Gloucester City Council

The Barbican Conservation Area (Conservation Area No. 6)

Appraisal & Management Proposals





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Part 1 Character Appraisal

1 Summary

1.1 Key characteristics

This Character Appraisal of the Barbican Conservation Area concludes that the following are the key positive features of the conservation area:

- Sloping site between River Severn and city centre, with two groups of listed buildings (Bearland Lodge/Bearland House and Gloucester Prison) separated by 20th century office buildings or surface car parking;
- Open quayside, with some traditional paving, providing views to Gloucester Docks and across the river to the water meadows opposite;
- Steep drop in level from Ladybellegate Street, looking towards the prison;
- Close proximity of Blackfriars, a Scheduled Monument of national importance;
- Outstanding group of grade II* listed buildings (Bearland House and Bearland Lodge) facing Longsmith Street;
- Gloucester Prison (grade II* and II) is surrounded by high brick walls;
- Prison entrance gate in Barracks Square is the most visible listed building in the prison complex, important in views from Quay Street;
- Prison Governor's House in Commercial Road is listed grade II;
- Old Customs House facing The Quay is listed grade II;
- Long view from prison entrance gate up Barbican Way to Blackfriars;
- ◆ Long view of Gloucester Cathedral from Commercial Road along Barbican Road;



View of Gloucester Cathedral from Commercial Road along Barbican Road

 Views of the spire of St Nicholas' Church in Westgate Street from County Hall car park.

1.2 Key Issues

- ◆ Poor quality modern development;
- ◆ Several very large "negative" buildings;
- ◆ Large amounts of negative open spaces;
- ◆ Unknown future for Gloucester Prison;
- Poor relationship with the River Severn;
- ◆ Poor pedestrian linkages across the area;
- ♦ Few green spaces or trees.

2 Introduction

2.1 The Barbican Conservation Area

The Barbican Conservation Area lies between The Docks and the City Centre Conservation Areas on the eastern bank of the River Severn, which has changed course many times over the centuries. The area lies outside the line of the walls which defined the former Roman settlement in the city, on an area of land which historically has always been subject to flooding. Gloucester Prison, which lies on the site of the former Gloucester Castle, now dominates the area, which is also the location for 20th century office blocks housing Gloucestershire County Council, the Police, and Magistrates Courts. Apart from the prison, which is listed grade II*, there are a number of other listed buildings, such as Bearland House, dating from the 17th century onwards.



Bearland House.

2.2 The purpose of a conservation area character appraisal

The boundaries of the proposed Barbican Conservation Area were drawn up during a review of the whole of the City's conservation areas in June 2006. It is hoped that Gloucester City Council will designate the new conservation area in Spring 2007.

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 document defines and records the special architectural and historic interest of the conservation area and identifies opportunities for enhancement. It is in conformity with English Heritage guidance as set out in Guidance on Conservation Area Appraisals (August 2005) and Guidance on the Management of Conservation Areas (August 2005). Additional government guidance regarding the management of historic buildings and conservation areas is set out within Planning Policy Guidance 15: Planning and the Historic Environment (PPG15). Government advice on archaeology, which is relevant to the Barbican Conservation Area, is set out in *Planning Policy* Guidance Note 16: Archaeology (PPG16). This document therefore 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 the "Character Appraisal");
- Provide guidelines to prevent harm and achieve enhancement (in the form of the "Management Proposals").

2.3 The planning policy context

This document therefore provides a firm basis on which applications for development within the Barbican Conservation Area can be assessed. It should be read in conjunction with the wider development plan policy framework produced by Gloucester City Council.

- 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 Local Development Framework Development Plan Documents:
 - Core Strategy
 - Development Control Policies
 - Central Action Area Plan
 - Allocations and Designations

- Planning Policy Guidance 15: Planning and the Historic Environment, HMSO
- ◆ Planning Policy Guidance 16: Archaeology, HMSO
- ◆ Gloucester City Council Urban Design Strategy for Central Gloucester, 2001
- ◆ Gloucester Heritage URC: Area Regeneration Framework (2006)
- Shopfronts Design Guidelines for Gloucester
- Gloucester City Council emerging Lighting Strategy
- ◆ A Tree Strategy for Gloucester (2001).

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: Conservation Areas.

2.4 Other 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 (URC) 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 is the production and implementation of an Area Regeneration Framework, which sets 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 will be a priority for implementation by the URC.

This Character Appraisal and Management Proposals document forms part of these initiatives, although they have been funded by the City Council and drawn up by independent consultants.

3 Location and Landscape Setting

3.1 Location and activities

Gloucester is the county town of Gloucestershire and is located on flattish land along the River Severn, some ten miles to the west of Cheltenham. Tewkesbury lies about 15 miles to the north, with the Malvern Hills and Worcester beyond. The border of Wales is not far beyond the Forest of Dean to the west. To the south lies Stroud, lying on the Cotswold escarpment, which rises steeply from the plain to the south-east of the city. This is crossed by the M5 Motorway, connecting the north of England to Bristol, Bath and the south-west.

The Barbican Conservation Area is located close to the city centre, south of Westgate Street. The conservation area boundary is defined by The Quay (which marks the bank of the River Severn), Commercial Road, Longsmith Street, Bearland and Quay Street.



The Quay.

The conservation area is dominated by large governmental buildings, particularly the prison, the police headquarters, and the County Council offices. The open spaces in the area, along with possible views, are often spoiled by large 1960s office buildings and surface car parks.

There is little evidence of any residential uses within the conservation area apart from in the north where blocks of flats have wrapped themselves around the listed Old Custom House.

3.2 Topography and geology

Central Gloucester is located on a spur of higher ground just above the floodplain of the River Severn. The city lies on lower lias clay and gravels in the flat Vale of Gloucester, which is itself part of the larger Vale of the Severn. To the north, west and south the terrain is largely flat, but the Cotswold escarpment, along with the outlying Robinswood Hill and Churchdown Hill, rises steeply to the east, at a distance of some 8 kilometres from the city centre.

Within the city centre, contours confirm that there is a high spot close to the crossing point of the four main streets, with the steepest drop occurring on the west side of Ladybellegate Street. The change in gradient is also particularly noticeable along Westgate Street, which drops gradually towards the river and the historic quay area. Along the western edge of the Barbican Conservation Area, the Severn has changed course several times and it is likely that in the Roman and Saxon periods it was much closer to the city centre than now.

3.3 Relationship of the conservation area to its surroundings

The conservation area is bounded to the south by the Docks Conservation Area and to the north and east by the City Centre Conservation Area. To the west the River Severn forms a natural boundary with meadows beyond.

Immediately to the north is Quay Street, running parallel to Westgate Street. Westgate Street forms an arm of the Roman cross street pattern and is an important shopping street in the city containing many historic buildings. To the south lie the historic docks surrounded by the vast warehouses of The Docks Conservation Area. To the south-east, beyond Ladybellegate Street, lies Blackfriars, a Scheduled Monument and part of the City Centre Conservation Area. Views of these buildings are particularly significant from Ladybellegate Street and along Barbican Way, close to the prison.



View past Gloucester Prison towards Blackfriars.

Two of the main roads in the conservation area, The Quay and Commercial Road, are part of an inner ring road and so carry a heavy amount of traffic. Most of the open space in the area is devoted to surface car parking at the County Council offices and off Barbican Road. Barbican Road is an important pedestrian link from the historic docks area to the city centre. On the east side of the street is the historic high brick wall of the prison although on the west side the car park spoils the historic character of the area and potentially excellent views of Blackfriars and the rear of Bearland House.

4 Historic Development and Archaeology

4.1 Historic development

The name Gloucester is derived from the first syllable of the Roman name Glevum, combined with the suffix "-cester", indicating a Roman fortress. The Barbican Conservation Area is located on a floodplain site between the River Severn and the Roman city walls of Gloucester, which were later used by both Saxons and Normans until largely demolished in the Civil War of the mid-17th century.

The historical development of the city has been covered in great detail in a variety of publications, details of which are included in the Bibliography at the end of this document. A summary of this development is included in Appendix 2.

The principal features of the historical development of the Barbican Conservation Area are as follows:

In 577 the Hwicce, an Anglo-Saxon tribe, occupied Glevum. They created a new town within the old Roman walls and gateways. New streets were laid out in the 9th century, many of which remain and the town walls were refortified. A castle was built at Gloucester soon after the Norman Conquest, 16 houses having been demolished to make way for it. It was placed in the custody of the sheriff of the county, Roger of Gloucester. William I held court here and in 1085 used the occasion of a Great Council meeting to commission the Domesday Book. That castle, distinguished as the old castle in 1143, probably had as its motte the mound called Barbican Hill, in the south-west part of the town at the south end of the later Barbican Road. Archaeological evidence, however, has led to the suggestion that the first structure was a ditched enclosure within the south-west corner of the old Roman town and that the Barbican Hill motte was a later addition near the end of the 11th century.

The hereditary sheriffs held Gloucester castle until 1155. Later it was retained by the Crown, passing with the borough lordship to the widows of Henry III and Edward I. Henry III, crowned in St. Peters Abbey in 1216, often used the castle as a residence, and it played an important role in the barons' war of the 1260s. Part of the castle was being used as a gaol by 1185 and by 1228 it became known as the official county gaol.

In the mid-13th century, when it had reached its fullest extent and strength, the castle and its defences covered c.12 hectares of the south-western sector of the town. It was defended on the west by the Severn and on the other sides by moats, for most of the circuit creating a double line. There were three entrances. The main entrance was on the north-east, leading to the town by way of Castle Lane, and it had inner and outer gatehouses and drawbridges over the moats. On the west side a gateway opened onto a bridge across the Severn, defended at its western end by a brattice. This bridge was rebuilt in 1222, and again in 1265 after its destruction in the siege of the previous year. On the south another gateway and drawbridge led to a road to Llanthony Priory. The curtain wall within the moats included towers and turrets with a tall tower over the inner gatehouse on the north-east. Within the wall were several baileys, one of which was attached to the office of county sheriff in 1222, and a vineyard and a herb garden. The central feature was a massive square

keep, evidently built by Walter of Gloucester in the early 12th century, and this was heightened in the 1230s. A chapel adjoined the keep and was probably contemporary with it. The other buildings, most of them built in the 1240s and 1250s for Henry III and his family, included the king's and the queen's chambers, each with chapels, a great hall, and a kitchen. All of those buildings were apparently ranged around the curtain wall.

Parts of the castle buildings were demolished in 1489 and the stone used for road repairs. From this time the remaining keep was used as a gaol. By the mid 17th century all of the buildings around the curtain wall had apparently gone, leaving only the keep, used as the gaol, and the main gatehouse standing. Thomas Baskerville, who visited the castle in 1683, said that the gaol was "esteemed... the best in England, so that if I were forced to go to prison and make my choice I would come hither". The prisoners' ample scope for fresh air and exercise was mentioned in 1714. The precincts included a flower garden kept by the gaoler's wife and a bowling green, used by inhabitants of the city as well as by the gaoler and his prisoners.

In 1580 the quay, known then as the king's quay, was designated the principal landing place in the new port of Gloucester, and the following year the city corporation built a custom house there, now known as the Old Custom House. Gloucester prospered as roads improved and river borne trade through Bristol increased. The quayside facing the river Severn was an important part of the city's economy. Several inns were opened on the quay in the 17th and 18th centuries, the earliest recorded being the Star which in 1630 stood next to the Custom House.

John Howard reported unfavourably on the county gaol in 1777, and from 1783 a leading county magistrate Sir George Onesiphorus Paul promoted its reform and rebuilding on lines advocated by Howard, including the provision of separate cells. An Act of 1785 empowered the county magistrates to build a new gaol, and they acquired for that purpose the central part of the castle site. Demolition of the castle keep began in 1787, and the new gaol, designed by William Blackburn, was finished in 1791. The extensive, three-storied buildings were ranged around three quadrangles and housed a gaol, penitentiary, and house of correction; in the perimeter wall on the east side was a gatehouse.



Gatehouse to Gloucester Prison.

George III made an official visit to the new gaol in 1788. The visit sealed the respectability of the town, although the king chose to stay in Cheltenham showing that Gloucester was still eclipsed by its neighbour as a tourist destination.

In 1826, to the designs of John Collingwood, the perimeter walls were extended eastward to Barbican Road, a new debtors' prison was built east of the gatehouse of 1791, and a new gatehouse was built in the north-east part of the wall, opening on the Castle Lane approach.

In the years 1844–50 a new convict prison, originally organised on the "Pentonville" separate system, was built east of the gaol of 1791. This forms most of the present prison. It incorporated the original gatehouse, to which large three-storey cell-blocks were added on the north and south, and on the west, linking it to the old prison, a block containing a chapel. A treadmill was built south of the old prison. Among buildings added later in the mid 19th century was a governor's house built in the south perimeter wall facing Commercial Road.

In 1878, under the Prisons Act of the previous year, the buildings passed from the control of the county magistrates to become Her Majesty's Prison, Gloucester. The eastern ranges of the prison of 1791 were demolished in the late 19th or the very early 20th century, but its western range remained in use for female prisoners until c. 1915 when the prison became an all-male establishment.

In the late 19th century banks, offices and larger stores moved into the city centre. The middle classes moved out of the city centre and new residential suburbs developed outside the historic core. In 1900 the buildings between Commercial Road and Ladybellegate Street were demolished for a new electricity works. The west wing of Bearland House was demolished in 1912 and the fire station built in its place. By 1914 the city centre had become almost entirely commercial. The area suffered little damage during World War II and modern prison buildings were added incrementally during the Post-war period.

Trade at the quay had ceased by the mid 1960s when the road along it and the entrance to Commercial Road at the south-western corner of the prison were widened as part of an inner ring road. The old Custom House survives as a reminder of the trade once carried on at the quay.



The Old Custom House, The Quay.

County Hall, Police Headquarters, and the Magistrates Court were developed from the late 1960s onwards. Commentators at the time were optimistic about the changes to the area. The 1951 Shell Guide praises the new buildings, quoting: "The County Council's restaurant on top of the Shire Hall also provides new views over the Cathedral City and their delightful County Library replaces the old barracks opposite the prison".

In 1816 commissioners for Crown lands sold some of the old castle grounds outside the walls of the county prison to John Phillpotts, tenant of Marybone House, and Phillpotts apparently also had a grant of the constableship. Those lands included Barbican Hill, which was levelled in c.1819 and built over in the mid 1830s, and a garden behind Marybone House, which was sold with the house when it became the police station in 1858 and was covered by the new police station and sessions courts in the 1960s. Castle Gardens, another part of the castle grounds lying north of the prison, was used in the mid 1850s as the site for the militia barracks and in the 1970s for a new wing of the Shire Hall. All the former castle grounds, except those occupied by the prison, were placed within the city boundary in 1874, and the prison was included in the city in 1896.

Today the prison accommodates referrals from three crown courts and thirty-seven magistrate courts in the counties of Gloucestershire, Herefordshire and Worcestershire, while a small new block east of it houses a unit for 'special category' prisoners, opened in 1971. Of the earlier buildings Blackburn's central cellblock, the gatehouse of 1826 and the former debtors' prison, from which the top storey had been removed, still survive. Also surviving is the house of the Governor of Gloucester Prison facing onto Commercial Road. The Governor's House was built in the 1850s and is now prison warders' recreation accommodation.



View over Gloucester Prison showing The Governor's House.

4.2 Archaeology

The following Scheduled Monuments lie within the boundaries of the Barbican Conservation Area:

14 - 330R Glevum Roman Colonia22 - 330? Glevum Roman Colonia

For more information, see Appendix 3.

5 Spatial Analysis

5.1 Plan form and layout

The basic street pattern in the conservation area has changed very little since the 13th century. To the west the River Severn forms a natural boundary along which the quay developed in the 16th century. Quay Lane, Bearland and Ladybellegate Street are shown on maps from 1500 and the street now known as Commercial Road was joined to The Quay probably in the 18th century. This stretch of road along the river and then running towards Southgate is now part of the inner ring road and can be very busy.

Castle Lane, forming the approach to the main entrance of the castle from the town, existed until the late 19th century and the northern gate of the prison survives as a reminder of its existence. Barbican Road appears in the 18th century, probably once Barbican Hill had been levelled. Later still Barbican Way and Barrack Square developed following the perimeter of the prison to the north and north-east.

Possibly due to the busy traffic of The Quay and Commercial Road, and the large and imposing nature of the civic buildings in the area, the smaller streets feel like back streets and service areas, with surface car parking and areas in need of enhancement. Barbican Road is an important link between the docklands and the city centre, but it does not reflect its historic surroundings or properly connect the two areas.

5.2 Landmarks, focal points and views

The flattish topography of most of the conservation area means that views are focused on a few prominent buildings. The principal views are:

- A long view from prison entrance gate up Barbican Way to Blackfriars;
- A long view of Gloucester Cathedral from Commercial Road along Barbican Road;
- Views of the spire of St Nicholas' Church in Westgate Street from County Hall car park;
- Views from The Quay to the docks and across the river to the water meadows opposite.



View over the River Severn.

5.3 Open spaces, trees and landscape

There are no public open spaces apart from The Quay, with its attractive views across the River Severn, and the small triangular portion of land, laid out as a municipal garden, at the intersection of The Quay and Quay Street.

5.4 Public realm

There are no surviving historic features in terms of paving or street furniture. All of the pavements are black tarmacadam or concrete paving slabs, of no merit.

6 The Buildings of the Conservation Area

6.1 Building types

The buildings of the conservation area can be divided into three categories:

- (i) Gloucester Prison, a grade II* listed 18th century buildings with a partly listed surrounding wall and many undistinguished modern additions. The gatehouse facing Barbican Way is the most visible feature.
- (ii) Domestic listed houses along Longsmith Street, one listed II*;



Listed Buildings in Bearland.

(iii) A number of Post-war office blocks, mainly six storeys high, including the Magistrates' Court, the police headquarters, and County Hall.

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 Barbican Conservation Area contains 8 listed buildings most of which fall into one of two groups (Bearland Lodge/Bearland House and Gloucester Prison) separated by 20th century office buildings or surface car parking.

The conservation area is dominated by Gloucester County Prison. Blackburn's central cellblock, the gatehouse of 1826 and the former debtors' prison, from which the top storey had been removed, still survive. Also surviving is the house of the governor of Gloucester Prison facing onto Commercial Road. This was built in the 1850s and now provides recreation facilities for the prison staff. These surviving fragments are listed grade II including the prison wall on the north-east and south-east sides of the prison yard. The central cell block is listed grade II*.



Parts of the wall around the prison, listed grade II.

Finally, to the north of the area on The Quay is the Grade II listed Old Custom House which is early 18th century with a late 18th century addition to the front. The upper floors of this addition are supported on an attractive colonnade which faces The Quay.

6.3 Key unlisted buildings

In addition to listed buildings, the conservation area contains only one unlisted building that makes a positive contribution to the character or appearance of the conservation area. This is identified on the townscape appraisal map as a 'positive building'. This follows advice provided in English Heritage guidance on conservation area character appraisals, and within Planning Policy Guidance Note 15 (PPG15), both of which stress 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 only positive building in the Barbican Conservation Area is the Gloucester Transport Museum housed in the old fire station. In 1912 the corporation formed a brigade to operate fire-fighting equipment and built the fire station in Bearland adjacent to Bearland House. The station opened in 1913 was used until 1956, when a new fire station was opened in Eastern Avenue. The buildings were adapted as a transport museum in 1977 but more recently have been converted into residential accommodation.

'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. The principal negative buildings in the conservation area are the 1960s County Council offices, the police station and the Magistrates Courts.

"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.

6.4 Building materials and local details

Gloucester Prison is notable for its surrounding red brick boundary wall, with blue brick dressings. Most of this appears to be 19th century, although the lower parts may be late 18th century. This connects to the Governor's House, an 18th century building built from plum coloured brick with stone string courses, in the best Georgian style. The elevation facing Commercial Road is three windows wide with stone quoins and an arched door surround. Stone lintels with keystones complete the ensemble. On the opposite side of the prison, the gatehouse is a two storey building, attractively faced in large blocks of creamy beige stone.



The Governer's House, Commercial Road.

Bearland House and its immediate listed neighbours date to the 18th century and are similarly though slightly more elaborately detailed. Bearland House is a stunning symmetrical composition, seven windows wide and three storeys high, with a three bay central portion which is topped by a rich stone balustrade. Stuccoed architraves or red brick relieving arches add interest to the elegant sash windows, and the front door is topped by a shallow pedimented doorcase of the finest quality. Black stone quoins decorate the corners and define each bay. This house is set back from the street behind cast iron railings and a decorative wrought iron gate, which define a small courtyard which contains the conservation area's only example of stone paving. Close by, Bearland Lodge is slightly later and more modestly scaled, but is notable for its elaborate modillion cornice broken by a dominant stone pediment containing stone classical figures. An elegant doorcase is decorated with Corinthian pilasters.

The Old Customs House on The Quay is covered in modern render, but retains a three storey façade with tall six over six 18th century sashes. The main feature is the colonnaded ground floor, but overall the building has clearly been drastically altered when the surrounding flats were built.

Otherwise, the 20th century buildings are built from brown brick (1930s) or concrete framing encased in glazed curtain walling, of its time (late 1960s onwards) probably considered the latest fashion but now clearly reaching the end of its useful life.



County Council offices, Barbican Way.

7 Conservation Area

7.1 Character areas

This Character Appraisal of the Barbican Conservation Area concludes that the following are the key positive features of the conservation area:

- Sloping site between River Severn and city centre, with two groups of listed buildings (Bearland Lodge/Bearland House and Gloucester Prison) separated by 20th century office buildings or surface car parking;
- Open quayside, with some traditional paving, providing views to Gloucester Docks and across the river to the water meadows opposite;
- Steep drop in level from Ladybellegate Street, looking towards the prison;
- Close proximity of Blackfriars, a Scheduled Monument of national importance;
- Outstanding group of grade II* listed buildings (Bearland House and Bearland Lodge) facing Longsmith Street;
- Gloucester Prison (grade II* and II) is surrounded by high brick walls;
- Prison entrance gate in Barracks Square is the most visible listed building in the prison complex, important in views from Quay Street;
- Prison Governor's House in Commercial Road is listed grade II;
- Old Customs House facing The Quay is listed grade II;
- Long view from prison entrance gate up Barbican Way to Blackfriars;
- Long view of Gloucester Cathedral from Commercial Road along Barbican Road;
- ◆ Views of the spire of St Nicholas' Church in Westgate Street from County Hall car park.



View of Blackfriars across Barbican Way car park.

7.2 Key negative features:

- The conservation area contains a number of open sites dominated by large, bulky modern buildings and surface car parking;
- More largely 1930s development, some of it derelict, facing Commercial Road of no special interest;
- Dominant "negative" late 1960s office buildings (County Hall, Police Headquarters and the Magistrates' Court) between Barbican Way and Quay Street;
- Modern development surrounding The Old Customs House:
- Views of the backs of Bearland House and Bearland Lodge are spoilt by the Telephone Exchange building beyond;
- Large surface car parks and one vacant 1930s building (Barbican House) below Ladybellegate Street, which has a negative effect on the setting of Blackfriars;
- Unknown future for Gloucester Prison;
- Poor quality paving and street lighting along Barbican Road, a major pedestrian route between The Docks and the city centre;
- Poor relationship with the River Severn, from which it is separated by a busy road;
- Little attractive green open space.



Barbican Road – poor quality public realm.

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 City Centre 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, 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). 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 10.

9 Issues and recommendations

9.1 Poor quality modern development

1930s and post-World War II development has impinged on the smaller, more domestic scale of the surrounding historic streets, creating large blocks of new buildings which contrast with the small scale of the domestic houses in Bearland and parts of Commercial Road.

Recommendations:

- ◆ Policy CA6/1: The Council will particularly encourage the redevelopment of sites (as identified on the Townscape Appraisal map) which make a negative contribution to the character or appearance of The Barbican Conservation Area;
- Policy CA6/2: The redevelopment of sites which include "neutral" buildings will be encouraged where the Council considers overall improvements to the area can be achieved;
- ◆ Policy CA6/3: Given the number of listed buildings and scheduled monuments in the conservation area, all such applications will be judged with special regard to national policy including PPG15 and PPG16, and applicants may be asked to provide an Archaeological Evaluation of the site before the application is determined;
- Policy CA6/4: Applications will also 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;

9.2 Unknown future for Gloucester Prison

It is likely that at some stage in the near future the prison will come up for redevelopment. An opportunity exists to open up the site to the river, perhaps allied with changes to the road pattern and pedestrian links, to create a new visitor attraction, which will also provide public access to the grade II* part of the complex.

Recommendations:

Policy CA6/5: The City Council will encourage the sensitive redevelopment of the prison site, which will enhance the setting and understanding of the listed buildings and the public's appreciation of this important historic site.



Gloucester Prison, The Quay.

9.4 Poor relationship with the River Severn/pedestrian linkages generally

At present, the main part of the conservation area is separated from the River Severn, with its view across the surrounding water meadows, by busy traffic along The Quay. Allied to a traffic management scheme for the whole of this part of Gloucester, The Quay could be down graded to provide a less obvious barrier and improved pedestrian links provided across from the city centre and the docks.

Recommendations:

- Policy CA6/6: The City Council will consider improvements to The Quay to provide better pedestrian linkages to the River Severn from the city centre;
- Policy CA6/7: The City Council will consider ways of improving pedestrian linkages generally across The Barbican Conservation Area, particularly along Barbican Road and Barbican Way, and towards Blackfriars.



Barbican Road needs improving.

9.5 Few green spaces or trees

There are few public green spaces in the conservation area, but with the potential redevelopment of County Hall and the surrounding 1960s/1970s buildings, a huge opportunity exists to provide Gloucester with some real quality public spaces, both "urban" (such as the Peace Garden in Sheffield) and "green". These need to be allied with a comprehensive scheme for the redevelopment of the various sites.

Recommendations:

- Policy CA6/8: The City Council will seek the comprehensive redevelopment of the negative buildings and adjoining sites in the conservation area, and their replacement with appropriate new development which will provide enhanced urban spaces and opportunities for new trees, public gardens and public art;
- Policy CA6/9: 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;

10 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 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

Sustainability Report
The historical development of Gloucester

Appendix 1 Appendix 2 Appendix 3 Archaeology Appendix 4 Bibliography





Appendix 1 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. To protect the City's most vulnerable assets 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 the redevelopment of negative sites & neutral buildings, repair buildings at risk and improve a number of public spaces/historic walkways.
1.f. Will it maintain and enhance woodland cover? 2. To Deliver Sustainable	0						
Economic Growth 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 or this historic area will encourage more people to visit Gloucester and stay longer.

SA Objectives	Impact	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. To minimise consumption of natural resources and production of waste							
3.a. Will it encourage the most efficient use of land and buildings?	0						
3.b. Will it encourage development on previously developed land?	+	רע	Permanent	Buildings identified as negative/neutral	Мед	Wed	Document has policies to encourage the redevelopment of negative/neutral buildings.
3.c. Will it minimise the demand for raw materials and/or encourage the use of raw materials from sustainable sources?	+	л/S	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?	+	л/S	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
4. To ensure everyone has access to the essential services they require and that local needs are met							
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?	+	L/T	Permanent	Green spaces identified as being of poor quality	Med	High	PolicyCA5/13 recommends that the Council considers a phased number of site by site improvements.
4.e. Will it help to ensure that everyone has access to safe and affordable housing?	0						
4.f. Will it reduce homelessness?	0						
5. To improve standards of health and education							
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	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
6. To make Gloucester a great place to live and work							
6.a. Will it help to reduce crime and the fear of crime?	0						
6.b. Will it encourage community engagement in community activities?	+	LΛ	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?	+	LT	Permanent	Whole Area	Med	Med	Improvements to the appearance of the area will be likely to make it more attractive to shoppers.
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?	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
7. To reduce the need to	<i>د</i> -						
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?	+	1/1	Permanent	Commercial St & Southgate St	Med	Med	Policy CA5/17 recommends that traffic calming measures be considered for these streets.
8. To improve environmental quality (air, water, land)							
8.a. Will it help to reduce any sources of pollution?	0						
8.b. Will it help to reduce levels of noise?	+	L/T	Permanent	Commercial St & Southgate ST	Med	Med	Policy CA5/17 recommends that traffic calming measures be considered for these streets.
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?	+	1/1	Permanent	Negative sites	Мед	Мед	Document has policies for the Council to encourage the redevelopment of negative sites
9. To reduce contributions to climate change							
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 Magdelen'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 all of 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 (eg 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).



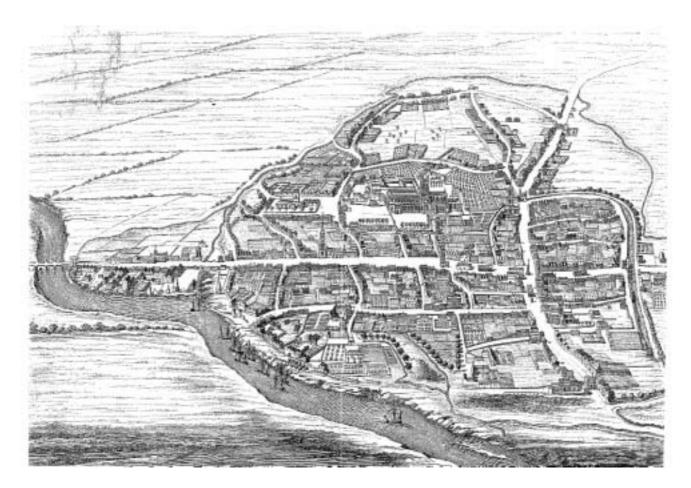
GHIKLMN

Callage Groep
Cathedral
St Orwald
St Mary de Lode
St Nicholae
St Nicholae
St Bartholaenew's Hospital
(Lizte Mead to north)
Holy Trinity
St Mary de Grace
AE Saless
St Michael
St John
St John
St John
St Aldase
St Mary de Crypt
(Greyflisten und Frien'
Orchard to south-west)
St Owen
Castle
Backfriars Gate
Quay
Callinge Gute
Ring Edward's Gate
Bishop's Palsoe
Dean's House
High Cross
Southgase
Westgate
Itsuar Northgate

Inner Northgate Eastgate (Barron Street to east)

Kingsholm lies outside the city on the north.

Speed's map of 1610.



Kip's engraving of 1710.



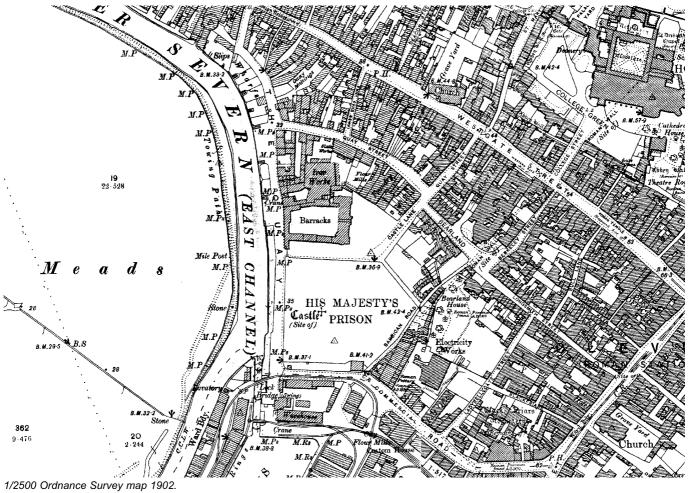
Hall & Pinnell's map of 1780.

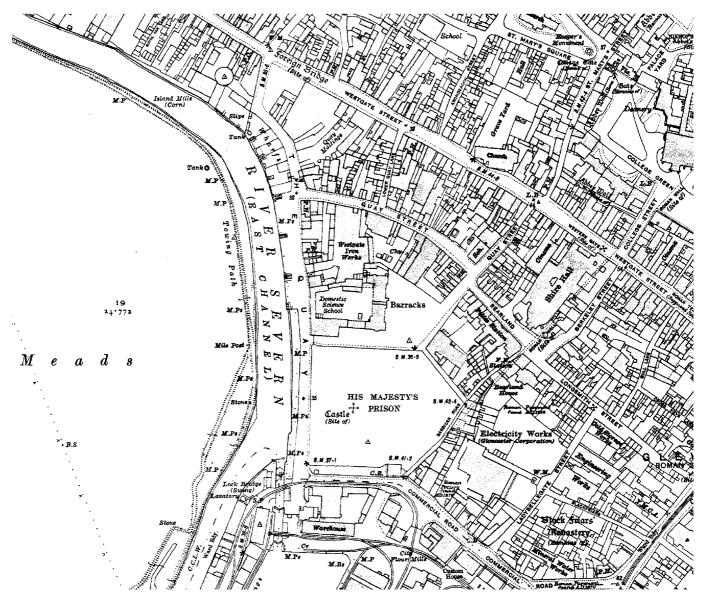


1805 map.



Causton's map of Gloucester, 1843.





1/2500 Ordnance Survey map 1923.

Appendix 3 Scheduled Monuments

Scheduled Monuments are given legal protection against deliberate damage or destruction by being scheduled under the Ancient Monuments and Archaeological Areas Act 1979. National policy guidance is provided by Planning Policy Guidance notes 15: Planning and the Historic Environment and 16: Archaeology and Planning.

The following Scheduled Monuments lie within the boundaries of the Barbican Conservation Area:

14 - 330R Glevum Roman Colonia

22 - 330? Glevum Roman Colonia

Further information on these and all the city's Scheduled Monuments can be found on the Gloucester City Council website at www.gloucester.gov.uk.

Appendix 4 Listed buildings

Longsmith Street: Bearland Lodge (II*)
Nos. 57 and 59 (Bearland House) and railings (II*)

The Quay: Cell Block, HM Prison, Central Block, HM Prison (II*), Outer Gatehouse, HM Prison, Perimeter Wall, HM Prison, Old Custom House

Appendix 5 Bibliography and Contacts

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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

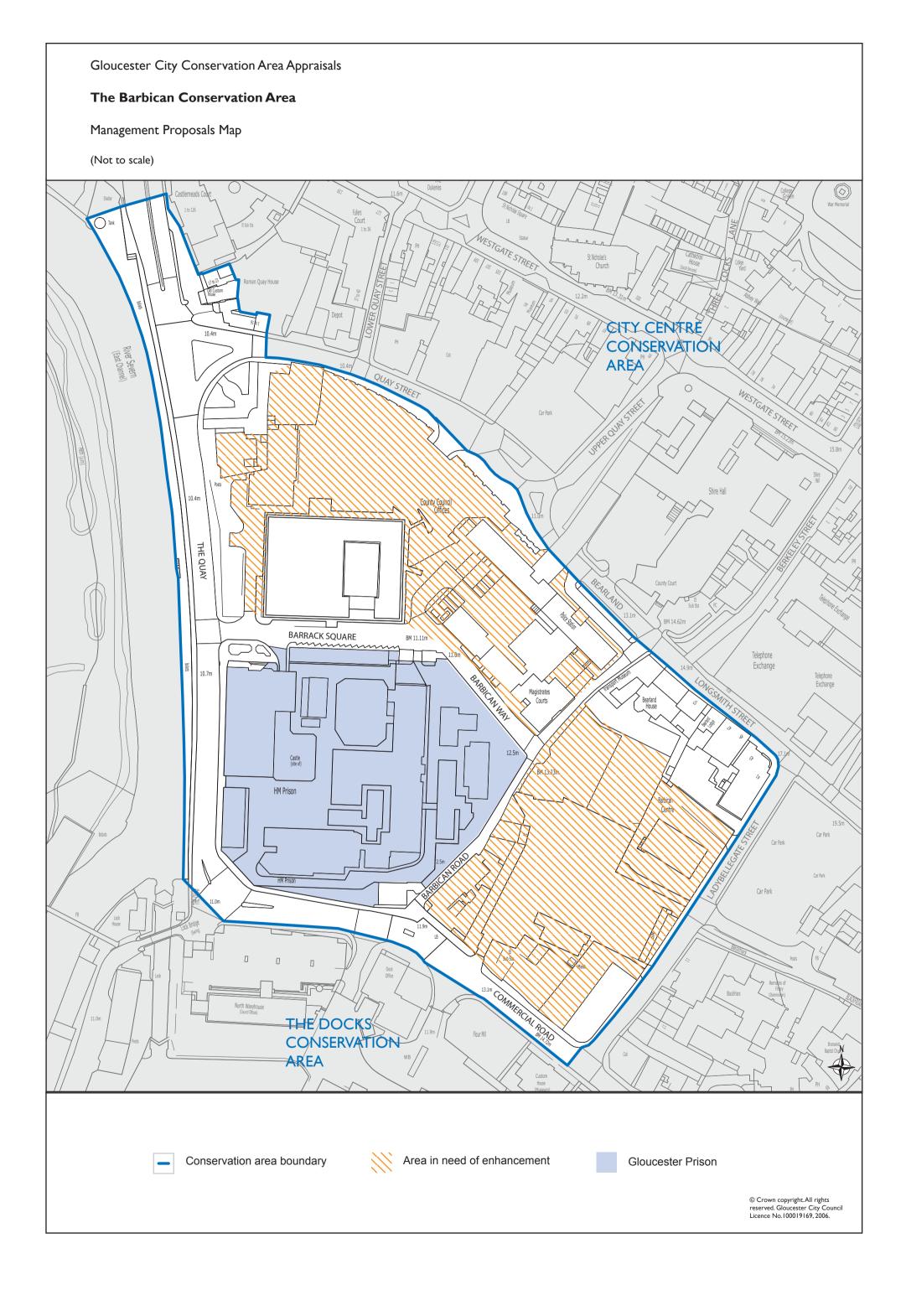
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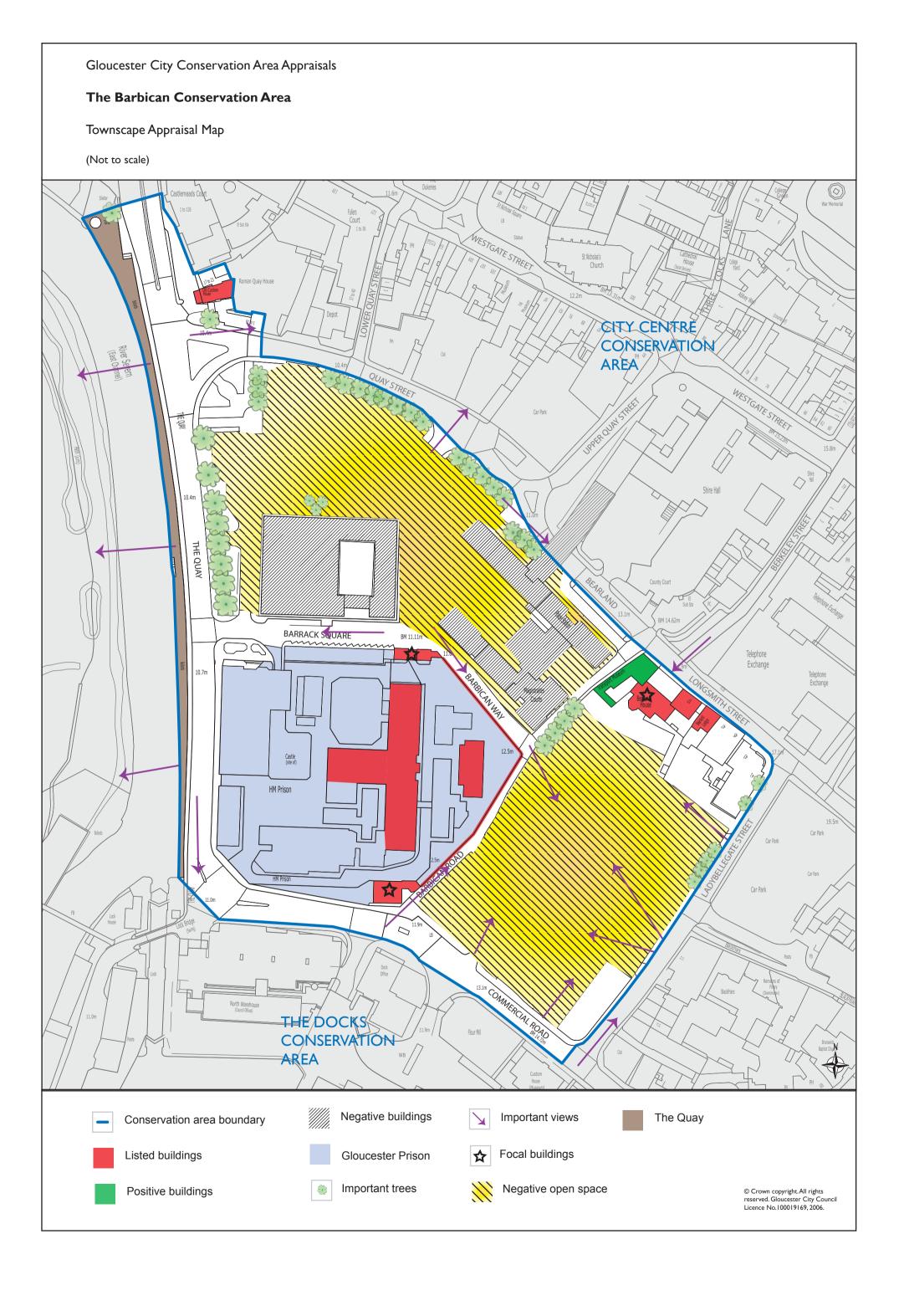
Conservation Area 6Management ProposalsConservation Area 6Townscape Appraisal

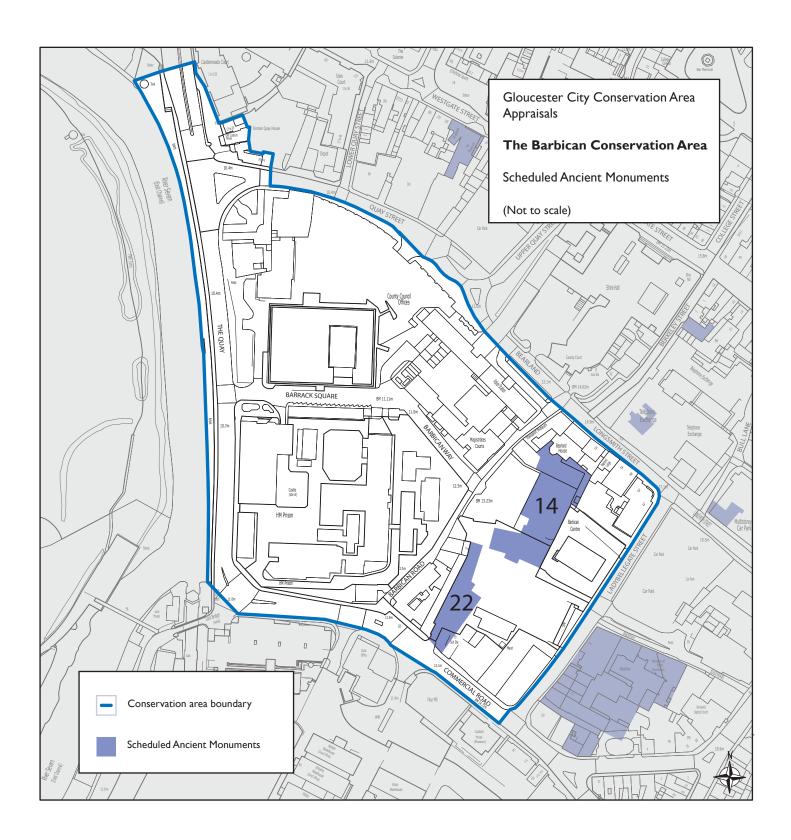
Conservation Area 6 Scheduled Ancient Monuments











If you have problems understanding this in English please contact:

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engali

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টেলিফোন নম্বর: (০১৪৫২) ৩১৬১০১

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કોર્પોરેટ પર્સનલ સર્વીસીસ, હરબર્દ વેરહાઉસ, ઘ કૉક્સ, ગ્લોસ્ટર, જીએલ૧ રઇક્યુ.

ટેલીફોન નંબર : (૦૧૪૫૨) ૩૯૬૯૦૯

اگرآپ کوبیدانگریزی میں بیھنے میں مُشکل پیش آتی ہے تو براہ مہر بانی یہاں رابطہ قائم کریں: ٹاپسٹری ٹرانسلیفٹن سردی، کور پریٹ پرسل سروسز، ہریٹ دیئر ہادی، دی ڈاکس، گلومٹر بی ایل 1 2 ای کیو ٹیلیفون : 396928 (01452)

Gloucester City Council