

Supplementary Planning Guidance

PENARTH CONSERVATION AREA



*The Vale of Glamorgan
Adopted Unitary Development Plan
1996 - 2011*





PENARTH CONSERVATION AREA



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PENARTH CONSERVATION AREA

1. INTRODUCTION

Background

1.1 Unitary Development Plans Wales (2001) indicates that Supplementary Planning Guidance may be prepared to provide additional information for the Unitary Development Plan (UDP). The purpose of this Guidance is to set down policies and proposals to preserve and enhance the special character and attributes of the Penarth Conservation Area.

1.2 "Local authorities are required to formulate and publish proposals for the preservation and enhancement of conservation areas." * To this end the former Vale of Glamorgan Borough Council published "The Penarth Appraisal" in 1994. This was the subject of extensive consultations, exhibitions and public meetings during 1995, and was adopted under the Planning (Listed Buildings and Conservation Areas) Act, 1990 in March 1996. At the same time it was approved as the basis for development control guidance and supplementary planning guidance to the (then) Vale of Glamorgan Local Plan (Deposit Draft).



* *Planning Guidance (Wales) : "Planning Policy", 1996, paragraph 123; Planning (Listed Buildings and Conservation Area) Act 1990, Section 71; Welsh Office Circular 61/96, paragraph 21.*

1.3 This Guidance draws upon The Penarth Appraisal which remains the basic source document for detailed assessment of the special quality and features of the Conservation Area, and which should be referred to in conjunction with this Guidance. Certain aspects of the Appraisal have been superseded by events - such as the modification of the Conservation Area boundary - but for the most part it remains apposite.

Status of this Guidance

1.4 This Guidance was approved for Development Control purposes by the Council on 6th January 1999, (Council minute no. 995 6/1/99 refers). This document has subsequently been updated in light of Planning Policy Wales (2002). This Guidance will be used as a material consideration in determining planning applications and appeals.

2. UDP POLICY CONTEXT

2.1 The UDP clearly recognises the need to conserve the Vale of Glamorgan's distinctive character. The first strategic principle is "the continued protection and enhancement of the built and natural environment". This is reflected in Strategic Policy 1: "The Vale of Glamorgan's distinctive rural, urban and coastal character will be protected and enhanced. Particular emphasis will be given to conserving important features of the built heritage. Proposals which enhance these areas will be favoured."

2.2 More specifically, Part II of the UDP provides detailed policies to conserve and enhance the urban environment and conservation areas, in particular, Policy ENV 17 which relates to the protection of the built and historic environment, and ENV 20 which relates to development in conservation areas. Para 3.4.70 sets out the criteria for the designation of conservation areas.

2.3 Other policies deal with demolition in conservation areas (ENV 21), advertisements in conservation areas (ENV 22), and shopfront design in conservation areas (ENV 23).

2.4 On its eastern boundary, Penarth Conservation Area includes the Coastal Strip lying between high water and low water marks. The stretch of pebble beach and rocks overlaps with the Severn Estuary Site of Special Scientific Interest (SSSI), Special Protection Area (SPA), Wetland of International Importance (Ramsar Site) and Possible Special Area of Conservation (PSAC) where Policy ENV 13 may apply.

2.5 These policies are relevant and applicable to Penarth Conservation Area and should be read in conjunction with the detailed principles which follow.

3. SUPPLEMENTARY PLANNING GUIDANCE

3.1 Penarth Conservation Area is the largest and most varied within the Vale of Glamorgan. It includes part of the town centre; Victorian villas and terraced housing; formal parks and important urban spaces; the seafront promenade and pier. Together with the topography of the town, the scale and variety within the Conservation Area lends itself to a six part subdivision of the Conservation Area. "The Penarth Appraisal" presents a detailed analysis of the key characteristics of these areas, and concludes with a set of recommendations to guide policy, development control and management within the Conservation Area. This section reiterates and updates those conclusions as policies for the conservation and enhancement of the Conservation Area, including design principles and a "sensitive development test" (see Section 4).

Existing Architecture (paragraph 9) *

3.2 Larger public buildings (e.g. churches/ church halls) can make a valuable contribution to the character of the Conservation Area. If redundant, the Council will encourage retention. In assessment of applications for new development, it will apply policies as described in paragraph 10.2.1 (9.2.1).

3.3 Where vacancy and disrepair of

domestic property has occurred in anticipation of redevelopment and is causing a public nuisance, the Council will support action under Section 215 of the Town and Country Planning Act, 1990 designed to maintain the appearance and amenity of sites. It will seek to enforce Court Orders, where appropriate, through the dangerous structures legislation (Sections 77/78 of the Building Act, 1984) (9.2.2).

3.4 An Article 4 Direction under the General Development Order, 1988 may be sought requiring planning permission to be obtained for specified minor alterations to properties contained within "key frontages" (9.3.1).

3.5 Technical advice and where possible, grant aid will be given priority on "key frontages". (9.3.1).

3.6 "Context" frontages in residential streets should be the subject of improved information and publicity designed to encourage greater consistency in alteration and repair. (9.3.2).

Commercial Buildings : Alterations to Shopfronts and Advertisement Control:

3.7 Control over the appearance of shopfronts will be applied through the Council's shopfront design guide. (9.4.1).

3.8 Proposals for new shopfronts, fascias and advertisements will be required to illustrate the relationship of the proposal to the wider facade and adjacent shopfronts. (9.4.2).

3.9 The introduction of roller shutters will only be permitted subject to a high standard of design, including perforated or open weave blinds and appropriately detailed roller shutter boxes. (9.4.3).

3.10 New fascias should be set within the shopfront and frame to the correct scale relative to other elements of the streetscene. (9.4.4).

3.11 Internally illuminated box signs will not be acceptable on traditional buildings. (9.4.4).

* *References in bold to paragraphs refer to the relevant sections of "The Penarth Appraisal."*

New Development (paragraph 10):

Redevelopment

3.12 Within "key frontages" redevelopment will not normally be permitted. Proposals to demolish will be assessed in accordance with stated criteria. (10.2.1).

3.13 Development proposals should achieve a high standard of design and detail within the architectural context of the area within which the proposal is located. (10.2.1).

3.14 The Council may exercise, where appropriate, the opportunity to prepare and adopt design briefs. (10.2.2).

3.15 Development proposals will be assessed against design principles and a "sensitive development test" as described in Section 4. (10.2.2).

3.16 Detailed planning applications will be required in support of new development proposals. Outline submissions will not be acceptable. (10.2.3).

Extensions to Existing Buildings:

3.17 New extensions should be designed to conform to the scale and character of the existing building. (10.3)

Infill:

3.18 The loss of garden land which forms an intrinsic part of the character of the Conservation Area, either as road frontage or as context to the local environment, will be carefully evaluated. (10.4).

The Environment (paragraph 11)

Streetscape:

3.19 As regards "recurrent detail" (paving, surfacing, lighting and street furniture), original details should be retained and repaired, especially on "key frontages". (11.2.1).

3.20 Private front gardens, boundary walls which enclose them, and their landscaping are important elements in the streetscene which should be retained, wherever possible. (11.2.2).

3.21 Forecourt parking is not normally acceptable in the Conservation Area. (11.2.2).

3.22 The replacement and repair of boundary walls requires detailed attention, particularly with regard to accurate repair and the use of appropriate materials of construction. Walls in specified locations are a priority in terms of retention and repair. (11.2.3).

Enhancement Schemes:

3.23 There is a need to identify and bring forward co-ordinated proposals to manage and enhance the town's public spaces. Such proposals might be considered through "themes" in the sense of the town's separate roles as a resort, commercial centre and Victorian suburb. (11.3.1).

3.24 The Resort: further improvements are necessary to upgrade the environment of the Esplanade. (11.3.2).

3.25 The Commercial Centre: changes are necessary to the management of traffic within the town centre, enabling the closure of some secondary streets and the introduction of local environmental improvement. (11.3.3).

3.26 The Victorian Suburb: consistent control over replacement detail is important. Opportunities for positive enhancement may be identified at Victoria Square, Belle Vue Gardens and St. Augustine's. (11.3.4).

Parks and Gardens, Landscape and Trees:

3.27 Recognition is given to the high landscape and topographical value of Alexandra Park, Windsor and Kymin Gardens. (11.4.1).

3.28 Development adjacent to these parks and open spaces requires careful control to avoid contextual damage. (11.4.1).

3.29 Commitment is given to the ongoing maintenance of these important spaces, as resources permit. (11.4.1).

3.30 Greater recognition of the importance of trees and tree groups within the Conservation Area is necessary. A survey of trees should be undertaken. (11.4.2).

Key Pedestrian Links:

3.31 Key pedestrian routes are identified. (11.5.1).

3.32 These should be enhanced and maintained with greater consistency. (11.5.2).

Management of the Conservation Area
(paragraph 12):

The Need for a Wider Agenda:

3.33 Recognition is given to the demand for an ongoing agenda dedicated to wider, economic development issues within the town. Of relevance is the appointment of a Town Manager, the Council's own Economic Development Strategy (reviewed annually), the establishment of a Town Centre Improvement Forum for Penarth, and the Draft Penarth Strategy. (12.1.1 - 12.1.3).

3.34 Grant aid through the Wales Tourist Board is available for improvements to the local environment, with the objective of promoting improvements to visitor amenities. The Appraisal could form a basis for co-ordinating future applications for this source of financial support. (12.1.4).

Involvement:

3.35 A successful programme can only be achieved through the co-operation of all the organisations and individuals who have an interest in maintaining the Conservation Area. These include the Council, Penarth Town Council, Statutory Undertakers, amenity societies, private sector concerns and the individual. (12.2.1 - 12.2.5).

3.36 The Council should establish a grant aided programme dedicated to repair in designated "key areas". There is also a need to provide financial support dedicated to the reinstatement and repair of small detail. The enhancement of housing repair grants to improve basic standards of repair to traditional materials (e.g. stone) should be utilised when resources permit. (12.3.1 - 12.3.3).

3.37 There is a need to publish improved guidance to raise local awareness of the issues raised in the Appraisal. (12.4).

4. NEW DEVELOPMENT : Design Principles and "Sensitive Development Test"

Design Principles

The following should be taken into account in respect of new development proposals:

- **Context of the Site:** take account of the wider setting of the site.
- **Recycling Old Buildings:** when considering a site, the sensitive internal conversion of existing traditional buildings to accommodate modern uses must be a priority.
- **Relevance of Locality:** reflect the spirit and character of the area - "sense of place".
- **Preservation and Enhancement:** reflect the character of the surrounding buildings and open spaces, but avoid mimicking architectural styles and creating fake buildings that devalue the real historic buildings.
- **Creativity and Innovation:** conservation is often mistaken as meaning fossilisation. Aim for creative conservation that ensures continuity but without imposing a straight jacket on innovative and creative contemporary development.
- **Materials and Details:** use high quality, durable materials. These must complement the surroundings and treat detailing as an integral part of the design rather than as an afterthought resulting in superficial motifs or "stick-on details".
- **Sustainability:** create robust buildings and open spaces that are adaptable, thereby minimising the need for large scale change.
- **Scale and Rate of Development:** new development should always reflect the human scale of the surrounding townscape. On large sites, avoid the anonymous, out of scale, slab style of development. A more sensitive, incremental style of development is favoured, minimising the painful impact of redevelopment.
- **Access and Permeability:** maintain the high level of pedestrian access and permeability through the traditional fine grain of the townscape.

Sensitive Development Test

i) Does the development, by the nature of its land use, form and location qualify it as a landmark building, or a "backcloth" building?

Penarth's Conservation Area is composed predominantly of "background" buildings. The different combinations of these buildings greatly contribute to the contrasting character of each sub area.

Only in special circumstances would development that contrasts with, or is higher than the "backcloth" buildings be permitted as a new landmark feature. Such a design concept must satisfy the urban design context of the site, and be of exceptional architectural quality.

ii) Are there any original, traditional buildings that can be re-used within the site?

To minimise disruption to the character of the townscape, priority must be placed upon re-using old buildings.

iii) Does new development conserve and enhance the character of the sub area, by reflecting local design themes such as land use, scale, massing, materials, height, density, colours, textures, and other features?

The lack of innovative, contemporary architectural design within the Conservation Area is a matter of concern. Imaginative contemporary development is preferred, providing it harmonises with the surroundings. Replicating or mimicking historical styles and creating fake Victorian buildings which devalue the real historic buildings will be discouraged.

iv) Does the development fit into the urban fabric of the locality; the plots, building blocks, streets, buildings and open spaces?

These physical components form the basis of the Conservation Area. It is important to understand as they reveal the historical development of the site and its setting. The integration of new development within the existing urban fabric is essential to achieve good urban design.

v) Does the development reflect the traditional human scale of Penarth's Conservation Area?

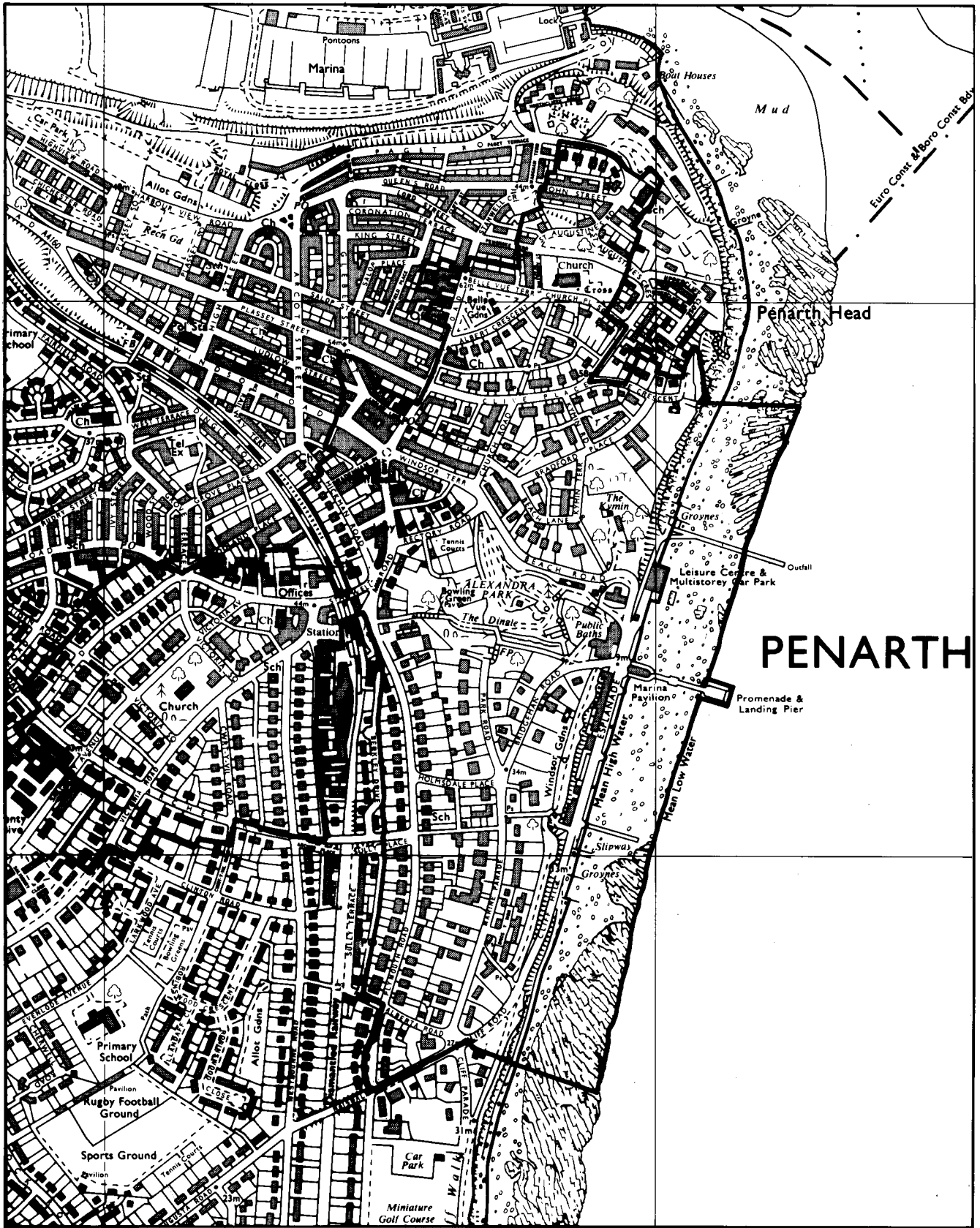
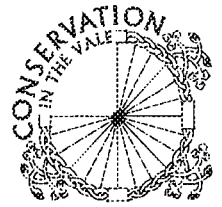
Developers should provide three dimensional material that allows a clear assessment of how a new development relates to its site and setting. This could comprise a "before" and "after" assessment using photomontage or sketch techniques.

vi) Does the development provide "people-friendly" street frontages that clearly define public and private spaces?

The traditional development pattern is characterised by:

- buildings forming edges to streets and open spaces. There is a clear distinction between the front and back of properties, with private open space at the back, and semi-private or public open space at the front;
- public and private spaces which are intentional and clearly defined.

PENARTH CONSERVATION AREA



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Scale 1:10,000

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