Fishlake Conservation Area

Part Two: Management Proposals

A report for Doncaster Council by Donald Insall Associates Ltd.

www.doncaster.gov.uk/planning
Fishlake Conservation Area Appraisal
Part 2: Management Proposals

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1.0 Introduction

1.1 Authorship

These Management Proposals have been prepared by Donald Insall Associates Ltd (DIA) in response to a commission by Doncaster Council and is the second stage of a study of the Fishlake Conservation Area. The document follows on from the production of the Conservation Area Appraisal Part 1: Appraisal report and should be read in conjunction with it. The public consultation exercise was managed by Graham Barrow Research and Consulting Ltd who has worked closely with DIA.

1.2 Purpose of the Proposals

Under Section 71(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, the Borough Council is required to periodically review its conservation areas and to publish proposals for their preservation and enhancement.

The purpose of the Management Proposals are to describe mid to long-term strategies for preserving and enhancing the special character and appearance of the Conservation Area.

The Management Proposals set out the actions needed to address the issues raised in the Conservation Area Appraisal.

The Proposals document recommends both the provision of good practice guidance information to clarify the existing powers, and proposes increased local authority controls within the area. This includes recommendations for further work required for their implementation.

It is likely that most, if not all, of the actions itemised in ‘Recommendations’ will have to be financed or initiated by Doncaster Council possibly helped by funding from outside sources such as the Heritage Lottery Fund or English Heritage. It is accepted that, of necessity, actions will all need to be prioritised according to the availability of resources and it may not be possible to achieve all those scheduled.

1.3 Partners in the Proposals

The key partners in the proposals are:
- The local community, including residents, business people and those who have a financial interest in Fishlake;
- The Fishlake Parish Council (FPC) as the local elected administrative body; and
• Doncaster Council who are a major supplier of services to the area

Other indirect parties to the Plan are:
• Statutory undertakers
• Local and regional environmental bodies
• Local and regional conservation organisations

1.4 Summary of main recommendations

The Management Proposals recommend that:

1. The Council should formally adopt the Fishlake Conservation Area Appraisal Part 1: Appraisal Report so that it is a material consideration in determining planning applications;

2. The Council should adopt the Fishlake Conservation Area Appraisal Part 2: Management Proposals as a Supplementary Planning Document (SPD) in support of a Development Plan Document (DPD) within the emerging Local Development Framework (LDF)

3. The Conservation Area boundaries should be changed as recommended.

4. Proposals for remedial work to the ‘buildings at risk’ which are identified should be encouraged.

5. The key green spaces identified should be retained and managed.

6. Improvements to streetscape should be initiated.

7. An Article 4 (2) Direction should be made on those dwelling houses identified in the Fishlake Conservation Area Appraisal as either key unlisted or ‘positive buildings’ in order further to protect their character.

8. There is preparation and formal adoption of guidance explaining conservation policy and good practice.

9. Conservation guidance is distributed to building owners and stakeholders.

10. There is investment in education, community involvement and dissemination of information about the conservation area and the controls.

11. There is commitment to a five yearly review of the management of the Conservation Area.
2.0 Statement of Special Character

Fishlake Conservation Area -

- Is marked out from a distance by the view of the historic church tower above the trees, this building is also the focal point for short views and is an icon of the village;

- Is entirely flat land on the edge of a former marsh, now divided by deep drainage channels and partly enclosed by flood banks;

- Is a network of streets, lanes and paths, many of which are a series of straights with near right angle bends and not many long views;

- Includes blocks of development centred around three historic foci, with significant blocks of open land between;

- Includes a varied sequence of open and enclosed spaces with few predominant views except from the flood bank;

- Is surrounded and penetrated by large numbers of mature trees as individuals and as hedgerow belts, particularly willow trees;

- Contains a number of farmsteads with one or more attendant outbuildings generally in the local vernacular form;

- Has vernacular buildings in three main groups which are mainly of two storeys, in locally produced brownish orange brick, with handmade pantile roofs and stone capped gable parapets;

- Is set within a rural landscape of the Humberhead Levels which is seen to be of significant landscape and nature conservation interest
Map 12 Plan showing application of Recommendations

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3.0 **Recommendations Concerning Conservation Area Boundaries**

3.1 **Conservation Area boundaries**

Issue: The appraisal has highlighted particular difficulties with the present Conservation Area boundary, in that it does not include all of the historic settlement of Fishlake and it does not extend sufficient protection to the immediate setting of the village.

**Recommendation:** The Conservation Area should be amended in line with proposed revision outlined in the appraisal.

Priority: High

3.2 **Designation of Zones within Conservation Area**

Issue: Fishlake Conservation Area is by no means uniform in character. The appraisal has revealed that within the proposed boundary there are four distinctly different zones – Primary Historic Character Areas, Key protected green areas, Landscape setting areas and Neutral areas.

**Recommendation:** The subdivisions within the revised Conservation Area should be recognised and the appropriate recommendations adopted for each.

Priority: High

4.0 **Recommendations Concerning Buildings And Structures Within The Conservation Area**

4.1 **Buildings at Risk**

4.1.1 **Former school building**

Issue: The former school building and its surrounding plot have been identified as a detractor from the visual character of the Conservation Area, both as a semi-derelict structure and through the neglected and unkempt nature of the plot. As a building which has provided a community benefit it is preferable that this use should be continued.

**Recommendation:** The building and its site should be refurbished and sensitively redeveloped in such a way as to benefit the physical environment of the village and preferably as an agent for strengthening and enhancing the sense of community.
Action: Carry out appraisal and development study on the building with a view to its development for community and possibly visitor use.

Priority: High

4.1.2 The Elders

Issue: The property known as The Elders on Main Street remains unoccupied and in an ‘at risk’ condition. The building sits at a key point on the entry into the village from the southwest and contributes strongly to the historic character of Main street.

Recommendation: The building and its site should be repaired and brought to a condition where it again makes a positive contribution to the street scene.

Action: Work with the owner to develop a conservative and sustainable solution to the repair of the building.

Priority: High

4.2 Repairs and Alterations to Existing Buildings in Primary Historic Character Areas

4.2.1 Insensitive works to existing buildings

Issue: Insensitive works to existing buildings within the Conservation Area can have a detrimental impact on the character. Individually such changes may not have a major consequence but their cumulative effect can be considerable. Many of the historic buildings in the conservation area have been adversely affected by the replacement of natural Welsh slates and red clay pantiles with concrete tiles, or the rendering or stone cladding of brickwork which was originally exposed.

Most of the above, when affecting unlisted residential properties (called single family dwellings in the relevant legislation), can normally be carried out without planning permission from the Borough Council. Development of this kind is called ‘Permitted Development’ and falls within one of a number of classes of work which are listed in the Town and Country Planning (General Permitted Development) Order 1995.

Recommendation: Seek powers, known as Article 4(2) Directions, to withdraw some of these permitted development rights in the interest of preserving and enhancing the character and appearance of the conservation area. Article 4(2) directives could, for example, assist with controlling alterations to roofs.
Alterations to windows, rendering, and painting of brickwork.

Action:
1. Investigate the potential value of Article 4(2) Directions by conducting a detailed survey of key and all other buildings which make a positive contribution to the character of the Conservation Area.
2. Serve Article 4(2) Directions in respect of those buildings and specific elements where potential benefit has been identified.

Priority: Medium

4.2.2 Zion Cottage, Funeral Parlour, Village Hall, Vermuyden Cottage

Issue: These buildings, whilst not of prime historic importance are contributory to the character of the character of the CA through their social significance and individuality. In various ways their architectural character has been compromised by later alterations or conversion.

Recommendation: The buildings should be sensitively repaired and brought to a condition where they again make a positive contribution to the street scene.

Action: Work with the owners to develop a conservative and sustainable solution to the repair of the buildings.

Priority: Medium

4.2.3 Need for guidance

Issue: As noted in the Appraisal, many buildings have suffered inappropriate alterations, and for some there appears to be a lack of understanding concerning appropriate repairs to historic buildings.

Recommendation: Through example and encouragement and the publication of guidance, promote good conservation practice for older buildings and sympathetic change to more recent buildings.

Action:
1. Encourage appropriate repair techniques to listed and key unlisted buildings within the conservation area using appropriate publicity, guidance leaflets and reference to good examples.
2. Consider programme of modest grant assistance for repairs to listed and key unlisted structures conditional on good practice.
3. Prepare guidance notes and illustrations on works of alteration and extension to historic properties referring to proportion, appropriate roof and wall materials, windows and doors, fences and enclosures, TV aerials and satellite dishes,
and renewable energy.
4. Engage with the local community in order to raise awareness of local distinctiveness and good conservation practice.

Priority: High and ongoing

4.3 New Buildings

Issue: The Appraisal has identified buildings which are neutral or indeed detract from the character of the area. In order that future buildings do not fall into this category it is helpful to develop strong guidance and policies for new building.

Recommendation: Through guidance, preferably and control where necessary seek to ensure that development within the Conservation Area is of the highest architectural quality and complementary to the character of the area.

Actions:
1. Review existing policies to ensure that they are adequate for the purpose.
2. Develop guidance leaflets showing preferred principles of new development, with special reference to density and building line, volume and form, materials, means of enclosure and landscaping.
3. Engage with local community to encourage awareness of good practice and of development which has respect for the village setting.

Priority: High and ongoing

4.4 Sites for Enhancement in Primary Historic Character Areas

Issue: Within the Main Street Primary Historic Character Area certain sites have been identified which are of neutral or negative quality in terms of their contribution to the overall character of the area.

Recommendation: Through the medium of the Development Control process seek to improve the character of these sites.

4.4.1 Among the buildings identified as negative in the three historic character areas are C20th bungalows, which although low key and often have gardens that contribute to the general rural feel of the village, have a building style which is suburban and tends to weaken the historic character of the area.
Action: Applications that seek to replace existing bungalows in the three historic character areas will have to show that any proposed replacement will be of an appropriate size, scale, material and detail to fit in with the general historic nature of the area, and also recognise that their gardens are an important feature of the area. There would therefore have to be a sensitive balance between promoting more traditional forms of buildings and retaining a relative open / rural feel.

4.4.2 The other principle detractor within this area is the group of buildings to the rear and side of Hall Farm

Actions:
1. Provided the viability of the farm remains, its functioning should be supported for diversity and employment reasons.
2. Should farming activity cease in whole or in part then support the production of a feasibility study into the future uses of the buildings. This should look in detail at the condition of the buildings and their historic value.
3. The report will then be considered and be used to inform planning decisions over the retention and conversion of Hall Farm buildings, the appropriateness (or not) of the erection of any new build and the possible return of land to open space.

Priority: As arising

4.5 Control of Demolition

Issue: National Planning Policy generally requires that within Conservation Areas it is necessary to obtain planning consent for certain types of demolition. There is a presumption against demolition of listed buildings, key unlisted buildings and other buildings which have been identified as making a positive contribution to the character of the Conservation Area. In other cases, and subject to adequate safeguards, such applications may be considered in a more positive light.

Recommendation: Applications for demolition of buildings within the Conservation Area will be assessed and any decision on the appropriateness of demolition will be dependent on whether the result would be considered to preserve or enhance the Conservation Area.

Action: Within the three historic character areas, applications for the demolition of neutral and negative buildings identified on Map 12 are unlikely to be refused, but will be dependent on the acceptability of any proposed replacement.

There will also be generally less concern over the demolition of most of the buildings in the neutral areas apart from those buildings which
are designated as being positive, but again this will be subject to appropriate replacement.

Priority: As arising

5.0 Recommendations Concerning Townscape And Landscape Setting

5.1 Roads, surfaces, pavings and infrastructure

Issue: The character of road surfaces and pavings, signage and street furniture, fencing and utilities installations has been shown to be a significant contributor to the overall appearance and quality of the Conservation Area. These elements are often overlooked, as responsibilities are unclear and, individually their impact can be small. Within the village it has been shown that there are opportunities for enhancement.

Recommendation: Liaise with statutory undertakers and others responsible for installing and maintaining infrastructure to promote good practice

Action (with others):
1. Carry out a detailed survey of public realm spaces, identifying detractors.
2. Formulate proposals for improvement and engage with those responsible to facilitate actions for improvement.
3. Consider the use of smaller scale paving units and softer edge treatments where appropriate as referred to in Section 6 of the Appraisal.

Priority: Medium and ongoing

5.2 Sense of enclosure in Primary Historic Character Areas

Issue: Particularly in the Main Street historic area the sense of enclosure of the street has been identified as characteristic. Houses abut or are close to the pavement line and there are walls, outbuildings or other means of containing the views to either side. In a number of locations this sense of enclosure is lost through having little or no physical barrier at the back of the pavement, thus the character becomes more open and weakened.

Recommendation: Through development control policy encourage the formation of a more continuous building line.

Action: Response only

Priority: As arising
5.3 Maintaining key protected green areas

Issue: A series of green areas has been identified within the Spatial and Character Analysis sections of the Appraisal as being significant or ‘key’ to the character of the Conservation Area. They should be appropriately protected, managed and conserved.

Recommendation: Conserve and manage the green spaces to retain their historic, visual, environmental and ecological significance.

Actions:
1. Through Planning Policy, prevent new building in these areas unless for community benefit.
2. Formulate appropriate management plans for individual areas covering trees, hedges, greensward, water etc. with advice from appropriate agricultural and ecological bodies.
3. Create management agreements with owners, lessees etc. to achieve the aims of the plan.
4. Monitor on a regular basis.

Priority: Medium, ongoing

5.4 Protecting landscape setting areas

Issue: The Landscape setting areas defined within the zoning are contributory to the overall landscape value of the settlement through preserving views or being the fingers of adjoining landscape penetrating within the Conservation Area.

Recommendation: Retain these areas as ‘green’ spaces and seek to enhance their quality.

Actions: The areas should be zoned as free from buildings and managed for the enhancement of trees and plant growth.

Priority: Medium and ongoing

5.5 Landscape improvement

Issue: Various sites within the Conservation Area have been identified as having poor landscape quality through neglect or development freeze.

Recommendation: Promote actions to improve the quality of these sites.

Actions:
1. Seek to clarify any issues regarding development status.
2. Through management agreements seek to revive and regenerate the former orchards.

Priority: Medium and ongoing

6.0 Recommendations Concerning Education, Understanding And Review

6.1 Education and understanding

Issue: The purpose and operation of Conservation Areas is not well understood, to the extent that there is resistance to designation and disregard in some quarters for the policies and controls which the Conservation area carries.

Recommendation: Take opportunities to promote understanding of the purposes and policies of the Conservation Area designation, current controls and good practice.

Action:

1. Commission the production of appropriate guidance leaflets on appropriate repairs and maintenance techniques, on appropriate extensions, and on boundaries and fencing.
2. Disseminate guidance to local authority departments, householders and developers, statutory undertakers.

Priority: Medium and ongoing

6.2 Review of Management Proposals

Issue: Development pressures change in response to social change amongst other factors, and hence policies and guidance may need to change to reflect this. English Heritage in its guidance on Conservation Area Appraisals and Management Plans recommends a 5 yearly review. The Management Proposal is bound with the Appraisal but the proposals are intended to be a working document that will be reviewed periodically at no more than five yearly intervals.

Recommendation: The Council should review the Appraisal every 5 years from the date of its formal adoption. A comparison should be made with the detailed written and photographic record.

Actions: The document will need to be assessed in the light of the emerging LDF and government policy generally. A review should
include the following:

- A survey of the conservation area including a full photographic survey to aid possible enforcement action;
- An assessment of whether the various recommendations detailed in this document have been acted upon, and how successful this has been;
- The identification of any new issues which need to be addressed, requiring further actions or enhancements;
- The production of a short report detailing the findings of the survey and any necessary action;
- Publicity and advertising

Priority: 5 yearly
7.0 Useful Information, Publications And Contacts

Contacts:

Doncaster Metropolitan Borough Council’s Design and Conservation officers
For general advice on alterations to and development of property in the Conservation Area.

Design and Conservation Team Urban Renaissance Development and Planning Danum House, St Sepulchre Gate, Doncaster DN1 1UB
T: 01302 734922 or 734950 E: peter.lamb@doncaster.gov.uk or richenda.codling@doncaster.gov.uk www.doncaster.gov.uk/Planning

Guidance on repairs:

Society for the Protection of Ancient Buildings Advisory leaflets and courses on the repair of traditional buildings. Publications on the use of lime, mortars, traditional brick and timber; also leaflet ‘A Stitch in Time’ which advises on regular repairs.

SPAB, 37 Spital Square LONDON E1 6DY
T: 020 7377 1644 F: 020 7247 5296 E: info@spab.org.uk www.spab.org.uk/

Victorian Society
Publishes booklets and advice on the repair of Victorian and Edwardian Buildings

E: admin@victoriansociety.org.uk www.victorian-society.org.uk/
Historical background:

Local record office and archives office

For original and published historical material connected with Fishlake and surrounding area.

Central Reference Library, Central Library, Waterdale, Doncaster, DN1 3JE.

T: 01302 734320
E: reference.library@doncaster.gov.uk

Doncaster Archives, King Edward Road, Balby, Doncaster, DN4 0NA.

T: 01302 859811
E: doncaster.archives@doncaster.gov.uk

www.doncaster.gov.uk

Sites and Monuments Record

The official archive of archaeological finds and historical sites. Maintained by South Yorkshire Archaeology.

South Yorkshire Archaeology, Development Services, Howden House, 1 Union Street, Sheffield S1 2SH

T: 0114 2736354 / 2736428
E: syorks.archservice@sheffield.gov.uk


Yorkshire Vernacular Buildings Group

For information on the smaller and vernacular buildings of the area, thematic studies, programmes of recording and good link sites.

Secretary: David Crook, 18 Sycamore Terrace, Bootham, York YO30 7DN

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