

<b>Report of:</b>	<b>Head of Economic Development</b>
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<b>Key Decision:</b>	<b>No</b>
<b>Report Track:</b>	<b>Cabinet: 25/01/18</b>

**CABINET**  
**25 JANUARY 2018**  
**SHEEP FAIR/BOW STREET, RUGELEY CONSERVATION AREA:**  
**APPRAISAL AND MANAGEMENT PLAN SUPPLEMENTARY PLANNING**  
**DOCUMENT(SPD)**

**1 Purpose of Report**

- 1.1 The purpose of this report is to give consideration to the consultation responses received on the Draft Conservation Area Appraisal and Draft Management Plan Supplementary Planning Document (SPD) for Sheep Fair/Bow Street, Rugeley Conservation Area, recommend amendments in response to the consultation and approve the amended Appraisal and Management Plan SPD for adoption.

**2 Recommendations**

That:

- 2.1 The proposed amendments to the Draft Appraisal and Draft Management Plan SPD for Sheep Fair/Bow Street, Rugeley Conservation Area contained in Appendix 2 be approved.
- 2.2 Authority for any further minor amendments to the above documents be delegated to the Head of Economic Development in consultation with the Economic Development and Planning Portfolio Leader.
- 2.3 The Appraisal and Management Plan SPD for Sheep Fair/Bow Street, Rugeley Conservation Area, as amended, be adopted, the latter as a Supplementary Planning Document.

**3 Key Issues and Reasons for Recommendation**

- 3.1 Each Conservation Area in the District is supported by two policy documents – an Appraisal seeking to provide a clear definition of the special architectural or

historic interest that warranted its designation as a Conservation Area and a Management Plan SPD following on from the Appraisal setting out in more detail the means by which the preservation and enhancement of the character and appearance of that Conservation Area might be pursued.

- 3.2 Members may recall that a series of such documents covering each of the District's eight Conservation Areas have been adopted in recent years and the documents for Sheep Fair/Bow Street complete the Appraisal coverage, leaving several Management Plans still in progress together with some updates of earlier Appraisals which will form the subject of future Cabinet reports.
- 3.3 Members may also recall that the Draft Sheep Fair/Bow Street, Rugeley Appraisal and Management Plan were considered by Cabinet on 17 April 2014 when it was resolved that the documents be approved for consultation and that the consultation responses be reported to a future meeting to allow for the finalisation and adopted of the documents as part of the evidence base for the Local Plan.
- 3.4 Consultees expressed their support for the documents and their objectives, suggesting a number of minor alterations and courses of action. Appendix 1 sets out the main issues raised during consultation and Appendix 2 the proposed amendments to the text.

#### 4 Relationship to Corporate Priorities

- 4.1 This report supports the Council's Corporate Priorities as follows:
  - (i) **More and better housing:** in seeking to conserve and enhance the Conservation Area the documents encourage awareness of heritage value as an element of better housing.
  - (ii) **Better health outcomes:** in seeking to conserve and enhance the Conservation Area the documents support an improved living environment for the local community and awareness of local history with consequent benefits for community wellbeing particularly mental health.
  - (iii) **Cleaner and safer environments:** in seeking to conserve and enhance the Conservation Area the documents support striving for attractive public environments within the District which in turn promote prosperity.

#### 5 Report Detail

- 5.1 Section 69 and the Planning (Listed Buildings and Conservation Areas) Act 1990 places a duty on the Local Authority to designate Conservation Areas where appropriate. Section 71 requires the Local Authority to formulate and publish proposals for the preservation and enhancement of those Areas. Preparation of Appraisals and Management Plans are a recognised means of Local Authorities meeting their duties under the Act. They also provide a strengthened Local Plan evidence base and help to demonstrate effective delivery.

- 5.2 Appraisals are the first stage in the process and Management Plans are the next stage, putting forward specific proposals relevant to the Conservation Area. The Management Plan will be formally adopted as a Supplementary Planning Document and used to guide future development and change in the Area.
- 5.3 Sheep Fair/Bow Street Conservation Area was designated in 2004 and covers Crossley Stone, Sheep Fair, the eastern part of Lion Street, the southern part of Taylors Lane and the western part of Bow Street, together with Elmore Park. The boundary is shown in Appendix 3. This historic suburb of Rugeley includes associations with the former Hagley Hall and is characterised by attractive ranges of diverse buildings along winding historic streets, enhanced by views towards the mature planting of Elmore Park. Some public houses and other commercial uses are present, typical of an edge of centre area. There is one Listed Building, the elegant Crossley Stone House at the junction of Crossley Stone and Bow Street, dating from the later 18<sup>th</sup> C. The green spaces, trees, pool and brook in Elmore Park and surroundings bring a rural element into the area and the historic context of the former Hagley Hall and grounds provide potential for archaeology to survive.
- 5.4 Recommendations for management include:
- the retention and enhancement of buildings, boundaries and characteristic features making a positive contribution to the Area, through encouraging building owners to use traditional materials and designs for repairs
  - requiring new development proposals to reflect existing building heights, materials, colour and texture and encourage sensitive gap filling to reinforce strong frontages
  - potential for enhancement through encouragement to accommodate modern infrastructure in an unobtrusive way, mitigating visual impacts where necessary.
  - encouraging the County Highways Authority to adopt the least visually intrusive traffic management measures.
- 5.5 There is no intention or power to compel, merely to encourage ways of maintaining the visual quality of the Area over time. The main opportunities for enhancement are through the development management process and encouragement to owners of buildings to consider proposed alterations carefully.
- 5.6 These Draft documents were subject to public consultation over a six week period from 6th November to 18 December 2017. Letters and a leaflet were sent to occupiers of all properties within the Conservation Area and a short presentation was made to Rugeley Town Council at their meeting on 1 November 2017. Copies were sent to consultees (including Staffordshire County Council, Historic England and the Landor Society) and local Members and were available for inspection at the Council's offices and Civic Centre, Rugeley Public Library and on the Council's website. Further copies were available on request (one was sent out) and the availability of the documents were advertised in the local press. All the consultation was carried out in accordance with the relevant regulations.

- 5.7 Comments received on the documents broadly expressed strong support as set out in Appendix 1. Proposed amendments set out in Appendix 2 are considered to satisfy the points raised, as far as possible, and to clarify the documents themselves.

## **6 Implications**

### **6.1 Financial**

There are no direct financial implications for the Council as a result of this report; any expenditure connected with the Conservation Area Appraisals and Management Plans, including staff time, will need to be contained within existing budgets.

### **6.2 Legal**

Supplementary Planning Documents are prepared under the Planning and Compulsory Purchase Act 2004 and in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended). Upon adoption Regulation 14 of those Regulations requires the document and Adoption Statement to be made available by the Council.

### **6.3 Human Resources**

None.

### **6.4 Section 17 (Crime Prevention)**

None.

### **6.5 Human Rights Act**

None.

### **6.6 Data Protection**

No issues arising directly as a result of this report. Consultation databases are kept in line with data protection legislation.

### **6.7 Risk Management**

A failure to produce Conservation Area Appraisals and Management Plans would run the risk of the Council not meeting its duty to formulate and publish proposals for the preservation or enhancement of those Areas under the Planning (Listed Buildings and Conservation Areas) Act 1990. The subsequent degrading of the District's historic assets would damage economic and environmental wellbeing.

### **6.8 Equality & Diversity**

None.

**6.9 Best Value**

None.

**7 Appendices to the Report**

- Appendix 1: Summary of main issues raised during consultation
- Appendix 2: Proposed amendments to the Draft Appraisal and Management Plan
- Appendix 3: Plan showing Conservation Area boundary.

**Previous Consideration**

Draft Sheep Fair/Bow Street Conservation Area Appraisal and Management Plan	Cabinet	17 April 2014
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**Background Papers**

Draft Sheep Fair/Bow Street Conservation Area Appraisal and Management Plan

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**APPENDIX 1****Draft Sheep Fair/Bow Street Conservation Area Appraisal and Management Plan****Summary of Main Issues Raised During Consultation**

<b>Name</b>	<b>Comments</b>	<b>Officer Recommendations</b>
Rugeley Town Council	One of the key issues in protection of the Area is the concern over incremental work being undertaken through 'permitted development'. Over time the accumulation of individual actions detracts from the overall appearance of the Area. The Town Council would propose that measures are brought in to restrict 'permitted development' through the use of an Article 4 directive.	This is recognised as an issue in the Appraisal which confirms that the Council will consider this course of action. To date the Council has followed an approach of encouragement and awareness raising however the opportunity could be pursued should it be warranted following a survey and justification when resources permit.
	Applications are being received for illuminated signage to commercial properties in this Conservation Area. The Town Council is keen to restrict illuminated signage and see approval of only non-illuminated signs because illumination detracts from the low scale, mainly housing nature of the Area.	Noted. The Council generally prefers to treat signage on its merits but would in any case be cautious in dealing with illuminated signage in a predominantly residential area.
	There is nothing in place which enables passers-by to associate the roads as being within a Conservation Area. The Town Council would encourage CCDC to install updated road signs which identify the roads as being within a Conservation Area.	Noted. Signage would need to be discussed with Staffordshire County Council as Highways Authority but this could be considered as resources permit.
	The Town Council feel that the package of measures to deal with Conservation Areas are biased towards reactionary work – waiting for landowners to come forward with ideas and then guiding planning applications. The Town Council would like to see more proactive direction given to developers. This could come in the form of a design guide for the Conservation Areas which identifies ideal treatments of boundaries, facades, roofs etc.	Noted. The measures are acknowledged to be so, however more proactively the Council adopted a Design SPD in 2016 which includes design guidance on the historic environment including principles applying to alterations to Listed Buildings, new development in Conservation Areas and to managing change in the historic environment generally. More specific design guidance could be considered as resources permit.

Name	Comments	Officer Recommendations
	<p>The Town Council supports the Heritage Urban Character Area documents which further address and direct the development / refurbishment opportunities in the Conservation Area. Again, however, it feels that more direction should be given to reduce incremental chipping away of the quality of the remaining architecture and feel in the Area.</p>	<p>Noted. See comments above.</p>
<p>Mr &amp; Mrs G Lund</p>	<p>We found the Conservation Area documents most informative and comprehensive and compliment all involved in the preparation. We have little to add but ask if the following points could be considered:</p>	<p>Noted.</p>
	<p>Ref Draft Appraisal p19 Elmore Park: may we suggest altering the penultimate sentence thus (additions in italics): Adjacent to the Park runs the 'green lane' (<i>known by some older residents as Brookside</i>) which provides an informal access to the Old Mill and <i>the Mill House</i> 35 Sheep Fair, looping around the back of 3-19 Sheep Fair to re-emerge on the road <i>adjacent to an open green space surrounded by trees.</i></p>	<p>Noted, text updated accordingly.</p>
	<p>Ref Draft Management Plan p2 Summary of Special Interest: could another sentence be inserted on the following lines 'Its green spaces adjacent to Elmore Park offer views to attractive old buildings and trees, thereby enhancing the street scene.'</p>	<p>Noted, text of 'Summary of Special Interest' updated in both documents accordingly.</p>
	<p>Ref Draft Management Plan p3: with regards to repairs and maintenance, we agree that traditional materials make a positive contribution but can be expensive compared to upvc. To encourage then use of traditional materials we suggest that the possibility of grants in certain cases be considered, to cover the cost difference between eg upvc and timber. We appreciate that with limited funds such a suggestion might be difficult to adopt but an approach to English Heritage could be worthwhile.</p>	<p>Noted. The Council will investigate possible funding options however is aware that even at Historic England (HE) (formerly English Heritage) resources are very limited. On occasions however HE run funding schemes in partnership with Local Authorities directed at particular issues (such as the recent successful Rugeley Town Centre Partnership Scheme which helped fund repairs to commercial buildings in 2011-14)and should a future scheme be</p>



Name	Comments	Officer Recommendations
		suitable for assistance in residential areas Sheep Fair/Bow Street Conservation Area could be a considered.
Historic England	We support the approach of preparing a Supplementary Planning Document (SPD) that will provide clarity on a range of local design and conservation issues.	Noted.
	It may be useful to include the relevant Local Plan policies within the SPD to show how the SPD expands upon the local policy clauses.	Noted. The Appraisal describes relevant local planning policy context without setting the text out in full. The Management Plan SPD aims to focus on a succinct delivery plan to preserve or enhance the Conservation Area so longer policy text has not at this time been added.
	We support the content and descriptions of how developers and applicants can consider the main issues relevant in the Conservation Area and protect and enhance heritage assets and key heritage features. We would recommend the inclusion of a section on height and how this is a key issue both within the Conservation Area and its setting, and that it may be appropriate to limit the height of new development to protect the character of the Conservation Area.	Noted. Whilst height is a potential issue in conservation areas it has not been noted as a concern here. Bearing in mind this Conservation Area adjoins an opportunity site in the Rugeley Town Centre Area Action Plan the Council considers it would wish to retain flexibility to consider development proposals on a case by case basis rather than placing any specific limit on height but text updated to take better account of issue.
	We would also recommend a section on setting and how to assess the impact to the setting of the Conservation Area.	Noted. Appraisal already has a section on Setting as well as coverage in Recommendation 7, however text updated to elaborate on the matter including assessment of impacts.
	We support the opportunity for enhancement measures within the Conservation Area.	Noted.
	It may be useful to state that the use of pvc within Conservation Areas will not be supported.	Concern acknowledged, however in reality this predominantly residential Conservation Area already has significant upvc window replacement and did prior to designation in 2004. The character and appearance of the Area is therefore partly formed by

Name	Comments	Officer Recommendations
		this so the need to preserve or enhance focuses on encouragement of appropriate window design, albeit in upvc, if traditional timber is unaffordable.
	We have found, when commenting on other similar documents, that the use of positive and negative images of what is and is not suitable works very well. We note the use of some imagery within the document and wonder whether you might consider including additional images to provide additional clarity on some of the more complicated issues.	Noted. Illustration has been used to a degree however tends to make the size of the electronic document rather unwieldy especially for householders trying to download on home computers, so the Council tries to strike a balance.
	Under section 2, as referenced above, we would recommend a discussion on appropriate building heights.	See above response on building heights – text updated.
	We support the use of developer contributions for positive public realm enhancements.	Noted.
	It may also be worthwhile to include some further detail about signage and advertising, which can sometimes be a key concern within Conservation Areas and what would and would not be acceptable.	Noted, however this is not a significant issue as there are few commercial buildings so the Council generally prefers to treat signage on merit though would be cautious in any case in dealing with illuminated signage in a predominantly residential area.
	We would recommend a section on enforcement and how the Council may tackle issues where development is not in keeping with the Local Plan policy and this accompanying SPD.	The Council's adopted generic Conservation Areas Management Plan SPD adopted in 2014 should be read in conjunction with the individual Conservation Area Management Plans and contains measures available for the Council to apply across all its Conservation Areas, including enforcement. Appraisal Recommendation 8 confirms that the Council will undertake to work with property owners to seek satisfactory solutions to issues adversely affecting the character or appearance of the Conservation Area. The Council prefers to take a conciliatory approach wherever possible.

<b>Name</b>	<b>Comments</b>	<b>Officer Recommendations</b>
H. Thornton	Both documents are well written and presented with a well illustrated historical context and even the most difficult parts are well explained. They will make readers understand the reason and importance of preserving all that is good in the Conservation Area and how enhancement can be achieved by owners understanding the need to consult the Council's planning policy for externally visible alterations and new development. The need for regular monitoring by the Council is made clear.	Noted.
M. Kettle	Enjoyed reading the documents and thank you for your effort.	Noted.
The Landor Society	Documents are thorough, agree with recommendations regarding electricity substation enhancement, signage and road markings. Sympathetic redevelopment using materials and styles to blend with existing are highly desirable.	Noted.

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**APPENDIX 2****Draft Sheep Fair/Bow Street Conservation Area Appraisal and Management Plan****Proposed Amendments Following Consultation**

<b>Document, Section and page number</b>	<b>Proposed Amendment</b>
Appraisal - Summary of Special Interest -p3	Add extra bullet point: 'Its green spaces adjacent to Elmore Park offer views to attractive old buildings and trees, thereby enhancing the street scene.'
Appraisal -Character Analysis - p13	Add extra sentence after existing 4th sentence of penultimate paragraph on page: 'The historic buildings in the Conservation Area are of two and three storey height.'
Appraisal - Elmore Park - Spatial Analysis - p19	Alter penultimate sentence to: 'Adjacent to the Park runs the 'green lane' (known by some older residents as Brookside) which provides an informal access to the Old Mill and the Mill House, 35 Sheep Fair, looping around the back of 3-19 Sheep Fair, to re-emerge on the road adjacent to an open green space surrounded by trees.'
Appraisal - Enhancement Opportunities/Recommendations - p26	Add extra sentence to Recommendation 3 after existing 2nd sentence: ' Height of new buildings should also reflect site surroundings in a way which preserves or enhances character and appearance.'
Management Plan SPD -Summary of Special Interest - p2	Add extra bullet point: 'Its green spaces adjacent to Elmore Park offer views to attractive old buildings and trees, thereby enhancing the street scene.'
Management Plan SPD - 2. The Treatment of New Development - p4	Add extra words to first bullet point: '...reflect existing <b>building heights</b> , variety and detailing...'
Management Plan - 3. Potential for Enhancement - p5	Add extra sentence: 'Implications of development affecting the setting of the Conservation Area will be considered on a case by case basis in accordance with Historic England guidance.'

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