

Local development framework

CHELTENHAM

# Local development framework

## 19. ST PAUL'S CHARACTER AREA APPRAISAL AND MANAGEMENT PLAN

JULY 2008

Cheltenham Borough Council  
[www.cheltenham.gov.uk](http://www.cheltenham.gov.uk)





## **Central Conservation Area**

### **19. St Paul's Character Area Appraisal and Management Plan July 2008**



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### **Key characteristics**

This Character Appraisal of the St Paul's Character Area within Cheltenham's Central Conservation Area concludes that the special interest of the area derives from the following key characteristics:

- The character area was developed in the latter half of the 19<sup>th</sup> century, predominantly to house the town's artisan workers;
- The streets throughout the area have a distinctive plan form, being laid out in a compact grid pattern;
- Compact terraced artisan houses form the prevailing building type, many of which are occupied by University students of the nearby Francis Close Hall campus. The high density terraced houses provide the area with a unique identity;
- Away from the dominant residential character of St Paul's, the area has other important uses which include the University of Gloucestershire's Francis Close Hall campus, St Paul's Medical Centre and St Paul's Church;
- The University campus is a distinct enclave which combines historic buildings with striking high quality modern architecture;
- A small number of buildings retain original features such as a cornices, front door canopies and brackets. These greatly enhances the historic character and special qualities of the area;
- The Character Area contains at least 14 statutory listed buildings (some of which are grouped under the same listing) and some locally indexed buildings and structures, giving it important architectural and historic value.

### **Key issues**

A number of problems and issues have been identified and have a negative impact on the character of the St Paul's Character Area. These form the basis for the Management Proposals of the Management Plan in the Part 2 of this document and are summarised below:

- Control of new development;
- Loss of traditional architectural features on some historic buildings;
- Negative impacts of the presence of equipment or installations on or around buildings, such as large aerals and satellite dishes;
- Poor street furniture;
- Tree management;
- Boundary enclosures;
- Enhancement of existing buildings and land;
- Setting and views;
- On-street parking;
- Poor quality service lanes;
- Litter;
- Graffiti.



# Part 1 – Character Appraisal

Townscape Analysis Map of St Paul's Character Area

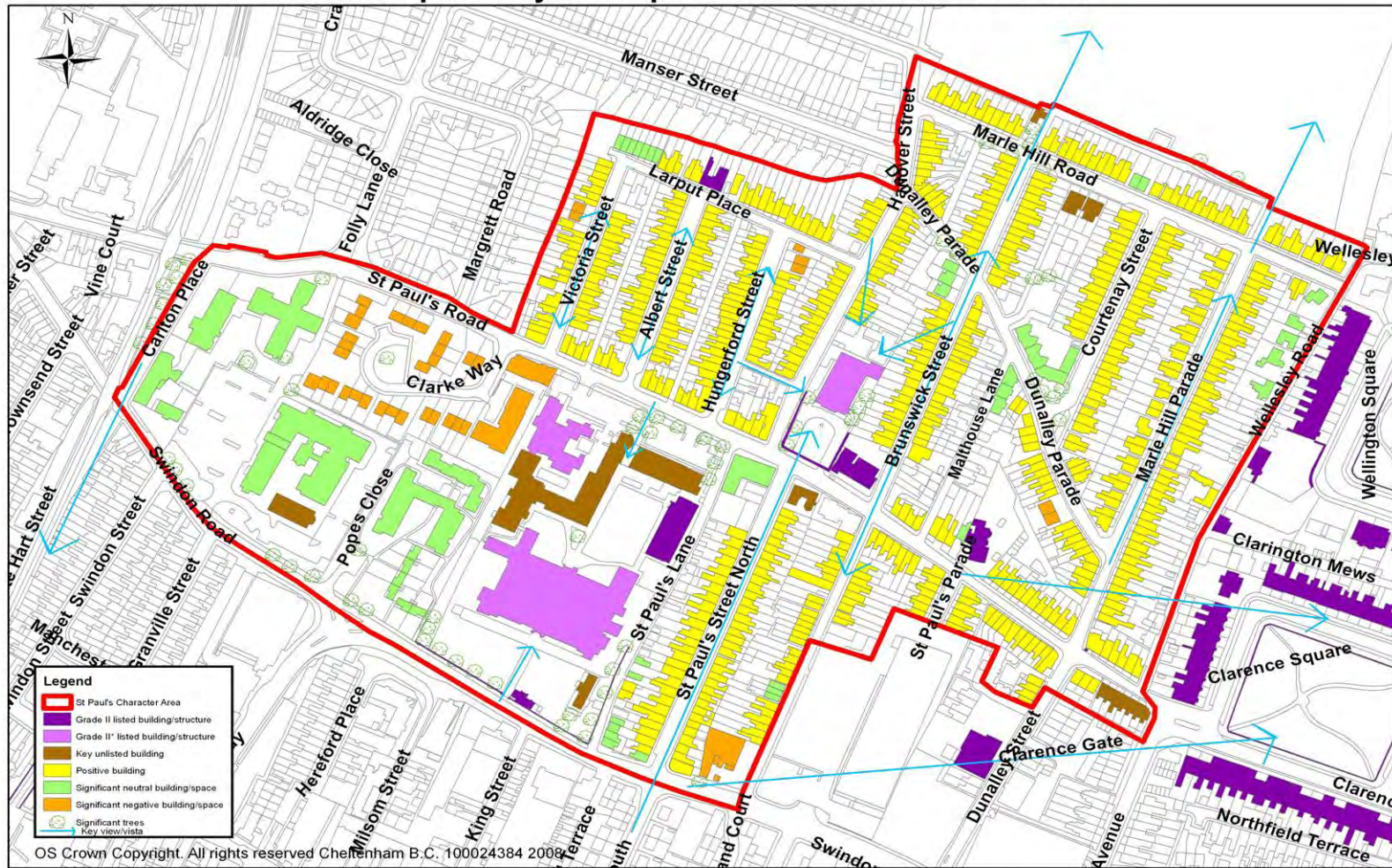


Figure 1 – Townscape Analysis Map of St Paul's Character Area

# 1 INTRODUCTION

## **What is a Conservation Area**

- 1.1 A Conservation Area is an area of special architectural or historic interest, the character or appearance of which is considered to be worth preserving or enhancing. It is given special protection under the Planning (Listed Buildings and Conservation Areas) Act 1990 and Government policy in relation to Conservation Areas set out in Planning Policy Guidance 15 (PPG15). This legal protection enables the best features of an area to be preserved and new buildings and street works to be designed in-order that they enhance the area.

- 1.2 Some building work which does not require planning permission (known as “permitted development”) can damage the special qualities of a Conservation Area. “Article 4” directions can be applied by the planning authority to limit permitted development rights and thus give extra protection to particular buildings.

## **The need for an appraisal**

- 1.3 PPG15 stresses the need for local planning authorities to make an assessment of the special character and appearance of all Conservation Areas in their districts. The Government has also made the preparation of such assessment appraisals for all conservation areas a Best Value Performance indicator for local authorities. These assessments should be reviewed every five years.

- 1.4 This document has been split into two parts. Part 1 of the document forms the character appraisal which provides an assessment of the character of a conservation area or parts of it. This appraisal provides the basis for Part 2, which comprises a management plan which gives guidance on how the preservation or enhancement of the character or appearance can be achieved. It also provides a sound basis for development control decisions made by local authorities (such as the design of highways of the appropriateness of the design of new buildings or open spaces).

- 1.5 Both parts of this document were subject to public consultation between 3<sup>rd</sup> March and 14<sup>th</sup> April 2008. Following consideration of representations received it was adopted by Cheltenham Borough Council on 28<sup>th</sup> July 2008 as a Supplementary Planning Document. It will be used in conjunction with the Local Plan as a material consideration in determining planning applications.

## **Planning context**

- 1.6 Cheltenham Borough Council has various adopted and emerging planning related documents. They can be found on the Council's website - [www.cheltenham.gov.uk](http://www.cheltenham.gov.uk). Some of the documents are quite broad in their content, whilst others are thematic, site specific or area specific. However, all fall within the statutory planning framework and all are material considerations in determining planning proposals. All these documents together look at various aspects of the built environment and need to be read as a whole within a particular context.

- 1.7 This document is part of that overall framework. The Character Appraisal (Part 1) is one of a number of such documents each assessing the character



of parts of the conservation area and highlighting negative issues, which are then addressed through Management Proposals within the Management Plan (Part 2). In developing planning proposals, the Character Appraisal and Management Plan need to be considered along with advice, guidance and policy set out in other planning documents, be they general, thematic or spatially specific.

- 1.8 Cheltenham's Civic Pride project aims to regenerate specific areas within the town. The project intends to develop and deliver public realm enhancement schemes and redevelop under-utilised council land including car-parks. More information on Civic Pride can be found at [www.cheltenham.gov.uk](http://www.cheltenham.gov.uk) This project falls within a small part of the St Paul's Character Area. See Management Proposal 13 'Civic Pride' in the Part 2 Management Plan for further detail.

### **The Central Conservation Area**

- 1.9 Cheltenham is known as the most complete Regency town in England. It lies at the foot of the Cotswold scarp, where the valley of the River Chelt meets the Severn Vale. Currently the whole of the Cheltenham Borough area has a population of approximately 112,000 people.
- 1.10 Cheltenham's Central Conservation Area was designated by Gloucestershire County Council on 28<sup>th</sup> May 1973 and its boundary was extended by Cheltenham Borough Council on 14<sup>th</sup> August 1987. The Central Conservation Area includes the whole of the town centre, most of the Victorian, Edwardian and some of the later 20<sup>th</sup> century suburbs. It covers commercial, industrial, retail and residential areas, as well as the University campus complexes, some extensive school campuses and the hospital complex.
- 1.11 There is a Government requirement for existing Conservation Area boundaries to be re-assessed from time to time. Due to the size of the Central Conservation Area (reputedly the largest Conservation Area in Europe covering 600 hectares), it has been necessary to establish approximately 19 character areas. These have been appraised separately in-order to identify their individual key components and in turn establish how each area may best be preserved and enhanced.

### **St Paul's Character Area**

- 1.12 In May 2001 the Council published a draft Urban Design Framework for Cheltenham, produced by Latham Architects (the "Latham" Study). It was never formally adopted by the Council, but has been a useful stepping stone for the development of a number of subsequent initiatives. It included a plan which divided the whole town into character areas and is the basis of the character area boundary used in this study.
- 1.13 The selection of the 19 character area boundaries has no impact on the overall boundary of the Central Conservation Area. Although as part of the work for the preparation of the character area appraisals, consideration has been given to possible boundaries of the Central Conservation Area being revised in the future as a separate piece of work.
- 1.14 The boundaries of the St Paul's Character Area within Cheltenham's Central Conservation Area (see Fig. 2) have been influenced by the positioning of the character areas of Pittville and Old Town to the east, Lower High Street

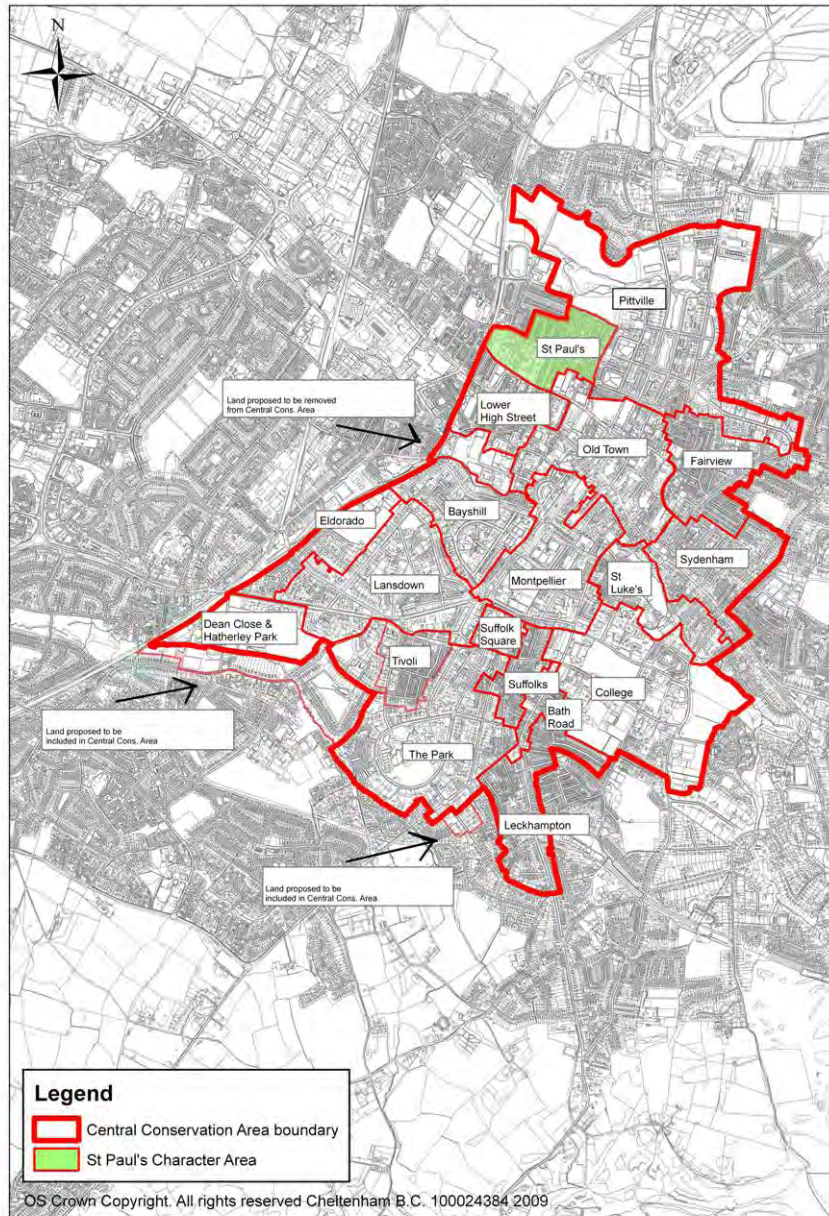
Character Area to the south, the boundary of the Central Conservation Area to the west and Agg Gardner Recreation Ground to the north.

- 1.15 Today, the St Paul's Character Area comprises a mix of residential, commercial, educational, religious and medical land uses. These varied uses largely contribute to the area's special qualities.

### **Summary of special interest**

- 1.16 St Paul's is special because the character area has a distinctive character, which is quite different to any of the other character areas in the Central Conservation Area:
- a) The area was developed in the latter half of the 19<sup>th</sup> century, predominantly to house the town's artisan workers;
  - b) The streets throughout the area have a distinctive plan form, being laid out in a compact grid pattern;
  - c) Compact terraced artisan houses form the prevailing building type, many of which are occupied by University students of the nearby Francis Close Hall campus. The high density terraced houses provide the area with a unique identity;
  - d) Away from the dominant residential character of St Paul's, the area has other important uses which include the University of Gloucestershire's Francis Close Hall campus, St Paul's Medical Centre and St Paul's Church;
  - e) The University campus is a distinct enclave which combines historic buildings with striking high quality modern architecture;
  - f) A small number of buildings retain original features such as a cornices, front door canopies and brackets. These greatly enhances the historic character and special qualities of the area;
  - g) The Character Area contains at least 14 statutory listed buildings (some of which are grouped under the same listing) and some locally indexed buildings and structures, giving it important architectural and historic value.

## St Paul's Character Area within the Central Conservation Area



**Figure 2** St Paul's Character Area within the Central Conservation Area

## 2 LOCATION AND SETTING

### Location and context of Cheltenham

- 2.1 Cheltenham is located in Gloucestershire. It is approximately 8 miles east of Gloucester, 40 miles west of Oxford and is immediately to the east of the M5 motorway. The town is set on low-lying land at the foot of the Cotswold scarp. Views of the Cotswold scarp from within the Conservation Area contribute to its character and setting. The town is surrounded by open countryside. Much of this is protected by the statutory Cheltenham/Gloucester Green Belt (to the west and north) and the Cotswold Area of Outstanding Natural Beauty (AONB) to the south and east. To the west of Cheltenham is the River Severn, with the Forest of Dean and Wales beyond the Severn.

### **General character and plan form of St Paul's Character Area**

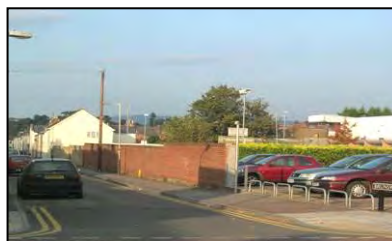
- 2.2 St Paul's Character Area is positioned to the north-west of Cheltenham's town centre. St Paul's Road and Swindon Road are the busy roads running through the Character Area, and they both accommodate high levels of through traffic travelling into and around the town centre. Swindon Road forms the southern boundary of the Character Area, serving as a distinctive boundary between St Paul's and Lower High Street Character Areas.
- 2.3 The roads in St Paul's Character Area are predominantly 19<sup>th</sup> century narrow, residential streets which run on a north-south axis, although Dunalley Parade is an interesting exception. The roads mainly run to the north and south of St Paul's Road which cuts through the heart of the Character Area. Examples of such streets include Victoria Street, Brunswick Street and Marle Hill Parade. Swindon Road and St Paul's Road have are wider and run on a roughly east-west axis. Both roads experience high volumes of traffic. St Paul's Road can become congested at times due to a number of factors – the through traffic; on-street parking and the generally tight grain of the built form and the presence of active uses (residential, public house, shops, University campus) which are often set at the back of the footpath. Roads in the Character Area are set out in a tight, irregular grid pattern. Dunalley Parade has an interesting plan form, which cuts across streets running on a diagonal north-west to south-east alignment.
- 2.4 Narrow roads running to the north of Swindon Road and both sides of St Paul's Road contains:
- Compact, high density artisan terraced housing;
  - A predominance of residential properties;
  - Houses frequently front directly onto the street;
  - Some modern infill development;
  - Much on-street parking;
  - Virtually no street greenery such as trees or plants.
- 2.5 Swindon Road comprises:
- The Northern Relief Road which carries high levels of traffic. The construction of the Northern Relief Road involved the selective demolition of buildings, which were predominantly along the north side of Swindon Road. This led to blight along this stretch of road. The blight has been evident since the 1970s and is only now beginning to be addressed;
  - A predominance of commercial units;
  - Buildings are either set back from the pavement behind a contained frontage or front directly onto the back edge of the footpath;
  - Spaces are busy with pedestrians and the road is often congested with vehicular traffic;
  - Some opportunity for greenery along the street.
- 2.6 St Paul's Road contains:
- Spaces which are busy with pedestrians and the road is used as a rat-run and is consequently congested at times;
  - Mixed use of buildings – high proportion of residential and commercial units;
  - Buildings on the north side front directly onto the footpath;
  - Much on-street parking;
  - Little opportunity for greenery such as trees or plants, along the street due to contained space.

## Wider landscape setting

- 2.7 St Paul's Character Area is largely surrounded on all sides by urban development. To the north and east are positioned Pittville and Old Town Character Areas. Agg Gardner Recreation Ground, located immediately to the north of the Character Area in Pittville Character Area is an important open space. The grounds form an attractive backdrop for the houses on Marle Hill Parade. The western boundary of the Character Area follows the western boundary of the Central Conservation Area. Lower High Street Character Area is located to the south. Views of the Cotswold escarpment from various vantage points within the Character Area create a rural connection between the countryside and the urban area.



**Figure 3** View of terraces on Marle Hill Parade from Agg Gardner Recreation Ground



**Figure 4** View of Cotswold escarpment from Brunswick Street

## 3 HISTORIC DEVELOPMENT

### Archaeology within the town of Cheltenham

- 3.1 Some archaeological research has been conducted within the Borough of Cheltenham and in-depth research can be found in "Pre-Regency Cheltenham: An Archaeological Survey".<sup>1</sup> Many archaeological artefacts would have been lost during the expansion of the town in the 19<sup>th</sup> century, and so medieval and post-medieval finds have been very limited.
- 3.2 A few prehistoric remains have been found within the town, raising the possibility that people from Neolithic, Bronze and Iron Age periods travelled or lived here. An Iron Age enclosure ditch was uncovered on the site of the present day Children's Library in 1986-87. This indicates that an area of Iron Age occupation was likely situated nearby.<sup>2</sup> During the last 30 years, archaeologists have pinpointed several areas within the town which have been identified as likely areas of Roman occupation and where Roman artefacts such as coins and pottery have been discovered.
- 3.3 Within St Paul's Character Area, a small number of finds have been noted under the Gloucestershire Sites and Monuments Record. These archaeological finds include an unidentified Roman coin found in Hanover Street<sup>3</sup> and a Roman coin of Constantine found on the site of Francis Close Hall.<sup>4</sup> A Bronze coin of Carausius was found in allotments in Swindon Road in 1938, close to the University site.<sup>5</sup>

<sup>1</sup> 'Pre-Regency Cheltenham: An Archaeological Survey' Cheltenham Art Gallery & Museum, 1975

<sup>2</sup> 'Pre-Regency Cheltenham: An Archaeological Survey' Cheltenham Art Gallery & Museum, 1975

<sup>3</sup> Gloucestershire Sites & Monuments Record Summary Report for Area 5436

<sup>4</sup> Gloucestershire Sites & Monuments Record Summary Report for Area 5435

<sup>5</sup> Gloucestershire Sites & Monuments Record Summary Report for Area 5435



- 3.4 The “Chelt” element of Cheltenham’s name is amongst a number of the very oldest names in the country – believed to be of pre-Celtic origin.
- 3.5 Archaeological remains unearthed provide a basis for researching the origins and early development of Cheltenham, and contribute indirectly to a sense of place evident in the modern era.

### **Summary of Historic Development of Cheltenham**

- 3.6 The first documentary reference to Cheltenham itself occurs in an account of the Council of Cloveshoe held in 803. It is highly likely, given the archaeological finds and possible place-name derivation that Cheltenham was in existence as a farming village for a long time before the 8<sup>th</sup> century. Its status was raised to that of a market town in 1226 and the market played a key role in its economy for several centuries. From c.1247 Cheltenham was also a Liberty. Spa waters were discovered adjacent to the town in 1716 and after King George III’s visit to sample the waters in 1788, Cheltenham grew rapidly as a fashionable spa resort. The popularity of the town as a summer resort resulted in Cheltenham having a wealth of tree-lined walks and rides, squares and gardens. Its popularity led to expansion of the town away from the ancient High Street, and many fine classical style buildings were built for the growing population. The popularity of the spa waters waned from the middle of the 19<sup>th</sup> century, and Cheltenham developed other roles in the form of its growing importance as a major educational centre during the latter half of the 19<sup>th</sup> century. In turn this led to the development well into the 20<sup>th</sup> century of some acclaimed public schools and churches. Before World War II, light industry boosted the town’s economy. The establishment of GCHQ in Cheltenham immediately after World War II has had an enormous impact on employment in the town. Today, the town’s attractions include fine shops, cultural events such as the races and numerous festivals and its legacy of Regency architecture, with trees, parks, gardens and public spaces.

### **General history of the St Paul’s character area**

- 3.7 The historic development of the St Paul’s Character Area, based on plans from 1776, 1820, 1834, 1897, 1923 and 2007 is shown on the Historical Development map which accompanies this section (see Fig. 5). The St Paul’s Character Area originates from the first half of the 19<sup>th</sup> century, when the open fields began to be enclosed and built on. The enclosure of the fields was enabled through the passing of the Inclosure Act in 1801. A number of roads began to be built in the area throughout the 19<sup>th</sup> century, some of which were laid out in a compact, off-set grid form. During the 19<sup>th</sup> century, important buildings were located in the Character Area. These included the Cheltenham Union Workhouse in Swindon Road, St Paul’s Church in St Paul’s Road and St Paul’s Teacher Training College (now named Francis Close Hall) in Swindon Road. By the end of the 19<sup>th</sup> century, St Paul’s had formed a distinct identity as a residential area, comprising dense artisan terraced housing. The majority of these historic buildings remain today. Cheltenham Union Workhouse which was converted into St Paul’s Maternity Hospital, was demolished in the late 1990s. The site is now occupied by St Paul’s medical centre. Some modern infill development has occurred throughout the area in recent years. Despite these changes, St Paul’s maintains its distinctiveness as an historic area of artisan housing. Today it is a popular area for housing students from the near-by University of Gloucestershire campus.



### **Development by 1776**

- 3.8 G. Coales and Son produced a map of Cheltenham's road layout on July 10<sup>th</sup> 1776. Although Swindon Road had existed since at least "1606"<sup>6</sup>, it is not shown on the map.

### **Development by 1820**

- 3.9 Some development had occurred within St Paul's Character Area by the time the 1820 Post Master map was produced. This development was enabled through the passing of the Inclosure Act of 1801. This Act caused the fencing in of open fields to the north and south of the High Street for owners to use or sell on for building purposes.
- 3.10 By this time a number of streets had been formed within the area, comprising of Swindon Road, St Paul's Road, Brunswick Street (then named Rutland Street), Dunalley Street, Marle Hill Parade and Dunalley Parade.
- 3.11 A very small amount of development had occurred along Swindon Road. St Paul's Road contained North Lodge (now known as Dunalley House) which dates from c.1820-30. Other than this development, the Character Area remained as undeveloped fields.

### **Development by 1834**

- 3.12 Further development had occurred within the character area by the time Merrett's map of 1834 had been produced.
- 3.13 St Paul's Church was present, having been built in 1831 by John Forbes. The church was surrounded by open land. Its site was donated by Joseph Pitt and the church was built to serve the "...artisan congregation of the area."<sup>7</sup> It was built specifically for the poor who could not afford the pew rents or payments which were required to attend other churches in the town. Hart explains that it was known as "...the Free Church..."<sup>8</sup>
- 3.14 A large villa named The Elms had been constructed on Swindon Road. It was set within large, spacious grounds.
- 3.15 At this time, Brunswick Street (formerly known as Rutland Street) only extended to just north of St Paul's Road. Along its length, it was fully developed with terraced housing on both sides.
- 3.16 With the exception of the aforementioned development, large areas of open undeveloped land remained. However some of the land had been enclosed by roads and footpaths.

### **Development by 1897**

- 3.17 A large amount of development had occurred by this time in the form of compact terraced houses, which were built for artisan workers. These high density terraced houses were found in Courtenay Street, Marle Hill Parade, Marle Hill Road, Brunswick Street, Hanover Street, St Paul's Street North, Larput Place, Victoria Street, Albert Street and Hungerford Street. Small workshops were located in and near the houses. The terraces backed on to

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<sup>6</sup> J. Hodsdon 'An Historical Gazetteer of Cheltenham' (1997) pg. 175

<sup>7</sup> Department of Culture, Media & Sport 'Revised List of Buildings of Special Architectural or Historic Interest – Borough of Cheltenham' (1998) pg. 888

<sup>8</sup> G. Hart 'A History of Cheltenham' (1965) pg. 184

one another with the frequent occurrence of a service lane running at the rear. A few small open spaces were left undeveloped in these streets.

- 3.18 A workhouse was built on Swindon Road “...in 1841...for the Cheltenham Union of Parishes set up under the Poor Law Amendment Act (1834).”<sup>9</sup> The union workhouse was built to accommodate 250 inmates and replaced “...the parish workhouse near St James’ Square, which had been built in by the Vestry 1808-9.”<sup>10</sup> People mainly ended up in the workhouse because they were too poor, old or ill to support themselves. “The mentally ill and mentally handicapped poor were also often consigned to the workhouse.”<sup>11</sup> A casuals’ ward block is shown on a 1884-93 map, and was located to the north of the Cheltenham Union Workhouse. “The casuals’ ward was occupied by people referred to as the “casual poor” or just “casuals”. ”<sup>12</sup> A chapel built in “...1886...”<sup>13</sup> was positioned to the south, on the former site of The Elms. It is still in existence today although it has now been converted into apartments. Blake and Beacham explain that “In 1887, (the workhouse’s) buildings were enlarged to include an Infirmary of the Poor...”<sup>14</sup>
- 3.19 St Paul’s Teacher Training College was constructed “...in 1849...”<sup>15</sup> and located on Swindon Road. It was built largely by the efforts of the Reverend Francis Close who “...believed that education provided the most direct route out of poverty.”<sup>16</sup> When the College first opened, it was called Normal College. The training college was originally started in 1847 in Daukes’s Victorian Tudor Quadrangles. A female department was located in the former General Hospital (Normandy House) on the Lower High Street.
- 3.20 An infant’s school was located on the junction of Brunswick Street and St Paul’s Road. Another school was located on the junction of St Paul’s Lane and St Paul’s Road.
- 3.21 The 1897 map depicts a malthouse being located on Malthouse Lane. The malthouse was owned by “...J. Agg Gardner, who ran the Cheltenham Original Brewery.”<sup>17</sup>

### **Development by 1923**

- 3.22 By 1923, St Paul’s character area had become largely developed, with a predominance of artisan housing set out in a compact plan form.

### **Development by 2007**

- 3.23 Blake and Beacham state that the Cheltenham Union Workhouse building was converted to become “St Paul’s Maternity Hospital...in 1950.”<sup>18</sup> However, this building was demolished in the late 1990s. The site is now occupied “...partly by housing and partly by various health care services...”<sup>19</sup> of the St Paul’s medical centre.

<sup>9</sup> G. Hart ‘A History of Cheltenham’ (1965) pg. 235-6

<sup>10</sup> Blake, S. & Beacham, R. *The Book of Cheltenham* (1982) pg. 105

<sup>11</sup> [www.workhouses.org.uk/index.html?Cheltenham/Cheltenham.shtml](http://www.workhouses.org.uk/index.html?Cheltenham/Cheltenham.shtml)

<sup>12</sup> [www.workhouses.org.uk/index.html?Cheltenham/Cheltenham.shtml](http://www.workhouses.org.uk/index.html?Cheltenham/Cheltenham.shtml)

<sup>13</sup> Cheltenham Borough Council *Index of Buildings of Local Importance* Item No. 241 (adopted 2007) record no. 398 out of 422

<sup>14</sup> Blake, S. & Beacham, R. *The Book of Cheltenham* (1982) pg. 105

<sup>15</sup> Blake, S. & Beacham, R. *The Book of Cheltenham* (1982) pg. 95

<sup>16</sup> R. Brooks ‘The Story of Cheltenham’ (2003) pg. 58

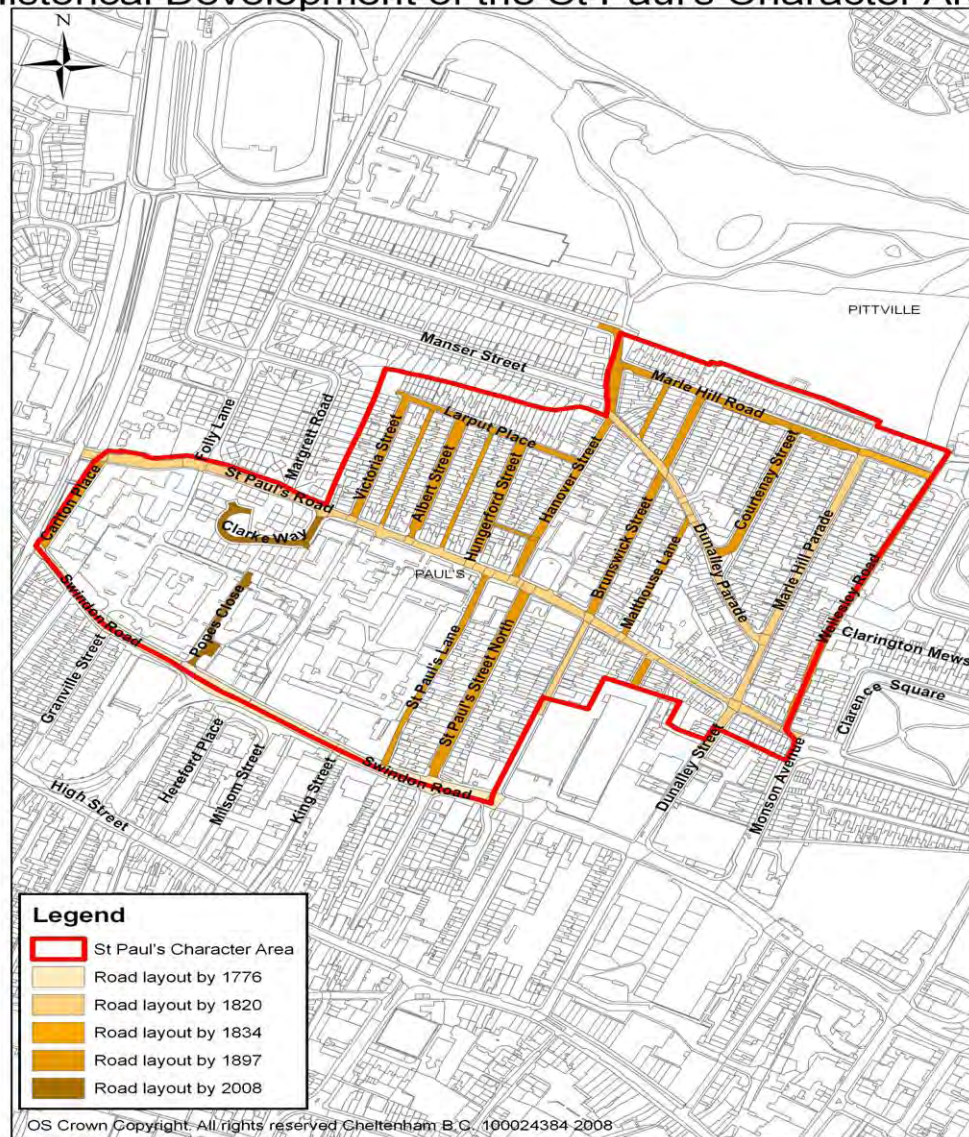
<sup>17</sup> J. Hodsdon ‘An Historical Gazetteer of Cheltenham’ (1997) pg. 108

<sup>18</sup> Blake, S. & Beacham, R. *The Book of Cheltenham* (1982) pg. 105

<sup>19</sup> [www.workhouses.org.uk/index.html?Cheltenham/Cheltenham.shtml](http://www.workhouses.org.uk/index.html?Cheltenham/Cheltenham.shtml)

- 3.24 In 1934, slum clearance behind St Paul's Church removed a number of slums which were replaced with 290 new homes.
- 3.25 Burkes Metal Yard in Dunalley Street has been recently redeveloped with housing for people with learning disabilities.
- 3.26 St Paul's Teacher Training College was "...renamed Francis Close Hall in 1979..."<sup>20</sup> It is now home to a campus of the University of Gloucestershire. More recent teaching blocks have been built within the grounds, including the CeAL building.
- 3.27 St Paul's Character Area retains its special qualities as a distinctive area of 19<sup>th</sup> century terraced housing. Its character is quite unique from the other character areas of the Central Conservation Area.

### Historical Development of the St Paul's Character Area



**Figure 5** Historical Development of St Paul's Character Area

<sup>20</sup> Blake, S. & Beacham, R. The Book of Cheltenham (1982) pg. 95

## 4 SPATIAL ANALYSIS

### **The character and interrelationship of spaces within the area and key views and vistas**

#### **Public and private space**

- 4.1 Public and private spaces, together with views out of, into and within the St Paul's Character Area impact largely on the area's character and appearance. There are two significant spaces within the Character Area – the space around Francis Close Hall campus and the space in front of St Paul's Church. The space of St Paul's Medical Centre is also significant in terms of its size, function, buildings etc. Many roads in the area which run north and south of St Paul's Road have a narrow, linear plan form and experience high levels of on-street parking. The wider roads of St Paul's Road and Swindon Road, which run on a roughly east-west axis, have a wider plan form. This space enables distance views of landmark buildings within the Character Area to be seen. Landmark buildings include St Paul's Church, the buildings of Francis Close Hall and its chapel and The Elms on Swindon Road. Extensive vistas of the Cotswold escarpment are also visible from these roads;

4.2



**Figure 6** Brunswick Street – terraces fronting directly onto footpath



**Figure 7** Marle Hill Parade – terraces set back with contained frontages

The area largely comprises residential streets. The dominant built form is that of compact 19<sup>th</sup> century artisan terraced housing. The houses in the south and west of the area often front directly onto the footpath. The houses in the north and east tend to have contained frontages. Together with high levels of on-street parking, this creates a sense of contained space within street scenes;

- 4.3 The space around the Francis Close Hall campus, St Paul's medical centre and St Paul's Church is valuable. It contrasts with the dense plan form and contained space found in the residential streets. The substantial space containing greenery, in front of St Paul's Church and surrounding Francis Close Hall creates a grand and attractive setting for these buildings.

#### **Boundary treatments**

- 4.4 Some buildings are separated from public space by the use of various boundary treatments, which cause a visible and distinct division between public and private space. The boundary treatments greatly vary within streets which creates a lack of consistency in style within the street scene;
- 4.5 Many properties in the north and east of the area contain low enclosing stone and brick walls;



4.6



**Figure 8** – Railings enclosing  
2-14 St Paul's Road

Railings act as an attractive and traditional boundary treatment which are often secured in stone plinths. They are found in various locations which include along St Paul's Road and around St Paul's Church;

4.7 Francis Close Hall is enclosed by an attractive Cotswold high stone wall on its southern and part of its eastern sides, which acts as a distinct boundary separating public and private space;

4.8 A small amount of timber fencing is found within the area and acts as a poor, unattractive boundary treatment;

4.9 A little hedging is present and used as a boundary treatment within the character area. The greenery provides an attractive visual contrast to the dominant built form within street scenes;

4.10



**Figure 9** – High red brick wall  
on Hanover Street

High red brick walls are evident in some service lanes such as Wellesley Road. They are a distinct division between public and private space and create a sense of enclosure within the street scene;

4.11 Many of the historic terraced houses in the south and west of the character area front directly onto the back edge of the pavement and a therefore front boundary enclosure is un-necessary;

### **Key views and vistas (see Fig. 1)**

4.12 Views of landmark buildings both within and outside the character area can be seen from a number of vantage points throughout the Character Area. Such landmark buildings outside the area include Christ Church in Lansdown Character Area and St Gregory's Church in Old Town Character Area. Prominent landmark buildings in the Character Area include St Paul's Church and Francis Close Hall;

4.13 The spire of St Gregory's Church (in Old Town Character Area) and the tower of Christ Church (in Lansdown Character Area) can be seen from the open spaces and gaps between buildings in St Paul's Character Area. They are attractive and striking features within street scenes;



**Figure 10** – View down Brunswick Street of St Gregory's spire



**Figure 11** – View down Carlton Place of Christ Church's tower

4.14



**Figure 12** – View of St Paul's Church from end of St Paul's Street North

St. Paul's Street North forms an eye-catching and attractive vista of St. Paul's Church. The offset grid pattern of the streets within the area is also evident, as the Church is positioned just off centre when viewed down St Paul's Street North;

- 4.15 There is an important view into Pittville Park from the end of Brunswick Street and Marle Hill Parade. This view is particularly valuable in providing greenery and a sense of space in the otherwise hard landscaping and compact plan form of these localities. It also provokes a sense of intrigue as the view is tunnelled and restricted by fencing at either side of the entrance posts;

4.16



**Figure 13** – View down Hungerford Street stopped by buildings in Francis Close Hall campus

Both the modern and historic buildings of Francis Close Hall dominate much of the street scene in parts of Swindon Road and St Paul's Road. The size and scale of the buildings frequently stops distance views from the roads running to the north of St Paul's Road and to the south of Swindon Road;

- 4.17 Vistas of the Cotswold escarpment can be seen from Swindon Road and St Paul's Road. These views enhance the greenery within the generally hard urban landscaping of street scenes in the Character Area.



## 5 CHARACTER ANALYSIS

### Use of area and how use creates special interest

#### Residential

5.1



**Figure 14** – Extensive terraced houses on St Paul's Street North

The St Paul's Character Area has historically been a largely residential area, although it encompasses other important uses. The predominant historic built form is extensive artisan terraced houses which form a unique identity for the area. These terraced houses were built throughout the 19<sup>th</sup> century for the town's artisan workers. They are set out in a compact plan form and are high in density;

5.2 A large number of the terraced houses are now in multiple occupation and rented by students who study at the near-by Francis Close Hall campus. The students generate noise and activity and ensure the vitality of this area. However, there is a fine line between the beneficial nature of the activity and nuisance caused by the intense nature of the use.

5.3 Some infill development has taken place during the latter half of the 20<sup>th</sup> century and into the 21<sup>st</sup> century. This development is generally on a small scale;

5.4



**Figure 15** – Clarke Way residential development

Clarke Way comprises a late 20<sup>th</sup> century cul-de-sac of 29 houses. Planning permission was granted for the housing development in 1998. The development was built on part of the former St Paul's Hospital site.

#### Commercial / Business

5.5 A small number of commercial premises are located throughout the Character Area. These are a café, two newsagents, a fish and chip shop, a book shop, a car repair garage and public house. These provide important asset for local residents.



**Figure 16** – Dandelion Cakes & Foods, St Paul's Road



**Figure 17** – Car repair garage, Swindon Road

### St. Paul's Church

5.6



**Figure 18** – St Paul's Church

St Paul's Church greatly enhances the character and appearance of the Character Area. It dates from 1831 and contributes to the special historic qualities of St Paul's. The church generates noise and activity levels during times of worship.

### Francis Close Hall

5.7



**Figure 19** – Francis Close Hall campus

Francis Close Hall is currently used as a campus by the University of Gloucestershire. Its historic buildings enhance the character of the area and contribute to its special qualities. The more modern University buildings fit well into the historic setting of the campus and are of a high quality design. The University campus produces noise and activity levels throughout the day.

### St Paul's Medical Centre

5.8



**Figure 20** – St Paul's Medical Centre

The medical centre is an important community amenity in St Paul's. Its buildings occupy the site of the former Cheltenham Union Workhouse. The medical centre generates high levels of vehicular movement throughout the day and provides well used facilities.

### Road use

5.9



5.10

**Figure 21** – Traffic congestion on Swindon Road

Swindon Road forms part of the Cheltenham Northern Relief Road and experiences heavy traffic throughout the day;

St Paul's Road experiences high levels of vehicular movement, particularly during rush hour times. Frequent on-street parking along the road makes movement difficult at times and creates congestion;

5.11



**Figure 22** – High traffic levels & on-street parking on St Paul's Road

The other roads in the Character Area tend to be mainly used by residents of properties and consequently there is much on-street parking outside the historic terraces. Some roads such as Wellesley Road have garages along them.

- 5.12 All these uses bring varying levels of activity throughout the day which greatly add to the character and vitality of this area.

### **Architecture and historic qualities of buildings**

- 5.13 The dominant built form in the St Paul's character area is the extensive artisan terraced housing. Most of this housing was established in the mid to late 19<sup>th</sup> century. A small amount of development has taken place in the 20<sup>th</sup> and 21<sup>st</sup> century through slum clearances and the redevelopment of a small number of sites and infill development.

#### **Historic terraces**

- 5.14 Historic terraces were built throughout the Character Area for the town's artisan workers. They tend to consist of modest two-storey terraces. The houses comprise an extensive built form which has been constructed in high density. On each street, the terraced houses follow the same building line which creates unity and cohesion along the street. Houses have a number of unifying characteristics.
- 5.15 The majority are faced in render although some are faced in red-brick. Some of the houses have parapets which partially screen flat and low pitch roofs. Many of the terraced houses have similar features and detailing, which include a continuous cornice, bay window at ground floor level, rustication at ground floor level, moulded door surrounds, chimney pots and red brick chimney stacks. This creates unity and cohesion within the street scene and contributes to a strong identity for the area. However, this unity has to a degree been broken by the inappropriate and frequent loss of historic windows and doors, and their replacement with a variety of uPVC windows and doors.



**Figure 23** – Brick faced terraced houses on Albert Street



**Figure 24** – Rendered terraced houses on Marle Hill Parade

- 5.16 Terraces in the south and west tend to front directly onto the street which creates a sense of enclosure and contributes to the hard landscaping within the street scene. Terraces in the north and east of the Character Area frequently have contained small front gardens which can accommodate a limited amount of greenery. The terraces set back from the pavement allow space to prevail within their locality.
- 5.17 A small number of terraces and cottages on the west side of Wellesley Road have a vernacular style to them which adds to their character and charm.
- 5.18 There are some notable and successful historic buildings which follow the curving form of roads or follow the curving form of junctions. These can be found on Dunalley Parade for example.

5.19



**Figure 25** – Grade II listed terraced houses on Larput Place

Three terraced houses on Larput Place are Grade II listed. They date from c1820-50. The houses have attractive detailing which includes wrought-iron porches with “...ornate scrolled uprights and openwork friezes and tent roofs.”<sup>21</sup> The List Description reads the houses are “an exceptionally well-preserved artisan row, notable in particular for the retention of all the iron porches (a once common but now rare feature on smaller houses in Cheltenham).”<sup>22</sup>

### Other prominent historic buildings

5.20



**Figure 26** – St Paul's Church Centre, Swindon Road

Other prominent historic buildings within the Character Area include Francis Close Hall and its chapel, Dunalley House, St Paul's Church, St Paul's Church Centre and The Elms. The size, scale, footprint, architectural design and material of these buildings enhance the street scene in their individual localities. They also enhance the overall character and appearance of the Character Area and contribute to its special historic qualities.

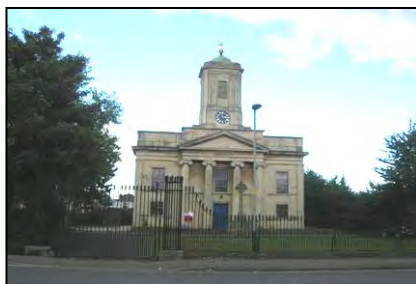
- 5.21 St Paul's Church and Francis Close Hall are particularly important historic buildings, which have a significant impact upon the character and appearance of St Paul's.

<sup>21</sup> Department of Culture, Media & Sport 'Revised List of Buildings of Special Architectural or Historic Interest – Borough of Cheltenham' (1998) pg. 468

<sup>22</sup> Department of Culture, Media & Sport 'Revised List of Buildings of Special Architectural or Historic Interest – Borough of Cheltenham' (1998) pg. 468



5.22



**Figure 27** – Architectural detailing on St Paul's Church

St Paul's Church was built in 1831 by well-known architect John Forbes. Forbes also designed the Grade I listed Pittville Pump Rooms (in the Pittville Character Area). The church has been designed in the Greek Revival style and is the only surviving church in Cheltenham in this style of architecture (The other Greek Revival church being St John's Church by J. B. Papworth which was demolished in 1967). Architectural features of St Paul's Church include a centre break forward with *"tetrastyle Ionic portico...pilasters, continuous entablature and tall parapet with copings...on the outer bays."*<sup>23</sup>

5.23



**Figure 28** – Francis Close Hall

Francis Close Hall (formerly named St Paul's College) dates from 1849. It was designed by well-known architect SW Daukes in a Gothic style of architecture. Daukes designed St Peter's Church, (Tewkesbury Road) and *"converted the (zoological gardens at the Park) into a pleasure park."*<sup>24</sup> Francis Close Hall is constructed from stone with ashlar dressings, which offers an interesting visual contrast to the surrounding red brick and rendered terraced houses. Architectural detailing on Francis Close Hall includes quoins, buttresses, mullion and transom windows and fenestration. The Gothic/Gothic Revival style of architecture on the University buildings as a whole is a valuable contrast to the Neo-Classical design of many of the terraces within St Paul's.

## **20<sup>th</sup> and 21<sup>st</sup> Century development**

- 5.24 The modern buildings within the Francis Close Hall campus fit well within their historic setting. These buildings complement the near-by historic buildings and do not detract from them. The CeAL building (Centre for Active Learning) won a Civic Award in 2006 for 'A new building or structure'.
- 5.25 There are some modern infill developments within the area. These developments take the form of residential houses, many of which are terraced. Some of these houses are pastiche, for example the Dunalley Parade retirement flats.
- 5.26 New developments sit with varying degrees of success in the historical context of their area.

<sup>23</sup> Department of Culture, Media & Sport 'Revised List of Buildings of Special Architectural or Historic Interest – Borough of Cheltenham' (1998) pg. 888

<sup>24</sup> G. Hart 'A History of Cheltenham' (1965) pg. 180

5.27



**Figure 29** – Burkes Yard residential development

The redevelopment of some sites has occurred. For example, Burkes Yard on Dunalley Street was formerly a scrap metal yard, but has recently become housing for people with learning disabilities. The former malthouse on Malthouse Lane has been redeveloped with housing.

5.28



**Figure 30** – Honeybourne Court & Honeybourne Centre, St Paul's Medical Centre

St Paul's Medical Centre is composed of a large building which is of a landmark size and scale. The site of the medical centre also contains some new buildings used as rehabilitation centres. They include Honeybourne Court. These buildings are set in the contained space of the medical centre and are seen to have a neutral impact upon the overall character and appearance of the Character Area.

5.29 Clarke Way comprises a late 20<sup>th</sup> century cul-de-sac of 29 terraced houses. The houses are set in contained space and generally have a functional appearance. They do not enhance the character and appearance of the Character Area.

5.30



**Figure 31** – Popes Close development, Swindon Road

Popes Close off Swindon Road consists of retirement homes and flats set out in a contained cul-de-sac. Planning permission was approved for this development in 1982. The development has a utilitarian design and does not enhance the special architectural qualities of the Character Area. However, the presence of trees and grass and the spacious layout of the buildings within the development, do soften its impact.

### Listed Buildings

5.31 Listed buildings are protected under the Planning (Listed Buildings and Conservation Areas) Act 1990. All listed buildings due to their listed status are extremely important. There are over 14 statutory listed buildings and structures in St Paul's character area, three of which are Grade II\* listed. All listed buildings are shown in the table below.

BUILDING / STRUCTURE	GRADE	DATE OF LISTING
Nos. 29, 31 & 33 Larput	II	14/12/83



Place		
Francis Close College: Old Practising School, St Paul's Road	II*	05/05/72
St Paul's College, Cheltenham and Gloucester College of Higher Education, Swindon Road	II*	12/03/55
Entrance lodge, gates and boundary wall to St Paul's College, Swindon Road	II	14/12/83
Chapel to St Paul's College, Swindon Road	II	26/11/98
Church of St Paul, St Paul's Road	II*	12/03/55
Railings, walls, gates and gate piers to Church of St Paul	II	14/12/83
Dunalley House, Nos. 37 & 39 St Paul's Road	II	08/06/83
St Paul's Community Centre, St Paul's Road	II	05/05/72
Pillar box at junction with Marle Hill Parade, St Paul's Road	II	06/07/77

See [www.cheltenham.gov.uk](http://www.cheltenham.gov.uk) for full list descriptions and [www.imagesofengland.org.uk](http://www.imagesofengland.org.uk) for photographic records.





### Index of Buildings of Local Importance

- 5.32 An Index of Buildings of Local Importance has been prepared for Cheltenham. Buildings and structures on the Index are protected by a Supplementary Planning Document.

### Contribution of key unlisted buildings

- 5.33 A number of buildings are not statutory listed and are therefore less important. However they do encompass qualities of age, style and materials which are locally distinct and which make a positive contribution to the character and appearance of the character area and Conservation Area. Some of the buildings, such as terraced houses, have a group value rather than value on an individual basis. Key unlisted buildings include –

<p>22, 24, 26 &amp; 28 Marle Hill Road:</p> <ul style="list-style-type: none"> <li>• The two pairs of semi-detached houses have historic value, dating from the early part of the 20<sup>th</sup> century;</li> <li>• The houses are visually distinct, being constructed from red-brick. This offers a valuable contrast to the predominance of rendered terraced houses within the area;</li> <li>• The houses have attractive</li> </ul>	<p>2 to 14 St Paul's Road:</p> <ul style="list-style-type: none"> <li>• The row of seven terraces have historic value, dating from the mid 19<sup>th</sup> century;</li> <li>• The buildings have similar architectural detailing which includes a continuous cornice, bay window at ground floor and moulded door surrounds. This gives them a strong identity as a group;</li> </ul>
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<p>architectural detailing, including coloured brick detailing on chimney stacks and coloured brick quoins, unifying detailing above windows and doors, brackets and sliding sash windows.</p>  <p><b>Figure 34</b> – 22, 24, 26 &amp; 28 Marle Hill Road</p>	<ul style="list-style-type: none"> <li>• A small number retain sliding sash windows;</li> <li>• Unifying railings set in plinths form an attractive and traditional boundary treatment;</li> <li>• This group enhances the historic character of St Paul's.</li> </ul>  <p><b>Figure 35</b> – 2 to 14 St Paul's Road</p>
<p>The modern buildings within Francis Close Hall, including the CeAL building:</p> <ul style="list-style-type: none"> <li>• The buildings respect their historic setting and the nearby historic buildings;</li> <li>• The buildings encompass high quality modern architecture;</li> <li>• The form, scale and mass of the CeAL building has been well considered in relation to its historic context;</li> <li>• The CeAL building is a visually attractive and striking addition within the campus grounds.</li> </ul>  <p><b>Figure 36</b> – CeAL building, Francis Close Hall campus</p>	<p>Agg Gardners Lodge, off Marle Hill Road:</p> <ul style="list-style-type: none"> <li>• This house has an interesting history, being built in the Victorian period as a lodge for Marle Hill. Marle Hill was an early Regency house, built in the early 1810s within the now-named Pittville Park<sup>25</sup>;</li> <li>• The lodge is valuable in being the only surviving one of three, built for Marle Hill<sup>26</sup>;</li> <li>• The lodge has attractive detailing, including a hipped roof and large chimney stack;</li> <li>• The building offers a valuable contrast to the dominant artisan terraced housing in St Paul's.</li> </ul>  <p><b>Figure 37</b> – Agg Gardners Lodge</p>

## Positive buildings

- 5.34 Positive buildings are identified on the Townscape Analysis Map as those buildings which make a positive contribution to the character and appearance of each character area. They often have a collective group value. Although a small number of buildings in the overall Central Conservation Area are in a poor condition, they may still be identified as positive if the building itself

<sup>25</sup> O. Bradbury Cheltenham's Lost Heritage (2004)

<sup>26</sup> O. Bradbury Cheltenham's Lost Heritage (2004)

makes a positive contribution. In comparison to positive buildings, key unlisted buildings tend to have individual value and qualities which make a greater contribution to enhancing the character and appearance of each character area.

### Some local details

- 5.35 Local details within St Paul's Character Area collectively enhance the character and appearance of not just St Paul's but the whole of the Central Conservation Area. Interesting historic local details include –

Traditional railings which act as an attractive and traditional boundary treatment	Historic street name plates, e.g. St Paul's Parade, Victoria Street and Marle Hill Parade
Traditional detailing on 'Dandelion Cakes & Foods' shop front, 11 St Paul's Road	Historic service lanes with some historic cottages e.g. Bluebell Cottage on Wellesley Road
Historic lamp posts e.g. in Malthouse Lane	Some historic bollards
Canopies over doors e.g. in Larput Place	Historic sign for 'Hanover Inn' on No. 48 Hanover Street
Grade II listed 19 <sup>th</sup> century cast-iron pillar box on junction of St Paul's Road with Marle Hill Parade	Iron canopies above doors e.g. in St Paul's Road
 <p><b>Figure 38</b> – Listed pillar box</p>	 <p><b>Figure 39</b> – Iron canopy in St Paul's Road</p>

## Materials

### Building materials

- 5.36 The use of building materials reflects the availability of materials at the time of construction of historic buildings. Cheltenham expanded rapidly in the 19<sup>th</sup> century and the readily available Lias clay and local sand allowed enough bricks to be produced to build most of the original spa town. The majority of the houses in St Paul's were built of locally-fired bricks and faced with stucco. Some of the houses were also faced in red-brick. Buildings on the Francis Close Hall campus are an interesting and valuable contrast to the predominance of the red-brick and render constructions. The Clegg Building, formerly known as the Old Practising School, is constructed from "*stone over brick...*"<sup>27</sup> and Francis Close Hall itself is constructed from "*stone with ashlar dressings...*"<sup>28</sup> The chapel within the grounds is built from "*coursed and dressed limestone with ashlar dressings...*"<sup>29</sup> Some of the modern buildings in the grounds

<sup>27</sup> Department of Culture, Media & Sport 'Revised List of Buildings of Special Architectural or Historic Interest – Borough of Cheltenham' (1998) pg. 890

<sup>28</sup> Department of Culture, Media & Sport 'Revised List of Buildings of Special Architectural or Historic Interest – Borough of Cheltenham' (1998) pg. 939

<sup>29</sup> Department of Culture, Media & Sport 'Revised List of Buildings of Special Architectural or Historic Interest – Borough of Cheltenham' (1998) pg. 941

of the campus are constructed from stone. The CeAL building makes use of copper on its south facing façade which is an attractive feature.

### **Ground surface materials**

- 5.37 There is a range of surface materials used in the area, though few are original or have any historic value. Roads are tarmac with concrete kerbs. Paving is predominantly concrete slabs or flags and tarmac.

### **Street furniture**

- 5.38 There is a large amount of street furniture in the St Paul's Character Area.
- 5.39 There is a significant amount of traffic signs and traffic lights on Swindon Road, particularly at the junction with Poole Way. The signs tends to be large and intrusive and do not enhance the historic character or appearance of the area.
- 5.40 Both historic and modern bollards can be found on many streets throughout the area, including St Paul's Lane, St Paul's Road and Dunalley Parade. The older street bollards enhance the historic character of the area. The group of bollards on Dunalley Parade create a cluttered appearance.
- 5.41 Street lights vary in age, size and design throughout the area. Street lights within the residential streets tend to be of a smaller design than those placed along Swindon Road and St Paul's Road. Although the street lights tend to be of a functional design, they do not tend to detract from the near-by buildings.
- 5.42 There is one pedestrian crossing on Swindon Road opposite the University campus.
- 5.43 Overhead telegraph wires and poles can be seen on many of the narrow streets in the area. They are visually unattractive and detract from the setting of buildings.

### **Contribution of trees and green spaces**

- 5.44 Within the St Paul's Character Area there is an overall lack of both public and private green space due to the narrowness of the residential streets and small front gardens, where they exist. The Character Area has predominantly hard landscaping in both public and private spaces. This reflects its overall modest, historic character.

### **Street trees**

- 5.45 There are very few street trees present within the area due to the generally narrow streets and narrow pavements.

5.46



**Figure 40** – Ash trees in Dunalley Parade

A row of ash trees are positioned in the pavement on Dunalley Parade, outside Dunalley House. They partially screen the housing development and are an attractive feature within the street.

5.47

A small row of lime trees are located on the south side of Marle Hill Road. These trees are visually attractive features within the built-up nature of the road. Because of the width of the pavement in



**Figure 41** – Lime trees in Marle Hill Parade

Marle Hill Road, planting has been possible. The trees have to be heavily pollarded, however, due to their large size.

### **Private green space**

- 5.48 A row of large trees are positioned adjoining Swindon Road around the Popes Close development and St Paul's medical centre. They comprise of lime, plane and robinia trees. The trees partially screen these developments from public space and view and create a sense of privacy.



**Figure 42** – Trees in grounds of Francis Close Hall

The greenery around Francis Close Hall provides an imposing and attractive setting for the University buildings. Mature horse chestnut, sycamore, lime and beech trees along the southern boundary of the site partially screen and enclose the buildings from public space. A small number of trees also partially screen the car-park on the north side of the site. They mainly consist of lime trees.

- 5.50 Dense tree growth is apparent along the west side of Carlton Place. The vegetation screens the former railway embankment from the road and acts as a 'soft' boundary treatment.

- 5.51 There are a small number of trees present within the back gardens of the terraced houses. Some vegetation is apparent within the frontages of houses, particularly evident in the north and east of the character area. The greenery offers an attractive visual feature within the street scene and contrasts well with the dominant colours of the built environment. Greenery also enhances the setting of the houses.



**Figure 43** – Greenery around St Paul's Church

The open space comprising of lawn provides an attractive setting for St Paul's Church on Swindon Road. The setting enhances the church's sense of grandeur and importance. The lawn offers an attractive feature in the surrounding hard landscaping of the street scene. Sycamore and ash trees can be found on either side of the lawn.

## Negative factors

5.53 Due to high levels of development of the St Paul's character area, modern changes and intrusions have, to a degree, negatively impacted on the area's overall character and appearance. Negative factors include significant negative buildings and spaces, which are identified as those buildings and spaces that detract from the character and appearance of the area but offer potential for enhancement. This identification may result from the visual prominence of the site, or the development's inappropriate scale, design or materials, amongst other factors. The identification of buildings as negative factors in this section and as significant negative buildings or spaces on the Townscape Analysis map is an indication of a need for improvement, not necessarily demolition. Negative changes and intrusions include –

- a. **Loss of traditional architectural features** such as alterations to and removal of windows, doors, cornices etc. has occurred within many historic buildings. Frequently, timber sliding sash windows have been replaced with uPVC windows, often with a variety of styles and types, which are out of context with historic buildings and detract from their special qualities. These replacements also destroy the uniformity and unifying features on the buildings;
- b. The presence of **projecting Velux roof lights** on some historic buildings has eroded the historic building detail. Where there is evidence of historic roof lights or where new conservation roof lights may be appropriate, each case will be considered on its own merits;
- c. Modern additions such as **satellite dishes and large aerials** damage the appearance of buildings and detract from their special historic and architectural qualities. These additions can often be visible from public space, and damage the appearance of the area as well as the individual building;
- d. A **small number of historic buildings are in need of minor maintenance** in the form of re-facing and re-painting;
- e. Some **modern developments do not sit well within the historic context of the area**. They have a negative impact upon its character and appearance, through factors such as size, scale, footprint, massing, architectural design and building materials. Such examples include 32 and 34 Victoria Street and the residential development of Clarke Way;
- f. **Some boundary treatments are in need of attention**. A number of historic railings have been removed within the area. There is also a significant amount of timber fencing within the area, some of which is in need of maintenance. Timber fencing is an unattractive, 'hard' boundary treatment which does not enhance the setting of buildings or the street scene;
- g. Some roads contain **utilitarian garages**, e.g. St Paul's Lane, some of which are in need of repair. They are negative features, particularly when located near to historic buildings;
- h. **On-street parking** is evident within most of the roads in the Character Area. Although the cars create activity, they tend to focus attention on



the road rather than the buildings and spaces. In this tight grained area, they clutter the spaces and streets;

- i. **High traffic volumes and poor traffic flow** create pressure on road systems and pedestrian spaces. This is a particular problem along the busy Swindon Road and St Paul's Road;
- j. Large amounts of modern **street signs** are evident on road junctions. Although some signs are necessary to guide the high volume of traffic through the area, its functional design and frequent high density does not complement the setting of historic buildings (often within close proximity) or the general character of the area;
- k. **Overhead telegraph wires and poles** are visible in every street and are an unattractive feature in the streetscape;
- l. **Graffiti** is evident throughout the area on walls, garage doors etc. It creates a sense of neglect and a run-down appearance within street scenes;
- m. A number of streets within the character area have **wheelie bins and bags** left outside properties. Even when the rubbish is collected each week, the bins remain left on the back edge of the pavement. They are unattractive features within the street scene and detract from the houses themselves;
- n. **Litter** is evident within the area and is particularly apparent in the service lanes which run to the rear of the terraced houses. This creates a sense neglect and detracts from the special qualities of this important space within the Character Area;
- o. The **service lanes** which run between Victoria Street, Albert Street and Hungerford Street are of a particularly **poor quality**. The surface of the lanes themselves is of a poor quality and they are used as a dumping ground for rubbish. Litter is evident and the rear gardens of the properties that back onto the lanes have poor boundary treatments;
- p. There are a small number of **poorly maintained front gardens**, with evidence of overgrown plants in the frontages. This creates a sense of neglect and provides a poor setting for houses;
- q. There are a high number of **street bollards** positioned between Brunswick Street and Dunalley Parade. They have a functional design and create a cluttered appearance in this locality.

### **Neutral areas**

- 5.54 Some areas within the St Paul's character area neither enhance nor detract from the character or appearance of the character area but have the potential for enhancement. They tend to be visually prominent within the street scene. The identification of buildings as being neutral in this section and as significant neutral buildings or spaces on the Townscape Analysis map is an indication of a need for improvement, not necessarily demolition.
- 5.55 The retirement development of Pope's Close located on Swindon Road. This development was constructed in the mid 1980's. The houses have a

functional appearance which does not particularly enhance the historic character or appearance of the character area. However, the development sits with relative ease within its locality due to the various mix of buildings, their uses, styles and ages, located within the immediate area. The development is set well back from public space and the buildings are positioned within landscaped grounds. Trees along the frontage of the site also partially screen Pope's Close from public view.

- 5.56 Similarly, the late 20<sup>th</sup> century and early 21<sup>st</sup> century buildings which are part of St Paul's Medical Centre are seen to have a 'neutral' impact upon the area. The architectural quality of the buildings do not enhance the Character Area; however they are set within extensive grounds and are partially screened from public space by trees. Overall their size, scale, use and architectural materials provide an interesting contrast to the dominance of the 19<sup>th</sup> century terraces.
- 5.57 There has been a small amount of infill development within the residential streets. This has predominantly taken the form of residential terraced houses of an appropriate scale and size. Whilst modern materials have been used in their construction these materials have been used in an historically appropriate manner. Consequently these modern developments do sit with relative ease in their historic surroundings.

#### **General condition of the area**

- 5.58 There are a number of factors which have a negative impact upon the area and are in need of immediate attention. These factors are:
- The poor condition of some historic buildings, which are in need of repainting and re-rendering;
  - Poor quality service lanes;
  - Evidence of litter and graffiti which threatens the overall condition of the area, making parts appear visually unattractive and creating a sense of neglect.
- 5.59 It is very important that the physical condition of the historic buildings is restored and then preserved in order to retain not just St Paul's, but Cheltenham's fine distinctiveness and identity.

#### **Pressures and Capacity for Change**

- 5.60 The designation of the Conservation Area is not intended to prevent change, especially that which would enhance the character or appearance of the area. It seeks to ensure that future development is appropriate to the character of the area.
- 5.61 There is a high level of intensification in the area, through redevelopment of buildings and spaces. This is despite the already dense nature of the character area.
- 5.62 The replacement of some inappropriate modern buildings with a well-designed development which is in keeping with, and enhances the character of the area may be an option but careful consideration would need to be given to this.

## **Part 2 – Management Plan**

## 1. Introduction

### **Purpose of the management plan**

The purpose of Part 2 of this document is to present proposals to achieve the preservation and enhancement of St Paul's character area's special historic character and appearance. It has been subject to public consultation. Part 2 was adopted as a Supplementary Planning Document on 28<sup>th</sup> July 2008. It will inform the planning and other decisions of the Council.

The special qualities of St Paul's Character Area have been identified in the Character Appraisal which forms the Part 1 of this document. The Management Plan draws upon the themes identified in sections 5.53 'Negative factors' and 5.54 'Neutral areas'.

The proposals are written with the awareness that, in managing Cheltenham's conservation areas, resources are limited and therefore need to be prioritised. Financial constraints on the Council mean that proposals may take longer than is desirable to implement. However, the Council will continue to encourage improvements to the conservation area in co-operation with property owners, groups and local businesses. As such, the management plan can be considered to have three broad functions:

**1 a control tool** - its action points will be material considerations in decision making on applications for planning and related consents;

**2 a project development tool** - it identifies proactive work which can address some of the negative factors identified in the Character Appraisal. The responsibility for the work falls within the remit of various agencies (primarily Cheltenham Borough Council and Gloucestershire County Council). Many of the projects do not yet have resources (funding, staffing etc) and few are programmed. However, their inclusion in this document is important because as an adopted document, the management plan can form the basis for bids for resources and programmed works;

**3 a best practice guide** - it establishes a series of action points to preserve and enhance the area's character. They should be considered in the design and implementation of all projects regardless of the need for permissions and who is undertaking them (public bodies, corporate bodies or private individuals).

Both the Character Area Appraisal and accompanying Management Plan will be subject to monitoring and reviews on a regular basis.

### **Legislative background**

This document satisfies the statutory requirement of section 71 (1) of the Planning (Listed Buildings & Conservation Areas) Act 1990 namely:

*"It shall be the duty of the local planning authority from time to time to formulate and publish proposals for the preservation and enhancement of any parts of their area which are conservation areas."*

The document reflects Government guidance set out in Planning Policy Guidance 15 'Planning and the Historic Environment' and policies set out in the Cheltenham Local Plan.

## 2. Article 4 directions

There are some buildings within St Paul's Character Area which, although not listed, have qualities of age, style and materials which make a positive contribution to the character and appearance of the Character Area and Central Conservation Area. The uniformity of the buildings' materials, the shape, size and rhythm of the windows, the doors and the mouldings is particularly important. These properties are however vulnerable to future change. Some of which have already suffered from modern intrusions by way of alterations and inappropriate additions e.g. uPVC windows, large aerials and satellite dishes.

There are a number of categories of minor works for which a planning application is not normally needed. This is known as *permitted development*.

Permitted development rights are more restricted in conservation areas and permission is required for works including:

- a. the addition of dormer windows to roof slopes;
- b. various types of cladding;
- c. erection of satellite dishes fronting a highway;
- d. and there is a reduction in the size of extensions which have permitted development rights.

In order to protect the character of conservation areas, legislation allows local planning authorities to remove permitted development rights in parts of conservation areas facing on to the highway or open space by using Article 4 (2) Directions. These cannot be introduced through this conservation area management plan – the Council will need to embark on a separate process. However, it is advisable that the Council uses this document to identify areas of concern, where it may apply Article 4 (2) Directions. If introduced, these will provide long-term protection against unsympathetic alterations which have the potential to adversely impact on the character of the conservation area. The effect of a Direction would be that certain alterations to unlisted residential properties which formerly did not require planning permission would then need planning permission.

If introduced to cover this character area, an Article 4 (2) Direction will mean planning consent is required for a range of external works fronting a public space, including:

- a. changes to windows, doors, chimneys and roofs;
- b. the painting of previously unpainted walling;
- c. the construction of external porches;
- d. the provision and removal of walls, gates and fences.

## 3. Neighbourhood Renewal Assessment for St Paul's Area

The Neighbourhood Renewal Assessment has been commissioned by Cheltenham Borough Council to highlight major issues of poor housing conditions, empty properties and social/environmental concerns within part of the St Paul's area of Cheltenham.



The project area covered by the Neighbourhood Renewal Assessment contains 261 properties within Aldridge Place, Crabtree Place, Folly Lane, Hanover Street, Hudson Street and Manser Street. This area comprises a high level of four-unit terraced properties, largely built between 1919 and 1944. The area is positioned immediately to the north and north-west of St Paul's character area. The Assessment recommended a number of schemes to improve each sub area.

The implementation of the project would have beneficial impacts upon the St Paul's character area. For example, the setting of the character area would be enhanced through physical improvements, such as redevelopment of spaces within the project area. The character area may also become more desirable as a residential area through improvements to the project area.

For more information on the Neighbourhood Renewal Assessment for St Paul's Area visit [www.cheltenham.gov.uk](http://www.cheltenham.gov.uk)

#### 4. Management proposals

The management proposals have been divided into two sections, comprising of: Development control proposals and project proposals which relate to specific areas.

##### **Development control proposals**

##### **1 Control of Development**

It is essential that any development should preserve the setting of any adjacent listed buildings and the existing landscape features and trees and preserve or enhance the character of the conservation area. Therefore, careful consideration must be given to the site including historic context and distinctive site features; as well as the size, scale, urban grain, layout, design, massing, height, plot width, frontage activity, landscape and materials in any such development. This does not dictate architectural style but helps deliver proposals which respond positively to their context with high quality design. Pastiche architectural styling, in which architectural historic elements are taken from different sources without being applied accurately, is not acceptable. However that is not to say that a variety of architectural styles, materials and forms of construction are not able to give interest within the conservation area and provided the new buildings are carefully designed it should be possible for them to have a harmonious and positive presence.

Cheltenham Borough Council Local Plan policies CP3, CP7, BE1, BE2, BE3 and BE5 relate.

**ACTION LD1:** The Cheltenham Borough Local Plan states that new development shall preserve or enhance the character of the conservation area. The policies of the Local Plan set out a general approach to the consideration of planning and related applications for development in conservation areas – they cover a range of issues including:

new build  
extensions

loss of green space  
impact on views  
demolition

In applying Local Plan policies, the Council will use the assessment of character set out in the appraisal accompanying this Management Plan as a basis for establishing the important aspects of context.

## **2 Loss of traditional architectural features on some historic buildings**

Some of the older buildings within St Paul's character area have been adversely affected by the use of inappropriate modern materials or details such as the replacement of original timber sash windows with uPVC, the loss of original timber front doors and introduction of roof lights which all erode local building detail and unity in the street and fails to preserve or enhance the character of the Conservation Area. The Council's document Living and Working in a Conservation Area – Some Questions You Might Ask gives advice to building owners on their responsibilities.

Cheltenham Borough Local Plan policy CP 3 relates.

**ACTION SP2:** In order to preserve and enhance the character and setting of St Paul's character area, the Council will:

- a. Keep under review the need to bring in additional planning controls over minor works in the Conservation area through Article 4 directions;
- b. Use its powers to enforce against unauthorised development;
- c. Encourage owners to repair rather than replace original features;
- d. Consider producing detailed design guidance and information regarding materials appropriate for use in the Central Conservation Area;
- e. Consider producing guidance to highlight to property owner's the importance of regularly maintaining gutters to ensure they function to their full potential, thus preventing ceilings and roofs collapsing due to heavy rain and blocked gutters.

In undertaking any works to buildings in the character area, owners should consider the implications for sustainable building practices. This could take a number of forms, including sustainable sourcing of materials and use of energy efficient designs. Additional information is available in the Council's supplementary planning guidance on Sustainable Buildings ([www.cheltenham.gov.uk](http://www.cheltenham.gov.uk)).

## **3 Equipment or installations (for example satellite dishes, large aerials, small scale renewable energy schemes and other such features)**

The presence of various types of equipment or installations on or around buildings, such as large aerials or satellite dishes, can detract from the character of St Paul's character area and in some cases the special architectural qualities of the buildings. There is also the potential for domestic wind turbines and other elements to impact similarly. To minimise their visual impact, they should normally be positioned away from public view or prominent positions; a judgment then needs to be made between this and the optimization of energy generation.

The Cheltenham Borough Council Local Plan Policy CP 3 relates.

**ACTION SP3:** In order to preserve and enhance the character of the Character Area the Council will:

- a. Keep under review the need to bring in additional planning controls over equipment or installations in prominent locations in the character area through an Article 4 direction;
- b. Use any planning powers to ensure that equipment or installations are installed away from public spaces and views, so as not to detract from views within the street scene and the overall character of the character area. This will look at balancing the visual impact against energy generations. Where the Council has no powers property owners are encouraged to position such equipment with regard to this guidance;
- c. Consider producing guidance regarding the design and siting of renewable energy infrastructure in the Central Conservation Area.

#### **4 Tree management**

The presence of trees makes an important contribution to the overall character and appearance of the Character Area, due to the relatively small amount of trees that are present. Trees play an important role in reducing the effects of climate change through climate fixing, absorbing carbon dioxide and providing shade. Trees in existence need to continue to be well protected and managed in the future.

**ACTION SP4:** Cheltenham Borough Council will continue to maintain and protect trees by implementing Tree Preservation Orders (TPOs) where appropriate, and replant with new trees when old trees die. Trees located in pavements or grass verges at the side of roads and which are designated as within the public highway are maintained by Gloucestershire Highways. Trees located in parks or green spaces within the conservation area are managed by Cheltenham Borough Council in accordance with best arboricultural practice.

When a trees dies or is removed from land within the conservation area, because it was dead, dying or dangerous, the land owner has a legal obligation under section 213 (1) of the Town and Country Planning Act 1990 to plant a replacement tree of an appropriate size and species. The Council will require owners to fulfil their legal obligation for replanting with new trees, especially where the old trees have made a positive contribution to the character of the conservation area. Where appropriate the Council may decide to serve a tree replacement notice under section 207 of the Act.

#### **5 Boundary enclosures**

At present, some poorly maintained boundary treatments harm the character and appearance of buildings and the overall street scene. Increased use of railings and other appropriate boundary treatments would enhance the historic qualities, character and appearance of the area. Additionally, trees and hedgerow contribute to biodiversity by providing wildlife habitats. If the same sympathetic boundary treatment were to be implemented along the

length of a street where possible, this would enhance its character and appearance, uniting properties within it.

See Cheltenham Borough Local Plan Policies BE 5 and CP3.

**ACTION SP5:** The Council will use enforcement and other powers under Section 215 of the Planning Act to secure the repair of poorly maintained boundary treatments and the reinstatement of traditional and historic boundary treatments to enhance the historic character of the St Paul's character area.

The Council will require the use of contextually sensitive boundary treatments on new developments where appropriate with a view to re-establishing the unity of frontages on streets.

## 6 **Setting and views**

The setting of the St Paul's Character Area is very important. Any proposals for development will be required to demonstrate how the setting and long distance views, into and from the Character Area have been taken into account. The important views are identified on the Townscape Analysis map. The Council will seek to ensure that all development serves to respect these important views.

**ACTION SP6:** The Council will ensure that all development respects the important views within, into and from the St Paul's character area. These views are noted but not exclusively identified on the Townscape Analysis map. The Council will ensure that these remain protected from inappropriate forms of development and redevelopment and that due regard is paid to these views in the formulation of public realm works or enhancement schemes in accordance with the Cheltenham Borough Local Plan.

## 7 **Enhancement of existing buildings and land**

Some land and buildings fail to contribute to the preservation or enhancement of the conservation area. In some cases, these are poorly maintained historic buildings. In other cases, these are modern buildings which have some aspect which fails to respond to its historic context. In the case of historic and modern buildings, the Council will, where necessary, use enforcement or other planning powers (e.g. Section 215 notices) to achieve repair and preservation. Some land in the curtilage of buildings is poorly maintained and in a prominent location – here, it may be appropriate to use powers to achieve improvement.

**ACTION SP7:** The Council will use enforcement and other powers under Section 215 of the Planning Act to achieve the enhancement of poorly maintained buildings.

## **Project proposals**

### **8 Wheelie bins and bags**

At present, a number of wheelie bins and bin bags are left in the narrow terraced streets throughout the week. Even when the rubbish is collected each week, the bins remain left in the street which creates an unattractive and untidy appearance within the street scene.

**ACTION SP8:** The Council will, where appropriate, enforce against wheelie bins left in streets throughout the week by issuing fixed penalties. The Council will also encourage the storage of wheelie bins in rear yards of properties to avoid them being left in the street, where they create clutter. A document produced by the Office of the Deputy Prime Minister in 2004, entitled 'Living Places: Caring for Quality' explains the negative impact wheelie bins can have on the urban environment by dominating the street scene.

### **9 Service lanes**

The service lanes between Hungerford Street, Albert Street and Victoria Street are visually unattractive and contain litter and graffiti. The service lane between Hungerford Street and Albert Street is an adopted highway. These lanes provide very poorly maintained spaces within the character area.

**ACTION SP9:** The Council will work with other agencies including the County Council to address issues of litter, graffiti and other environmental problems in service lanes throughout the St Paul's area.

### **10 Street furniture**

The Character Area has a significant amount of street furniture (predominantly traffic signage and bollards). There needs to be a consistency of style to help create a cohesive identity for the St Paul's Character Area. The presence of excessive or redundant street signage causes street clutter and is visually unattractive.

The Civic Pride project is considering the issues of style, need, use and location in order to engender this cohesiveness, to minimise clutter and maximise effectiveness and though that project is just outside the St Paul's Character Area, there may be some carry over benefits.

PPG 15 Section 5 gives additional transport measure in historic environments. The Cheltenham Borough Council Local Plan Policy BE 18 relates.

**ACTION SP10:** The Council will lobby the Highway Authority to minimise signage, markings and other street furniture in its traffic management projects. Where it is safe to do so it will liaise with the Highway Authority to remove redundant signage and street furniture and ensure that any new signage and traffic management schemes preserve and enhance the setting of the St Paul's Character Area.



## 11 Swindon Road

Swindon Road comprises a poor quality space which suffers from high traffic levels, congestion and severance. A high number of traffic lights and railings on the junction with Poole Way creates a cluttered appearance in the street. The County Council has indicated that it will consider these issues through the Cheltenham Transport Strategy.

**ACTION SP11:** The Council will lobby the County Council to build on the Civic Pride proposals for St Margaret's Road and look at the potential for enhancing Swindon Road through the implementation of an effective traffic management scheme and improvements to the street scene.

## 12 On street parking and traffic management

The residential streets contain a high level of on-street parking which creates a cluttered appearance in the street scene and a poor use of space. There is a possibility of creating a home zone in the area to target these issues.

**ACTION SP12:** The Council will work with Gloucestershire County Council to consider ways of improving parking regimes and traffic management in St Paul's. This will improve the environment and its visual quality and address traffic speed and volume in the area.

## 13 Civic Pride

The Council, in partnership with the South West Regional Development Agency and Gloucestershire County Council, has commissioned the preparation of an Urban Design Framework for central Cheltenham, including parts of the St Paul's Character Area. It will develop a comprehensive set of proposals for the area and will consider the following topics:

- a. Urban design
- b. Public realm enhancements
- c. Public art
- d. Street furniture
- e. Surface materials
- f. Traffic management

The Civic Pride Urban Design Framework is being developed as a Supplementary Planning Document alongside this Character Appraisal and Management Plan. It includes parts of other character areas making up the town centre. Its brief ranges from a strategic overview to detailed issues, including development briefing and advice on public realm treatments. Part 1 of this document, the Character Appraisal, has been used to inform the emerging Civic Pride proposals.

Some of the Actions in this Management Plan will be developed further through the Civic Pride project and will be the subject of more detailed work – where this is thought to be the case, it has been identified. The Civic Pride project has been developed in a manner which responds positively to the requirements of this Character Appraisal and Management Plan.

**ACTION SP13:** The Council and its partners will ensure that the detailed design and implementation of Civic Pride projects will preserve and enhance the character of the Conservation Area in a manner compatible with the Character Appraisal for those parts of the area affected by it.

## **Annex 1:**

### **Cheltenham Central Conservation Area – list of Supplementary Planning Documents**

19 character areas make up Cheltenham's Central Conservation Area. Each has a separate character appraisal and management plan. These comprise –

<b>Title of document</b>	<b>Status</b>
1). <b>Old Town</b> character area appraisal and management plan	Adopted as a SPD on 23 <sup>rd</sup> February 2007
2). <b>Montpellier</b> character area appraisal and management plan	Adopted as a SPD on 23 <sup>rd</sup> February 2007
3). <b>Bayshill</b> character area appraisal and management plan	Adopted as a SPD on 23 <sup>rd</sup> February 2007
4). <b>Lansdown</b> character area appraisal and management plan	Adopted as a SPD on 28th July 2008
5). <b>Suffolk Square</b> character area appraisal and management plan	Adopted as a SPD on 28th July 2008
6). <b>Eldorado</b> character area appraisal and management plan	Adopted as a SPD on 28th July 2008
7). <b>Dean Close &amp; Hatherley Park</b> character area appraisal and management plan	Adopted as a SPD on 28th July 2008
8). <b>Tivoli</b> character area appraisal and management plan	Adopted as a SPD on 28th July 2008
9). <b>The Park</b> character area appraisal and management plan	Adopted as a SPD on 28th July 2008
10). <b>The Suffolks</b> character area appraisal and management plan	Adopted as a SPD on 28th July 2008
11). <b>Bath Road</b> character area appraisal and management plan	Adopted as a SPD on 28th July 2008
12). <b>Leckhampton</b> character area appraisal and management plan	Adopted as a SPD on 28th July 2008
13). <b>College</b> character area appraisal and management plan	Adopted as a SPD on 28th July 2008
14). <b>St Luke's</b> character area appraisal and management plan	Adopted as a SPD on 28th July 2008
15). <b>Sydenham</b> character area appraisal and management plan	Adopted as a SPD on 28th July 2008
16). <b>Fairview &amp; All Saints'</b> character area appraisal and management plan	Adopted as a SPD on 28th July 2008
17). <b>Pittville</b> character area appraisal and management plan	Adopted as a SPD on 28th July 2008
18). <b>Lower High Street</b> character area appraisal and management plan	Adopted as a SPD on 28th July 2008
19). <b>St Paul's</b> character area appraisal and management plan	Adopted as a SPD on 28th July 2008

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