

## TRAFFORD COUNCIL

**Report to:** Executive Meeting  
**Date:** 31 October 2016  
**Report for:** Decision  
**Report of:** Executive Member for Economic Growth, Environment and Infrastructure

### Report Title

**Conservation Area Appraisals and Management Plans**

### Summary

This report provides a summary of the consultation responses received to the draft Conservation Area Appraisals (CAAs) and draft Management Plans (CAMPs) for Ashton upon Mersey, Brogden Grove, Dunham Town, Dunham Woodhouses, Empress, Flixton, Longford and Warburton.

This report seeks approval to the final documentation for adoption as Supplementary Planning Documents (SPD).

### Recommendation(s)

That the Executive will be asked to:

1. Note the consultation responses and amendments made to the CAAs and CAMPs for Ashton upon Mersey, Brogden Grove, Dunham Town, Dunham Woodhouses, Empress, Flixton, Longford and Warburton as set out in Appendix 2;
2. Approve the following for adoption and publication as Supplementary Planning Documents, as set out in Appendices 3-18:-
  - Ashton upon Mersey Conservation Area Appraisal
  - Ashton upon Mersey Conservation Area Management Plan
  - Brogden Grove Conservation Area Appraisal
  - Brogden Grove Conservation Area Management Plan
  - Dunham Town Conservation Area Appraisal
  - Dunham Town Conservation Area Management Plan
  - Dunham Woodhouses Conservation Area Appraisal
  - Dunham Woodhouses Conservation Area Management Plan
  - Empress Conservation Area Appraisal
  - Empress Conservation Area Management Plan
  - Flixton Conservation Area Appraisal
  - Flixton Conservation Area Management Plan
  - Longford Conservation Area Appraisal
  - Longford Conservation Area Management Plan
  - Warburton Conservation Area Appraisal
  - Warburton Conservation Area Management Plan

3. Delegate responsibility 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 CAAs 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 CAAs and CAMPs has been funded from the Strategic Planning and Growth budget, within the EGEI Directorate's overall budget.
Legal Implications:	The Appraisals and Management Plans are being 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.
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 CAAs 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 CAAs 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 neutral 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. Where drawn too tightly, the CA should be extended to include more recent phases or plots associated with buildings of historic interest. The CAA's 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 approved adoption of the first 5 CAAs for Old Market Place, Stamford New Road, Goose Green, George Street and The Downs on 27<sup>th</sup> October 2014. On 21<sup>st</sup> March 2016 CAAs and CAMPs for Barton Upon Irwell and Linotype and CAMPs for Old Market Place, Stamford New Road, Goose Green, George Street and The Downs were approved for adoption. Finally on the 25 July 2016, CAAs and CAMPs for Hale Station, Sandiway Bowdon, Devisdale and Ashley Heath were adopted. Following adoption of the CAAs and CAMPs within this report South Hale will be the only Conservation Area to not have newly adopted guidance. A draft CAA and CAMP for South Hale and an Addendum to the Bowdon CAMP are presently out for consultation and are planned for adoption in the new year.

## **2.0 Key features, issues, threats and development principles which have emerged through the CAA and CAMP documents**

- 2.1 The CAAs contain a wealth of information on heritage assets, including identifying landmark buildings and buildings which contribute positively to the conservation area; an assessment of key views and vistas in to and out of the conservation areas; an assessment of threats which exist and which may be undermining the heritage asset, and; the identification of "negative" areas which need positive treatment to enhance them.
- 2.2 The CAAs for Dunham Woodhouses, Empress, Longford and Warburton include proposed extensions to the Conservation Areas (Appendix 1); this is to include areas that are now considered under the most recent guidance from Historic England to be of sufficient historic interest to be in a conservation area. These extensions are all small areas. In addition, the CAA for Flixton also includes an area for exclusion from the Conservation Area, which after review is not considered to contain historically significant properties (Appendix 1).

2.3 The CAMPs provide further detail than that contained in the CAAs on architectural style, building materials, boundary treatments, rear extensions and details of the public realm and streetscape. Policies then set out parameters to manage future change to the Conservation Area. It is not the intention to necessarily prohibit change; the policies stipulate appropriate materials, methods, and designs which will conserve the special character of the Conservation Area where change is proposed. An Article 4 direction is proposed in Ashton upon Mersey, Brogden Grove, Dunham Town, Dunham Woodhouses, Empress, Longford and Warburton Village Conservation Areas. This will be subject to further consultation with individual properties prior to it being adopted by Planning Committee. An Article 4 direction operates by removing "Permitted Development" rights over certain alterations, such as new porches, fences, gates and, replacement windows. The effect of these Article 4 Directions is that planning permission is required for these minor developments that would otherwise not require an application for planning permission.

### **3.0 Public Consultation and the summary of responses received on the draft documents**

3.1 Executive Member approval was given to consult on the draft documents on 8 June 2016. The public consultation process involved writing to all addresses within the existing Conservation Areas and any proposed extensions. The draft documents were also made available to view in libraries and online on the Strategic Planning web pages via following the links:-

- <http://www.trafford.gov.uk/planning/strategic-planning/local-development-framework/local-plan-consultations.aspx>
- <http://www.trafford.gov.uk/planning/strategic-planning/local-development-framework/previous-local-plan-consultations.aspx>

3.2 In addition a number of drop in sessions were held in the local area, attended by over 20 people. The consultation resulted in relatively few comments to each document; with 10 local residents or organisations making comments. A summary of the comments received, is provided below with more detail and the Council's proposed response to them provided in Appendix 2.

3.3 Comments were received from Historic England, Natural England, Dunham Massey National Trust, Environment Agency, Health and Safety Executive, United Utilities, a housebuilder, Friends of Longford Park and local residents.

### **4.0 Summary of Responses Received**

#### **General Comments**

- Suggestions for additional text to improve clarity of wording and historical information.

#### **Specific Comments**

##### **Ashton upon Mersey**

- The rural nature of the setting is considered to be overstated. This also includes the significance of certain views, for example open fields and the River Mersey.

- Policy 42 of the CAMP is unnecessarily prescriptive to rule out entirely future expansions of the golf course and equestrian centre without a proper assessment of a specific scheme. The policy should be amended to state that any future proposals for extensions of the golf course and equestrian centre must have regard to the setting of the Conservation Area, and any harm to the setting should be avoided.

### **Brogden Grove**

- The CAMP should include policy reference to the introduction of trees
- The CAMP should include policy reference requiring road signage to be more in keeping with the character of the conservation area
- Suggestion to re-establish the cobbled road surface of the grove and terrace.
- Consideration should be given to restricting satellite dishes and bins located at the front of properties
- The use of LED lighting is not supported
- Guidance for replacing windows, fencing etc. should be included

4.1 The majority of the suggested changes, outlined above have been taken on board in the documents. However some of the suggestions have not been accepted.

The main changes accepted are listed below:-

- Minor corrections and additions to the general text to improve clarity of wording and historical information received
- A new policy added in the Brogden Grove CAMP to include reference to trees and signage. “Where funding permits, areas of damaged road or pavement surface should be repaired, and a strategy sought and implemented regarding maintenance, road markings, signage and street trees”
- Policy 15 of the Brogden Grove CAMP has been amended to make reference to satellite dishes
- Policy 24 of the Brogden Grove CAMP has been amended to make reference to warm LED bulbs

The main suggestions which are not accepted and the reasons for this are listed below:-

- The Ashton upon Mersey Conservation Area Appraisal overstates the significance of certain views from the Conservation Area. Disagree; views are an important characteristic of the north part of the Conservation Area. However reference to a view of the River Mersey has been taken out
- Policy 42 of the Ashton upon Mersey Conservation Area Management Plan should be amended to state that any future proposals for extensions of the golf course and equestrian centre must have regard to the setting of the Conservation Area, and any harm to the setting should be avoided. Disagree; the policy, as drafted, is appropriate for the equestrian centre however it has been amended as suggested in reference to the golf course as this is outside the Conservation Area.

## **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 CAAs to full Sustainability Appraisal because these documents seek to deliver (in part) Policy R1.

## **6.0 Next Steps**

6.1 Following approval of the CAAs and the CAMPs for Ashton upon Mersey, Brogden Grove, Dunham Town, Dunham Woodhouses, Empress, Flixton, Longford and Warburton, the documents will undergo the formal procedure for adoption as Supplementary Planning Documents.

### **Other Options**

The production and adoption of CAAs and CAMPs 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.

### **Consultation**

The draft CAAs and CAMPs were subject to a period of 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 CAAs and CAMPs.

### **Reasons for Recommendation**

The production and adoption of CAAs and CAMPs 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**

*Helen Jones*

