

TRAFFORD COUNCIL

Report to: Executive
Date: 27 March 2017
Report for: Decision
Report of: Executive Member for Economic Growth, Environment and Infrastructure

Report Title

South Hale Conservation Area Appraisal and Management Plan and Addendum to Bowdon Management Plan

Summary

This report provides a summary of the consultation responses received to the consultation drafts of the South Hale Conservation Area Appraisal (CAA), Management Plan (CAMP) and the draft Addendum to the Bowdon Management Plan.

This report seeks approval of the South Hale Conservation Area Appraisal (CAA) and Management Plan (CAMP) for adoption as Supplementary Planning Documents (SPD) and approval of the Addendum to the Bowdon Management Plan.

Recommendation(s)

That the Executive will be asked to:

1. Note the consultation responses and amendments made to the South Hale CAA and CAMP and to the Addendum Bowdon CAMP, in the light of these consultation responses, as set out in Appendices 2 and 3;
2. Approve the South Hale CAA and CAMP for adoption and publication as Supplementary Planning Documents, as set out in Appendices 4 and 5;
3. Approve the Addendum to the Bowdon Management Plan as set out in Appendix 6;
4. Delegate authority for approving any minor amendments to the wording of the documents to the Director of Growth and Regulatory Services prior to their publication.

Contact person for access to background papers and further information:

Name: Richard Roe (Director of Growth and Regulatory Services)
Extension: 4265

Background Papers: None

Relationship to Policy Framework/Corporate Priorities	The CAA and CAMPs contribute to a number of Corporate Priorities, in particular: Economic Growth and Development and Safe Place to Live - Fighting Crime.
Financial	The preparation of the CAA and CAMPs has been funded from the Strategic Planning and Growth budget, within the EGEI Directorate's overall budget
Legal Implications:	The Appraisal and Management Plan have been produced in accordance with the requirements of s.69 (2) Planning (Listed Buildings & Conservation Areas) Act 1990. Once adopted, planning decisions will be taken in accordance with the resultant designations and policies, unless material considerations indicate otherwise. There will be some legal officer time needed to process and issue the Tree Preservation Orders required prior to changing the Conservation Area boundary (see section 2.5 of the report).
Equality/Diversity Implications	The Core Strategy Equality Impact Assessment has been applied to the preparation of these CAAs and CAMPs and is considered to be compatible to the work to be carried out under the appraisals because they will help to deliver some of the objectives and policies of the Core Strategy.
Sustainability Implications	The main strategic objective of the CAA and CAMPs is the same as the objective of Policy R1 of the Trafford Core Strategy which was found to be sustainable.
Resource Implications e.g. Staffing / ICT / Assets	The CAA and CAMPs have been prepared by consultants and staff within the existing Strategic Planning and Growth Team. The documents will be available to view electronically via the web.
Risk Management Implications	The appraisals support the delivery of the Council's Core Strategy and Development Management function. If the appraisals are not progressed it could undermine the delivery of Council policy.
Health & Wellbeing Implications	None
Health and Safety Implications	None

1.0 Background

- 1.1 Trafford Borough contains 21 designated Conservation Areas (CAs), many of which were created in the 1970s and whose boundaries have not been changed since. The *Planning (Listed Buildings and Conservation Areas) Act 1990*, the NPPF and best practice guidance produced by Historic England

states that boundaries of existing Conservation Areas should be reviewed regularly.

- 1.2 Conservation Areas are designated because the area is considered worthy of preservation or enhancement due to its special architectural or historic interest. They are not to show the progression of development from the past to the present. The Conservation Area boundaries need to be viewed within a wider context of urban development. Designated Conservation Areas should provide protection to buildings that were perhaps not previously considered to be of architectural merit and to the spaces between buildings, such as streets and undeveloped areas.
- 1.3 Historic England Guidance (namely Guidance on Conservation Area Appraisals, (2006), para 2.8, Guidance on Conservation Area Appraisals, (2005), Historic England, Understanding Place: Conservation Area Designation, Appraisal and Management, (2011), paras 1.7 & 1.9), sets out that designation is not sufficient to preserve and enhance the conservation areas; the Trafford Core Strategy reflects this guidance in Policy R1 of its Core Strategy committing the Council to reviewing these boundaries and preparing new CAAs and CAMPs.
- 1.4 The Historic England Guidance states that the concept of conservation should not be devalued through the designation of areas that lack special interest and these areas should be taken out of the Conservation Area. Where drawn too tightly, the CA should be extended to include more recent phases or plots associated with buildings of historic interest. The CAAs outline the special characteristics of an area and the CAMPs act as a tool for managing them, they do not prevent development.
- 1.5 The Executive have approved adoption of CAAs and CAMPs for twenty of the twenty one Conservation Areas. Appendix 1 sets this out in more detail. A draft South Hale CAA was prepared in June 2015 and was subject to 6 weeks consultation. In October 2015 a draft CAMP was prepared and subject to a 6 weeks consultation alongside a revised draft CAA. Following revisions, both documents were subject to a further 6 weeks consultation in October 2016. A drop in session was held for each of the three consultation periods. Each session was attended by approximately 20 - 30 residents.
- 1.6 The draft CAA proposes significant boundary changes to the Conservation Area and these have been subject to amendments as part of the consultation process. Details on these and the main issues raised as part of the consultations are set out below together with the final documents proposed for adoption. Once the South Hale CAA and CAMP are adopted all the Conservation Areas will have adopted CAAs and CAMPs.
- 1.7 Following the publication of the adoption notice for the Bowdon CAMP in July 2016, the Bowdon Conservation Group raised concerns that changes had not been made in response to their consultation responses. As a result, it was decided the Council should publish an Addendum to the CAMP for a consultation period of six weeks.

2.0 Key features, issues, threats and development principles which have emerged through consultations on the draft documents

Draft South Hale CAA – Consultation June 2015

- 2.1 A draft South Hale CAA was approved for consultation purposes on the 15 June 2015. The report and decision can be viewed at the following link:- <https://democratic.trafford.gov.uk/ieDecisionDetails.aspx?ID=436>
- 2.2 A total of nineteen comments were received to that consultation, mostly concerning the removal of Halecroft House from the CA. Comments were received from Friends of Halecroft Park, Bowdon Downs Conservation Group, The Edgar Wood Society, Brookhouse Group and local residents. The comments received are detailed on pages 9-19 of the Executive Member Report in the following link: – https://democratic.trafford.gov.uk/documents/s8758/DraftConservationAreaAppraisals%20and%20MPs%20ExecMemberReport_Oct%2015.pdf

A summary of the comments is provided below:-

- An objection to the deletion of Broad Lane
 - Request for clarity on the justification as to the inclusion of Gilbert Road
 - Objections to the removal of Hawley Lane and of Barrow Lane
 - A request for clarity around the deletion of Bankhall Lane (west) from the CA
 - Comments were received from residents concerned about the lack of protection for trees that will result in areas proposed for deletion from the CA
 - Objections to the removal of Halecroft House and gardens from the CA
 - General objection from the Friends of Halecroft Park to a reduction of the area within the CA.
- 2.3 As a result of these comments and further consideration by the Council's consultant Purcells, a revised draft CAA was produced reinstating Halecroft House and Bankhall Lane West back into the Conservation Area.
- 2.4 In terms of the objection to the removal of Hawley Lane, Barrow Lane and Broad Lane; it was considered that there was no justification for reinstating these roads back into the CA. Further detail is contained in Appendix 1.
- 2.5 A survey of trees that would be affected by the boundary changes has been carried out and 5 new Tree Preservation Orders (TPOs) orders are being prepared by the Council's Arboriculture Officer. The procedure for adoption of these is for Legal Services to issue TPOs prior to the adoption of the CA boundary revisions. All new orders provide immediate provisional protection that lasts six months and long-term protection once the local planning authority has confirmed an order after considering any objections or representations. If no objections are received within the specified consultation period they are then formally confirmed by Legal Services under a scheme of delegation.

Should the Council receive objections to the Orders they are subject to approval (or otherwise) by the Chairman, Vice Chairman and Opposition Spokesperson within 6 months of the issue of the TPOs prior to their formal confirmation.

Revised Draft South Hale CAA and draft South Hale CAMP - Consultation October 2015

2.6 A revised draft South Hale CAA and draft CAMP were approved for consultation purposes on the 12th October 2015. The report and decision can be viewed at the following link:-

<https://democratic.trafford.gov.uk/ieDecisionDetails.aspx?ID=470>

2.7 A total of twenty three comments were received to that consultation with the majority of comments being from local residents, additional comments were received from Ashall Planning, Historic England, The Edgar Wood Society, and the Brookhouse Group. The comments are detailed on pages 7-20 of the Executive Member Report in the following link:-

<https://democratic.trafford.gov.uk/documents/s15857/Draft%20Revised%20CAA%20and%20MP%20S%20Hale%20report.pdf>

A summary of the comments is provided below:-

- Many objections to the deletion of Broad Lane
- Several comments supporting the removal of Broad Lane
- Concerns were also raised again over the protection of trees in the areas proposed for deletion.

2.8 Following the comments received it was decided that a further review, by the Council's heritage consultants, was needed to provide more detailed justification for proposed boundary revisions and to ensure robustness of the process.

2.9 Following this review, a further revised draft CAA was produced in October 2016 recommending the same deletions as the 2015 draft but with more detailed text explaining the proposed boundary changes and emphasising the main character of South Hale Conservation Area as Edwardian/Victorian residential. Some small areas previously proposed as extensions, Stamford Junior School and a few properties on Arthog Road, were no longer proposed for inclusion as they were considered not to reflect a strong enough association to this character. Also further extensions were proposed to consolidate the core of the Conservation Area and to include the historic Hale Cemetery. Full details of all the proposed extensions and deletions can be found in Appendix 3.

Revised Draft South Hale CAA and Draft South Hale CAMP - Consultation October 2016

2.10 A further revised draft South Hale CAA and CAMP were approved for consultation purposes on the 3rd October 2016. The report and decision can be viewed at the following link:-

2.11 A total of eleven comments were received to the consultation including responses from Architectural History Practice on behalf of Emery Planning, MLP Law LLP, pwa Planning and local residents. Appendix 2 provides more detail and the Council's proposed response to them. A summary of the comments received is provided below:-

- Objections to the deletion of Broad Lane
- Objection to the retention of No 59 Bankhall Lane
- Objection to the inclusion of three properties near 27 Park Road
- Objection to the inclusion of some properties on Warwick Drive
- Several responses supporting the proposed boundary deletions and additions.

3.0 The proposed Council response to the October 2016 Consultation

3.1 As a result of the consultation responses received from the October 2016 consultation, no further boundary changes are proposed. Only minor corrections, amendments to the general text, and the addition of a Policy on lighting to bring the CAMP in line with the other recently adopted CAMPS have been made. The main objections which are not accepted are listed below.

- Objections to the deletion of Broad Lane from the Conservation Area - these are not considered justified due to the number of prominent replacements; the addition of houses in the late 20th and early 21st centuries and; the removal of historic boundaries, thus changing the character of the road
- Objection to the inclusion of properties on Warwick Drive and Park Road - this is not considered justified as these few properties are in close proximity to historic properties and the character of the surrounding area is historic
- Objection to the reinstatement of 59 Bankhall Lane (originally proposed for deletion in the June 2015 draft CAA) - this is not considered justified as after June 2015 further information came to light about this property and it was considered to be a non-designated heritage asset worthy of retention in the CA.

4.0 Draft Addendum to the Bowdon CAMP

4.1 The Addendum proposes the inclusion of an additional policy in the CAMP addressing flood lighting within the Conservation Area. This matter was raised as an issue in the CAA and should therefore be addressed in the CAMP in a similar way to the Devisdale CAMP. Secondly, a typographical error was highlighted in relation to the roads recommended for a traffic survey. The Addendum can be viewed in Appendix 6. This addendum was approved for consultation purposes alongside the October 2016 South Hale documents, as set out above.

4.2 Only one response was received in relation to the Addendum. It was submitted by the Bowdon Conservation Group and accepts the wording as proposed in the addendum. The response can be seen in Appendix 2.

4.3 No changes are therefore proposed to the Addendum.

5.0 Sustainability Appraisal

5.1 Sustainability Appraisal (SA) is a process used to assess how sustainable development is being addressed and included in plans and strategies prepared by organisations. Because this process was undertaken as part of the preparation of the Trafford Core Strategy (in particular in relation to Policy R1) it was considered unnecessary to subject the CAA' to full Sustainability Appraisal because these documents seek to deliver (in part) Policy R1.

6.0 Next Steps

6.1 Following approval of the CAA and the CAMP for South Hale the documents will undergo the formal procedure for adoption as Supplementary Planning. The Addendum for Bowdon CAMP will be published on the Council's website alongside the adopted Bowdon CAMP.

Other Options

The production and adoption of CAA and CAMP will ensure that heritage assets will be preserved and enhanced. Historic England guidance sets out that designation is not sufficient to preserve and enhance these areas, the Trafford Core Strategy reflects this guidance in Policy R1, stating that the Council will prepare CAAs and CAMPs. Therefore to not progress with CAAs and CAMPs would be contrary to both government guidance and the Council's own planning policy. To not adopt the addendum would result in the Bowdon CAMP being inconsistent with the Bowdon CAA.

Consultation

The draft South Hale CAA and CAMP and draft Addendum to the Bowdon CAMP were subject to public consultation in line with both s69(2) Planning (Listed Buildings & Conservation Areas) Act 1990 and the Council's Statement of Community Involvement. In addition to this formal consultation, the consultants met with a number of key stakeholders during the production of the drafts. Comments from these stakeholders have been incorporated into the final South Hale CAA and CAMP.

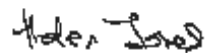
Reasons for Recommendation

The adoption of the South Hale CAA and CAMP and Addendum to the Bowdon CAMP will ensure that heritage assets will be preserved and enhanced. Historic England guidance sets out designation is not sufficient to preserve and enhance these areas; the Trafford Core Strategy reflects this guidance in Policy R1, stating that the Council will prepare CAAs and CAMPs.

Key Decision – Yes

If Key Decision, has 28-day notice been given? Yes

Finance Officer Clearance: Legal Officer Clearance: PC, CK



CORPORATE DIRECTOR'S SIGNATURE

Appendix 1- Approval dates of CAA and CAMP Documents for Conservation Areas

	Conservation Area Document	CAA and CAMP Approved
Linotype	CAA	Approved March 2016
	CAMP	Approved March 2016
Barton upon Irwell	CAA	Approved March 2016
	CAMP	Approved March 2016
Old Market Place	CAA	Approved October 2014
	CAMP	Approved March 2016
Stamford New Road	CAA	Approved October 2014
	CAMP	Approved March 2016
George Street	CAA	Approved October 2014
	CAMP	Approved March 2016
Goose Green	CAA	Approved October 2014
	CAMP	Approved March 2016
The Downs	CAA	Approved October 2014
	CAMP	Approved March 2016
Hale Station	CAA	Approved July 2016
	CAMP	Approved July 2016
South Hale	CAA	Document for Approval March 2017
	CAMP	Document for Approval March 2017
Sandiway	CAA	Approved July 2016
	CAMP	Approved July 2016
Bowdon	CAA	Approved July 2016
	CAMP	Approved July 2016

Devisdale	CAA	Approved July 2016
	CAMP	Approved July 2016
Ashley Heath	CAA	Approved July 2016
	CAMP	Approved July 2016
Ashton on Mersey	CAA	Approved October 2016
	CAMP	Approved October 2016
Brogden Grove	CAA	Approved October 2016
	CAMP	Approved October 2016
Dunham Town	CAA	Approved October 2016
	CAMP	Approved October 2016
Dunham Woodhouses	CAA	Approved October 2016
	CAMP	Approved October 2016
Empress	CAA	Approved October 2016
	CAMP	Approved October 2016
Flixton	CAA	Approved October 2016
	CAMP	Approved October 2016
Longford	CAA	Approved October 2016
	CAMP	Approved October 2016
Warburton	CAA	Approved October 2016
	CAMP	Approved October 2016