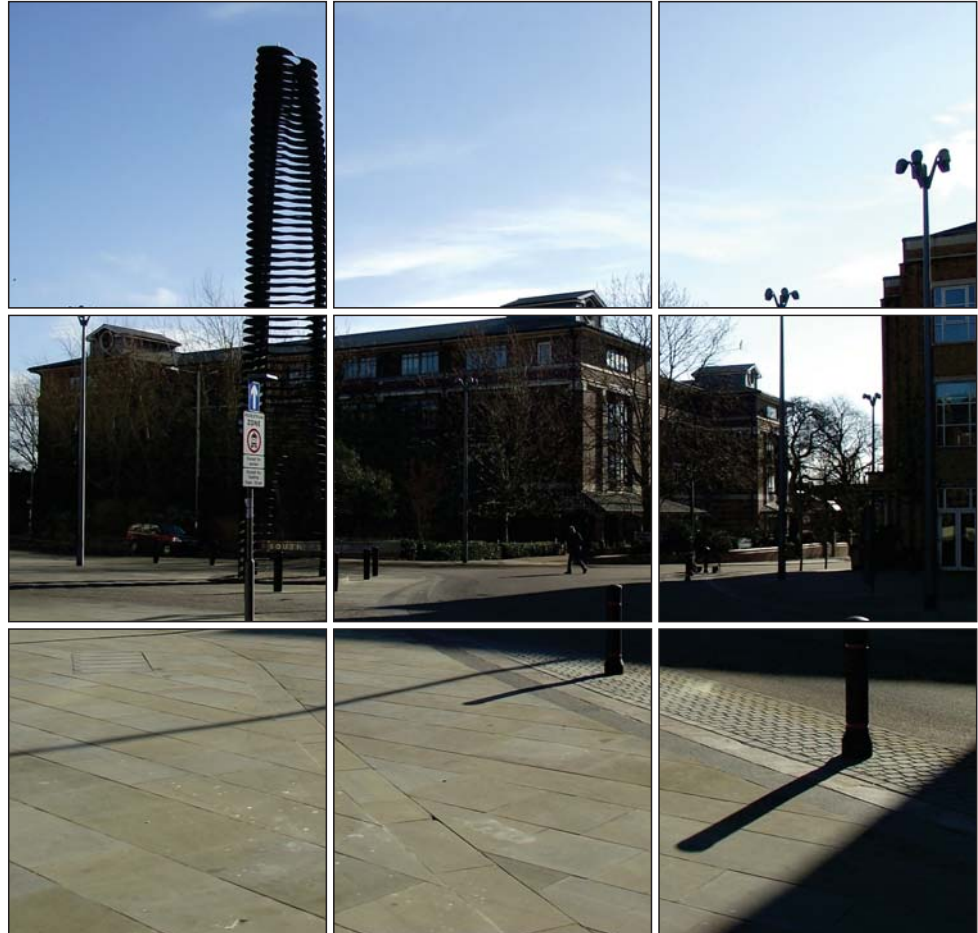


**Southgate Street
Townscape Heritage Initiative
Conservation Management Plan
September 2013**



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

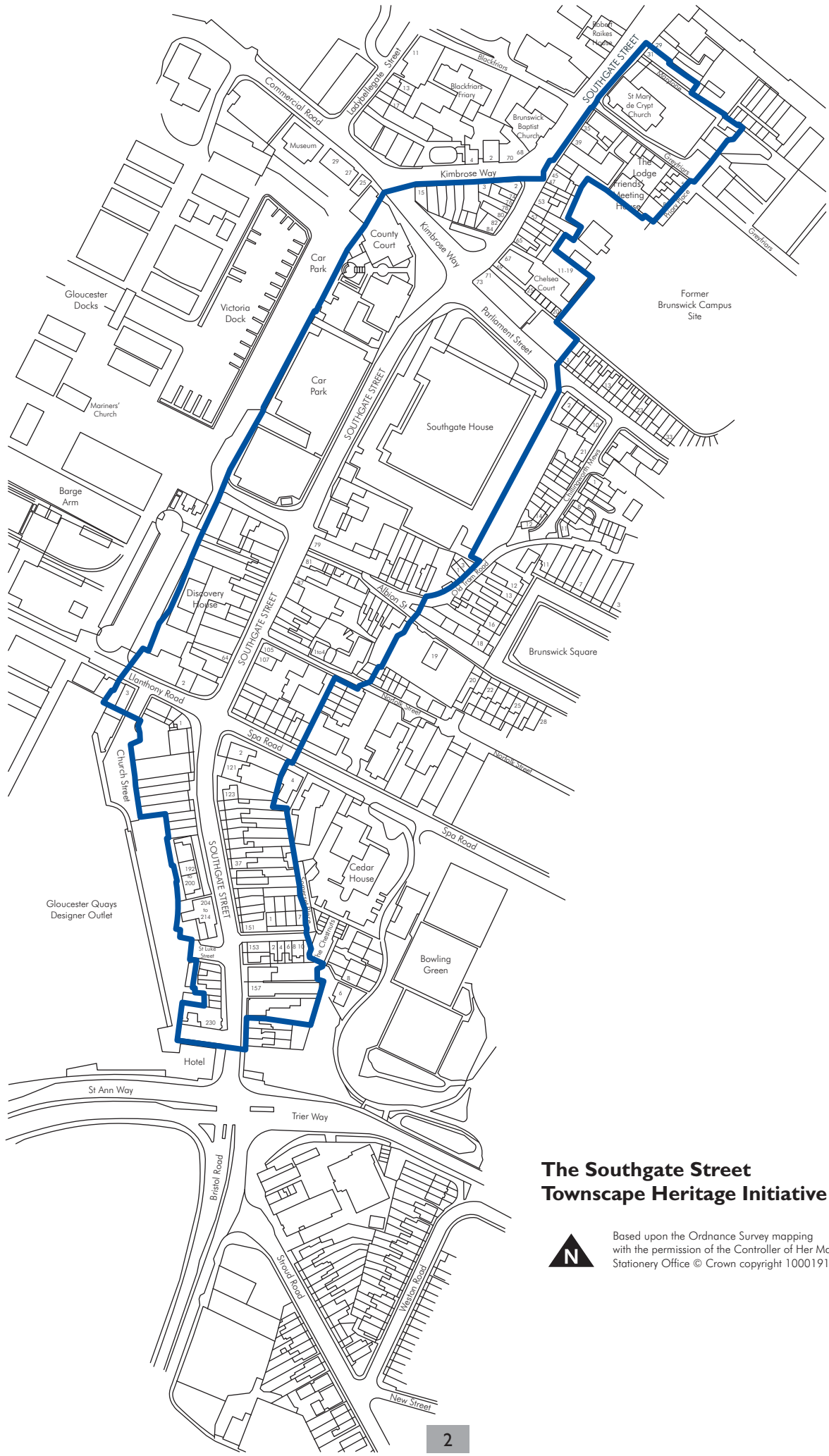
historic interest. It has a duty to protect and enhance the historic and built environment for future generations to enjoy.

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 of 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).

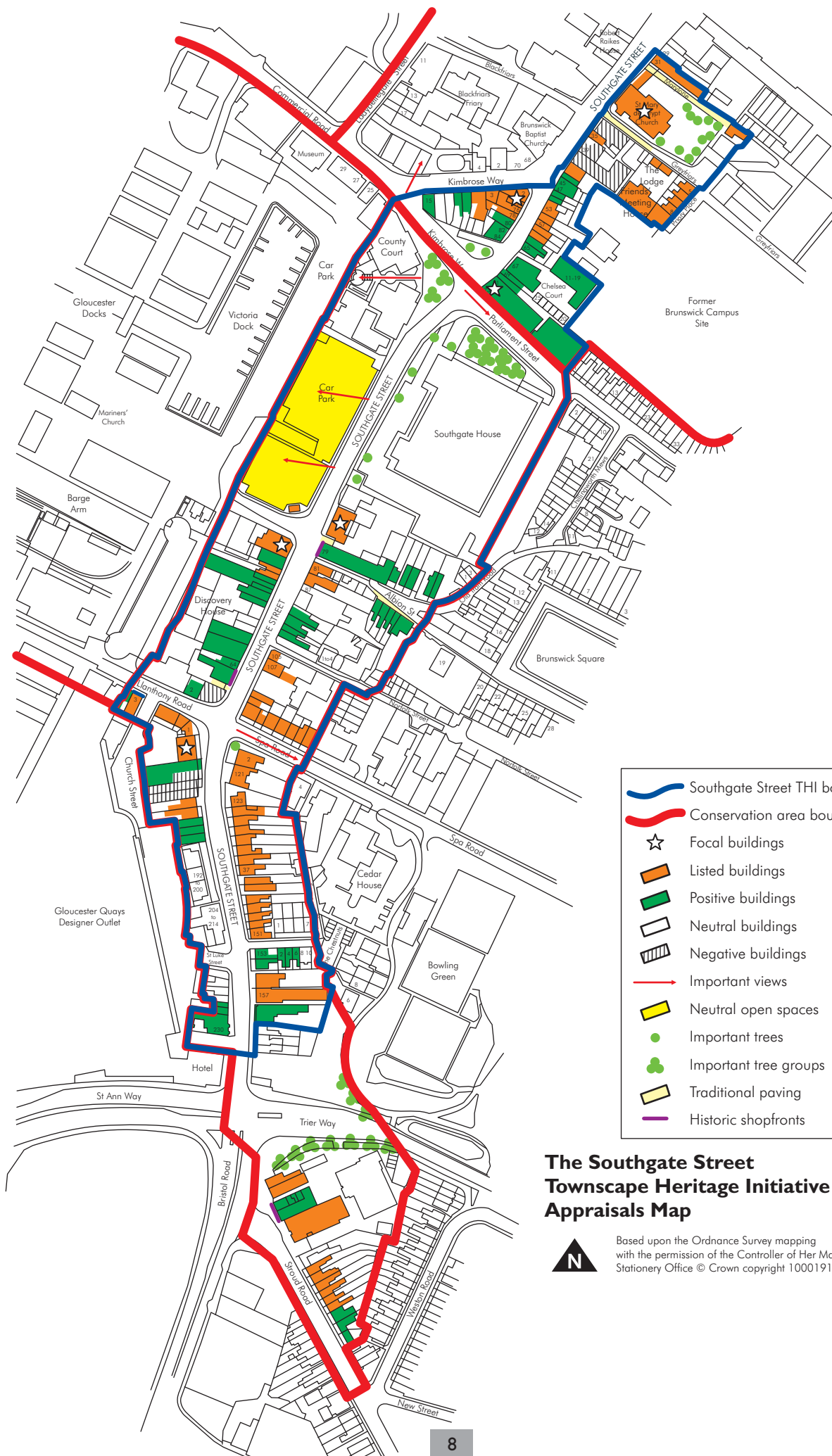
Historical links with activity at Gloucester Docks, notably Weighbridge House, Mariners' Mission Hall, former shop and warehouse at no. 3 Llanthony Road and the old tramroad.

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.

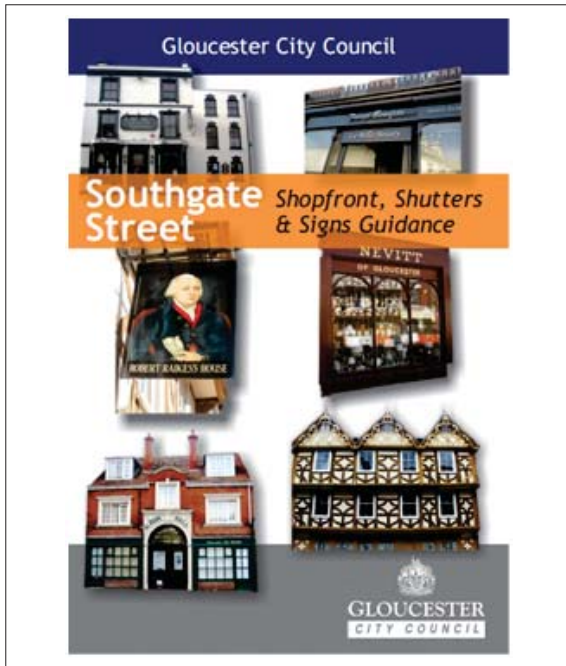
Design Criteria

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

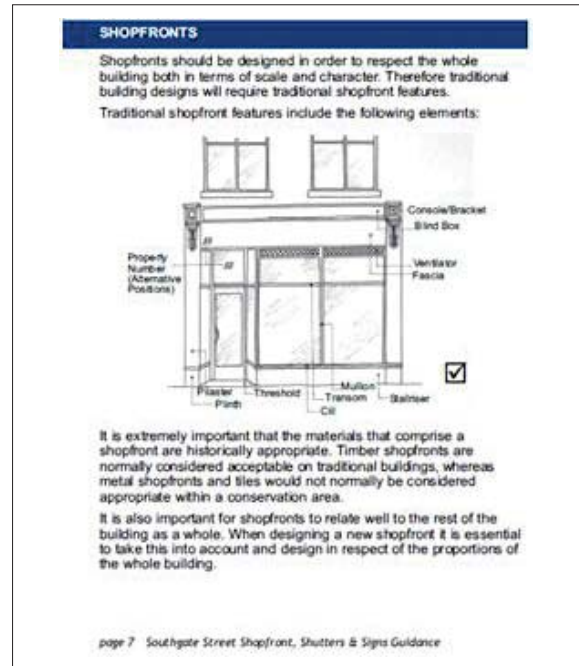
the Facelift Scheme in Southgate Street. A copy is included in the application. The Council intends to update and strengthen the policies contained within its 'City Centre Shop Front Design Guide'. This document will also be adopted as a Supplementary Planning Document and will specifically aim to guide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



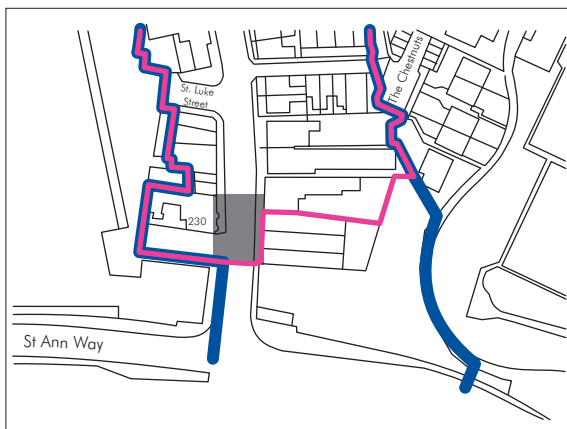
Public Realm

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.

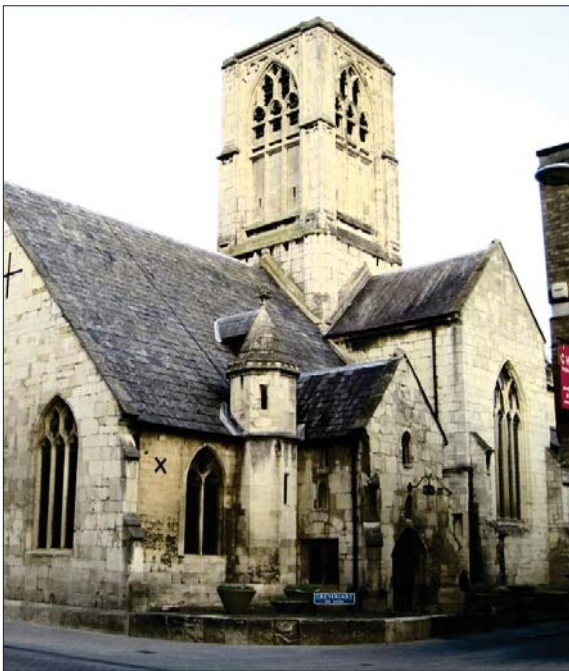


Materials used at northern gateway





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.

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

Areas of Responsibility	Actions Required	Who	When	How
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:

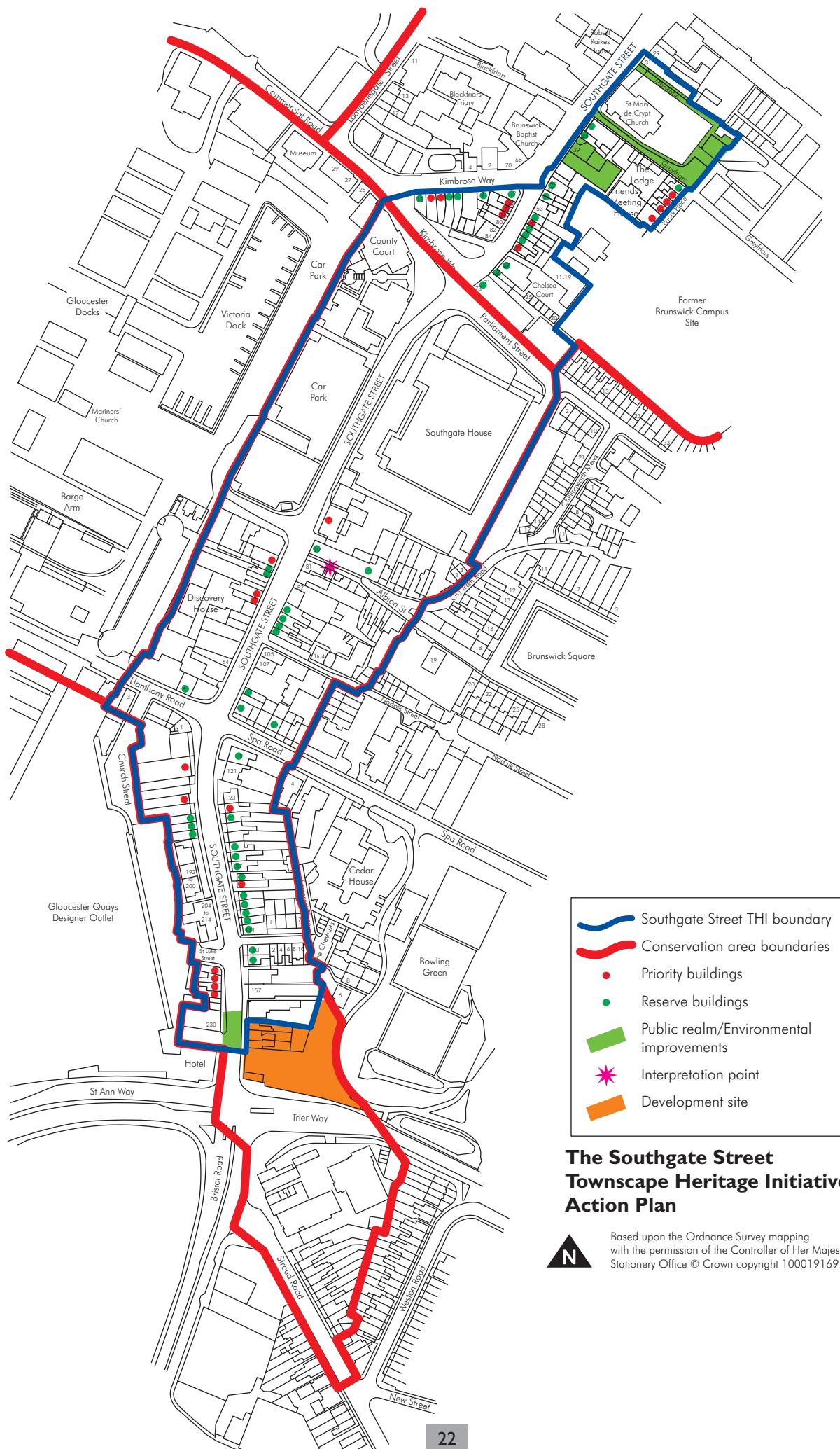
- 57 Southgate Street
- Albion House, 77 Southgate Street
- Café Rene, 31 Southgate Street
- 74 Southgate Street

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

Townscape Heritage Initiative

Stephen Fitzgibbon 01452 396344

Historic Environment

Charlotte Lewis 01452 396855

Archaeology

Andrew Armstrong 01452 396346

www.gloucester.gov.uk

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.

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