

167

Item No 08:-

16/03333/LBC (CT.9170/C)

**50 Gloucester Street
Cirencester
Gloucestershire
GL7 2DH**

Item No 08:-

Partially demolish existing boundary wall and create off-street parking for 50, 52 and 54 Gloucester Street at 50 Gloucester Street Cirencester Gloucestershire GL7 2DH

Listed Building Consent 16/03333/LBC (CT.9170/C)	
Applicant:	Keith Angus Chartered Architect
Agent:	Keith Angus Chartered Architect
Case Officer:	Katherine Brommage
Ward Member(s):	Councillor Mark Harris
Committee Date:	9th November 2016
RECOMMENDATION:	REFUSE

Main Issues:

(a) Impact on the listed buildings, their settings, and any features of special architectural or historic interest they may possess

Reasons for Referral:

The Ward Member, Councillor M Harris, has called the application to Planning Committee as he does not feel able to delegate authority for refusal due to his position as Chairman of the Cirencester Parking Board but requests, notwithstanding that conflict, that Planning Committee are given the opportunity to consider the benefit of the creation of off-street parking in this case, albeit a small amount.

1. Site Description:

50, 52 and 54 Gloucester Street form a terrace of three matching properties, built in 1902 for the Bathurst Estate. The properties are in a C17th style, with ashlar masonry to the front and rear elevation and wings in brick. The rear boundaries of the properties front Trafalgar Road and are contained by a dry stone retaining wall. 50, 52 and 54 Gloucester Street are all Grade II listed. The properties are also located within the Cirencester Conservation Area (Character Area 4) and Flood Zone 1, 2 and 3.

2. Relevant Planning History:

15/01939/FUL Partial demolition of rear boundary wall, felling of a silver birch, construction of a new retaining wall and formation of new vehicle access. Withdrawn 28.07.2015.

15/01940/LBC Partial demolition of rear boundary wall, felling of a silver birch, construction of a new retaining wall and formation of new vehicle access. Withdrawn 28.07.2015.

3. Planning Policies:

NPPF National Planning Policy Framework

4. Observations of Consultees:

Conservation Officer: Recommends refusal (comments summarised in 'Officers Assessment').

5. View of Town/Parish Council:

'Members had no objection to the partial demolition of the existing boundary wall and the creation of off-street parking for 50, 52 and 54 Gloucester Street.'

6. Other Representations:

None received to date.

7. Applicant's Supporting Information:

Plans/Drawings
Covering Letter
Design and Access Statement

8. Officers Assessment:

(a) Impact on the listed buildings, their settings, and any features of special architectural or historic interest they may possess

Numbers 50, 52 and 54 Gloucester Street are Grade II Listed Buildings. The Local Planning Authority is therefore statutorily required to have special regard to the desirability of preserving these buildings, their settings, and any features of special architectural or historic interest they may possess in accordance with Section 16(2) of the Planning (Listed Building and Conservation Areas) Act 1990.

Section 7 of the NPPF requires good design. Paragraph 58 states that decisions should ensure that developments: function well in the long term and add to the overall quality of an area; establish a strong sense of place, creating attractive and comfortable places; and respond to local character and history, reflecting the identity of the surroundings and materials, whilst not stifling innovation. Paragraph 60 states that local distinctiveness should be promoted or reinforced and Paragraph 61 that connections between people and places, with the integration of new development into the built and historic environment.

Section 12 of the NPPF asks that Local Planning Authorities should take account of the desirability of sustaining or enhancing the significance of heritage assets. Paragraph 132 states that when considering the impact of the proposed works on the significance of a designated heritage asset, great weight should be given to the asset's conservation. It also states that significance can be harmed through alteration or development within the setting. Paragraph 134 states that where proposals will cause harm to the significance of a designated heritage asset that is less than substantial harm, that harm is weighed against the public benefits of those works.

The rear boundaries of the properties front Trafalgar Road and are contained by a dry stone retaining wall. The proposal is to create an opening in this wall across the three properties to form three new private parking spaces, one for each property. The opening will be 10.5m in width with 1m nibs of the dry stone retaining wall retained at each end. The rear sections of the gardens will be lowered by approximately 1m to form parking spaces level with Trafalgar Road. A stone faced retaining wall will be constructed to the rear of the parking spaces with black painted railings and steps up to the remaining gardens.

A previous application for the removal of a section of this wall to provide parking to number 54 Gloucester Street (Ref: 15/01940/LBC) was recommended for refusal in July 2015 due to its impact on the historic boundary feature of the listed building and on the character and appearance of the Conservation Area. The application was subsequently withdrawn.

It is noted that parking is permitted directly adjacent to the rear wall between 6:30pm and 8am and that two public parking spaces here will be lost as part of the proposals.

The stone retaining wall, facing Trafalgar Road, appears to represent part of the integral historic boundary feature of the listed buildings.

The Conservation Officer has raised substantial concerns regarding the extensive changes to the appearance of this retaining wall. The appearance of the boundary would change considerably, being replaced by a large open parking area. The proposals will result in the demolition of almost the entire length of this wall. Retaining small nibs of this wall at either end is not considered to mitigate the extensive loss of historic fabric, removal of the historic boundary of the property.

The prevailing character along this part of Trafalgar Road is stone walls with occasional vehicular access. The neighbouring properties (Nos 56-58) have created a large open parking bay. It is not clear when this work was carried out and whether it was authorised, however the result is visually undesirable and does not represent a precedent for further dilution of the character of the area.

The adopted Conservation Area Appraisal (CA2: Part 1: Section 3.9, p70) assesses the negative features and issues affecting Character Area 1 (Gloucester Street). One specific issue identified is: 'The occasional off-street parking area involving the loss of traditional boundary walls'. This proposal clearly falls into this category and is a potential negative feature, equally affecting the setting of the aforementioned listed buildings. It is considered, if the application were permitted, then it would likely be difficult to resist further applications for removal of other boundary walls in the area.

It is considered that the proposals are likely to fall into the category of 'less than substantial harm' in terms of the relevant section of the NPPF and therefore Paragraph 134 is relevant. Although considered 'less than substantial' under the terms of the NPPF, the harm identified is still regarded as considerable and in line with Paragraph 132 and Section 16(2) of the Planning (Listed Building and Conservation Areas) Act 1990 should be given great weight.

It is considered that the extent of harm caused by the proposals would not be outweighed by the public benefits in this case. The benefit of the proposals is limited to the provision of three off-street private spaces. Whilst this may have the potential to 'free up' public spaces elsewhere the public benefit that can be attached to such provision is limited; particularly when one considers that two public roadside spaces (although time limited spaces) will be lost as a result of the proposals, thereby decreasing the weight attached to such benefit. The resultant 'benefit' of the proposals is therefore essentially one additional private parking space.

Officers are appreciative of the local concern with regard to lack of parking within the town centre and the Council's priority to improve parking facilities but, notwithstanding this, it is considered that, on balance, the application proposals are without public benefits sufficient to outweigh the harm identified. Harm which is to be accorded great weight.

It is therefore recommended that the application is refused in accordance with the aforementioned policies/legislation and Section 12 of the NPPF.

Conclusion

Numbers 50, 52 and 54 Gloucester Street are listed as being of special architectural or historic interest and the Local Planning Authority is statutorily required to have special regard to the desirability of preserving these buildings or their settings or any features of special architectural or historic interest they possess.

The proposals entail the removal of almost the entire length of this wall, resulting in extensive loss of historic fabric and removal of the historic boundaries of the properties. The loss of the wall, which makes a positive contribution to the setting of the listed buildings, and its replacement with a large open parking area would also detract from the character and special interest of the listed buildings. For these reasons the proposals would fail to preserve the listed buildings. The significance of these designated heritage assets would be diminished.

Officers acknowledge that the proposals will result in the provision of off-street parking where availability of parking is constrained but the parking spaces to be provided are for private use only and will result in the loss of two on street public parking spaces. The resultant 'benefit' of the proposals is therefore essentially one additional private parking space. Whilst this may have the potential to 'free up' public spaces elsewhere the public benefit that can be attached to such provision is limited; particularly when one considers that two public roadside spaces (although time limited spaces) will be lost as a result of the proposals, thereby decreasing the weight attached to such benefit.

Officers are appreciative of the local concern with regard to lack of parking within the town centre and recognise that it is a Council priority to improve parking facilities within the town centre but, notwithstanding this, it is considered that, on balance, the application proposals are without public benefits sufficient to outweigh the harm identified.

Paragraph 134 states that where proposals will cause harm to the significance of a designated heritage asset that is less than substantial harm, that harm is weighed against the public benefits of those works.

It is the view of officers, in the particular circumstances of this case, that the provision of additional private parking spaces do not outweigh the harm identified. Particularly since one must accord great/considerable weight to such harm. The proposals are therefore considered to be contrary to Sections 16(2) and Section 12 of the NPPF.

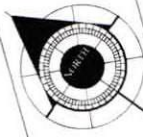
It is therefore recommended that the application is refused.

10. Reason for Refusal:

1. Numbers 50, 52 and 54 Gloucester Street are listed as being of special architectural or historic interest and the Local Planning Authority is statutorily required to have special regard to the desirability of preserving these buildings or their settings or any features of special architectural or historic interest they possess. The proposal involves the creation of a 10.5 m wide opening in the dry stone retaining wall forming the rear boundary of the properties, retaining 1m nibs of the wall at either end. The works also involve lowering the last 6 metres of the three gardens by approximately 1m to road level, in order to form three private parking spaces. The prevailing character along this part of Trafalgar Road is stone walls with occasional vehicular access which contributes to the setting of the listed buildings. The stone retaining wall facing Trafalgar Road appears to represent part of the integral historic boundary feature of the listed buildings and is a notable positive feature of their setting. The proposals entail the removal of almost the entire length of this wall, resulting in extensive loss of historic fabric and removal of the historic boundaries of the properties. The loss of the wall and its replacement with a large open parking area would also detract from the special interest of the listed buildings. For these reasons the proposals would fail to preserve the listed buildings. The significance of the designated heritage assets would be diminished, and without public benefits in this case to outweigh that harm. The proposals are therefore contrary to Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 and Section 12 of the NPPF.

401900m
402000m
402100m
402200m
202600m
202500m
202400m
202300m





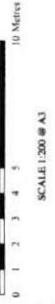
TRAFFALGAR ROAD

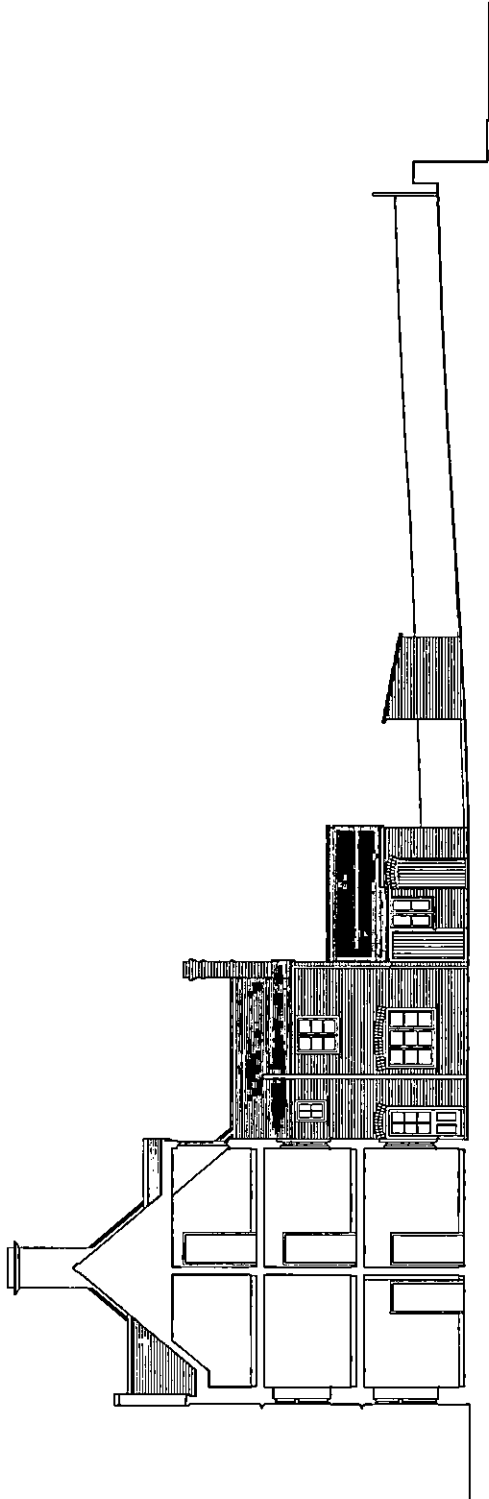
GLOUCESTER STREET

PROJECT
**PROPOSED CAR PARKING AREA TO SERVE 50, 52 AND 54 GLOUCESTER STREET,
 TRAFFALGAR ROAD, CIRENCESTER, GLOUCESTERSHIRE GL7 2DH**

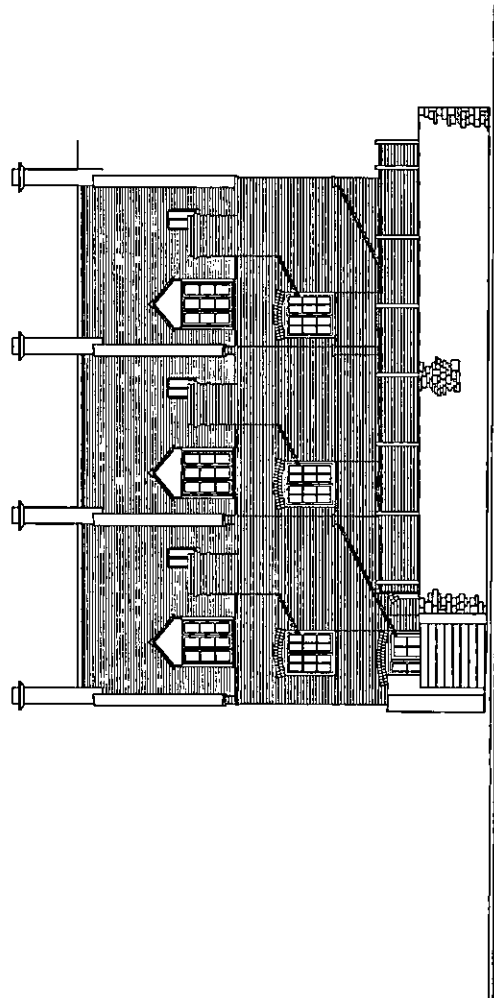
DRAWING NUMBER **16/45/02**
 DATE **MAY 2016**
 SCALE **1:200**
 SURVEY SITE PLAN

REVISION
 KEITH ANGUS CHARTERED ARCHITECT /
 THE OLD CO-OP, BREWERY LANE, NAILSWORTH, STROUD, GLOUCESTERSHIRE GL6 4JQ
 keithangus@mac.com (01453) 835341

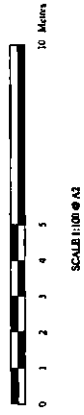




SECTION THROUGH 30 GLOUCESTER STREET



NORTH EAST ELEVATION



PROJECT
 PROPOSED CAR PARKING AREA TO SERVE 30, 32 AND 34 GLOUCESTER STREET,
 TRAPALGAR ROAD, CIRENCESTER, GLOUCESTERSHIRE GL7 2BH

DRAWING TITLE
 SURVEY SECTION AND ELEVATION

SCALE
 1:100

DATE
 MAY 2016

DRAWING NUMBER
 16/06/04

REVISION
 16/06/04

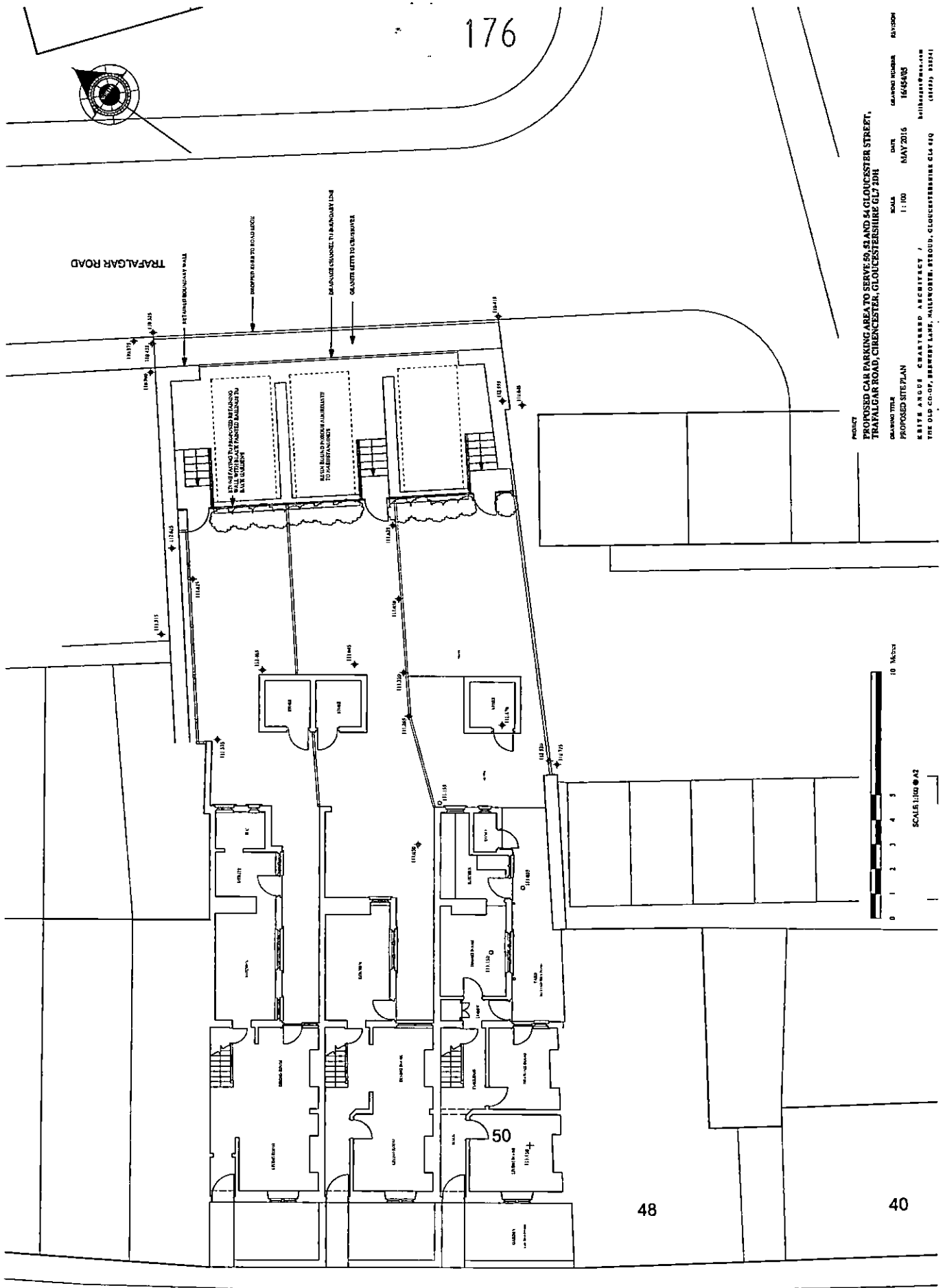
DESIGNER
 KEITH AND GUS CHARTERED ARCHITECTS /
 THE OLD CO-OP, SHERBET LANE, HAILSWORTH, STROUD, GLOUCESTERSHIRE GL6 1TQ
 (01453) 83341

GLoucester Street

48

40

50



TRAFALGAR ROAD

176



PROJECT PROPOSED CAR PARKING AREA TO SERVE 50 AND 64 GLOUCESTER STREET,
 TRAFALGAR ROAD, CHESTER, GLOUCESTERSHIRE GL7 3JH
 DRAWING TITLE PROPOSED SITE PLAN
 SCALE 1:100
 DATE MAY 2015
 DRAWING NUMBER 16694/05
 ARCHITECT KRIS AND CHARLES ARCHITECT /
 THE OLD CO-OP, BREWERY LANE, HALLWOOD, STROUD, GLOUCESTERSHIRE GL14 4JQ
 (01452) 33241



SCALE 1:100 @ A2

