

# Gloucester City Council

<b>Meeting:</b>	<b>Council</b>	<b>23<sup>rd</sup> January 2014</b>
<b>Subject:</b>	<b>Southgate Street Conservation Area and Management Proposals Review, and Proposed Article 4 Direction</b>	
<b>Report Of:</b>	<b>Cabinet Member for Regeneration and Culture</b>	
<b>Wards Affected:</b>	<b>Westgate / Moreland</b>	
<b>Key Decision:</b>	<b>No</b>	<b>Budget/Policy Framework: Yes</b>
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<b>Appendices:</b>	<b>1. Southgate Street Conservation Area Appraisal Review</b> <b>2. Consultation Comments Matrix</b> <b>3. Article 4(1) Direction and Plan</b> <b>4. Southgate Street Townscape Heritage Initiative Conservation Management Plan</b>	

## FOR GENERAL RELEASE

### 1.0 Purpose of Report

- 1.1 To inform Members of the outcome of the Southgate Street Conservation Area and Management Proposals Review consultation exercise undertaken in September / October 2013, and to consider adoption of the Review as a Supplementary Planning Document (SPD).
- 1.2 To update Members on the Southgate Street Conservation Area Article 4 Direction, and to request confirmation of the Direction.
- 1.3 To consider further reviews of each of the city's conservation areas.

### 2.0 Recommendation

- 2.1 Council is asked to **RESOLVE** that

- (1) The review of the Southgate Street Conservation Area Appraisal and Management Proposals document be approved as a Supplementary Planning Document (SPD). The SPD will at present be attached to the extant Core Conservation Policy A2 in the 1983 adopted Local Plan, which in due course will be replaced by the City Plan.
- (2) The Article 4(1) Direction for Southgate Street Conservation Area be confirmed.

- (3) Further Reviews of each of the City's Conservation Area Appraisal and Management Proposals Documents be undertaken, with consideration of further designation of Article 4 Directions, as resources permit.

### **3.0 Background and Key Issues**

#### **3.1 Background Note**

At Planning Policy Sub Committee (12.12.13) Members requested that, for clarity, an additional reference be inserted into the Conservation Management Plan to address proposed colour schemes to properties within the Conservation Area. This would help establish a coherent and sympathetic style that reflects the heritage and architectural quality of the conservation area. This has been included in the appended document.

#### **3.2 The Process of the Conservation Area Review**

In 2007 Council adopted the Southgate Street Conservation Area and Management Proposals, as a Supplementary Planning Document. (this was part of a wider exercise involving all Conservation Areas in Gloucester). The document has been the basis for conservation policy within the Southgate Street Conservation Area.

- 3.3 Since 2007, the area has seen significant pressure on the historic character of the area, in part due to the economic recession. In certain cases this has resulted in poor / inappropriate maintenance by owners or a complete lack of care, particularly where properties have become vacant. There have, however, been many instances where owners have adopted a positive approach to maintaining their property. The Council has successfully delivered many of the objectives of the Conservation Area Appraisal and Management Proposals (see 3.3 below).

- 3.4 Members will be aware of a successful Stage 2 submission to Heritage Lottery Fund (HLF) in September 2013, in order to establish a Townscape Heritage Initiative (THI) in the Southgate Street area. This £1.2 million project will result in the restoration of historic architectural detail to properties, works to vacant upper floorspace and structural works including repairs to roofs and walls.

The THI provides an opportune moment to undertake this Conservation Area Review, particularly in regard to:

- How successful the various recommendations contained in the 2007 Appraisal have been in addressing the historic environment and character of the conservation area; and
- the identification of any new issues / opportunities for action.

#### **3.5 Achievements following the 2007 Appraisal**

The key actions delivered following on from the 2007 Appraisal recommendations included:

- a) Negotiations with owners to successfully remove satellite dishes from the front elevations of properties;
- b) Negotiations with owners to deliver appropriate design solutions through the development control process, including the development site at the corner of Trier Way and Southgate Street;

- c) The delivery of 16 property improvements through the City Council's Southgate Street Facelift Scheme;
- d) The successful award of a £1.2 million Townscape Heritage Initiative by Heritage Lottery Fund;
- e) The review of the Council's Buildings at Risk Register for all listed buildings in the City.

In regard to a) above, 16 Notices have been served over the past 4 years to tackle unacceptable breaches of planning control, usually involving shopfront alterations and the inappropriate installation of satellite dishes. With regard to the latter, all dishes have now been removed from the front elevations of properties within Southgate Street following a joint project between the City Council's Conservation and Planning Enforcement Teams earlier in 2013.

### 3.6 **Opportunities for Future Action through the 2013 Review**

The main issues / additional opportunities arising from the 2013 Review are:

- i. No change to the conservation area boundary;
- ii. The need to continue the pursuance of inappropriate designs, additions and alterations to buildings within the conservation area, through negotiation and/or the implementation of an Article 4 Direction;
- iii. The implementation of the Southgate Street Townscape Heritage Initiative which, through financial support to owners, will address many of the issues regarding repairs to properties and reinstatement of architectural detail. The THI will also deliver environmental improvements to the public realm, plus provide education and training in built heritage as a means of ensuring a long term legacy of good maintenance and protection of buildings.

### **Consultation**

3.7 The 2007 Appraisal document recommended a review within 5 years (a timescale recommended by English Heritage). This review has been undertaken in conjunction with the Townscape Heritage Initiative Stage 2 Bid. One of the key requirements in a successful THI Bid is the commitment to introduce robust conservation policy, in particular an Article 4 Direction.

3.8 The consultation on the Review and the Article 4 Direction was undertaken in September – October 2013, and included a consultation event on 2<sup>nd</sup> October 2013. A table listing comments is appended.

The majority of comments from the consultation were positive and supportive of the Council's approach. In summary, the main issues raised through the consultation process were:

- Overall support for the Council's approach regarding the conservation of the area, particularly in regard to the successful removal of satellite dishes from front elevations;
- Strong support for the Southgate Street Townscape Heritage Initiative (THI), which will help achieve many of the Conservation Area Appraisal's aims, through positive actions;
- Specific concern regarding the future of Albion House - this will hopefully be addressed through the actions of the THI;
- Support for the need to improve the public realm;
- Support for policy on shopfronts, timber windows and railings;

A number of recommendations emanating from the consultation are outside the remit and scope of a conservation area appraisal (such as dog fouling, noise pollution / health and crime); these have been directed to relevant departments where such action can be considered. No changes to the Appraisal are therefore proposed, as it is felt that the document covers the issues raised. No changes to the boundary have been made as a result of the Review; the area has been defined to create a cohesive area of special interest, and the boundary includes properties of a similar age and of architectural interest.

#### **Article 4 Direction**

- 3.9 One of the key areas addressed in the 2007 document was the loss of original architectural details and insensitive alterations to historic buildings within the conservation area. This resulted from owners using permitted development rights to alter / remove key features on non-listed single dwelling houses without the need for planning permission. In order to fully address the situation it was recommended that the Council would 'seek to consider the need for an Article 4(1) Direction to protect buildings that retain original features from inappropriate alteration' (Policy CA2/9). An Article 4 Direction gives the local authority the power to remove such permitted development rights that are considered to have the most detrimental impact on the street scene. These include:
- (a) The replacement of traditional timber windows with inappropriate materials including plastic;
  - (b) The substitution of clay tiles and natural slates with concrete or other materials;
  - (c) The construction of a porch outside any external door;
  - (d) The provision of a hard surface e.g. to provide a car park in the front garden;
  - (e) The erection, construction, maintenance, improvement or alteration of a gate, fence, wall or other means of enclosure, or the demolition of the same; and
  - (f) The painting of previously unpainted external stonework or brickwork. For the avoidance of doubt, this does not include the routine repainting of external joinery in the same colour.
- 3.10 The overall impact of such permitted development rights has seen the introduction of small but inappropriate extensions, the replacement of traditional materials such as original slate and clay tiles for concrete tiles, timber sash windows for Upvc, front porches that break up the continuity of a terrace, removal of gates, railings and walls, and inappropriate colour schemes. These works not only impact on the individual building, but quite often on the wider street scene. The Southgate Street THI award from HLF was established on the basis that this process of decline would be addressed through an Article 4 Direction. The principle of making an Article 4 Direction in Southgate Street was also established in the Council's 'Southgate Street Conservation Area Appraisal and Management Proposals' document (2007), and reinforced in the 2013 Review.
- 3.11 It was agreed by the Leader in October 2013, following consultation with Planning Committee, to make an Article 4(1) Direction within the Town and Country Planning

(General Permitted Development) Order 1995, which would remove permitted development rights on certain key unlisted dwelling houses. This does not necessarily mean that the property owner will not be able to carry out such works; it simply means that he/she will require planning permission for such works. This therefore enables the City Council to ensure that appropriate features and materials are protected / retained through negotiation with the owner.

- 3.12 Not all properties in the conservation area will be affected by this Article 4 Direction. Those excluded from the Direction include certain modern properties which have little or no features of significant historic or architectural merit worthy of protection. The properties identified within the Article 4 Direction are those which it is believed will make a positive contribution, both individually and collectively by such protection. In total, 16 properties were identified, and are shown on the appended Location Plan. Their inclusion in the Article 4 Direction will maximise the overall quality of the Conservation Area, complementing the protection already afforded to those listed buildings (58 in total) in the area. Where possible, officers will examine the possibility of grant assistance to property owners, through the new Southgate Street Townscape Heritage Initiative, in order to assist owners in the additional costs of such works.
- 3.13 The initial Direction was served on 16<sup>th</sup> October 2013 on the 16 properties. Owners were given a statutory period of 21 days in which to respond. Responses were received from 2 property owners, neither of whom objected to the scheme.

#### **4.0 Alternative Options Considered**

##### **4.1 To not approve the Review of the Southgate Street Conservation Area Appraisal and Management Proposals**

4.2 Failure to approve the Review would result in a failure to produce relevant up to date conservation policy in Southgate Street since the production of the 2007 document. The 2007 document recognised the necessity to carry out a review every 5 years, in order to reflect on changes to the area. This approach is also recommended by English Heritage as good practice. It would also accord with the requirements set out by HLF in its Townscape Heritage Initiative, which recognises the need for up to date conservation policy within the THI area.

##### **4.3 To not approve the confirmation of the Article 4(1) Directions for Southgate Street Conservation Area.**

4.4 Failure to approve the Directions would result in a continual deterioration in the historic character of the conservation area. It would also be in contradiction of the requirements set out by HLF in its Townscape Heritage Initiative award, in addition to the principle being a key policy in the Southgate Street Conservation Area Appraisal and Management Proposals document (2007).

##### **4.5 To not approve future reviews of each of the City's Conservation Area Appraisal and Management Proposals Documents be undertaken, with consideration of further designation of Article 4 Directions, as resources permit.**

- 4.6 Failure to undertake such reviews will result in a failure to produce relevant up to date conservation policy in Gloucester since the production of the 2007 document. Each of the 2007 documents recognise the necessity to carry out a review every 5 years, in order to reflect on changes to the area. This approach is also recommended by English Heritage as good practice.

## **5.0 Reasons for Recommendations**

- 5.1 The approval of the Appraisal Review and the Article 4(1) Direction would act as a key driver in protecting and enhancing the historic character of the conservation area, particularly working in tandem with the benefits accrued to the area through the Townscape Heritage Initiative. It will also reflect changes to the conservation area since 2007, and the need to respond to those changes in positive action, such as the Townscape Heritage Initiative, the delivery of the Article 4 Direction and ongoing design advice to owners. The ongoing process of reviewing each of the City's conservation areas, with consideration of further Article 4 Directions will deliver a consistent, city-wide approach to conserving and enhancing the city's heritage.

## **6.0 Future Work and Conclusions**

- 6.1 If Members adopt the Appraisal as a Supplementary Planning Document there will be the requirement to make appropriate public announcement and legal notification.
- 6.2 If adopted the Management Proposal polices will immediately become a material consideration for the assessment of planning applications for buildings and sites within a conservation area.
- 6.3 Monitoring and review of each of the City's Conservation Areas should be undertaken every 5 years. It is therefore recommended that the process of reviewing each of the remaining conservation areas should be undertaken, subject to available resources. There is the potential to involve local community groups and organisations in carrying out this process, in partnership with the City Council, thus ensuring a strong sense of public ownership in this project. Each of the conservation area reviews will also offer the opportunity to consider the designation of Article 4 Directions in each area.
- 6.4 The review of the Southgate Street Conservation Area recognises the need for ongoing efforts to protect and enhance the historic character of the area. The combination of the review with the proposed Article 4 (1) Direction and the new Southgate Street Townscape Heritage Initiative will provide the means and incentive to owners. The designation also reinforces the view that the area has architectural and aesthetic merit, which has been recognised and supported by residents through the consultation process that they wish to see the area's historic character protected and enhanced.
- 6.5 The proposed designation has been well supported throughout the process and the wider public consultation was very effective. The Appraisal is to be applied consistently to ensure that any polices are effectively utilised and that any changes to the area are sensitive and in keeping with the historic character. It is recommended that the Appraisal be reviewed every 5 years.

## **7.0 Financial Implications**

- 7.1 The cost in officer time in order to implement and enforce the policies in both the Southgate Street Conservation Area Appraisal and Management Proposals Review and the Article 4 Direction will be met from current resources.

## **8.0 Legal Implications**

- 8.1 The Council is required to review its conservation area policy documents in order to ensure that it has up to date planning policy. If it is approved as a Supplementary Planning Document (SPD), the document will increase its validity as a material consideration when determining planning applications.
- 8.2 The Council has the power to make an Article 4 Direction by virtue of the Town and Country Planning (General Permitted Development) Order 1995 (as amended), which also details the procedural requirements for making such an Order. Proper adherence to these procedural requirements will ensure a valid order is made and can thereafter be utilised to control works to the affected properties. Conversely, a failure to follow the appropriate procedure will result in an invalid Order being made which would restrict the Council's ability to control development on the affected properties.

## **9.0 Risk & Opportunity Management Implications**

- 9.1 The consultation process for both the Southgate Street Conservation Area Review and the Article 4 Direction has been undertaken with due diligence, prepared in conjunction with Legal Services.

## **10.0 People Impact Assessment (PIA)**

- 10.1 A screening exercise has been undertaken to establish the impact / benefit of this document on the community. The exercise shows that the policies contained within the Conservation Area Appraisal are either neutral or positive in terms of their impact on the community as a whole. The document's vision is based on the principle of preserving the character of the area, and contains a series of policies and recommendations aimed at achieving this. A key determinant in developing the Conservation Area Appraisal is identified within the document as taking into account 'the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring'. The strong support for the policies contained within the document is evidenced in the consultation exercise which was undertaken as part of the review.
- 10.2 As no evidence of a negative impact can be identified, a full People Impact Assessment is therefore not required.

## **11.0 Other Corporate Implications**

### Community Safety

11.1 n/a

### Sustainability

11.2 The policies contained within both the Southgate Street Conservation Area Appraisal and Management Proposals Review and the Article 4 Direction will promote the use of traditional building materials in a sustainable manner, and the better maintenance of properties using traditional methods.

### Staffing & Trade Union

11.3 n/a

### **Background Documents:**

Southgate Street Conservation Area Appraisal and Management Proposals 2007.



# Southgate Street Conservation Area Conservation Area 2 Appraisal and Management Proposals Document Review September 2013



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**Gloucester**  
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*Transforming Your City*

# Southgate Street Conservation Area Conservation Area 2

## Appraisal and Management Proposals Document Review September 2013

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## Preface

In 2007 Gloucester City Council adopted the Southgate Street Conservation Area and Management Proposals, as a Supplementary Planning Document (this was part of a wider exercise involving all Conservation Areas in Gloucester). The document has been the basis for conservation policy within the Southgate Street Conservation Area.

It is important to ensure that conservation policy is up to date and relevant to the area's needs. The 2007 Document recommended a 5 year review. This process has now been completed, and provides an opportune moment to review the document, particularly in regard to:

- Whether the various recommendations contained in the 2007 Appraisal have been acted upon.
- The identification of any new issues/opportunities for new actions.

Key actions delivered from the 2007 Appraisal recommendations included:

- Negotiations with owners to successfully remove satellite dishes from the front elevations of properties.
- Negotiations with owners to deliver appropriate designs through the development control process.
- Positive ongoing negotiations regarding key development sites, including the site at the corner of Trier Way and Southgate Street.
- The delivery of property improvements through the City Council's Southgate Street Facelift Scheme.
- The Stage 1 award of a £1.2 million Townscape Heritage Initiative by Heritage Lottery Fund, and subsequent submission of a Stage 2 detailed bid in April 2013.
- The review of the Council's Buildings at Risk Register for all listed buildings in the City.

The main issues/additional opportunities arising from the 2013 Review are:

- No change to the conservation area boundary.

- The need to continue the pursuance of inappropriate designs, additions and alterations to buildings within the conservation area, through negotiation and/or the implementation of an Article 4 Direction.
- The delivery of a Townscape Heritage Initiative which, through financial support to owners, will address many of the issues regarding repairs to properties and reinstatement of architectural detail, environmental improvements to the public realm, and improved understanding of owners' responsibilities through education and training.

This Review seeks to examine the character of the area, understand its historic context, identify the key issues, and make recommendations that will address those issues in a positive manner.

## Part I Character Appraisal

### I Summary

#### I.1 Key characteristics

This Character Appraisal of the Southgate Street Conservation Area concludes that the following are the key characteristics of the conservation area:

- Development, mostly 19th century, alongside the old southern approach road from Bristol to Gloucester's South Gate.
- Architectural quality of many of the area's buildings including 31 listed buildings.
- Almost continuous frontage of historic buildings on east side of Southgate Street between Albion House and no.165 Southgate Street, including 15 listed buildings.
- Whitesmiths Arms and nos. 83-85 Southgate Street contain remnants of 16th century timber-framing pre-dating the destruction of the area in the Civil War.
- Includes part of Spa Road which was developed as part of the growth of Gloucester Spa in the early 19th century.
- Historic shopfronts.
- Location of part of the course of the early 19th century Gloucester-Cheltenham tramroad (Albion Street).

- Historic links with activity at Gloucester Docks, notably Weighbridge House, Mariners' Mission Hall, former shop and warehouse at no. 3 Llanthony Road and the old tramroad.
- Historic public houses: Whitesmiths Arms, The Tall Ship, Nelson Inn, Baker Street and The New Pilot Inn (now closed and in alternative use).
- Examples of early 19th century two and three storey terraced houses faced with either red brick or stucco.
- Hempsted Villas, nos. 186-190 Southgate Street, a good example of late 19th century three storey town houses.
- Group of 3 historic buildings with a large forecourt in Stroud Road (nos. 5 and 7 Stroud Road, nos. 9 and 11 Stroud Road (former Gloucester Co-op buildings) and nos. 13 and 15 Stroud Road).
- Wide westward views of boats, warehouses and Mariner's Church in Gloucester Docks from north end of Southgate Street.



Southgate Street looking south from outside The Tall Ship



Albion House former C19th hotel with additional storey

## 1.2 Key Issues

Based on the negative features identified in Chapter 7, Section 7.1 Character Areas, a number of problems have been identified and are listed below. These form the basis for the Management Proposals in the second part of this document.

### 1 Negative buildings and the quality of new developments

There are two buildings that, because their scale, design or materials, have a negative impact on the character and appearance of the conservation area.

#### They are:

- 168-170 Southgate Street.
- 176-180 Southgate Street.

### 2 Gap sites

There are two gap sites within the conservation area that are capable of being developed, and that would enhance the area if filled with suitable buildings. These are:

- Gap in frontage and courtyard adjacent to no. 87 Southgate Street.
- Site in north-east corner of the junction of Trier Way and Southgate Street. This site is currently the subject of a detailed planning proposal for a Care Home.

### 3 Lack of routine maintenance and repair causing some buildings to be at risk of serious deterioration.

A number of buildings in the conservation area are suffering from neglect of routine maintenance such as exterior painting and clearing of blocked gutters. 74, 76 and 78 Southgate Street, Albion House (No. 77 Southgate Street), 141 Southgate Street, 182 Southgate Street and No. 5-7 Stroud Road are identified in the Gloucester Buildings at Risk Register (2013).

#### **4 Loss of original architectural details and insensitive alterations to historic buildings**

Many of the unlisted, and some of the listed buildings in the conservation area have been adversely affected by the replacement of original timber sash windows or doors with uPVC or aluminium, the replacement of natural roof slates with concrete tiles or the painting of originally exposed brickwork.

In many cases, the removal of architectural features such as boundary walls or railings, porches and chimneys has spoiled the external appearance of a building and the local streetscape.



*140 and 142 Southgate Street*

#### **5 Shopfronts and banners**

Several historic shopfronts are worthy of conservation. There are also many modern shopfronts which are badly detailed and use garish colours, modern materials and poor quality signage.

#### **6 Quality of floorscape**

Paving and surface materials throughout the area are generally modern, uncoordinated and

poor quality. In almost all cases they fail to enhance or reinforce the historic identity of the conservation area. At the northern edge of the conservation area, a shared space traffic scheme has been created around the Parliament Street, Southgate Street, Commercial Road and Kimbrose Way Triangle.

This area of public realm, using local pennant sandstone from the Forest of Dean has made a significant improvement to the character of this part of the City centre. Any future improvements to the public realm in Southgate Street should consider using these materials and design.

#### **7 Sub-division of properties into flats**

Sub-division of properties into flats or let for multiple occupancy can tend to erode external character through e.g. prominent intrusive fire escapes, poorly maintained gardens or gardens destroyed in order to ease maintenance.

#### **8 Loss of front gardens to car parking and other hard landscaping**

The increasing demand for off street parking has generated pressure for car parking in garden areas to both the front and rear of commercial and residential properties. Loss of greenery and front boundary railings or walls can spoil the setting of the building and cumulatively erode the character of the streetscene.



*Hempsted Villas 186-190 Southgate Street*

## 2 Introduction

### 2.1 Southgate Street Conservation Area

Southgate Street Conservation Area is characterised by 19th century buildings associated with the growth of Gloucester Docks, to the west of Southgate Street, and the now defunct Gloucester Spa, to the east. The street was the early route from the city's South Gate southwards towards Bristol and there are two 17th century buildings surviving from the destruction of this southern suburb during the English Civil War. The conservation area contains a high proportion of listed buildings. Today, the street, with modern development at its northern end, is an area of secondary shopping and residential uses.



*Modern single storey retail uses between 174 and 182 Southgate Street*

### 2.2 The purpose of this appraisal

The Southgate Street Conservation Area comprises lengths of Southgate Street that formerly were part of 'Conservation Area 6 - Brunswick Square' (designated on 6 March 1968, extended on 22 February 1984) and 'Conservation Area 7 -The Spa' (designated on 6 March 1968, extended on 22 February 1984). In 2007 the conservation area was extended southwards to include nos. 5 to 39 (odd) Stroud Road.

This document seeks to:

- define the special interest of the conservation area and identify the issues which threaten the special qualities of the conservation area (in the form of Part 1: Character Appraisal).
- provide guidelines to prevent harm and achieve enhancement (in the form of the Part 2: Management Proposals).

### 2.3 The Planning Policy Context

This appraisal provides a firm basis on which applications for development within the City can be assessed. In developing this appraisal, it is recognised that it sits under a wider hierarchy of national and local policies.

*172 Southgate Street*

### National Planning Policy Framework

In March 2012, the National Planning Policy Framework (NPPF) was introduced that combines all of policies of the PPS into one streamlined document. The NPPF supersedes previous PPG and PPS policy documents.

The presumption in favour of sustainable development is the guiding principal of the document and the protection and enhancement of the historic environment is embedded within this approach. Sustainable development is defined as meeting the needs of

the present without compromising the needs of the future and the introduction of the NPPF breaks down this definition into three dimensions; economic, social and environmental. Within the environmental dimension sustainable development needs to contribute to 'protecting and enhancing our natural, built and historic environment'.

According to the NPPF, a conservation area is a 'designated heritage asset' and has been defined in Annex 2 as '*A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing)*'.

Great weight is given to the conservation of designated heritage assets. Heritage assets are an irreplaceable resource and any harm or loss requires clear and convincing justification. In developing this strategy, the following needs to be taken into account:

- The desirability of sustaining and enhancing the significance of heritage assets.
- The wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring.
- The desirability of new development making a positive contribution to local distinctiveness.
- Opportunities to draw on the contribution made by the historic environment to the character of place.

### **Planning (Listed Buildings and Conservation Areas) Act 1990**

Conservation areas are designated under the provisions of Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990. A conservation area is defined as 'an area of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance'.

Section 71 of the same Act requires local

planning authorities to formulate and publish proposals for the preservation and enhancement of these conservation areas. Section 72 also specifies that, in making a decision on an application for development within a conservation area, special attention must be paid to the desirability of preserving or enhancing the character or appearance of that area. In response to these statutory requirements, this appraisal document defines and records the special architectural and historic interest of the conservation area and identifies opportunities for enhancement. The appraisal conforms to English Heritage guidance as set out in Guidance on Conservation Area Appraisals (August 2005) and Guidance on the Management of Conservation Areas (August 2005).

### **Local Planning Policy**

This document should be read in conjunction with the wider development plan policy framework produced by Gloucester City Council. That framework is set out in a number of documents, including:

- Gloucester Local Plan Second Stage Deposit August 2002.
- Policies BE.22, BE.23, BE.24 and BE.25 (Listed Buildings).
- Policies BE.29, BE.30 and BE.30a, (Conservation Areas).

Gloucester's emerging Development Plan Documents:

- Joint Core Strategy (Draft 2013).
- Gloucester City Plan (Draft 2013).

### **Programme/Timescale**

The JCS 'Developing the Preferred Option' public consultation (December 2011) included a draft policy setting out core principles for development in city centres, principally about safeguarding their vitality and viability.

The 'Preferred Option' JCS consultation

document will be subject to public consultation in summer 2013, and is programmed to be adopted in 2014. It is intended that this document will also include strategic policies in relation to heritage assets and design.

### **Other Key Documents**

- Gloucester City Council Urban Design Strategy for Central Gloucester, 2001.
- Shopfronts - Design Guidelines for Gloucester.
- Gloucester City Council - Lighting Strategy (2008).
- A Tree Strategy for Gloucester (Draft - 2006).
- Public Realm Strategy for Gloucester Docks (2004).
- Greater Blackfriars Planning Brief (2009).
- Greater Greyfriars Planning Brief (2009).

In particular this document will assist the Council with implementing its Core Policy 8: Protection and Enhancement of the Built and Natural Environment and Development Control Policy No. BNE5.

### **2.4 Previous regeneration initiatives**

In 1999, the Government established eight Regional Development Agencies to co-ordinate regional economic development and regeneration and in 2003 it established the South West Regional Development Agency (SWERDA).

Working with the City and County Councils, SWERDA established the Gloucester Heritage Urban Regeneration Company (GHURC) and subsequently submitted a successful bid to the Office of the Deputy Prime Minister (ODPM) for the designation of Gloucester city centre, along with two outlying areas, for URC status. The URC's main task was the production and implementation of an Area Regeneration Framework, which set out a strategy for the URC area.

In 2003 the URC commissioned a scoping

report from Alan Baxter Associates, according to a brief agreed with English Heritage. This Rapid Characterisation Study considered the historical development of the area and provided a basis for future work.

The URC adopted its Area Regeneration Framework in July 2006. Consultants Terence O'Rourke Associates produced site-specific proposals for seven key sites which provide detailed urban design advice for sites that was a priority for implementation by the URC. This Character Appraisal and Management Proposals document formed part of these initiatives, although they have been funded by the City Council and drawn up by independent consultants. N.B. Both SWERDA and GHURC have ceased operation as a consequence of changes in government policy. Responsibility for the regeneration of the city now lies with Gloucester City Council.

## **3 Location and Landscape Setting**

### **3.1 Location and activities**

The Southgate Street Conservation Area lies in a wholly urban location south of Gloucester city-centre just beyond the extent of the medieval walled city. The area contains a number of specialist shops, several restaurant/take-aways, an evangelical church and four public houses, but it lies outside Gloucester's primary shopping area. Residential uses increase as Southgate Street leads southwards away from the City centre. In addition to single dwellings and houses in multiple occupation, there are some examples of residential uses over ground floor shops within the conservation area. However, there are many examples of vacant upper floor uses above commercial premises.

### **3.2 Topography and geology**

The conservation area is located just above the floodplain of the River Severn immediately to the east of Gloucester Docks. The city centre, to the north, lies on slightly higher ground on



Lower Lias clay and gravels in the Vale of Gloucester, which is itself part of the larger Vale of the Severn. The land within the conservation area falls almost imperceptibly southwards.



*119 Southgate Street at the junction of Southgate Street and Spa Road*



*121 Southgate Street beside one of the conservation area's few trees*

### **3.3 Relationship of the conservation area to its surroundings**

The conservation area lies between The Docks Conservation Area and The Spa Conservation Area - the former is the site of Gloucester's 19th century docks and warehouses, the latter is characterised by buildings and open space originally built as part of the development of Gloucester's spa in the early 19th century.

## 4 Historic Development and Archaeology

### 4.1 Historic development

The line of Southgate Street was established in the late 1st Century AD as one of the principle streets of the Roman fortress which preceded the City. The fortress was decommissioned and a colony settlement established at Gloucester by about AD 96-8. Archaeological excavations within the Conservation Area have found evidence for Roman period buildings along the edges of Southgate Street as far south as Albion Street.



155 and 157 Southgate Street

It is currently unclear what happened in Gloucester after the end of the Roman period but it is generally accepted that the street pattern of Gloucester was re-established in the 10th Century and has remained largely unchanged since then.

Archaeological investigations have identified late Saxon and early Norman settlement fronting onto Southgate Street in the northern part of the Conservation Area. St Owen's Church was built outside the South Gate in the late 11th century (roughly on the site of today's County Court, Kimbrose Way). By the mid 13th century there had been considerable building a little way further south alongside the old road from the South Gate to Bristol. Within the town boundary, houses were built along the part of the road to Bristol later distinguished as Lower Southgate Street, the houses on the west side backing onto a parallel back lane

called Small Lane running south from St Owen's churchyard (roughly across the site of the Gloucester Docks car park).

Also developed by the mid 13th century was Severn Street, which ran from the south end of Lower Southgate Street to a quay on the River Severn. Severn Street survived until the building of the canal basin at the end of the 18th century, though its houses were destroyed in the siege.

A rental of the houses of Gloucester from 1455 shows that at that time Southgate Street was occupied by housing plots on both sides of the road as far south as Llanthony Road. Further south the land on either side of the roads appears to have been open fields and orchards. The western edge of Southgate Street was defined by the 'High Orchard' a substantial plot of land owned by Llanthony Priory containing a complex of priory buildings, fields and orchards. A map of 1624 shows that little had changed 1455 with the street layout identical to that of 1455.

At the start of the siege of Gloucester in 1643 roadside suburbs outside the city gates were burned by the defenders. St Owen's Church and eighty eight houses were destroyed in Severn Street, Lower Southgate Street and Small Lane. The destruction outside the gates was not total. At least some of the Littleworth suburb may have escaped the burning - for example the interior of The Whitesmiths Arms (no. 81 Southgate Street) has some indications of residual timber-framing and nos. 83-85 Southgate Street has, at least, a sixteenth century two storey rear wing.

In the second half of the 17th century little effort was made to rebuild the suburbs and this part of the town remained relatively undeveloped until the turn of the 18th century and the creation of the main basin in the docks, the completion of the Gloucester & Berkeley Canal and the development of Gloucester Spa. The South Gate was demolished in 1781. To the west of Southgate Street the main basin

of the proposed docks had been dug in the 1790s, its construction involving the severing of the old Severn Street and its replacement by Llanthony Road as a link between Southgate Street and Hempsted Lane. The basin was opened in 1812 and, connected to a horse tramroad from Cheltenham completed the previous year, began the transformation of the dock area into the town's main industrial quarter.

The tramroad was an early type of railway for horse-drawn wagons between Gloucester and Cheltenham. It came out of the dock area and crossed Southgate Street to enter today's Albion Street continuing along Old Tram Road. The tramroad carried coal from the old quay and canal basin in the docks to Cheltenham but was eventually superseded by a branch line railway from Gloucester railway station to the docks. (This railway line followed the course of today's Trier Way crossing the conservation area at the wide intersection just north of the Stroud Road junction). Weighbridge House, the small classical building on the right hand side of the entrance to the Docks was where carts were weighed empty and full to determine the exact weight of each load.



*Albion Hall, an early C20th place of worship*

In 1814 the exploitation of medicinal springs on Rigney Stile grounds, east of Southgate Street, initiated the building of a spa. This in turn

resulted in the development of a small rectangular grid pattern of streets east of Southgate Street to provide access to the spa's pump room and serve the planned substantial villas. Great Norfolk Street (now Spa Road) was constructed to provide an impressive gated entrance-way from Southgate Street. The large houses were serviced by back roads such as little Norfolk Street and Albion Street as the spa regulations stipulated that goods brought by wagons had to be delivered through the rear garden. Whilst Regency buildings at the west end of Spa Road lie within the Southgate Street Conservation Area, the greater part of the early 19th century spa development lies within The Spa Conservation Area, to the east.

Norfolk Terrace was completed in the mid 1820s on the east side of Southgate Street, south of the Spa Road, and building continued down that side of the road into the entrance of the new Stroud turnpike road, which had been laid out in 1818.

The future of Southgate Street and Spa Road as a fashionable area was compromised by the rapid development of the docks after the completion of the canal in 1827. Already by 1831 a collection of 'wretched dwellings' of the poor had been established at High Orchard between the canal and the road. They were later removed to make way for the Baker's Quay development.

The old Littleworth suburb, north of Spa Road remained an area of poorer housing and premises for trade. Indeed, Littleworth was so named because it was the poorest region of the city. The rebuilding of the Squirrel Inn, opposite the docks entrance, as the classical style Albion Hotel to the designs of Thomas Fulljames in 1831 was one of the few improvements made there at that period.

Arthur Causton's map of Gloucester in 1843 identifies and names the 'Albion Inn' and indicates development on both sides of the street in Littleworth, i.e. the stretch of Southgate Street between Albion Street and

Spa Road. Development south of Spa Road was confined to the east side of the Bristol road. St Luke's Church (now demolished) appears on the map. The church was consecrated in 1841 and it was built through the missionary zeal and philanthropy of Samuel Lysons who was its minister from 1841-1866 when he resigned, apparently disillusioned by the apparent failure of the mission. Its legacy is the stubs of road named St Luke's Road and Church Street.

At the northern end of Southgate Street, close to the former South Gate, stood, to the west, the City Gaol (closed in 1858) and the Southgate Congregational church (built on the site of an earlier 18th century chapel in 1851, demolished in 1981) and, to the east, the Gloucester Infirmary (opened in 1761, demolished in 1984). The sites are occupied by late 20th century buildings: on the west side the County Court (1992 by Stride Treglown Ltd) and on the east side by Southgate House (1989-90 by Dyer Associates).

## 5 Spatial Analysis

### 5.1 Plan form and layout



*The Tall Ship public house*

This is a linear conservation area with development laid out on either side of the southern approach to the City centre.

Properties are aligned facing the highway along a strong back-of-pavement line but nos. 1 to 11 Spa Road, nos. 123 to 137 Southgate Street and

nos. 23 to 39 Stroud Road (all former dwellings) are slightly set back with small front garden areas and many of these still retain long narrow back gardens. Development is primarily composed of short rows or terraces interspersed with an occasional detached or pair of semi-detached houses.



*Natural stone paving in Albion Street*

Southgate Street, a principal north-south route and the spine of this conservation area, is crossed by two east-west routes, namely Spa Road/Llanthony Road and Trier Way/St Anne Way. The junction of the former is a typically suburban cross roads controlled by traffic lights. The junction of the latter is an anonymous and extraordinarily wide junction which isolates the Stroud Road from the main body of the conservation area.

Albion Street (the course of the early 19th century tramroad), Norfolk Street (a rear service road to Spa Road) and Somerset Place (a residential side street) are narrow streets leading off the east side of the 'spine road'. St Luke's Street (a cul de sac that once led to a residential area), Baker Street (an access road to Baker's Quay) and the main entrance to the docks are on the west side.

### 5.2 Landmarks, focal points and views

The former Albion Hotel and The Tall Ship public house form a gateway to the northern approach to the historic part of the conservation area but overall there is no single

historic building which stands out in the townscape. Southgate House, a monumental office development of the 1980s, dominates the northern length of Southgate Street.

There is a slight bend in Southgate Street which adds to the visual interest of the street. From the north end there are wide views westward across a temporary car park of the gabled warehouses in Gloucester Docks. No 172 Southgate Street and the adjacent Mariners' Hall form a good grouping of buildings that round the corner of the junction but neighbouring properties spoil their setting. From this junction there is an attractive view, enhanced by trees, along Spa Road.

### 5.3 Open spaces, trees and landscape

There are no public open spaces of note in this conservation area. The area is tightly-knit with few trees or areas of greenery. The most impressive tree stands beside no. 2 Spa Road. Trees and shrubs have been planted as part of formal late 20th century soft landscaping scheme beside the two big modern developments in the north of the conservation area and around the spacious Trier Way road junction in the south of the conservation area.



143-147 Southgate Street

The only notable open space in the conservation area is the car park between Southgate Street (west side) and Victoria Docks. This area was, until the end of the 20th century, built up with a frontage facing

Southgate Street. Whilst the space enables fine views of dockside warehouses, it also has the feeling of a gap within the otherwise continuous frontage of Southgate Street. The area is planned for re-development with a scheme that will address both Southgate Street and Victoria Basin.

### 5.4 Public realm

The floorscape and other items in the public realm of the conservation area are modern and unremarkable but there is a length of historic natural stone paving outside nos. 6-14 Albion Street which should be preserved. Stone paving, which would once have been much more prevalent, can also be seen beside the former Albion Hotel. The access road on the south side of the former Albion Hotel is laid with stone sets. Though small, these areas of old paving contribute to the area's special interest. At the northern edge of the conservation area, a shared space traffic scheme has been created around the Parliament Street, Southgate Street, Commercial Road and Kimbrose Way Triangle. This area of public realm, using local pennant sandstone from the Forest of Dean has made a significant difference to the character of this part of the city centre. Any future improvements to the public realm in Southgate Street should consider using these materials and design.

## 6 The Buildings of the Conservation Area

### 6.1 Building types

The area is characterised by a mix of commercial and residential properties in which there is evidence of living over the shop. Many former houses have been converted to office/retail use. In addition to shops and houses, there is a former purpose built hotel, non-conformist chapel, mariners' mission hall and five public houses (only four still in use). Building height varies between two and three storeys. Parapets are common. The earliest buildings in the conservation area are nos. 81 and 83/85 Southgate Street which make up the

Whitesmiths Arms Public House. Both are two storey with gabled roofs. Faced with brick, now painted, both have vestiges of 15th/16th century timber-framing. No 83/85 probably dates from the 15th century having survived the deliberate demolition of many houses in Southgate Street during the English Civil War. Little else survives from earlier than c1800.

The majority of the other buildings in Southgate Street date from the 19th century with some modern infill on the west side (e.g. Elming House 1989 at the corner of Luke Street). The east side of Southgate Street, beyond Spa Road has at first consistent, though not continuous, three storey terraces of the same period, mostly of brick with stepped lintels and roofs concealed behind moulded parapets. Nos. 143-151 have round-arched doorways and first floor wrought iron balconies. In contrast, on the west side of the street, nos. 186-190 Southgate Street (Hempsted Villas) is a row of late 19th century dwellings (i.e. built 50 years later than the rows on the opposite side of the street) with typically late Victorian details such as three-storey canted bays, robust stone surrounds around windows and doors and a gabled roof.

All of the old buildings in Spa Road are listed grade II. The north side of the road consists of a row of three-storey stucco houses (with basements) built during the early days of Gloucester Spa c.1820.

Though altered, some houses retain typical Regency architectural features such as a moulded cornice with parapet (nos. 9, 11, 11a), rusticated ground floor (nos. 9, 11) and wrought iron railings (nos. 3, 11a).

## 6.2 Listed buildings

A listed building is one that is included on the government's Statutory List of Buildings of Special Architectural or Historic Interest. These buildings are protected by law and consent is required from Gloucester City Council before any works of alteration, extension or

demolition can be carried out. Further information can be found in the City Council's publication *Listed Buildings in Gloucester*. The Southgate Conservation Area contains 31 listed buildings. All are grade II.



3 and 5 Llanthony Road

## 6.3 Key unlisted buildings

In addition to listed buildings, the conservation area contains a large number of unlisted buildings that make a positive contribution to the character or appearance of the conservation area. These are identified on the townscape appraisal map as 'positive buildings'. This follows advice provided in English Heritage guidance on conservation area character appraisals, which stresses the importance of identifying and protecting such buildings.

The criteria used for selection of positive buildings are those set out in Appendix 2 of English Heritage's *Guidance on Conservation Area Appraisals* (2005). Where a building has been adversely affected by modern changes and restoration is either impractical or indeed, not possible, they are excluded.

The positive buildings in the Southgate Street Conservation Area date from the 19th century. Whilst some are unexceptional examples of Victorian buildings, three are of special note:

**Albion Hall** (144 Southgate Street) is currently the Southgate Evangelical Church. It was built in 1904 to a design by Frank Chapman.

**The Nelson Inn** is a late 19th century three-storey public house with an extraordinary green-glazed tiled ground floor with a pedimented doorway.

**9-11 Stroud Road** is a red brick and terracotta former Gloucester Co-op building with a bold symmetrical façade with raised lettering (No 4 BRANCH GLOUCESTER CO-OPERATIVE) under a central pediment.

'Negative buildings' are also marked on the Townscape Appraisal map. These are buildings which clearly detract from the character or appearance of the conservation area.

'Neutral buildings' (identified as neither positive nor negative) are those which neither enhance nor detract from the character or appearance of the conservation area. They may, for instance, be historic buildings that have been severely altered or less obtrusive post-war infill development.

### Locally Listed Buildings

There are no locally listed buildings in Gloucester at present. Those properties identified in the Townscape Appraisal Map as a 'Positive Building' will be considered for inclusion in any future Local List.



*Detail of historic railings, Spa Road*

### 6.4 Building materials and local details

Red brick and stucco are the most prevalent building materials within the conservation area and there are three examples of the use of local building stone:

Albion Hotel, no. 172 Southgate Street and nos. 5/7 Stroud Road (despite their ashlar facades they are mainly constructed with brick).

The three buildings standing prominently beside the Stroud Road junction well display the limited palette of materials: nos. 5/7 (stone), nos. 9/11 (red brick) and nos 13/15 (stucco).

Brickwork is generally plain, laid in Flemish bond. One building, no. 99 Southgate Street, has two bands of decorative brickwork but this appears to be the only example in the area. Similar brickwork at no. 101 has been painted over, an unfortunate trend apparent throughout the conservation area which can damage bricks and spoil a building's historic character and appearance. Rendering of brickwork is also common. Nos. 8, 10 and 12 Albion Street illustrate the visual effect of rendered brickwork and cladding with artificial stone.

Many roofs are hidden by parapets and have little impact on the streetscene. They were originally of blue/grey Welsh slate or plain clay tiles though some have been replaced with artificial slate or concrete tiles. Window openings are predominantly rectangular with a flat arch. In three storey buildings upper storey openings are typically less tall than the ground floor.

Historically, windows would have been timber sliding sashes but many, including those in listed buildings, have been replaced with aluminium or UPVC. The prevalence of basements means that front doors are often approached by a flight of steps. Original doors, where they remain, are timber often with rectangular over door lights or semi-circular fanlights.

Local details include decorative ironwork to front areas on dwarf walls, door canopies with decorative cast-iron supports, 'bat's wing' fanlights and windows and door openings of finely gauged segmental brick or stone 'keystone' voussoirs.

### 6.5 Historic shopfronts

The commercial part of the conservation area contains some late 19th/early 20th century shopfronts, or parts of shopfronts, that make a positive contribution to the special interest of the area. The following premises retain historic shopfronts or significant elements of an historic shopfront that should be preserved:

- The Nelson Inn.
- No. 79 Southgate Street.
- No. 99 Southgate Street.
- No. 93 Southgate Street.
- No. 3 Llanthony Road.
- Nos. 9/11 Stroud Road (former Co-operative).



*Southgate Street looking north towards the Cathedral*



*Albion Street looking towards The Tall Ship*



## 7 The Character of the Conservation Area

### 7.1 Character areas

The Southgate Conservation Area can be divided into three areas of distinctly different character:

- Character area 1: Southgate Street between the entrance to the docks and Trier Way.
- Character area 2: Stroud Road.
- Character area 3: North end of Southgate Street.

### 7.2 Character area 1: Littleworth (Southgate Street between The Tall Ship public house and Trier Way)

#### Key characteristics

- Development, mostly 19th century, on either side of Southgate Street.
- Curving road with slight southward fall.
- Mix of commercial and residential uses, the latter more prevalent in the south of the area.
- Almost continuous frontage of historic buildings on east side of Southgate Street including 15 listed buildings.
- Whitesmiths Arms and nos. 83-85 Southgate Street contain remnants of 16th century timber-framing pre-dating the destruction of the area in the Civil War.



*The Whitesmiths Arms, parts of which date from the 16th*

- Key buildings: Albion House (no.77 Southgate Street), The Tall Ship public house and no.172 Southgate Street.
- Includes part of Spa Road which was developed as part of the growth of Gloucester Spa in the early 19th century.
- Historic shopfronts.
- Location of part of the early 19th century Gloucester-Cheltenham tramroad (Albion Street).
- Northward view of Cathedral tower.
- Historic public houses: Whitesmiths Arms, The Tall Ship, Nelson Inn, Baker Street and The New Pilot Inn.
- Short length of natural stone paving outside nos. 6-14 Albion Street.
- Examples of early 19th century terraced houses faced with either red brick or stucco.
- Hempsted Villas, nos. 186-190 Southgate Street, a good example of late 19th century three storey town houses.

#### Negatives:

- Poor state of repair of Albion House, no.77 Southgate Street, a grade II listed building.
- Vacant properties and vacant upper floor space, e.g. nos. 163-165 Southgate Street.
- Garish shopfronts and signage including advertising banners.
- Poor state of repair of many historic buildings.
- No. 168-170 and no. 176-180 Southgate Street are 'negative' buildings.
- Gap in street frontage beside no 87 and the treatment of the courtyard is out of character with adjacent historic buildings.
- Lack of enclosure at Trier Way junction.
- Noise and pollution of traffic.
- Vacant development site at north-east corner of Southgate Street/Trier Way road junction (now subject to a detailed planning proposal).
- Poor quality and upkeep of pavement surface.
- Many of the historic buildings in the conservation area have been adversely affected by the loss of original architectural details and the use of inappropriate modern materials, e.g.

the replacement of original timber sash windows with uPVC.

- Houses in multiple occupation have resulted in an unsightly number of rubbish bins and uncared for front gardens.
- Loss of front gardens to car park or areas of paving.

### 7.3 Character area 2: Stroud Road

#### Key characteristics:

- Good group of 3 historic buildings with a wide forecourt (nos. 5 and 7 Stroud Road, former Gloucester Co-op buildings and nos. 13 and 15 Stroud Road).
- Terrace of six early 19th century houses (listed grade II).
- Well kept front gardens of nos. 23-39 Stroud Road.



23-29 Stroud Road

- Prevalent use of stucco.
- Wide junction at the intersection of five roads (Trier Way, Southgate Street, Stroud Road, Bristol Road and St Ann Way).

#### Negatives:

- Poor state of repair of no. 5-7 Stroud Road, a grade II listed building.
- Loss of original architectural details (e.g. windows, doors) detracts from the area's historic interest.
- Poor quality paving of forecourt to nos. 5-15 Stroud Road.

- Garish deep shopfront fascia spoils the façade of the Co-op building.

### 7.4 Character area 3: North end of Southgate Street (Southgate Street between Parliament Street and the entrance to the docks)

#### Key characteristics:

- Two late 20th century developments on the west side the County Court (1992 by Stride Treglown Ltd) and on the east side by Southgate House (1989-90 by Dyer Associates).
- Large surface car park between Gloucester Docks and Southgate Street.
- Trees and soft landscaping around the two modern developments.
- Westward views of the Mariner's Church and boats and warehouses in Gloucester Docks. Gentle slope southwards.

#### Negatives:

- Lack of historic character and appearance, except in distant views.
- Noise and pollution of traffic.



Weighbridge House with dockside warehouses

## Part 2 Management Proposals

### 8 Introduction

#### 8.1 Format of the Management Proposals

Part 1 of this document, the Character Appraisal, has identified the special positive qualities of the Southgate Conservation Area which make the conservation area unique. Part 2 of this document, the Management Proposals, builds upon the negative features which have also been identified, in order to provide a series of Issues and Recommendations for improvement and change, most of which are the responsibility of the City Council.

The structure and scope of this document is based on the suggested framework published by English Heritage in *Guidance on the management of conservation areas (2005)* and *Understanding Place: Conservation Area Designation, Appraisal and Management (2011)*. Both the Conservation Area Character Appraisal and the Management Proposals will be subject to monitoring and reviews on a regular basis, as set out in Chapter 1.



123-131 Southgate Street

### 9 Issues and recommendations

#### 9.1 Negative buildings and the quality of new developments

There are three buildings that have a negative impact on the character and appearance of the

conservation area. These are all marked on the Townscape Appraisal map. They are:

- 168-170 Southgate Street.
- 176-180 Southgate Street.
- Hay House, 21 Stroud Road (a new scheme, subject to ongoing discussions with the owner regarding design detail).

These buildings are judged to be negative because their scale, design or materials is out of character with adjoining properties and/or the streetscene as a whole.

#### Recommendations

- Policy CA2/1: The Council will encourage the redevelopment of sites or buildings which make a negative contribution to the character or appearance of the conservation area.



Contrasting stone and brick at the corner of Southgate Street and Llanthony Road

- Policy CA2/2: The redevelopment of sites which include neutral buildings will be encouraged where the Council considers overall improvements to the area can be achieved.
- Policy CA2/3: Given the particularly high number of listed buildings in the conservation area, all such applications will be judged with regard to national policy, and applicants may be asked to provide an Archaeological Evaluation of the site before the application is determined.
- Policy CA2/4: Applications will be required to adhere to policies in the Gloucester Local

Plan Second Stage Deposit August 2002 and any other policies which supersede this in the LDF, such as the Joint Core Strategy (Draft 2013) and the Gloucester City Plan (Draft 2013).

## 9.2 Gap sites

There are two gap sites within the conservation area that are capable of being developed, and that would enhance the area if filled with suitable buildings. These are:

- Gap in frontage and courtyard adjacent to no. 87 Southgate Street.
- Site in north-east corner of the junction of Trier Way and Southgate Street.

### Recommendation:

- Policy CA2/5: The City Council will endeavour to ensure that any negative sites are redeveloped with appropriately scaled and detailed new development.

## 9.3 Lack of routine maintenance and repair causing some buildings to be at risk of serious deterioration

A number of buildings in the conservation area are suffering from neglect of routine maintenance such as exterior painting and clearing of blocked gutters. For example, Albion House (No. 77 Southgate Street) and No. 5-7 Stroud Road are included in the Gloucester Buildings at Risk Register (2013). There is recessed pointing to the rear brickwork and open joints and cracks to the ashlar facing on the front elevation.

### Recommendations:

- Policy CA2/6: Gloucester City Council has reviewed and updated (2013) its Building at Risk Register, a record of listed buildings in the city at risk through neglect and decay. The Council will maintain a rolling programme of updating the register.

- Policy CA2/7: The Council will monitor the condition of all historic buildings, report findings and take action, as necessary. Where the condition of a building gives cause for concern, appropriate steps will be taken to secure the future of the building, including the use of statutory powers.

- Policy CA2/8: The Council will implement a Townscape Heritage Initiative scheme in partnership with the Heritage Lottery Fund and the THI Partnership.

## 9.4 Loss of original architectural details and insensitive alterations to historic buildings



*1, 3 and 5 Albion Street*

Very few buildings in the conservation area have survived into the 21st century with their original doors and windows intact - or even with replacements of similar design, materials and character, - and the adaptation of buildings to new uses have resulted in a numerous small changes that cumulatively have a negative effect on the character and coherence of the conservation area.

Boundary walls and area railings have been lost from many properties, and where replacement walls have been built, concrete blocks and other modern materials have been used that do not harmonise with the brick and stucco of the original houses.

Where single family dwellings are concerned, such alterations can normally be carried out

without planning permission from the Council. Development of this kind is called 'Permitted Development' and falls into various classes which are listed in the Town and Country Planning (General Permitted Development) Order 1995.

### 9.5 Locally listed buildings

There are no locally listed buildings in Gloucester at present. Such a list falls outside the criteria set out by English Heritage, but are of significant interest in terms of the local heritage of the area to warrant protection. Those properties identified in the Townscape Appraisal Map as a 'Positive Building' will be considered for inclusion in any future Local List, along with other buildings promoted by the local community.

#### Recommendation:

- Policy CA2/9: The Council will prepare and establish a register of Locally Listed properties. This will recognise a building considered as an asset to the heritage of the local community.



*The Nelson Inn, green glazed tiles on the ground floor*

### 9.6 Article 4 Direction

Powers exist for the Council, known as Article 4 (1) directions, to withdraw some of these permitted development rights in the interest of

preserving and enhancing the character and appearance of the conservation area. These are to be put in place to prevent the further erosion of historic character of residential properties, particularly where they form a coherent group of well detailed properties.

There is recognition that current permitted development rights within the Conservation Area have not fully addressed the protection and preservation of the overall character of the Southgate Street Conservation Area. Under current permitted development rights, properties within the conservation area (but not listed buildings) have seen alterations to windows, doors, forecourts, porches, roofs and walls. They are most noticeable when they break up the unified visual character of, for example a terrace of residential properties. The impact can also be great on individually significant properties that may not be listed, but add to the intrinsic quality of the area as a whole.

These permitted development rights therefore need to be restricted in order to address the loss of architectural detail and the addition of inappropriate structures and features to buildings which detract from the character of the conservation area.

The areas normally covered as permitted development that we will restrict on single dwellings as a result of the Article 4 (1) Directions are:

- The alteration, installation or replacement of doors and windows.
- Any alteration to a roof including roof coverings, roof lights and solar panels.
- Building a porch.
- Enlargement, improvement or alteration such as an extension, removal or changes to architectural features.
- The provision of a hard surface.
- The erection, construction, improvement or alteration of a fence, gate, wall or other means of enclosure.
  - Removing totally or partially walls, gates, fences or other means of enclosure.

- Exterior painting of previously unpainted surfaces or changes of external colour schemes or covering walls by render or like finishes.

### **The effects of the Direction**

Property owners will need planning permission for the works described above. Consent will not normally be given to replace traditional features with modern ones, or to use substitute materials such as aluminium or plastic. Where modern materials have replaced traditional ones in the past, it is expected that the correct original materials and details will be restored when circumstances allow or when further replacement is needed.

### **Repairs**

Property owners will not need planning permission for repairs to non-listed buildings provided these are carried out in a traditional manner to the precise details of the original elements involved and using the same materials. You can also replace worn out minor elements without permission, provided these replacements are exact replicas. In addition to the use of enforcement powers, grant support from the THI will act as a strong incentive to property owners to reinstate architectural detail.

### **Recommendations:**

- Policy CA2/10: The Council will establish and enforce Article 4(1) Directions to protect buildings that retain original features from inappropriate alteration. The primary focus will be on properties in Southgate Street, Albion Street, Somerset Place and Stroud Road that have been identified on the accompanying townscape appraisal map as making a positive contribution to the character and appearance of the proposed conservation area. Individual properties will also be included in the Direction where it can be seen that their protection from inappropriate alterations will also make a significant improvement to the area as a whole.

- Policy CA2/11: The Council will encourage property owners to reverse unsympathetic alterations and to reinstate architectural features, such as windows, doors and boundary walls, on historic properties, with modern replacements in the style and materials of the originals. Where possible and appropriate, THI grant assistance will be offered to support the owner.

### **9.7 Shopfronts and banners**

Several historic shopfronts have been identified on the Townscape Appraisal map and are worthy of conservation. They have been identified in Section 6.5. There are also many modern shopfronts which are badly detailed and use garish colours, modern materials and poor quality signage. Examples include nos. 9/11 Stroud Road where an inappropriately designed fascia is superimposed on top of an earlier and better-designed version. To help prevent further unacceptable changes, the Council has produced a Shopfront, Shutters and Signs Design Guide with detailed advice on the general principles of good shopfront design.

### **Recommendations:**

- Policy CA2/12: The Council will seek to ensure the retention of existing historic shopfronts and notable elements of historic shopfront design.
- Policy CA2/13: The Council will expect all applications for new or altered shopfronts to accord with the advice given in the publication Shopfronts - Design Guidance for Gloucester.
- Policy CA2/14: The Council will seek to ensure that all advertisement proposals relating to shops respect the character and appearance of the conservation area, in terms of siting, number, colours, materials and form of illumination.

## 9.8 Quality of floorscapes

Paving and surface materials throughout the area are generally modern, uncoordinated and poor quality. In almost all cases they fail to enhance or reinforce the historic identity of the conservation area.

### Recommendations:

- Policy CA2/15: The Council will consider publishing a Streetscape Manual setting out their design principles for the public realm, which should adhere to the guidelines described in the English Heritage publication Streets for All.

## 9.9 Sub-division of properties into flats

Sub-division of properties into flats or let for multiple occupancy can tend to erode external character through e.g. prominent intrusive fire escapes, poorly maintained gardens or gardens destroyed in order to ease maintenance.

### Recommendations:

- Policy CA2/16: When considering an application for conversion of a dwelling to a house in multiple occupation, the Council will carefully consider such matters as bin storage, clothes drying, car parking and fire safety works to ensure that the change of use does not adversely impact on the character and appearance of the conservation area.

## 10 Loss of front gardens to car parking and other hard landscaping

The increasing demand for off street parking has generated pressure for car parking in garden areas to both the front and rear of commercial and residential properties. Loss of greenery and front boundary railings or wall can spoil the setting of the building and cumulatively erode the character of the streetscene.

### Recommendations:

- Policy CA2/17: Car parking areas within the front gardens of properties in the conservation area will not be permitted unless it can be demonstrated that the proposals will not adversely affect the character and appearance of the conservation area.

## 11 Monitoring review

As recommended by English Heritage, this document should be reviewed every five years from the date of its formal adoption. It will need to be assessed in the light of the National Planning Policy Framework, the emerging Local Development Framework and government policy generally. A review should include the following:

- A survey of the conservation area including a full photographic survey to aid possible enforcement action.
- An assessment of whether the various recommendations detailed in this document have been acted upon, and how successful this has been.
- The identification of any new issues which need to be addressed, requiring further actions or enhancements.
- The production of a short report detailing the findings of the survey and any necessary action.
- Publicity and advertising.

It is possible that this review could be carried out by the local community under the guidance of a heritage consultant or the City Council. This would enable the local community to become more involved with the process and would raise public consciousness of the issues, including the problems associated with enforcement.

## Appendices

- Appendix 1 Sustainability Report
- Appendix 2 The historical development of Gloucester
- Appendix 3 Scheduled Monuments
- Appendix 4 Listed buildings
- Appendix 5 Bibliography
- Appendix 6 Southgate Street THI Conservation Management Plan





## Appendix I Sustainability Appraisal and Management Proposals

SA Objectives	Impact ++ + 0 -- - ?	Likely Timing of Impact (Short, Med, Long Term)	Temporary or Permanent Impact?	Geographic Scale	Likelihood of Impact	Significance of Impact	Commentary (any cumulative, secondary, synergistic impacts?) & Recommendations for Improvement/Mitigation
1. a. Will it minimise the risk of flooding to people and property?	0						
1. b. Will it conserve and enhance natural/semi-natural habitats?	0						
1. c. Will it conserve and enhance species diversity and in particular, avoid harm to protected species?	0						
1. d. Will it maintain and enhance sites designated for their nature conservation interest?	0						
1. e. Will it maintain and enhance cultural and historical assets?	++	M/T	Permanent	Whole Area	High	High	The management policies seek to encourage property owners to replace negative buildings, reinstate architectural features, repair buildings at risk and develop gap sites.
1. f. Will it maintain and enhance woodland cover?	0						
2. a. Will it create new and lasting full time jobs particularly for those most in need of employment?	0						
2. b. Will it encourage both indigenous and inward investment?	+	L/T	Permanent	Whole Area	High	High	It has been found that when the appearance of an historic area is improved more people want to live and work there.
2. c. Will it help to support and encourage the growth of small businesses?	0						
2. d. Will it help to improve the attraction of Gloucester as a tourist destination?	++	L/T	Permanent	Whole Area	High	High	Enhancing the character of this historic area will encourage more people to visit Gloucester and stay longer.

SA Objectives	Impact ++ + 0 -- - ?	Likely Timing of Impact (Short, Med, Long Term)	Temporary or Permanent Impact?	Geographic Scale	Likelihood of Impact	Significance of Impact	Commentary (any cumulative, secondary, synergistic impacts?) & Recommendations for Improvement/Mitigation
3.a. Will it encourage the most efficient use of land and buildings?	-	S/T	Permanent	Whole Area	High	High	Maintaining the character of historic areas can mean resisting development on important open spaces and the curtilage to listed buildings. The sub-division of properties can also be detrimental to the character of an historic area.
3.b. Will it encourage development on previously developed land?	+	L/T	Permanent	Buildings identified as negative/neutral and gap sites	Med	Med	Document has policies to encourage the redevelopment of negative/neutral buildings and gap sites.
3.c. Will it minimise the demand for raw materials and/or encourage the use of raw materials from sustainable sources?	+	S/T	Permanent	Whole Area	High	Med	The retention of older buildings reduces the demand for new building materials.
3.d. Will it increase waste recovery and recycling?	+	S/T	Permanent	Whole Area	High	Med	Property owners will be encouraged to reinstate original features some of which can be obtained second-hand.
3.e. Will it help to reduce the amount of waste that is generated?	0						
3.f. Will it positively encourage renewable forms of energy?	0						
3.g. Will it reduce water consumption?	0						

SA Objectives	Impact ++ + 0 -- - ?	Likely Timing of Impact (Short, Med, Long Term)	Temporary or Permanent Impact?	Geographic Scale	Likelihood of Impact	Significance of Impact	Commentary (any cumulative, secondary, synergistic impacts?) & Recommendations for Improvement/Mitigation
<b>4. To ensure everyone has access to the essential services they require and that local needs are met</b>							
4.a Will it help everyone access essential basic services easily, safely and affordably?	0						
4.d. Will it provide additional leisure facilities, green spaces and improve access to existing facilities?							
4.e. Will it help to ensure that everyone has access to safe and affordable housing?	0						
4.f. Will it reduce homelessness?	0						
<b>5. To improve standards of health and education</b>							
5.a. Will it improve health and people's ability to engage in healthy activities?	0						
5.b. Will it improve access to health care facilities?	0						
5.d. Will it improve access to learning, training, skills and knowledge?	0						
5.e. Will it improve qualifications and skills of young people and adults?	0						

SA Objectives	Impact ++ + 0 -- - ?	Likely Timing of Impact (Short, Med, Long Term)	Temporary or Permanent Impact?	Geographic Scale	Likelihood of Impact	Significance of Impact	Commentary (any cumulative, secondary, synergistic impacts?) & Recommendations for Improvement/Mitigation
<b>6. To make Gloucester a great place to live and work</b>							
6.a. Will it help to reduce crime and the fear of crime?	0						
6.b. Will it encourage community engagement in community activities?	+	L/T	Temporary	Whole Area	Med	High	Document recommends that a monitoring review be carried out in 5 years time and it is possible that this could be carried out by the local community.
6.c. Will it increase the ability of people to influence decisions?	0						
6.d. Will it improve community cohesion?	+	M/T	Permanent	Whole Area	Med	Med	Encourages people to take pride in their area.
6.e. Will it help to maintain and/or enhance the vitality and viability of a designated centre?	0						
6.f. Will it increase access to and participation in, cultural activities?	0						
6.g. Will it reduce poverty and income inequality?	0						
6.h. Will it reduce the number of unfit homes?	0						
6.i. Will it improve the quality of where people live?	++	L/T	Permanent	Whole Area	High	High	Well maintained CA's are attractive places to live.

SA Objectives	Impact ++ + 0 -- ?	Likely Timing of Impact (Short, Med, Long Term)	Temporary or Permanent Impact?	Geographic Scale	Likelihood of Impact	Significance of Impact	Commentary (any cumulative, secondary, synergistic impacts?) & Recommendations for Improvement/Mitigation
7.a. Will it reduce the need/desire to travel by car?	0						
7.b. Will it help ensure that alternatives to the car are available for essential journeys, especially to residents in areas of low car ownership?	0						
7.c. Will it help to achieve a reduction in road accident casualties?	0						
7.d. Will it increase the proportion of freight carried by rail and water?	0						
7.e. Will it help to reduce traffic congestion and improve road safety?	0						
8.a. Will it help to reduce any sources of pollution?	0						
8.b. Will it help to reduce levels of noise?	0						
8.c. Will it maintain and enhance water quality?	0						
8.e. Will it maintain and enhance air quality?	0						
8.f. Will it maintain and enhance land/soil quality?	0						
8.g. Will it reduce the amount of derelict, degraded and underused land?	+	L/T	Permanent	Negative buildings and gap sites	Med	Med	Document has policies for the Council to encourage the redevelopment of negative and gap sites
9.a. Will it reduce contributions to climate change?	0						
9.b. Will it reduce vulnerability to climate change?	0						

## **Appendix 2 The Historical Development of Gloucester**

### **Gloucester: history and development**

The history of Gloucester has been written many times and in great detail. This account is not intended to duplicate what has already been said elsewhere. Instead it is aimed at summarising those key historical developments that have helped to shape the city that we know today, with particular emphasis on the street pattern and standing buildings.

#### **Roman Gloucester**

A Roman fortress was established at Kingsholm some time after AD 48 close to what must have been an existing ford across the River Severn. The Severn then formed the frontier between Roman Britain and unconquered Wales. By AD 70, the Romans had conquered South Wales and established a new army headquarters at Caerleon. The Kingsholm fort was dismantled and a new one established to the south. This evolved into a *colonia*, a city where soldiers retiring from the army were given land as a form of pension, once Gloucester ceased to be a frontline military station around AD 81.

This period saw the establishment of the rectilinear street pattern that underlies the historic centre of Gloucester. The Cross, marking the centre of today's city, also stands on top of the focal point of the Roman city. Northgate Street and Southgate Streets lie directly on top of the main Roman road through the City. London Road also follows a Roman alignment, turning north easterly to join Roman Ermin Way (today's A38 Barnwood/Hucclecote Road). Ermin Way itself is aligned on the original fort at Kingsholm.

#### **Anglo-Saxon Gloucester**

Gloucester continued to be a centre of settlement after the final withdrawal of Roman troops from Britain in 436. The Anglo-Saxon

chronicle says that Gloucester (with Cirencester and Bath) fell to the Saxons after the Battle of Dyrham, fought in 577, and thereafter was ruled by the Hwicce, as a sub-kingdom within Mercia. Osric founded a minster church (an early form of monastery) around AD 679, the forerunner of St Peter's Abbey (today's cathedral).

Ethelfleda (died AD 918), daughter of King Alfred and ruler of the Mercians following the death of her husband in 911, founded the new Minster of St Oswald in Gloucester shortly after AD 900, by when Gloucester was already an important commercial centre. Many of the streets, side lanes and alleys of the city centre were established at this time.

St Oswald's was probably connected with the royal palace that was established at Kingsholm by the reign of Edward the Confessor (1003-66). Gloucester was a regular meeting place of the royal council during his reign and that of William I. At one such meeting in 1085 William I initiated the Domesday survey.

#### **Medieval Gloucester**

Under the Normans, Gloucester's motte-and-bailey castle commanded the southernmost route across the Severn to South Wales and this was rebuilt in stone (on the site of today's city prison) by Miles of Gloucester in 1110-20. Under Abbot Serlo (from 1089) the Saxon Minster of St Peter was rebuilt to create one of England's greatest Benedictine abbeys (now the cathedral).

Hospitals were established on London Road in the early twelfth century whose chapels still survive (St Margaret's and St Mary Magdalen's). New churches and religious foundations were added - notably the richly endowed Llanthony Priory, begun in 1137 as a home for Augustinian canons fleeing from their original Welsh home. St Oswald's Priory also became a house of the Augustinians in 1152; Greyfriars was established around 1231, Blackfriars around 1239 and Whitefriars around 1268. Of the

parish churches that were established at this time, St Mary le Lode, in St Mary's Square, St Nicholas, in Westgate Street and St Mary le Crypt, in Southgate Street, have survived.

Gloucester was granted a charter in 1155 (giving the right to hold a market and to exercise jurisdiction). The economy was based on iron working but the city also had a large population of traders and merchants and the city played an important role as a market and service centre for the region. A quay probably operated along the banks of the Severn between Westgate Bridge and the castle.

Westgate Street was the longest and most important of the city's commercial streets, the location of a market, several churches, the Guildhall and the mint. The abbey occupied the north-western quadrant of the city. The east end was the Jewish quarter until the Jews were expelled in 1275. New suburbs developed outside the town walls.

Among secular medieval buildings in Gloucester, the most remarkable are the late-twelfth century undercroft beneath the late-fifteenth century Fleece Hotel, the early thirteenth-century undercrofts to 47-49 and 76 Westgate Street and the New Inn, a complete timber-framed courtyard inn built around 1450 for St Peter's Abbey.

### **Post Dissolution Gloucester**

The Dissolution of the 1530s was a landmark in the city's history, unlocking resources previously controlled by religious houses. The Minster church became the cathedral and with the founding of the See, Gloucester became a city in 1541. Cloth making led a revival in the city's trading fortunes and by 1600 the city hosted specialist markets for the trading of cattle, sheep, grain and fruit.

Port status was granted to the city by Elizabeth I in 1580 and by the time the cloth trade declined in the seventeenth century, the city had evolved into a significant centre for the

Severn-based grain and malt trade, though competition from Bristol prevented it from developing foreign trade contacts.

The Puritan city's stubborn resistance to Royalist siege in 1643 is widely seen as the turning point in the Civil War. Large parts of the city were burned to the ground: most of the northern and southern suburbs were lost, as were half the city's eleven medieval churches. Surviving buildings from this period include the timber framed buildings at 6-8, 14, 26, 30, 33, 43-45, 66, 100 and 99-103 Westgate Street (the Folk Museum) and that at 9 Southgate Street (with a façade dating from 1664/5).

### **Eighteenth-century Gloucester**

Wire and pin making, metal working, bell founding, wool stapling and banking led the city's revival from the late seventeenth century. Gloucester also developed as a distribution centre for goods imported from overseas via Bristol and then forwarded inland to the west Midlands.

A number of medieval houses were refaced in fashionable brick (e.g. nos. 6-8 and 14 Westgate Street) and the city also became established as a social centre for the local gentry, with fine houses from this period at College Green and Longsmith Street, plus the eighteenth-century church of St John the Baptist in Northgate Street.

The County Infirmary was founded in 1755 and St Bartholomews' Hospital almshouses, near Westgate Bridge, were rebuilt in Gothick style in 1790. Gloucester was active in the establishment and promotion of Sunday Schools from the 1780s (Robert Raikes, pioneer of Sunday Schools, was born in Gloucester in 1736). The County Gaol was rebuilt in 1791, as was St John the Baptist, Northgate Street, in 1734. Other notable buildings of the period include No 1 Miller's Green (The Deanery), Bearland House in Longsmith Street (1740) and Ladybellegate House (1743).

## **Nineteenth-century Gloucester**

Physical growth beyond the city's medieval boundaries began after the Napoleonic Wars. Shire Hall (Sir Robert Smirke) dates from 1815/16. A pump room (demolished 1960) opened in Spa Road that same year, but this was rapidly eclipsed by the greater popularity of the spa at Cheltenham. Even so, several terraces associated with the spa have survived, including Gloucester's only residential square, Brunswick Square (begun 1822), along with Christ Church, Brunswick Road (Rickmann & Hutchinson, 1823).

Two of the Severn's watercourses were partly concealed, having been open since the Roman founding of the city: the Dockham Ditch (aka Old or Little Severn) was culverted south of the Foreign Bridge on Westgate Street in 1825 and completely filled in in 1854, and the Twyver (running beneath Station Road) was culverted in 1833.

The opening of the Gloucester and Berkeley Canal in 1827 gave ocean-going ships access to the city and the coming of the railways in the 1840s encouraged Gloucester's expansion as a busy port for the distribution of foreign grain and timber to the Midlands, as well as stimulating locally based corn-milling and ship-building, and the manufacture of railway rolling stock (Gloucester Wagon Works opened in 1860) and matches (Morlands/England's Glory).

Big increases in population saw the city's boundaries extended in 1835 and 1874. The population doubled between 1851 and 1871 alone. Middle-class housing spread out along London Road while industrial development was heaviest in the area between the canal and Bristol Road and artisan housing grew up in the south and south east of the City.

The 1870s and 1880s saw the city centre transformed from a mix of small shops and residential premises to a business and retail centre with banks, offices and large stores. Gas lighting in the city was completed in the 1890s

and the new suburbs of Outer Barton Street, Tredworth, Bristol Road, Kingsholm and Wotton were brought within the city boundaries when they were extended again in 1900.

Other buildings of this period include the County Lunatic Asylum (1823), the Friends Meeting House, Greyfriars (1835), St James, Upton Street (1841), the former HM Custom House (Sydney Smirke, 1845), St Mark, Kingsholm (1845), the Mariner's Church in the Docks (1849), the Cemetery, in Cemetery Road (1857), St Peter's Roman Catholic Church (1859), the Wesleyan Church, Victoria Street (1870), the Public Library and Museum (1872), Whitefield Presbyterian, Church Park Road (1872), All Saints, Barton Street (Sir G G Scott, 1875), Coney Hill Hospital (1883), St Paul, Stroud Road 1883, the Public Baths, Eastgate Street (1891), the former Guildhall in Eastgate Street (1892) and St Stephen, Bristol Road (1898).

## **Twentieth-century Gloucester**

As the docks declined in the late-nineteenth century, local engineering firms moved into the new industries of aircraft production, though this too ceased in 1960 (as did match making in 1976 and the wagon works in 1985). Gloucester's role as the county town has since created employment in local government and in service industries.

Notable buildings of this period include St Catharine, London Road (1915), the Technical College (1936), St Oswald (1939), St Barnabas, Tuffley (1940) and St Aldate, Finlay Road (1964).

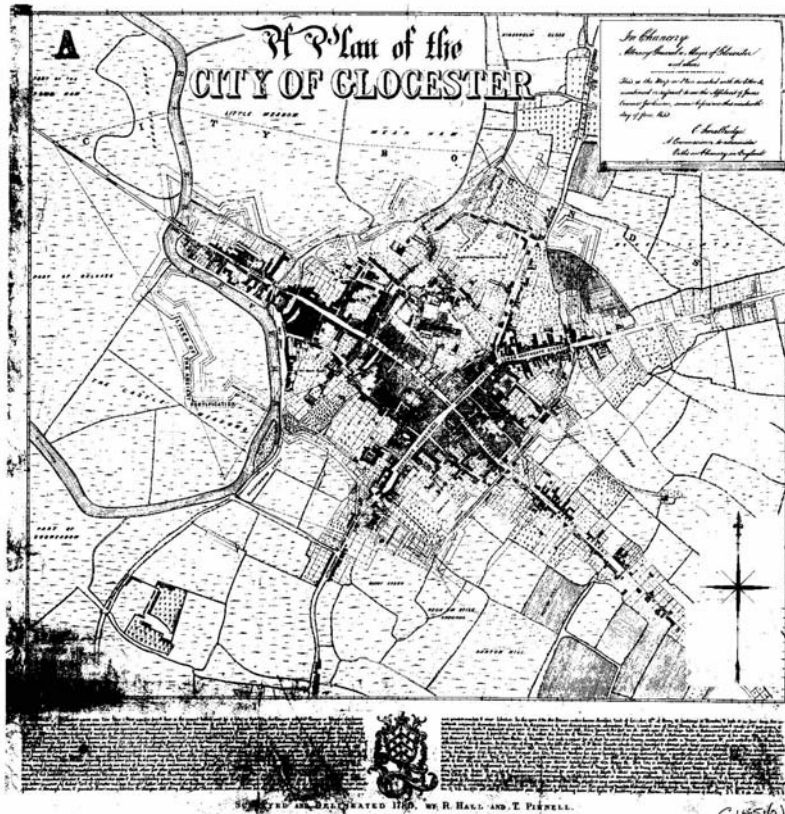




Speed's map of 1610



Kip's engraving of 1710



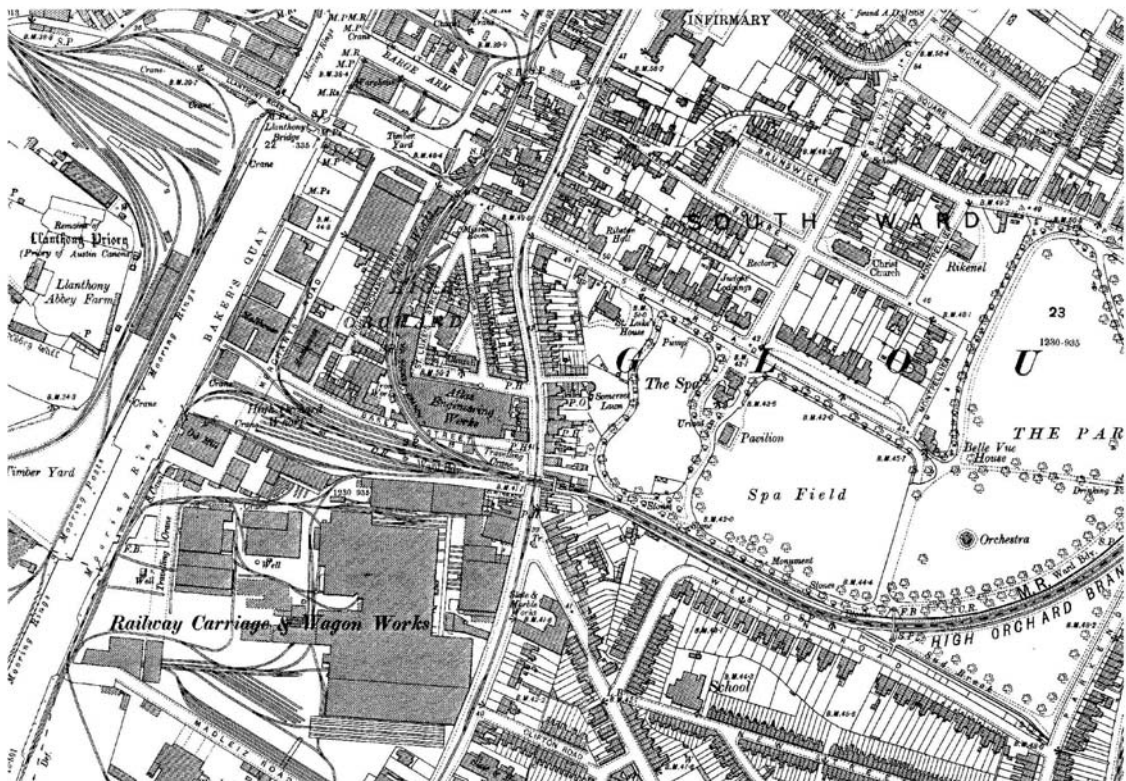
Hall and Pinnell's map of 1780



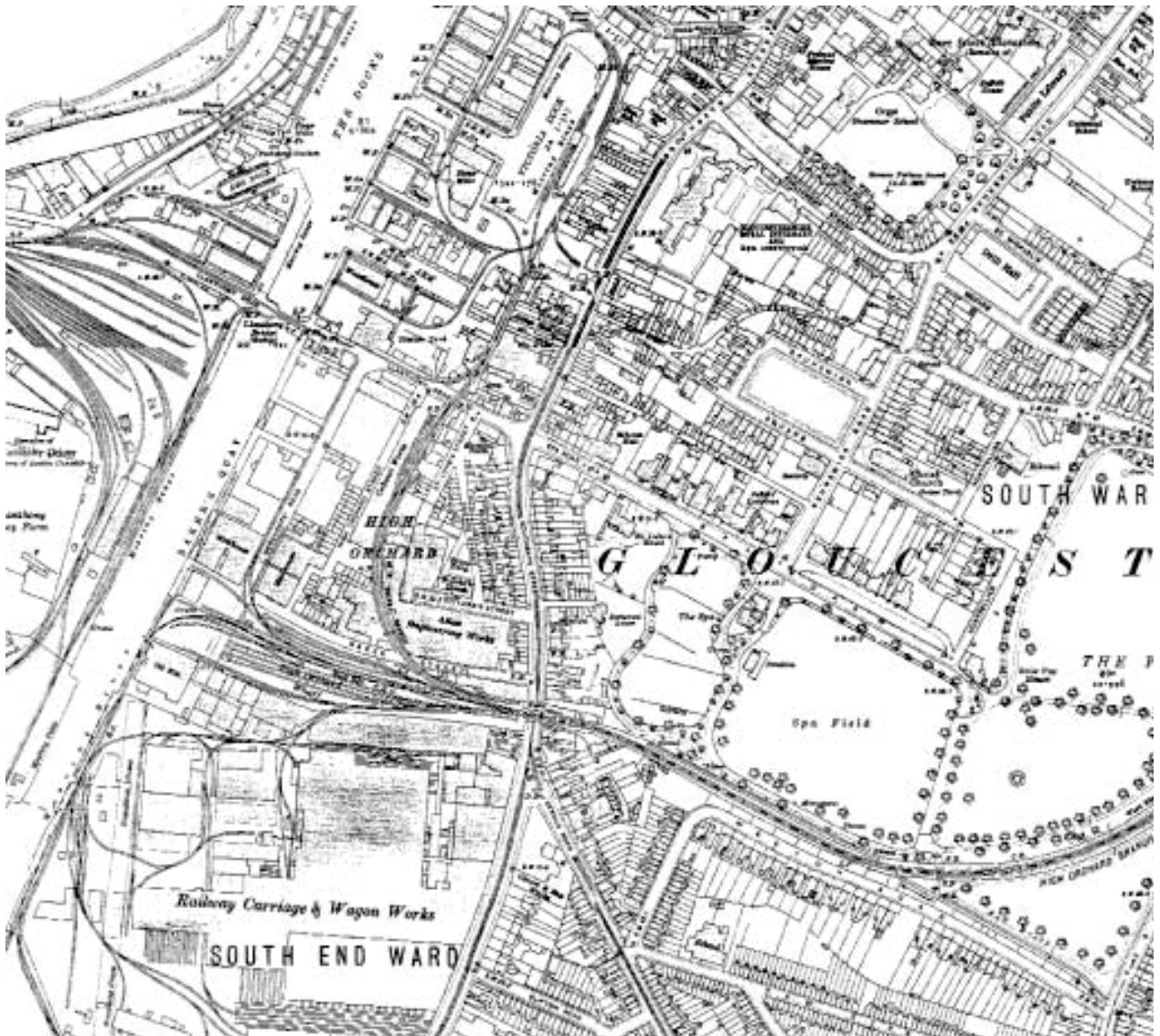
Map c. 1805



Causton's map of 1843



1:2500 Ordnance Survey map 1902



1:2500 Ordnance Survey map 1923

### Appendix 3 Scheduled Monuments

There are no Scheduled Monuments in the Southgate Street Conservation Area.

### Appendix 4 Listed Buildings

Name	Address
Albion House	77 Southgate Street
K6 telephone box	adj 77 Southgate Street
Whitesmiths Arms	81 Southgate Street
	83 and 85 Southgate Street
	105 Southgate Street
	107 Southgate Street
	109 Southgate Street
	111 Southgate Street
	113 and 115 Southgate Street
	117 and 119 Southgate Street
Weighbridge House	The Docks
The Tall Ship	Southgate Street
	140 and 142 Southgate Street
Spalite Hotel	121 Southgate Street
	123-131 odd Southgate Street
	133 and 135 Southgate Street
	137 Southgate Street
	139 and 141 Southgate Street
	143-151 odd Southgate Street
	155 and 157 Southgate Street
	172 Southgate Street
	182 and 184 Southgate Street
Mariners' Mission Hall	1 and 1a Llanthony Road
	3 Llanthony Road
	2 Spa Road
	3, 5, 7 Spa Road
	9 and 11 Spa Road
	11a Spa Road
	5 & 7 Stroud Road
	13 & 15 Stroud Road
	23-33 (odd) Stroud Road

## **Appendix 5 Bibliography and Contacts**

### **Bibliography**

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- Conway-Jones, H, Images of England - The Gloucester and Sharpness Canal, Tempus 1999 <http://www.gloucesterdocks.me.uk/>
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- Verey, D and Brooks, A 2002. The Buildings of England, Gloucestershire 2: The Vale and the Forest of Dean, New Haven and London: Yale University Press.
- Victoria County History, A History of the County of Gloucester: Volume 4: The City of Gloucester (1988).

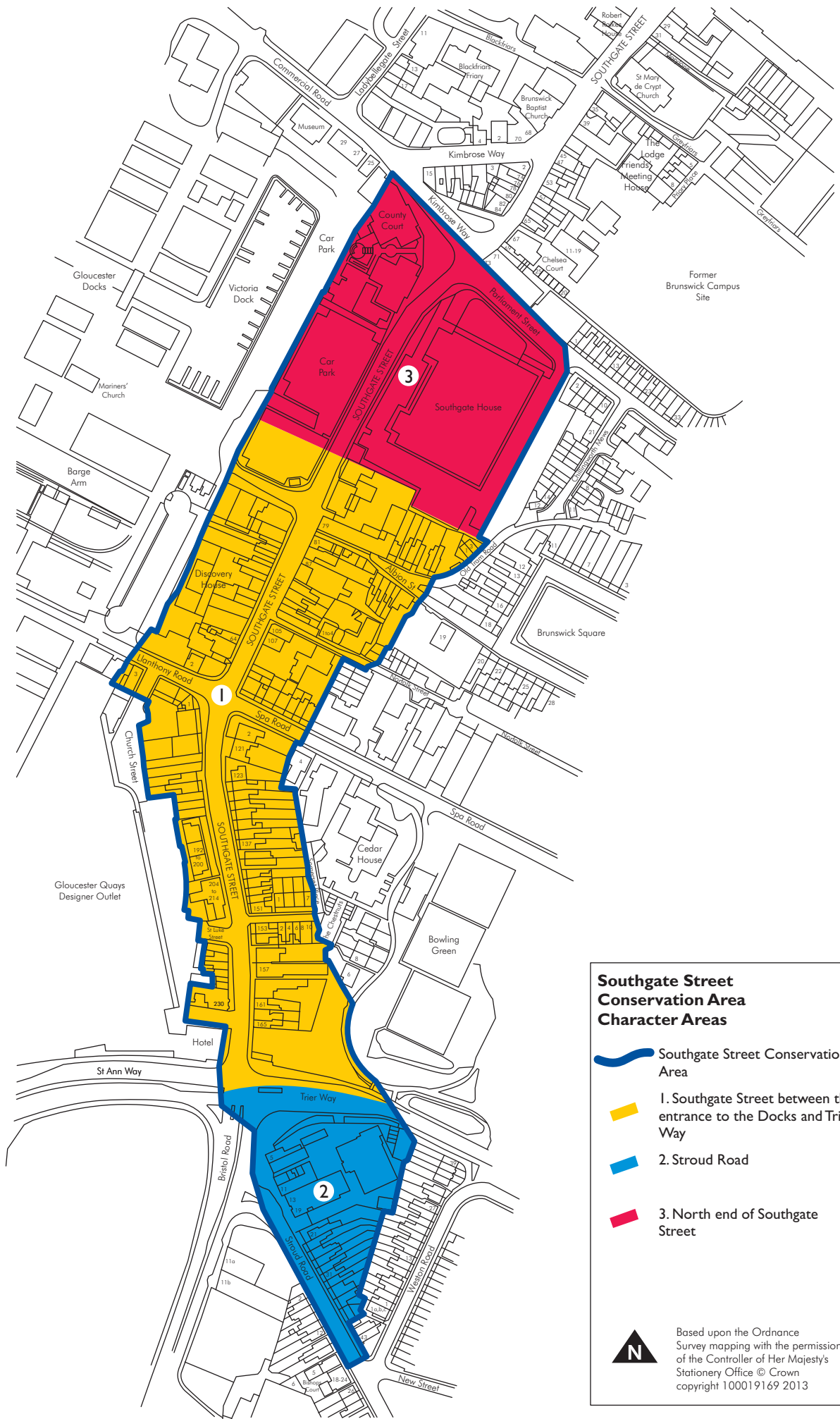
### **Maps/Topographical views**

Speed's map of 1610  
Kip's engraving of 1712  
Hall and Pinnell's map of 1796  
Causton's map of 1843  
Ordnance Survey map of 1902  
Ordnance Survey map of 1923

## **Appendix 6 Southgate Street Townscape Heritage Initiative Conservation Management Plan**

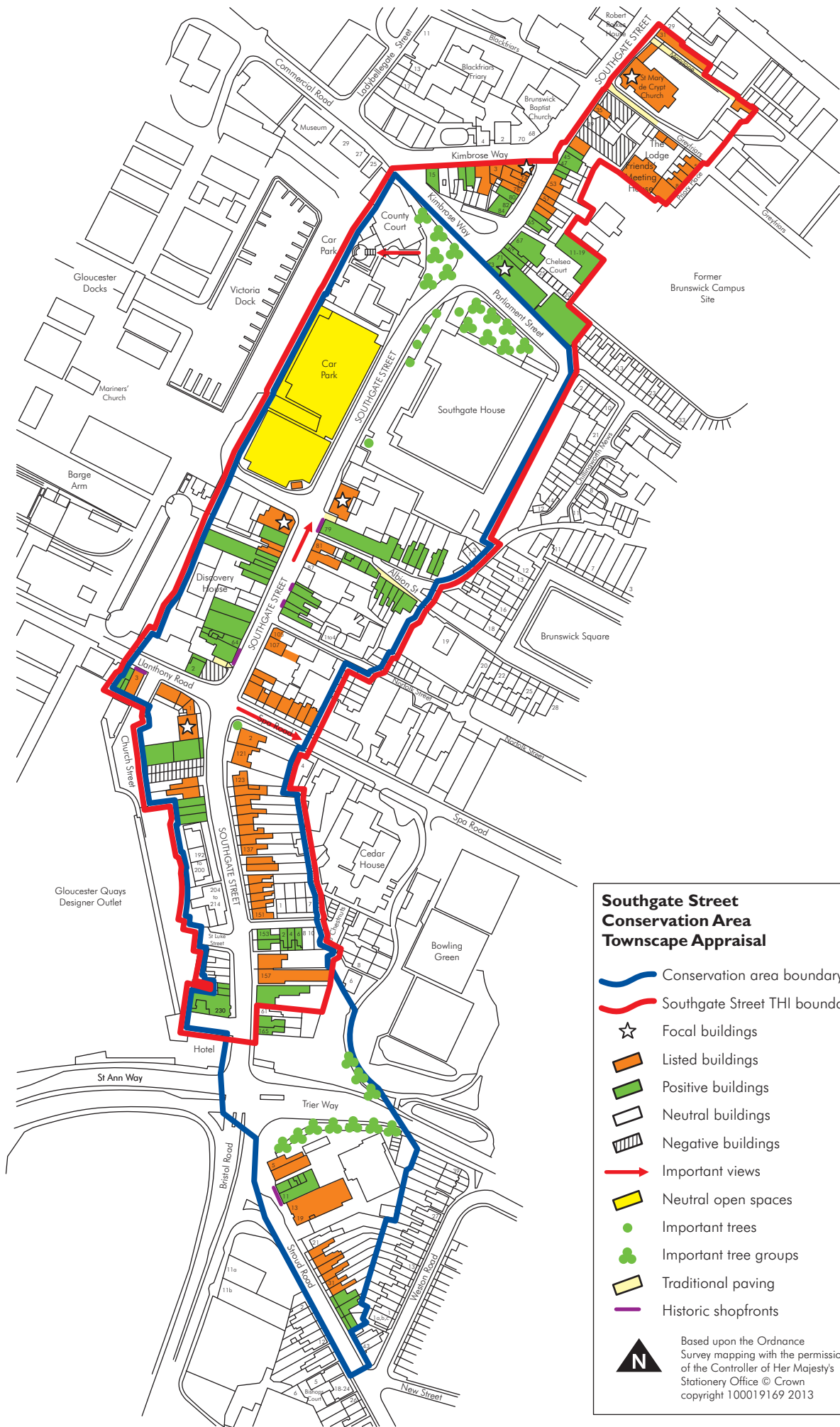
### **Maps**

Southgate Street Conservation Area - Character Areas  
Southgate Street Conservation Area - Townscape Appraisal











## **Contacts**

### **Townscape Heritage Initiative**

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If you, or someone you know cannot understand English and needs help with this information, or if you would like a large print, Braille, or audio version please call 01452 396396.

**Gloucester**  
**City Council**  
*Transforming Your City*

**Southgate Street Conservation Area Appraisal and Management Proposals – Review 2013  
Response Report from Residents September / October 2013**

**APPENDIX 2**

Ref	Support/Object To Key Characteristics In Appraisal Review	Support/Object To Key Issues In Appraisal Review	Support/Object To Recommendations In Appraisal Review	Comment	Proposed Action
<b>SGC A1</b>	No Comment	No Comment	No Comment	<p>1. Re-instate as much railings as possible to the street scene.</p> <p>2. Plant trees wherever possible.</p>	<p>1. Noted. Included in Conservation Area Appraisal (CAA) Plan and Townscape Heritage Initiative (THI) Action Plan. No Change to document.</p> <p>2. Noted, and forwarded to County Council as Highway Authority, and City Council Tree Officer. No Change.</p>
<b>SGC A 2</b>	Support	Support, with consideration of addition of 75 Southgate Street as a negative building in the appraisal	Support	<p>1. Key Issues need to include former Gloucester Kitchen Centre (75 Southgate Street) as a negative building; need to consider options for the building including new facade / demolition &amp; redevelopment.</p> <p>2. Supports Management Proposals, particularly improvements to public realm / consistency of materials and re-enclosure of St Mary's.</p> <p>3. Supports Council's policies on railings, windows, shopfronts and welcomes the Council's actions on removing satellite dishes from frontages to Southgate Street.</p> <p>4. Need to address ongoing maintenance of lighting to buildings and shared space.</p>	<p>1. Noted. Policy CA2/2 recommends that the redevelopment of sites which include neutral buildings will be encouraged where the Council considers overall improvements to the area can be achieved. Included in CAA Plan and THI Action Plan. No Change.</p> <p>2. Noted. These actions are part of CAA Plan and THI Action Plan. No Change.</p> <p>3. Noted. No Change.</p> <p>4. Noted. Comments passed on to relevant Council Departments. No Change.</p>

<b>SGC A3</b>	Support	No Comment	See Comments	<p>1. Concern over dog mess on streets.</p> <p>2. Concern over traffic, noise &amp; pollution.</p> <p>3. Concern over scale of proposed Care Home at junction of Trier Way.</p> <p>4. Concern that document focuses on buildings, not people.</p>	<p>1. Noted. Comments passed to relevant Council Department. No Change.</p> <p>2. Noted, and forwarded to County Council as Highway Authority. No Change.</p> <p>3. Noted, and forwarded to Development Management and Urban Design Officer. No Change.</p> <p>4. Noted. No Change.</p>
<b>SGC A4</b>	Support  N.B. Joint response by CCCP Members (50 responses made)	Support	Support	<p>1. Key characteristics and issues were considered to be correct and clearly defined.</p> <p>2. Important to see emphasis has been placed on public realm. One Member concerned at lack of new tree planting.</p> <p>3. Noted that document clearly outlined importance of Southgate Street Area, and need to protect/improve the area.</p> <p>4. Concern regarding condition of Albion House and its environs.</p> <p>5. All respondents agreed with the Management Appraisal and felt that the combined approach with the Townscape Heritage Initiative bodes well for this area's future.</p>	<p>1. Noted.</p> <p>2. Noted. Trees issue forwarded to County Council as Highway Authority, and City Council Tree Officer. No Change.</p> <p>3. Noted.</p> <p>4. Noted. This issue is being addressed in the document, and also as a priority concern within the Townscape Heritage Initiative Action Plan. No change.</p> <p>5. Noted</p>
<b>SGC A5</b>	No Comment  Gloucestershire Constabulary	No Comment	No Comment	<p>1. Comments on Council's responsibility to ensure crime prevention techniques are utilised in considering planning proposals in all areas, including those in conservation areas or individual listed</p>	<p>1. Noted. These issues are addressed in the City Council's Interim Adoption Supplementary Planning Document "Designing Safer Places"(2005). Comments forwarded to Development Control Manager and Urban</p>

				buildings. Areas to cover include access, structure, surveillance, ownership, physical protection, activity, management and maintenance, plus community safety	Design Officer. No Change.
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**TOWN AND COUNTRY PLANNING (GENERAL PERMITTED DEVELOPMENT) ORDER  
1995 (AS AMENDED)**

**GLOUCESTER CITY COUNCIL**

**SOUTHGATE STREET CONSERVATION AREA ARTICLE 4 DIRECTION**

**DIRECTION MADE UNDER ARTICLE 4(1) TO WHICH ARTICLE 6 APPLIES**

**WHEREAS** Gloucester City Council (hereinafter called 'the Council') being the local planning authority within the meaning of Article 4(4) of the Town and Country Planning (General Permitted Development) Order 1995 are satisfied that it is expedient that development of the descriptions set out in Schedule 1 below should not be carried out within that part of the Southgate Street Conservation Area which for identification purposes is identified on the plan annexed hereto and comprising the properties and their curtilages shown on the plan, and described in Schedule 2 hereto, unless planning permission is granted on an application made under Part III of the Town and Country Planning Act 1990.

**AND WHEREAS** the Council considers that the development of the said description would be prejudicial to the proper planning of their area and would constitute a threat to the amenities of their area and that the provisions of paragraph 1 of Article 6 of the Town and Country Planning (General Permitted Development) Order apply.

**NOW THEREFORE** the Council in pursuance of the power conferred on them by Article 4(1) of the Town and County Planning (General Permitted Development) Order 1995 hereby direct that the permission granted by Article 3 of the said Order shall not apply to development on the said land of the descriptions set out in the Schedule 1 below.

**THIS DIRECTION** is made under Article 4(1) of the said Order and in accordance with article 6, shall remain in force until 15<sup>th</sup> April 2014 (being six months from the date on which this Direction comes into force) unless confirmed by the local planning authority before the end of the six month period.

**SCHEDULE 1 - The Development to be Controlled**

- (a) The enlargement, improvement or other alteration of a dwelling house being development comprised within Class A of Part 1 of Schedule 2 to the said Order (as amended), where any part of the enlargement, improvement or alteration would front a relevant location;
- (b) Any alteration to the roof of a dwelling house being development comprised within Class C of Part 1 of Schedule 2 to the said Order (as amended), where the alteration would be to a roof slope which fronts a relevant location;
- (c) The erection or construction of a porch outside any external door of a dwelling house being development comprised within Class D of Part 1 of Schedule 2 to the said Order (as amended), where the external door in question fronts a relevant location;
- (d) The provision within the curtilage of a dwellinghouse of a hard surface for any purpose incidental to the enjoyment of the dwelling house or replacement in whole or part of such a surface as such being development comprised within Class F of Part 1 of Schedule 2 to the said Order (as amended), where the hard surface would front a relevant location;

(e) The erection, construction, maintenance, improvement or alteration of a gate, fence, wall or other means of enclosure being development comprised within Class A of Part 2 of Schedule 2 to the said Order (as amended), where the gate, fence, wall or other means of enclosure would front a relevant location;

(f) The painting of the exterior of any building or work, being development comprised within Class C of Part 2 of Schedule 2 to the said Order (as amended), where the part of the building to be painted fronts a relevant location; and

(g) The demolition of any whole or part of any gate, fence, wall or other means or enclosure being development comprised within Class B of Part 31 of Schedule 2 to the said Order (as amended), where the gate, fence, wall or other means of enclosure would be within the curtilage of a dwelling house and would front a relevant location.

## **SCHEDULE 2 - Description of the Land**

1 Albion Street

3 Albion Street

6 Albion Street

7 Albion Street

8 Albion Street

9 Albion Street

10 Albion Street

12 Albion Street

2 Somerset Place

4 Somerset Place

6 Somerset Place

224 Southgate Street

226 Southgate Street

35 Stroud Road

37 Stroud Road

39 Stroud Road

A copy of the direction and a map of the area to which it relates may be seen at the City Council Offices, Herbert Warehouse, The Docks, Gloucester, GL1 2EQ.



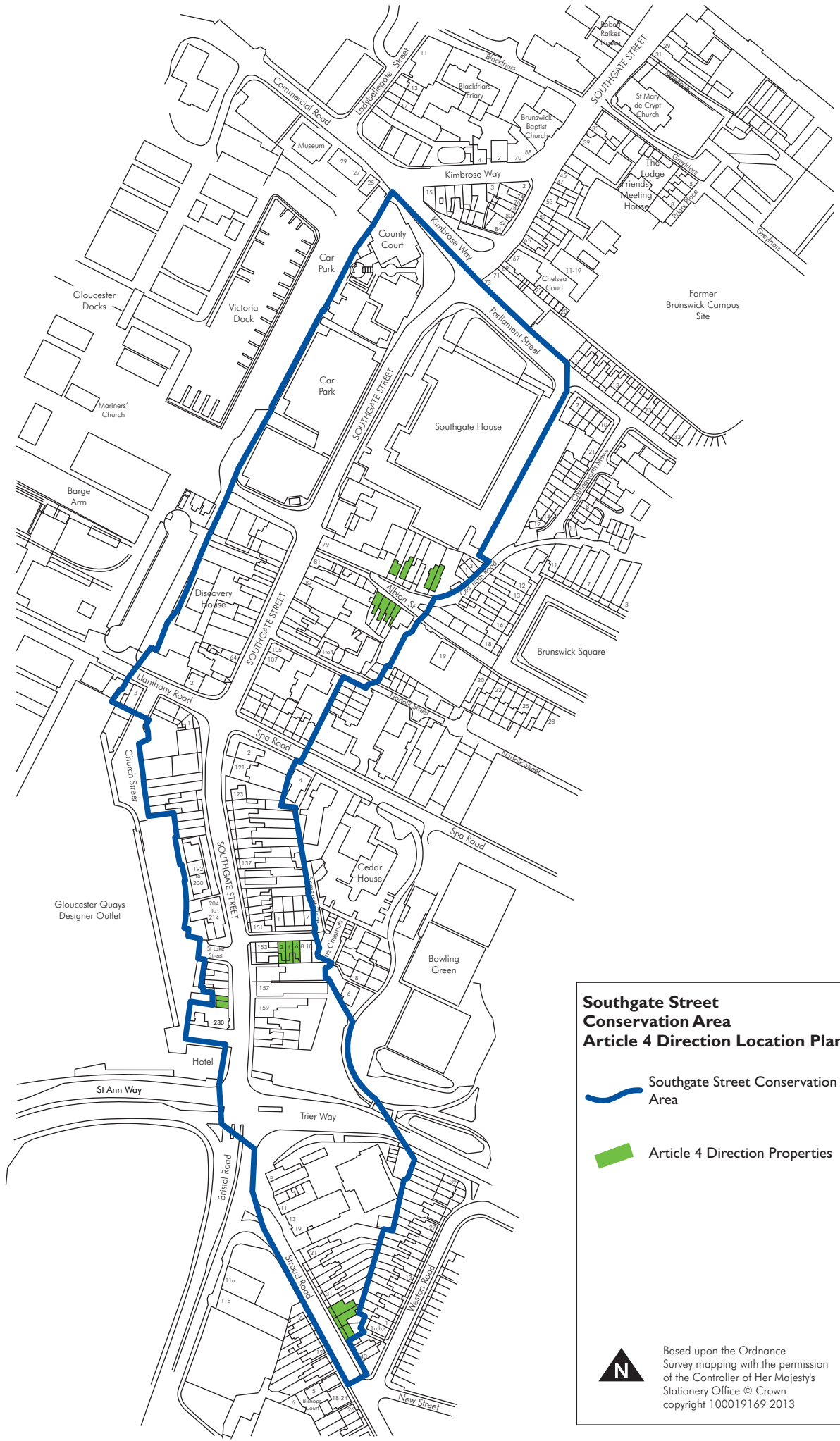
THE COMMON SEAL of )  
THE COUNCIL OF THE CITY OF )  
GLOUCESTER affixed hereto is )  
authenticated by the undersigned a )  
person authorised by the said Council )  
to act for that purpose )





Seal No:  
16542




Group Manager Legal and  
Democratic Services



**Southgate Street Conservation Area Article 4 Direction Location Plan**

-  Southgate Street Conservation Area
-  Article 4 Direction Properties

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# Southgate Street Townscape Heritage Initiative Conservation Management Plan September 2013



# Southgate Street Townscape Heritage Initiative Conservation Management Plan September 2013

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## **Introduction**

The purpose of this document is to produce a management plan for the area covered by the proposed Southgate Street Townscape Heritage Initiative (THI) area. The THI area straddles 2 conservation areas - Southgate Street Conservation Area and the City Centre Conservation Area. A review of the existing Southgate Street Conservation Area Appraisal and Management Proposals Plan has been reviewed and updated.

The Southgate Street Conservation Area was first designated in 1968, then part of the Brunswick Square and Spa Conservation Area. In 2007 the Conservation Areas boundaries were reviewed and it was agreed a Conservation Area solely for Southgate Street be created. The City Centre Conservation Area was designated in 1968 and reviewed in 2007 thus forming its boundary as seen today.

## **Relationship to Southgate Street Conservation Area Appraisal and Management Proposals**

It is intended that the Southgate Street THI Conservation Management and Maintenance Plan will be a stand-alone document from the Southgate Street Conservation Area Appraisal and Management Proposals Plan; the latter will remain as the Council's Policy Document in terms of Development Control matters, while the former i.e. this document, will effectively become the Council's Action Plan in managing the delivery of the Council's aims and objectives. There will, therefore, be inevitable overlap in terms of establishing the background and *raison d'être* of the actions that will be delivered. The THI Action Plan also provides much of the context for this Conservation Management Plan.

This document has been prepared by the City Council's Heritage Team. The Team is located within the Environmental Planning Service and is responsible for the care and protection of all heritage assets and spaces of architectural and

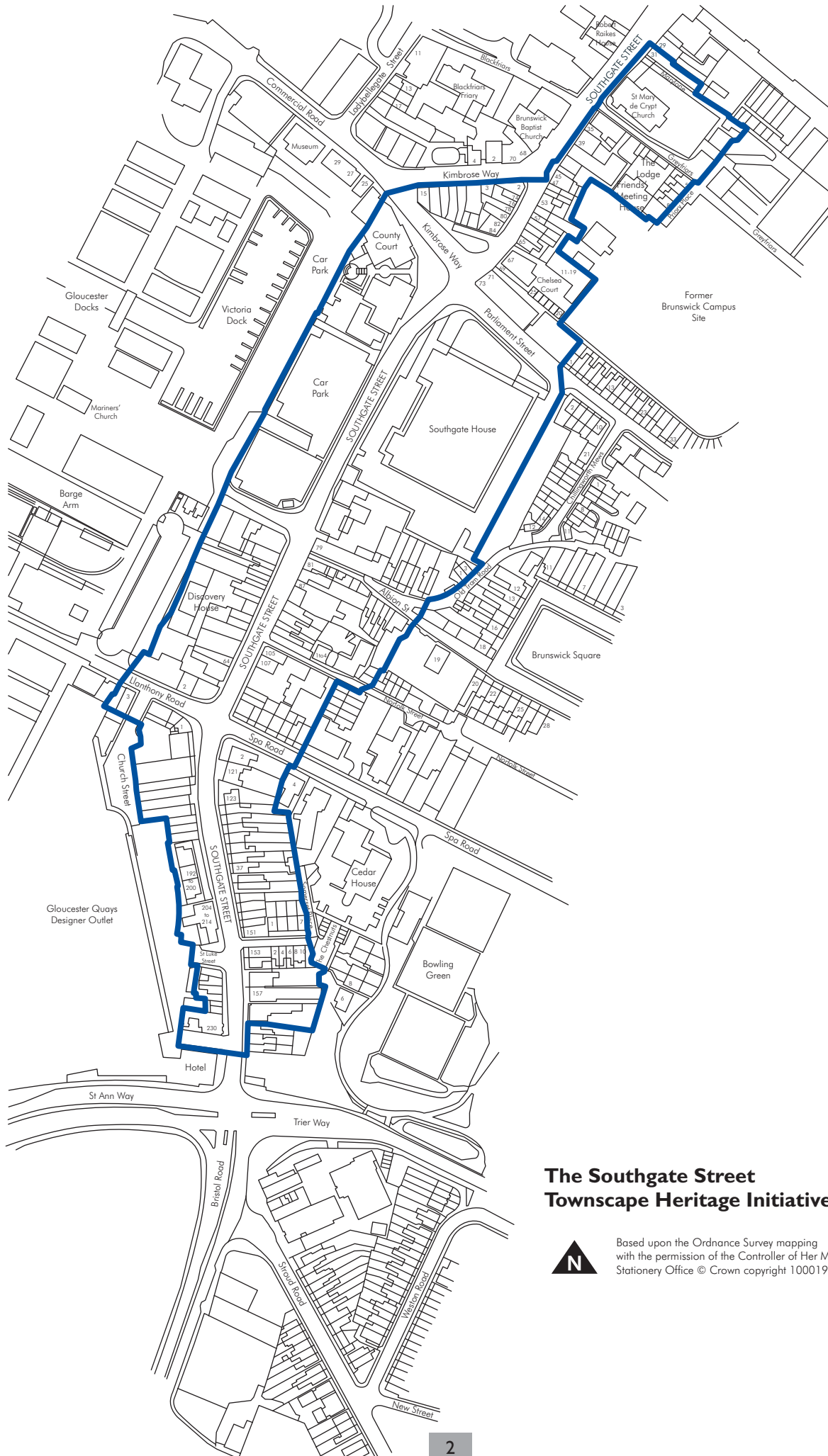
historic interest. It has a duty to protect and enhance the historic and built environment for future generations to enjoy.

The Environmental Planning Service is situated within the Council's Regeneration, Strategy and Delivery Directorate. This includes a range of services including development management and enforcement teams, planning policy, economic development and urban design. The Heritage Team itself contains conservation, urban design and project management expertise, which will be utilised in delivering the THI and the management of this plan.

## **Consultation**

In preparing this plan in conjunction with the THI Stage 2 Action Plan, a wide consultation was undertaken, including individual property owners, business owners, the local community, architects, surveyors, planners, contractors, and the newly-formed THI Partnership and Steering Group. This group includes representatives such as Gloucester Civic Trust, Gloucester Historic Buildings Ltd, the City Centre Community Partnership, Gloucester Chamber of Commerce, Young Gloucestershire, Gloucestershire Emergency Accommodation Resource, English Heritage, the Diocese of Gloucester with the Parish of Hempsted with Gloucester: St Mary de Lode and St Mary de Crypt, and Gloucestershire County Council.

Further consultation was undertaken in developing an Article 4 Direction, which is a key element of the Council's drive to preserve and enhance the character of the conservation area.



## The Southgate Street Townscape Heritage Initiative Area



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## **Purpose and Scope of the Plan**

The aim of this Conservation Management Plan is to:

- Provide the basis for the proactive management of the Conservation Area through informing future Council policy formulation and decision making by services.
- Act as a material consideration in the determination of planning applications, use of planning powers and exercise of the Council's duties under the Planning Acts, as a result of its companion status to the previously adopted Conservation Area Appraisal document, and its subsequent Review.
- Fulfil the Council's statutory duty in regard to s.71 and s.72 of the Planning (Listed Buildings & Conservation Areas) Act 1990.
- Illustrate the local planning authority's commitment to have regard to government policy for Conservation Area management as detailed in the National Planning Policy Framework.

It establishes:

- A 10 year historic environment strategy, initially for the 5 years of the THI scheme and beyond.
- A clear illustration of the Council's commitment to our funding partners for the future implementation of the THI.

This document sets out measures and actions in order to:

- a) Preserve, improve and enhance the character and appearance of the area.
- b) Ensure the long term sustainability of the THI grant-assisted works to buildings and public realm.
- c) Promote a better awareness of the need by

owners to maintain their properties, through education and training.

## **Policy Background**

The Conservation Area Appraisals and Management Proposal documents prepared by the City Council were formally adopted in September 2007 and include a number of policies designed to protect the historic environment. These documents have also been adopted as Interim Planning Guidance. The Southgate Street Conservation Area Appraisals and Management Proposal has since been reviewed in 2013.

In addition to the protection that conservation area designation brings, it is proposed to apply for an Article 4 Direction within parts of the area to restrict or remove permitted development rights and, in appropriate cases, to specify precisely the form and materials for specific building features such as windows or paint schemes. The policies under which development will be assessed by local authorities are set within the context of national policy, as follows.

## **National Planning Policy Framework**

In March 2012, the National Planning Policy Framework (NPPF) was introduced that combines all of policies of the PPS into one streamlined document.

The presumption in favour of sustainable development is the guiding principal of the document and the protection and enhancement of the historic environment is embedded within this approach. Sustainable development is defined as meeting the needs of the present without compromising the needs of the future and the introduction of the NPPF breaks down this definition into three dimensions; economic, social and environmental. Within the environmental dimension sustainable development needs to contribute to 'protecting and enhancing our natural, built and historic environment'.

According to the NPPF, a conservation area is a 'designated heritage asset' and has been defined in Annex 2 as:

*'A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing).'*

Great weight is given to the conservation of designated heritage assets. Heritage assets are an irreplaceable resource and any harm or loss requires clear and convincing justification. In developing this strategy, the following needs to be taken into account:

- The desirability of sustaining and enhancing the significance of heritage assets.
- The wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring.
- The desirability of new development making a positive contribution to local distinctiveness.
- Opportunities to draw on the contribution made by the historic environment to the character of place.

### **Planning (Listed Buildings and Conservation Areas) Act 1990**

Conservation areas are designated under the provisions of Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990. A conservation area is defined as 'an area of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance'.

Section 71 of the same Act requires local planning authorities to formulate and publish proposals for the preservation and enhancement of these conservation areas. Section 72 also specifies that, in making a

decision on an application for development within a conservation area, special attention must be paid to the desirability of preserving or enhancing the character or appearance of that area.

In response to these statutory requirements, the Conservation Area Appraisal document defines and records the special architectural and historic interest of the conservation area and identifies opportunities for enhancement. The appraisal conforms to English Heritage guidance as set out in *Guidance on Conservation Area Appraisals (August 2005)* and *Guidance on the Management of Conservation Areas (August 2005)*.

### **Local Planning Policy**

Development is currently considered against the following relevant planning policy documentation:

- Gloucester Local Plan Second Stage Deposit August 2002.
- Policies BE.22, BE.23, BE.24 and BE.25 (Listed Buildings).
- Policies BE.29, BE.30 and BE.30a, (Conservation Areas).

The emerging planning policy will provide robust and up to date context for development in Gloucester. The Joint Core Strategy (JCS) is a strategic level plan, currently being prepared for the local authority areas of Gloucester City, Cheltenham Borough and Tewkesbury Borough. It will identify key, strategic issues that affect the area and a strategy for tackling them, including housing and employment numbers potential urban extensions.

The JCS 'Developing the Preferred Option' public consultation (December 2011) included a draft policy setting out core principles for development in City centres, principally about safeguarding their vitality and viability.



The 'Preferred Option' JCS consultation document will be subject to public consultation in summer 2013, and is programmed to be adopted in 2014. It is intended that this document will also include strategic policies in relation to heritage assets and design.

The Gloucester City Plan will sit underneath the JCS and provide more detailed site allocations and development management policies. It will for example set out where and when major regeneration schemes are expected to come forward and identify sites for new homes, jobs and shopping. It will provide a framework for managing and enhancing the wider City's historic and natural environment, including conservation areas, listed buildings, sites of archaeological interest and public open spaces.

The City Plan has so far been subject to an initial 'scoping' consultation May/August 2011, and a 'Part 1' consultation (context and key development principles) between March/April 2012. A sites-based consultation took place in Spring 2013, with a draft plan consultation later in the year.

Gloucester City Council recognises that the historic environment can make an important contribution to quality of life and have recently taken ownership of a number of designated assets following the demise of the South West Regional Development Agency (SWRDA) and Gloucester Heritage Urban Regeneration Company. The Council's Corporate Plan 2011-2014 demonstrates its commitment to the historic environment by including the following priorities:

- Promoting the City nationally and internationally as a historic destination.
- Committed to finding new, innovative uses for historic venues, increasing access and awareness of the City's heritage amongst residents and visitors.
- To progress the City's regeneration of key

sites including King's Quarter, Blackfriars, Greyfriars and Southgate Moorings.

### **The Conservation Area and the Townscape Heritage Initiative (THI)**

The THI area is located within two Conservation Areas, predominantly in the Southgate Street Conservation Area and a small part of the City Centre Conservation Area to the north of the THI area (see Southgate Street Townscape Heritage Initiative Character Appraisal Plan).

The Southgate Street Conservation Area was first designated in 1968, then part of the Brunswick Square and Spa Conservation Area. In 2007 the Conservation Areas boundaries were reviewed and it was agreed a Conservation Area solely for Southgate Street be created. The City Centre Conservation Area was designated in 1968 and reviewed in 2007 thus forming its boundary as seen today.

The City's Conservation Areas were reviewed in 2007 and full appraisals and management recommendations were written for these areas. These documents were adopted as Interim Planning Guidance in September 2007.

The THI scheme focuses upon enhancement of the historic environment within the Southgate Street corridor.

### **Buildings at Risk**

The THI Stage 2 Bid, submitted to Heritage Lottery Fund (HLF) in April 2013, listed 4 buildings at risk (BAR) in the scheme area. This resulted from a BAR Survey undertaken in conjunction with English Heritage in 2001.

The BAR Register brings together information on all listed buildings within the City, which are known to be 'at risk' through neglect and decay, or are vulnerable to becoming so. The purpose of the register is two-fold: to spread awareness of the quality and diversity of Gloucester's built heritage; and to draw attention to the

importance of keeping these irreplaceable assets in good repair.

In May 2013 a review of the City's Buildings at Risk Register was undertaken. This 'snapshot' of the condition of Gloucester's listed buildings identified buildings that will be addressed as part of a variety of measures, including statutory requirements and grant assistance.

### **The Southgate Street Townscape Heritage Initiative (THI)**

The Stage 2 Submission for Townscape Heritage Initiative for Southgate Street, Gloucester was submitted to HLF in April 2013. This submission follows on from the successful Stage 1 award in May 2012.

The scheme focuses upon enhancement of the historic environment within the Southgate Street corridor of the City of Gloucester. The scheme area is within the 10% most deprived of neighbourhoods in England and has been identified as a Conservation Area at Risk for the past three years, within the Heritage at Risk Survey by English Heritage. The scheme will therefore address both physical and economic issues within the city's historic core.

Southgate Street is one of the main gateways into the city centre. In the past four years the Gloucester Docks area to the south has been significantly regenerated, with the introduction of a new Designer Outlet Centre and the linkages/desire lines from the Docks through to the City Centre have been upgraded providing a key route to the primary shopping centre.

Following these physical regeneration improvements, the main gateway entrance route to the City Centre (previously along Southgate Street) has been fragmented and diluted with many residents and visitors now walking through the Gloucester Quays Outlet Centre and Docks, thus avoiding part of Southgate Street, which for centuries was the historic route.

The area has a considerable number of vacant properties and buildings in poor repair due to

the lack of confidence by property owners to invest in their buildings (due in part to the stagnation/fall in property values in the area), and in part to the costs involved in restoration - reinstatement works to listed buildings or properties within a conservation area.

The THI scheme aims to address the following issues:

- Reinstatement lost architectural detailing and enhance properties where insensitive alterations have taken place.
- Return vacant floorspace within historic buildings into beneficial use.
- Repairs to the external structure of buildings.
- Improve the quality and design of the public realm within the City Centre in particular the Via Sacra route and enclosure of St Mary de Crypt Church.
- To create a sense of arrival into the THI area, by public realm enhancements and traffic calming to the southern gateway of Southgate Street.
- To strengthen/reinforce the historic desire line along Southgate Street into the city centre.
- To raise awareness of the historic environment and the areas special character through actively engaging with local residents and community groups.

The Management Plan will address these issues through negotiation with owners and encouraging the take-up of grant to undertake works to their properties. The City Council will continue to use its existing powers (listed buildings and conservation area legislation); in addition, it will introduce an Article 4 Direction to address the issue of inappropriate additions and/or replacement of architectural details including windows/doors, roofing materials and chimneys.

## Section One - Understanding the Heritage of the Conservation Area

The area is characterised by 19th century buildings associated with the growth of Gloucester Docks, to the west of Southgate Street, and the now defunct Gloucester Spa, to the east. Southgate Street was the early route from the city's South Gate southwards towards Bristol and there are two 17th century buildings surviving the destruction of this southern suburb during the English Civil War. The conservation area contains a high proportion of listed buildings. Today, Southgate Street, with modern development at its northern end, is an area of secondary shopping and residential uses.

Southgate Street is the main linear artery of the conservation area, running north-south through the area. It is a straight Roman road with varied historic buildings on either side. Southgate Street's character can be divided into two elements, divided by Kimbrose Way. Its northern sector is part of the city centre, while the southern sector is predominantly residential, occasionally broken up by local shops, offices and other services.

### Northern Sector

Made up predominantly by properties in commercial use; however, there are two churches - St Mary de Crypt and the Friends Meeting House. St Mary de Crypt dates back to mid-12th century and is listed grade I.

The adjoining former school is mid-16th century and is listed grade II\*.

The churchyard to St Mary de Crypt is the only significant open green space in the City centre. In total, there are 43 listed buildings within the THI boundary.

Part of the Via Sacra (the element which runs alongside St Mary de Crypt) lies within the THI, with good quality though uneven paving connecting Southgate Street to Greyfriars.

The retail area is characterised mostly by 19th century development, which grew up alongside the old southern approach road from Bristol to Gloucester's South Gate.

Historic shopfronts are found in the majority of the commercial properties, with a few modern examples of poor design, as shown below at 39-41 Southgate Street. This property represents a major visual intrusion into the otherwise historic street pattern.

### Southern Sector

Location of part of the course of the early 19th century Gloucester-Cheltenham tramroad (Albion Street).

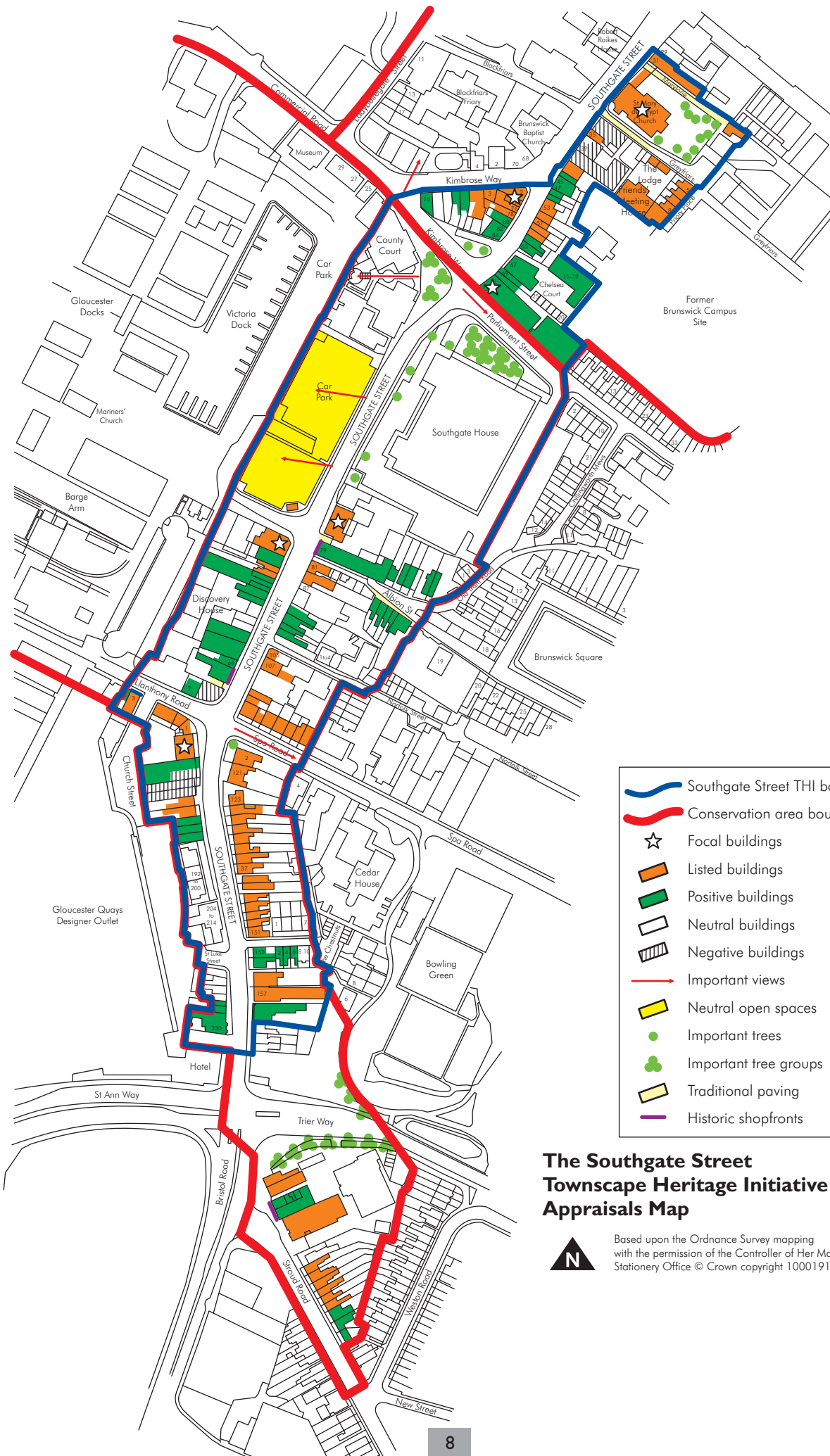
Historical links with activity at Gloucester Docks, notably Weighbridge House, Mariners' Mission Hall, former shop and warehouse at no. 3 Llanthony Road and the old tramroad.

Examples of early 19th century two and three/storey terraced houses faced with either red brick or stucco.

Wide westward views of boats, warehouses and Mariner's Church in Gloucester Docks from north end of Southgate Street.

The Conservation Area Appraisal identifies a number of key issues, namely:

- Loss of historic architectural details - shopfronts, sash windows, slate roofs and boundary railings which have been lost or replaced by unsympathetic materials and designs.
- Insensitive alterations to historic buildings and lack of basic repair and maintenance.
- Quality and design of modern floorscape - using poor and inappropriate materials.
- Vacant property and floor space - mostly above retail ground floors.



-  Southgate Street THI boundary
-  Conservation area boundaries
-  Focal buildings
-  Listed buildings
-  Positive buildings
-  Neutral buildings
-  Negative buildings
-  Important views
-  Neutral open spaces
-  Important trees
-  Important tree groups
-  Traditional paving
-  Historic shopfronts

### The Southgate Street Townscape Heritage Initiative Area Appraisals Map



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There has been a rise in works that are detrimental to the character of the area. Enforcement cases have risen on signage, upvc windows and satellite antennas being erected within the Conservation Area. However, due to a concerted programme by the enforcement team in 2013, satellite dishes have been removed by property owners in Southgate Street.

The successful delivery of the THI in a coordinated fashion will depend on the commitment of the wider community, and of critical importance the property owners. This work has been undertaken through the life of the Stage 1 bid, and has continued and built upon in the Stage 2 Development Phase to the present.

As part of the Stage 1 bid, a series of community consultation events were held, in order to establish the need/demand for this scheme. The process also enabled the City Council and its partners to not only get the message out to the public, but also identify opportunities for activities and training that are of value to the community. This established links with community groups and individuals that are part of the ongoing process, with new contacts being made as the bid has progressed.

The views of the community have been at the heart of delivering the conservation of this area over many years. The review of the City's Conservation Areas in 2007 included a number of public consultation exercises. These included disseminating information to as wide an audience as possible via a number of formats and included public participation in the decision making process via feedback from the aforementioned information dissemination and via a series of public meetings.

During this consultation many owners have expressed a keen desire to enhance the appearance of this historic City. However, a lack of business confidence has so far prevented them from taking the next step. The offer of grant assistance is in many cases the catalyst

that will bring forth this desire and convert it into enhancement of the historic built environment. This has certainly been the experience whilst delivering the Facelift Schemes within Eastgate Street. This was also identified within St Michael's Square; the area was targeted in the previous THI and has been revitalised with many home owners and residents undertaking works to their properties to create an enhanced historic environment.

## **Section Two - Current Position**

### **Responsibility for Management of the Plan**

The principal officers responsible for putting the plan into practice belong to the Council's Planning Team. These personnel are the Environmental Planning Manager and the Principal Conservation Officer, who sit under the Group Manager, Planning and the Economy. The Principal Conservation Officer will have overall responsibility for ensuring that the measures put forward in the Management Plan are enacted and complied with as relevant.

However, there are a number of other teams and committees within the Council who will also have limited responsibility. Development control and planning enforcement are represented on the Project Team by Group Manager, Planning and the Economy who also manages Gloucester's Development Control Manager and Planning Enforcement Officers.

The Management Plan is divided into separate sections setting out individual management proposals for different issues affecting the character of the Conservation Area. In addition to the protection that conservation area designation brings, the Conservation Area has an Appraisal and Management plan which was adopted as Interim Planning Guidance in 2007.

Article 4 Directions will restrict or remove permitted development rights from appropriate properties, and specify precisely the form and materials for specific building features such as windows, or paint schemes.

The Southgate Street Conservation Area Appraisal and Management Plan has been reviewed in 2013 and informs this Plan.

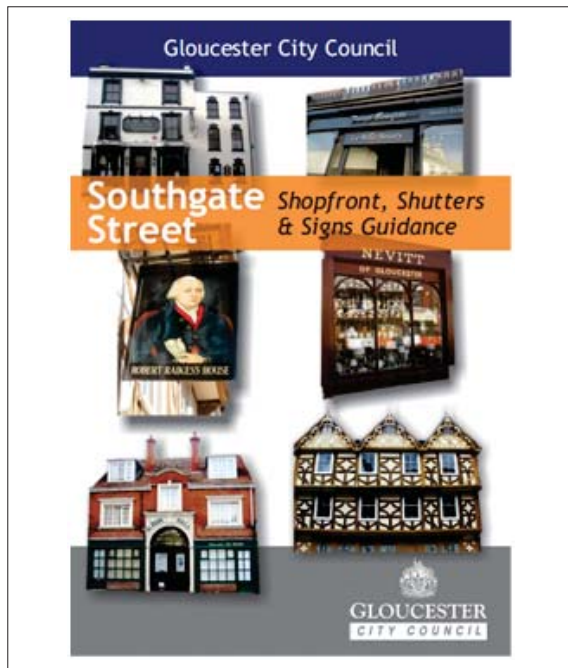
### **Design Criteria**

The Council has produced a condensed version of the 'Shop Front Design Guide' specifically for

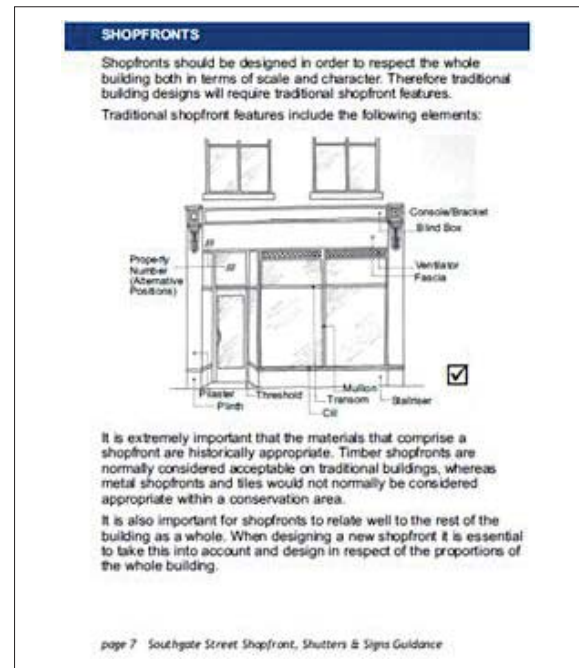
the Facelift Scheme in Southgate Street. A copy is included in the application. The Council intends to update and strengthen the policies contained within its 'City Centre Shop Front Design Guide'. This document will also be adopted as a Supplementary Planning Document and will specifically aim to guide development in relation to historic shop fronts.

The Council currently has information leaflets providing guidance on works to listed buildings and within a conservation area, these documents will be updated to assist members of the public in maintaining their properties. Further documentation will be developed on the repair and replacement of traditional doors and windows and a leaflet addressing maintenance for homeowners.

The City Council is committed to maintaining and enhancing the City's conservation areas through the holistic approach of the conservation, planning and enforcement officers.



Extract from Shopfronts, Shutters and Design Guidance



### Condition of the Conservation Area

The Conservation Area lies within the 10% most deprived of neighbourhoods in England and has been identified as a Conservation Area at Risk for the past three years, within the Heritage At Risk Survey by English Heritage. The Conservation Area Appraisal identified a number of key issues, namely:

- Loss of historic architectural details - shopfronts, sash windows, slate roofs and boundary railings which have been lost or replaced by unsympathetic materials and designs.
- Insensitive alterations to historic buildings and lack of basic repair and maintenance.
- Quality and design of modern floorscape - using poor and inappropriate materials.
- Vacant property and floor space - mostly above retail ground floors.

There has been a rise in works that are detrimental to the character of the area. Enforcement cases have risen on signage, uPVC windows and satellite antennas being erected within the Conservation Area.

Some properties have suffered from such a prolonged period of lack of basic maintenance that they are now included within the City Council's own 'Buildings at Risk' register. These buildings are:

- 57 Southgate Street
- 77 Southgate Street
- 78 Southgate Street
- 182 Southgate Street

Following the 2013 BAR Survey the following properties have been added to the BAR list:

- 55 Southgate Street
- 74 Southgate Street
- 76 Southgate Street

## Lost Architectural Detail

The Conservation Area Appraisal identified the loss of historic architectural details as a major detraction to the overall character of the area. The key areas related to shopfronts, sash windows, slate roofs and boundary railings which have been lost or replaced by unsympathetic materials and designs. While many of these issues have been addressed by enforcement action, certain elements are outside the control of the development control process, as they are defined as permitted development. This will be addressed by the introduction of an Article 4 Direction, removing such rights that damage the character of the area.

## Examples of Lost Architectural Detail



Lost railings and replacement uPVC windows



Inappropriate cladding, windows and doors





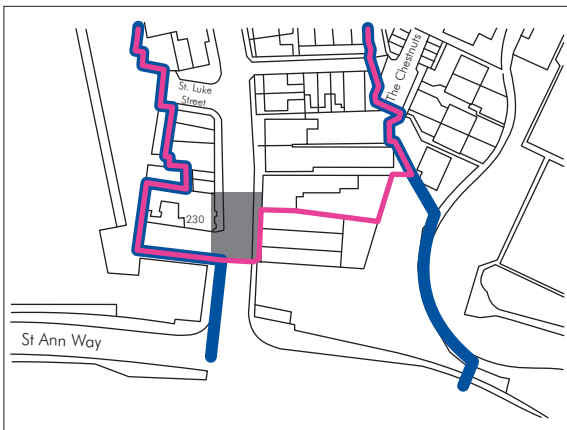
## Public Realm

Enhancement to the public realm will include the upgrading of pavements and street surfacing to utilise more appropriate historic materials in place of concrete and tarmac, especially with regard to the Southern Gateway of Southgate Street and the Via Sacra. The latter is a route developed in the 1960's designed to follow the route of the historic Roman walls around the City Centre. These works are part of a structured approach to Southgate Street Public Realm. Other elements will be delivered without need for THI Common Fund contribution.

The upgrading of the Via Sacra along Greyfriars Lane would link with the recently improved Southgate Street streetscene and enhance the



*Southern gateway to Southgate Street*



*Indicative position for southern gateway public realm*

route to Brunswick Road past Greyfriars House, Eastgate Mall and the recently consented development for 240 residential properties within the Gloscat Site funded by the Homes and Community Agency.

The scheme will also include the enclosure of St Mary de Crypt Churchyard (which is in the ownership of the City Council) with cast iron railings to reinstate the historic boundary to the church. The potential reinstatement of railings around the church would make a significant and positive improvement to the setting of this important listed church, as well as enhancing the character and appearance of the surrounding conservation area.

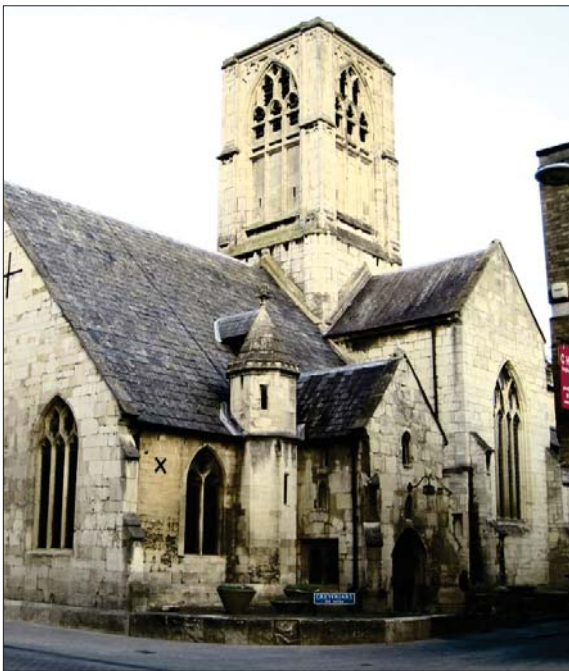


*Materials used at northern gateway*





*St Mary de Crypt and Via Sacra c. 1900 and 1910 with stone wall and former railings*



*St Mary de Crypt and Via Sacra with missing railings to walls in Via Sacra*

## Section Three - Risk

### Risk Assessment

Risk	How likely is the event?	How serious would the effect be?	Consequence	Action you would take to help prevent risk	Who is responsible for dealing with the risk
Continuing economic difficulties for businesses	Medium	High	Discouragement of further private investment to historic buildings, particularly in regard to architectural detail	Work closely with owner to support them throughout downturn, and seek partnership solution to problem	THI Officer, Economic Development Officer
Increase in unused buildings	Medium	High	Sense of neglect and decline	Seek out owners and develop solution, including financial support and/or enforcement	THI Officer, Economic Development Officer, Housing Team
Resistance to appropriate controls on historic building maintenance and alterations	Medium	High	Decline in quality of historic environment	Seek partnership approach, with ultimate use of enforcement powers	Conservation Team, Enforcement Team
Poor quality development approved by local planning authority within THI area	Low	High	Negative impact on conservation area; may impact on take-up of grant, and credibility of THI scheme	Ensure continual engagement with Cabinet Member, Development Control and Ward Members. Develop CPD programme with officers	Development Control, Conservation Team, Enforcement Team
Failure to secure external funding	Low	High	Scheme would not proceed in its proposed form - area at risk of further deterioration	Seek funding from alternative sources - maintain good relationship with external funders to establish way forward	THI Officer
Lack of local conservation skills	Medium	High	Poor quality project. Decline in quality of historic environment	Establish detailed specification. Produce list of skilled contractors. Deliver an ongoing training programme in heritage skills	THI Officer

## SWOT Analysis

The following SWOT analysis identifies the key issues relating to the local economy and the heritage of the THI, which impact on the Conservation Management Plan.

### Strengths

- Its role as an administrative and retail centre as part of the wider city.
- The regeneration of the area's Docks, and planned new retail development.
- Major new office/employment proposal on the Southgate Moorings site.
- The excellent position of the city in terms of accessibility to/from the sub-region.
- The importance and quality of some of the 12th, 16th, 19th and early 20th century buildings and townscapes.
- The introduction of high quality public realm/pedestrian enhancements.
- The Roman/mediaeval layout of the old town which adds to the flavour of the city and as a key attractor to visitors.
- The support of the community, schools, colleges, businesses and voluntary sector.
- The successful retention of historic architectural detail and materials on a number of buildings.
- The positive attitude of the local businesses and property owners towards the regeneration of their property, and the area as a whole.

### Weaknesses

- The decline in the economy with weaker demand for local goods, services and property.
- Low profitability of some businesses discouraging appropriate maintenance.
- Lack of legibility currently in the townscape of Southgate Street, due to the regeneration/development of the Docks interrupting the historic route from the south.
- The poor quality of some infill developments, particularly during the 1970s, 1980s and 1990s.
- The negative visual impact of vacant shops and upper floors.
- Existence of non-retail 'dead' frontages

within the retail core.

- Uncertainty as to the timing of Southgate Moorings office development.
- Inappropriate replacement shop fronts and shop signs damaging original heritage building designs.
- Poor quality of replacement materials and detailing on many heritage buildings.
- Lack of appropriate maintenance and care for heritage details.
- Inappropriate designs and materials of some new and enveloping development.
- Poor environments at 'gateways' to Conservation Area dominated by poor quality buildings.

### Opportunities

- Enhancement of the historic core of Gloucester.
- Improved retail area, assisting in the economic improvement of the city.
- Improved heritage building maintenance and management.
- New employment opportunity through the implementation of the Southgate Moorings office development.
- Reinstatement of the historic route into the city.
- Reinstatement the sense of legibility in the urban grain of the area through quality infill development and sensitive regeneration of key sites.
- Creation of clearly defined area through consistent approach to public realm gateway improvements in Southgate Street, mirroring that undertaken at Kimbrose Triangle, plus delivery of enhancements at Southgate Moorings and the junction with Spa Road.
- Reuse of underused and vacant floor space.
- To increase city centre economic viability and sustainability by consideration of targeting niche markets with development of specialist shopping, food and leisure sectors.
- Marketing of city centre heritage with interpretation initiatives including walks tracing the history of the city and its buildings.
- An increase in planning and design controls and guidance, including Article 4 Directions.

## Threats

- Continuing economic difficulties for businesses may discourage further private investment.
- Increase in unused buildings lead to sense of neglect and decline.
- Delay in delivery of the Southgate Moorings office development.
- Resistance to appropriate controls on historic building maintenance and alterations;
- Inappropriate designs of new infill buildings, extensions, shop fronts and alterations.
- Lack of resources to maintain high quality public realm within the Conservation Area.
- Continuing competition from retailing and services at other centres impacting on the demand for premises within the THI area.

The combination of planning policy, regeneration strategies, strong conservation principles/practice and public/private sector initiatives, including the THI, will address many of the issues raised above.

## Section Four - Management and Maintenance Aims and Objectives

### Statutory Powers

Section 69 of the Civic Amenities Act 1967 gives local councils the power to designate as Conservation Areas, 'areas of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance'. Designation gives control over the demolition of buildings and provides the basis for policies designed to preserve or enhance all the aspects of character or appearance that define an area's special interest.

Within a Conservation Area, the City Council has control over the following:

### Demolition

If you wish to demolish a listed building or alter or extend it in a way that affects its character

or appearance as a building of special architectural or historic interest, listed building consent is required. To demolish a non-listed building or even parts of it, Conservation Area consent is required. Generally we view an application from the stand point of trying to retain the building so a strong case needs to be made for its demolition.

### Minor Developments

In a conservation area you need planning permission for changes to buildings which would normally be permitted. Changes requiring consent include cladding a building, inserting dormer windows, or putting up a satellite dish visible from the street. In 2012/13, the City Council, following a concerted programme of action, successfully negotiated the removal of satellite dishes from properties in Southgate Street.

### Trees

Anyone proposing to cut down, top or lop a tree in a conservation area, whether or not it is covered by a tree preservation order, has to give notice to the City Council. The Council considers the contribution the tree makes to the character of the conservation area and if necessary it will make a tree preservation order to protect it.

### Enforcement

The following actions and measures are available to the City Council in order to protect the integrity of the conservation area:

### Urgent Works Notice

If the condition of a historic building is at imminent risk, the Act enables the Local Planning Authority to carry out urgent works for the preservation of listed buildings following notice to the owner. These powers can be used in respect of unoccupied parts of listed or unlisted buildings in conservation areas. In the case of the latter, this can only be

employed by agreement of the Secretary of State, advised by English Heritage. The powers are used to address emergency repairs to ensure the building is weather tight and safe from collapse.

### **Repairs Notice**

If the Local planning Authority considers that a listed building is not being properly preserved it may serve a repairs notice on the owner. The notice specifies the works, which the authority considers reasonably necessary for the proper preservation of the building and can only be served on statutory listed buildings.

### **Section 215 Notice**

Local authorities have the power to serve a section 215 notice on the owner (or occupier) of any land or building whose condition is adversely affecting the amenity of the area. The notice requires the person responsible to clean up the site or building, or the authority may carry out works and reclaim the costs. This can be particularly affective at addresses which have ongoing amenity issues within conservation areas.

### **Compulsory Purchase Orders (CPO)**

This affords local authorities with the power to compulsory purchase land or buildings that are required to secure development and are normally used as part of a wider regeneration scheme.

### **Further Powers Required**

#### **Article 4 Direction**

There is recognition that existing planning policies within the Conservation Area have not fully ensured the protection and preservation of the overall character of the Southgate Street Conservation Area. Under current permitted development rights, owners of property within the conservation area (not listed buildings) have been able to undertake alterations to

windows, doors, forecourts, porches, roofs and walls without the need for consent.

These alterations are most noticeable when they break up the unified visual character of, for example, a terrace of residential properties. The impact can also be significant on individual properties that may not be listed, but nevertheless add to the intrinsic quality of the area as a whole.

These permitted development rights therefore need to be restricted, in order to address the loss of architectural detail, and the addition of inappropriate structures and features to buildings which detract from the character of the conservation area. The activities currently permitted under the Town and Country Planning (General Permitted Development) Order 1995 that we will restrict as a result of the Article 4 Direction are:

- The alteration, installation or replacement of doors and windows.
- Any alteration to a roof including roof coverings, roof lights and solar panels.
- Building a porch.
- Enlargement, improvement or alteration such as an extension or removal or changes to architectural features.
- The provision of a hard surface.
- The erection, construction, improvement or alteration (including demolition) of a fence, gate, wall or other means of enclosure.
- Removing totally (or partially) walls gates, fences or other means of enclosure.
- Exterior painting of previously unpainted surfaces or changes of external colour schemes, or covering walls by render or like finishes.

The primary focus will be on dwelling houses in Southgate Street, Albion Street, Somerset Place and Stroud Road that have been identified on the townscape appraisal map as making a positive contribution to the character and appearance of the proposed conservation area. Individual properties will also be included in the Direction where it can be seen that their

protection from inappropriate alterations will also make a significant improvement to the area as a whole.

In regard to new colour schemes to individual properties or groups e.g. terraces (either to existing rendered walls or joinery), the Council recognises both the need and opportunity to establish a coherent and sympathetic style that reflects the heritage and architectural quality of the conservation area. The Council's Conservation Team will offer advice to owners as part of pre-application discussions.

### **Education/Training**

Education and training is central to the sustained management of the historic built environment. Through the Townscape Heritage Initiative we will establish and provide opportunities for learning and, where possible, accredited learning in conservation and heritage management and maintenance skills for all involved in the project including property owners and tenants, architects/designers, estate agents, contractors and subcontractors, estate agents, members of the general public, pupils and college students.

We will support the development of skills amongst current heritage workers and volunteers, to encourage new employees and volunteers into the heritage sector and to increase awareness amongst the general public of the skills which have created and continue to maintain our heritage.

The programme will widen the knowledge of the historic environment of Gloucester within the construction industry providing relevant skills through CPD, NVQ and apprentice level training, with practical experience on site in the city centre. The programme will allow for exploration of the history of Gloucester through the curriculum and community activities.

The nature of training activities has been devised following consultations with relevant

organisations such as Young Gloucestershire, Princes Trust, Gloucestershire College, the National Heritage Training Academy at Woodchester Mansion at Stroud, and local schools. The key elements identified as being of benefit related to on-site training in short modules, with reference to areas such as lime, stone masonry and repairs, plus developing an understanding of their local heritage. In addition to the generic training activities that are shown below, a detailed Training Plan (with costs) is appended.

The training will be provided in conjunction with Gloucestershire College, National Heritage Training Academy, and local training providers in terms of the following:

- Incorporating additional modules into current courses incorporating half-day training or talks/seminars into courses.
- Up-skilling their own staff.
- Further investigation of apprenticeships.
- Providing venues, expert advice, etc.

**Section Five**  
**Action Plan**

<b>Areas of Responsibility</b>	<b>Actions Required</b>	<b>Who</b>	<b>When</b>	<b>How</b>
Loss of Architectural Detail	Article 4 Direction/ Grant assistance	THI Officer/ Conservation Team	Autumn 2013	Council/SoS approval of Article 4/THI support
Negative Buildings and quality of new development	Development Control Policies/ Grant assistance	Development Management Team/THI Officer	Ongoing	Planning Policy/THI support
Lack of routine maintenance and repair	Establish education/ training programme with property owners	THI Officer	Autumn 2013 ongoing	THI support
Loss of front gardens to car parking	Article 4 Direction	THI Officer/ Conservation Team	Autumn 2013	Council/SoS approval of Article 4
Quality of floorscape	Develop quality street design palette within conservation area/implement public realm works to key areas within THI area	Urban Designer	Autumn 2013 ongoing	Council/THI support



As can be seen from the Action Plan, we will adopt a robust approach to preserving and enhancing the Conservation Area. Our approach will be a balance of negotiation, financial support and/or enforcement. We already take a strong proactive approach in working with property owners.

Our most recent activity was the removal of satellite dishes from properties in Southgate Street, undertaken by our Heritage Team and Enforcement Officers, plus financial support to key buildings, through the City Council's Facelift Scheme (which ceased in 2012).

### **Key Actions**

The main issues of concern throughout the THI area, and identified within the Action Plan are:

### **Repairs to buildings, requiring significant work to repair structure/fabric**

These display a range of conditions from semi-derelict to issues with roofs, windows, wall finishes and brickwork, etc. These include properties requiring major expenditure such as:

- 57 Southgate Street
- 74 Southgate Street
- 76 Southgate Street
- 78 Southgate Street
- 182 Southgate Street

### **Properties with vacant upper floor space**

There are several vacant properties and a significant number of buildings within the THI area with empty upper floors having potential for reuse, bringing life and financial benefits to the area. They include:

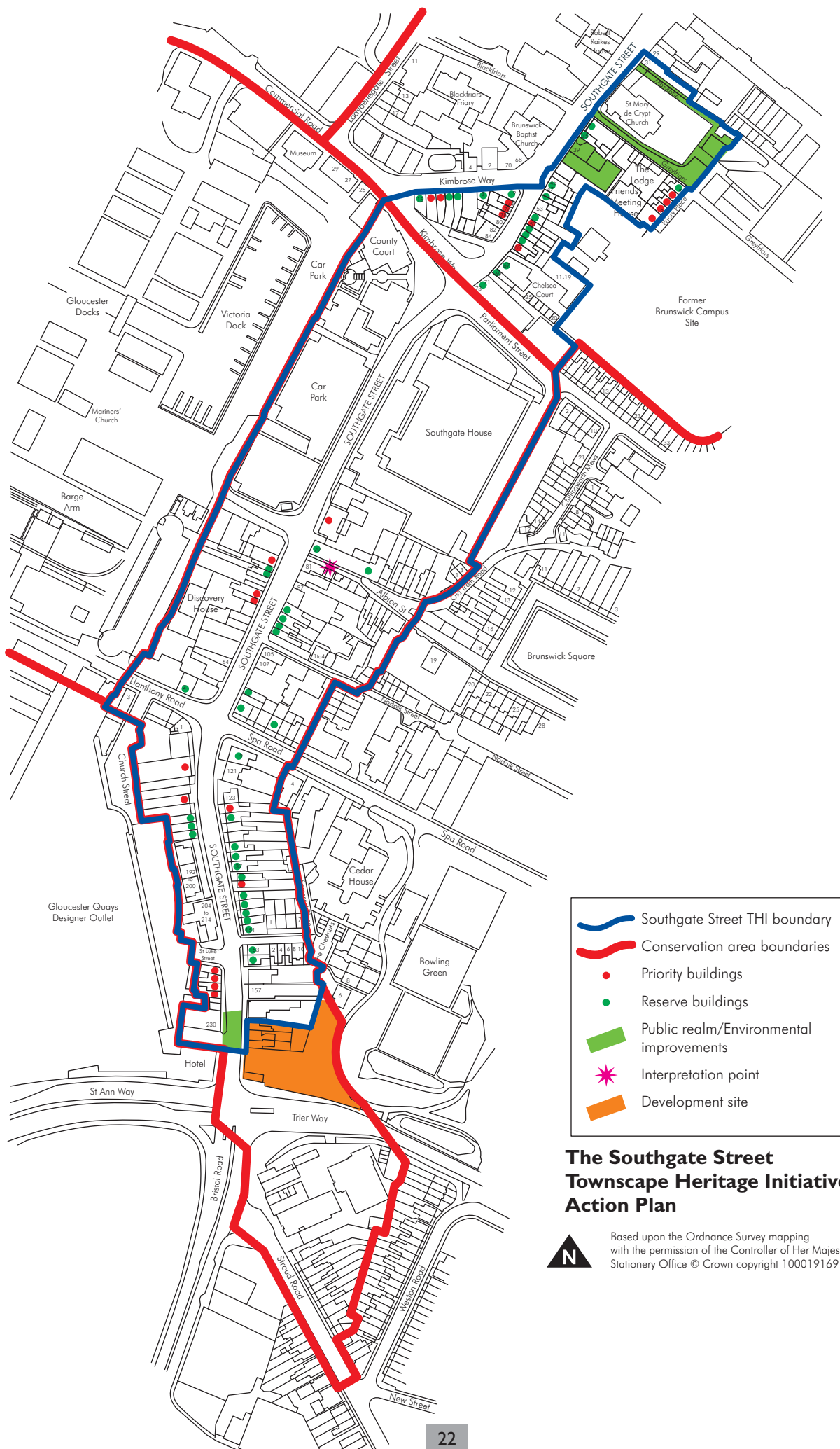
- 57 Southgate Street
- Albion House, 77 Southgate Street
- Café Rene, 31 Southgate Street
- 74 Southgate Street

### **Buildings with architectural/heritage detail removed/inappropriate shop fronts and signage**

Although the traditional townscape scale has been retained, lack of maintenance, and widespread individual improvements have resulted in the significant loss of heritage details and materials. As examples, these include replacing inappropriate windows and doors, replacing removed dormers and replacing shop fronts. The large number of buildings with significant loss of heritage detail and requiring major investment include:

- 65 Southgate Street
- Kimbrose Hotel, 11-13 Commercial Road
- 136-138 Southgate Street
- 150 Southgate Street

On some buildings, previous changes are in reasonable condition, and it is unrealistic to expect that all owners will afford the cost for reinstatement with heritage materials solely to ensure historic accuracy, when they are not immediately needed to maintain the buildings.



	Southgate Street THI boundary
	Conservation area boundaries
	Priority buildings
	Reserve buildings
	Public realm/Environmental improvements
	Interpretation point
	Development site

### The Southgate Street Townscape Heritage Initiative Action Plan



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## **Public Realm/Environmental Enhancements**

Improvements to the street scene are proposed at:

- The public highway at the southern gateway to Southgate Street.
- The area known as the Via Sacra, adjacent to St Mary de Crypt.

### **I) Southgate Street Southern Gateway Public Realm/Highway Enhancements**

A coordinated programme of public realm works to Southgate Street are planned during the life of the THI. Some of these works are already implemented. The area of Southgate Street north of Kimbrose Way and Commercial Road were subject to public realm improvements in 2011. These works greatly enhanced the townscape of the area. In recognising the beneficial impact of these works, the long term plan is to manage the environment of Southgate Street by incorporating physical enhancements and traffic calming measures along the entire street.

Within the Common Fund it is proposed to complement/complete the enhancement to the street scene, by undertaking a new phase of works within the THI. These are proposed at the southern end of Southgate Street, which will be an important element within the aim of creating a cohesive area.

The proposed works on Southgate Street itself will aid in creating a stronger sense of place to the THI area as a whole, by:

- reducing traffic speed in the area, thus.
- bringing a calming effect to the residential area.
- utilising materials that reflect the previously successful enhancements to the northern part of Southgate Street, Kimbrose Way and Commercial Road, thus defining the whole area as a unit.

## **ii) Public Realm Improvements and Training Project at Via Sacra**

The proposed project is for the reinstatement of historic surfaces in a traditional way and works should involve the use of traditional techniques, natural materials and local resources. The works will enhance people's understanding of the history of the area around the Via Sacra at St Mary de Crypt. In the case of the area at Via Sacra, we are proposing that the works will encompass a number of opportunities to engage the wider community, by working with local schools to develop an understanding of the area around St Mary de Crypt and its historical legacy the schools developing these ideas into concepts for the reinstated railings and gates to the churchyard translating the school children's designs into firm proposals with a local artist and blacksmith to design, build and erect the railings. The stonework reinstatement to the walled area being part of the heritage skills training programme undertaken by Princes Trust and other groups, led by the National Heritage Training Academy.

### **Public Realm Works to Southgate Street Funded Outside the Common Fund**

The County Council through the Local Sustainable Transport Fund for Gloucester aims to promote economic development whilst cutting carbon produced by road traffic. Specifically the Gloucester bid envisaged the expansion of the existing 20mph zone to reduce the impact of traffic in the City Centre. Southgate Street would be an important area to apply this, particularly at the junction of Spa Road which currently separates the economic growth area of Gloucester Docks from the main residential areas of the City to the west. The location of Gloucester College in the Docks attracts a lot of pedestrian journeys along and across Southgate Street. Changes to the street layout including parking and crossing points would assist with the projects objective of encouraging residential use of Southgate Street.

As stated previously, it is anticipated that enhancements to the area abutting Southgate Moorings will be addressed, as part of the development scheme for new offices on this site. The works at Southgate Moorings will follow, as the office development proceeds.

### **Delivery Responsibility**

The delivery of the THI will be led by the City Council, working closely with the THI Partnership. The lead officer at the City Council will be the THI Project Officer, with support from various key officers from Planning, Building Control, Heritage and Property.

### **The THI Partnership**

The delivery of the THI will depend on the commitment of organisations and groups spanning the City of Gloucester, in addition to the City Council. This support will come from business leaders, property owners, resident and community groups, youth organisations, the public sector and charitable organisations and heritage groups. Many of these will take a partnering role with the City Council within the THI Partnership; other groups are keen to support the project, but are unable to take on a formal role.

The THI Partnership will be made up from representatives of the following groups and organisations:

- Gloucester City Council.
- Gloucester Civic Trust.
- Gloucester Historic Buildings (GHB) - a Building Preservation Trust.
- Gloucester City Centre Community Partnership (CCCP).
- Gloucester Chamber of Trade and Commerce.
- English Heritage.
- Young Gloucestershire.
- Gloucestershire Emergency Accommodation Resource (GEAR).
- Diocese of Gloucester, with the Parish of Hempsted with Gloucester: St Mary de Lode and St Mary de Crypt.

- Gloucestershire County Council Highways Department.

Other organisations and individuals have also committed themselves to the project, and we will involve them in the projects as appropriate.

### **Review/Monitoring**

The success of the Management Plan will depend significantly on the level of ongoing monitoring and review. In order to help monitor changes resulting from the implementation of approved schemes as well as unauthorized alterations, the Council will establish a photographic record of the conservation area. This has already been implemented as part of the THI bid in 2013, to cover all buildings within the boundary. This has been further reinforced in the Council's Buildings at Risk Survey (2013), and will be updated bi-annually.

The images of individual buildings will provide an important baseline for recording changes, monitoring the physical condition of buildings and providing a tool for use in enforcement proceedings needed in respect of any unauthorized works.

The following monitoring processes are intended to be carried out in relation to the various elements of the Conservation Management Plan:

### **THI Grant Projects**

Note levels of completion of restoration/repairs/reinstatement projects, together with instances of re-use of vacant floor-space (expressed in square metres). Monitor the annual maintenance of buildings post-completion.

### **Listed Buildings**

Note numbers of neglected listed buildings which required statutory intervention in order to protect the fabric and secure their future use.

Note actual loss (demolition or part-demolition) of any listed buildings.

### **Buildings at Risk Survey**

Note of any changes in numbers of BAR as well as their condition profile/risk classification, on an annual basis.

Changes from year-to-year would be illustrated graphically. A new BAR survey is scheduled for 2018.

### **Article 4 Direction**

Note instances of successful negotiation of reinstatement of missing/lost features, as well as retention of existing authentic features.

### **Education**

Note/review the successful delivery of the various education/training initiatives.

### **Reporting**

It is proposed that an annual Conservation Management Report would be made to the Development Control Committee covering all of the above elements. It is also proposed that this report will contain the THI Annual Report, addressing progress on the Scheme.

### **Reviewing and Updating**

Conservation appraisals are required to be kept up to date and reviewed regularly. English Heritage recommends that a review should ideally be undertaken every five years.

**It is therefore proposed to review the Conservation Area Character Appraisal together with this Management Plan again in 2018.**

We will ensure that the legacy of the THI will continue by:

- Continuing to use the Conservation Area Management Plan and the Shop Front Design Guide SPG as a strong planning tool to maintain standards.
- Ensuring our Conservation and Planning Enforcement Officers provide support and encouragement to owners during the THI delivery stage and beyond.
- Strong enforcement action when required to maintain standards and control non-compliance, particularly through use of Article 4 designation.
- Keeping in contact with local contractors and continue to support them with heritage training programmes, talks, newsletters, etc on a regular basis.
- Continuing to develop heritage based knowledge of City Council officers through ongoing training, linked to their relevant CPD requirements.
- Strengthening the links between contractors and Gloucestershire College and other training providers in order that contractors can continue to offer/be offered practical work experience, work placements, apprenticeships and volunteering for young people and mature students as appropriate.
- Integrating the THI events (including talks, workshops, guided walks and open days etc) into the city centre events programme.
- Building on the relationships with owners/tenants established during the THI to continue to provide support and advice in relation to maintenance and management of historic properties.

## **Contacts**

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