

Adoption of the Bagshot Village Conservation Area Appraisal and Management Proposals Document

Summary

Section 71 of the Planning (Listed Building and Conservation Areas) Act 1990 requires local planning authorities to formulate and publish proposals for the preservation and enhancement of conservation areas. In response to this statutory requirement, Planning Policy and Conservation has prepared a Conservation Area Appraisal and Management Proposals document for the Bagshot Village Conservation Area.

On 6th January 2015, Executive agreed to the undertaking of a targeted, six-week consultation on the draft version of this document and a proposed alteration to the Bagshot Village Conservation Area boundary. A final version of the document has now been prepared, taking into account comments received during this consultation, as appropriate. It is intended that this document will replace the Bagshot Village Conservation Area Statement (1997) which is now considered to be out of date in form and content.

A plan showing the proposed boundary change is attached (shown hatched in black) at Annex 1 and the Statement of Consultation is attached at Annex 2. A copy of the Conservation Area Appraisal and Management Proposals document is available on the Council's website.

Portfolio- Regulatory

Date Portfolio Holder signed off report: 17 August 2015

Wards Affected

Bagshot Ward

Recommendation

The Executive is advised to RESOLVE to adopt the Bagshot Village Conservation Area Appraisal and Management Proposals document and the proposed alteration to the Bagshot Village Conservation Area boundary.

1. Resource Implications

- 1.1. There are no resource implications beyond that provided for within the agreed budget for 2015/2016.

2. Key Issues

- 2.1. Section 71 of the Planning (Listed Building and Conservation Areas) Act 1990 requires local planning authorities to formulate and publish proposals for the preservation and enhancement of conservation areas. In response to this statutory requirement, Planning Policy and Conservation has prepared a Conservation Area Appraisal and Management Proposals document for the Bagshot Village

Conservation Area. It is intended that this document will replace the Bagshot Village Conservation Area Statement (1997) which is now considered to be out of date in both form and content.

- 2.2 The Conservation Area Appraisal and Management Proposals document defines the conservation area's unique character, records its positive and negative attributes and identifies opportunities for positive change. The document will better preserve and enhance the character and unique sense of place of the Bagshot Village Conservation Area by fostering a better understanding of the areas special qualities amongst the community, planners, developers and investors and by making the policy framework for planning decisions more robust though enhanced guidance to inform new development. In this case, the document will support the implementation of Policy DM17 of the adopted Core Strategy and Development Management Policies Development Plan Document (relating to the preservation and enhancement of the historic environment).
- 2.3. The structure of the document, which comprises a character appraisal at 'Part 1' and management proposals at 'Part 2', has been prepared having regard to current Historic England guidance and will provide a template for future conservation area appraisals.
- 2.5. Part 1 of the document commences with a brief review of the history of Bagshot before appraising the conservation areas built form and its wider environment. In the course of the appraisal, a number of attributes that impact negatively upon the conservation area are identified and illustrated, including:
 - The provision of satellite dishes on building frontages;
 - The general erosion of the historic townscape through the loss of architectural detail;
 - Poorly designed sites that make little or no contribution to the sense of place of the conservation area;
 - Poor quality boundary treatments and historic boundary treatments that have been eroded;
 - Poor quality shop fronts and advertising;
 - Empty commercial premises; and,
 - A limited sense of arrival in the village owing principally to an un-coordinated public realm.
- 2.6. Part 1 of the document concludes with a review of the Conservation Area boundary. The periodical review of the boundaries of designated conservation areas is a requirement of the Town and Country Planning (Listed Building and Conservation Areas) Act 1990. The review recommends that the boundary be revised to incorporate a small outbuilding at 3a Half Moon Street, which is considered to be a historical building. A plan showing the proposed change is attached at Annex 1.
- 2.7. Part 2 of the document sets out possible proposals for the future management of the Conservation Area, which have been developed in

response to the negative attributes identified in the preceding part of the document. The management proposals are considered beneficial in meeting the ongoing challenge of enabling development in a way that enhances the special character of the Conservation Area. The proposals include:

- Undertaking joint working between the Parish and Borough Council to produce and publicise an article about the appropriate siting of satellite dishes in conservation areas that can be included in local publications and on the Parish Council or borough websites;
- Undertaking a street-based photographic survey of the buildings within the conservation area so that the Borough Council is better placed to enforce against unauthorised satellite dishes (subject to additional resources), commercial development and other works in the future;
- Undertaking joint working between the Parish and Borough Council to develop a strategy with landowners to encourage the use or enhancement of vacant premises;
- Undertaking joint working between the Parish, Borough and County Council to identify proposals to improve the public realm, using a facilitator such as the Public Realm Information and Advice Network (PRIAN) to ensure that future works within the conservation area better integrate traffic management with the historic character of the conservation area.

2.8. The management proposals also note that the Borough Council may in future wish to consider whether an Article 4(2) Direction to withdraw 'permitted development' rights for works to property frontages, boundary treatments and chimneys within the conservation area should be implemented. Having an Article 4(2) Direction in place will not inhibit development, but will ensure that the development that does take place is appropriate by requiring that planning permission is first obtained from the local planning authority.

2.9. A public consultation in respect of the draft document and proposed alteration to the boundary of the Conservation Area was undertaken between 19th January and 1st March 2015. This consultation was targeted at residents and businesses within and nearby to the Conservation Area, together with all specific consultation bodies and heritage bodies with an interest in Surrey Heath. Comments were received from 9 respondents. The responses received are addressed in the Statement of Consultation contained at Annex 2 to this report; however in summary the key points raised by respondents were:

- Support for the content of the appraisal, the conclusions reached and the identified management proposals;
- Support for the extension of the Conservation Area boundary;
- Support for the identification of a palette of good quality materials and street furniture for use in future public realm improvements, although care should be taken to ensure that materials are appropriate to the local area;

- Regal House (18 High Street) should be considered a 'negative site'.

3. Options

3.1 The options for the Executive to consider are:-

- (i) To AGREE the adoption of the draft Bagshot Village Conservation Area Appraisal and Management Proposals document and the proposed alteration to the Bagshot Village Conservation Area boundary.
- (ii) To NOT AGREE the adoption of the draft Bagshot Village Conservation Area Appraisal and Management Proposals document and the proposed alteration to the Bagshot Village Conservation Area boundary.

4. Proposals

4.1 Surrey Heath Borough Council has produced a Conservation Area Appraisal and Management Proposals Document for the Bagshot Village Conservation Area to help preserve and enhance the area.

5. Supporting Information

5.1 A copy of the Bagshot Village Conservation Area Appraisal and Management Proposals document and the associated Statement of Consultation are available on the Council's website.

6. Corporate Objectives and Key Priorities

6.1 The document will support Objective 1 to make Surrey Heath an even better place where people are happy to live by encouraging sustainable development. The document will also support Objective 2 to sustain and promote our local economy by promoting the unique identity of Bagshot.

7. Policy Framework

7.1 The main policy framework is contained within the Planning (Listed Building and Conservation Areas) Act 1990, the National Planning Policy Framework 2012 (NPPF) and associated Planning Practice Guidance 2014 (PPG).

7.2 Paragraph 129 of the NPPF indicates that *"local planning authorities should set out in their Local Plan a positive strategy for the conservation and enjoyment of the historic environment"*. Paragraph 137 of the NPPF advises that *"local planning authorities should look for opportunities for new development within Conservation Areas...to enhance or better reveal their significance"*. Paragraph 129 of the NPPF indicates that *"local planning authorities should make information*

about the significance of the historic environment gathered as part of plan-making or development management publicly accessible”.

- 7.3 Policy DM17 of the adopted Core Strategy and Development Management Policies Development Plan Document requires that development which affects any heritage asset (including conservation areas) to establish and take into account its significance and promote the conservation and enhancement of the asset and its setting.

15. Consultation

- 15.1 The draft Bagshot Village Conservation Area Appraisal and Management Proposals Document was subject to a targeted public consultation for a period of 6 weeks in accordance with the Surrey Heath Borough Council Statement of Community Involvement (SCI) May 2012. Comments received from this consultation have been taken into account, where appropriate, in the final version of the document.

Annexes	Annex 1: Plan showing proposed extension to the boundary of the Conservation Area Annex 2: Statement of Consultation
Background Papers	None
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Head of Service	Jenny Rickard – Executive Head of Regulatory

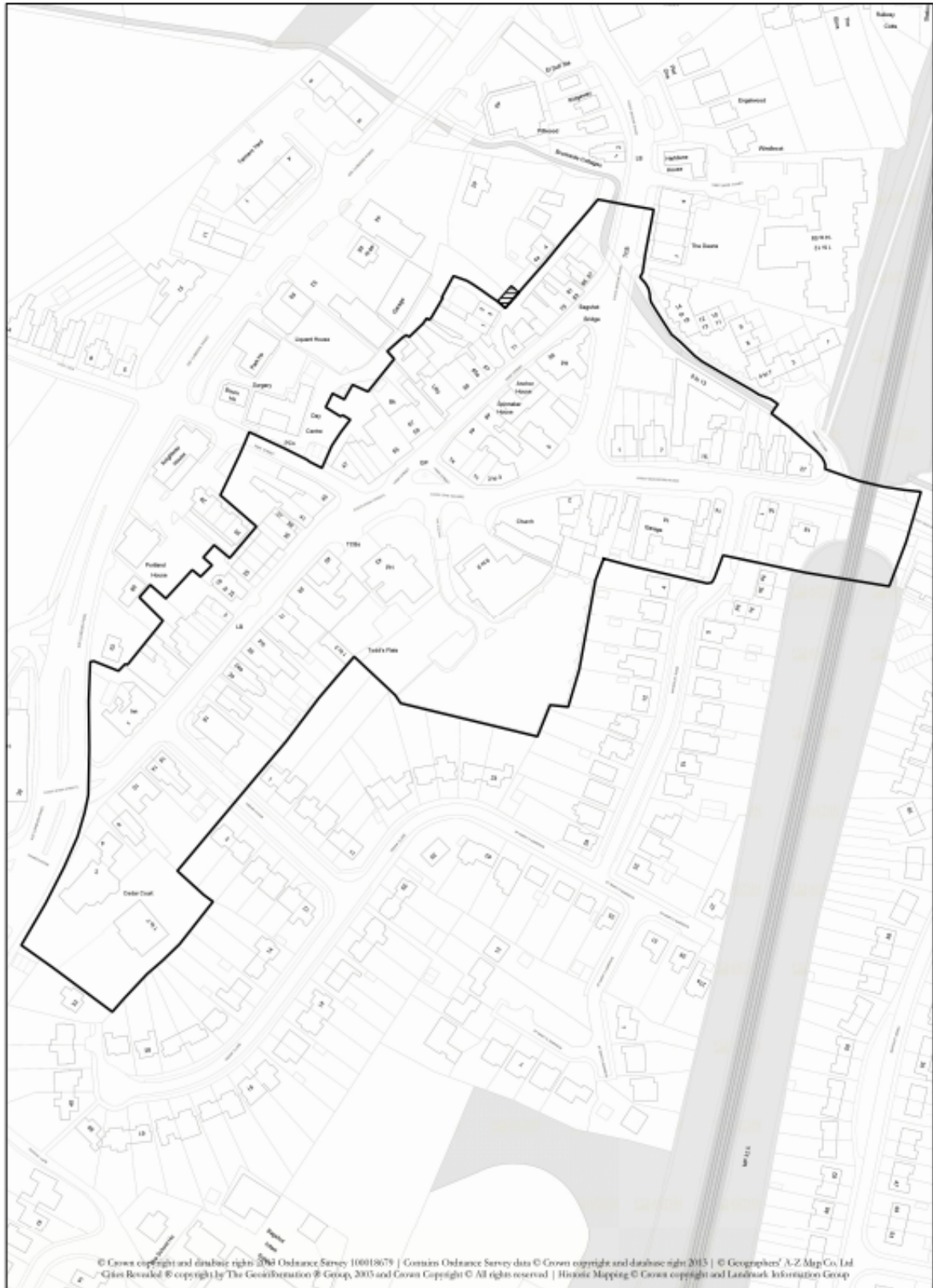
Consultations, Implications and Issues Addressed

Resources	Required	Consulted
Revenue	✓	<u>31/07/15</u>
Capital		
Human Resources		
Asset Management		
IT		
Other Issues	Required	Consulted
Corporate Objectives & Key Priorities	✓	<u>31/07/15</u>
Policy Framework		
Legal	✓	<u>31/07/15</u>
Governance		
Sustainability		
Risk Management		
Equalities Impact Assessment		
Community Safety		
Human Rights		
Consultation		
P R & Marketing	✓	<u>31/07/15</u>

Review Date:

Version: 1st Draft

Annex 1 – Plan showing proposed extension to the boundary of the conservation area to incorporate 3a Half Moon Street (shown hatched in black)



Annex 2

Statement of Consultation Bagshot Village Conservation Area Appraisal and Management Proposals Document 2015

This Statement sets out how Surrey Heath Borough Council undertook non-statutory consultation on the Bagshot Village Conservation Area and Management Proposals Document 2015.

Consultation on the draft document enabled local people to participate in the identification of features that are important to the character of the area in which they live or work. Local involvement is an essential aspect of the consultation process and local residents have been encouraged to comment on the draft document.

Consultation on the document took place between 19th January and 1st March 2015.

The consultation was widely publicised, being advertised on the Council's website. Twitter feed and Facebook page.

The document was made available to view online, at Surrey Heath Borough Council Offices, Bagshot Library and at Windlesham Parish Council Offices.

Letters and e-mails were sent out to English Heritage (now 'Historic England'), local interest groups and organisations and to over 300 residents and businesses within and adjacent to Bagshot Village Conservation Area. The document was also considered at a meeting of the Windlesham Parish Council Planning Committee, on the 17th March 2015.

In total, 9 responses were received in response to the Consultation and these have been summarised below. Where specified, comments have informed the final version of the Bagshot Village Conservation Area Appraisal and Management Proposals Document.

Summary of responses received:

Respondent	Comments	Council Response
Windlesham and Lightwater Parish Council	Agrees that: <ul style="list-style-type: none">• The Conservation Area boundary should be extended;• There is no 'sense of arrival' in the historic heart of the village. Would like to see suitable signage such as 'Historic Bagshot' alongside simple 'gateway posts'. There is scope for an information board with historic information displayed.• There needs to be a general tidying up of buildings in the Conservation	Noted. The Management Proposals within the Document seek to address these points.

	Area with particular attention to shop frontages, empty premises, satellite dishes, air con units etc.	
	<p>Supports:</p> <ul style="list-style-type: none"> • The idea of 'pop-up shops' and false frontage windows to improve the appearance from the street; • Provision of a pallet of high quality street furniture; • Advice from County to reduce the impact of traffic and would call for different road surfacing so that through traffic is reduced to crawling speeds. 	Noted. The Management Proposals within the Document seek to address these points.
	Objects to the inappropriate urbanisation of the village.	Noted. The Appraisal and Management Proposals Document seeks to address this.
	The work should be welcomed. It is well written, authoritative and thorough.	Noted.
Surrey County Council	A large stable building in the centre of the village is a legacy to the early settlement pattern.	Noted.
	The reinforcement of a sense of east-west direction of the settlement would positively enhance the village and reflect its historic identity.	Noted, however it is considered that this lies outside of the scope of the Appraisal and Management Proposals Document.
	The introduction of an Article 4(2) Direction will positively support the Conservation Area. In conjunction with Direction, the local Parish and Borough Councils might agree a local design and grants partnership to assist in the enhancement of the streetscape by introducing a series of recommendations and suggestions for positive design elements.	Noted. The Appraisal and Management Proposals Document provides scope for further consideration of Article 4(2) Directions.
	The suggestion to use high quality materials (para. 7.9) is very much welcomed however the specified materials specified at pg.26 may not be	Noted. Reference to materials at pg.26 revised.

	appropriate to the area.	
	To discourage the tendency to install detrimental facades in the future, some information to give an appreciation of what exists behind the walls of the older properties might be included in the document.	Such amendments to property frontages can be appropriately dealt with through the planning applications process.
	Some of the negative streetscape features have occurred on the public highway. This indicates the importance of any design principles or guidance being agreed with the County Council to ensure that repairs to the roads, pavements and signage in the area are carried out sympathetically and in keeping with the appropriate styles and materials.	Noted. Addressed at pg.33 of the Appraisal and Management Proposals Document.
Runnymede Borough Council	The document is considered to be a good and well written document.	Noted.
Bagshot Society	Welcomes the proposed extension to the Conservation Area.	Noted.
	The area bounded by Half Moon Street, Bridge Road and the A30 contains a site where evidence was found of roman settlement and prehistoric activity – future development here should be subject to archaeological investigation.	The relevant part of this area is designated as an area of high archaeological potential and would be subject to Planning Policy DM17 of the Surrey Heath Core Strategy and Development Management Policies DPD.
	The Society doubts the viability of proposals for pop-up shops and encouraging better design for advertisements.	Noted.
	Consideration should be given to including Church Road within the Conservation Area.	Church Road exhibits a markedly different character to Bagshot Village centre and is not subject to the same pressures; as such

		it is designated as a Conservation Area in its own right.
Cllr Alistair Graham	The document is well written, authoritative and thorough and will be of great value to the Council.	Noted.
	<p>Agrees that:</p> <ul style="list-style-type: none"> • The boundary of the area should be adapted. • There is no 'sense of arrival' in the historic heart of the village. Would like to see suitable signage such as 'Historic Bagshot' alongside simple 'gateway posts'. There is scope for an information board with historic information displayed. • There needs to be a general tidying up of buildings in the conservation area with particular attention to shop frontages, empty premises, satellite dishes, air con units etc. Would hope the Council could issue design proposals and work with property owners to improve the street scene. 	Noted. The Management Proposals within the Document seek to address these points.
	<p>Supports:</p> <ul style="list-style-type: none"> • The idea of 'pop-up shops' and agree that empty shops need false frontage windows to improve the appearance from the street. • The mention of a pallet of high quality street furniture is pleasing. • Advice from County to reduce the impact of traffic and would call for different road surfacing so that through traffic is reduced to crawling speeds. 	Noted. The Management Proposals within the Document seek to address these points.
	Objects to the inappropriate urbanisation of the village.	Noted. The Appraisal and Management Proposals Document seeks to address this.
J.Gynn	The Conservation Area would be enhanced by its expansion to include the building at 3a Half Moon Street.	Noted.
	The cottage at 2 & 3 Half Moon Street has	Noted. The

	<p>been ruined on its front elevation by solar panels. 1, 2 and 3 Half Moon Street were particularly attractive cottages within the village.</p>	<p>provision of solar panels in this location is likely to have constituted permitted development.</p>
	<p>It is difficult to see how attractive the village centre is as it is cluttered with lots of parked cars. Perhaps a scheme to encourage car drivers to use the carpark would be helpful - when it was free it was always full.</p>	<p>Noted. A scheme to encourage drivers to use the car park would fall outside the scope of the Document however general public realm improvements are addressed at pg.32 of the Document.</p>
N. Dorrington	<p>Agree with the thrust of the document and agree with the proposal to expand the Conservation Area in Half Moon Street.</p>	<p>Noted.</p>
	<p>The nomenclature of "Victoria Sign Post" is not appropriate. It is always called either the "Jubilee Lamp" or the "Trafalgar Memorial". Its full title would be the "Queen Victoria Jubilee Lamp". Note that this is because it is not a sign post.</p>	<p>The structure is variously described within documents. For clarity, the name will be revised throughout the document to be "the Queen Victoria Signpost and Lamp" to accord with the Council's Local Listing entry.</p>
	<p>One of the planters in the square was provided by the WI the other 4 are maintained by the Bagshot Society.</p>	<p>The omission of any reference to other planters in The Square does not imply that they are of no interest. In this case the other 4 planters are considered a neutral feature and have not been referenced on this basis.</p>
	<p>There is a bench around the Jubilee Lamp.</p>	<p>Noted. The omission of any reference to the bench does not imply that it is of no interest.</p>

	<p>The provision of flags throughout the High Street is arranged by the Bagshot Business Association</p>	<p>Reference on pg.25 revised.</p>
	<p>No 3a Half Moon Street was only an industrial premises relatively recently, when it became a small engineering workshop (used by Mr Henry Stanbrook, who is also a local historian). It was originally the tied house and office of the overseer of the “doss house” opposite (now Bagshot Joinery). Its claim to historical fame is that it is the only remaining single room house remaining in Surrey. The adjacent garage was built as a small industrial unit.</p>	<p>Noted. Relevant parts of the Appraisal and Management Proposals document have been revised accordingly.</p>
	<p>The barn behind 36 High Street is an eyesore and a blot on the landscape. Although it is old it is of no archaeological significance and little historical significance due to extensive rebuilding and dilapidation. When it was a meat packing plant an unsightly building was bolted on to the High Street side of the building and later a further smaller and very untidy building was added to that. The building is a derelict and has no prospect of safe use again. The complete roof requires replacement and there is no longer any access for heavy vehicles. Along with other repairs it would cost a vast amount for no return and as a consequence will continue to decay. The replacement of this building by smaller building(s) built in the “Bagshot style” would enhance the High Street and open up the trees to the rear of the property to public view.</p>	<p>This remains a historic barn and the Historic Buildings Officer is satisfied that the Barn can and should be repaired and re-used rather than demolished. It is more than likely the only surviving building in the village that illustrates the practicalities of meeting the requirements of a staging post on a busy coaching road. The village would have had to have provided large amounts of stabling and equine provisions and they are confident that the building would have been used for such purposes.</p>
	<p>The fence outside Peel House was no more than derelict garden centre tat and is better off removed.</p>	<p>Noted.</p>
	<p>The railings outside the Kings Arms are no more than scaffolding poles.</p>	<p>The boundary treatment brings an</p>

		appropriate sense of enclosure to the courtyard beyond.
	The hedging outside 22 High Street was lost when SHBC Planning Committee approved an application to turn the front garden into parking.	Noted.
	In the section of "Negative Sites" you appear to have omitted Regency Credit" at 18 High Street which replaced a demolished Queen Anne town house.	Noted and agreed. Relevant sections of the Appraisal and Management Proposals Document have been revised to reflect this.
S. Kilroy	Bagshot has lost its village atmosphere. Buildings like the Co-op, Firestarter and the garage on Guildford Road are too modern and have spoilt the "old" look of the village. Bagshot Travel is derelict and an eyesore as is Lloyds Chemist.	Note. Specified Management Proposals seek to encourage the improvement of the appearance of derelict or unattractive premises.
	The Square should be more cared for, with more flowers. The old clock needs to be repaired on one side and should be more of a feature by getting rid of modern signs etc.	Noted. General public realm improvements are addressed at pg.32 of the Document. The repair of the clock falls outside of the scope of the document.
	Would love to get back the village atmosphere. Creating more business into the village, and perhaps creating a pedestrian walkway around the square.	Noted. General public realm improvements are addressed at pg.32 of the Document. Creating more business within The Square falls outside of the scope of the Document.
	Glad that the Councillors are looking at the village.	Noted.
P.Cowen	The document could include more details about historic figures that have influenced Bagshot to help illustrate its historical	Noted, however it is not considered appropriate to

	significance.	include such a level of detail within this document.
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