters such as junctions between existing and new fabric, selection and use of materials and finishes etc.
- v) Architectural and Archaeological Impact Statements and a statement of any mitigation measures proposed (if appropriate)
- vi) such plans, drawings and other illustrations as are necessary to provide an understanding of the development proposals.

This list is indicative only – it is not exhaustive or prescriptive – and for any project, the supporting information provided should be proportional to the scale and complexity of the proposals. Chapters are asked to remember that although the Commission, the FAC and the LPA (which is a statutory consultee in applications made to the Commission⁴) might have seen much of this contextual information at a pre-application advice stage, other statutory consultees (such as the National Amenity Societies) might not. In any case, *the Care of Cathedrals Rules 2006*⁵ (“*the 2006 Rules*”) require the formal notification of the application which is sent to the statutory consultees to be accompanied by a copy of each of the detailed plans, drawings, specifications and other documents which accompanied the application itself.

The Commission expects that any substantial development will be underpinned by a Business Plan (which describes the project, its evolution and its aims, intended outcomes and benefits and how these will be evaluated; identifies dependencies, risks and contingencies; demonstrates that the financial implications of the project (including VAT) have been assessed; and sets out a critical path for the project’s implementation). At the time of writing (April 2008) the Heritage Lottery Fund requires the submission of a Business Plan for any project where the applicants are seeking a grant of £1million or more.⁶ The Commission will not necessarily wish to see the Business Plan, as the financial aspects of a development scheme largely lie beyond its remit under the 1990 Measure. However, it will require the Chapter to demonstrate to it that it has satisfied itself as to, for example, the financial viability and sustainability of the development project.

⁴ Other than those relating solely to disposal of or works to an object or the addition of an object to the cathedral.

⁵ 2006 Rules, Rule 7.

⁶ Chapters might find the Heritage Lottery Fund’s guidance document on business plans of general assistance even if they are not intending to apply to the HLF for grant assistance with a project. See: <http://www.hlf.org.uk>

Stage 3

- 13 Subject to the Commission's approval of the proposals, the Chapter should then submit them to the LPA for Planning Permission and building regulations approval, as necessary.

PART 2

MAJOR PROJECTS WITHIN CATHEDRALS

- 1 At the outset, the Chapter should analyse and set out in writing a clear statement of its perceived needs for the project, and the wider strategic context provided by the Cathedral's life, work and mission. As in Part 1 above, this information might usefully be divided into a Statement of Needs and an accompanying liturgical statement. Where relevant, reference should be made to any framework documents such as a Development Plan or Masterplan, and to the cathedral's Conservation Plan, if it has one.

- 2 There should then be a preliminary discussion between representatives of the Chapter, the Cathedral Architect or Surveyor of the Fabric, the Cathedral Archaeologist, the FAC and any relevant persons in the cathedral community or on its staff who have a direct interest in this specific project (for example, where new lighting or sound systems are under consideration, it might be helpful to involve the vergers at this formative stage). This discussion will explore the options by which the objectives of the project can be met.

The Chapter is advised to discuss the proposals with others who have commissioned, and have experience of using, similar schemes and to visit the buildings concerned to gain an impression of the options available and recent technological developments. It will wish to ask questions about, for example, physical and visual impact on the cathedral, environmental issues, energy consumption and other management issues such as "user-friendliness".

- 3 A committee including representatives of the Chapter and its professional advisers can then proceed to set the Brief for the project, identifying and taking into account any relevant sensitivities (the FAC may be represented on this committee, as appropriate, or otherwise contribute to discussions). As in Part 1 above, it is advisable for a designated person at the cathedral to take responsibility for steering the project (again, this may be a member of its professional staff or a member of Chapter with particular responsibility for the relevant area of the cathedral's activities).

The process of developing the Brief might draw upon certain specialist information or assessments, available in-house or commissioned by the Chapter (for example, for sound systems and interpretation, access and accessibility issues; and for external lighting, wildlife or environmental questions).

- 4 At this stage, the Commission will welcome initial consultation on the Brief, especially if some or all of the works under consideration are likely to require its

formal approval under the 1990 Measure, as this provides an opportunity to identify any issues that it would wish to see taken into account in the evolution of detailed proposals, for which formal approval will be sought in due course.

- 5 As with other types of development project, the Chapter may look to the Cathedral Architect or Surveyor of the Fabric to lead in designing and implementing detailed proposals, but equally it might seek input from a specialist, such as a lighting designer, lighting or sound technician or interpretation consultant, for part or all of the scheme.

Again, the successful candidate should be one who not only demonstrates his or her understanding of the Brief, but also manifests an ability to design with sensitivity to the cathedral in question and its special character, and to produce a scheme of high quality appropriate to the needs articulated by the Chapter. The successful candidate is also likely to have a track record of comparable projects, not necessarily in cathedrals, but in buildings of similar size and complexity, and with similarly complex needs.

If the Chapter chooses to engage a specialist - as a consultant to the project or to formulate proposals - it will be vital that lines of accountability, areas of responsibility and the intended relationship between the consultant and, for example the Cathedral Architect or Surveyor of the Fabric and the Cathedral Archaeologist are carefully and clearly set out.

- 6 The consultant, the Cathedral Architect or Surveyor of the Fabric (in the light of the consultant's input) or the two working together should develop proposals on the basis of the Brief and in consultation with the Chapter and the FAC.
- 7 When a fair draft set of proposals has been formulated, these should form the basis for a presentation on site and for discussion with representatives of the Commission, and any of the statutory consultees the Chapter considers it beneficial to involve at this stage. The Commission will expect that the FAC has contributed to and been kept informed about the progress of the proposals especially as, for lighting, sound and interpretation schemes, it is likely that some or all aspects of the scheme will fall to the FAC, rather than the Commission, to determine.
- 8 The Chapter should submit an application to the Commission, or to the FAC, as appropriate, for approval of the proposed scheme, either as a stand-alone project or as part of a wider project (where appropriate). The supporting information accompanying the application should include a Design Statement, a schedule of fittings to be used and any necessary technical information. Where the scheme is part of a wider project, the Commission, or FAC, as appropriate will expect the documentation to demonstrate how the scheme is integrated with other aspects of the work (for example, how a new lighting scheme responds to reordering work proposed in tandem).