

Industrial Heritage Conservation Area Management Proposals

SUPPLEMENTARY PLANNING DOCUMENT

November 2008

This Supplementary Planning Document contains **policy guidance, design advice and management proposals**, aimed at ensuring the **preservation or enhancement** of the **character or appearance** of eight conservation areas, which lie within the Industrial Heritage Study Area:

- No.21** Dunkirk and Watledge
- No.22** Ebley Mills
- No.24** Lodgemore and Fromehall
- No.25** Longfords Mills
- No.26** Stanley Mill
- No.27** St Mary's and Belvedere
- No.28** Stroud Station
- No.29** Industrial Heritage (IHCA)

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Adopted November 2008

The Planning Strategy Team
Development Services
Stroud District Council
Ebley Mill
Westward Road
Stroud
Gloucestershire
GL5 1UB

01453 766321
www.stroud.gov.uk

ldf@stroud.gov.uk

Visit www.stroud.gov.uk/ihca

Foreword



Cllr Barbara Tait
Portfolio Holder for Planning and Climate Change

Without doubt, the Cotswold Canals corridor is a special area, parts of which are under immense development pressures. With such a significant development focus on this slice of the District, and its high quality historic environment, the canals corridor certainly warrants targeted policy and design guidance. But much of the rest of the conservation area is also under development pressure, albeit of a slightly different form and intensity.

This Supplementary Planning Document is the culmination of a lengthy review of the Industrial Heritage Conservation Area. These Management Proposals, supported by the IHCA Design Guide and two Supplementary Planning Advice documents containing detailed conservation area character appraisal, will ensure that the whole conservation area is developed and conserved in a way that reflects its heritage value and preserves or enhances its character and appearance.

Stroud District Council will expect development proposals within the conservation areas covered by this review, to be able to demonstrate that the development will achieve the criteria set out in the IHCA Management Proposals SPD and its supporting Design Guide. The hope is that, by exercising rigorous standards and making use of a wide range of tools to assess the sensitivity and design quality of proposals, particularly within the high profile canal environs, a greater appreciation of the importance of good design will be nurtured, together with a greater awareness of the mechanisms available to achieve it - to the benefit of the local planning authority and the wider District. Putting the Design Guide into practice should provide Stroud District with some excellent built examples, which will set a benchmark and provide inspiration.



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Chapter 1

Introduction

Purpose and scope of the document

- 1.1** This document forms a crucial part of the Industrial Heritage Conservation Area (IHCA) review. Eight conservation areas have been appraised during this review, and a Conservation Area Statement (CAS) has been produced, which will apply to all eight. In its entirety, the Conservation Area Statement consists of four separate documents:
- The Industrial Heritage Conservation Area Management Proposals SPD
 - Conservation Area Statement VOLUME 1: Summary and Character Overview
 - Conservation Area Statement VOLUME 2: Character Parts
 - The Industrial Heritage Conservation Area Design Guide
- 1.2** This Supplementary Planning Document (SPD) contains Management Proposals and policy and design guidance, aimed at ensuring the preservation or enhancement of the character or appearance of those eight conservation areas.
- 1.3** The first two volumes of the Conservation Area Statement consist of an appraisal of the eight conservation areas' character and appearance and an explanation of their special architectural and historic interest, together with a review of the conservation area boundaries and an assessment of the issues or pressures that are affecting the area's special interest.
- 1.4** The Design Guide provides complementary guidance, sitting below the SPD, and showing how the policy and design guidance contained in the SPD may be practically applied.

Informative

This Supplementary Planning Document applies to the following conservation areas:

- **Conservation area No.21** Dunkirk and Watledge
- **Conservation area No.22** Ebley Mills
- **Conservation area No.24** Lodgemore and Fromehall
- **Conservation area No.25** Longfords Mills
- **Conservation area No.26** Stanley Mill
- **Conservation area No.27** St Mary's and Belvedere
- **Conservation area No.28** Stroud Station
- **Conservation area No.29** Industrial Heritage (IHCA)

Unless otherwise stated, the terms "the conservation area", "conservation area(s)" and "the Industrial Heritage Conservation Area" (or "IHCA") shall hereafter be taken to refer collectively to the eight conservation areas covered by the IHCA review.

The purpose of a Conservation Area Statement

- 1.5** The legal definition of a Conservation Area is set out in Section 69 of the **Planning (Listed Buildings and Conservation Areas) Act 1990** (herein after called 'the Act'), as being:

“an area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance”

- 1.6** The Act requires Planning Authorities to review their Conservation Areas from time to time. This is the main function of the Conservation Area Statement. Within Stroud District, there are 42 Conservation Areas, some of which were first designated over 30 years ago, and the approach to designation has changed greatly in this time.

- Firstly, Planning Authorities are now required, in carrying out their planning functions, to *“pay special attention to the desirability of preserving or enhancing the character or appearance of the Conservation Area”* (Section 72 of the Act).
- Secondly, Planning Authorities should publish proposals for the preservation and enhancement of their Conservation Areas (Section 71 of the Act).

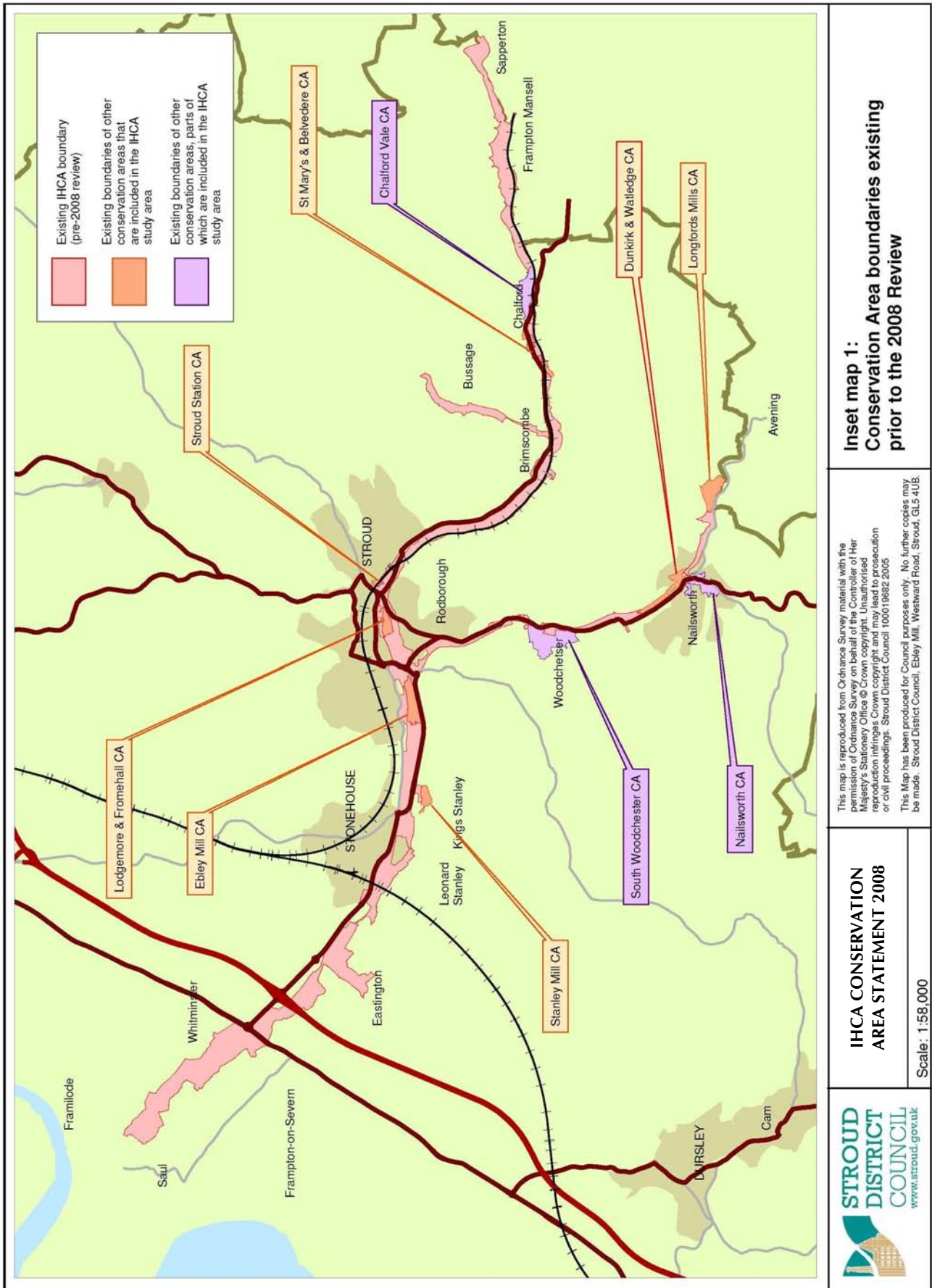
- 1.7** The conservation area review aims to identify what makes up the “special interest” of the Conservation Area and to analyse and define its “character and appearance”. This provides a firm basis for planning decisions within the Conservation Area, based on Development Plan policies. The character appraisal contained in Volumes 1 and 2 of this Conservation Area Statement (CAS) will be adopted by the Council as **Supplementary Planning Advice** (SPA) and will be used to help inform the interpretation and application of planning policy.

- 1.8** The designation of a conservation area is not intended to prevent all changes. Change can be a positive force, especially where it would enhance the character of the area. The Conservation Area review and character appraisal also provide the groundwork for the preparation of policies and proposals intended for the preservation or enhancement of the area. These policies may be aimed at specific sites, or more general guidance relevant to the whole Conservation Area, such as the use of appropriate materials.

- 1.9** Policies and design guidance are contained within this **Management Proposals** section of the Conservation Area Statement. This volume is a **Supplementary Planning Document** (SPD), which forms part of the District’s Local Development Framework and will be used by the Council in conjunction with other Planning Policy and Guidance documents.

The Industrial Heritage Conservation Area

- 1.10 The Industrial Heritage Conservation Area** (No. 29) was designated in September 1987, partially in response to a report produced by URBED (Urban and Economic Development Ltd) in 1986, which outlined the unique heritage of the Stroud Valleys and suggested ways in which it could be protected and might help in regenerating the area.
- 1.11** In November 1986, eight conservation areas were designated in Stroud District, centring on some of the most striking built elements of the Valleys' industrial legacy. These were at:
- Chalford Vale
 - Dunkirk Mills and Watledge
 - Ebley Mills
 - Lodgemore and Fromehall
 - Longfords Mills
 - Stanley Mill
 - St Mary's and Belvedere
 - Stroud Station
- 1.12** URBED claimed that, in 1986, nowhere else in the country were there so many examples of mills from such an early period, surviving in a relatively complete condition. The eight designations in 1986 went some way to protecting this. But, in 1987, the concept emerged of a conservation area which would link these individual sites together, giving protection to a variety of further components and recognising the unique value of the industrial nature of the locality as a whole.
- 1.13** The Industrial Heritage Conservation Area (**IHCA**) was conceived as a linear conservation area, following the valleys of the River Frome and the Nailsworth Stream, extending to the east, west and south of Stroud. In addition to these watercourses, the course of the IHCA follows the various transport infrastructures, which developed over the 18th and 19th centuries. These were the 'arteries' of the locality and represented a new era in the industrial basis of the Stroud Valleys.
- 1.14** The linear conservation area does serve as a link between the various outstanding mill complexes, and has been termed a 'string of pearls'. Yet the IHCA was designed to preserve not only the 'set pieces', but also the infrastructure and the context of Stroud's industrial legacy.
- 1.15** The form, the patterns of development and settlement and the transport infrastructure are the context, which embodies the social, economic and cultural history of the Valleys. The IHCA represents the preservation of more than just the buildings.
- 1.16** The Industrial Heritage Conservation Area was groundbreaking in its time, in several respects. It was at the forefront of a growing recognition in Britain of the importance of industry in shaping the character and appearance of places. Industrial heritage has become increasingly accepted as a valid form of built heritage, even an asset, worthy of conservation.



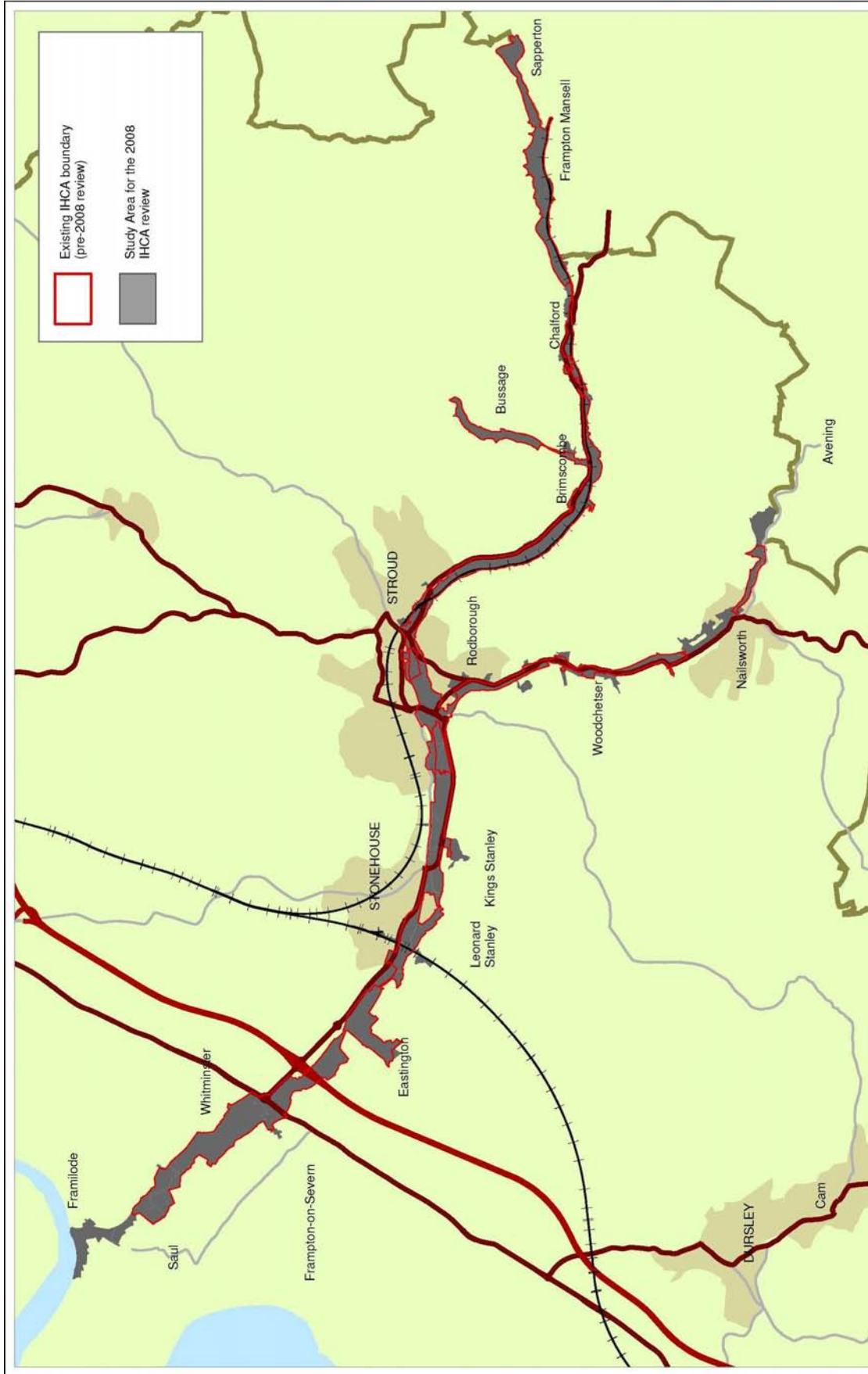
- 1.17** The IHCA was unusual in its size, too. In its entirety, from east to west, the Industrial Heritage Conservation Area stretches almost 14½ miles (approx. 23km) from Chalford to Saul. At Stroud, a branch extends south along the Nailsworth Valley to Longfords for almost 4½ miles (over 7km). Yet the conservation area is extremely narrow in places and has an area of approximately 2.4 square miles or 6.3 square kilometres.
- 1.18** Since the original designation in 1987, the IHCA has been extended at several points:
- Eastington January 1989
 - Dudbridge Mill June 1989
 - Fromebridge Mill November 1990
 - Daneway March 1992
 - Toadsmoor March 1993
 - Inchbrook February 2002

The Study Area for the conservation area review

- 1.19** In this review, we have looked at the whole of the existing Industrial Heritage Conservation Area and the land immediately adjacent to it, to see if it is appropriate to amend the boundaries of the Conservation Area.
- 1.20** The Study Area for this review therefore extends beyond the boundaries of the Stroud Industrial Heritage Conservation Area. It includes parts of seven other existing Conservation Areas, which, together with the IHCA, form the swathe of protected land associated with this historic industrial environment. These are:
- **Dunkirk and Watledge Conservation Area** (No. 21), designated November 1986
 - **Ebley Mills Conservation Area** (No.22), designated November 1986
 - **Lodgemore and Fromehall Conservation Area** (No. 24), designated November 1986
 - **Longford Mills Conservation Area** (No.25), designated November 1986
 - **Stanley Mill Conservation Area** (No. 26), designated November 1986
 - **St Mary's and Belvedere Conservation Area** (No.27), designated November 1986
 - **Stroud Station Conservation Area** (No. 28), designated November 1986

Abutting the IHCA, and also partly covered by the Study Area for this review, are

- **South Woodchester Conservation Area** (No.10), designated October 1977
- **Chalford Vale Conservation Area** (No. 20), designated November 1986
- **Nailsworth Conservation Area** (No.31), designated March 1989



**Inset map 2:
Overview of the Study Area for the
2008 IHCA Review**

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**IHCA CONSERVATION
AREA STATEMENT 2008**

Scale: 1:58,000

- 1.21** Part of this study area also crosses the District boundary into **Cotswold District**. The Daneway extension to the IHCA continues across the boundary, along the south side of the River Frome. Part of the Longford Mill complex also lies within Cotswold District. Both of these are relatively narrow slivers of land.
- 1.22** Although this review includes these areas as part of the study area, anything outside the Stroud District will of course be subject to separate Planning policies and controls, specific to Cotswold District Council. Hence, the Strategy section of this document should be disregarded in their respect. Instead, please contact:

The Conservation and Design Service
Directorate of Development and Heritage
Cotswold District Council
Trinity Road
Cirencester
GL7 1PX

Tel: 01285 623000
email: conservation@cotswold.gov.uk

Format of the Conservation Area Statement: how to use this document

- 1.23** The Conservation Area Statement (CAS) is split into two parts, **Character Appraisal** and **Conservation Area Management Proposals/policy guidance**, and contained within four distinct volumes. You will find that information on different aspects of the conservation area review are contained within each volume:

PART I: CHARACTER APPRAISAL

1.24 Volume 1: Conservation Area Statement Summary

Volume 1 contains information about the designation and background to the conservation area review, together with a Character Summary and an introduction to the Character Parts in the IHCA Study Area. This volume includes general analysis of the whole study area, explaining how influences such as local historical events and figures, as well as the physical form of the landscape, have contributed to the development and evolution of the area's historic built environment. It also looks at typical building materials and styles across the Study Area. It highlights the broad themes of the Study Area's special architectural and historic interest and its key characteristics. It also summarises the findings of the conservation area review: identifying key issues and pressures that are affecting the Study Area and setting out proposed conservation area boundary changes.

Volume 1 functions as a 'broad brush' Conservation Area statement in itself, providing the main bulk of the character analysis. It is intended as an overview of the character of the whole Study Area and should be sufficient for many users. However, it should also point you in the right direction to find further, more specific information in other volumes of the CAS.

1.25 Volume 2: Character Parts

This comprises a series of information sheets, describing the characteristics of the study area's individual "Character Parts". Across the Industrial Heritage study area, there are distinct 'pockets' which have strongly identifiable differences in character – perhaps due to the density of buildings, the types of materials that predominate and the current or historic uses of the buildings. These are identified as "character parts": the component sub-areas of the Study Area which, together, make up its character as a whole.

- 1.26** Volume 2 aims to identify the various characteristics and features of interest that unite diverse parts of the conservation area, or which render them quite unique and distinctive pockets. This volume also looks at issues and pressures facing particular character parts, and how these affect their character or appearance. It also identifies appropriate conservation area boundary modifications and 'neutral areas' or buildings/sites which cause harm to the Study Area's character and which might benefit from enhancement. These sheets act as supplementary information, providing a bit more detail about specific sites and where they 'sit' within the conservation area in terms of their context, significance, character and appearance.

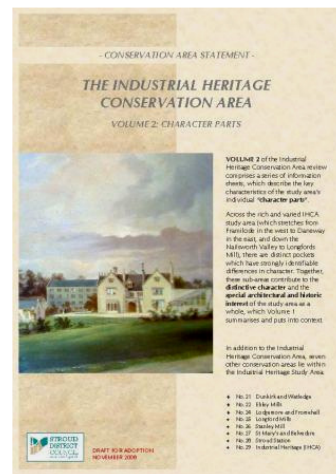
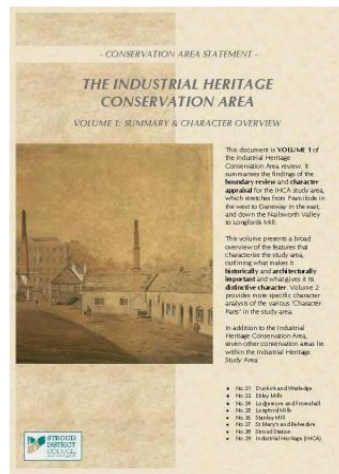
PART II: MANAGEMENT PROPOSALS AND POLICY GUIDANCE

1.27 Conservation Area Management Proposals SPD

The second aspect of the Conservation Area Statement is the ‘policy’ section. This Supplementary Planning Document contains management proposals for the preservation or enhancement of the eight conservation areas covered by this Review. It looks at the key issues and pressures facing the Study Area, and how these affect its character or appearance. In response, policies and design guidance are set out. This document sets out how the Local Planning Authority will interpret and apply broader development plan policies and national planning policy and advice, taking specific account of the character and “special interest” of the eight conservation areas, as identified in the Character Appraisal volumes of the CAS.

1.28 IHCA Design Guide

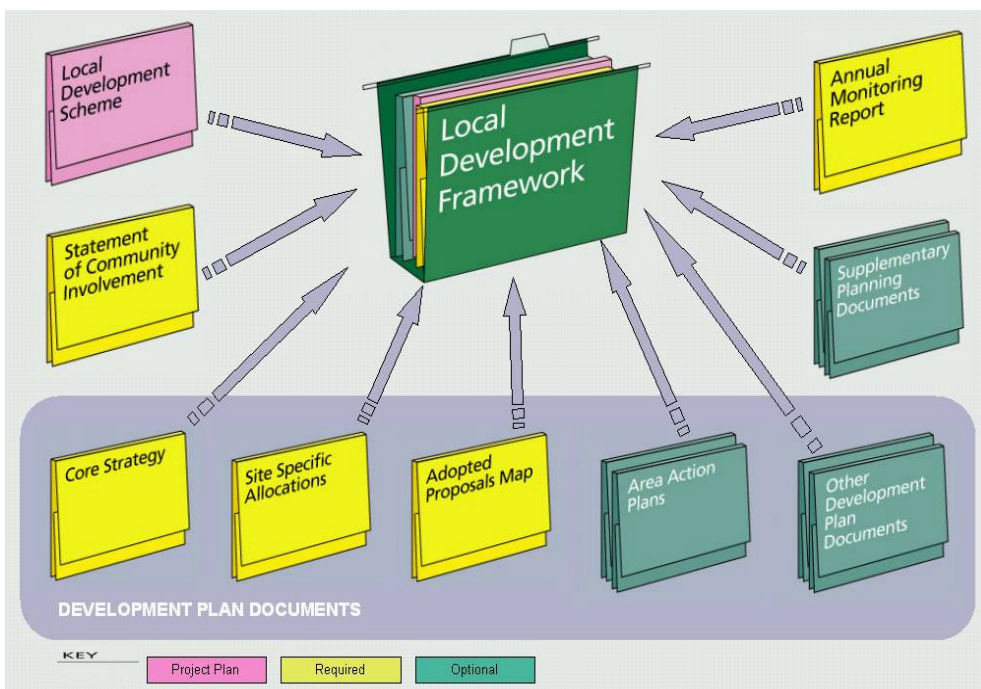
In support of the SPD, detailed and practical design guidance has been developed for the IHCA and associated conservation areas. The IHCA Design Guide focuses on ways to approach local distinctiveness in new design and acts as a practical supplement to the policy and design guidance contained in the IHCA Conservation Area Management Proposals SPD.



The four volumes that make up the complete IHCA Conservation Area Statement

The Conservation Area Statement and the Stroud District Local Development Framework

- 1.29** Arising out of the 2004 Planning and Compulsory Purchase Act and a key part of the new planning system, the **Local Development Framework (LDF)** will eventually supersede the District's Local Plan entirely. Unlike the single-volume Local Plan, the LDF takes the form of a collection of documents on a variety of themes, which slot into an overall 'framework'. Between now and 2011, a range of documents will be produced, which will replace particular policies and land use allocations in the Local Plan.
- 1.30** The broad strategy for conservation in the District, which should be set out in the LDF's Core Strategy, will be expanded upon by other LDF documents as necessary.
- 1.31** Until replaced, the District's current policies on conservation of the historic built environment are 'saved' from the Local Plan, which was adopted in November 2005. The SPD's relationship to saved Local Plan policies is explained in **Chapter 3**, and the policies in question are set out there. Please also see **APPENDIX 2**



Above: Contents of a typical Local Development Framework

The document's status: Supplementary Planning Documents (SPD) and Supplementary Planning Advice (SPA).

- 1.32** Stroud District Council has an ongoing programme of Conservation Area appraisal and production of Conservation Area Statements for each of the designated areas in the District. These are usually adopted by the Council as **Supplementary Planning Advice (SPA)** and are used to inform the consideration of planning decisions that affect the conservation area in question.
- 1.33** Supplementary Planning Advice sits outside of the new Local Development Framework and does not have the weight of a Supplementary Planning Document. However, SPA documents do have a role in supporting the application and interpretation of the LDF and Local Plan, and may feed into the future production of Local Development Framework documents.
- 1.34** Whilst volumes 1-2 of the Conservation Area Statement will be adopted as SPA, the IHCA Conservation Area Management Proposals will in fact be adopted by the Council as a **Supplementary Planning Document (SPD)** (with the Design Guide acting as a supporting document). This gives it a unique status amongst the District's Conservation Area Statements.
- 1.35** Supplementary Planning Documents expand upon or add details to policies laid out in development plan documents (or saved policies in the existing Local Plan). SPDs have the flexibility to use illustrations, text and practical examples to expand on how the authority's core policies can be taken forward. In other words, an SPD should demonstrate how the local authority expects that its policies will be fulfilled, and how they should be interpreted. The guidance provided by an SPD has considerable weight, and will be referred to when making planning decisions. This also makes it a material consideration in planning appeals.
- 1.36** This SPD sits within the **Local Development Framework (LDF)** and provides a further tier of Planning policy and guidance for the Industrial Heritage Conservation Area and each of the seven associated conservation areas, which is additional to the general planning policy controls that apply to other conservation areas in Stroud District (**paragraphs 3.1 - 3.14, Chapter 3** explains further). The SPD and supporting Character Appraisal will be used for Development Control purposes. They will also inform the production of strategic planning policy documents in the emerging Local Development Framework, to ensure that the particular 'special interest' of the IHCA can be fully understood, and its character and appearance preserved or enhanced.
- 1.37** The IHCA Management Proposals SPD (and the supporting '**IHCA Design Guide**', a Supplementary Planning Advice document) acts principally as amplification of saved Local Plan policies **BE5, BE6, BE7, BE8, BE9, BE10, BE11, BE12** and **NE11** (see **Chapter 3, paragraph 3.6-3.10** and **APPENDIX 2**). These policies relate to new development and changes of use in conservation areas or affecting the setting of a conservation area or listed building, and to alterations and extensions to listed buildings or unlisted buildings in conservation areas. As the District's Local Development Framework progresses, these saved local plan policies will be superseded by policies contained in Development Plan Documents (DPDs), to which this document will then become supplementary.

Additionally, the SPD and the Design Guide provide a means of focussing and implementing higher level Regional and National design- and conservation-related planning policy and guidance, bearing in mind the particular character and qualities of the conservation area(s) (particularly PPG15 *Planning and the Historic Environment*, PPS1 and its companion guide *By Design*, and policies SD3, SD4, ENV1 and ENV5 of the Draft RSS Proposed Changes for the South West.

Conservation, development, regeneration and the Cotswold Canals: why produce an SPD?

- 1.38** The Industrial Heritage Conservation Area and the seven associated conservation areas are subject to some of the most intense development pressures in the District, and some unique circumstances which have led to the decision to produce a dedicated IHCA Supplementary Planning Document.
- 1.39** Covering the bases of three of the ‘Five Valleys’ that radiate from Stroud, the Study Area includes a significant amount of employment land and is fed by established transport infrastructure, which tends to run along the valley bottoms. Within the Study Area, a number of ‘brownfield’ sites – ranging from former tip land and infilled millponds, to industrial sites which may be disused or underused – provide tempting development opportunities. In some cases, important historic building groups are in urgent need of sympathetic new uses to ensure their continued maintenance and conservation.
- 1.40** Several of the District’s employment allocations and Key Employment sites sit within the conservation area. The emerging Local Development Framework will review existing land use allocations and the Core Strategy will distil a broad strategic vision for this part of the District, based on a balance of land uses, including employment, leisure and housing. The Study Area is likely to face additional pressures for change, throughout this process.
- 1.41** In addition, the **Cotswold Canals** (comprising the Stroudwater Navigation and the Thames & Severn Canal) run west-east through the Study Area, from Framilode on the Severn to the Daneway Portal near Sapperton. The Cotswold Canals Partnership, to which Stroud District Council belongs, has already embarked on a £37million restoration project on ‘Phase 1a’ (from Stonehouse Court to Brimscombe Port), while Phase 1b (westwards to Saul Junction) is being planned.
- 1.42** The Cotswold Canals are already a great local amenity, well used and well valued by many. The canals’ restoration will have significant impacts on the canal itself, but also the wider ‘canal corridor’. The overall vision for the Cotswold Canals Restoration project, as expressed in the Cotswold Canals Partnership’s Statement of Aims in 2001, is to:
- Restore the Cotswold Canals to full navigation in the interests of conservation, biodiversity and local quality of life, and to use the restoration as a catalyst for wider social, economic and environmental regeneration in areas neighbouring the canals.*
- 1.43** It is anticipated that the canals’ restoration will act as a catalyst for regeneration - improving the quality of the built, natural, economic and social environment of the area through which it passes, and providing well-placed, well-used, well-designed and long-lived sustainable development. The restoration of the Cotswold Canals and the regeneration of the canals corridor will entail both conservation and change.
- 1.44** Stroud District Council set about producing an Area Action Plan (AAP) to help manage the drive for both conservation and change at Brimscombe Port. **The Cotswold Canals Brimscombe Area Action Plan** was being developed in response to a complex mix of constraints, requirements and development pressures within this part of the IHCA. However, a change of direction is proposed to incorporate the principles of regeneration of Brimscombe Port into the proposals of the Council’s Core Strategy, together with a development brief to provide more

detailed guidance for development. This will provide a planning policy framework for this area of the District, setting out land uses, establishing an appropriate development layout and defining the means and timescale for delivery, as well as the methods by which the agreed planning objectives for the site can be met. The IHCA Conservation Area Statement will feed into this process, ensuring that the area's heritage significance is understood and its locally distinctive features recognised.

- 1.45** The importance of the Cotswold Canals as a national heritage asset was recognised in January 2006 through a multi-million pound award from the **Heritage Lottery Fund (HLF)** towards the restoration of Phase 1a. British Waterways has produced a **Conservation Management Plan (CMP)** on behalf of the Cotswold Canals Partnership. This examines the historic and ecological significance of the Cotswold Canals, and provides a strategic framework for the restoration work itself. The principal purpose of this CMP is to guide decisions concerning the restoration, future management and continuing maintenance of those lengths of the Cotswold Canals covered by Phases 1a and 1b. The policies set out in the plan demonstrate best practice for a canal restoration that is conservation-led.
- 1.46** But the impacts of the restoration works will be felt beyond the narrow channel of the canal itself. HLF funding was originally conditional upon Stroud District Council producing a set of design guidelines relating to development within the canals corridor, against which future development proposals could be assessed. Although this is no longer a formal condition, the Council has consistently assured the HLF that it will use existing and developing policy, including specific design guidance for development along the IHCA corridor, to ensure that the historical and architectural integrity of the canal corridor is respected, maintained and wherever possible enhanced. This builds upon a growing awareness that some of the development that has occurred in recent years alongside the canal has not been sympathetic to its essential character and special qualities. Stroud District Council recognises the need to halt the gradual erosion of the Cotswold Canals' character, and to avoid the creation of an 'anywhere' canal, lined with standard canalside development. Indeed, lessons learned in the canals corridor may equally be applied to elsewhere in the Conservation Area.
- 1.47** Stroud District Council has therefore identified the need for robust planning policy guidance, which can specifically address the issues and pressures facing the Industrial Heritage Conservation Area and the other conservation areas included in this review. The concept of design guidance for the Cotswold Canals corridor has been expanded and a **Design Guide** for the wider IHCA has been developed, focussing on ways to approach local distinctiveness in new design, and acting as a practical supplement to the policy and design guidance contained in the **IHCA Conservation Area Management Proposals SPD**.
- 1.48** Fundamental to achieving this is the need to ensure that the special character and historic significance of the canals, and the wider industrial heritage of the Stroud valleys, is properly understood. This is an enormous conservation area, with an immensely complex and rich character. There are sites within the Study Area where development and change has the potential to offer really significant enhancement of the area's character or appearance. Equally, there are many sites – indeed, some of significant size – where development might cause great harm to the conservation area.
- 1.49** The variety of character within the IHCA – and the significance of this variety – can be difficult to appreciate, particularly when looking at development proposals on a site-by-site basis: this is how gradual, incremental harm to the overall character and appearance of the conservation area can happen. It is important, therefore, for both developers and planning decision-makers to have a broader overview of the Study Area's character and special interest.

1.50

Objective 1: Aims of the IHCA Conservation Area Review

The Industrial Heritage Conservation Area review will ensure that the conservation area, including the canal corridor, is developed and conserved in a way that reflects its heritage value and preserves or enhances its character and appearance. It aims to:

1. feed into strategic decision making, in terms of the emerging LDF, by ensuring that the special interest, character and appearance of the conservation area is understood and taken account of when developing a strategic vision and sites allocations for the District;
2. provide practical policy guidance and design advice, to ensure a targeted approach to Development Control decisions, by informing the application and interpretation national planning policy and broader Development Plan policies within the conservation area and on sites affecting its setting;
3. promote and inspire design excellence and the preservation of the buildings and structures which make this area distinctive, to ensure that a high quality built environment plays a key role in the regeneration of the industrial Stroud valleys.

1.51

Objective 2: Core objective of the IHCA Management Proposals and the supporting Design Guide

To encourage creative, innovative and attractive design solutions, which

1. address the issues and pressures that have been identified as affecting the historic character and visual qualities of the conservation area;
2. produce vibrant and viable new development and contribute to the physical, social and economic regeneration of the area.

Management Proposals and Guidelines in this SPD

- 1.52** This IHCA Conservation Area Management Proposals SPD is structured around eight specific “**management proposals**” (each designed to tackle a particular issue, problem, or requirement of the conservation area review process) and three “**guidelines**” (which provide applicants and decision-makers with definite parameters, against which proposals for development will be expected to perform).

List of SPD management proposals

- IHCA MP1: Listing of canal-related structures in the conservation area
- IHCA MP2: Conservation Area Consent for demolition
- IHCA MP3: Proposed Article 4(2) Direction
- IHCA MP4: Conservation area boundary changes
- IHCA MP5: Policy and design priorities
- IHCA MP6: Policy and design guidance
- IHCA MP7: Development briefs for key strategic sites
- IHCA MP8: The Cotswold Canals Conservation Management Plan (CMP)

List of SPD Guidelines

- IHCA G1: Building in context
- IHCA G2: Conservation area consents (CAC)
- IHCA G3: The Cotswold Canals Restoration

- 1.53** In addition, the Management Proposals document sets out a series of 42 points of policy and design guidance (PDG1-PDG42), which emerge out of five policy and design priority actions for the conservation area(s).

Chapter 2

Planning controls in conservation areas

A quick guide to planning in conservation areas

What are conservation areas?

- 2.1** Each of the conservation areas in Stroud District has been designated because of its high quality historic built environment. The legal definition of a Conservation Area is set out in Section 69 of the 1990 Planning (Listed Buildings and Conservation Areas) Act as;

“an area of special architectural or historic interest, the character of which it is desirable to preserve or enhance”

- 2.2** Conservation areas are primarily concerned with the built environment. They are not appropriate as a means of protecting landscape features, except where they form an integral part of the historic environment.
- 2.3** Most commonly, conservation areas cover the historic parts of our towns and villages, but some protect other special places including, in this case, the canals and the mills that contribute to the Stroud valleys’ exceptional industrial heritage.
- 2.4** Conservation areas invariably have a high concentration of historic buildings, many of which are listed buildings, but the area’s character and attraction comprises more than the buildings alone. The uses they are put to and the spaces around and between them are also important – so a conservation area protects the whole area and not just the buildings within it.



Left:
Nutshell Bridge, Stonehouse. Conservation areas are designated to protect the character of an area in all its aspects. These are attractive houses in their own right but it is the relationship between them, the bridge, the boundary walls, canal, trees and the open landscape setting which together is so special.

Below:
Illes Mill, Chalford. Walls and gates are critical links between buildings and between people, inviting or preventing access. In conservation areas there are stricter controls than elsewhere over alterations to boundary features.



What does this mean for me?

- 2.5** Planning Authorities are required, in carrying out any of their Planning functions, to “pay special attention to the desirability of preserving or enhancing the character or appearance of the Conservation Area” [Section 72 of the 1990 Planning (Listed Buildings and Conservation Areas) Act].
- 2.6** Within a conservation area there are extra planning controls over many building works. These extra controls are outlined more fully over the following pages.
- 2.7** Additionally, you will find that special criteria (policies about quality of design, use of materials or protection of key views, for example) are applied when assessing any planning applications in a conservation area, to ensure that proposals respect its character. This may affect alterations to an existing building or new building work which you are considering.
- 2.8** The aim is not to prevent all change, but to control and manage it to preserve what is special about the area and, where possible, improve it. The Council is well aware that conservation areas are home to many people and businesses, with needs that must also be considered.

Are there any controls over demolition?

- 2.9** Yes. You will need **conservation area consent** to demolish almost any building (with a volume of 115 cubic metres or more) and certain other structures in a conservation area.
- 2.10** Consent is needed, for example, to demolish a boundary wall, fence or gate if it is at least 2 metres high. If it is more than 1 metre high and fronts a highway, public right-of-way or an open space you would also need conservation area consent.
- 2.11** There are some exceptions but it is best to seek advice from the Council’s Planning Enquiries Officer before demolishing anything, even where the intention is to rebuild in replica. Consent for demolition is also needed under the building acts. **Demolition of any building or structure that falls under conservation area controls, without first having obtained Conservation Area Consent, is a criminal offence and is liable to prosecution.** Conservation area controls over demolition are explained in more detail at paragraph **2.50**, below.

Do conservation area controls extend to trees?

- 2.12** Yes. Anyone who wants to fell a tree in a conservation area, prune its roots or branches, or carry out other work which might damage it, must inform the Council at least six weeks in advance. This is to give the Council time to inspect the tree, consult the Parish or Town Council and any other local amenity group, and if necessary, to consider serving a **Tree Preservation Order** (TPO).
- 2.13** The Council’s Tree and Landscape Officer will advise you on the notification procedure. You will be told within six weeks of your application whether you can go ahead with the work or not. Conservation area controls over trees are explained in more detail at paragraph **2.43**, below.

Is Planning Permission required for minor work in a conservation area?

- 2.14** Often, in conservation areas, planning permission is required where otherwise minor work would have been considered as **permitted development**. For example, even outside conservation areas, the amount of home extension that could be carried out without planning permission will generally depend on a range of criteria, including the amount of garden that the extension would take up, its height, and how far it would sit from the property boundary. Additionally though, in a conservation area you need planning permission for home extensions at the side of the house, or for rear extensions of more than one storey. In conservation areas, if an outbuilding, shed, enclosure (including tennis courts), pool or pond is to be sited at the side of the house, it will require planning permission (other rules that apply to all houses, whether they are inside a conservation area or not, mean that planning permission may be required if an outbuilding or garage would be located elsewhere on the land, or if it would exceed a certain height). You would also need permission to apply external cladding to a dwelling house in a conservation area, to erect a satellite dish (depending on its size and siting on the building), or to install a dormer window. There are also strict controls over advertisements.
- 2.15** The rules on this are complicated and it is always best to seek advice from the Council's Planning Department (Planning Enquiries).
- 2.16** In addition, the Council has powers to remove or limit certain permitted development rights from particular domestic houses in a conservation area. For example, you may normally alter or replace windows on a house (although not on a flat), or erect a porch, without planning permission. If, however, such changes are spoiling a conservation area the Council may take away permitted development rights by making an **Article 4 Direction**. Proposals for making an Article 4(2) Direction in the IHCA and the seven other conservation areas covered by the IHCA review are set out at paragraph **2.62**

How are Planning applications dealt with in conservation areas?

- 2.17** Any planning application for a site within a conservation area (or a site which would affect its setting) is assessed against more stringent criteria than it would be outside the conservation area. Planning applications in conservation areas are advertised in local newspapers. The Planning Department also posts a notice on the site, informs your neighbours and consults your Town or Parish Council.
- 2.18** Stroud District Council requires applications to be accompanied by detailed drawings for all developments in conservation areas and will not normally accept a very basic '**outline planning application**'. Applications should also show how proposed works relate to neighbouring buildings, so that we can judge how your proposal will appear alongside them.
- 2.19** If your proposal involves the demolition of a building or structure that needs **Conservation Area Consent** (CAC), Stroud District Council will normally expect a CAC application to be submitted along with the Planning Application, so that the full implications of the scheme (in terms of its impact on the character, appearance and special interest of the conservation area) can be assessed. The Council's **Validation of Planning Applications Supplementary Planning Advice** booklet provides more information about the submission of Planning applications and Conservation Area Consent applications. Please also see paragraphs **2.50** and **Chapter 4**.

What about proposals affecting the conservation area's setting?

- 2.20** PPG15 (the Government's planning policy guidance on Planning and the Historic Environment) makes clear that the desirability of preserving or enhancing the character or appearance of a conservation area should also be a material consideration in the Planning Authority's handling of development proposals which are outside the conservation area, but which would affect its setting, or views into or out of it [PPG15 paragraph 4.14].
- 2.21** Although the setting of the conservation area does not come under specific conservation area Planning controls, it is important that normal development controls are applied in a way that respects the character or appearance of the conservation area. Stroud District Council expects that proposals that are considered to affect the setting of any of the eight conservation areas, or view into or out of them, shall seek to preserve or enhance the character or appearance of the conservation area, as defined in the IHCA Conservation Area Statement.
- 2.22** Hence, the IHCA Conservation Area Statement's character appraisal (set out in volumes 1-2) may be useful when assessing the appropriateness of development proposals that would be likely to affect the setting of the conservation area(s).

How will the Council decide what is appropriate?

- 2.23** When you make an application, a Planning Officer will visit the site. The majority of planning applications are determined under **Delegated Powers** by a group of senior Planning Officers and should be dealt with within an eight week period. Larger or more contentious applications may take longer and may be determined by Councillors at a full **Development Control Committee** meeting, which takes place on a monthly basis.
- 2.24** Planning Officers' recommendations are made in the light of planning policies set out by both the Government and the District Council. The Council's own policies are currently saved from the Stroud District Local Plan (adopted November 2005). Under these¹, the Council will not normally give planning permission for proposals in a conservation area, or affecting its setting, if;
- it would mean the loss of a building, structure or particular features which make a positive contribution to the character, appearance or historic value of the area;
 - it obscures or damages important views within, into, or out of the conservation area;
 - the proposed development fails to respect existing open spaces, patterns of building layout, trees, hedges, walls, fences, etc;
 - the proposal is out of scale, unsympathetic to or incompatible with the characteristic form of the area or adjacent buildings, in terms of design, proportions, detailing and materials;
 - the proposal would result in an increase of traffic, which was not capable of being catered for in a way which would preserve or enhance the character or appearance of the area
- 2.25** The **IHCA Management Proposals SPD** sets out how the Council's general conservation planning policies (a policy framework comprising of both local and national planning policy) will be interpreted to take special account of the particular character and qualities of the IHCA. This policy framework is set out and explained in **Chapter 3** at paragraphs **3.1 – 3.14**

¹ See 'Policy framework and statutory background' in **Chapter 3**, and **APPENDIX 2**, for further detail of the Council's policies on development in a conservation area or affecting its setting, and how the saved Local Plan policies relate to the emerging Local Development Framework, including this SPD.

What sort of development is most likely to be acceptable?

- 2.26** Something that fits into the local scene. The best starting point is to look at the area around your property – the shapes and proportions of the buildings; the architectural styles and materials used; the boundary treatments; the quality of traditional craftsmanship; also those small details that make your conservation area particularly attractive and distinctive.
- 2.27** This does not mean that all new buildings or extensions have to be exact replicas of past styles. The Council welcomes innovation and imagination in design - so long as the proposal is of high quality and is in character with and, ideally, enhances the conservation area. If you prefer to build in a locally typical 'traditional' style, then great care and skill is needed.
- 2.28** The IHCA **Conservation Area Statement** should give you some pointers. Volumes 1 and 2 of the Conservation Area Statement describe the history of the area and what makes it so special, as well as providing guidance on the features that justify the conservation area designation. This Management Proposals SPD, together with the **IHCA Design Guide**, provides more detailed design guidance for new development.

New development in conservation areas must respect the character of its surroundings. This need not mean direct imitation or 'pastiche', though.



Above: This row of houses has drawn upon the basic characteristics of its neighbour, an old mill building (right), but transformed them into an honest, modern interpretation. The new build does respect things like the mass, scale, palette of materials and colours and relationship to natural landscape features that typify buildings in the area.

Listed Buildings

- 2.29** There are many buildings and structures within the Study Area, which have been listed by the Secretary of State for Culture, Media and Sport as being buildings of Special Architectural or Historic Interest. The listed buildings in this Study Area are extremely varied in type, size and architectural status, reflecting the variety and richness of the area's historic interest ... listed buildings range from landmark mill buildings, to bridges, locks, cottages, milestones, warehouses, mansions, barns and farmhouses.
- 2.30** Once a building has been listed, **Listed Building Consent** is required for any works of demolition, alteration or extension which would affect its character. Any changes to these buildings should also be considered in relation to the effect they would have on the character and appearance of the Conservation Area.
- 2.31** The entire building is listed and controls apply to all works, both internal and external and whether or not a particular feature is specifically mentioned in the list description. Consent is also required where routine repairs would involve alterations and consent may be required for the painting or repainting of the exterior or interior of a listed building.
- 2.32** Additionally, the listing of a building confers protection on any object or structure within its **curtilage**, which forms part of the land and has done so since before 1st July 1948. Advice on determining whether or not a building or structure falls under curtilage listing is contained in PPG15 (the Government's planning policy guidance on Planning and the Historic Environment), paragraphs 3.30-36. As a loose rule of thumb, 'curtilage' is normally considered to be the land, buildings and structures which go with, and are subordinate to, the principal building and which would normally be conveyed as a single holding, or which may have an historical association. For example, the curtilage of a town house would normally include any later workshops or wash houses and the perimeter wall or fence of the garden. However, defining the actual extent of curtilage is often complex and is ultimately a matter for the courts. Proposals to alter curtilage features require prior Listed Building Consent.

Listed Buildings at Risk and emergency preservation powers

- 2.33** A survey of all the Listed Buildings in Stroud was carried out in early 1993. The purpose of this survey was to obtain the information necessary to analyse the condition of the Listed Buildings and to provide a register of those considered to be at risk. This is known as the **Buildings at Risk Register**, which is periodically updated and amended.
- 2.34** In order to prevent the deterioration of poorly maintained listed buildings, the Local Planning Authority has powers to serve an **Urgent Works Notice** under Section 54 of the Planning (Listed Buildings and Conservation areas) Act 1990. Urgent works notices are designed to secure emergency measures or immediate minimal repairs to arrest deterioration, and they can only be served on empty buildings or unoccupied parts of buildings. An Urgent works notice is a statement of the Local Authority's intent to carry out works itself if the owner does not, and to reclaim the costs from the owner.

- 2.35** In severe cases, the Local Authority is empowered under Section 48 of The Act to serve a **Repairs Notice** requiring the owners to carry out suitable repairs to the listed building, following which, if the notice is not complied with, it can compulsorily purchase the building from the owners. Much more extensive repairs can be specified than under an urgent works notice, but the notice cannot require works to put the building into a better condition than it was at the time of its listing. The Local Authority cannot carry out the work itself, unless by agreement with the owner (although if an Urgent works notice is served concurrently, emergency measures may of course be undertaken under Section 54, as set out above).

Spot listing and Building Preservation Notices (BPN)

- 2.36** The government's earlier systematic parish-by-parish surveys identified much that is of special interest for inclusion in the statutory lists, but new discoveries undoubtedly remain to be made. Buildings can be 'spot listed' by the Secretary of State for Culture, Media and Sport, acting on advice from **English Heritage**. English Heritage assesses the building and any material provided to support an application, and then makes a recommendation. The Minister has discretion to accept or reject English Heritage's recommendation. Anyone can request the Government to list any building, it is not a power limited to local authorities. But not all proposals are successful.
- 2.37** A request to list a building (known as a 'spot listing') should be sent to English Heritage and should
- summarise any research on the building
 - explain why the building is of listable quality
 - enclose all the necessary supplementary information about the building.
- 2.38** English Heritage has set out guidance on '**Principles of Selection for designating buildings**' (available to view online at www.english-heritage.org.uk). As the local authority, Stroud District Council would closely follow the guidance contained in this publication when applying for a spot listing. If you wish to apply yourself, it will greatly increase your chances of success if you can show how the building you seek to protect fits the selection criteria.
- 2.39** If a building has already been rejected for listing in the past few years, the case will only be reconsidered if 'new information' is provided. Since many applications for spot listing are made because of a particular threat to the building, it is important to spell out the nature of the threat and the timescale involved.
- 2.40** In cases where there is an imminent threat to a building or structure which the Council considers has a good chance of being considered listable by English Heritage, a **Building Preservation Notice (BPN)** may be served. This temporarily bestows protection, until listing is either confirmed or rejected by the Secretary of State.

- 2.41** The process of reviewing the IHCA has highlighted several gaps and inconsistencies in the existing statutory list, particularly in respect of canal-related structures. For example, while Ham Mill lock and bridge are both included in the list, Bourne Lock is not, even though it is adjacent to listed Bourne Bridge and is itself a particularly interesting lock (it marks the transition between the wide gauge Stroudwater Navigation and the narrower Thames & Severn canal – it was built to accommodate boats from both canals and hence has unique dimensions, unlike any other lock on either of the canals). Two other omissions are the circular overflow weirs at Ebley on the Stroudwater Navigation, which appear to be quite innovative structures, of architectural and technical note. In general canal-related structures are surprisingly under-represented in the statutory lists at present.

2.42

**SPD management proposal
IHCA-MP 1: Listing of canal-related structures in the
conservation area**

Stroud District Council will undertake, or provide support for, a thematic study of structures and buildings relating to the Cotswold Canals (the historic Stroudwater Navigation and Thames and Severn Canal), with a view to submitting a request to the Secretary of State for Culture, Media and Sport for a thematic spot-listing of all canal-related structures deemed to be of special architectural or historic interest.

Stroud District Council will also investigate with English Heritage and the Cotswold Canals Partnership the feasibility of establishing a “Heritage Partnership Agreement” (HPA) for selected listed structures on the canals, with a view to streamlining the process of their repair and maintenance. An HPA is an agreement between owners, managers, Councils and English Heritage, which replaces the need to make repeated applications for Listed Building Consent for a prescribed, pre-agreed range of works. HPAs aim to cut time-consuming consent administration and encourage strategic management of large sites.

Trees in conservation areas

- 2.43** Trees contribute significantly to the character and quality of the conservation area, from individual specimens in urban areas, to large swathes of woodland.
- 2.44** Any tree in a Conservation Area which has a trunk diameter of over 75mm, when measured at a point 1.5m above ground level, is protected.
- 2.45** Anybody wishing to carry out works to a tree in a Conservation Area is required to give 6 weeks written notice to the Council. The Council's standard application form can be used for this. The notice period is intended to give the Council time to consult locally, and to consider the impact of those works on the tree and the setting of the Conservation Area. No works may be carried out within that period.
- 2.46** If the Council has no objection to the proposed works, it will normally confirm this within the six week period. The works can then proceed. The Council cannot refuse works to trees in a Conservation Area. If the Council believes that the proposed works would be detrimental to the health of the tree, or the character and appearance of the Conservation Area, it will make a Tree Preservation Order to bring the tree under the general control of the TPO system, which does require formal applications for proposed works.
- 2.47** Some exemptions from the need to notify do exist, so it is always best to check with the Council's Tree and Landscape Officer, prior to arranging any works.
- 2.48** Broadly, it should be remembered that development will not be permitted² if it would damage or destroy trees protected by a Tree Preservation Order or in a Conservation Area unless either:
1. the removal of one or more trees would be in the interests of good arboricultural practice; or
 2. the benefits of the proposed development outweigh the amenity or landscape value of the protected trees.

Left:

In combination with some impressive dry stone walls, the trees lining this road create a tunnel-like effect on approach to the village and contribute enormously the character of this part of the Conservation Area.

Right:

Protected trees incorporated into the layout of a new development



² (Please see **Chapter 3** and **APPENDIX 2** in relation to **Local Plan Policy NE11**)

The protection of unlisted buildings

2.49 Although there are a large number of listed buildings in the Conservation Area, the majority of buildings and structures are unlisted. Conservation areas aim to protect more than simply the outstanding architectural and historic specimens – that is the role of listing and scheduling. Conservation areas are much more concerned with the distinctiveness of the place, the relationship between individual buildings and between buildings and spaces, and how all these factors reveal the history of the area. Unlisted buildings and structures play a crucial role – whether simply acting as a backdrop, context and foil to grander, more architecturally outstanding buildings or landmarks, or indeed providing examples of local distinctiveness, historic interest or landmark focal points in their own right.

Conservation area controls: Demolitions

2.50 Works for the demolition of an unlisted building that has a volume of over 115 cubic metres needs **Conservation Area Consent (CAC)**. Demolition is defined as the total or substantial destruction of the building concerned. Many works which involve the destruction of only part of the building will not be classed as demolition and will not require consent³.

2.51 The total or substantial demolition of any wall or other means of enclosure which is more than one metre high where fronting a highway, and is more than two metres high in any other situation, will require Conservation Area Consent.

2.52 In accordance with **PPG15 (Planning and the Historic Environment)** (the Government's planning policy document on the historic environment), the general presumption will be in favour of retaining buildings which make a positive contribution to the character or appearance of the conservation area. Applications involving the demolition of an unlisted building or structure within the Conservation Area will only be permitted⁴ if either:

- The structure to be demolished makes no positive contribution to the character or appearance of the area; **or**
- The condition of the building or structure is such that the cost of repairing and maintaining it outweighs its importance and the value derived from its continued use.
- Additionally, CAC for demolition of buildings which do comply with one or both of these criteria will only be granted if there are acceptable detailed proposals for the re-use of the site – including any replacement building or other structure that retains or makes a greater contribution to the character or appearance of the area than the building or structure to be demolished.

2.53 It will rarely be possible for the Planning authority to properly assess the merits of a building or structure for which demolition is proposed as part of a redevelopment scheme, without having all the information normally required in support of a CAC application. Hence, it is good practice to ensure that Planning applications for development, which may involve demolition of protected structures, are always submitted to the Planning authority in tandem with all necessary CAC applications.

³ The exact threshold of what constitutes "substantial demolition" may be subject to review in the future as part of the government's Heritage Protection Reform, so it is best to check with the Planning Department if you are unsure of the current situation.

⁴ Please see **APPENDIX 2** in relation to **Local Plan Policy BE4**, and refer to PPG15, paragraph 4.27, paragraph 3.19(i) and (iii).

2.54 Moreover, as PPG15 sets out, it will often be appropriate to impose on the grant of CAC a condition that demolition shall not take place until a contract for the carrying out of works of redevelopment has been made and planning permission for those works has been granted. In the past, structures have been lost unnecessarily or ugly gaps have appeared in conservation areas, as a result of demolition occurring far in advance of redevelopment (PPG15 paragraph 4.29).

2.55 Every proposal for demolition in a conservation area must be well supported by information which puts the case for demolition. Where the building in question makes a positive contribution to the character or appearance of the conservation area, in all but the simplest of cases, the Planning Authority will normally expect the demolition to be justified in the following terms, as set out in detail at paragraph 3.19, PPG15:

- the condition of the building, the cost of repairing and maintaining it in relation to its importance and to the value derived from continued use;
- the adequacy of efforts made to retain the building in use, including evidence that the building has been offered on the open market at a realistic price;
- the merits of alternative proposals for the site.

2.56

SPD management proposal IHCA-MP 2: Conservation Area Consent for demolition

- Stroud District Council will expect related Planning and Conservation Area Consent applications to be submitted in tandem, as set out in the Council's **Validation of Planning Applications (Supplementary Planning Advice)** booklet (paragraphs 2.12-3).
- In such instances where, for whatever reason, the Planning Authority has been unable to consider and determine a CAC application for demolition in tandem with a related planning application for the site, the granting of planning permission **shall not** pre-determine the outcome of a subsequent CAC application.
- Stroud District Council will, where appropriate, impose a Condition on a CAC permission, requiring that no works of demolition covered by the CAC shall take place until a contract for the carrying out of works of redevelopment has been made and planning permission for those works has been granted (in accordance with Section 17(3) and 74(3) of the 1990 Planning Listed Buildings and Conservation Areas Act).
- Applicants for CAC should refer to SPD Guideline IHCA-G2, contained in Chapter 4, to ensure that all proposals to demolish unlisted buildings in the conservation area will be properly justified, in accordance with paragraphs 4.27 and 3.16-19 of **PPG15, Planning and the Historic Environment**.

Permitted development

- 2.57** The **Town and Country Planning General Permitted Development Order (GDO 1995)** and the subsequent **GPDO (Amendment) Order 2008** and **GPDO (Amendment) (No.2) Order 2008** require planning applications for certain types of development in conservation areas which are elsewhere classified as ‘permitted development’ (see also paragraph **2.14**).
- 2.58** These include various types of cladding; the insertion of dormer windows into roof slopes; the erection of satellite dishes on walls, roofs or chimneys fronting a highway; and the installation of radio masts, antennae or radio equipment housing with a volume in excess of two cubic metres (unless the development is carried out in an emergency). The size of the house and industrial extensions that may be carried out without specific planning permission is also more restricted.
- 2.59** In a conservation area, as paragraph **2.14** explains, householders require planning permission for certain types of extensions, which elsewhere would be considered permitted development. The rules are complicated, but the Council’s guidance booklet on Householder Permitted Development Rights should help you, as should the interactive ‘Householders Guide’ on the government’s online Planning Portal (www.planningportal.gov.uk)
- 2.60** Offices, shops and buildings divided into flats do not have the ‘**Permitted Development Rights**’ of houses; hence planning permission may be required to carry out even minor alterations and works, including the replacement of windows. There are also strict controls over advertisements.
- 2.61** The rules about permitted development for industrial and warehouse buildings are complex and, as with private dwellinghouses, you should always check with the planning department if you are unsure about alterations you wish to carry out.

Even minor changes to a building can have profound effects on its character or appearance. Often, such changes can be carried out without the need for planning permission, through ‘permitted development rights’.



Before:

The right hand cottage in this pair has lost its original sash windows, been given a lurid paint job, and a bulky unattractive porch. The prominently sited satellite dish, boxy concrete panelled garage and obtrusive fencing also detract. Its neighbour retains all its period features, and is complemented by its beautiful cottage garden.



After:

Just as it is easy to erode a building’s architectural integrity and appearance, it is often easy to reverse the process and positively enhance a damaged building. Sensitive alterations have reinstated its charm – and added value! It is likely that its neighbour will benefit from the improved double-impact of this pretty pair as well.

Article 4(2) Direction

- 2.62** Although the Permitted Development Rights of houses are restricted within a Conservation Area, as outlined above, the additional controls brought about by designation of the Conservation Area cannot sufficiently prevent many changes to these buildings. If unchecked, a successive number of such changes could damage the character of the Conservation Area.
- 2.63** For this reason, the Local Authority proposes to establish an **Article 4 (2) Direction**. Article 4 Directions allow the Local Planning Authority to apply controls to works of alteration to dwellinghouses, which were previously allowed through Permitted Development Rights. As a consequence of an Article 4 Direction, certain works to certain specified properties require an application for Planning Permission.
- 2.64** In the case of an Article 4 (2) direction, the controls only apply in circumstances **where the proposed works are on elevations or locations within the house's curtilage which front a highway, waterway or public open space.**

SPD management proposal IHCA-MP 3: Proposed Article 4(2) Direction

In response to issues and pressures identified through the conservation area review, Stroud District Council will seek to establish an Article 4(2) Direction. The Direction would limit permitted development rights in relation to specific classes of development, which have been found to be causing individual or cumulative harm to the character or appearance of the conservation area.

In advance of making the Direction, the Council will carry out public consultation, including the notification of every affected address on a draft list of properties which it considers should be included in the proposal.

- 2.65** The Article 4(2) Direction would apply to unlisted buildings that are dwellinghouses. As such, these buildings currently have greater permitted development rights than other buildings in the Conservation Area.
- 2.66** Specific buildings will be selected for inclusion in the Direction for a variety of reasons, including:
- Conspicuous siting in the conservation area
 - Architectural quality and survival of original features, such as windows, doors and roof covering
 - Visual contribution to the setting of nearby listed buildings and/or contribution to a good quality, largely intact group
- 2.67** Works which would require Planning Permission as a result of the removal of certain Permitted Development Rights by the Article 4(2) Direction are outlined in **Table 1:**

Table 1: Classes of development, to which the proposed Article 4(2) Direction shall apply

Development within the curtilage of a dwellinghouse:	
Class A	The enlargement, improvement or other alteration of a dwellinghouse
Class C	Any other ⁵ alteration to the roof of a dwelling house
Class D	The erection or construction of a porch outside any external door of a dwellinghouse
Class H	The installation, alteration or replacement of a satellite antenna on a dwellinghouse or within the curtilage of a dwellinghouse
<i>[the above being development comprised within Part 1, Classes A, C, D and H, referred to in Schedule 2 of the Town and Country Planning (General Permitted Development) Order 1995, and amended as a result of the Town and Country Planning (General Permitted Development) (Amendment) Order 2008 or the Town and Country Planning (General Permitted Development) (Amendment 2) Order 2008, and not being development comprised within any other part]</i>	
Minor Operations:	
Class A	The erection, construction, maintenance, improvement or alteration of a gate, fence, wall or other means of enclosure
Class C	The painting of the exterior of any building or work
<i>[the above being development comprised within Part 2, Classes A and C, referred to in Schedule 2 to the said Order (1995), and not being development comprised within any other part]</i>	
Installation of domestic micro-generation equipment:	
Class A	The installation, alteration or replacement or solar PV or solar thermal equipment on – a) a dwellinghouse; or b) a building situated within the curtilage of a dwellinghouse
Class E	The installation, alteration or replacement or a flue, forming part of a biomass heating system, on a dwellinghouse
Class F	The installation, alteration or replacement of a flue, forming part of a combined heat and power system on a dwellinghouse
<i>[the above being development comprised within Part 40, Classes A, E, and F referred to in Schedule 2 of the said Order (1995), as a result of the Town and Country Planning (General Permitted Development) (Amendment) Order 2008, and not being development comprised within any other part]⁶</i>	

2.68 If your home were covered by an Article 4(2) direction, you would therefore need to apply for planning permission for the following types of work, where the proposed works would be on elevations which front a highway, waterway or public open space:

- Replacement windows and external doors

⁵ The reference to “other” alterations means alterations that are *not* covered under preceding Class B: ‘enlargement of a dwellinghouse consisting of an addition or alteration to its roof’. Class C works would include, for example, changing the roof tiles or inserting rooflights (i.e. works that would not result in *enlargement* of the dwellinghouse). Works that fall within Class B (e.g. the installation of dormers) already require planning permission if the dwellinghouse is located in a conservation area. Hence there is no need to apply an Article 4(2) Direction to cover Class B works.

⁶ Part 40 states that development under classes A, E and F are not Permitted within a conservation area on principal or side elevations, where visible from a highway. However, due to the importance of the Stroudwater Navigation and the Thames & Severn Canal in terms of public vantage points and perception of the conservation area(s), the Council considers that installation of domestic microgeneration equipment on elevations or roof slopes that front the canals (i.e. a waterway) should also be subject to control, hence the proposed inclusion of these classes in an Article 4(2) Direction.

- The creation of new/enlarged openings for windows or doors
- Installation of solar panels on the roof
- Replacement of the roof covering with a material that is different to what exists (e.g. concrete tiles instead of slate... or even stone slates instead of corrugated iron)
- The insertion of rooflights into a roof
- Any extension or minor demolition
- Removal or alteration of a chimney; construction of a new chimney
- The demolition or alteration of any part of a boundary (walls, gates, fences, gateposts etc)
- The erection of new boundary features (walls, gates, fences, railings etc)
- Installation of a satellite dish
- Painting the walls of a building if not already painted – or painting a building in a colour that is materially (significantly) different to the colour it is at present

2.69 The idea of an Article 4(2) direction is not to prevent change altogether: it does not mean that every home covered by the direction is automatically prohibited from carrying out any of these works. But what the direction does do is allow the planning authority to assess whether a particular proposal would be likely to cause harm to the character or appearance of the conservation area. In many instances, if a proposal is not acceptable at first, an acceptable alternative may be negotiated.

2.70 There is no planning fee for the householder when making a planning application that is specifically required as a result of the Article 4(2) Direction – although of course the usual planning application fees will apply to the property for all other types of planning application.

Unoccupied buildings

2.71 Buildings in a desperate state of repair, particularly those that are important to the character or appearance of a conservation area, may become a cause for concern, either because their condition places them at risk, or they become a danger to public safety.

2.72 In such cases, the Local Authority and members of the public may approach the Secretary of State for Culture, Media and Sport. If it appears to the Secretary of State that the preservation of an unoccupied building in a Conservation Area is important for maintaining the character or appearance of that Area, and if its condition is a cause of concern, powers to serve an **Urgent works notice** may be exercised under Section 76 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

2.73 A notice can be served on the owner, to direct that urgent works be undertaken to prevent further deterioration of the building. The works are restricted to emergency repairs, keeping the building wind- and weatherproof and safe from collapse. However, if the owner fails to comply, the District Council itself may carry out the work and recover the costs from the owner.

Section 215 “Tidy up” Notice

2.74 A Local Authority may also use its general planning powers to serve a Notice under section 215 of the Town and Country Planning Act 1990 on the owner (or occupier) of any land or building whose condition is adversely affecting the amenity of the area, particularly a conservation area. Such a notice requires the person responsible to clean up the site or building, or the Local Authority can carry out the work itself and reclaim the cost from the owner.

Breaches of Planning control and enforcement

- 2.75** If work is carried out to a listed building without consent, or if Conservation Area Consent or Planning Permission is breached, the Local Planning Authority can issue a listed building or planning Enforcement Notice.
- 2.76** It is a criminal offence to execute, or cause to be executed, without first obtaining Listed Building Consent, any works for the demolition of a listed building, or any works of alteration or extension which would affect its special interest. This includes theft of architectural fixtures, for example chimney pieces, wall panelling, plastered ceilings, doors, etc. It is also an offence to fail to comply with the terms of any condition attached to a Consent.
- 2.77** Similarly, it is a criminal offence to carry out demolition or works which would require Conservation Area Consent, without having obtained this. **Breaches of listed building control or Conservation Area Consent are therefore liable to prosecution, as well as enforcement action.**
- 2.78** The 1993 Buildings at Risk survey (see [2.33](#), above) provides a photographic record against which unauthorised alterations can be compared. The protected elevations of those buildings subject to Article 4(2) control (see [paragraph 2.62](#), above), shall also be photographed for these purposes

Conservation area boundary review

- 2.79** The Character Appraisal, which has been carried out for the whole Study Area as part of the Industrial Heritage Conservation Area review (see **1.19**, above), has revealed that the conservation area boundaries would benefit from some considerable changes.
- 2.80** Under section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990, Local Planning Authorities have a duty to review their areas from time to time, to consider whether existing conservation area designations are still warranted, and whether any new areas of designation should be made.
- 2.81** Areas designated many years ago should be reappraised to see if they are still of special interest. If the original interest has been so eroded by subsequent changes (either cumulative or dramatic) or by inappropriate development that the area is no longer special, boundary revisions or even cancellation of designation may be considered.
- 2.82** The general appropriateness of current boundaries should also be assessed as part of the review process. Many early conservation areas were drawn too tightly – omitting, for example, the full extent of a building’s plot/garden, which may be an element of its special interest, or omitting phases of development/settlement expansion which were not well appreciated at the time (this often the case with Victorian/Edwardian areas), but which may now be understood to contribute to the full picture of a conservation area’s special interest. If this is the case, extension of the existing conservation area boundary should be considered.

2.83

SPD management proposal IHCA-MP 4: Conservation area boundary changes

Stroud District Council proposes to redefine the conservation area boundaries of the IHCA and ten associated or adjoining conservation areas (see **1.20**, above), to incorporate the modifications set out in VOLUME 1 of the Conservation Area Statement (shown in VOLUME 1 **fold-out maps 3a-3d**, and in more detail on the individual **Boundary Changes sheets**).

Chapter 3 Policy

Policy framework and statutory background

- 3.1** This chapter sets out the policy framework that applies to the eight conservation areas. It contains policy and design guidance which, together with the IHCA Design Guide, are intended to steer the interpretation and application of broader local and national planning policy.
- 3.2** As established in Chapter 1 (**Objective 1**, paragraph **1.50**), the Conservation Area Statement as a whole is concerned with ensuring that broad, strategic development plan policies and relevant national planning policies are implemented in such a way that ensures the preservation or enhancement of the particular character and qualities of “special interest” that have been identified for the IHCA during the conservation area review.
- 3.3** Consequently, this **IHCA Management Proposals Supplementary Planning Document (SPD)** contains policy and design guidance, which interprets the general requirements of both local and national policy, and applies them to the specific context of the Industrial Heritage Conservation Area.

Informative

Policy framework and statutory background:

As with all conservation areas in Stroud District, all proposals for development within or (in cases where the setting would be affected) adjacent to the conservation area will be assessed against the current Development Plan policies for the District.

The ‘Development Plan’ for Stroud District currently comprises:

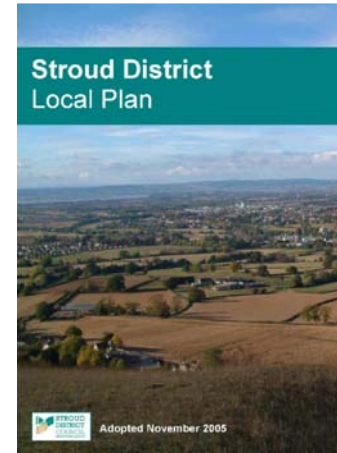
- **The Regional Spatial Strategy (RPG10)** for the South West
- **The Gloucestershire Structure Plan (GSP)** (Second Review, 1999)
- The adopted **Stroud District Local Plan** (November 2005). Selective policies from the Local Plan can be ‘saved’ until superseded by documents in the Local Development Framework.

This Development Plan will be superseded in coming years by:

- The emerging **Stroud District Local Development Framework (LDF)**
- The **Regional Spatial Strategy (RSS)** for the South West

Building conservation legislation comes out of the **Planning (Listed Buildings and Conservation Areas) Act, 1990**. National planning policy guidance on conservation areas sits within **PPG15, Planning and the Historic Environment** (1994).

- 3.4** The SPD sits within the **Local Development Framework (LDF)** and provides a further tier of Planning policy and guidance for the Industrial Heritage Conservation Area and each of the seven associated conservation areas, which is additional to the general planning policy controls that apply to other conservation areas in Stroud District.
- 3.5** Until replaced by relevant documents in the emerging LDF, the District's current policies on conservation of the historic built environment are 'saved' from the **Local Plan**, which was adopted in November 2005. These are set out over the following pages.



Saved Local Plan policies

- 3.6** As part of the transition from the old Local Plan system to the new Local Development Frameworks, the **Planning and Compulsory Purchase Act (2004)** requires that local authorities should 'save' their sound, robust and currently relevant Local Plan policies, and delete any which are outdated, or which either fundamentally repeat national planning policy or are at odds with it.
- 3.7** The drafting of this Supplementary Planning Document has coincided with Stroud District Council's transition between Local Plan policies and new Development Plan Documents in the emerging LDF.
- 3.8** Throughout the process of drafting both the Management Proposals SPD and the supporting Design Guide, regard has been had to a suite of Local Plan policies – the guidance contained within these documents is intended to facilitate the interpretation and application of these particular Council policies. As the District's Local Development Framework progresses, these saved local plan policies will be superseded by policies contained in Development Plan Documents (DPDs), to which this document will then become supplementary.
- 3.9** The IHCA Management Proposals SPD and supporting IHCA Design Guide act principally as amplification of saved Local Plan policies **BE5, BE6, BE7, BE8, BE9, BE10, BE11, BE12** and **NE11**. These policies relate to new development and changes of use in conservation areas or affecting the setting of a conservation area or listed building, and to alterations and extensions to listed buildings or unlisted buildings in conservation areas. These are set out in full at **3.10**.
- **BE5** New development in, or affecting the setting of, a conservation area
 - **BE6** Alterations and extensions to a building in a conservation area
 - **BE7** Changes of use within a conservation area
 - **BE8** Demolition of a listed building
 - **BE9** Partial demolition of a listed building or demolition of a curtilage listed structure
 - **BE10** Extension or alteration of a listed building
 - **BE11** Change of use of a listed building
 - **BE12** Development affecting the setting of a listed building
 - **NE11** Trees and woodland

3.10 The policy and design guidance contained in both the IHCA Management Proposals SPD and the IHCA Design Guide acts principally as amplification of the following saved Local Plan policies. A series of **42 Policy and Design Guidelines** are set out at **paragraph 3.46**, and the table below indicates which of these may be most useful when interpreting and applying particular policies (please also see the table in **APPENDIX 2**):

Saved Local Plan policy	Policy and design guidelines
<p>BE5 New development in, or affecting the setting of, a conservation area</p> <p>Development within, or affecting the setting of a Conservation Area, will only be permitted if all the following criteria are met:</p> <ol style="list-style-type: none"> 1. the siting of the development respects existing open spaces, patterns of building layout, trees, and boundary treatment and does not harm any positive contribution made to the character or appearance of the Conservation Area by any of these; 2. the scale, design, proportions, detailing and materials used in the proposed development are sympathetic to the characteristic form in the area, and compatible with adjacent buildings and spaces; 3. it does not cause the loss of features of historic or characteristic value; and 4. important views within, into and out of the area are protected. 	<p>1, 2, 3, 4, 5, 6, 7, 9, 10, 11, 12, 14, 15, 16, 17, 18, 19, 21, 22, 23, 24, 26, 28, 29, 30, 31, 35, 36, 37, 38, 39, 40, 41, 42</p>
<p>BE6 Alterations and extensions to a building in a conservation area</p> <p>Proposals to alter or extend an unlisted building in a Conservation Area will only be permitted if the proposal is sympathetic in design, scale, materials, detailing, colour and landscaping to the rest of the building and to the Conservation Area.</p>	<p>1, 2, 3, 4, 13, 14, 19, 21, 23, 24, 25, 27, 28, 29, 30, 31, 32, 33, 34, 36</p>
<p>BE7 Changes of use within a conservation area</p> <p>A change of use of a building in a Conservation Area will be permitted if both the following criteria are met:</p> <ol style="list-style-type: none"> 1. the new use will not require any changes in the appearance or setting of the building, other than those which will preserve or enhance its contribution to the character or appearance of the area; <p>And</p> <ol style="list-style-type: none"> 2. any traffic generation, vehicle parking or noise can be catered for in a way that preserves or enhances the character or appearance of the area. 	<p>2, 3, 5, 6, 7, 8, 9, 11, 13, 15, 16, 17, 18, 19, 21, 23, 24, 27, 28, 29, 30, 31, 32, 35, 36, 37, 39, 40</p>

<p>BE8</p>	<p>Demolition of a listed building</p> <p>Development involving the total demolition of a listed building will not be permitted unless there are very exceptional circumstances where all the following criteria are met:</p> <ol style="list-style-type: none"> 1. the listed building concerned is a Grade II Listed Building; 2. the condition of the building is such that the cost of repairing and maintaining the building outweigh its importance, and the value derived from its continued use; 3. there is no other viable use for the building; and the demolition of the building will not cause harm to the setting of any other listed building, the character of a Conservation Area, or the character of a street scene 	<p>35</p>
<p>BE9</p>	<p>Partial demolition of a listed building or demolition of a curtilage listed structure</p> <p>Development involving the partial demolition of a listed building, or the demolition of a curtilage listed building, will only be permitted where the demolition will achieve the preservation of the listed building and its setting.</p>	<p>19, 27, 35, 37</p>
<p>BE10</p>	<p>Extension or alteration of a listed building</p> <p>Development involving proposals to extend or alter a listed building, or any feature of special architectural or historic interest that contributes to the reasons for its listing, will not be permitted unless it would preserve the building, its setting, and any features of special architectural or historic interest the building possesses.</p>	<p>1, 2, 3, 4, 5, 13, 19, 21, 23, 24, 27, 28, 29, 30, 31, 32, 33, 37, 38</p>
<p>BE11</p>	<p>Change of use of a listed building</p> <p>A change of use of all or part of a listed building will be permitted if it would preserve the building, its setting, and any features of special architectural or historic interest the building possesses.</p>	<p>2, 3, 9, 13, 15, 16, 17, 18, 19, 21, 23, 24, 27, 28, 29, 30, 35</p>
<p>BE12</p>	<p>Development affecting the setting of a listed building</p> <p>A proposal for development that affects the setting of a listed building will only be permitted where it preserves the setting of the affected listed building.</p>	<p>1, 2, 3, 4, 5, 6, 7, 9, 10, 11, 12, 14, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 26, 28, 29, 30, 35, 36, 38, 39, 40, 41, 42</p>
<p>NE11</p>	<p>Trees and woodland</p> <p>Development will not be permitted if it would damage or destroy trees protected by a Tree Preservation Order, or identified as Ancient Woodland, or in a Conservation Area unless either:</p> <ol style="list-style-type: none"> 1. the removal of one or more trees would be in the interests of good arboricultural practice; or 2. the benefits of the proposed development outweighs the amenity or landscape value of the protected trees. 	<p>5, 6, 7, 18</p>

3.11 The drafting of the IHCA Management Proposals SPD and the IHCA Design Guide has also had regard to several other Local Plan policies – **BE14, BE16, BE17, NE6, NE8, NE10, NE12** and **HN8** (please refer to **APPENDIX 2** for the full wording of these policies). These policies make a direct link to heritage conservation, or to character and appearance. Reference to the policy and design guidance contained in this SPD and the supporting Design Guide may also be helpful when considering development proposals against these saved policies. **APPENDIX 2** indicates which of the **42 Policy and Design Guidelines** that are set out at **paragraph 3.46** may be most useful when interpreting and applying particular saved Local Plan policies.

- **BE14** Development affecting archaeological sites of local importance
- **BE16** Buildings in the countryside: conversion to non-residential uses
- **BE17** Buildings in the countryside: conversion to residential use
- **NE6** Landscape features
- **NE8** The Cotswold Area of Outstanding Natural Beauty (AONB)
- **NE10** Landscape Character
- **NE12** Hedgerows
- **HN8** Residential development within Urban areas and Main Settlements

3.12 However, the IHCA Management Proposals SPD and the IHCA Design Guide have also had regard to a small number of Local Plan policies which will not be ‘saved’ during the transition to the LDF. This is principally because these Local Plan policies tend to repeat national or regional policy (RSS, PPSs or PPGs), without adding particular local criteria or local detail. Hence, reference should instead be made to the higher level regional or national planning policy.

The policies in question are:

- **BE1** Urban design requirements for new development
- **BE2** Urban design criteria
- **BE3** Design of Buildings
- **BE4** Demolition of unlisted buildings in a conservation area
- **BE13** Development affecting nationally important archaeological remains
- **BE19** Display of advertisements
- **BE21** Renewable energy (harnessing of)
- **NE13** Inclusion of high quality landscaping within new development

3.13 Please refer to **APPENDIX 2** for the full policy wording of each of these. The table in Appendix 2 also sets out which of the 42 points of policy and design guidance (paragraph **3.46**) have had regard to each of these Local Plan policies.

3.14 Although some Local Plan policies will not be ‘saved’ for transition to the LDF, the supporting text contained in the adopted Local Plan for each ‘deleted’ policy will, until further notice, remain reference material, indicating Stroud District Council’s current approach to the interpretation and application of Planning policy, including higher level regional and national Planning policy and policy guidance (PPGs, PPSs – particularly PPG15, PPG16, PPS1 and its companion guide *By Design* – and the RSS for the South West).

Issues, pressures and Policy and Design Priorities

- 3.15** Local authorities are required to pay special attention to the desirability of preserving or enhancing the character or appearance of a conservation area when exercising any of their planning functions⁷ (not just those that relate directly to the historic environment) – including the formulation, interpretation and application of planning policy and the consideration of development proposals.
- 3.16** In order to formulate effective conservation policy guidance, which will preserve and/or enhance the prevailing character of the IHCA and the other Conservation Areas in this review, it is important to assess the sorts of pressures to which they are subject. Many of the common trends in development or use in these conservation areas can have negative implications for the retention of important aspects of character and architectural integrity.
- 3.17** In **VOLUME 1** of the IHCA Conservation Area Statement (the ‘Summary and Character Overview’ volume), the findings of the conservation area review have been summarised, including the most pressing issues that have been identified as affecting the character or appearance of the Study Area. These 32 ‘Issues and Pressures’ are also set out in **APPENDIX 3** of this SPD (alongside related points of Policy and Design Guidance, PDG1 – PDG42 – see paragraphs **3.40-3.46**)
- 3.18** Some of these issues and pressures arise specifically out of the Cotswold Canals restoration project. Additionally, because of the intensity and amount of works involved in the project, many of the more general issues facing the study area will be experienced to a heightened degree in the canal environs.

Dealing with the key issues that are affecting the character and appearance of the conservation area(s)

- 3.19** Five ‘over arching’ Key Issues have been identified as being of particular concern, placing great pressure on the character and appearance of the Industrial Heritage Study Area. The broad themes of each of these Key Issues are manifested in many ways, and are reflected to varying degrees in many of the issues and pressures that are identified in the conservation area statement (Volume 1), and set out in **APPENDIX 3**.
- 3.20** These key issues must be borne in mind when the impact of development proposals within or affecting the setting of the IHCA are being considered. They have been developed into priority actions for the interpretation and application of policy and design guidance in the IHCA and associated conservation areas. These five ‘**Policy and Design Priorities**’ for the conservation area form the basis of the practical advice contained within the supporting **IHCA Design Guide** and the Policy and Design Guidance points (**PDG1 – PDG42**) set out at paragraphs **3.40-3.46**.

⁷ Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990

Key issue 1

The loss of legibility of historic settlement patterns, particularly the erosion of visual distinction and physical separation between settlement groups and mill complexes.

- 3.21** Along the length of the conservation area, the occurrence of undeveloped green space, ranging from strips of woodland to open rural land, is very important to its character. These act as physical and visual buffers between historically isolated mill groups, industrial sites and domestic settlements, allowing an appreciation of the historic distinction and physical separation between these sites. Furthermore, the rural land illustrates the nature of the historic economy of the Stroud valleys, with industry and agriculture existing side by side, forming a distinctive pattern of settlement, usually centred on crossing points over the watercourses and growing up around hubs of industry and transport infrastructure. The 'gaps' are often as important to the interpretation of the historic environment as the built form, but are very vulnerable to erosion, particularly in close proximity to existing urban areas, where the spaces are perhaps all the more precious.
- 3.22** The loss or visual obstruction of important open spaces, key views or landmarks has a profound effect on character and local distinctiveness, eroding the sense of 'punctuation' between settlement groups. Linear development (whether along the roads or canals) threatens to homogenise and amalgamate the built environment of the IHCA 'corridor'. The canal and towpath provides a unique perspective on Stroud's industrial environment. The creation of access/service roads adjacent to the canal also poses a potential threat to the character or of the historic environment and the area's legibility and sense of place. Poor design in terms of ground surfacing, landscaping, scale and signage often means that the relationship and hierarchy between new and existing routes/links is unclear and there is a growing sense of suburbanisation and homogenisation.

3.23

Priority 1

The desirability of preserving or enhancing the legibility of historic settlement patterns, and minimising the erosion of visual distinction and physical separation between settlement groups / mill complexes, should be borne in mind when interpreting and applying policy or design guidance.

Key Issue 2

The impact of changes in industrial land usage, including the domestication and gentrification of the industrial environment, and the appearance and character of historic industrial buildings.

- 3.24** The modern viability of historic industrial buildings is a key issue in the IHCA. Many historic mill buildings are not well suited to conventional industrial and manufacturing uses today. In particular, minor and ancillary buildings are vulnerable because they are often undesirable when the use of a site changes, and may prove difficult (though rarely impossible) to adapt. Instead, finding appropriate new uses for the existing building stock, and designing-in adaptability right from the start, is a highly sustainable approach.
- 3.25** The default position of many landowners and developers is to approach ‘redundant’ industrial sites as potential residential development opportunities. Residential re-development presents particular threats to the preservation or enhancement of the industrial character of the IHCA. As well as minor buildings, seemingly insignificant details (such as traditional metal-framed industrial windows or redundant industrial gear) are often viewed as sacrificial. Even where major landmark buildings are preserved, the loss of surrounding minor ancillary buildings can strip the principal building of its context and transform the character of a site – as can the subdivision of spaces and the erection of fences and walls to create private amenity areas or parking places. Meanwhile, small matters of ground surfacing, the introduction of planters and ‘alien’ soft landscaping can have a suburbanising effect; and the industrial character may be further eroded as years go by, simply by the (very natural and understandable) colonisation of a place by residents: hanging baskets might appear outside doors, as well as curtains at the windows and washing hung out to dry.

3.26

Priority 2

The desirability of minimising the visual impact of changes in industrial land usage, including the domestication and gentrification of the industrial environment, and the appearance and character of historic industrial buildings, should be borne in mind when interpreting and applying policy or design guidance.

Key issue 3

The creation of 'active edges' and development which has a strong positive frontage to the canals, where historically the canalsides are characterised by the backs of buildings, blank walls or undeveloped space.

3.27 For good reasons, it would be desirable in commercial and urban-design terms to increase levels of active frontage along the canals. However, large stretches of canal-fronting new-build on the Stroudwater Navigation or the Thames & Severn Canal (known collectively as the Cotswold Canals) would be highly damaging to the character and appearance of the IHCA – and the effects of this are, sadly, already beginning to manifest themselves. This issue is closely linked to issue 4, below.

3.28 The vast majority of existing canalside built form consists of industrial sites and historic mill sites. Historically, whilst this type of built form provides canalside enclosure (buildings often sit immediately on the back of the towpath, with no set-back), it has not positively fronted onto the water: it tends to turn its back on the canal, or else is screened behind long tow-path boundary walls, which form a distinctive component of the canal's character. Historic canal-fronting buildings are limited in number and type, including the few canal-related warehouses and some odd, sporadic dwellings (usually also canal-related). Moreover, historic canalside built form tends to be sited on the tow-path side of the canal and, very often, is balanced by open or undeveloped space on the off-side. There is a delicate balance, ensuring that the fundamentally rural character of the Cotswold Canals is evident, even when passing adjacent to intensely developed and urban areas.

3.29

Priority 3

The following should be borne in mind when interpreting and applying policy and design guidance:

The desirability of ensuring that the characteristic prevalence of blank walls or undeveloped space along the canalsides, and the historic tradition for buildings to turn their backs on the canals, is not undermined by the disproportionate proliferation of development that has a strong positive frontage to the canals and the creation of conspicuous 'active edges'.

Key issue 4

The uncharacteristic development of the canalsides and valley bottom, particularly the loss of open space and the proliferation of medium-large scale housing developments.

3.30 Closely linked to Key Issue 1 and Key Issue 3 (and to some extent 2), number 4 concerns the impact that medium- and large-scale housing development is already having on the character of the IHCA, and particularly the canals corridor. In places along the corridor, a series of individual adjacent developments has become amalgamated, giving the impression of intensive, dense, linear housing along the canalside, and merging distinct settlements together. In particular, double-sided development (with rows of houses on both sides, looking at each other), risks the creation of a ‘canyon’ effect, increasing levels of enclosure along these canals and losing the sense of openness that characterises views along so much of the channel. In itself, the construction of large numbers of dwellings in the very valley bottoms is uncharacteristic. But this tends to be exacerbated by the types of architectural treatment chosen (which too often pay only lip-service, at best, to traditional local building vernaculars) associated hard landscaping (including ‘wharf-style’ access roads and parking), loss of trees and loss of open space. Development sites on the valley floors very often tend to consist of long, narrow slivers of land, which can present particular problems in layout terms: provision of vehicular access and parking for individual houses can dictate an uncharacteristically road-dominated layout, with properties strung out along it, exacerbating the impression of linear infill development in the valley bottoms (refer to Key Issue 1 and to Issue/Pressure 1). These factors represent a harmful erosion of the IHCA’s character and threaten the subtle degradation of amenity value and environmental quality, particularly (though by no means exclusively) along the canal corridor.

3.31 There is no historic tradition for large swathes of canalside housing in Stroud District at all – historically, as the IHCA Character Appraisal explains (see VOLUME 1 especially paragraphs 3.45, 3.83-3.86 and 3.97), the canals are places of industry and agriculture. This settlement pattern – or rather, lack of it – is one of the most misunderstood characteristics of the conservation area, and it translates as one of the most serious threats to the character and local distinctiveness of the IHCA. The few historic dwellings that do exist tend to be canal-related and often sited in remote, isolated spots, often alone and rarely grouped with more than five or six other buildings. They are visually typical of the local vernacular and often sit side-on to the canal, looking along it.

3.32

Priority 4

The desirability of ensuring that any development of the canalsides and valley bottoms reflects characteristic patterns, minimising the loss of open space and the proliferation and visual impact of large and/or visually conspicuous housing developments, should be borne in mind when interpreting and applying policy or design guidance.

Key issue 5

Loss of local distinctiveness, whether through the alteration of existing details and the loss of characteristic historic buildings/structures, or through the proliferation of new build which fails to observe local characteristics and hence has a 'watering down' effect on the distinctiveness of the IHCA's built environment.

- 3.33 In many ways, Key Issue 5 is an overarching statement of the need to protect those things that make the IHCA distinctive and give it its own sense of place. In various ways, each of the preceding Key Issues highlight aspects of the gradual erosion of this specialness and particular character, which must be guarded against. In particular, local distinctiveness is one of the Cotswold Canals greatest assets; equal care and attention must be given to the development of the canals' environs as it is to the restoration of the waterway and its structures – the Cotswold Canals must not become an “anywhere canal”, surrounded by formulaic “canalside development”.

3.34

Priority 5

The desirability of ensuring that a sense of local distinctiveness is preserved or enhanced

- through the observation of locally typical and locally appropriate building characteristics in the design, massing, scale, detailing and materials used for new buildings and development sites, and
- through the preservation of locally characteristic details, historic buildings and structures already existing in the conservation area.

should be borne in mind when interpreting and applying policy or design guidance

- 3.35** The five Priorities have been formulated to ensure that development is “built in context”, with an awareness of the issues and characteristics that make the IHCA and associated conservation areas distinctive, rather than simply applying standard formulaic design solutions.
- 3.36** These five Priorities are overarching objectives, which create a framework for the application of all the policy and design advice contained in this SPD and in the supporting document, the **Industrial Heritage Conservation Area Design Guide**. They form the basis of the practical advice and illustrative guidance contained in that document. Stroud District Council expects that proposals for development within or affecting the setting of the conservation area(s) will address each of the five Priorities. (see **IHCA MP5** and SPD Guideline **IHCA G1**)
- 3.37** The table in **APPENDIX 1** illustrates how each of the SPD’s 42 points of Policy and Design Guidance (see **3.46**) may contribute towards achieving the five Priorities.

3.38

SPD management proposal IHCA-MP 5: Policy and design priorities

Stroud District Council expects that proposals for development within the conservation area, or affecting its setting, will demonstrate awareness of each of the five Policy and Design Priorities set out in Chapter 3 of the IHCA Management Proposals SPD.

These will be relevant criteria in the assessment of any development proposals in the conservation area, with the aim of ensuring that redevelopment and regeneration will deliver a positive and long-lasting legacy, which reflects the conservation area’s heritage value and preserves or enhances its character or appearance.

Please see **Guideline IHCA-G 1** ‘Building in Context’, in Chapter 4 for further advice.

Policy and Design Priorities and the IHCA Design Guide

- 3.39** The IHCA Design Guide is devised around the five policy and design Priorities, set out at **3.21-3.34**. The document is conceived as an inspirational guide and, whilst it illustrates various ways in which these Design Priorities might be addressed, it does not lay down prescriptive rules and it is not a design ‘code’. The intention of the IHCA Design Guide is to spark innovative and site-specific design solutions, by explaining and illustrating the issues that lie at the root of each of the five Priorities – and, hence, the Policy and Design Guidance set out in this SPD (at **3.45**). The Design Guide has developed around the core principle that development should function well, in addition to being attractive and responding to the existing character of the area. This principle dovetails with the core objective of the Design Guide and Management Proposals SPD (see **Objective 2** paragraph **1.51**)

Policy and design guidance

3.40 The issues and pressures that were identified during the conservation area review have fed into the formulation of more specific policy and design guidance for the IHCA and the seven other conservation areas covered by this SPD. 42 guidance points have been devised (PDG1-PDG42).

3.41 These 42 points act as amplification of the local and national planning policy that will be used when assessing development proposals in the conservation area(s). These guidance points advise both applicants and planning decision-makers on how the generic principles of higher level policy (set out at **3.1 - 3.14**) can be applied in a manner that takes specific account of the particular character, appearance, special interest and vulnerabilities of these eight conservation areas.

3.42

SPD management proposal IHCA-MP 6: Policy and design guidance

Stroud District Council expects that proposals for development within the conservation area, or affecting its setting, will pay special attention to all relevant points of Policy and Design Guidance contained in the IHCA Management Proposals SPD.

IHCA **PDG1-PDG42** will be relevant criteria when assessing any development proposals in the conservation area against higher level development plan policies and national/regional planning policy, with the aim of ensuring that redevelopment and regeneration will deliver a positive and long-lasting legacy, which reflects the conservation area's heritage value and preserves or enhances its character or appearance.

The **Industrial Heritage Conservation Area Design Guide** provides practical advice on the application of the 42 points of policy and design guidance contained in the SPD.

Reference should be made to **APPENDIX 3** of the SPD.

3.43 It is important to understand these Policy and Design Guidance points in the light of the Issues and Pressures that have shaped them. Guidelines PDG1 – PDG42 are set out at **paragraph 3.46**, and each point is cross-referenced against relevant Issues and Pressures. When considering or applying any of these PDGs, reference should be made to the issues and pressures that are set out in **APPENDIX 3**, to ensure the emphasis and reasoning behind the guidance is properly understood.

3.44 In addition, the table in **APPENDIX 1** illustrates how each of the SPD's 42 points of Policy and Design Guidance may contribute towards achieving the five policy and design Priorities, which are established over the preceding pages (**3.21 - 3.34**). This can also be used to aid reference to more practical design advice in the supporting **Design Guide**, which is structured around the 5 Policy and Design Priorities.

3.45

Landscape impact, scale and urban grain, open spaces, trees and vegetation	
1	Settlement patterns and urban grain
2	Large developments and tall or bulky buildings
3	Tall or bulky buildings and landmark historic structures
4	Infilling of key roadside gap sides and breaks in development
5	Landscape character
6	Trees and significant green areas
7	Planting and landscaping schemes
8	Change of use and impact on landscape features and character
Canals and canalside development	
9	Canals and canalside development: layout, landscaping and edge treatment
10	Canals and canalside development: signage, street furniture and lighting
11	Canals and canalside development: impact on the towpath character and safety
12	Canals and canalside development: excavation of canal channel and creation of moorings
13	Canals and canalside development: restoration of historic features
14	Canals and canalside development: new bridges
15	Canals and canalside development: redevelopment and enhancement of canalside industrial sites
16	Canals and canalside development: impact on the character of the canal fringes of the site (mills/industrial sites)
17	Canals and canalside development: impact on the character of the canal fringes of the site
18	Canals and canalside development: infilling of key canalside gap sides and breaks in development
19	Canals and canalside development: boundary treatments
20	Canals and canalside development: Incremental canalside decking
Re-use of historic mill buildings and former industrial areas	
21	Changes of use of historic mill sites and historic industrial buildings
House-building, materials and details, extensions and minor alterations	
22	Housing development in the valley bottoms
23	General: materials
24	General: scale, proportions and detailing
25	Permitted Development Rights and new residential development
26	Standard housetypes; locally distinctive design
27	Roofscape and alterations to roofs
28	Roofscape and roof coverings
29	Roofscape: dormers, rooflights and solar panels
30	Roofscape: new build proportions, scale, pitch and cladding
31	Doors and windows
32	Replacement windows and doors
33	Porches
34	Householder Permitted Development Rights: Article 4(2) Direction
Enclosure, boundary features, landscaping and public realm	
35	Car parking, vehicular and pedestrian access
26	Enclosure and urban grain
37	Demolition or alteration of boundary features
38	Boundary treatments and hard landscaping
39	Public realm and ground surfacing
40	Public realm and street furniture: protection of historic features
41	Public realm and signage
42	Public realm and public art

Schedule of policy and design guidance points for the eight conservation areas affected by the IHCA review

3.46

Policy and design guidance	Policy & Design Priorities and related Issues & Pressures	Related Local Plan policies
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Landscape impact, scale and urban grain, open spaces, trees and vegetation

IHCA PDG1	<p>Settlement patterns and urban grain</p> <p>Development will be expected to reflect and respect existing settlement patterns. The choice of site, and the orientation, scale, density and proportions of the proposed development on that site, must be sympathetic to the historic form of the area and must not result in a loss of the legibility of historic settlement patterns.</p>	<p>Priority: 1, 3, 5</p> <p>Refer to Issues & Pressures: 1, 2, 3, 15, 17, 18, 20, 23</p>	<p>BE1, BE2, BE3, BE5, BE6, BE10, BE12, NE8, NE10</p>
IHCA PDG2	<p>Large developments and tall or bulky buildings</p> <p>The full impact of large developments or individual bulky/tall buildings on long range views and the setting of existing historic buildings will be a key consideration when assessing proposals for development. Particular attention will be given to the effect that such proposals would have on the transition between built form and rural land, especially on the fringes of existing historic mill sites and small settlement groups. Development which would cause harm to this aspect of the IHCA character will not normally be permitted.</p>	<p>Priority: 1, 5</p> <p>Refer to Issues & Pressures: 1, 2, 3</p>	<p>BE1, BE2, BE3, NE8, BE5, BE6, BE7, BE10, BE11, BE12</p>
IHCA PDG3	<p>Tall or bulky buildings and landmark historic structures</p> <p>The full impact of large developments or individual bulky/tall structures on the hierarchy of buildings within a particular group will be a consideration when assessing proposals for development. Development which has an overbearing effect on a group or inhibits the dominant/landmark qualities of its principal historic building(s) will not normally be permitted.</p>	<p>Priority: 1, 5</p> <p>Refer to Issues & Pressures: 2</p>	<p>BE1, BE2, BE3, BE5, BE6, BE7, BE10, BE11, BE12</p>
IHCA PDG4	<p>Infilling of key roadside gap sides and breaks in development</p> <p>The development of vacant plots or open spaces along the main roads of the conservation area will be permitted only where</p> <ol style="list-style-type: none"> a) key views would be preserved or enhanced, and b) the development would not result in the infilling of significant breaks in built form or the merging of visually and/or historically distinct settlements / groups of buildings. 	<p>Priority: 1, 3, 4, 5</p> <p>Refer to Issues & Pressures: 1, 2, 3, 4</p>	<p>BE3, BE1, BE2, BE5, BE6, BE10, BE12</p>

<p>IHCA PDG5</p>	<p>Landscape character</p> <p>Development proposals should seek to conserve the special features and diversity of the different landscape types found throughout the IHCA, particularly as set out in the Character Parts analysis in the IHCA Character Appraisal.</p>	<p>Priority: 1, 5, 4</p> <p>Refer to Issues & Pressures: 4, 5, 6, 7</p>	<p>BE1, BE2, BE5, BE7, BE12, NE6, NE13, NE11, NE12, NE8, NE10</p>
<p>IHCA PDG6</p>	<p>Trees and significant green areas</p> <p>Development will usually be permitted only where proposals do not entail the loss of existing trees and/or areas of vegetation that make a significant positive contribution to the character and appearance of the conservation area. Proposals for departures will only be acceptable in exceptional circumstances, where the impact of losing existing trees or areas of vegetation that make a positive contribution can be genuinely mitigated or compensated by planned re-planting in a manner which would enhance the character or appearance of the conservation area</p>	<p>Priority: 1</p> <p>Refer to Issues & Pressures: 3, 4, 5, 6, 7, 10</p>	<p>BE1, BE2, BE5, BE7, BE12, NE6, NE13, NE11, NE12</p>
<p>IHCA PDG7</p>	<p>Planting and landscaping schemes</p> <p>Where landscaping forms part of a development, the use of native species for planting schemes will normally be most appropriate. Where significant specimen trees, hedgerows or general tree cover cannot be retained, well planned and high quality re-planting will be expected, particularly where such natural features are important in creating enclosure.</p>	<p>Priority: 1, 4, 5</p> <p>Refer to Issues & Pressures: 4, 5, 6, 9,</p>	<p>BE1, BE2, BE5, BE7, BE12, NE13, NE11, NE12</p>
<p>IHCA PDG8</p>	<p>Change of use and impact on landscape features and character</p> <p>Where rural and/or agricultural character or appearance is important to the special architectural or historic interest of the conservation area, development proposals or applications for change of use will be expected to preserve or enhance natural landscape features and/or structures, spaces and surfaces which contribute to that character.</p>	<p>Priority: 1, 5, 4</p> <p>Refer to Issues & Pressures: 7, 4</p>	<p>BE7, BE11, BE16, BE17, NE6, NE8, NE10, NE11, NE13</p>

Canals and canalside development

<p>IHCA PDG9</p>	<p>Canals and canalside development: layout, landscaping and edge treatment</p> <p>Canal restoration (and development adjacent to the canals, which impacts on the immediate canalside) will be expected to make use of materials and forms for landscaping and layout which</p> <ul style="list-style-type: none"> a) reflect the historic and locally distinctive character of the two Cotswold Canals and b) preserve or enhance the predominantly rural and naturalistic character of the Cotswold Canals, as distinct from the sporadic historic wharf locations. <p>In particular, the construction of hard 'wharf style' edges to the canal should be avoided, including expanses of paving or hard ground surfacing along the immediate canalside.</p>	<p>Priority: 5, 3, 4</p> <p>Refer to Issues & Pressures: 8, 9, 31, 6</p>	<p>BE1, BE2, BE3, BE5, BE7, BE11, BE12, NE6, NE13, HN8</p>
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	<p>Proposals for departures will be acceptable only in exceptional circumstances, where either</p> <ul style="list-style-type: none"> a) there is historical or archaeological justification; or b) there is an important strategic reason for deviation. Such proposals will be expected to perform well against all other relevant policy and design guidelines contained in this SPD. <p>The Cotswold Canals Conservation Management Plan (CMP), prepared by British Waterways, will be referred to for development control purposes when assessing proposals for physical works to the canal channel, or for existing or new canal structures, where these fall within normal planning controls.</p>		
<p>IHCA PDG10</p>	<p>Canals and canalside development: signage, street furniture and lighting</p> <p>The District Council will support a coherent, co-ordinated approach to signage and ‘street furniture’ along the canal and at access points to it, with the aim of minimising discordant paraphernalia, and the suburbanising effect of excessive clutter, and uncharacteristically high levels of street lighting. Where such works fall within Planning controls, the erection of railings (and other means of canalside enclosure), bollards, signs or lamp posts should be kept to a minimum and will be permitted only where</p> <ul style="list-style-type: none"> a) there is a demonstrable need for the function they would perform, which could not be met by existing facilities; and b) the design and materials would preserve or enhance the predominant character and local distinctiveness of that stretch of the canal, or the conservation area Character Part through which it passes. <p>Please also refer to PDG41.</p>	<p>Priority: 5</p> <p>Refer to Issues & Pressures: 8, 32</p>	<p>BE1, BE2, BE5, BE12, BE19</p>
<p>IHCA PDG11</p>	<p>Canals and canalside development: impact on the towpath character and safety</p> <p>Development requiring intensified use of the canal towpath by vehicles and/or increased conflict between towpath users, will be permitted only where the physical alterations that would be necessary to cater for the use, or to mitigate hazards, would preserve or enhance the character or appearance of that stretch of the canal and towpath, and the conservation area Character Part through which it passes.</p> <p>The creation of a multi-user path, providing improved access and facilities for cyclists and other non vehicular users, will be supported, where alterations are designed to be in keeping with the character and appearance of the conservation area.</p>	<p>Priority: 5</p> <p>Refer to Issues & Pressures: 8, 9, 31</p>	<p>BE1, BE2, BE5, BE7, BE12, NE13</p>
<p>IHCA PDG12</p>	<p>Canals and canalside development: excavation of canal channel and creation of moorings</p> <p>Proposals for excavation and restoration will be expected to follow the historic route and dimensions of the canals and</p>	<p>Priority: 5</p> <p>Refer to Issues &</p>	<p>BE1, BE2, BE5, BE12, BE13, BE14</p>

	<p>speculative, non-historic restoration or excavation, which results in significant broadening of the watercourse (for moorings etc), must be avoided. Proposals for departures will only be acceptable in exceptional circumstances, where there is an important strategic reason for deviation. Such proposals will be expected to perform well against all other relevant policy and design guidelines contained in this SPD, and will be assessed against the Cotswold Canals Management Plan</p> <p>The Cotswold Canals Conservation Management Plan (CMP), prepared by British Waterways, will be referred to for development control purposes when assessing proposals for physical works to the canal channel, or for existing or new canal structures, where these fall within normal planning controls.</p>	<p>Pressures: 10</p>	
<p>IHCA PDG13</p>	<p>Canals and canalside development: restoration of historic features</p> <p>Restoration of the canal and any associated historic structures, including bridges, locks, wharf edges and associated dwellings and warehouses, will be expected to be carried out using sound conservation principles. Speculative reconstruction, without good evidence of the form/detailing which once existed, should be resisted. Repairs should be carried out using like-for-like materials and techniques, and having minimum intervention in the historic fabric. Physical evidence of historic alterations/repairs must not be obscured or reversed and the distinction between historic fabric and new interventions should be clear.</p> <p>The Cotswold Canals Conservation Management Plan (CMP), prepared by British Waterways, will be referred to for development control purposes when assessing proposals for physical works to the canal channel, or for existing or new canal structures, where these fall within normal planning controls.</p>	<p>Priority: 5</p> <p>Refer to Issues & Pressures: 11, 9</p>	<p>BE6, BE9, BE10, BE7, BE11, BE13, BE14</p>
<p>IHCA PDG14</p>	<p>Canals and canalside development: new bridges</p> <p>Where new canal bridges are proposed, the opportunity should be taken to reinforce local distinctiveness wherever possible. Generic 'traditional' designs will be discouraged: where traditional styling is proposed, the distinctive characteristics of historic Stroudwater or Thames & Severn bridges must be observed, in terms of design, materials, proportion and detailing.</p> <p>Where traditional design is inappropriate or infeasible, honest, high quality, contemporary design will be favoured. New designs should seek to make a positive modern contribution to the canals' architecture and infrastructure.</p> <p>The reinstatement of swing bridges on the Stroudwater will be encouraged, wherever feasible. New, functioning swing bridges will only be acceptable where the road crossing the canal is a minor route with low traffic flow. Opportunities to re-route traffic or provide alternative access to a site, as a means</p>	<p>Priority: 5</p> <p>Refer to Issues & Pressures: 9, 12</p>	<p>BE1, BE2, BE5, BE6, BE12</p>

	<p>of enabling the construction or reinstatement of a working swing bridge or traditional bridge, will be viewed favourably, providing</p> <ul style="list-style-type: none"> a) appropriate Highway standards can be met, and b) proposals would be acceptable when assessed against all relevant Development Plan policies, and c) the works could be provided for in a way which would preserve or enhance the conservation area's character or appearance. <p>The Cotswold Canals Conservation Management Plan (CMP), prepared by British Waterways, will be referred to for development control purposes when assessing proposals for physical works to the canal channel, or for existing or new canal structures, where these fall within normal planning controls.</p>		
<p>IHCA PDG15</p>	<p>Canals and canalside development: redevelopment and enhancement of canalside industrial sites</p> <p>Where industrial sites present poor quality or historically uncharacteristic edges to the canal, redevelopment which would enhance the character and appearance of the conservation area will be viewed favourably. The merits of redevelopment will be fully assessed against all relevant Development Plan policies.</p>	<p>Priority: 2, 3, 4, 5</p> <p>Refer to Issues & Pressures: 14, 30, 16, 13, 8</p>	<p>BE1, BE2, BE3, BE5, BE7, BE11, BE12, NE13,</p>
<p>IHCA PDG16</p>	<p>Canals and canalside development: impact on the character of the canal fringes of the site (mills/industrial sites)</p> <p>Proposals for development which would entail harmful alterations to the canal fringes of historic mills and modern industrial sites, including the loss of historic enclosing features, the creation/exposure of large car parking/ lorry loading areas, the construction of poor quality or uncharacteristic boundary treatments or uncharacteristic built form, will not normally be permitted.</p>	<p>Priority: 2, 3, 4, 5</p> <p>Refer to Issues & Pressures: 14, 27, 30, 17, 16, 15, 8</p>	<p>BE1, BE2, BE3, BE5, BE7, BE11, BE12, NE13,</p>
<p>IHCA PDG17</p>	<p>Canals and canalside development: impact on the character of the canal fringes of the site</p> <p>Proposals for development along the canal corridor will be expected to reflect historic and traditional patterns of settlement in the IHCA. Large scale domestic colonisation of the canal frontage and the creation of overtly active edges to development sites should generally be avoided, or mitigated in accordance with the IHCA Design Guide. Proposals for departures will only be acceptable in exceptional circumstances, where there is an important strategic reason for deviation. Such proposals will be expected to perform well against all other relevant policy and design guidelines contained in this SPD</p>	<p>Priority: 1, 2, 3, 4, 5</p> <p>Refer to Issues & Pressures: 1, 6, 8, 9, 13, 14, 15, 16, 17, 18, 19</p>	<p>BE1, BE2, BE3, BE5, BE7, BE11, BE12, NE13, HN8</p>

IHCA PDG18	<p>Canals and canalside development: infilling of key canalside gap sites and breaks in development</p> <p>The development of vacant plots or open spaces along the canals will be permitted only where</p> <ol style="list-style-type: none"> a) key views would be preserved or enhanced, and b) the development would not result in the infilling of significant breaks in built form or the merging of visually and/or historically distinct settlements / groups of buildings, and c) it would not result in uncharacteristic heavy enclosure on both banks of the canal <p>Proposals for departures will only be acceptable in exceptional circumstances, where there is an important strategic reason for deviation. Such proposals will be expected to perform well against all other relevant policy and design guidelines contained in this SPD</p>	<p>Priority: 1, 3, 4, 5</p> <p>Refer to Issues & Pressures: 1, 4, 15, 17, 18, 20, 6</p>	<p>BE1, BE2, BE3, BE5, BE7, BE11, BE12, NE6, NE13, NE12, NE8, NE10, NE11</p>
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IHCA PDG19	<p>Canals and canalside development: boundary treatments</p> <p>Where the erection or alteration of boundary treatments adjacent to the canals falls under planning controls, it will be expected that they will reflect the precedent of traditional forms of canalside enclosure in the conservation area. In particular, the preservation or reinstatement of stone walls (or where appropriate the construction of new walls), which are typical of the character of the Thames & Severn, will be encouraged. Where feasible and appropriate to the character and appearance of the conservation area, soft landscaping and tree screening will be encouraged as a form of boundary treatment on the canal edge of new development sites; this should be designed to reflect the natural vegetated breaks in built form along the canals.</p>	<p>Priority: 1, 2, 3, 4, 5</p> <p>Refer to Issues & Pressures: 6, 8, 14, 15, 16, 17, 18, 19, 30</p>	<p>BE1, BE2, BE5, BE6, BE7, BE9, BE10, BE11, BE12, NE6, NE13, NE12, NE8, NE10</p>
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IHCA PDG20	<p>Canals and canalside development: Canalside decking</p> <p>Where such works are subject to planning control, the erection of canalside decking will not normally be permitted.</p>	<p>Priority: 2, 5, 3</p> <p>Refer to Issues & Pressures: 19, 16</p>	<p>BE5, BE12</p>
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Re-use of historic mill buildings and former industrial areas

IHCA PDG21	<p>Changes of use of historic mill sites and historic industrial buildings</p> <p>Where a proposal for change of use on an historic mill site would be acceptable in principle (having been assessed against all relevant Development Plan policies) the merits of the proposal will be considered favourably where</p> <ol style="list-style-type: none"> a) key historic buildings have become redundant and may be unsuitable for modern industrial usage, and where the proposed change of use would ensure the preservation of the historic buildings b) the new use could be accommodated without alterations or associated development which would 	<p>Priority: 2, 5, 4</p> <p>Refer to Issues & Pressures: 14, 16, 18, 19, 13</p>	<p>BE1, BE2, BE5, BE6, BE7, BE10, BE11, BE12, BE16, BE17, EM4</p>
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	<p>result in a significant ‘domesticating’ impact or the erosion of the robust, utilitarian, industrial character of the individual buildings or the site as a whole.</p> <p>In this respect employment based or employment-led mixed use schemes, including office, commercial, leisure or other employment uses can often be catered for in a way that is less intrusive than purely residential uses.</p>		
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House-building, materials and details, extensions and minor alterations

IHCA PDG22	<p>Housing development in the valley bottoms</p> <p>Medium- and large-scale housing development on the flood plains and valley bottoms is uncharacteristic of the IHCA, but in exceptional circumstances, where such new housing schemes are considered acceptable when assessed against all relevant Development Plan policies, they will be permitted only if the visual impact of domestic colonisation can be minimised through contextual and site-specific design. In general, traditionally designed houses should be avoided, since no appropriate historic precedent exists for valley-bottom housing on a large scale. Such exceptional situations present opportunities for high quality contemporary design, aimed at avoiding misplaced pastiche and the blurring of clear historic patterns of development.</p> <p>Further advice can be found in the IHCA Design Guide, which may be referred to for development control purposes when assessing such proposals.</p>	<p>Priority: 1, 2, 3, 4, 5</p> <p>Refer to Issues & Pressures: 13, 15, 16, 17, 18, 19, 20, 21, 23</p>	<p>BE1, BE2, BE3, BE5, BE12, NE8, NE10</p>
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IHCA PDG23	<p>General: materials</p> <p>Materials for extensions and new-build should accord with the type and mix traditionally used in the immediate surroundings, or for comparable traditional buildings or groups elsewhere in the IHCA. Attention should be paid to quality and craftsmanship. The use of modern materials may also be appropriate, providing it is combined with high quality design, which is sensitive to context.</p>	<p>Priority: 5, 4</p> <p>Refer to Issues & Pressures: 21, 22, 23, 24, 25, 26, 30, 18,</p>	<p>BE3, BE5, BE6, BE7, BE10, BE11, BE12</p>
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IHCA PDG24	<p>General: scale, proportions and detailing</p> <p>New build, whether in the form of large new developments or small private extensions, will be expected to observe locally distinctive proportions and scale and (where the design is ‘traditional’) very close attention to locally distinctive details and craftsmanship. The scale, proportions and detailing must be appropriately to the particular context (the site or the host building) within the conservation area, and should seek to preserve or enhance the character and appearance of the IHCA ‘Character Part’ in which the site lies.</p>	<p>Priority: 5, 4</p> <p>Refer to Issues & Pressures: 21, 22, 23, 24, 25, 26, 30</p>	<p>BE3, BE5, BE6, BE7, BE10, BE11, BE12</p>
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IHCA PDG25	<p>Permitted Development Rights and new residential development</p> <p>Where new domestic developments are proposed, which</p>	<p>Priority: 5, 4, 2</p> <p>Refer to</p>	<p>BE6, BE17</p>
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	<p>successfully incorporate locally distinctive design and detailing into the scheme, the merits of removing the Permitted Development (PD) Rights of the new dwellings will be considered. PD rights may be removed as a Condition of granting Planning Permission for a development scheme. The aim of removing Permitted Development Rights will be to ensure that the enhancement value of any new development is not eroded through subsequent incremental alterations (e.g. window replacements, poorly designed porches, etc). This removal of PD rights would be targeted only at buildings which would have a strong impact on the character and appearance of the IHCA.</p>	<p>Issues & Pressures: 19, 23, 25</p>	
<p>IHCA PDG26</p>	<p>Standard housetypes; locally distinctive design</p> <p>Where new development is proposed, the use of standard house types and ‘anywhere’ architectural designs will not be acceptable. Arbitrary detailing and cosmetic alterations to standard designs in an attempt to make them superficially ‘fit in’ will also usually be inappropriate. New housing will be expected to play close attention to locally distinctive building traditions. However, where no clear precedent/model of traditional built form is found to be appropriate, imaginative, innovative design, which is appropriate to the site and context, will be encouraged.</p> <p>Further advice can be found in the IHCA Design Guide, which may be referred to for development control purposes when assessing such proposals.</p>	<p>Priority: 5, 2, 4</p> <p>Refer to Issues & Pressures: 23, 24, 21, 22, 20, 18</p>	<p>BE2, BE3, BE5, BE12, HN8</p>
<p>IHCA PDG27</p>	<p>Roofscape and alterations to roofs</p> <p>The roof is nearly always a dominant feature of a building and the alteration of its original structure, shape, pitch, cladding and ornament will be considered inappropriate in most circumstances. Alterations to roofs which have been previously compromised or altered will be expected to enhance the character or appearance of the conservation area.</p>	<p>Priority: 5</p> <p>Refer to Issues & Pressures: 23, 24, 25</p>	<p>BE2, BE6, BE7, BE9, BE10, BE11</p>
<p>IHCA PDG28</p>	<p>Roofscape and roof coverings</p> <p>Where traditional roof coverings exist in the conservation area, they should generally be retained and repaired or replaced in a like-for-like manner. The replacement of stone slate or Welsh slate roofs with modern substitutes would cause incremental harm to the character and appearance of the conservation area and will not normally be permitted where such work falls under planning controls. Stone slate repairs and replacements should always make use of newly quarried slates, to discourage the cannibalising of other buildings for traditional materials. New roofs will be expected to reflect locally distinctive building traditions, appropriate to the style of the building and the surrounding area. In exceptional circumstances, high quality modern materials (including Photovoltaic tiles or similar) and contemporary detailing <i>may</i> be acceptable, but only where part of a high quality contextual design concept, which is appropriate to the site, building or location.</p>	<p>Priority: 5</p> <p>Refer to Issues & Pressures: 23, 24, 25,</p>	<p>BE3, BE2, BE5, BE6, BE7, BE10, BE11, BE12, BE16, BE17, BE21</p>

<p>IHCA PDG29</p>	<p>Roofscape: dormers, rooflights, solar panels and domestic wind turbines</p> <p>Any decision as to whether new dormers, solar panels, domestic wind turbines or rooflights can be added to a roof will be carefully considered where such works fall under planning controls. The impact on the building and the wider street scene will be considered, and this applies equally to existing and new-build situations. The installation of solar panels, dormers or rooflights on buildings which have a strongly unified character (such as terraces or pairs of houses) should be handled with care, particularly where there is a risk of cumulative harm to a group of buildings. These additions should not generally be sited on principal elevations, unless in a genuinely unsighted or inconspicuous location. New dormers should not upset a symmetrical design of either an individual building or a terrace. Enlargement of existing dormers on principal elevations will not normally be permitted. Regions and periods have differing traditional types of dormer and these traditions should be respected: new dormers should be scaled and detailed appropriately for the age and style of the host building. Where dormers would be inappropriate to the type of building or proposed position, new rooflights, preferably flush fitting and 'conservation' styled, may be acceptable, but not on prominent roof slopes.</p>	<p>Priority: 5, 2</p> <p>Refer to Issues & Pressures: 23, 24, 25,</p>	<p>BE3, BE2, BE5, BE6, BE7, BE10, BE11, BE12, BE16, BE17, BE21</p>
<p>IHCA PDG30</p>	<p>Roofscape: new build proportions, scale, pitch and cladding</p> <p>The impact of new development on the roofscape of the IHCA will be carefully considered. New development will be expected to reflect the proportion, pitch, cladding and variety of its context and to create a roofscape which is characteristic of groups of traditional buildings in the conservation area. Deep plan forms, which necessitate wide roof spans (resulting either in uncharacteristically tall ridge heights or slack roof pitches) should be avoided, unless they can be accommodated in a locally distinctive way, appropriate to the style of the building and the character and appearance of the surrounding area.</p>	<p>Priority: 5, 4, 2</p> <p>Refer to Issues & Pressures: 23, 24</p>	<p>BE3, BE2, BE5, BE6, BE7, BE10, BE11, BE12, BE16, BE17</p>
<p>IHCA PDG31</p>	<p>Doors and windows</p> <p>Door and window openings establish the character of an elevation. The formation of new openings for windows and doors shall accord with the scale, proportions and style of the building (and/or surrounding buildings), particularly on principal and publicly visible elevations. Windows and doors shall usually be constructed in locally distinctive materials, detailing and design. In exceptional circumstances, high quality modern materials and detailing may be acceptable, but only where part of a high quality contextual design concept, which is appropriate to the site, building or location. The use of UPVC will not normally be permitted and the use of timber stains and varnishes will be resisted. A painted finish is most appropriate for timber. However, some design concepts may suit a finish which allows the timber to weather naturally.</p>	<p>Priority: 5, 2</p> <p>Refer to Issues & Pressures: 23, 25, 26</p>	<p>BE5, BE6, BE10, BE3, BE7</p>

IHCA PDG32	Replacement windows and doors As a rule, windows and external doors in historic buildings should be repaired or, if beyond repair, should be replaced 'like-for-like'. Where subject to planning controls, replacement windows and doors shall be constructed in traditional materials, detailing and design. Door and window openings should not normally be altered in their proportions or details. In exceptional circumstances, high quality modern materials and detailing may be acceptable, but only where part of a high quality contextual design concept, which is appropriate to the site, building or location. The use of UPVC will not normally be permitted and the use of timber stains will be resisted. A painted finish is generally most appropriate for timber.	Priority: 5, 2 Refer to Issues & Pressures: 25, 26	BE6, BE10, BE7
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IHCA PDG33	Porches New porches should be designed to be in keeping with the age, style and historic status of the particular building. The addition of a porch is not always appropriate to the character or appearance of a building, particularly on terraces. Traditional porches should be retained and not altered.	Priority: 5 Refer to Issues & Pressures: 25, 19	BE6, BE10
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IHCA PDG34	Householder Permitted Development Rights: Article 4(2) Direction Where appropriate, Article 4 Directions will be placed on residential properties in order to prevent the cumulative harm caused by permitted development e.g. unsympathetic window replacements, the addition of porches, cladding etc. (see 'The Protection of Unlisted Buildings', Chapter 4)	Priority: 5, 2 Refer to Issues & Pressures: 25, 19	BE6
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Enclosure, boundary features, landscaping and public realm

IHCA PDG35	Car parking, vehicular and pedestrian access When considering development proposals, the impact of any associated new vehicular/pedestrian access points, alterations to existing means of access, or provision of car parking, will be a significant consideration. New development will not normally be permitted where parking or access arrangements would be achieved at the expense of historic fabric, characteristic enclosure and urban grain or the appearance of the conservation area.	Priority: 1, 2, 3, 4, 5 Refer to Issues & Pressures: 1, 29, 28, 31, 27	BE1, BE2, BE3, BE4, BE5, BE7, BE8, BE9, BE11, BE12, NE13, HN8
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IHCA PDG36	Enclosure and urban grain In parts of the IHCA which are recognised as having suffered from erosion of enclosure and loss of historic character, new development should aim to enhance the degraded built environment and reinstate historically typical urban grain. Proposals which improve enclosure, where historically appropriate to the conservation area, and which enhance the context of any surviving historic buildings (within or adjacent to the site) will be favoured.	Priority: 5, 4, 3 Refer to Issues & Pressures: 29, 30, 28,	BE1, BE2, BE3, BE4, BE5, BE12, BE6, BE7,
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<p>IHCA PDG37</p>	<p>Demolition or alteration of boundary features</p> <p>The demolition of, or alteration of, historic walls, railings or fences will not normally be permitted. The creation of hard standings for domestic car parking or other purposes will not normally be allowed where this involves loss of enclosure or historic fabric on boundaries which front public roads, open spaces or rights of way.</p>	<p>Priority: 5, 4</p> <p>Refer to Issues & Pressures: 29, 30, 14</p>	<p>BE1, BE2, BE4, BE5, BE9, BE10, BE7,</p>
<p>IHCA PDG38</p>	<p>Boundary treatments and hard landscaping</p> <p>Proposals to erect fences, railings or walls will only be allowed where they are incorporated in a similar way to those already existing and where they are sympathetic to the site and surroundings. Conspicuous use of alien materials such as concrete blocks, reconstituted stone and close boarded fence panels will not usually be permitted, where such works fall within planning controls.</p> <p>New development will be expected to make use of locally distinctive, high quality boundary treatments and hard landscaping, especially where an historic precedent exists nearby; this can help to integrate new buildings into their surroundings and create a sense of place.</p> <p>(see also IHCA PDG19)</p>	<p>Priority: 5, 3, 4, 2</p> <p>Refer to Issues & Pressures: 30, 31, 19, 18, 14, 8</p>	<p>BE1, BE2, BE5, BE10, BE12, NE13</p>
<p>IHCA PDG39</p>	<p>Public realm and ground surfacing</p> <p>Where historic ground surfaces survive, they should be retained wherever possible, or reintroduced where there is historic evidence for them. Attention must be paid to edging treatments, ensuring the chosen treatment is appropriate to the context and character of the site; the loss of soft grassy verges on roads and paths should be resisted. Where new development schemes are proposed, new surfaces and hard landscaping should reflect the historic character of the site. The use of concrete paving will only be acceptable if of an appropriate shape and colour and if a traditional laying pattern is proposed. The use of concrete block paving over large expanses can have a suburbanising effect, which would be incongruous to many contexts in this conservation area. Care should be taken to allow sustainable ground surface water drainage, but alternatives to visually inappropriate ‘permeable’ concrete block paving should be sought.</p>	<p>Priority: 5, 2,</p> <p>Refer to Issues & Pressures: 31, 8</p>	<p>BE1, BE2, BE5, BE12, BE13, BE14, NE15, BE7, NE6, NE13</p>
<p>IHCA PDG40</p>	<p>Public realm and street furniture: protection of historic features</p> <p>Minor traditional features within the IHCA (such as kerb stones, lamp posts, historic signage and street furniture) should be recognised and preserved for their contribution to the streetscape, character and appearance of the area. Development proposals or works requiring planning permission will be expected to recognise this contribution and ensure the preservation of such features wherever feasible.</p>	<p>Priority: 5</p> <p>Refer to Issues & Pressures: 27, 29</p>	<p>BE1, BE2, BE5, BE12, BE7</p>

<p>IHCA PDG41</p>	<p>Public realm and signage</p> <p>Signage and advertising which fails to preserve or enhance the character and appearance of the conservation area will not be permitted. Signage should be of a scale and design which is appropriate to its location, and should not cause harm to the character or architectural balance of a building on which it is sited. Signage and advertising for multiple-occupancy buildings or sites should be co-ordinated and uncluttered. Illuminated advertisements will generally be unacceptable, although there may be some flexibility to accept internally illuminated signs, where they would not harm the character or appearance of the conservation area. A very high design standard will be required. New signs should observe historic signage traditions and convention in the conservation area wherever possible, to reinforce local distinctiveness and character.</p> <p>(Please also refer to IHCA PDG10)</p>	<p>Priority: 5</p> <p>Refer to Issues & Pressures; 32, 8</p>	<p>BE1, BE19, BE5, BE12</p>
<p>IHCA PDG42</p>	<p>Public realm and public art</p> <p>Public art should contribute positively to the character and appearance of the conservation area; it should be sensitively scaled and sited and it should be appropriate to its context in terms of content and appearance. Public art will be expected to be executed to a high standard and well manufactured, thus providing an impression of quality and care, as well as ensuring that the item is durable and easy to maintain. Not all public art 'adds value' to an historic environment and, where subject to planning controls, inappropriate or sub-standard public art will be refused planning permission.</p>	<p>Priority: 5</p> <p>Refer to Issues & Pressures: 32, 8</p>	<p>BE1, BE5, BE12</p>

Chapter 4

Putting it into practice: what the Planning Authority will expect

Putting it into practice: what the Planning Authority will expect

- 4.1** The following pages provide guidance on how Stroud District Council expects the aims, objectives and standards that have been set out over the preceding pages, and throughout the IHCA Management Proposals SPD and Design Guide, to be implemented.
- 4.2** This section outlines how the Planning Authority will expect applicants for development in the conservation area (or development which would affect its setting and/or key views into or out of the conservation area) to demonstrate that their proposals will preserve or enhance the character or appearance of the conservation area and will meet the high standards of design that are set out in the **IHCA Design Guide**.
- 4.3** As CABI says, “development control should be seen as a positive means of guiding planning applicants towards fulfilling both their own objectives and those of public policy”⁸. The development control process has many facets and application of the IHCA Management Proposals SPD and, in particular, the Design Guide, will involve the use of a range of available ‘planning tools’, to fulfil the objectives of this document.
- 4.4** This SPD and the accompanying Design guide are likely to impact, in varying degrees, on the exercise of many of these ‘tools’, including:
- Environmental Impact Assessments
 - Design and access statements
 - Pre-application advice and negotiation
 - CABI Design Review
 - Stroud District Council’s Architects Panel
 - Outline applications and reserved matters
 - Minor amendments and conditions
 - Section 106 legal agreements
 - Article 4(2) direction in the conservation area
 - Targeted withdrawal/limitation of householder permitted development rights

⁸ *The Councillor’s guide to urban design CABI*

Pre-application (major development)

Development Briefs

- 4.5** The IHCA Management Proposals SPD and the supporting Design Guide will apply to the whole IHCA and the seven associated conservation areas. This includes the Cotswold Canals corridor, which is an area that is in multiple ownership, under intense development pressure, and is likely to be developed in numerous phases and by several different developers over a relatively prolonged period. In addition, of course, countless small-scale domestic and individual projects will be ongoing for years to come, right across the conservation area(s).
- 4.6** Development Briefs provide a targeted tier of control and guidance, which may be employed for key sites. A development brief is a document that provides guidance on how a specific site of significant size or sensitivity should be developed in line with the relevant planning and design policies. A development brief usually covers a site that is likely to be developed in the near future, and is very often in single ownership, or under the control of a group of landowners, working together.

4.7

SPD management proposal IHCA-MP 7: Development briefs for key sites

It is possible that development briefs will be needed in relation to the following key sites or groups of sites in the conservation area, at some point in advance of firm development proposals being presented to the planning authority:

- Wallbridge Basin (possibly in conjunction with Cheapside)
- Cheapside (possibly in conjunction with Wallbridge Basin)
- Lodgemore/Fromehall Mills/Chestnut Lane and former gas works
- Dudbridge (Stroud Metals/Redlers)
- Ham Mills, Thrupp
- Brimscombe Port and surrounding area

- 4.8** This list is not exclusive, and is principally related to development pressures and opportunities associated with the Cotswold Canals restoration – other sites in the conservation area (or affecting its setting) may come forward, where a development brief would be necessary. Sites' development or enhancement potential and capacity for change, as well as particular sensitivities, may be identified through reference to the supporting character appraisal volumes of the Conservation Area Statement – particularly the 'Character Parts' analysis (**Volume 2**).
- 4.9** Most briefs are prepared by local authorities, but landowners, developers, regeneration partnerships and business and community organisations can prepare them. Stroud District Council will expect that, where briefs are to be prepared by other parties:
- there will be a high degree of collaboration with the council at all stages of preparation
 - there will be rigorous community engagement and consultation, carried out in accordance with the Council's Statement of Community Engagement (SCI)
 - the brief will be prepared in full compliance with the IHCA Management Proposals SPD and the Design Guide, with particular attention to the IHCA Policy and Design Priorities.

Masterplans and Design Codes

- 4.10** Masterplans and Design Codes provide further options for demonstrating how development will meet the objectives of the Design Guide and the Policy and Design Priorities for the conservation area(s). They are only likely to be appropriate for very large development areas within the conservation area – the potential for which is limited. Masterplans are usually prepared by or on behalf of an organisation that owns a site or controls the development process.
- 4.11** In the context of the canal corridor, it may be that the need for Design Codes will be reduced, as the Design Guide should provide guidance, within which detailed design schemes can be drawn up. However, there may be scope for their use where produced by a landowner/developer (preferably in conjunction with the Council), to ensure consistent application of concepts and principles that have been agreed as part of a Design and Access Statement, Masterplan or Development Brief – particularly where a site is to be sold on, subdivided or developed by another party.
- 4.12** A probable need for a Design Code covering Brimscombe Port and surrounding sites has previously been identified through work connected with the preparation of the Cotswold Canals Brimscombe Area Action Plan (AAP). The background work for that AAP will now feed into the Core Strategy (see [paragraph 1.44](#)), but the IHCA Management Proposals SPD and supporting Design Guide will continue to feed into the process, whatever form the future restoration and/or development of the Port area takes. Should it prove necessary, the design coding or masterplanning process at Brimscombe will be a useful prototype, setting a high standard for the production of other codes and masterplans in the future, especially in terms of community engagement.
- 4.13** Where design codes and/or master plans are to be prepared
- there will be a high degree of collaboration with the council at all stages of preparation
 - there will be rigorous community engagement and consultation, carried out in accordance with the Council's Statement of Community Engagement (SCI)
 - the document will be prepared in full compliance with the IHCA Management Proposals SPD and the Design Guide, with particular attention to the IHCA Policy and Design Priorities.

Submitting applications

4.14

SPD Guideline

IHCA-G 1: Building in context

1. Proposals for development *must*:

- Demonstrate that character appraisal/context analysis has been carried out for the affected site/building. An explanation of how this has fed into the design process and influenced design choices will often be best expressed through an accompanying Design and Access Statement or Listed Building Consent/Conservation Area Consent justification statement.

2. Proposals for development *should*:

- Address the particular character and special interest of the conservation area, where appropriate making reference to relevant text in the Conservation Area Statement and explaining how this supports the case for the design proposal.
- Demonstrate awareness of the IHCA Policy and Design Priorities (which are set out in Chapter 3, and examined in the supporting Design Guide) and explain how each Priority that is considered relevant to the site has fed into the design process and influenced design choices. This will often be best expressed through an accompanying Design and Access Statement or Listed Building Consent/Conservation Area Consent justification statement.
- Demonstrate awareness of the IHCA Design Objectives, set out in the IHCA Design Guide, and explain how each Objective that is considered relevant to the site has fed into the design process and influenced design choices, particularly in relation to achieving the IHCA's Design Priorities. This will often be best expressed through an accompanying Design and Access Statement or Listed Building Consent/Conservation Area Consent justification statement.

3. Proposals for development *can*:

- Use the Building in Context Checklist as a prompt during the design process, or as an aid/template for a design and access statement, or as part of a design and access statement to support an application, or pre-application discussion. (Please refer to APPENDIX 5 and the IHCA Design Guide).

Design Statements

- 4.15** Design and access statements are now required as an accompaniment to most types of planning applications⁹, including outline applications. Statements should explain the design principles and concepts that have informed the development and how access issues have been dealt with; they are a means of demonstrating the thought processes that have gone into the design and, done properly, should illustrate that there is a clear rationale behind the scheme and that it has seriously addressed all relevant policy.
- 4.16** In addition, the preparation of a design and access statement at pre-application stage can be an extremely useful means of communicating the basis on which a development proposal is being worked up by a developer. At most levels, and for most types of development in the canals corridor (certainly for any major development), the production of a pre-application statement will be encouraged in conjunction with pre-application discussions between the planning department and developers. This will enable Stroud District Council to give initial views on the proposals and enable developers to address any areas of concern or weakness, prior to submitting a fully worked-up scheme.
- 4.17** Design and Access statements are referred to in several of the Guidelines contained within this Supplementary Planning Document. This is the principal tool for supporting the design case for development proposals (whether it is for a new porch, a new house, or a major development), and explaining how the objectives and requirements of the IHCA Conservation Area Management Proposals SPD have been addressed.
- 4.18** The submission of a Design and Access statement will be required in support of any application in the conservation area, except for a change of use application (providing no other physical works are involved with that change of use).
- 4.19** A guidance sheet entitled *Design and Access Statements for domestic extensions or alterations* has been produced by Stroud District Council and is available to view online at www.stroud.gov.uk (view the planning and building pages).
- 4.20** Further guidance can be found in CABI's publication *Design and access statements: how to write, read and use them* (CABI 2006) and in Circular *Guidance on changes to the development control system 2006* (ODPM 2006).

⁹ The Government circular, *Guidance on changes to the development control system*, effective from 10 August 2006, sets out the formal requirements.

Justification Statements (Listed Building Consents and Conservation Area Consents)

- 4.21** A justification statement is required in support of applications for Listed Building Consent (LBC) or Conservation Area Consent (CAC). Similar in some ways to a Design and Access statement, justification statements require
- specific consideration of the impact of proposed works on the special architectural or historic interest of the listed building or conservation area, and on its character or appearance, and
 - an explanation of why the proposed works are needed and why the particular solution that is proposed is considered to be the most appropriate and sympathetic means of tackling that need (i.e. the solution that is least intrusive and least harmful to the special interest, character and appearance).
- 4.22** The Council's **Supplementary Planning Advice** booklet, "**Validation of Planning Applications**", sets out a list of required information, to be submitted in support of various types of application. A Justification Statement may incorporate several of these points, including a 'Heritage Statement', 'Conservation Area Appraisal' and 'Impact Assessment'.
- 4.23** A very simple proposal (e.g. the demolition of a modern garage, which makes no positive contribution to the character or appearance of the conservation area; or the replacement of a rotten window on a listed building) may consist of no more than a few sentences, and may be incorporated as part of the Design and Access Statement.
- 4.24** More complex or contentious works may require some or all of the following:
- an assessment of the impact of the works on the significance of the asset (i.e. the building and/or the conservation area)
 - a statement of justification explaining why the works are desirable or necessary (this should include development appraisal where appropriate)
 - an archaeological assessment or field evaluation and a mitigation strategy where important archaeological remains may exist
 - a structural report by an engineer familiar with heritage assets, that identifies defects and proposes remedies, when works include significant elements of demolition or rebuilding
- 4.25** When a LBC application involves the total or substantial demolition of a listed building, or any significant part of it, or where the demolition proposed in a CAC application affects a building which makes a positive contribution to the character or appearance of the conservation area, the statement of justification should be framed around the following criteria, which are set out in detail at paragraph 3.19 of **PPG15: Planning and the Historic Environment**:
- the condition of the building, the cost of repairing and maintaining it in relation to its importance and to the value derived from continued use
 - the adequacy of efforts made to retain the building in use, including evidence that the building has been offered on the open market at a realistic price
 - the merits of alternative proposals for the site.

4.26

SPD Guideline IHCA-G 2: Conservation area consents (CAC)

Every proposal for demolition in a conservation area must be well supported by information which puts the case for demolition.

1. All Conservation Area Consent (CAC) applications *must*:

Be accompanied by a written justification statement, which explains

- a) The reason for the proposed demolition
- b) The effect of the demolition on both the character and appearance of the conservation area and on the setting of any affected listed building
- c) Why the demolition is appropriate.

2. Conservation Area Consent (CAC) applications *should*:

Demonstrate awareness of the particular character and special interest of the conservation area, where appropriate making reference to relevant text in the Conservation Area Statement and explaining how this supports the case for proposed demolition.

3. For major or contentious works, a much fuller, professionally independent and objective justification will be required.

In cases, where the building in question makes an important positive contribution to the character or appearance of the conservation area, the Council will expect applicants to address the considerations set out in the Government's planning policy document **PPG15 (Planning and the Historic Environment)**, specifically paragraphs 4.27 and 3.19.

4.27 The relevant requirements of PPG15 can be viewed online at the Planning Portal (www.planningportal.gov.uk, via the 'Professional User' pages and then 'Policy') or at the Council Offices (Planning department).

4.28 For further information about the submission of CAC applications, please also refer to Chapter 2 and, in particular, to Management Proposal **IHCA-MP1: Conservation Area Consent for demolition**.

Outline applications, full planning permission and conditions

- 4.29** Stroud District Council will strongly encourage the submission of Full planning applications for development in the conservation area and, in some instances, applications for development outside the conservation area, which would affect its setting.
- 4.30** Applicants may apply for Outline planning permission, but the Planning Authority is able to request additional details, such that it is able to make a properly informed decision about the proposal's likely impact on the character or appearance of the conservation area. A very basic Outline application is very unlikely to be considered sufficient, and is likely to be deemed invalid unless the required additional information is provided to the satisfaction of the Planning Authority. In effect, many applications may end up containing levels of information that are almost comparable with a 'Full' application.
- 4.31** The Planning Authority may insist that full applications for planning permission are made – for example, when development is within the setting of a Listed Building, or where the proposal may affect the character and appearance of a Conservation Area or the established landscape character of the A.O.N.B.
- 4.32** There is a procedure under Article 3[2] of the GPDO that allows the Planning Authority to require full details to be provided, and to make an application Invalid if the required details are not provided within a specified (or alternatively) agreed period of time. The Article 3[2] Direction has to be made within 28 days of the application being validated.
- 4.33** Outline applications will always be made and have to be determined. While matters such as “scale”, “appearance” and “layout” may be reserved for future consideration, it is reasonable and good practice to constrain outline decisions by planning conditions (for example, if access position is not specified in the application, to condition an appropriate location for the access to be provided). Similarly it may be appropriate to condition “building lines”; “building footprint”; “distance to boundaries”; “impose window controls”; “overall height in relation to adjacent buildings”; “form of building” (e.g. single storey; single storey to eaves, two storey etc); “restriction/removal of PD rights” and other matters that may be appropriate controls to ensure acceptable development.
- 4.34** An Outline permission is intended to guide applicants about what needs to be provided in a subsequent 'Reserved Matters' application. Additional conditions relating to the “reserved matters” (i.e. matters reserved for consideration in a subsequent application, rather than in the Outline application) may be helpful in this respect. Conditions of this type need not impede innovative design – once the principle of development is established, there is nothing to prevent a Full application being made for the same piece of land. But if the alternative put forward in a Full application is not acceptable, the Council is likely to Refuse permission and rely on the base-level constraints established in the Outline.
- 4.35** Where new domestic developments are proposed, which successfully incorporate locally distinctive design and detailing into the scheme, the merits of removing the Permitted Development (PD) Rights of the new dwellings will be considered. PD rights may be removed as a Condition of granting Planning Permission for a development scheme. The aim of removing Permitted Development Rights will be to ensure that the enhancement value of any new development is not eroded through subsequent incremental alterations (e.g. window replacements, poorly designed porches, etc). This removal of PD rights would be targeted only at buildings which would have a strong impact on the character and appearance of the conservation area(s). (See **Policy and Design Guidance Point 25** in Chapter 3)

Community involvement and consultation

- 4.36** Under the old Local Plan system, the process involved consultation to meet statutory requirements. Under the new Local Development Framework (LDF) system there is a clear commitment to engage and involve communities more in the planning process. There is an expectation that more than the statutory minimum is done.
- 4.37** Stroud District Council's Statement of Community Involvement (SCI) sets out a variety of methods to ensure that the community knows what developments are proposed for their area. The SCI sets out how we will consult the community on planning applications, what they have to do to make their views known to the Council, when they are able to do it, how their views will be taken into account and how a decision about proposed development will be made. The SCI also explains that there is an onus on developers and applicants to engage the community in the preparation and refinement of their development proposals.
- 4.38** The guidance set out in the current Stroud District Council planning advice document, '**The Stroudwater Navigation and Thames & Severn Canals Restoration Position Statement and Development Checklist**', states that the planning process must seek to engage the community and work in partnership. The document sets out the following as being crucial stages in the process of working up significant development proposals in the canals corridor and putting together a planning application:
- Provision of evidence that local communities have been notified and informed about the proposals
 - Statement explaining how community ideas have been incorporated into proposals, or why they have been rejected
 - Liaison with British Waterways
 - Liaison with the Company of Stroud water Proprietors
 - Evidence that communities have been enabled to put forward their own ideas rather than commenting after scheme has been designed
 - Liaison with Town or Parish Council where development is to be located
 - Liaison with Cotswold Canals Trust
 - Liaison with Stroud District Council

The Cotswold Canals restoration: The Cotswold Canals Partnership Conservation Management Plan

- 4.39** A fundamental aim of the Restoration Project is to balance the need for restoration with the need to conserve the historic environment and protect biodiversity. The Cotswold Canals Partnership (CCP), of which Stroud District Council is a member, is determined to carry out the restoration of the canals in an exemplary manner, according to recognised principles of sustainability. The project will thus demonstrate good practice in waterway regeneration, protecting and enhancing both the built heritage and the natural environment, and this conservation-led approach will underpin all aspects of the work.
- 4.40** The CCP recognises that, in order to realise the vision for the Cotswold Canals Restoration Project, significant change to the current condition of the canals and their immediate environs is both inevitable and desirable. However, it is important that such change is carefully managed and informed by appropriate policies for sustainable development.
- 4.41** The principal purpose of the Cotswold Canals Conservation Management Plan (CMP), prepared by British Waterways, is to guide decisions concerning the restoration, future management and continuing maintenance of those lengths of the Cotswold Canals covered by Phases 1a and 1b. In addition it is expected that it will be used to guide isolated restoration projects in other sections, including those undertaken as part of Section 106 agreements for canalside developments. The policies set out in the CMP plan demonstrate best practice for a canal restoration that is conservation-led.
- 4.42** The key users of the plan will be members of the CCP. This document must be used as a reference point by those responsible for implementing restoration and other projects on the sections of waterway covered by Phases 1a and 1b. It must also be used for the management and maintenance of these sections after restoration has been completed.
- 4.43** It is also intended that the CMP will be used by stakeholders who are outside the Partnership, such as land owners, third party project managers, grant-giving bodies and other statutory authorities. The CMP has been written with a diverse readership in mind. In general, the intended readership of the CMP is anyone who has an interest in the restoration of the Cotswold Canals.
- 4.44** The CMP recognises that there is a risk that, however well intentioned, restoration or maintenance work to the canals will be undertaken without full regard to their heritage significance, and thereby diminish their value as a heritage asset. In the past, works have sometimes proceeded without a thorough understanding of the historical/archaeological significance of the feature to be restored, and some restoration and repair work has not been carried out to appropriate standards. Where changes have been made to structures, these have not always been adequately recorded. This applies both to work undertaken by volunteers and contractors, and to work carried out as part of planning gain agreements with Local Authorities. The risk of damage applies equally to standing historic structures and to buried archaeology uncovered during restoration work.

- 4.45 Although the main volunteer organisations working on the canal restoration projects have instigated formal training in heritage management and the use of traditional craft skills, some volunteers have limited experience in these areas. Successful restoration of the canals demands informed management and adequate skills training and this must also apply to the subsequent maintenance and management of the waterway.

4.46

SPD Management proposal IHCA-MP 8: the Cotswold Canals restoration

The Cotswold Canals Conservation Management Plan (CMP) will be referred to for development control purposes when assessing proposals for physical works to the canal channel, or for existing or new canal structures, where these fall within normal planning controls.

Applicants and those involved in planning decision-making may use (and refer to) the information concerning the heritage significance of the canals, which is contained within the CMP (particularly Section 5), to inform and support the case for proposed works, as an additional tool which is complementary to the IHCA Conservation Area Statement (CAS).

4.47

SPD Guideline IHCA-G 3: the Cotswold Canals restoration

1. **Every proposal for development involving works to the Cotswold Canals channel, or associated structures, *must* comply with the best practice enshrined in the CMP, primarily that:**
 - All works of restoration and subsequent management of the canals must be based on a thorough understanding of the significance of the asset in question, and of the impact of the proposal on the built heritage, biodiversity, landscape and other values.
 - All works of conservation, restoration, repair and maintenance must aim to conserve and enhance the built heritage, biodiversity, landscape and other significant values of the canals within the available resources for the project.
 - All major elements of restoration must be preceded and informed by consultation with user groups, local communities and statutory bodies.

Continued...

...IHCA-G 3 continued

2. Proposals for development involving works to the Cotswold Canals channel, or associated structures, should:

- include within the supporting design and access statement specific reference to all relevant CMP policies in Section 7 of the CMP (in respect of: built heritage, newbuild canal structures, archaeology, landscaping and biodiversity), and explain how these have fed into the design process and influenced design choices.
- Demonstrate awareness of the IHCA Design Priorities and explain how each relevant priority has fed into the design process and influenced design choices, in accordance with IHCA **Guideline 1** (Building in Context).

3. Those involved in works to the canal (ranging, for example, from vegetation and fill clearance, public art/advertisement/signage to engineering works, the repair or reinstatement of historic fabric or the construction of a new bridge) should make contact with the planning department at the earliest opportunity, to ensure all parties are aware of any relevant statutory controls, all necessary permissions are obtained in advance of works being undertaken, and the proposed works are in accordance with the CMP and the IHCA Conservation Area Statement.

Renewable energy – Stroud District Council’s Renewable Energy SPA

- 4.48** The use of renewable energy technologies is pertinent to the Industrial Heritage Conservation Area in design terms because of the particular opportunities that the historic industrial environment presents for the incorporation of such technology in a locally distinctive and character-enhancing way. Equally, the conservation area presents many situations where the visual and physical impact on historic buildings and key views will be unacceptable.
- 4.49** The IHCA Design Guide provides some advice about the visual integration of renewable energy devices into new developments in the conservation area, or where they would affect historic buildings.

4.50

SPD Guideline IHCA-G 4: Renewable energy

The Council’s Supplementary Planning Advice document on Renewable Energy states that, in promoting renewable energy, the wider environmental benefits will need to be balanced against any likely local effects on the historic and natural environment, particularly in sensitive locations. This, and any very special circumstances, should be set out in a design and environmental performance statement.

- 1. All proposals for development within the conservation area involving the introduction of renewable energy technologies *should:***

Have regard to Stroud District Council’s Renewable Energy SPA

- 2. All proposals for development within the conservation area involving the introduction of renewable energy technologies *must:***

Demonstrate that due consideration has been given to the effect on the character and appearance of the conservation area and, where directly affecting an historic building, the effect on the special interest and character of the building. This should be explained through an accompanying design and access statement and/or (where required) environmental performance statement.

Proposals for the installation of renewable energy devices must be justified in the same terms as any proposed development that would affect the character or appearance of the conservation area. Such proposals must therefore have full regard to the SPD Guideline **IHCA-G1**.