

<b>REPORT FOR DECISION</b>
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Agenda Item	
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**MEETING:** PLANNING CONTROL COMMITTEE

**DATE:** 31 August 2004

**SUBJECT:** Supplementary Planning Guidance. Mount Pleasant Conservation Area

**REPORT FROM:** Borough Planning and Economic Development Officer

**CONTACT OFFICER:** M Nightingale, Conservation Officer, Environment and Development Services

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**TYPE OF DECISION:** Non key

**REPORT STATUS:** For publication

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**PURPOSE/SUMMARY:**

On the 11 November 2003 Planning Control Committee approved a report outlining a draft conservation area appraisal for Mount Pleasant. The report, which has now been the subject of extensive consultation, also highlighted concerns over the scale of unauthorised alterations to buildings in the area. Committee approved an 8 point action plan aimed at protecting and enhancing the character of the conservation area and the architecture of the listed buildings. The action plan is being implemented and one element within this is the production of a design and enhancement guide for the area. This is now complete and it forms the major part of this report to Committee. The guidance has also been added to the original draft appraisal to produce the final appraisal and action plan document for the area. The full Mount Pleasant Conservation Area Appraisal and Action Plan is now submitted for acceptance as Supplementary Planning Guidance in support of the adopted Unitary Development Plan. A draft of this document has been sent separately to committee members.

## **OPTIONS AND RECOMMENDED OPTION (with reasons):**

### **Options**

The options presented to Committee are as follows.

- (a) To approve the Mount Pleasant Conservation Area Appraisal and Action Plan as Supplementary Planning Guidance in support of the Council's adopted Unitary Development Plan.
- (b) To reject the proposal for Supplementary Planning Guidance and the Appraisal and Action Plan.
- (c) To seek amendments to the Supplementary Planning Guidance and the Area Appraisal and Action Plan.

### **Recommended Option**

Option (a) is recommended. It will provide clear and consistent guidance for the residents and house owners in Mount Pleasant and will be in line with the decision of Committee on the 11 November 2003. It should also assist the Council as planning authority to respond consistently to development proposals and any enforcement action, appeals and inquiries. It will provide a local and detailed interpretation of the Council's UDP and government conservation policies, and will help to meet the Council's Best Value targets. The full appraisal and action plan will also provide the basis for both the protection and planned enhancement of the area. The document may also assist in securing heritage funding from grant-aiding bodies.

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## **IMPLICATIONS -**

**Financial Implications and Risk Considerations** Nil

### **Corporate Aims/Policy Framework:**

Do the proposals accord with the Policy Framework? **Yes**

Are there any legal implications? **Yes.** As immediately below.  
**Considered by Monitoring Officer:** **Yes.** Supplementary Planning Guidance is a material consideration to be taken into account when considering planning and listed building consent applications.

**Statement by Director of Finance and E-Government:** Nil

**Staffing/ICT/Property:** Nil

**Wards Affected:** **Moorside Ward  
Bury East Area Board**

**Scrutiny Interest:** Nil

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**TRACKING/PROCESS****DIRECTOR:**

Chief Executive/ Management Board	Executive Member/ Chair	Ward Members	Partners
	<b>Consultation July/Aug 2004</b>	<b>Consultation 2003 and July/Aug 2004</b>	<b>Consultation 2003 and July/Aug 2004</b>
Scrutiny Panel	Executive	Committee	Council

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**1.0 BACKGROUND**

1.1 Following a long period of consultation with the residents of Mount Pleasant and local and national heritage bodies, Planning Control Committee considered a report on the 11<sup>th</sup> November 2003 which put forward an area appraisal and actions to protect and enhance the character of the Mount Pleasant Conservation Area. In part, the report was produced to raise concerns over the unauthorised alteration of properties and the gradual loss of area character. In response to the report Planning Control Committee authorised the following 8 actions.

- (a) The extension of the conservation area to include the planted areas to the west of the village. This was shown on page 4 of the appraisal.
- (b) This should follow additional works for the management of this area of trees, including the removal of sections of woodland to re-open and control views into and out of the village.
- (c) For the Council to undertake a phased programme of minor repair and improvement work to the sett road way within the village and to propose additional areas for car parking in locations and to designs that would not adversely affect the character of the area. These new spaces will be on land within the Council's ownership and will be available for rent to area residents.
- (d) The production of a Mount Pleasant Design and Enhancement Guide to assist all residents in improving their properties in a sympathetic way and also the Council in its enhancement proposals. This should cover gap sites and open land, extensions, materials, windows and doors, cleaning of stonework, architectural details, garages, and detailed alterations, and should allow for some variety in dealing with detailing. It is suggested that consultants are engaged to produce this guidance as soon as possible.

- (e) The appraisal makes reference to the damage to area character caused by a range of alterations. One of the most harmful is the use of UPVC (plastic) materials. Committee is asked to confirm that new UPVC windows, doors and detailing shall not be authorised.
- (f) Authority for officers to negotiate the removal of unauthorised UPVC additions to buildings and to report back with a view to formal enforcement action being taken where progress cannot be made.
- (g) Authority for officers to negotiate on the relocation or painting of such features as satellite dishes, aerials and alarm boxes, and other unauthorised additions to buildings, and to report back with a view to formal enforcement action being taken where progress cannot be made.
- (h) Action on a range of other alterations to await the outcome of the production of the design guide.

1.2 Various actions under some of the 8 headings are currently underway. The design guidance referred to in (d) has now been produced by the Council's Conservation Officer and been the subject of further consultation. It is submitted to Committee for approval. The detail of the guidance is outlined in part 2.0. It is proposed that this guidance is combined with the previously approved Conservation Area Appraisal to create a Mount Pleasant Conservation Area Appraisal and Action Plan and that this is approved as Supplementary Planning Guidance in support of the Council's Unitary Development Plan.

## 2.0 ISSUES

The following is the detail of the proposed design and enhancement guide. It is written in a form to be part of the final appraisal and action plan for the area.

### **Guidance for Development and Change**

- 2.1 Mount Pleasant is an early 19<sup>th</sup> century factory village built around the site of a 18<sup>th</sup> century farm. All buildings except the Lord Raglan PH are in residential use. The area contains 52 listed buildings. There are 38 unlisted properties which are the result of the mill conversion and new building in 1988. Permitted development rights were removed from the non-listed buildings at the time of the planning permission for conversion in 1986. Therefore, for all buildings, either listed building consent or planning permission is required for most developments or alterations which will affect their character and appearance. This may also extend to walls and structures in the gardens and those away from the dwellings.
- 2.2 General policies guiding development in the area are contained within the Council's Unitary Development Plan (UDP) which was adopted in 1997. Specific policies that relate to the area are OL1/1 to OL1/5 covering development in the Green Belt, EN9/1 dealing with Special Landscape Areas, and various policies within EN2 Conservation Areas and Listed Buildings. These consider the possibility of new development as well as the conversion,

extension and alteration of existing buildings. Changes to existing occupied buildings are dealt with in the following paragraphs. However, Nangreaves has been listed as having potential for infill development within Green Belt policies. This refers purely to development potential within the built envelope of the village and has to be considered against the detail of all other policies within the UDP. The appraisal has identified the value of views and vistas through the village and the importance of these, and open spaces, to the area's character. It has also identified the scale of change involved in the mill conversion and the resulting dilution of the area's architectural quality. Against this background, any new development is now considered to be inappropriate as it would significantly alter views and harm the appearance and character of the area.

### **The Alteration of Buildings**

- 2.3 The character of the area is defined in some detail in the first part of this document (the appraisal). Generally, the area character is seen as being simple and functional and, due to its history and growth during the 19<sup>th</sup> century, it has a common style and treatment. The earlier farm buildings have some different features but are also of plain treatment.

National conservation guidance confirms the need for policies to accommodate and to guide change. It also stresses the importance of the good management and repair of buildings and the need to **minimise** the alteration of historic fabric. Repair of good existing features is always preferred to their replacement, and modern features such as gas flues, burglar alarms etc. would normally be resisted. Due to its recent history the standard of preservation in the village has fallen well below these national expectations. The guidance in this note is aimed at reversing the decline of area character and not necessarily aiming for the higher standards applied elsewhere.

Early buildings, structures, walls, boundaries and paving should be retained in situ and repaired. The subtle effects of time and weather, such as the darkening of stone should not be removed. When change is essential it should be considered very carefully and issues of detail will be absolutely crucial to its success. The guidance given is intentionally direct and straight-forward and is aimed at being as clear as possible.

- 2.4 Complying with the guidance in this document does not remove the need for either listed building consent or planning permission. The guidance is put forward under three headings.

**Roofs** – guidance on materials, windows, chimneys, ridges and edges, satellite dishes, flues and gutters/rainwater goods.

**Elevations** – guidance on walls, pointing/painting, windows and doors, alarms, and flues.

**Other Features** – guidance on outbuildings, gardens, garages, walls and fences.

- 2.5 Within the village there is little practical opportunity to extend buildings. Where such proposals are being considered the applicant is advised to discuss these with the Council's conservation and development control officers at an early stage. Although all proposals will be dealt with on their merits, there will be a presumption that any acceptable new building will follow the local traditional construction methods and details. Consequently, the following detailed advice will also apply to any new building.

### **Roofs**

- 2.6 Stone flag and slate roofs should be retained and repaired. Every effort should be made to keep the remaining examples of stone roofs. The sealing over of existing roofs is not appropriate. Many terraces have traditional ridge tiles and stone copings/cement fillets to the verges. These should be retained, and verges should not be replaced with barge boards, either upvc or timber. Also, be aware of imported stone and slate. This may be offered at a lower price but may not be a convincing substitute for the local natural material.

Chimney stacks should be retained at their original height with their original banding, detailing and chimney pots. Standard TV aerials and mini dishes can be fixed to stacks in agreed and unobtrusive locations, no more than one aerial or dish to each property. Alternative locations for dishes are at ground level, again in unobtrusive locations, but not on the external walls of houses. Large dishes and aerials should not be used.

Dormers built into roofs are inappropriate. Traditional flat windows within the roof, on the least visible slope, may be acceptable if they are the flat conservation roof light. Some current standard roof lights project above the roof level. These are more intrusive and are inappropriate.

New stainless steel (or similar) flues should be within existing chimney stacks and should not be visible. Flues should not be brought through the roof in other locations.

The existing stone, timber and cast iron gutters and downspouts should be retained and repaired whenever possible. Black square section upvc may be acceptable in particularly inaccessible and hidden locations.

### **Elevations**

- 2.7 Generally, the main openings in walls should not be altered in size or shape or cills and lintels removed or adjusted. There are a number of early stone mullions in windows and these must not be removed or altered unless repair is essential.

There are now only a few early window frames remaining in the village. If at all possible, these should be retained and restored/repaired and, if necessary, supported with secondary glazing.

New window frames should be set back to their original position within openings. Window frames should be timber. Their design should be simple. Leaded lights and stained glass are not part of the area's character and should be avoided. Frames should be painted or stained. Secondary glazing is preferred but double glazing will be acceptable for certain types of frames. However, double-glazing can present problems if used in conjunction with glazing bars as the bars tend to be too robust to be historically convincing. It is absolutely essential that the detail of replica or mock sash windows is correct. Poor and weak copies have a negative effect on the area's character. Where listed building consent or planning permission is required the following timber window types are acceptable.

- Full vertical double sliding sash frames, either weighted or spring loaded and with or without glazing bars.
- Dummy/mock vertical sliding sash frames with the option of fixed upper or lower sashes.
- Within the mill conversion properties, simple quartered frames with either half or a quarter side or top hung for opening.
- There may be situations, such as with stone mullioned windows and unusual or small openings, where a simple timber frame or a simple top or side hung opening frame may be appropriate.

To give the opportunity for some variety within this range, a sole option for each design will not be enforced. However, fully detailed designs will need to be prepared to ensure that appropriate schemes are implemented.

- 2.8 Please note that listed building consent and planning permission are not required for like-for-like replacements of windows and doors etc. This applies if the replacement is a full replica and the original being copied is not unauthorised.

Upvc windows and doors are inappropriate. Due to their detail, construction and finish they are poor copies of traditional windows/doors and will not be approved. This applies equally to the white or pseudo timber external finishes. Hardwood and softwood windows can have a long life span if the timber is carefully chosen and treated and the details correctly designed. Timber windows can be easily and economically repaired. Many upvc windows do not have extensive life spans. Upvc windows installed 20-25 years ago are now having to be replaced. If a problem develops the whole window will need to be replaced.

- 2.9 Fully boarded or flat panelled external doors are acceptable. A small amount of glazing is possible within these designs. The original external doors in the converted mill properties are timber framed and glazed. If replacement is necessary these should be in timber to the same design.

- 2.10 External walls should not be cleaned or painted. This removes part of the character of the area. This applies to lintels and cills as well as main walls. The walls of most buildings in the area are constructed with watershot

coursing. This means that the bed of the courses is inclined to allow water to drain outwards after rainfall, and with the positioning of the stones assisting run off from the wall's face. The pointing between the courses is therefore very important, it should assist this drainage and not hinder it. Dense and heavy pointing such as strap pointing and strong mix cement pointing will create problems as they can trap water leading to frost and other forms of stone damage. A weak to weak-medium mortar mix is recommended with pointing finished neatly and flush across the cavity. In most cases this means that the pointing is struck at an angle which helps the run-off of water. Old pointing should be cleaned out by hand and not with a grinding disk. A disk will damage the stone edges and create lasting problems.

Alarms and flues can be used on external walls. Flues should be kept to the secondary elevations, be the smallest possible, be finished in stone colour and hidden as far as possible by locating in less prominent locations – ideally beneath or below gutters etc. Positions should also be checked to ensure that they function correctly. Alarms should also be stone coloured and located in the shadow of features such as gutters. Alarms do not need to be in strong colours to be effective. They will be readily seen if they are being looked for, and many modern alarms now have distinctive light pulses.

### **Other Features**

- 2.11 Early stone outbuildings, walls and paving are part of the area's history and character and should be retained and repaired. The draft appraisal outlined the different types of boundaries in the area. Existing stone walls and paving should also be seen as a guide for new work. New boundaries should be in traditional materials, stone and timber, and not concrete with off-the-peg panels such as waney lap. Around the village there are enclosed sites and gardens and areas for livestock. These sites contribute to area character and when changes are made stone and timber should be used.

Garages can be viewed as either temporary or permanent. Temporary garages should be constructed in stained timber. Permanent structures should be in stone or primarily stone with less prominent elements in rendered finish. Sectional concrete and metal structures are not in keeping with the area.

Please check with the Council's Conservation Officer and development control staff about the need for prior permission for any building work or alteration. If unauthorised works are carried out it is not a defence to claim ignorance of planning and conservation law.

### **Area Enhancement**

- 2.12 The appraisal process and the response to the consultation within the village in July 2003 suggested a range of works that would enhance the area's character and address local concerns. The following enhancement works are therefore put forward. These should be the subject of detailed survey work, the preparation of proposals, and the submission of bids for heritage funding within and outside the Council. The proposals are:



- The repair and enhancement of the sett roadway within the village and its possible extension to cover small areas of unmade roadway where appropriate.
- The provision of additional car parking areas for rent for both the upper and lower areas of the village.
- The upgrading of street lighting within the area following an appropriate heritage design.
- Investigation of a communal aerial for the village.
- Works for woodland management to ensure good practice and to secure and protect views into and out of the village.
- The provision of a new village sign to be consistent with a conservation area pattern yet to be designed.

### **Consultation**

2.13 There has been ongoing consultation with the residents and house owners in Mount Pleasant since December 2002. This began by giving information and advice in terms of the detail of planning and listed building controls, and developed through the debate about unauthorised works into the current appraisal and action plan. This involved a number of drafts of the appraisal and an area wide questionnaire undertaken in the summer of 2003 as well as direct communication with the area conservation group. The response to the questionnaire was detailed in the report to Committee in November 2003. During this period consultation has also involved English Heritage, The Greater Manchester Archaeological Unit, the Federation of Civic Societies, Bury Local History Society, and the Northern Counties Housing Association. Ward Members have also been kept in touch with the situation. The area was also fully surveyed in advance of the report to Committee in November 2003. The last period of consultation was from May to July 2004 and also involved the area residents and the bodies listed above. Although positive comments have been made throughout the process, no detailed amendments have been put forward during this last consultation. The approach to the appraisal and action plan, including the design guidance, has therefore been extensively discussed.

### **3.0 CONCLUSION**

3.1 The Mount Pleasant Conservation Area Appraisal and Action Plan is a positive way of achieving the protection and enhancement of the conservation area and its listed buildings. Its adoption as Supplementary Planning Guidance is one method of taking the action plan forward.

**BRIAN DANIEL**  
**BOROUGH PLANNING & ECONOMIC DEVELOPMENT OFFICER**

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**List of Background Papers:**

Report to Planning Control Committee, 11 November 2004.  
Mount Pleasant Draft Conservation Area Appraisal, June 2003.  
Survey of Unauthorised Development Work at Mount Pleasant.  
Bury MBC's Heritage Strategy.

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