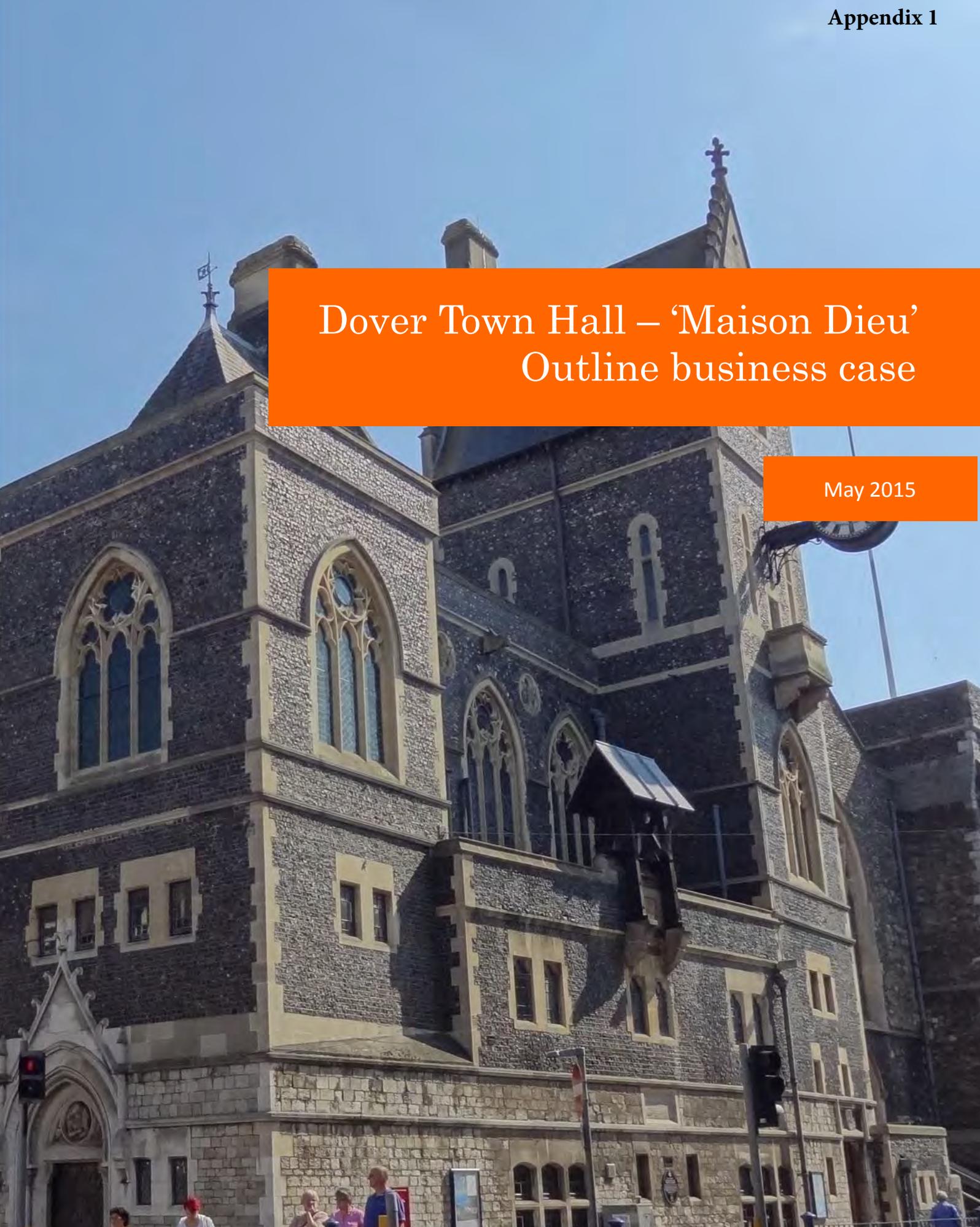


# Dover Town Hall – ‘Maison Dieu’ Outline business case

May 2015







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- 3 Identification of qualitative objectives
- 4 Exploring options
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- B: Analysis drawings and initial scope of works
- C: Plan showing potential routes for tours

# 1. Introduction



## 1. Introduction

Ingham Pinnock Associates (IPA) was appointed in August 2014 to prepare an Outline Business Case for the revitalisation of the Maison Dieu in Dover; also known as Dover Town Hall. The project was commissioned by Dover District Council, Dover Town Council and the Dover Society.

IPA led a team including specialist conservation architects (Rena Pitsilli Graham Architects), architects (Haverstock) and cost consultants (D.R. Nolans) who worked collaboratively throughout to develop an understanding of the heritage significance of the building, undertake spatial analysis and prepare high level cost information.

The over-arching aim of the Outline Business Case was to undertake an initial piece of feasibility analysis to understand options capable of revitalising the Maison Dieu. This aim was driven by an increasing awareness at the District Council of the building's vulnerability and its poor financial sustainability.

In summary the agreed brief for the Outline Business Case was to:

- engage local stakeholders to understand their concerns and aspirations for the future of the building
- identify and test a number of realistic future uses for the Maison Dieu
- develop outline architectural plans to identify how the function of the building could be improved and future uses delivered
- undertake non-financial appraisals of options to test whether or not they complement relevant strategic objectives
- undertake high level financial appraisals of options to understand capital and revenue cost and income dynamics
- explore opportunities for third party grant funding and identify practical next steps.

In parallel with the preparation of the Outline Business Case a Statement of Significance for the Maison Dieu was commissioned by Dover District Council. The objectives of this work were to understand the history of the building in detail, establish its heritage significance and inform the development of the options for the business case in terms of what may or may not be feasible. That this work was taking place alongside the Outline Business Case has been of huge benefit to the work; it has informed ideas for the Outline Business Case and allowed the assumptions being made to be based on a robust understanding of what may and may not be feasible in the context of the heritage significance of the building. The Statement of Significance was undertaken by Rena Pitsilli Graham Architects and Haverstock and whilst not completed at the time of finalising this report, it should be read alongside it where possible.

The Outline Business Case was prepared between August 2014 and April 2015. Throughout this time a project Steering Group has met regularly to review progress, discuss ideas and shape initial findings. The Steering Group comprised Dover District Council officers and Councillors (including the relevant Portfolio Holder), Dover Town Council's Town Clerk and Councillors and a representative of the Dover Society and Friends of the Maison Dieu.

This report is structured to reflect a simple options appraisal process encompassing the requirements set out above. It comprises:

- section two, background research: Provides a summary of the background research undertaken such as consultation with local stakeholders, property market review, socio-economic profile and a leisure and tourism review.

- section three, identification of qualitative objectives: Sets out how the non-financial objectives that are used to appraise options for the future of the building have been developed
- section four, exploring options: Provides the narrative behind the development of a Preferred Option. It moves from a summary of the Do Nothing option, through consideration of a series of single-use options and on to a series of mixed use options
- section five, the preferred mixed use option: Sets out an explanation of the Preferred Option
- section six, financial appraisal: Provides a simple financial appraisal of the Preferred Option including a review of capital and revenue assumptions
- section seven, recommendations and next steps: This section sets out a series of recommendations and practical next steps for advancing the Maison Dieu project. It includes consideration of funding opportunities, risk and programming.

The report is also accompanied by a number of appendices as follows:

Appendix A: Detailed schedule of rooms and uses

Appendix B: Analysis drawings and initial scope of works

Appendix C: Plan showing potential routes for tours



## 2. Background research

## 2. Background research

The following section provides a summary of some of the background research undertaken as part of the Outline Business Case. The issues and trends emerging from this research have directly and indirectly informed the development of options set out later in the report to ensure that they respond to local market and socio-economic conditions.

### **Location**

The Maison Dieu is located in the historic town of Dover in Kent. Dover is on the east Kent coast and has throughout British history provided a primary point of connection with mainland Europe. The town is situated on the narrowest part of the English Channel adjacent to Calais, France. This close relationship with the continent is central to the original development of the Maison Dieu as set out later in this section.

Dover continues to play an important role in Britain's relationship with the European mainland. The Port of Dover is the busiest ferry port in Europe, the second biggest cruise port in the UK and the town itself is very close to the Channel Tunnel Rail Link at Folkestone. Dover has fast road connections to London and the national motorway network via the M20 and M2. The cathedral city of Canterbury is situated approximately 17 miles to the north-west, the County town of Maidstone is 40 miles to the east and London approximately 75 miles to the north-west (see Figures 2.0 and 2.1).

Within Dover, the Maison Dieu is situated within the Dover Town Centre Conservation Area at the northern end of the town centre. At an even more local scale, the building occupies a prominent site within the Mid-Town Regeneration Area (see Figure 2.2). The building is bounded to the west by Ladywell and to the east by a small area of public realm (Town Hall Square) adjacent to the Maison Dieu House, the Town Council's current office (see Figure 2.3).

The Town Hall is a short walk from Dover Priory train station and the Market Place, which forms the centre of the retail area. The River Dour runs to the north of the building and can be accessed via a pedestrian link to through an adjacent public car park.

Figure 2.0: Dover Location Plan

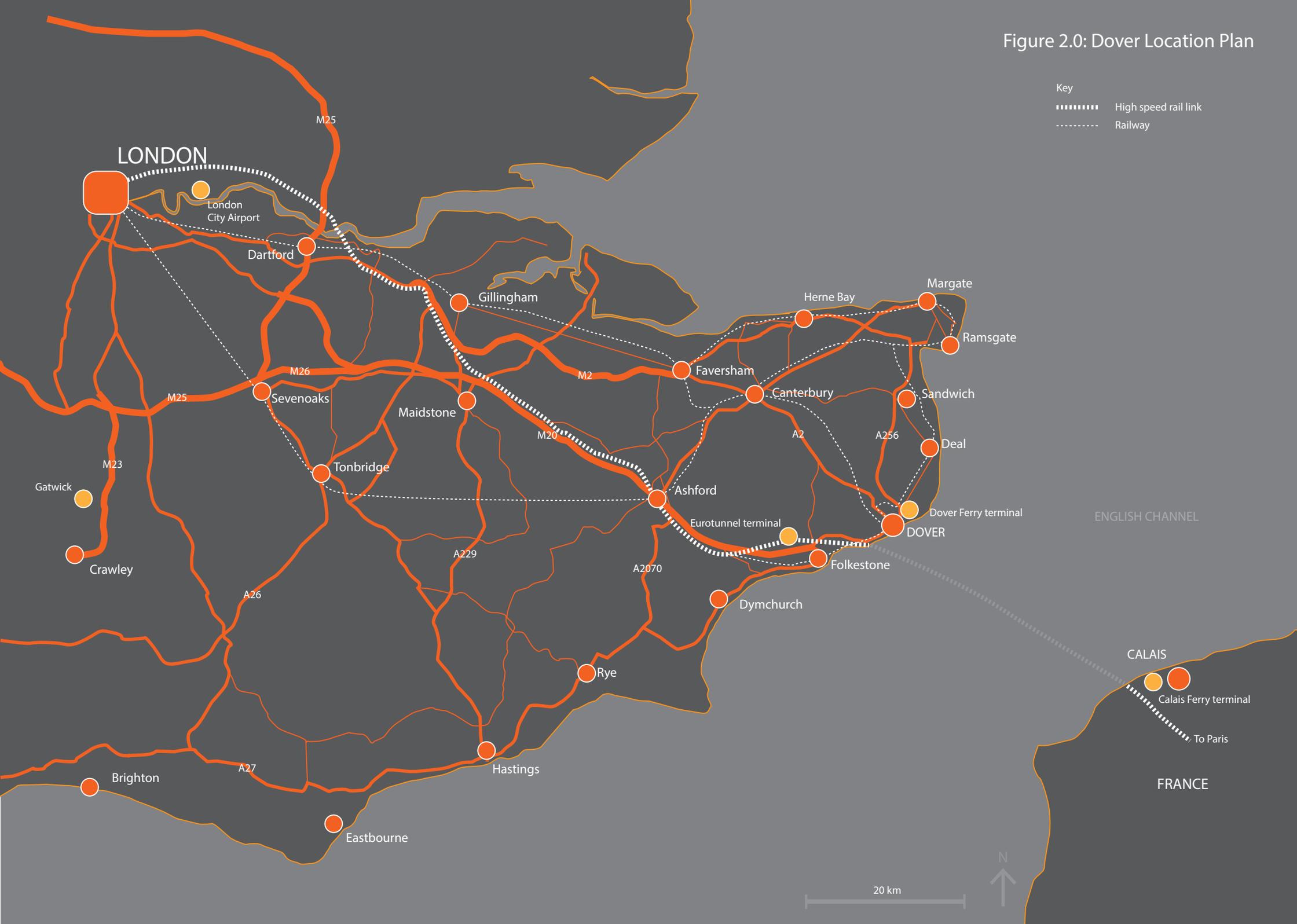


Figure 2.1: Maison Dieu Location Plan

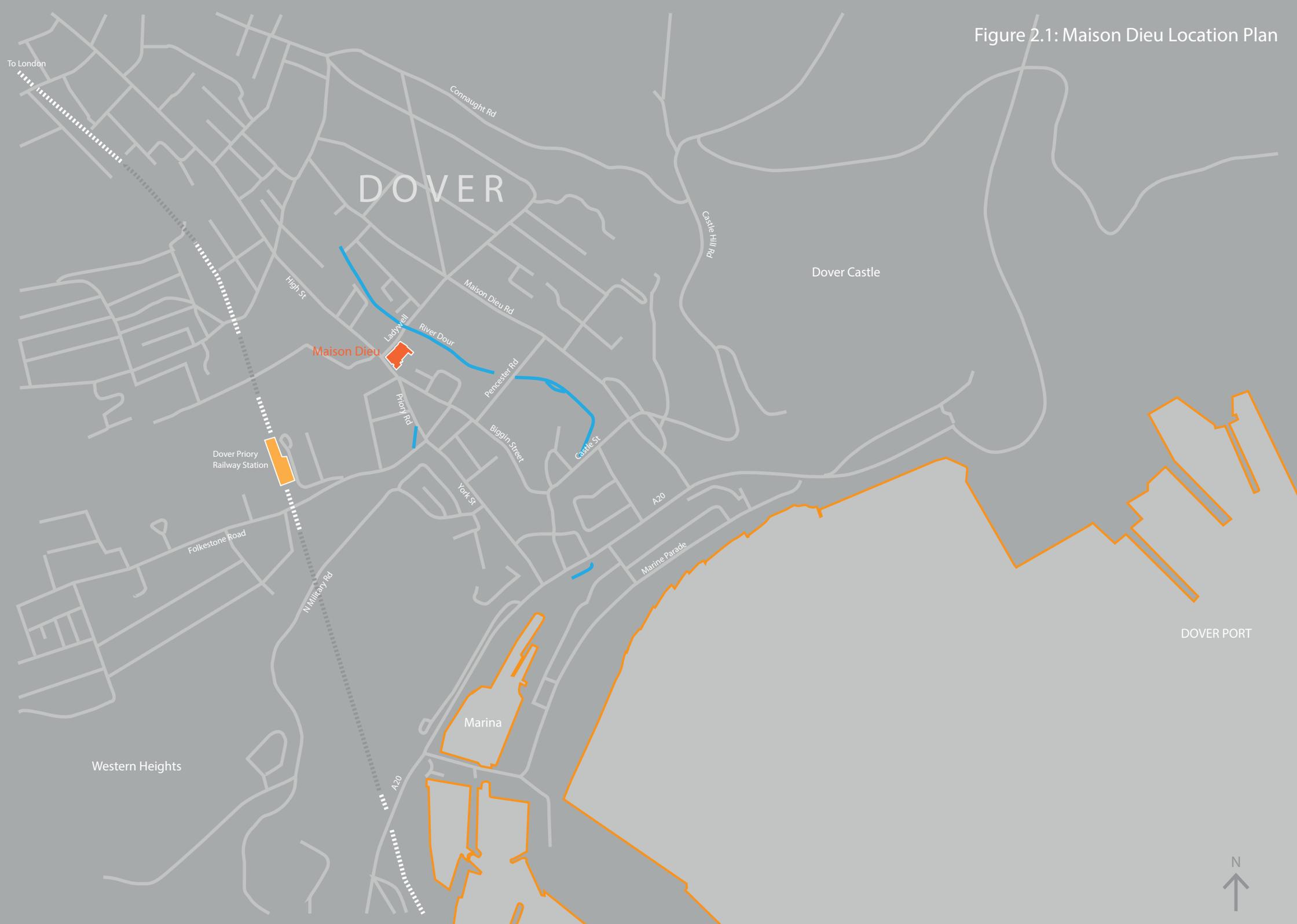
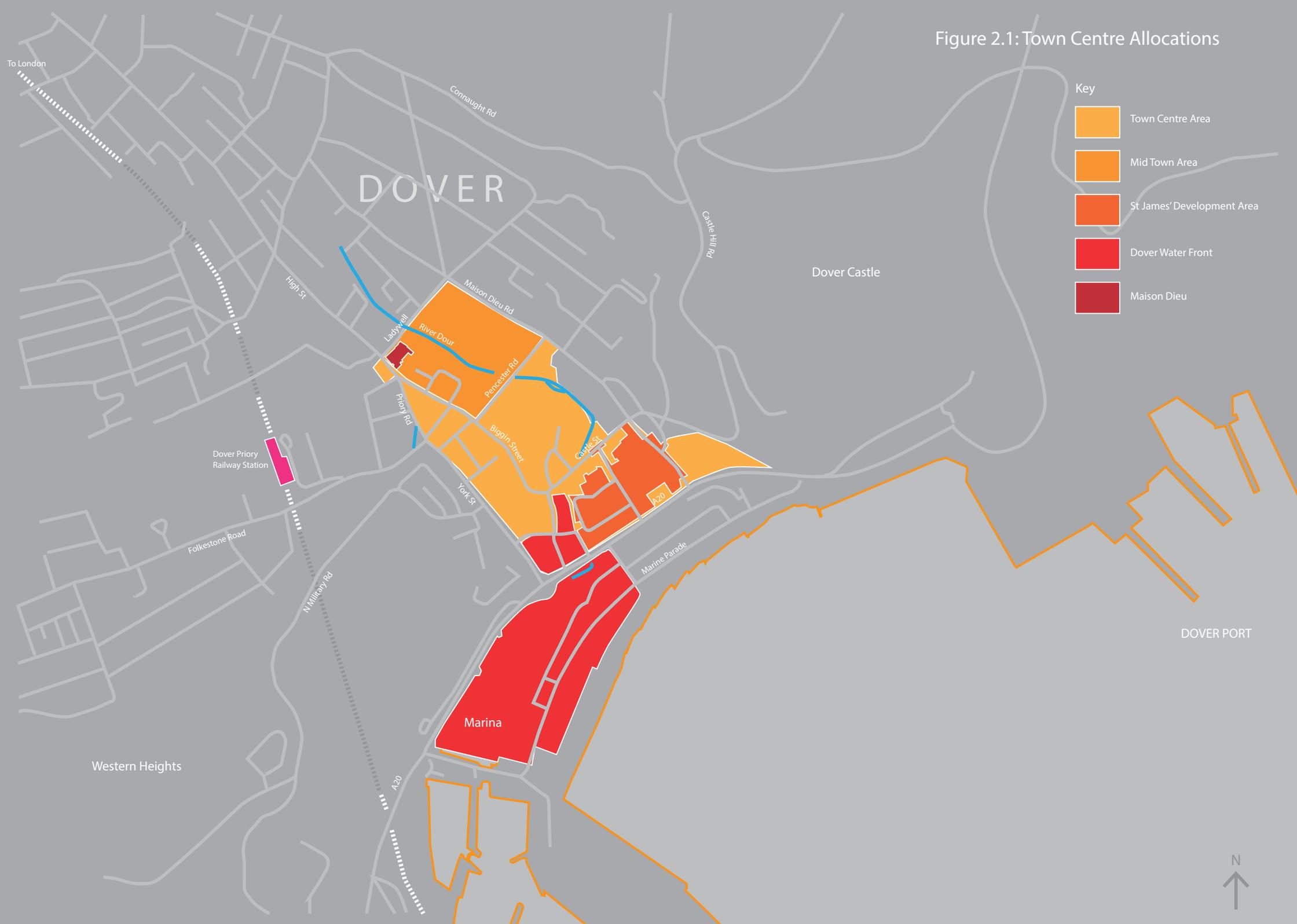


Figure 2.1: Town Centre Allocations



Key

- Town Centre Area
- Mid Town Area
- St James' Development Area
- Dover Water Front
- Maison Dieu



Figure 2.3: Maison Dieu Location Plan



## The Maison Dieu

The Maison Dieu is Grade II\* Listed and a Scheduled Ancient Monument (SAM). Grade II\* Listed buildings are defined as being ‘particularly important buildings of more than special interest’.

The Maison Dieu is a unique building with an important cultural and architectural history. It is a complex building encompassing many architectural periods, ranging from its foundation in 1203, through the dissolution of the monasteries and its passing to the Crown in 1544, its acquisition by the Dover Town Corporation in 1835 and its dramatic transformation in the latter half of the 19<sup>th</sup> Century.

The Maison Dieu (God’s House) was probably founded in 1203 by Hubert de Burgh to provide accommodation for pilgrims travelling from mainland Europe predominantly to Canterbury to visit Thomas Becket’s shrine. It was also used as an early hospital to care for the sick. From the 16th century the building was taken over by the Crown as a victualing yard providing vital supplies for the navy.

During the 19th century the building was sold to Dover Town Council, extended and extensively remodelled by two of the most prominent Victorian architects; Ambrose Poynter and William Burges. The remodelling saw the introduction of an exquisite meeting hall, courtroom and gaol, all in the gothic revival style which remains the prevailing style throughout the building as it is today.

During the 1970’s the Maison Dieu’s ownership passed to Dover District Council and since that time it has been used as a venue for a wide range of community events, activities and local government functions.

The range and sequence of buildings at the Maison Dieu is extremely complex and comprises: The disused gaol, storage space and kitchens and courtyards on the lower ground floor; two large halls with adjacent meeting rooms on the upper ground floor; and; numerous meeting rooms and ancillary space on the first, second and third floors.

Parts of the Maison Dieu remain well used for events such as weddings, pantomimes, tea dances and private functions. However, due to a number of issues relating to access and the layout of the building, other elements have become under used or vacant. At the same time the physical fabric of the building has become tired and in places requires repair and restoration.

Considerable further information on the history of the building is provided in the Statement of Significance which was prepared alongside this report.

### Current use

A detailed schedule setting out the current use of each room within the Maison Dieu is provided at **Appendix A** with an accompanying plan. The table below summarises the current uses of some of the main spaces within the building.

**Figure 2.4: Current uses of the Maison Dieu**

Floor	Use
Lower ground floor	<ul style="list-style-type: none"><li>vacant Parking Services office (previously occupied by Dover District Council)</li><li>vacant Visitor Information Centre (previously occupied by Dover District Council)</li><li>vacant Gaol exhibit spaces (previously occupied by Dover District Council)</li><li>former Museum Stores (previously occupied by Dover District Council)</li><li>ad hoc Museum Stores (in use by Dover District Council Museum Services)</li></ul>

	<ul style="list-style-type: none"> <li>▪ kitchens, WCs and storage for Connaught Hall and Stone Hall (in use)</li> <li>▪ building core (boiler room, oil tank room, electrical intake, in use)</li> <li>▪ vacant safe store</li> </ul>
<b>Upper ground floor</b>	<ul style="list-style-type: none"> <li>▪ major events spaces <ul style="list-style-type: none"> <li>▪ Stone Hall: In use; capacity of 220 seated at round tables and 400 in a theatre layout</li> <li>▪ Connaught Hall: In use; capacity of 300 at round tables and up to 500 in theatre style</li> </ul> </li> <li>▪ meeting / smaller events spaces (Chamber (capacity of 50 at round tables and 90 theatre style), Mayors Parlour, Court Room, in use)</li> <li>▪ servery associated with the kitchen at lower ground floor (in use)</li> <li>▪ site managers office (in use)</li> <li>▪ staff room (in use)</li> <li>▪ WCs and cloak room (in use)</li> </ul>
<b>1<sup>st</sup> floor</b>	<ul style="list-style-type: none"> <li>▪ meeting / small events spaces (Minute Room, in use)</li> <li>▪ Town and District Council ad hoc storage (Minute Room office, in use)</li> <li>▪ storage space</li> <li>▪ vacant Flag Tower room</li> </ul>
<b>2nd floor</b>	<ul style="list-style-type: none"> <li>▪ vacant Flag Tower Room</li> <li>▪ vacant Clock Tower Room</li> </ul>
<b>3rd floor</b>	<ul style="list-style-type: none"> <li>▪ vacant Clock Tower Room</li> </ul>

## Ownership and management

The Maison Dieu is owned by Dover District Council.

A large proportion of the building including the Stone Hall, Connaught Hall and Council Chamber is leased to Your Leisure. Parts of the building are used by the District Council's Museum Service for the storage of a small proportion of their collection. The remainder of the building is untenanted and unused.

The principal tenant, Your Leisure, is a registered society under the Co-operative and Community Benefit Societies Act 2014 with charitable status allowing it to benefit from preferential financial treatment. Your Leisure manages a number of leisure centres and venues across Thanet and Dover districts.

At the Maison Dieu, Your Leisure manages the Connaught Hall and Stone Hall as large scale events spaces, the Council Chamber, Court Room, Committee Room and Minute Room for smaller scale events and meetings. Alongside these spaces Your Leisure manages a large kitchen and areas of ancillary storage in the lower ground floor which service the main function spaces.

Your Leisure currently employ two full time site managers and a full time chef at the Maison Dieu. Alongside this there are two part time 'movers' or care-takers. When events are taking place Your Leisure enrol temporary staff on a ratio of around one additional staff member for every 10 guests up to a maximum of 40 staff members.

## Utilisation

### Visitor numbers

In the last full financial year for which data was collected (2013/14), the Maison Dieu received around 28,000 visitors (Figure 2.5). This was an increase of 5.3% in visitor numbers on the previous year. Whilst the two buildings are not directly comparable, to put this in some context, in 2013 Dover Castle received around 340,000 visitors in 2013/14.

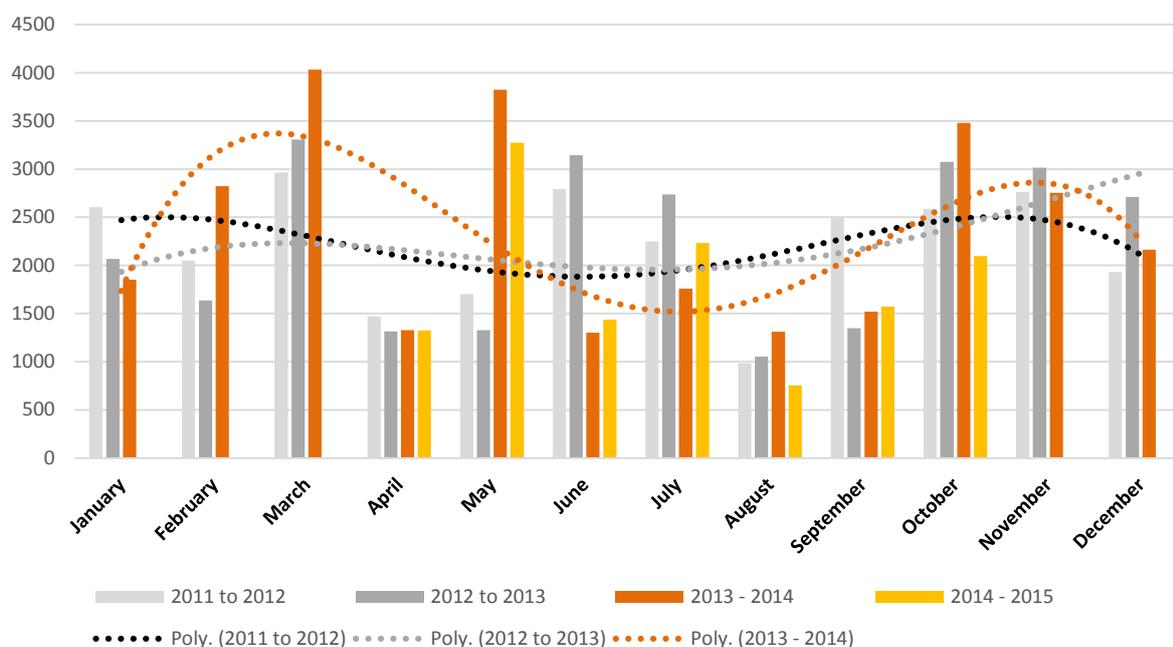
On average, the Maison Dieu has received around 2,200 visitors each month over the period 2011/12 to 2014/15. Month-on-month analysis (Figure 2.6) illustrates that visitor numbers tend to peak in early spring and autumn and trough in late spring (April / Easter) and late summer (August). This is perhaps indicative of a very domestic audience for the building which falls away during two of the main holiday seasons.

**Figure 2.5: Annual and monthly visitor numbers for Dover Town Hall**

Financial year	Annual total	Monthly average
2011/12	26,600 (base yr)	2,200
2012/13	26,733 (+0.5%)	2,200
2013/14	28,145 (+5.3%)	2,300
2014/15	12, 696 (-12%) 7 months against same time last yr	1,800

Source: Your Leisure

**Figure 2.6: Visitor numbers at Dover Town Hall (monthly 2011/12 to 2014/15 + quarterly trend line)**



Source: Your Leisure

### Bookings

The Maison Dieu had a total of 332 bookings in the last full financial year for which data has been collected (2013/14, (see Figure 2.7). This was down 3% on the previous year. On average, the Maison Dieu had around 30 bookings per month over the period 2012/13 to 2014/15.

Month-on-month analysis (Figure 2.8) illustrates that bookings follow a similar pattern to visitor numbers with a peak in early spring and autumn and trough in late spring (April / Easter) and late summer (August). Also

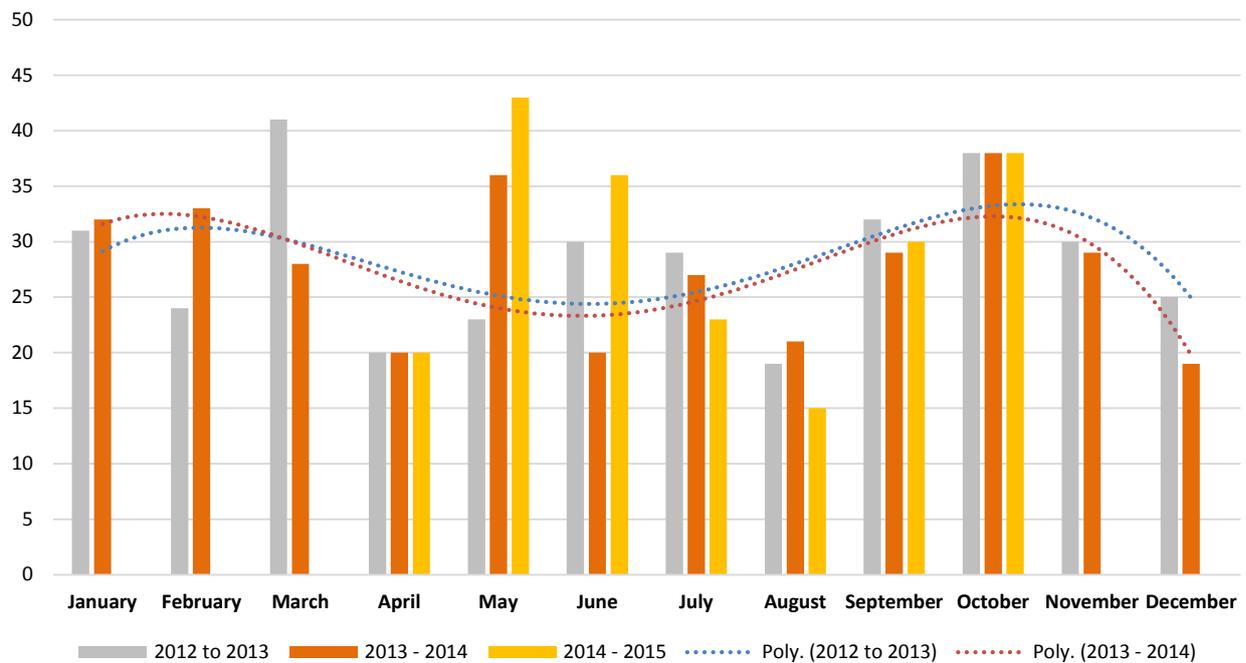
mirroring visitor number trends, in recent years, May and June have gone from being two of the quietest months to two of the busiest in terms of bookings.

**Figure 2.7: Maison Dieu bookings (2011 – 2015)**

	Annual total	Monthly average
2011 to 2012	No data available	-
2012 to 2013	342	29
2013 – 2014	332 (-3%)	28
2014 – 2015	205 (-7%) 7 months against same time last yr	29

Source: Your Leisure

**Figure 2.8: Number of events booked at Dover Town Hall (monthly 2012/13 to 2014/15 + quarterly trend line)**



Source: Your Leisure

Utilisation of spaces

The Maison Dieu is rarely booked out in its entirety although bundles of rooms are often booked as a package such as the Stone Hall & Connaught Hall or the Council Chamber and Court Room. This is partly due to the way in which different spaces complement each other for different functions i.e. a wedding having a ceremony in the Council Chamber and a reception in the Stone Hall but also because of the limitations on access arrangements i.e. it is not possible to hold a major event in the Connaught Hall without using parts of the Stone Hall for access and egress.

Analysis of bookings for individual spaces within the Maison Dieu (see Figure 2.9 and 2.10) highlight that rates of use over the course of the year are low ranging from 38% for the Connaught Hall to 15% for the Committee Room. The Connaught Hall is the most frequently hired space being booked out for around 138 days over the

course of 2014 calendar year (this does not necessarily mean it was booked out for an entire day and one booking may span a number of days), followed by the Council Chamber (113) and Stone Hall (108).

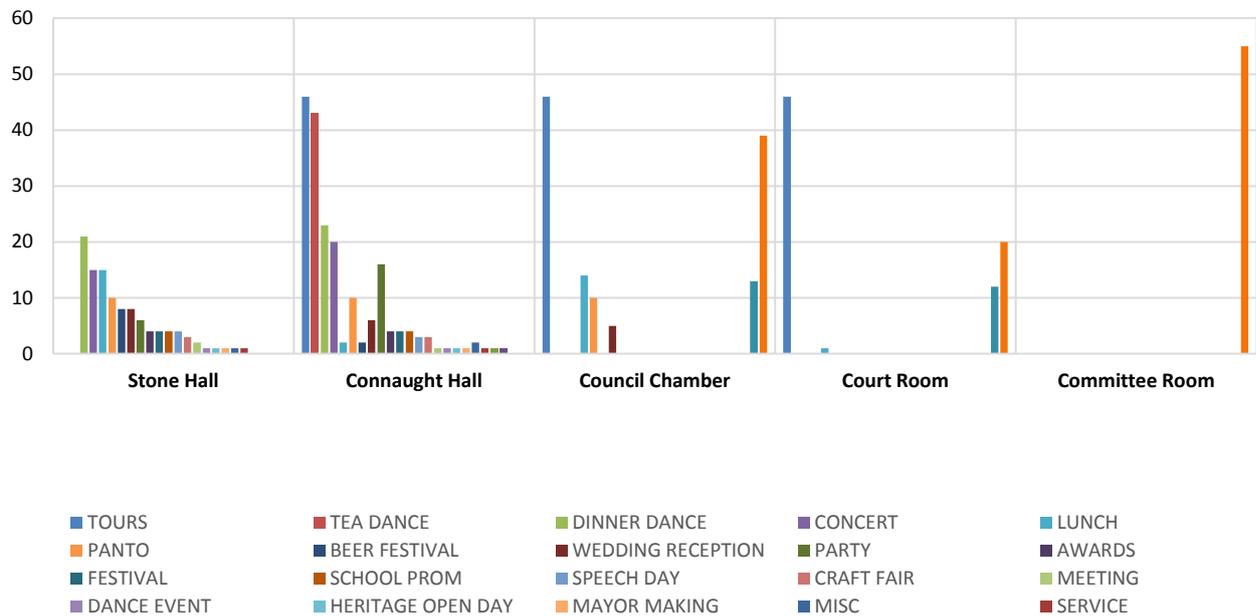
Notwithstanding relatively low rates of use, analysis of the bookings diary confirms that the Maison Dieu plays host to a wide and vibrant range of different activities such as the annual pantomime, seasonal concerts, tea dances, dinner dances, lunches, awards ceremonies, weddings, parties, exhibitions, tours and meetings. The range of different activities means that the building currently attracts an extremely diverse audience from school children to the over 60s or job seekers to business executives. The different parts of the Maison Dieu have clearly defined different uses based on their size, physical layout and facilities. The Stone Hall and Connaught Hall are more commonly used for dances, parties and large celebrations whilst the smaller rooms are more often used for meetings, dinners and support.

**Figure 2.9: Maison Dieu utilisation (2014)**

	Connaught Hall	Council Chamber	Stone Hall	Court Room	Committee Room
Days with bookings	138 (38%)	113 (31%)	108 (30%)	75 (21%)	55 (15%)
Days without bookings	227 (62%)	252 (69%)	257 (70%)	290 (79%)	310 (85%)

Source: Analysis of Your Leisure bookings data

**Figure 2.10: Use / days booked for different rooms within the Maison Dieu (2014)**



Source: IPA analysis of Your Leisure bookings data

### Stakeholder consultation

Consultations and discussions were held with a range of stakeholders with an interest in the Maison Dieu or the wider regeneration of Dover. This process of engagement and consultation has helped to inform key

parties that the Outline Business Case is being prepared, inform the consultant team about initiatives and projects taking place in the local area and test initial ideas for the Maison Dieu as they have emerged.

Stakeholders involved in consultation or discussion included:

- Cllr Nigel Collor (Portfolio Holder): Dover District Council
- Cllr Sue Jones: Dover Town Council, Dover District Council and White Cliffs Tourism Alliance
- Barbara Buczek: General Manager, Head of Business Development and Corporate Affairs at Dover Harbour Board
- Clive Alexander: Conservation officer Dover District Council
- Steve Davis: Managing Director, Your Leisure
- Allison Burton: Dover Town Council
- Christine Waterman, Derek Leach and Denise Smith: Dover Society & Dover Greeters
- Rob Reid Easton: Dover District Council
- Neil McCollum: English Heritage Regional Director and Manager of Dover Castle
- Val Leadbetter: General Manager of the Maison Dieu, Your Leisure
- Dover Greeters

A summary of important themes and ideas discussed or emerging from this programme of consultation is set out in the table below.

**Figure 2.11: Consultation responses**

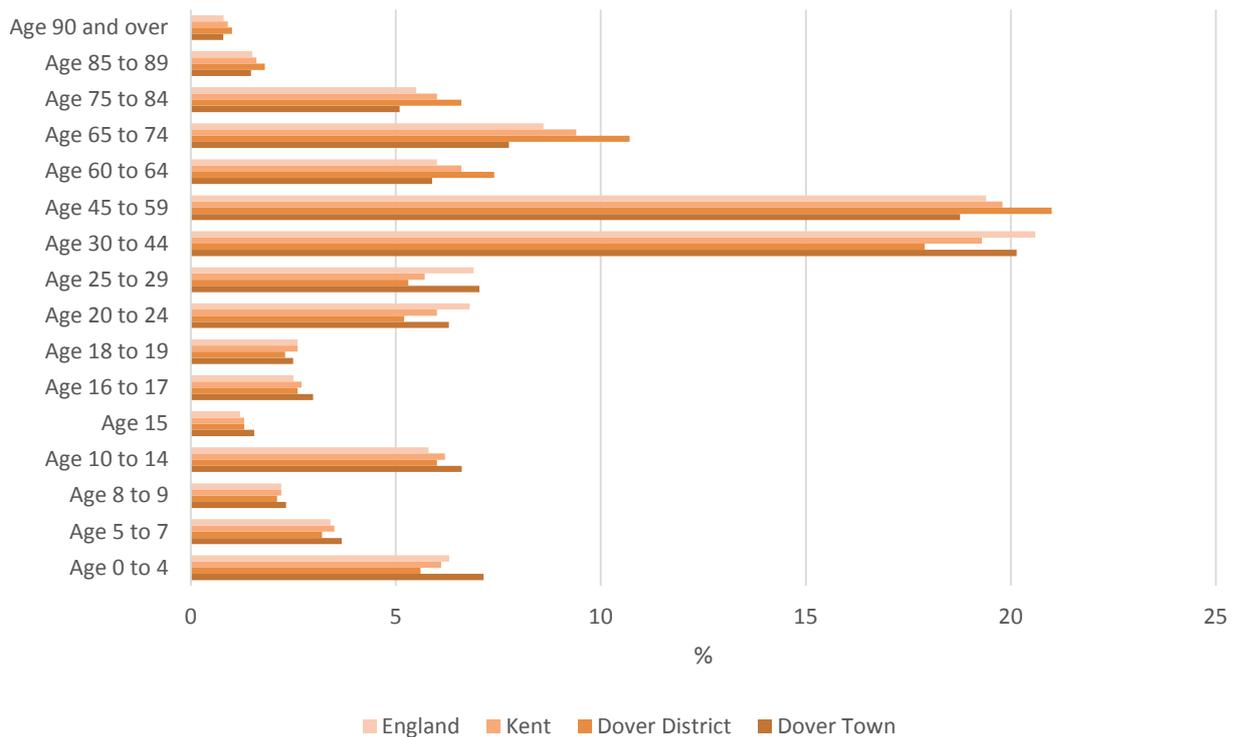
Key messages and ideas
<p><b>Building specific</b></p> <ul style="list-style-type: none"><li>▪ access to the building is extremely constrained. All spaces within the building are presently accessed via the main entrance on to High Street. This means that uses taking place in spaces such as the Council Chamber, Connaught Hall or Mayor's Parlour need to move through the Stone Hall to get to those rooms. This undermines the ability of the Stone Hall to be used whilst activities are taking place in other parts of the building and impacts their attractiveness.</li><li>▪ disabled access is presently poor. There is only one small lift in the Flag Tower adjoining the Stone Hall. The location of the lift creates problems for disabled visitors using spaces away from the Connaught Hall</li><li>▪ provision of WCs and cloakrooms is extremely constrained. The main WC block is at the front of the Connaught Hall. Users of the building in spaces elsewhere such as the Mayor's Parlour or Council Chamber are required to walk a long way through the building to reach the WCs and, as with the previous point often move through other rooms that might be in use</li><li>▪ the building lacks adequate control over access at present. The manager's office is at the very rear of the Stone Hall and it is difficult to monitor people coming and going from the building throughout the day</li><li>▪ there is currently no way of isolating heating; therefore even if only a small part of the building is in use, it is necessary to heat the entire building</li><li>▪ 'Green Room' provision is inadequate at present. When the building hosts large performances such as the pantomime, numerous meeting rooms are given over to changing rooms and storage which represents an inappropriate use of space and means that they cannot be used for other purposes during this time</li><li>▪ staff facilities are currently inadequate. Presently the only staff room is in a small room in the Flag Tower which is not large enough to for the large numbers of staff often in the building to service major events (there can be up to 40 for some of the largest events)</li><li>▪ there are tensions between the current aspiration to undertake weekly guided tours of the building and events and activities taking place within the building. At present both end up being compromised.</li></ul>
<p><b>Local context</b></p> <ul style="list-style-type: none"><li>▪ the local community are very fond of the Maison Dieu. Many residents will have attended school prize giving's or tours when they were young, attended weddings and parties as they have grown up and now attend over 60s tea dances an suppers</li><li>▪ there is a tendency to 'talk Dover down'. Whilst it is true that the town has its issues it must not be forgotten that there are pockets of wealth in the town, it has a strong and growing economy and is located in one of the most affluent parts of the country</li></ul>

- there is a lot of community activity going on in Dover and many groups progressing actions and initiatives. This ranges from Big Local, a Town Team, Dover Greeters, Dover Society, White Cliffs Tourism Alliance etc.
- there is a feeling that after years of background work significant change is now starting to happen in the town. Whether in relation to the delivery of the St James scheme, expansion of the Port or the impending demolition of Burlington House there is currently a prevailing sense of optimism and positivity
- the demolition of Burlington House in particular has the potential to be a landmark for the town and its community. It has been a source of embarrassment for many years
- there is a strong market for pre- and post- cruise accommodation in Dover for people travelling to Dover from outside of Kent to start or finish their cruise
- the majority of ‘port of call’ visitors travel away from Dover on pre-arranged coach trips to destinations such as Canterbury and London. However there is a small proportion (around 10% - 30%) that will stay local. Primary destinations for these visitors are the Castle and White Cliffs though many will visit the Town Centre. There is a shuttle bus operating in a loop to drop off and pick up that currently stops at the Market Square
- London can now be reached in just over an hour by a fast-train service. Work is ongoing to bring this journey time down to under an hour but it is hoped that as the town becomes a genuine option for London commuters more wealth will move in. There is however an issue with Dover Priory Station car park which has very limited capacity.

### Socio-economics

Dover Town<sup>1</sup> contained around 39,000 permanent residents at the time of the 2011 Census. This equates to around 35% of the population of Dover district (112,000).

Figure 2.12: Population by age



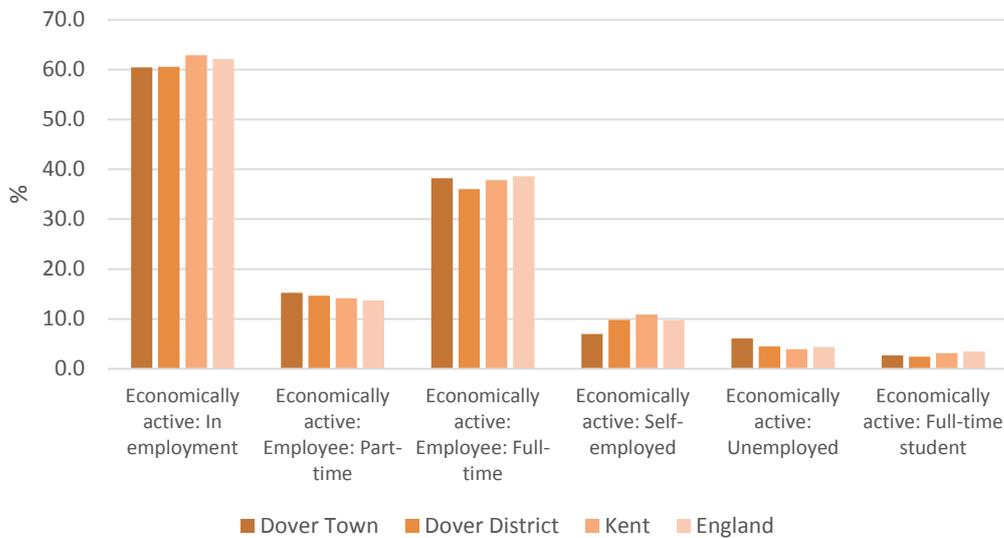
Source: Nomis, 12th January 2015, 2011 Census

<sup>1</sup> “Dover Town”, which is has been defined by combining four middle layer super output areas, which is considered the lowest statistical geography suitable for this analysis. These four middle super output areas have been chosen to align as closely as possible with settlement limits of Dover Town, they are middle layer super output area 2011: Dover O10, Dover O11, Dover O12, Dover O13

The figure above demonstrates that Dover Town has a higher proportion of residents in the 0 to 44 age cohort in comparison with Dover district, Kent and England. The population of the town is therefore generally younger than the surrounding area and the national trend. The figure also highlights that Dover district as a whole contains a high proportion of older residents, particularly in the 45 to 84 age cohorts.

The figure below illustrates that Dover District and Town contain a marginally lower proportion of economically active residents than the county and national trend. However, it also highlights a relatively small proportion of self-employed residents in Dover Town compared with the county and national level and a slightly higher level of unemployed residents.

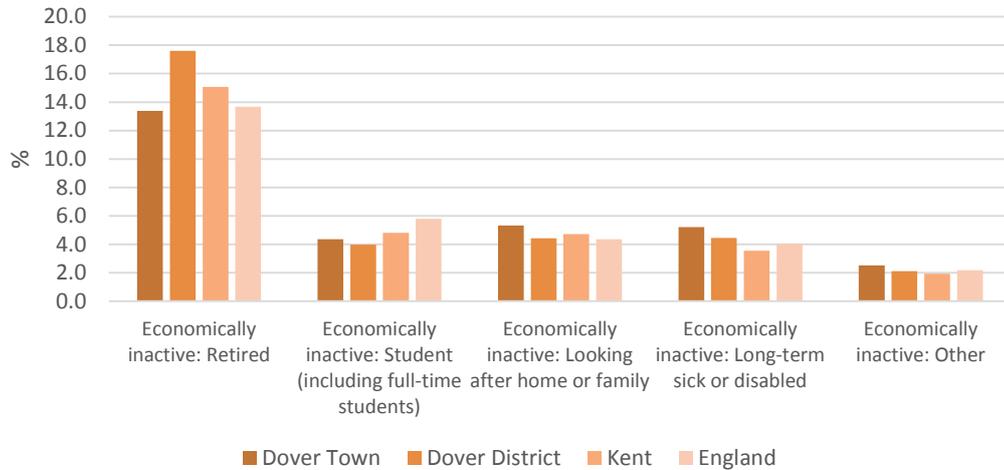
**Figure 2.13: Economically active residents (aged 16-74)**



Source: Nomis, 6th November 2014, 2011 census

The figure below illustrates that there is a high proportion of retired residents in Dover district relative to all other geographies. However, the proportion of retired residents in Dover Town itself is low, building on the idea of a relatively young population as noted above, The figure also demonstrates that Dover Town has a higher proportion of economically inactive residents looking after home or family and long term sick or disabled.

Figure 2.14: Economically inactive residents (aged 16-74)



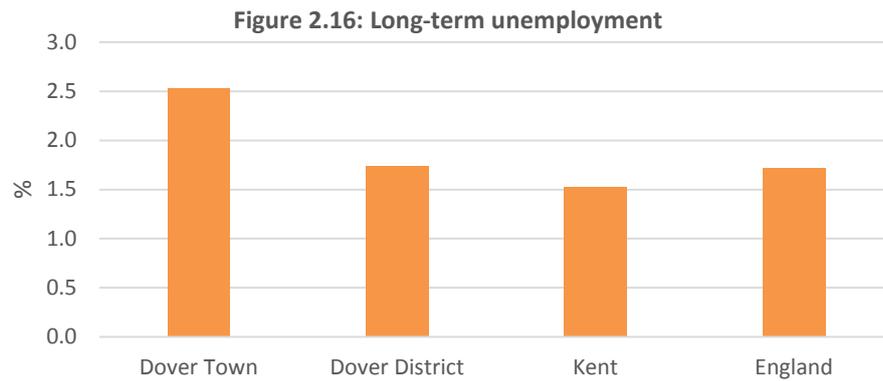
Source: Nomis, 6th November 2014, 2011 Census

The graph below provides more detail on the economically active unemployed residents shown above. It illustrates that Dover Town has a higher proportion of unemployed residents in all categories (aged 16-24, 50-74 or never worked). Particular variances from district and county trends appear in the 16 to 24 category and the never worked category. Building on this, Figure 2.16 confirms that Dover Town has a particular issue with long-term unemployment where the proportion of residents in this category is around 1% higher the trend across the district, county and England.

Figure 2.15: Unemployment

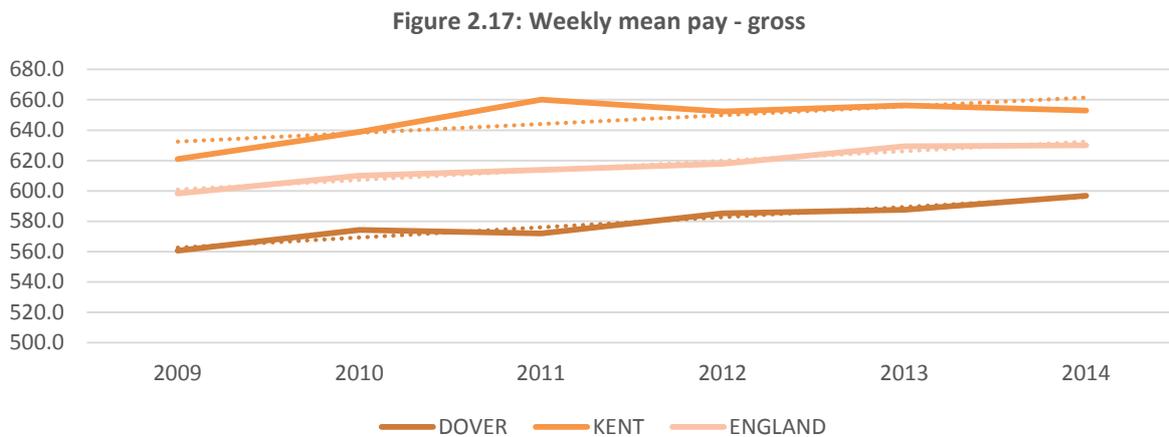


Source: Nomis, 6th November 2014, 2011 census



Source: Nomis, 6th November 2014, 2011 census

Moving on from economic activity / inactivity the figure below illustrates that Dover district (data is not available below the district level) has a lower average mean weekly gross income than that for either Kent or England. However it figure demonstrates that earnings in Dover have consistently grown over the period shown. It is important also to look beyond Dover and consider the Kent context; the graph clearly illustrates that Kent as a whole is an affluent county with above average weekly earnings.

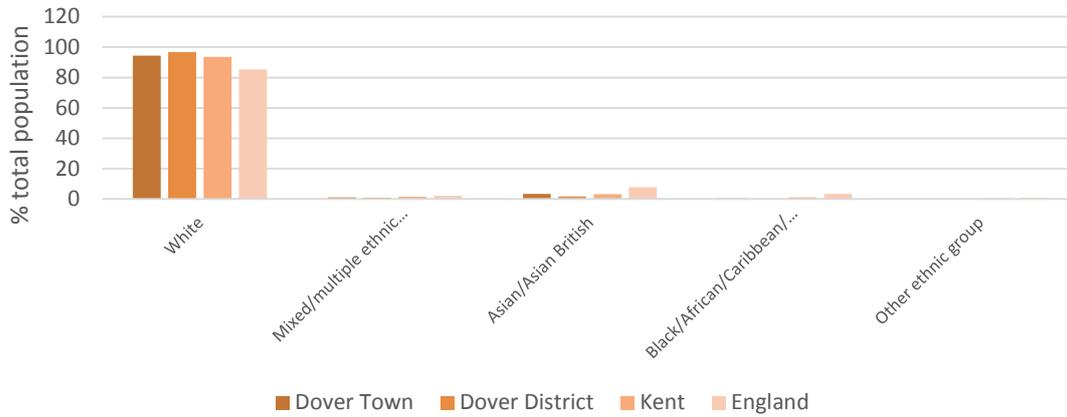


Source: Nomis, 14th January 2014, Annual survey of hours and earnings 2014. Please note that this data is for Dover district, Kent and England and is not based on the middle layer super output areas.

Ethnicity

The figure below demonstrates that Dover Town, district and Kent have a higher proportion of white residents than the England average. Correspondingly there are relatively small proportions of residents that describe themselves as mixed/multiple ethnic groups, Asian/Asian British, Black/African/Caribbean/Black British and other ethnic groups.

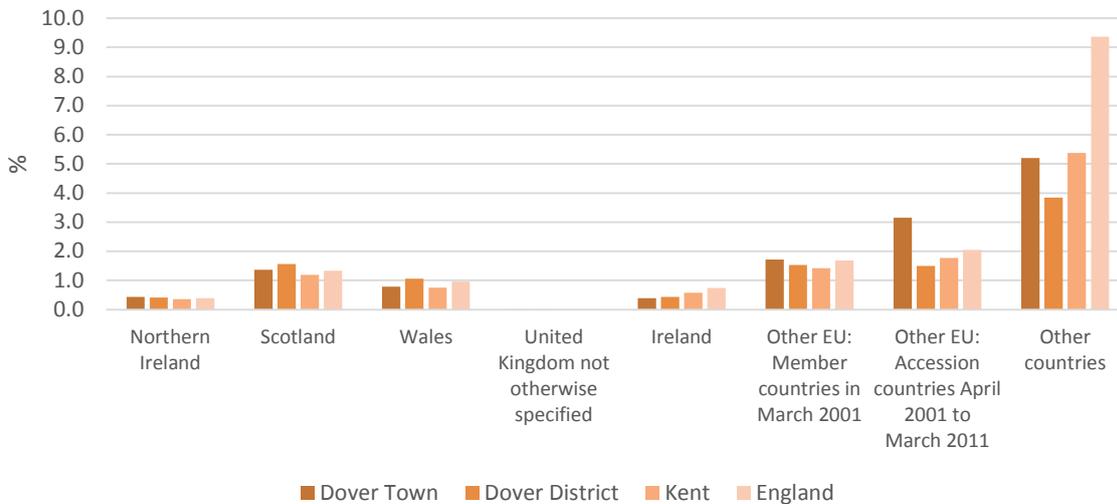
Figure 2.18: Ethnicity



Source: Nomis, 6th November 2014, 2011 Census

The figure below illustrates that at 2011 Dover had a higher proportion of residents from EU accession states than the other geographies analysed. More broadly it demonstrates a difference between Dover Town and Dover district where Dover Town consistently contains higher proportions of residents born outside of the UK.

Figure 2.19: Country of birth



Source: Nomis, 6th November 2014, 2011 Census

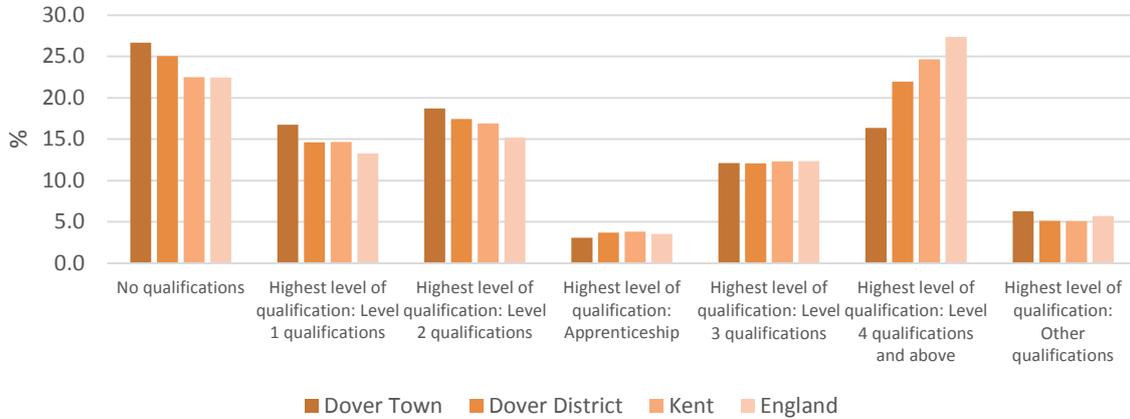
### Qualifications

The figure below demonstrates that Dover Town has a higher proportion of residents in the lower qualification categories<sup>2</sup> and a lower proportion of residents holding the higher level qualifications than the comparator

<sup>2</sup> Qualification levels are defined by the ONS as follows: No Qualifications: No academic or professional qualifications, Level 1 qualifications: 1-4 O Levels/CSE/GCSEs (any grades), Entry Level, Foundation Diploma, NVQ level 1, Foundation GNVQ, Basic/Essential Skills, Level 2 qualifications: 5+ O Level (Passes)/CSEs (Grade 1)/GCSEs (Grades A\*-C), School Certificate, 1 A Level/ 2-3 AS Levels/VCEs, Intermediate/Higher Diploma, Welsh Baccalaureate Intermediate Diploma, NVQ level 2, Intermediate GNVQ, City and Guilds Craft, BTEC First/General Diploma, RSA Diploma, Apprenticeship, Level 3 qualifications: 2+ A Levels/VCEs, 4+ AS Levels, Higher School Certificate, Progression/Advanced Diploma, Welsh Baccalaureate Advanced Diploma, NVQ Level 3; Advanced GNVQ, City and Guilds Advanced Craft, ONC, OND, BTEC National, RSA Advanced

geographies. The most significant variance is for level 4 where Dover Town has a 10% lower proportion of those holding level 4 qualifications in Dover Town in comparison with the national average.

Figure 2.20: Qualifications

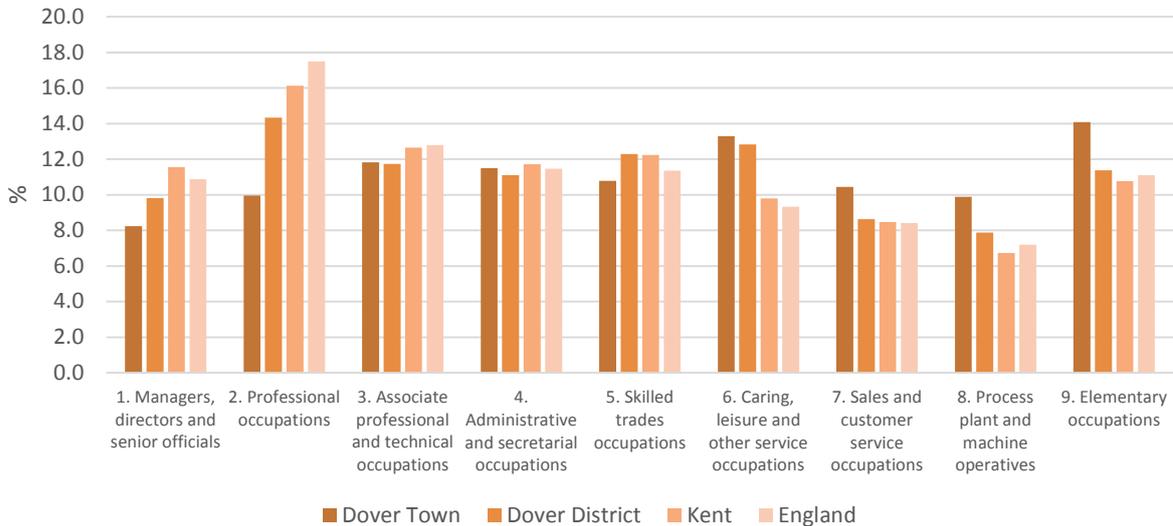


Source: Nomis, 6th November 2014, 2011 Census.

Occupation

The figure below illustrates that a greater proportion of residents in Dover Town are engaged in lower order occupations (7, 8 and 9) in comparison with the district, county and national levels. Correspondingly a lower proportion of residents in Dover Town are involved with higher order occupations; there is a particularly large difference in relation to level 2, professional occupations.

Figure 2.21: Occupation



Source: Nomis, 6th November 2014, 2011 census

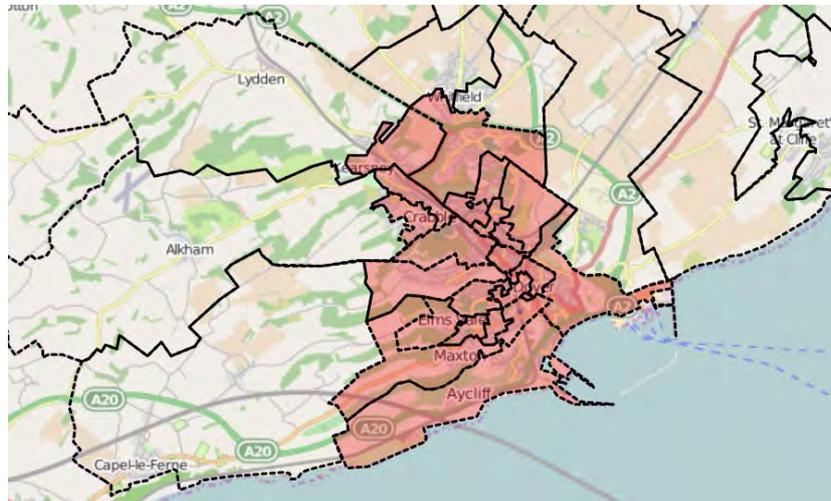
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Diploma, Level 4+ qualifications: Degree (for example BA, BSc), Higher Degree (for example MA, PhD, PGCE), NVQ Level 4-5, HNC, HND, RSA Higher Diploma, BTEC Higher level, Foundation degree (NI), Professional qualifications (for example teaching, nursing, accountancy), Other qualifications: Vocational/Work-related Qualifications, Foreign Qualifications (Not stated/ level unknown).'

Indices of Multiple Deprivation (IMD)

The following outlines the combined score for the IMD for the lower super output areas illustrated on the below plan. These lower super output areas were chosen to as closely align with Dover Town Centre settlement limit as possible.

**Figure 2.22: Lower super output areas used to review IMD for Dover**



Source: <https://www.gov.uk/government/collections/english-indices-of-deprivation>, 6th January 2015, 2010 IMD

The following table set out a combined IMD score and rank for the lower super output areas shown above. This data shows that Dover does experience acute multiple deprivation in some parts of the town, with over half all of the lower layer super output areas in the 30% most deprived. Correspondingly, only four lower layer super output areas are in the 30% least deprived.

**Figure 2.23: IMD scores for Dover super output areas**

	LSOA CODE	IMD SCORE	RANK OF IMD SCORE (where 1 is most deprived)
<b>0-10%</b>			
	E01024240	56.36	1228
<b>11-20%</b>			
	E01024196	42.98	3707
	E01024247	41.87	4012
	E01024193	40.92	4284
	E01024215	40.17	4512
	E01024246	39.52	4701
	E01024199	36.38	5746
	E01024248	36.10	5835
	E01024214	35.21	6144
	E01024241	34.94	6235
<b>21-30%</b>			
	E01024239	33.44	6762
	E01024249	31.15	7692

<b>31-40%</b>			
	E01024195	25.99	10141
	E01024197	24.08	11224
	E01024254	21.68	12749
<b>41-50%</b>			
	E01024194	21.22	13084
<b>51-60%</b>			
	E01024212	16.53	16887
	E01024216	14.84	18400
<b>61-70%</b>			
<b>71-80%</b>			
	E01024211	10.03	23993
	E01024213	9.46	24737
	E01024235	9.09	25238
<b>81-90%</b>			
<b>91-100%</b>			
	E01024233	4.98	30069

Source: <https://www.gov.uk/government/collections/english-indices-of-deprivation>, 6th January 2015, 2010 IM

### Local property market

Research was undertaken into the local property market in and around Dover to inform the identification of options for the Maison Dieu and in particular feed into the financial analysis presented in section six. A summary of the findings of this research for broad property classes is set out below. It should be noted that this work ran in parallel to options identification and so as likely options emerged, further research was undertaken into particular areas such as the leisure sector hence the weight of research in that area.

#### Office / workspace

The Mid Town area within which the Maison Dieu is located is not an established office location. It is also understood that there is a significant over-supply of employment sites and floorspace in the District up to 2026. The demand for additional large scale office floorspace in the town centre without dedicated parking is therefore likely to be very limited.

Nevertheless, there some is evidence to suggest modest demand for small office space in Dover from small businesses and professional services companies.

Figure 2.24 below presents pricing information on a series of office premises advertised for rent at the time of preparing this report.

**Figure 2.24: Advertised office rents**

Location	Castle St	Castle St	2-8 Worthington St	27 Castle St
Size of unit (sqft)	284	254	1,530	1,092
Asking price (pa)	£2,000	£2,500	£7,500	£5,500
Average asking price psf	£7.04	£9.84	£4.90	£5.04

### Retail

The Maison Dieu is at the northern limit of the revised Dover Town Centre area; it is therefore in a relatively weak position to provide space for retail uses.

Demand for retail space in Dover at a strategic level is understood to be addressed up to 2026 by strategic allocations such as the St James' scheme. Allied to this, the Town Centre area boundary was recently significantly reduced in scale in an attempt to focus retail activity to the south east of the Maison Dieu into Biggin Street and the Market Place implying a managed retreat of retail activity from the Maison Dieu up along High Street to the north west. Finally, the centre of gravity for retail activity in Dover will change significantly with the delivery of the St James' scheme with the result of further focussing activity to the south east and away from the Maison Dieu.

Figure 2.25 below presents pricing information on a series of retail premises advertised for rent at the time of preparing this report.

**Figure 2.25: Advertised retail rents**

Location	Biggin St	59 Biggin St	18 Cannon St	London Rd	High Street
Size of unit (sqft)	2,397	1,397	752	390	297
Asking price (pa)	£35,000	£25,000	£12,000	£5,000	£4,300
Average asking price psf	£14.60	£17.90	£15.96	£12.82	£14.48

### **Café / restaurant**

The Core Strategy has identified Mid Town as a focus for future leisure development (alongside other uses) and there is a growing narrative around the need for town centres to include more leisure uses as their role as traditional retail centres diminishes. The market for cafes / iterations of cafes appears to be resilient with continued growth forecast. The attractiveness, strategic location and context of the Maison Dieu therefore provides a strong opportunity to introduce some form of café offer.

Research suggests that branded chains such as Costa Coffee, Starbucks, Coffee Company, Café Nero, Pret A Manger and EAT have shown strong resilience despite difficult economic conditions. It suggests that consumers are gravitating towards brands that they enjoy and trust and that there is increasing pressure on mid-sized chains and low quality independents.

The phenomenal growth in popularity of the coffee shop market is summed up by a statistic from a survey of 25,000 consumers found that in 2012 1 in 5 people visited coffee shops daily compared with 1 in 9 in 2009.

Research predicts that growth in this market will continue to be strong. The Project Café 12 report estimates that the total UK coffee shop market will exceed 20,000 outlets and £8billion turnover by 2017 driven by branded coffee chain expansion and non-specialist operator growth.

Figure 2.26 below presents pricing information on a series of café / restaurant premises advertised for rent at the time of preparing this report.

**Figure 2.26: Advertised café / restaurant rents**

Location	1-2 King Street	16 Worthington St	9 High Street
Asking price (pa)	1,394	540	616
Average asking price psf	£12,000.00	£9,000.00	£6,000.00
Size of unit (sqft)	£8.61	£16.67	£9.74

**Visitor accommodation (hotel accommodation has been discounted, see section four)**

The Maison Dieu represents a strong opportunity to provide high-quality self-catering accommodation that capitalises on the historic nature and architectural quality of the building. This market is typified by the Landmark Trust and Vivat Trust who own and / or manage self-catering accommodation in historic buildings (including in historic Town Halls) across the UK and overseas. Their offer is relatively up market and targeted at consumers looking for more sophisticated alternatives. Market trends highlighted by ABTA research in particular would suggest that the outlook for this type of accommodation is positive.

Locally there is evidence to suggest demand for this type of space. English Heritage operate two premium self-catering cottages within the grounds of Dover Castle; one functions at around 96% (6 person) occupancy and the other at 84% (2 person). There are other comparable properties in towns around Dover that enjoy very high occupancy rates and charge premium room rates.

Demand in Dover is driven primarily by the attractiveness of the town as a tourist destination resulting from the high concentration of attractions with international draw (Dover Castle, White Cliffs, WWII exhibits etc.). However, in addition to this there is a unique form of demand from the pre- and post-cruise market associated with the Port. Evidence provided by English Heritage suggests that as much as 35% of visits to Dover Castle are from international visitors.

**Figure 2.27: Advertised rates for seven nights self-catering accommodation in and around Dover<sup>3</sup>**

6 person accommodation		
Name	The Sergeant Major's House	Pugin's House*
Location	Dover Castle	Ramsgate
Sleeps	6	6
February	£905	£1,500
August	£1,867	£2,553

*\*Please note that the prices for this property are used for 26th February 2016 and 29th July 2016 for 7 nights*

<sup>3</sup> Prices are taken for two weeks: 28th February 2015 for 7 nights and 1st August 2015 for 7 nights, unless otherwise stated

4 person accommodation

Name	Penmarnja Apartments	Castle View	Garlands Retreat	The Stables
Location	Central Dover	Citadel Crescent, Dover	Sutton-by-Dover	St Margarets Bay
Sleeps	4	4	4	4
February	£1,050	£490	£350	£345.00
August	£1,260	£595	£575	£590

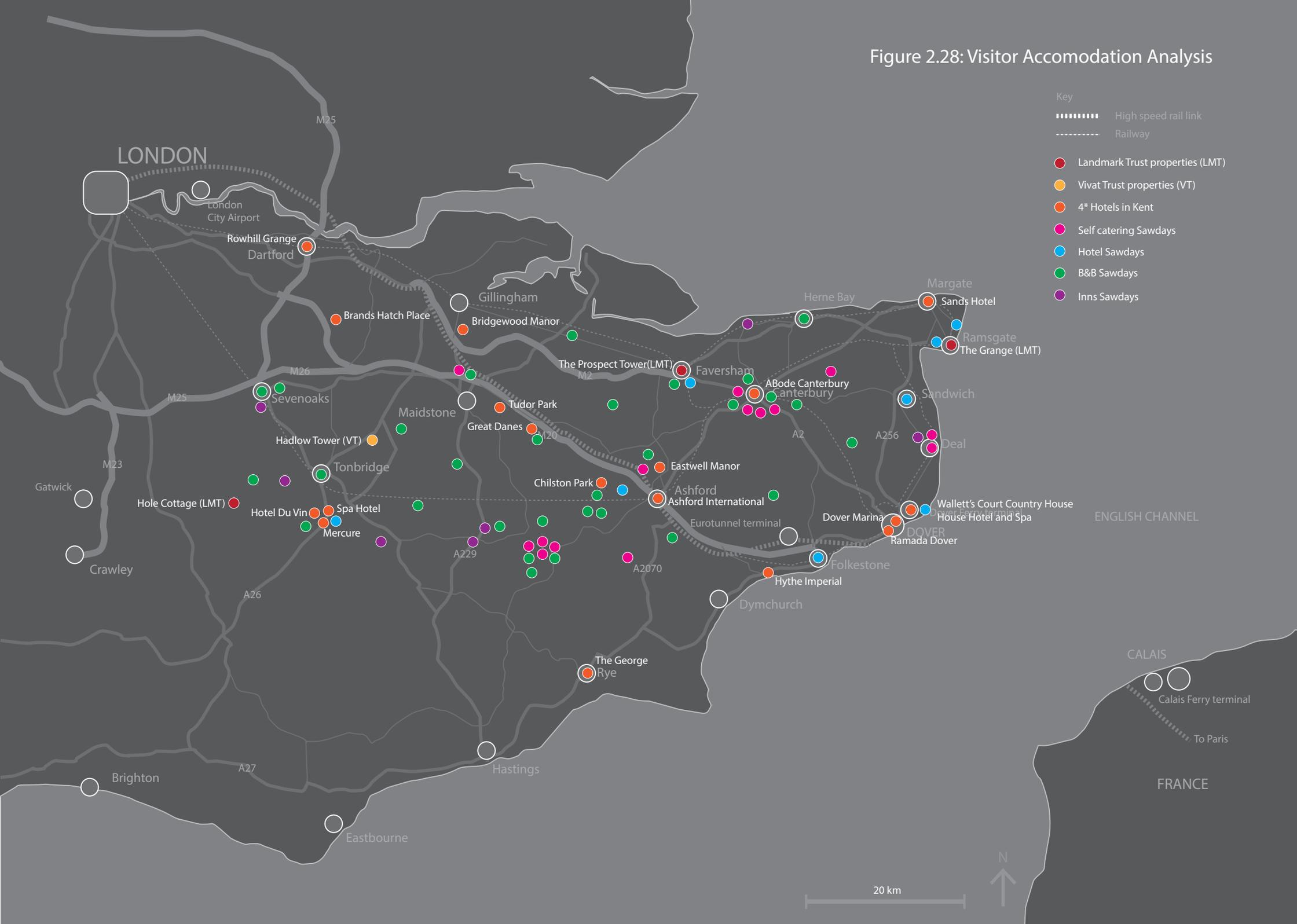
2 person accommodation

Name	Penmarnja Apartments	Penmarnja Apartments	Peverells Tower
Location	Central Dover	Central Dover	Dover Castle, English Heritage
Sleeps	2	2	2
February	£490	£540	£681
August	£604	£540	£1,420

Figure 2.29: Leisure and Tourism Attractions

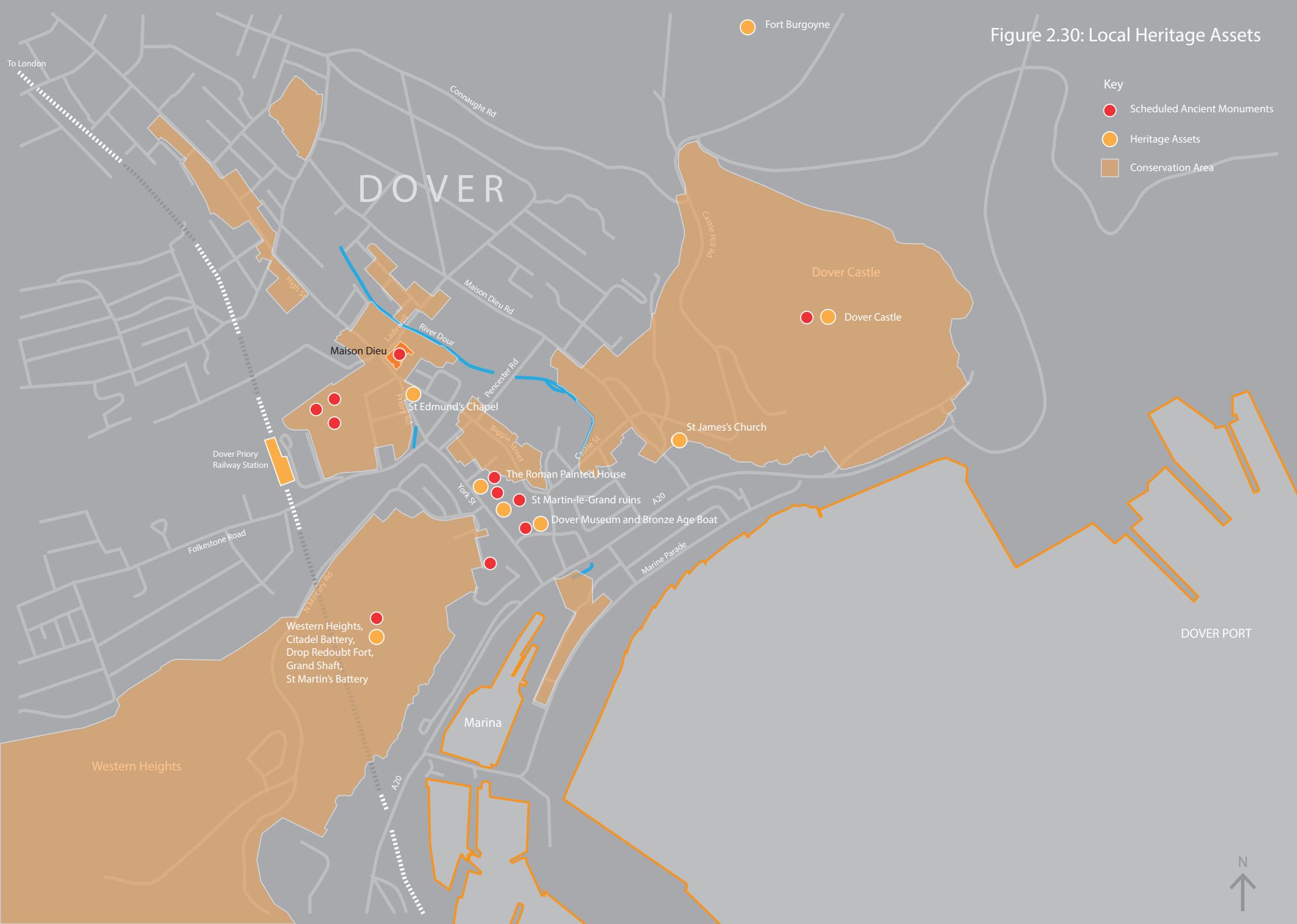


Figure 2.28: Visitor Accommodation Analysis



- Key
- ..... High speed rail link
  - Railway
  - Landmark Trust properties (LMT)
  - Vivat Trust properties (VT)
  - 4\* Hotels in Kent
  - Self catering Sawdays
  - Hotel Sawdays
  - B&B Sawdays
  - Inns Sawdays

Figure 2.30: Local Heritage Assets



### 3. Identification of qualitative objectives



### 3. Identification of Qualitative Objectives

This section identifies a number of tailored qualitative objectives against which options for the future of the Maison Dieu have been appraised. It is important that any objectives for the purposes of the Outline Business Case contribute to the achievement of the corporate aims and objectives of Dover District Council as Local Authority and owner of the building; any plans for the future of the Maison Dieu must complement the direction of travel of the Council and its strategies for social, economic and environmental development.

#### **Strategy review**

In order to identify the qualitative objectives for the business case, a number of Council strategies and policies have been reviewed as follows:

- Corporate Plan 2012 to 2016 (Dover District Council)
- Sustainable Community Strategy, 2009 (East Kent Local Strategic Partnership)
- Corporate Property Strategy 2008 to 2013 (Dover District Council)
- Asset Management Plan 2008 to 2013 (Dover District Council)
- Adopted Core Strategy 2010 (Dover District Council)
- Dover District Heritage Strategy 2013 (Kent County Council in partnership with Dover District Council and English Heritage)

Other documents have been reviewed to provide greater context and depth but that are not featured in summaries below:

- Project Brief for Dover District Council Heritage Project
- Dover Study Retail Needs Assessment Update 2008
- Dover Masterplan 2006
- Employment Update 2012

#### Corporate Plan 2012 to 2016 (Dover District Council)

The Corporate Plan is the Council's main strategic document and is at the apex of the Council's hierarchy of strategies. It provides a clear and concise vision for Dover for the next four years (to 2016) and a small number of strategic priorities. Whilst any consideration of the future of the Maison Dieu is at a level of detail beyond that sought by the Corporate Strategy, any options for the future of the building must correspond with the strategic direction of travel set by this document.

The vision for Dover set out in the Corporate Strategy is for "A high speed district of growth, enterprise and opportunity." In order to deliver this vision, the document outlines four strategic priorities as follows:

- strategic priority 1: Enabling and supporting growth of the economy and opportunity for investment and jobs
- strategic priority 2: Facilitating strong communities with a sense of place and identity
- strategic priority 3: Serving our communities effectively
- strategic priority 4: An effective and efficient Council

#### Sustainable Community Strategy, 2009 (East Kent Local Strategic Partnership)

Prepared by a partnership of East Kent Local Authorities, the Sustainable Community Strategy provides a much longer-term sub-regional vision for East Kent.

The sub-regional scope of the document recognises the fact that different districts in the area face similar challenges and opportunities and helps to inform each individual Councils aims and objectives for example as manifest in a Local Development Framework. It also provides a framework to address strategic issues that extend beyond individual local authority boundaries.

The vision for East Kent set out in the Sustainable Community Strategy is: “By 2030, East Kent will have blended the best of its coastal location, landscape, culture and heritage to build a lasting beacon of success for the benefit of all its communities.”

The document also contains a series of aims or objectives which underpin more detailed thematic work-streams as follows:

- aim 1: Educational excellence that supports ambition, achievement and skills for the workplace and beyond
- aim 2: Economic enterprise that is confident, resilient and with the support of local HE and FE institutions, innovative enough to seize opportunities presented by new markets and emerging technologies
- aim 3: Fairer, stronger and healthier communities in resurgent coastal towns, enjoying high quality homes and an enviable quality life
- aim 4: A high quality, integrated transport network with reduced congestion and pollution offering a wide choice of accessible transport for all sections of the community
- aim 5: A distinctive profile as a visitor destination with a wealth of cultural treasures, sustaining a thriving tourist economy
- aim 6: The priceless asset of its unique natural environment and a commitment to protect it for future generations

#### Corporate Property Strategy 2008 to 2013 (Dover District Council)

The Corporate Property Strategy provides a framework for how the Council will manage its assets in order to meet the strategic priorities set out in the Corporate Plan. It is the main strategic document relating to the Council’s land and property portfolio which includes the Maison Dieu. Any future options for the Maison Dieu must meet the objectives of the Corporate Property Strategy unless there is a compelling case to deviate.

The Corporate Property Strategy contains a total of 38 objectives to help guide the decisions about its physical assets. Rather than citing all 38 objectives here, a smaller number of objectives with a direct relevance to the Maison Dieu are summarised:

- to treat all property and land as a corporate resource
- to provide an efficient and adaptable stock of land and buildings fit for their purpose
- to ensure that all property and land held and / or occupied should support either directly or indirectly the Council’s corporate objectives
- to ensure that the Council will wherever possible occupy property of which it is the owner of the freehold unless there are opportunities to share with other local authorities or voluntary bodies
- to optimise property usage and reduce operational costs
- to ensure that all freehold property held by the Council is occupied wherever possible
- to provide effective estate management to reduce expenditure on leased operational property
- to provide attractive, safe and accessible buildings to staff, customers and users
- to maximise the revenue income to the Council having due consideration for its wider corporate objectives
- to ensure that investment in land and buildings maximises value for money
- to use the Council’s assets to support and deliver economic development

- to identify and focus on opportunities for engaging in regeneration and neighbourhood renewal through the imaginative and innovative use of property along with partners
- to dispose / use properties as appropriate to realise the major projects contained within the Corporate Plan

#### Asset Management Plan 2008 to 2013 (Dover District Council)

The Council's Asset Management Plan sits alongside Corporate Property Strategy. It builds on the Corporate Property Strategy by providing more detailed and dynamic information on the actions and processes required to ensure the prudent use of land and property assets.

The Asset Management Plan is focussed on outputs ("e.g. improved property assets") and outcomes ("e.g. better achievement of corporate objectives and more efficient and effective services to the public resulting from improved property assets").

The Asset Management Plan sets out five major target outcomes as follows:

- customer and stakeholder satisfaction – enhanced customer satisfaction from improved performance and control of service delivery to the required standards along with improved corporate image. This is relevant in both how the public view the District Council and value and rank their services and purposes, as well as in staff morale and performance
- affordability – clear processes for assessing prudence, affordability and sustainability including the effective use of capital for new projects, capital release and redeployment and efficient and effective running costs
- compliance with Statutory / Regulatory Codes – health and safety, asbestos, legionella, accommodation minimum standards
- improved Corporate Management – for CPA and other purposes, the ability to demonstrate clear linking corporate and service goals and objectives on the one hand and the management of assets crucial to their delivery on the other
- environment – sustainability, CO2 emissions, green energy etc.

The Asset Management Plan also contains five key strategies, each of which have a number of detailed associated actions. A number of actions are relevant to the Outline Business Case as follows:

- KS2.4: Develop a long-term strategy to sustain the Council's property assets in relation to changes in the Council's needs and aspirations
- KS2.5: Ensure that the Council's Capital Strategy and Asset Management process enable the Capital Programme to deliver the Council's corporate objectives
- KS2.15: Promote the joint use of existing community facilities
- KS2.20: Ensure that all properties providing accommodation comply with all current Health and Safety, Fire Regulations and other property related legislation
- KS2.22: Charge full market rents for all let properties unless a specific Council policy exists to enable an alternative arrangement
- KS2.27: Monitor performance of properties and consider them for improvement or disposal where appropriate
- KS2.28: Ensure that the properties are adequately maintained where they are the Council's responsibility and monitor maintenance of properties where tenants are responsible
- KS2.32: Promote the use of non-operational property assets where appropriate to assist in regeneration.

### Adopted Core Strategy 2010 (Dover District Council)

The Core Strategy is a strategic planning policy document that provides information, guidance and parameters on the physical development of the District over the period to 2016. It contains an aim and a set of objectives which influence a series of core policies and strategic allocations.

The adopted aim for the District set out in the Core Strategy is “To transform Dover into a leading town in the region and regenerate the District so that economically and socially it equals or outperforms the region.” The commentary accompanying the aim goes on to confirm that the Core “Strategy will focus on Dover town where there is the most need for action but also where there is the most potential. A comprehensive range of action will be followed across wide social, economic and environmental fronts. A strong programme of urban regeneration will be supported by urban expansion and a step change in public transport provision.”

Beyond the aim, the Core Strategy also contains a series of 14 spatial planning objectives for the District. Two in particular relate to the Outline Business Case and the Maison Dieu as follows:

- objective 2: Transform Dover to become a location of choice to live, work, visit, shop and spend leisure time and be a beacon for the District
- objective 10: Ensure that the intrinsic quality of the historic environment is protected and enhanced and that these assets are used positively to support regeneration, especially at Dover.

The Core Strategy identifies the area in which the Maison Dieu is located as ‘Mid Town’ (see Figure 2.2) based upon characterisation work contained in an earlier masterplan. The Mid Town area has a specific policy (Core Policy 9 – Dover Mid Town) which promotes mixed development of public sector uses, retail, residential, restaurants, cafes and pubs.

The Maison Dieu is located within the Town Centres Policy Area SP8, Dover Town Centre Conservation Area. As illustrated on the Core Strategy Proposals Map, part of the Maison Dieu falls within an area of Flood Zone 2 and is close to an area of Flood Zone 3 primarily related to its proximity to the course of the River Dour.

The Maison Dieu is located adjacent to a Major Urban Footpath (policy TR10) linking Maison Dieu Road to High Street. It is also adjacent a Riverside Walk (TR10) which follows the course of the River Dour.

### Dover District Heritage Strategy 2013

The Dover District Heritage Strategy was commissioned by English Heritage and Dover District Council and prepared by Kent County Council.

The purpose of the strategy is to provide a framework for dealing with the many heritage assets and heritage issues generally in the District. It provides a basis for underpinning future policy formulation and decision making across the Council where heritage is directly or indirectly involved. It builds upon Objective 10 (set out above) of the Core Strategy.

The Heritage Strategy contains four strategic objectives for how heritage assets should be considered and addressed as follows:

- objective 1: Dover District’s historic environment and its heritage assets play a proactive role in enabling and informing regeneration activities to secure better outcomes from sustainable growth
- objective 2: Dover District realises the tourism and visitor potential and economic benefits of its historic environment and heritage assets
- objective 3: Dover District’s heritage assets are sustained and enhanced so as to best meet the needs of the present without compromising the ability of future generations to appreciate their significance

- Objective 4: Public Understanding of, engagement with, access to and enjoyment of Dover District's historic environment.

The Heritage Strategy also contains 27 recommendations for action which build upon each of the strategic objectives. Rather than repeating all 27 recommendations here, the below sets out those recommendations of most relevance to the Outline Business Case:

- recommendation 1: The historic environment should be embraced as an important element in proposals for regeneration and new development to help develop a strong 'sense of place' and an identity for existing and new communities. Particular attention should be given to key gateways and routes to and through the District's town and rural settlements
- recommendation 3: The sustainable and beneficial reuse of heritage assets, conserving them in a manner appropriate to their significance, should be encouraged in new development and given appropriate weight in making planning decisions
- recommendation 17: Maximise the benefit to the District's economy of visitors to Dover Castle through developing better links with the town centre; promote as part of a wider package with other heritage assets to encourage more overnight stays in the area
- recommendation 18: The District's wider heritage potential and heritage assets should be promoted alongside the key assets as part of a broad and diverse offer to encourage more overnight stays in the District. The encouragement of visits to the area's public and charitable museums is integral to the promotion of the District's heritage
- recommendation 19: The current tourism sites, public heritage interpretation and trails should be mapped and assessed to identify opportunities for networking, promotion and investment in improved facilities and interpretation
- recommendation 20: Opportunities should be sought to develop access to key heritage sites and improve interpretation for visitors

### **Qualitative Objectives**

Based on the above strategy review and through discussion with the Steering Group the following non-financial objectives have been identified for the Outline Business Case. These objectives are set out below along with a number of more detailed criteria which will be used to appraise each of the options developed for the Maison Dieu.

#### Objective 1: To promote the economic development of Dover and the regeneration of Mid-Town

- does the option support job creation?
- does the option provide opportunities for new business development and inward investment?
- does the option benefit economic activity in the wider Mid Town area?

#### Objective 2: To contribute towards growing the visitor economy

- does the option attract visitors to Dover?
- does the option extend stay-duration in Dover?
- does the option increase visitor spend in Dover?
- does the option contribute to improving the image of Dover and East Kent?

#### Objective 3: To protect and enhance the heritage of the asset and increase public engagement in heritage

- does the option protect physical elements of high heritage value?
- does the option help to increase an understanding and interpretation of Dover's heritage?
- does the option result in an increased scale and breadth of audience for Dover's heritage?

Objective 4: To optimise the use of a publicly owned asset

- does the option optimise the use of publicly owned floorspace?
- does the option generate a positive return to the local taxpayer?
- does the option enhance the value of a publicly owned asset?
- does the option allow for future change?
  - could subsequent uses be introduced with minimal cost?
  - is the Council restricted by long-term contracts or commitments?

Objective 5: To help create a distinct sense of place and increased sense of local community

- does the option increase a sense of local identity?
- does the option increase the use of the building by the local community?

## 4. Exploring options



## 4. Exploring options

This section sets out how an initial Preferred Option has been identified for the future use of the Maison Dieu. It starts by summarising the Do Nothing option or the counterfactual and why it is no longer acceptable before considering a series of single use options for the entire building. Following that the section identifies a series of mixed use options where different parts of the Maison Dieu contain a range of different uses and activities.

### The initial options

#### Option 1: Do Nothing

In order to compare the performance of alternative options, it is necessary first to explain the 'Do Nothing' option or the counterfactual. To avoid repeating what is set out in section 2, in summary, the Maison Dieu is currently used as a reasonably successful major events venue operated by Your Leisure and for Dover District Council Museum Service storage. Large parts of the building are currently un-used and under-used and parts of the building are in poor condition and in need of repair and restoration.

Some of the strengths of the current situation include:

- a very diverse range of visitors to the building including the young, old, corporate, community, visitors, disadvantaged etc.
- a reasonable number of events taking place throughout the year including weddings, school functions, pantomime, weekly dances, and meetings
- the Connaught Hall and Stone Hall are reasonably well used and generate some income
- the Connaught Hall and Stone Hall and kitchen arrangement function reasonably well
- there are multiple points of access to the lower ground floor creating opportunities for alternative routes into and through the building.

Some of the weaknesses of the current situation include:

- despite multiple points of access and egress to the building, the only viable option currently is the main entrance into the Stone Hall. This creates significant operational inflexibility for different parts of the building i.e. use of the Stone Hall precludes the use of large parts of the rest of the building
- a large proportion of the building is un-used or under-used
- parts of the building are in poor condition and deteriorating
- parts of the building are used inefficiently and inappropriately i.e. ad hoc storage in principal rooms
- there is poor overall building security or policing of access and egress due to the location of the site manager's office
- parts of the building to the rear are generally difficult to access and do not benefit from disabled access
- the distribution and overall provision of WCs is poor with the main block located at the front of the building linked to the Connaught Hall
- the uses taking place in the building generate limited economic benefits for the Mid-Town area
- there is a conflict between current approach to historic interpretation and day to day functions taking place in the building.



**KEY**

- Unused space
- Museum storage
- Your Leisure
- Town Council storage
- Courtyards

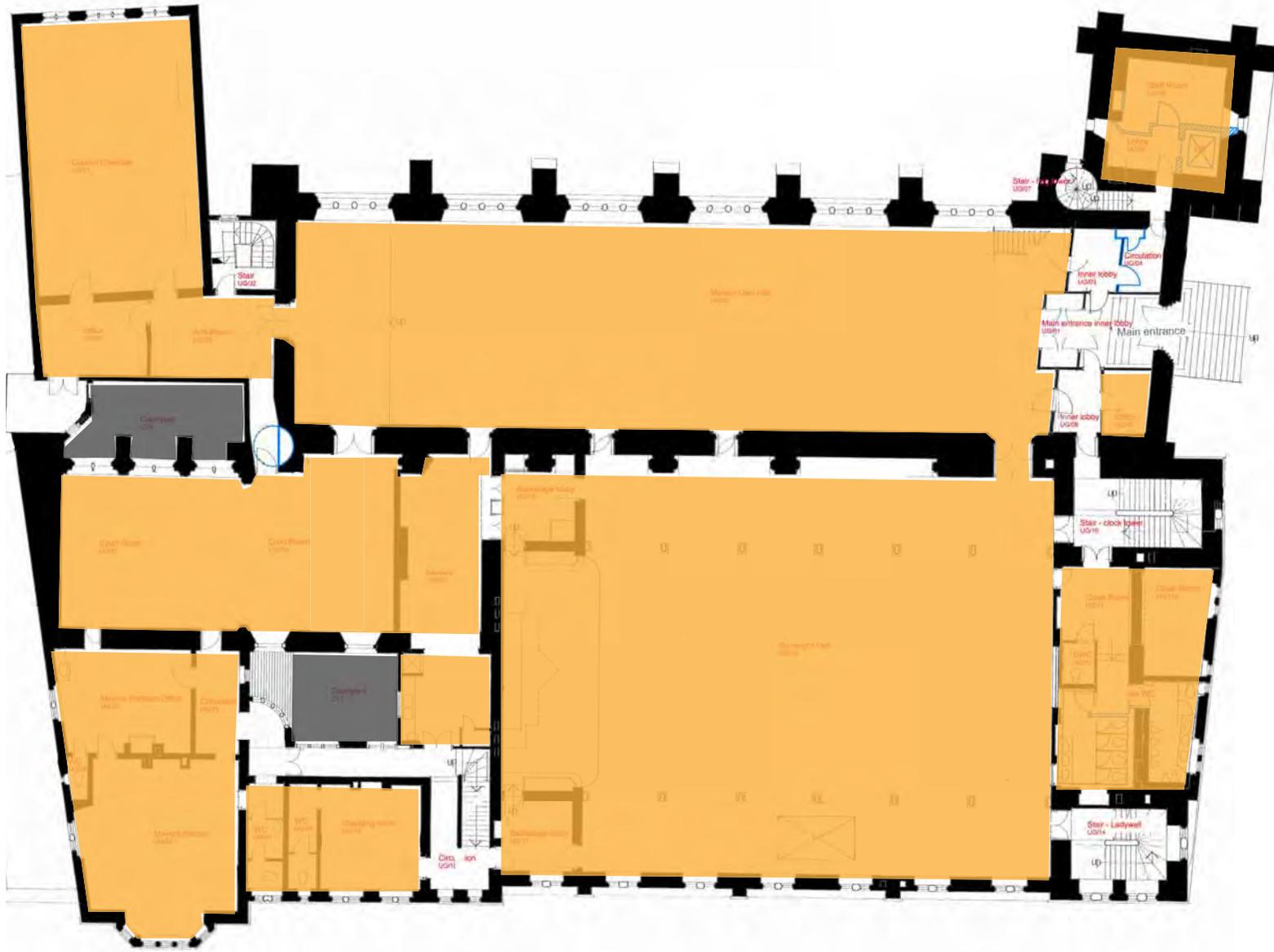


Figure 4.1: Existing use plan, upper ground floor



The first stage in considering alternative uses for the Maison Dieu was to consider a number of single use options for the building. A future based around a single user of the entire building is perhaps the simplest approach to securing its long-term future and simplest solution to ongoing management and operation of the Maison Dieu.

The single use options identified below are based on the over-arching assumption of being able to provide vacant possession of the entire building i.e. all current uses and activities are ceased and / or relocated elsewhere. The options also assume that it would not be possible to sub-divide or partition the Connaught Hall, Stone Hall or Council Chamber as a result of their heritage significance.

Based on a judgement about the types of uses that could be physically achievable within the constraints of the building, known examples of similar uses in similar buildings elsewhere and research undertaken as part of this project, the following single use options were identified:

#### Option 2: Hotel

There is a reasonably established market for large complex historic buildings such as the Maison Dieu being converted into medium sized high-end hotels. The Hotel du Vin / Malmaison chain is perhaps the most established and well-known operator in this market with a particularly relevant example being the conversion of the prison and castle complex in Oxford (Malmaison).

The combination of large prestigious rooms being used as impressive dining spaces and lobbies and smaller more awkward spaces being used for bedrooms (even prison cells!) and back-of-house appears to work well from a functional / operational perspective. There is also now an established market for accommodation in unusual and historic properties whether as hotels, B&Bs or self-catering. The option of converting the Maison Dieu into a hotel seeks to capitalise on both of these factors and could potentially be possible.

#### Option 3: Restaurant

There is also a reasonably well established market for historic buildings being converted into mid-market to high end restaurants. Examples often include multiple dining areas, bars and lounges. Jamie's Italian in Cambridge is a good relevant example where a large part of the Grade II Listed City Council offices and Guild Hall have been given over to a restaurant, private dining rooms, pizzeria and bar.

As with hotels, the large prestigious rooms often contained within grand historic buildings work well as dining areas and bars and there is a clear attraction to customers of dining in an attractive, historic setting.

Though the Guild Hall in Cambridge is a large building it is worth noting that the space given over to the restaurant is far smaller than the Maison Dieu and no examples of restaurants taking over entire buildings this size were identified. This option therefore assumes that activity would be focussed in the prestige spaces within the Maison Dieu such as the Stone Hall, Connaught Hall and / or Council Chamber and other spaces may be left un-used. Nevertheless for the purposes of this exercise this option is considered to be potentially possible.

#### Option 4: Visitor Attraction

The rich cultural and architectural history of the Maison Dieu means that it is not inconceivable that the building could become a stand-alone visitor attraction. Whether it is the important role played by the Stone Hall over history or the later use of the building as a court and gaol, there are many strands of history that could be exhibited and explained and attract recreational visitors. Dover has a wealth of important historic sites and buildings and the Maison Dieu could form part of this portfolio.

Parts of the building of course were also until relatively recently, given over to this use in the form of the Dover Gaol attraction.

#### Other options considered but discounted

A number of other single options were considered but discounted on the basis of being inappropriate before being subjected to the non-financial appraisal. This included:

- casino
- bar / night club
- hostel
- residential
- office / workspace
- local government offices.

#### **Non-financial appraisal of single use options**

Each of the single-use options have been appraised against the objectives and criteria set out in the previous section. Option 1, Do Nothing, is used as the base case against which each of the alternative options are appraised.

Each option is scored -1, 0 or +1 against each of the criteria where -1 = negative impact, 0 = no impact, +1 = positive impact relative to the base case. Options can achieve a maximum score of 17 and a minimum score of -17. Option 1. Do Nothing as the base case scores 0 against each of the criteria i.e. no impact.

Figure 4.2: Non-financial appraisal of single use options

	Option 1: Do nothing	Option 2: Hotel	Option 3: Restaurant	Option 4: Visitor attraction
<b>Objective 1: To promote the economic development of Dover and the regeneration of Mid-Town</b>				
Does the option support job creation?	0	1	1	0
Does the option provide opportunities for new business development and inward investment?	0	1	1	0
Does the option benefit economic activity in the wider Mid Town area?	0	1	1	1
<b>Objective 2: To contribute towards growing the visitor economy</b>				
Does the option attract visitors to Dover?	0	1	1	1
Does the option extend stay-duration in Dover?	0	1	0	0
Does the option increase visitor spend in Dover?	0	1	1	1
Does the option contribute to improving the image of Dover and East Kent?	0	1	1	1
<b>Objective 3: To protect and enhance the heritage of the asset and increase public engagement in heritage</b>				
Does the option protect physical elements of high heritage value?	0	1	1	1
Does the option help to increase an understanding and interpretation of Dover's heritage?	0	0	0	1
Does the option result in an increased scale and breadth of audience for Dover's heritage?	0	-1	-1	-1
<b>Objective 4: To optimise the use of a publicly owned asset</b>				
Does the option optimise the use of publicly owned floorspace?	0	1	0	1
Does the option generate a positive return to the local taxpayer?	0	1	1	-1
Does the option enhance the value of a publicly owned asset?	0	1	1	-1
Does the option allow for future change?				
▪ Could subsequent uses be introduced with minimal cost?	0	-1	0	0
▪ Is the Council restricted by long-term contracts or commitments?	0	-1	-1	0
<b>Objective 5: To help create a distinct sense of place and increased sense of local community</b>				
Does the option increase a sense of local identity?	0	-1	-1	-1
Does the option increase the use of the building by the local community?	0	-1	-1	-1
<b>TOTAL SCORE</b>	<b>0</b>	<b>6</b>	<b>5</b>	<b>2</b>

The non-financial appraisal above illustrates that all of the single use options register a relatively low-positive score relative to the Do Nothing option as follows:

- Option 1: Do Nothing                      0
- Option 2: Hotel                              6/17
- Option 3: Restaurant                      5/17
- Option 4: Visitor Attraction              2/17

#### Other relevant issues

The appraisal framework does not include weightings for any of the criteria. If it did it, it is not unreasonable to suggest that the criteria against which these options register positive scores (largely employment and business creation) would be outweighed by the criteria against they register negative scores, particularly in terms of impact upon sense of community. For example, the creation of a relatively small number of jobs resulting from the creation of a new restaurant is unlikely to be outweighed by the loss of two major, popular and historic community venues in the Stone Hall and Connaught Hall.

Examples of restaurants occupying large heritage buildings such as the Maison Dieu are generally only present in larger urban centres and in areas with significant established tourist and evening economies. Whilst it is dynamic and growing, and Dover Castle is a major national destination, there is an outstanding question about whether or not the catchment for Dover town centre itself would be enough to generate sufficient numbers of users to make a large, relatively high-end restaurant viable.

Examples of hotels occupying comparable heritage buildings are generally only present in established 'premium' tourism destinations such as Oxford, Cambridge, York and London where the cost of investing heavily in conversion can be safely recouped through premium room rates and high occupancy levels. Whilst Dover is clearly going through a period of significant change and regeneration there remains a question about whether not the market for such a product is likely to emerge in the short to medium term.

Low positive scores for the single use options in the non-financial appraisal relative to the do nothing option calls into question more broadly the practicality and prudence of pursuing them. With any change, there is likely to be a significant requirement for human resource and financial investment and not without insignificant risk. The broad cost – benefit ratio is therefore poor for these single use options.

As a result of their low appraisal scores and these other pertinent issues, the single use options were not taken any further.

#### **Option 5: Mixed use**

On the basis that none of the single use options were considered acceptable a number of mixed-use options were explored. As with the single use options, the mixed use options were identified based on a judgement of what might be broadly physically achievable within the constraints of the building and what might be broadly commercially realistic, based on known examples elsewhere and research and analysis undertaken as part of this work.

#### Assumptions

The mixed use options are based on a set of more detailed assumptions as follows:

- the function of the Connaught Hall, Stone Hall, Council Chamber and Court Room remain broadly as existing as events spaces. This assumption is based on the fact that these spaces perform reasonably well at present in spite of a range of constraints around access, egress and overall physical condition.

They attract a reasonable number of visitors across an extremely diverse cross section of the local community and are well loved local assets

- building on the previous assumption it is not practically feasible to subdivide the building by simple horizontal and vertical planes i.e. floor by floor and then within floors. There are too many functional relationships between different floors i.e. Connaught Hall at upper ground floor and the kitchens, WCs and back-of-house at lower ground floor. It is therefore necessary to subdivide the building into three-dimensional functional elements or 'blocks'
- the Connaught Hall, Stone Hall and Council Chamber are attributed a high degree of primacy over other uses taking place in the building i.e. other uses need to be able to function around them without undermining their core purpose. They have always been the principal rooms or volumes within the building and are likely to remain so into the future. As for the single use options, it is also not considered feasible to assume that these spaces could be sub-divided due to their historic significance
- any uses proposed need to have their own points of access and egress. This includes the Stone Hall, Connaught Hall and Council Chamber which are all currently accessed via the building's main entrance which undermines the performance of each individual space. In order for uses to be able to operate independently without undermining one another, they need to be able to be accessed separately and wherever possible benefit from separate services and facilities such as WCs and kitchens
- the Museum Services stores and any other residual Town or District Council material in storage within the Maison Dieu are relocated elsewhere
- any options must deliver improvement and consolidation to the way in which the Stone Hall, Connaught Hall and Council Chamber are served in terms of kitchens, storage and other back-of-house facilities.

### Three-dimensional building blocks

Two of the fundamental assumptions noted above driving options development are the need to break the building down into a series of three-dimensional functional elements and the need to deliver separate access and egress points to any new use. Only having done this is it possible to consider ideas for different land uses. Taking these factors into account, after significant analysis, the following three-dimensional building blocks were established:

- "Connaught Hall block": This comprises the new museum store, main kitchen, WCs and services at lower ground floor and the Connaught Hall itself on the upper ground and first floor
- "Stone Hall block": This comprises the area beneath the Stone Hall main entrance at lower ground floor level and the Stone Hall itself on the upper ground floor
- "Council Chamber & Court Room block": This comprises the Council Chamber, anterooms, office and Court Room at upper ground floor level
- "VIC block": This comprises the vacant Visitor Information Centre and parts of the old gaol, all at lower ground floor level
- "Parking Services block": This comprises the vacant parking services offices at lower ground floor level
- "Mayors Parlour block": This comprises the vacated museum stores at lower ground floor level, Mayors Parlour and anterooms at upper ground floor level and the Minute Rooms and anterooms on the first floor.

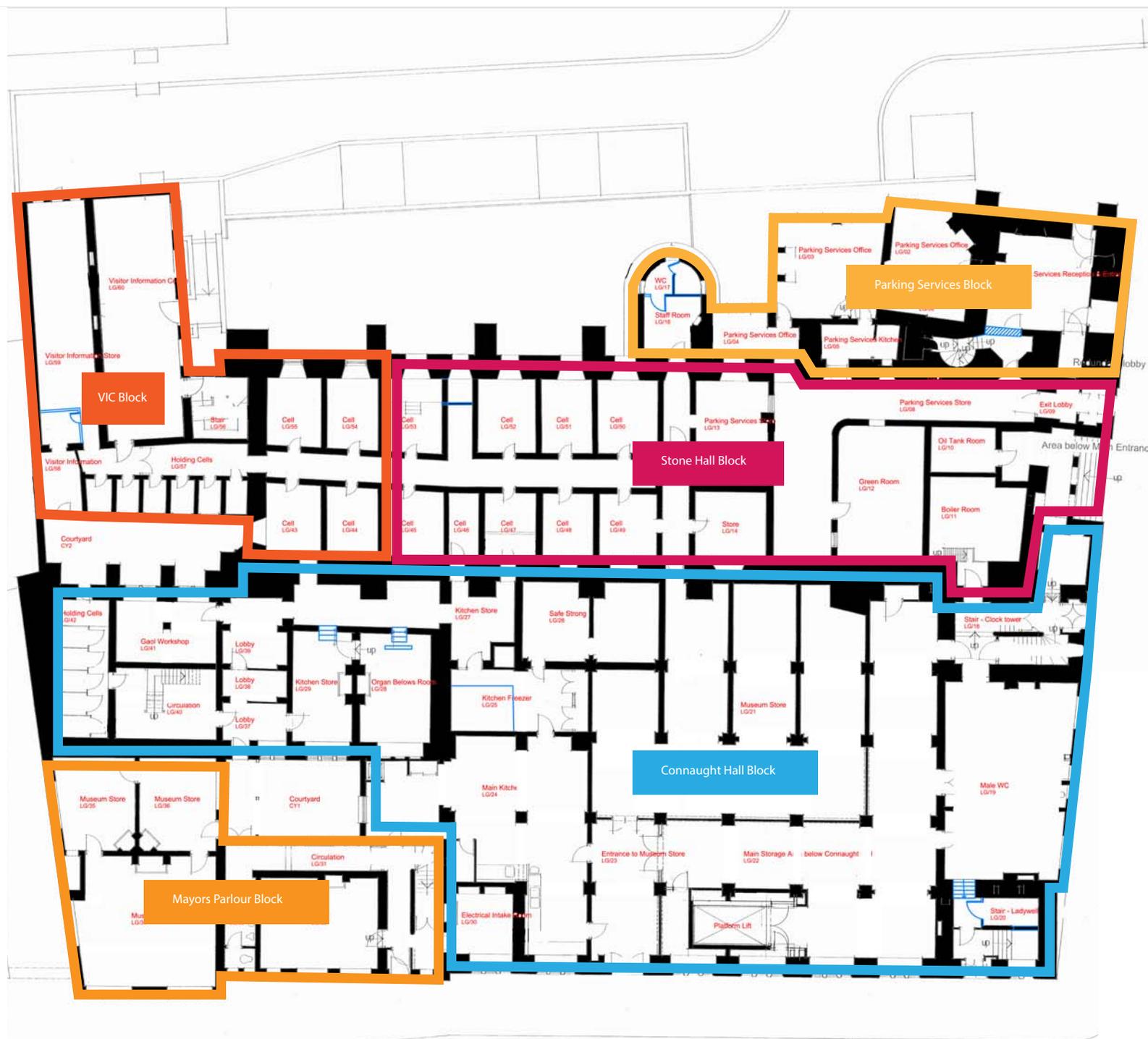


Figure 4.3: Zone Plan, lower ground floor



Figure 4.3: Zone Plan, upper ground floor

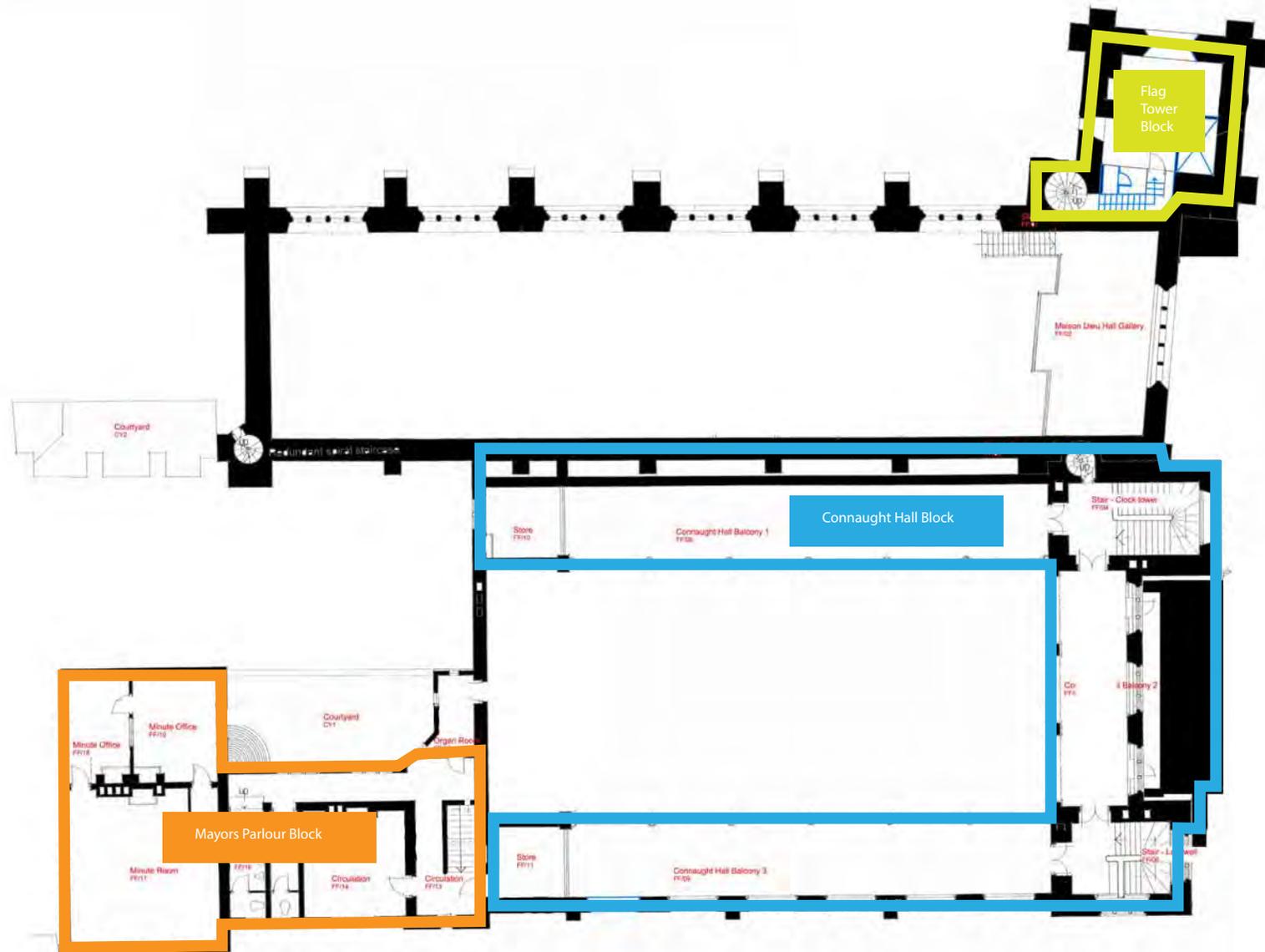


Figure 4.3: Zone Plan, first floor

### Variations on the mixed use option

Based again on a judgement about what might be physically realistic and possibly commercially realistic a number of different uses were identified for each of the three dimensional blocks as follows:

- Connaught Hall block: No change of use proposed
- Stone Hall block: No change of use proposed
- Council Chamber & Court Room block: No change of use proposed
- VIC block:
  - Office / workspace
  - Café / food and drink
  - Retail
  - Visitor centre
- Parking Services block
  - Office / workspace
  - Retail
  - Interpretation centre
- Mayors Parlour block
  - Office / workspace
  - Private residential
  - Self-catering holiday accommodation
  - Community meeting rooms.

Where new uses are proposed, each of these uses has been subjected to the non-financial appraisal set out in the table below.

The results of the non-financial appraisal are as follows:

- Connaught Hall block: N/A
- Stone Hall block: N/A
- Council Chamber & Court Room block: N/A
- VIC block:
  - Office / workspace: 7/17
  - Café / food and drink: 13/17
  - Retail: 8/17
  - Visitor centre: 11/17
- Parking Services block
  - Office / workspace: 7/17
  - Retail: 8/17
  - Interpretation centre: 11/17
- Mayors Parlour block
  - Office / workspace: 7/17
  - Private residential: 4/17
  - Self-catering holiday accommodation: 12/17
  - Community meeting rooms: 0/17.

Figure 4.4: Non-financial appraisal of mixed use options

	VIC block				Parking Services block			Mayor's Parlour block			
	Office	Cafe	Retail	Visitor centre	Office	Retail	Interpretation centre	Office	Private resi	Self-catering	Meeting rooms
<b>Objective 1: To promote the economic development of Dover and the regeneration of Mid-Town</b>											
Does the option support job creation?	1	1	1	0	1	1	0	1	0	1	0
Does the option provide opportunities for new business development and inward investment?	1	1	1	0	1	1	0	1	0	1	0
Does the option benefit economic activity in the wider Mid Town area?	1	1	1	1	1	1	1	1	0	1	0
<b>Objective 2: To contribute towards growing the visitor economy</b>											
Does the option attract visitors to Dover?	0	1	0	1	0	0	1	0	0	1	0
Does the option extend stay-duration in Dover?	0	1	0	1	0	0	1	0	0	1	0
Does the option increase visitor spend in Dover?	0	1	1	0	0	1	0	0	0	1	0
Does the option contribute to improving the image of Dover and East Kent?	0	1	0	1	0	0	1	0	0	1	0
<b>Objective 3: To protect and enhance the heritage of the asset and increase public engagement in heritage</b>											
Does the option protect physical elements of high heritage value?	1	1	1	1	1	1	1	1	1	1	0
Does the option help to increase an understanding and interpretation of Dover's heritage?	0	1	0	1	0	0	1	0	0	0	0
Does the option result in an increased scale and breadth of audience for Dover's heritage?	0	1	0	1	0	0	1	0	0	1	0
<b>Objective 4: To optimise the use of a publicly owned asset</b>											
Does the option optimise the use of publicly owned floorspace?	1	1	1	1	1	1	1	1	1	1	0
Does the option generate a positive return to the local taxpayer?	1	1	1	0	1	1	0	1	1	1	0
Does the option enhance the value of a publicly owned asset?	1	1	1	0	1	1	0	1	1	1	0
Does the option allow for future change?											

▪ Could subsequent uses be introduced with minimal cost?	1	-1	1	1	1	1	1	1	1	1	0
▪ Is the Council restricted by long-term contracts or commitments?	-1	-1	-1	0	-1	-1	0	-1	-1	-1	0
<b>Objective 5: To help create a distinct sense of place and increased sense of local community</b>											
Does the option increase a sense of local identity?	0	1	0	1	0	0	1	0	0	0	0
Does the option increase the use of the building by the local community?	0	1	0	1	0	0	1	0	0	0	0
<b>TOTAL SCORE</b>	<b>7</b>	<b>13</b>	<b>8</b>	<b>11</b>	<b>7</b>	<b>8</b>	<b>11</b>	<b>7</b>	<b>4</b>	<b>12</b>	<b>0</b>

## 5. Preferred mixed use option



## 5. Preferred mixed use option

This section sets out a description of the preferred mixed use option (the Preferred Option). For each of the elements that make up the Preferred Option, a description of the proposed use and a summary of the main benefits are provided below. The narrative for each element is accompanied by initial architectural modelling of how they could work in practice; this modelling work was also used to inform a series of initial cost estimates set out in section six (detailed analysis drawings and initial scope of work are provided at **Appendix B**).

At the time of preparing this report the Statement of Significance was not complete; nevertheless there is a reasonable degree of confidence that the interventions set out below should be deliverable based on input from the architects and heritage specialists preparing the Statement of Significance.

### **The Preferred Option**

Based on the results of the non-financial appraisal and assumptions set out in the previous section, the Preferred Option comprises:

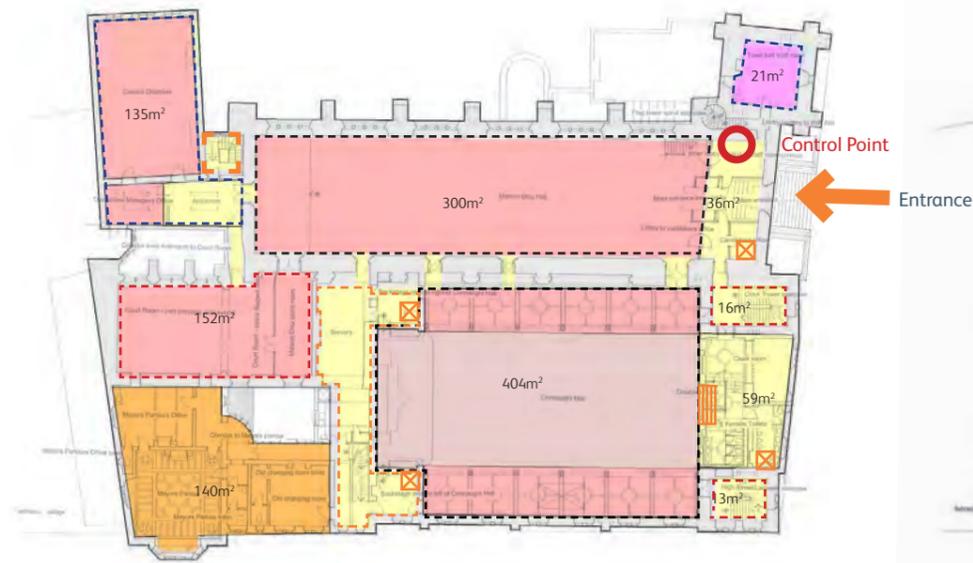
- Connaught Hall block: As existing with improvements
- Stone Hall block: As existing with improvements
- Council Chamber & Court Room block: As existing with improvements
- VIC block: Café / food and drink
- Parking Services block: Interpretation centre
- Mayors Parlour block: Self-catering holiday accommodation

A two dimensional plan showing the distribution of these uses is provided below.

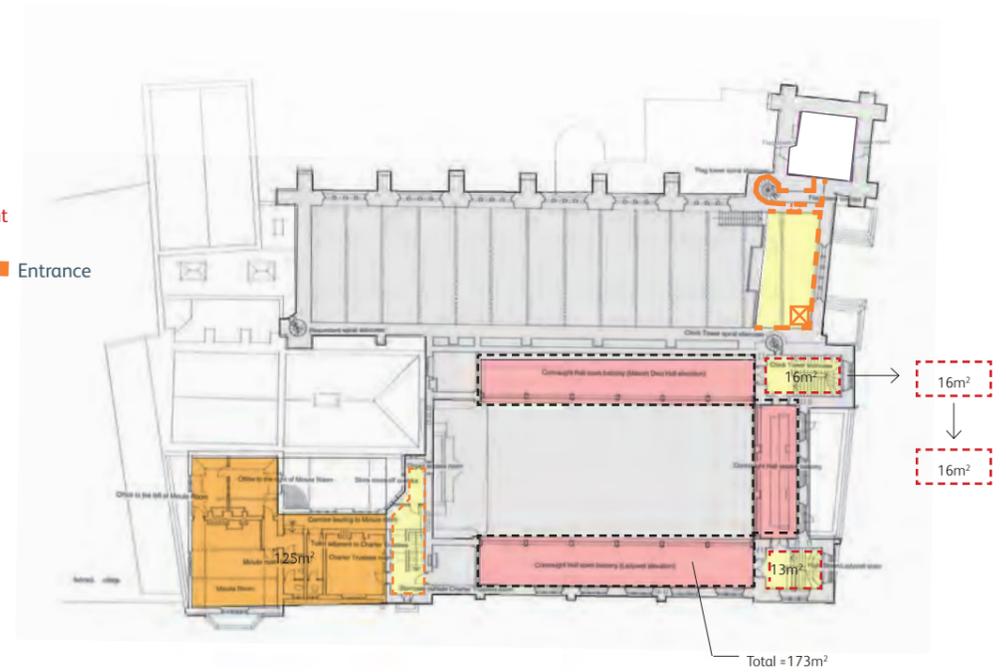
# Maison Dieu



Lower Ground Floor  
GIFA - 1565m<sup>2</sup>



Upper Ground Floor  
GIFA - 1471m<sup>2</sup>



First Floor  
GIFA - 1096m<sup>2</sup>

- Kitchen
  - Mess / Circulation / Green Room
  - Store
  - WCs
  - Cloaks  
Lobby & Circulation
  - Holiday Let
  - Cafe
  - Interpretation Centre /  
'Welcome Centre'
- 1** Stone Hall
  - 2** Connaught Hall
  - 3** Service / Back of House
  - 4** Mayor's Parlour
  - 5** VIC Block
  - 6** Parking Services Block

- Hall / Function Space
- Lobby & Circulation
- Office
- Holiday Let

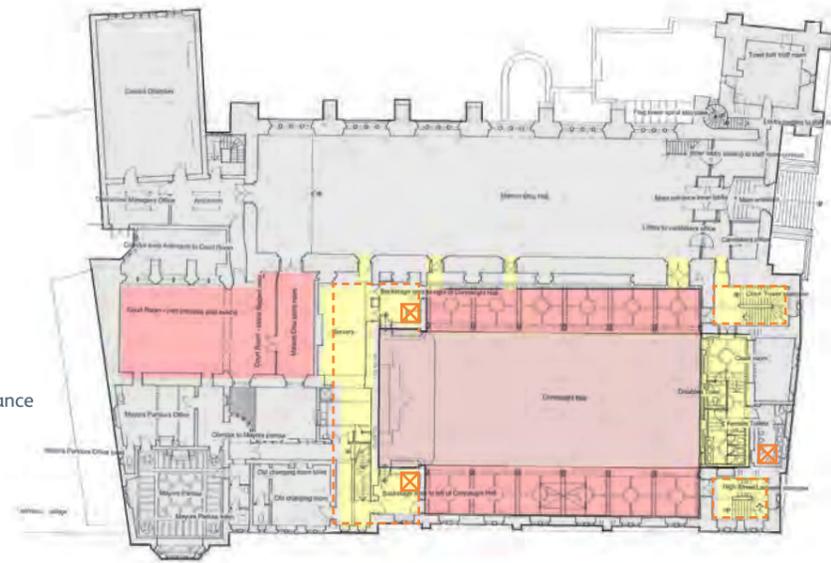
- Hall / Function Space
- Holiday Let

# Connaught Hall



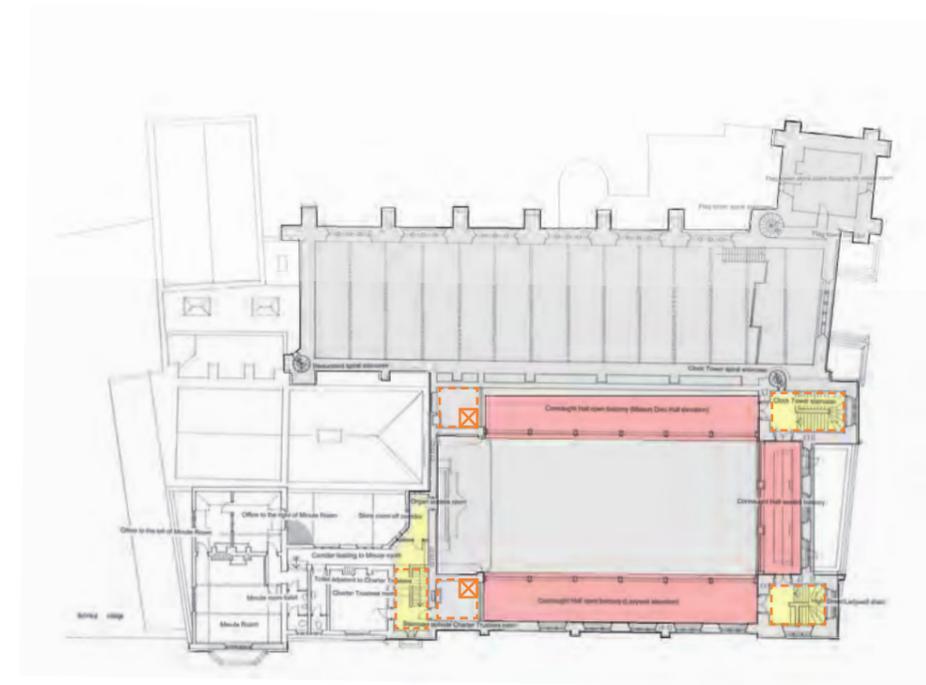
Connaught Hall - Lower Ground Floor

- Kitchen
- Mess / Circulation / Green Room
- Store
- WCs
- Cloaks  
Lobby & Circulation



Connaught Hall - Upper Ground Floor

- Hall / Function Space
- Lobby & Circulation



Connaught Hall - First Floor

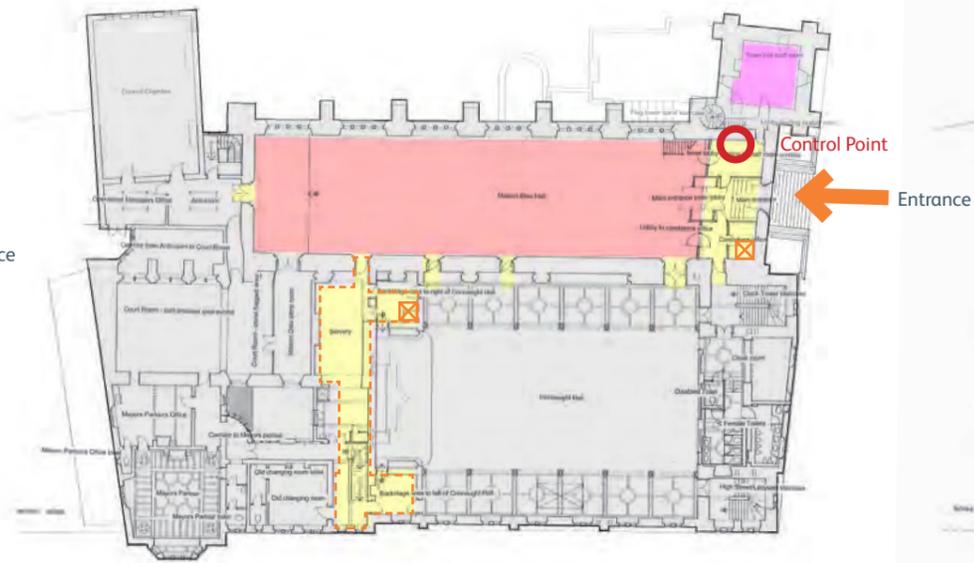
- Hall / Function Space

# Stone Hall



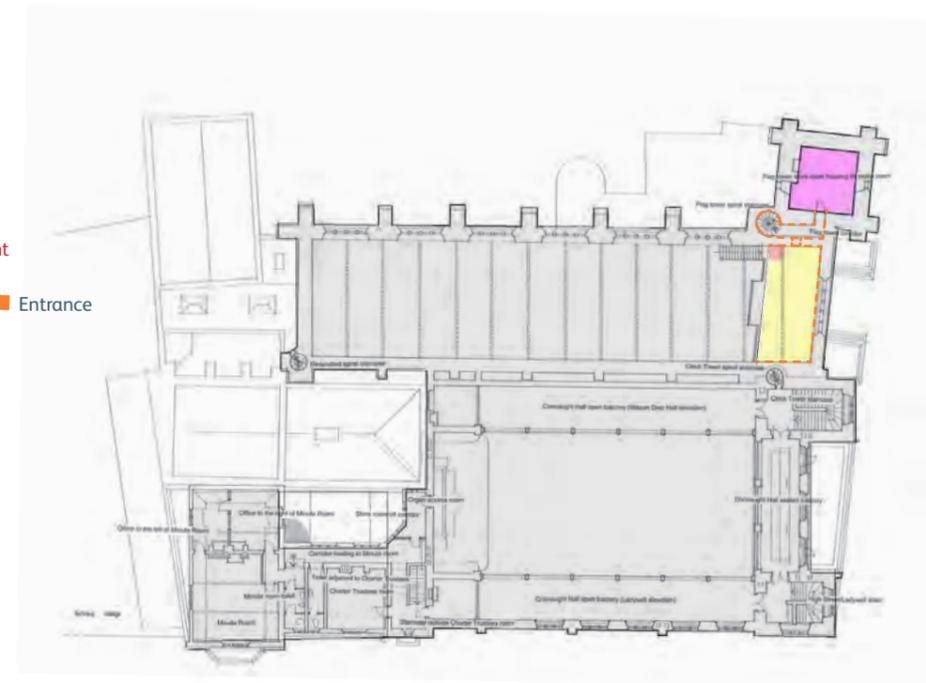
Stone Hall - Lower Ground Floor

- Kitchen
- Mess / Circulation / Green Room
- Store
- WCs
- Cloaks  
Lobby & Circulation



Stone Hall - Upper Ground Floor

- Hall / Function Space
- Lobby & Circulation
- Office



Stone Hall - First Floor

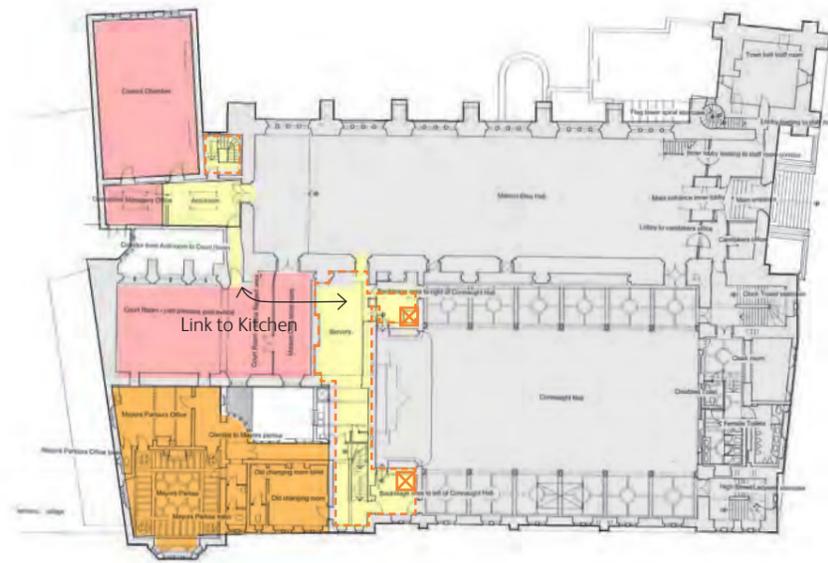
- Hall / Function Space
- Office

# Holiday Lets and Meeting Areas



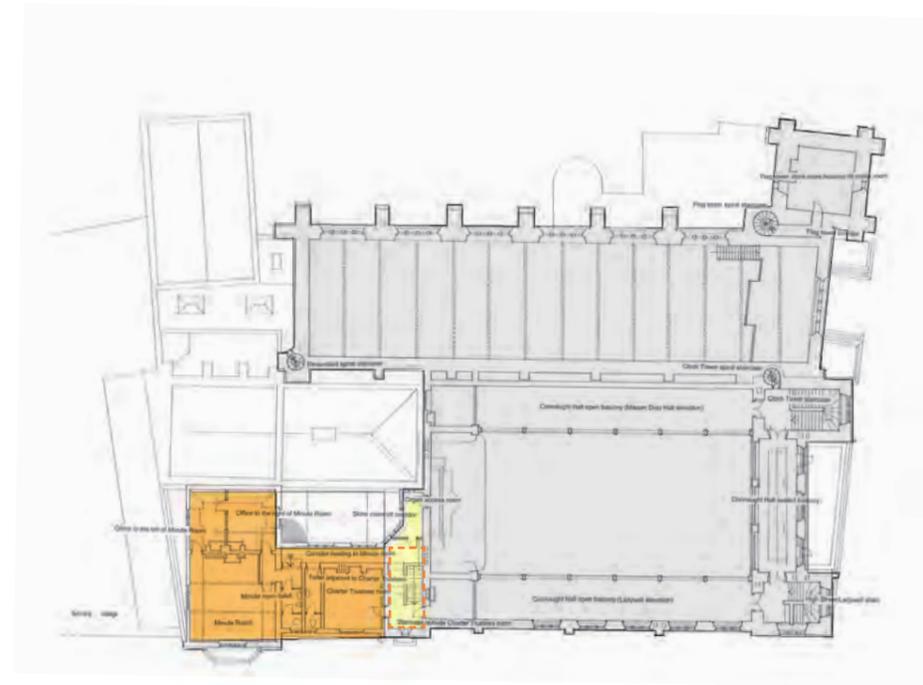
Holiday Lets & Meeting Areas - Lower Ground Floor

- Kitchen
- Cafe
- WCs
- Holiday Let



Holiday Lets & Meeting Areas - Upper Ground Floor

- Hall / Function Space
- Lobby & Circulation
- Holiday Let



Holiday Lets & Meeting Areas - First Floor

- Holiday Let

## **Connaught Hall block**

### Description and principal benefits

It is proposed that the use of the Connaught Hall as a major sub-regional events venue is retained. Despite the condition of the building and a range of significant operational constraints, the space currently performs this role very well and is highly valued by the local community.

A range of alterations and enhancements are proposed to improve the functional performance of the Connaught Hall. For example it is proposed to provide an entirely new access / egress directly onto the High Street at lower ground floor level and, staying at that level provide a new lobby, WCs and cloakrooms all of which will allow the Hall to be used independently of other parts of the building. The new lobby would benefit from dedicated disabled access into the upper ground floor and a new stair.

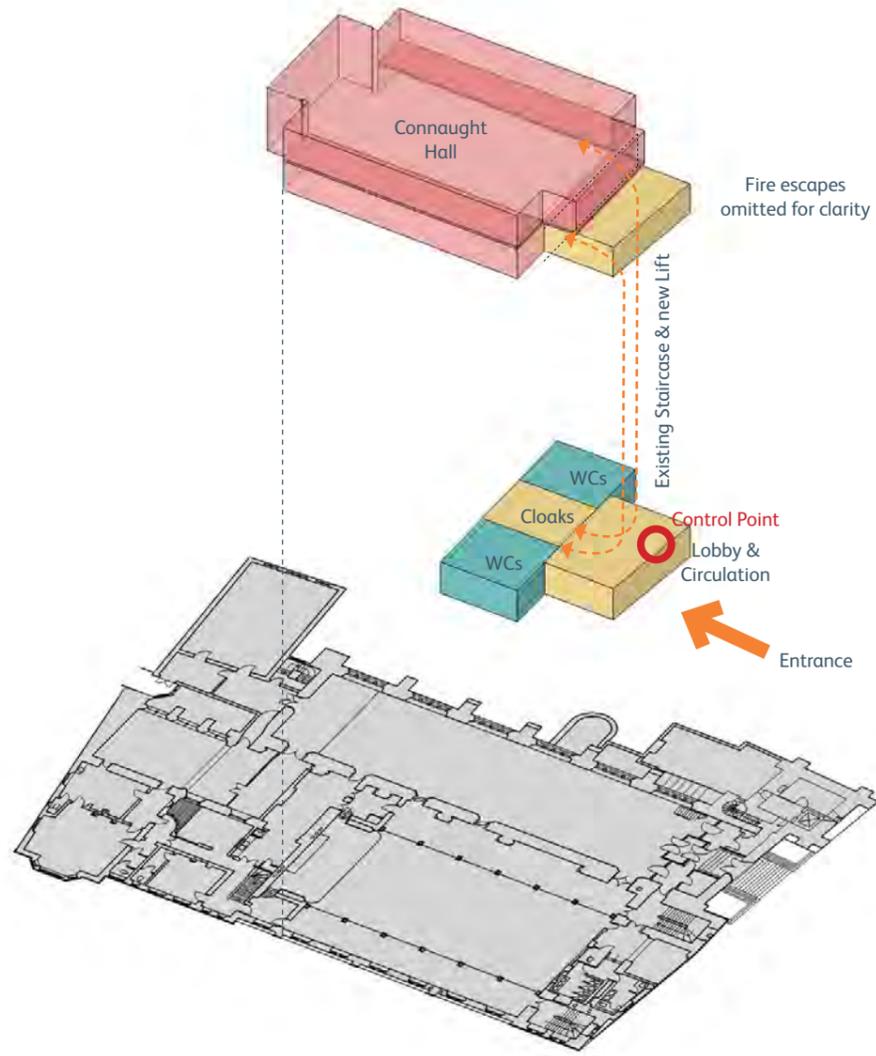
Beneath the Connaught Hall it is proposed to reconfigure and consolidate the kitchens and stores. It is also proposed to provide improved staff mess and green-room facilities for major performances and concerts. The kitchen will continue to serve all of the events spaces within the building and would benefit from improved vertical access and access to other parts of the building.

The proposed alterations will allow the Connaught Hall to function more efficiently and more intensively than at present. As a result of these improvements, utilisation would be expected to increase and the catchment for the facility would be expected to expand.

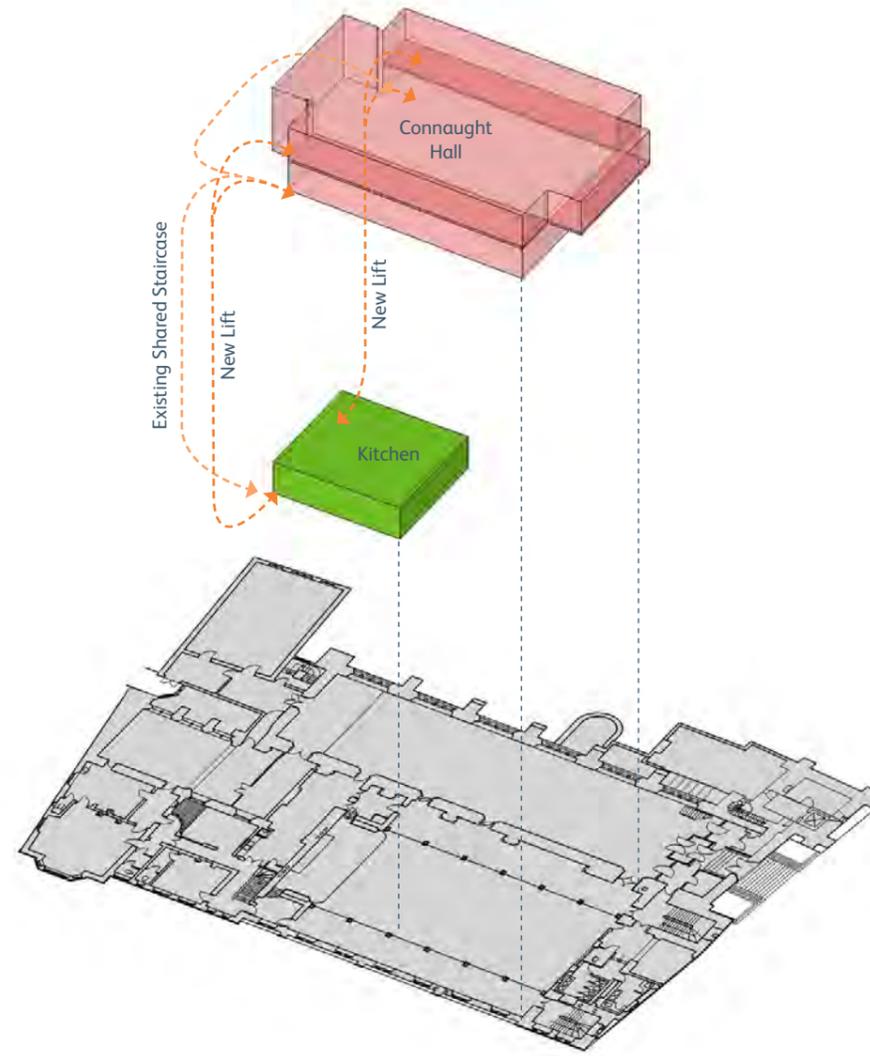
### Potential operational model

The Connaught Hall could be the subject of a lease to a third party leisure operator similar to the existing arrangement with Your Leisure. It is proposed that the lease would include the Stone Hall and Council Chamber blocks (see below).

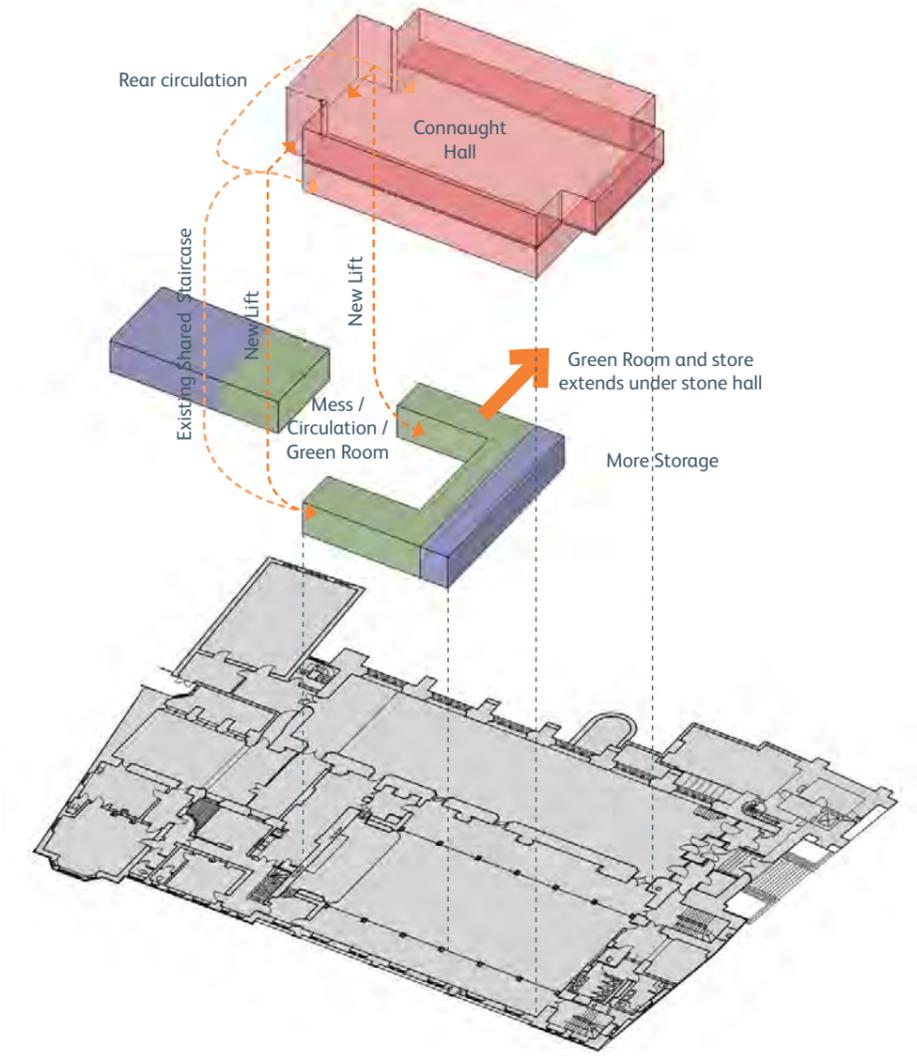
# Connaught Hall



Connaught Hall - Proposed Entrance Adjacencies



Connaught Hall - Proposed Catering Adjacencies



Connaught Hall - Proposed Performance Adjacencies

## **Stone Hall block**

### Description and principal benefits

It is proposed that the use of the Stone Hall as a major sub-regional events venue is retained. The Stone Hall is a truly unique space in terms of its age, architecture and cultural history. Despite constraints, it remains a popular and well-loved venue for formal dinners, parties and events without parallel in the local area.

However, and as for the Connaught Hall, a range of alterations and enhancements are proposed to improve the functional performance of the Stone Hall. For example, whilst it is proposed to retain the existing main entrance and stair onto the High Street it is proposed to provide a new street-level access to the Stone Hall. This new access would lead into a lobby with dedicated WCs and cloak facilities all beneath the current Stone Hall. It is proposed to introduce a new lift to allow disabled access directly whilst maintaining the use of existing stair wells.

At upper ground floor it is proposed to introduce a revised lobby arrangement which would be staffed in order to improve control and policing of the building. The Stone Hall would continue to utilise the kitchen beneath the Connaught Hall although improved routes from the Stone Hall to the kitchen would be provided.

The proposed alterations will allow the Stone Hall to function more efficiently and more intensively than at present. As a result of these improvements, utilisation would be expected to increase and the catchment for the facility would expand.

### Potential operational model

The Stone Hall could be the subject of a lease to a third party leisure operator similar to the existing arrangement with Your Leisure. It is proposed that the lease would include the Connaught Hall and Council Chamber blocks (see below).



## **Council Chamber and Court Room block**

### Description and principal benefits

As with the Connaught Hall and Stone Hall it is proposed that the use of the Council Chamber and Court Room remain broadly as existing but benefit from improved access and servicing arrangements. These spaces provide a useful and often vital complement to the larger scale activities taking place in the Connaught Hall and Stone Hall and are attractive venues in their own right.

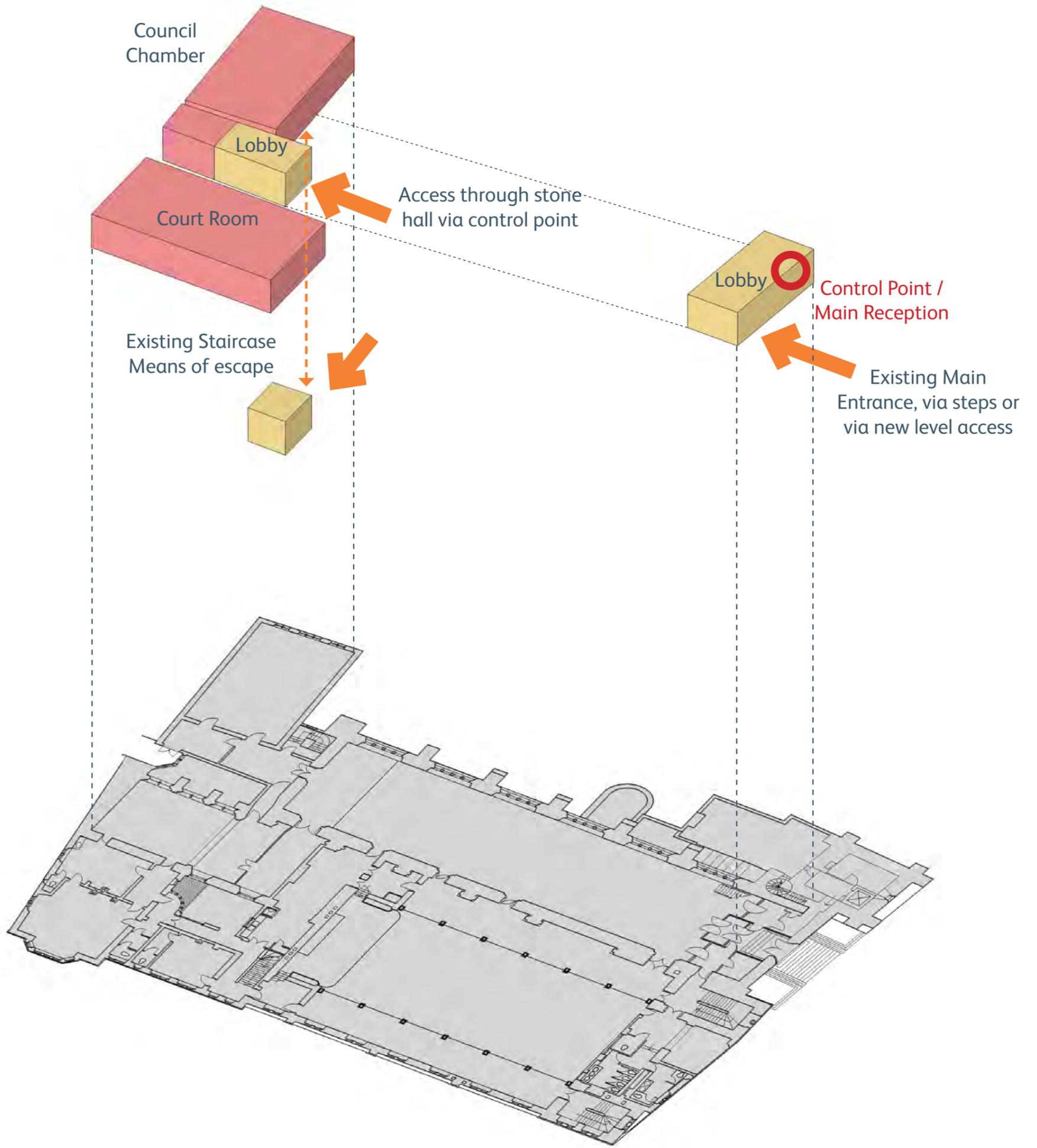
The main improvement to this block would be the creation of a street-level entrance to the building into a small space currently containing a modern steel stair between the Stone Hall and the VIC block. This would allow these spaces to be accessed independently of the Stone Hall which is not presently possible. WCs would be shared with those provided for the café use proposed for the VIC block and access to the main kitchen beneath the Connaught Hall would be provided.

### Potential operational model and alternative uses

The Council Chamber and Court Room could be the subject of a lease to a third party leisure operator similar to the existing arrangement with Your Leisure. It is proposed that the lease would include the Connaught Hall and Stone Hall.

Alternative uses were considered for the Council Chamber and Court Room including the provision of a visitor centre or interpretation space. However, at this point given its strong functional relationship with the attractiveness of the Stone Hall and Connaught Hall for major events, and given the lack of obvious or direct street level access, this option was not progressed.

# Council Chamber and Court Room Block



## **VIC block**

### Description and principal benefits

It is proposed that this block could provide a new, high-quality café / coffee shop. Subject to market demand this use could be expanded to include a more substantial food offer for example as a bistro or even restaurant. Space remains available beneath the Stone Hall to accommodate an expanded operation utilising some of the cells, which would also provide a unique offer / experience.

The proposed use benefits good at-grade pedestrian access onto Town Hall Square, good levels of passing footfall from the Ladywell car park, good levels of incidental footfall moving up and down the High Street, proximity to people congregating in Town Hall Square and potential synergies with other uses taking place in the Maison Dieu such as the proposed interpretation centre (see below).

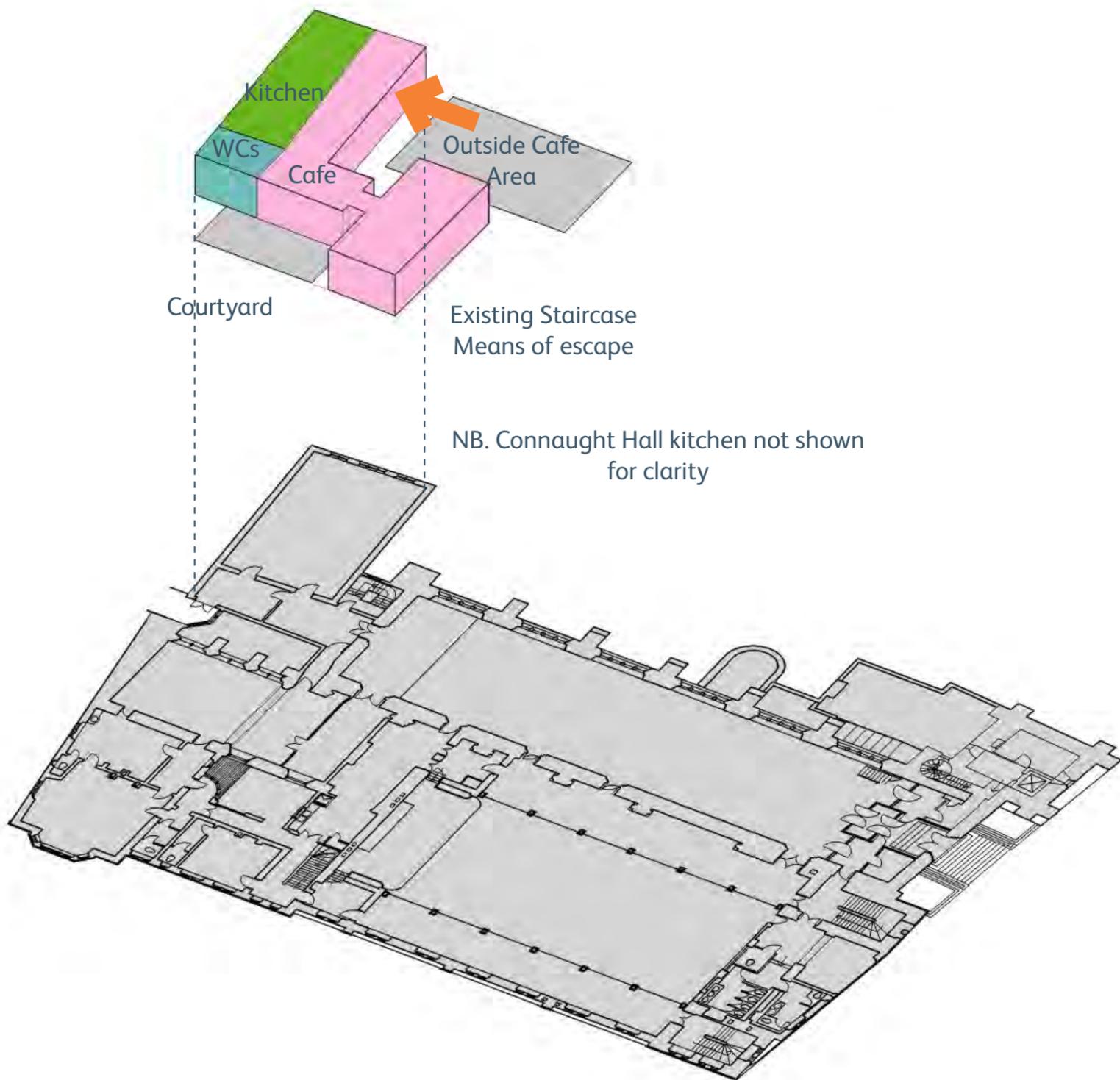
The proposed use would benefit from public realm improvements to Town Hall Square which is currently underperforming as an active, high quality piece of public space.

### Potential operational model and uses

The VIC block could be the subject of a relatively conventional lease to a third party operator or included within the scope of the lease to the operator of the Connaught Hall, Stone Hall and Council Chamber. This would make positive and productive use of Council owned floorspace and relieve the Council of any significant management and maintenance requirement.

The VIC block is thought to be in relatively good condition only having been vacated recently. It presents an opportunity for an interim or pop-up use which could potentially be introduced at little cost. This could be a temporary interpretation centre or temporary commercial use.

VIC Block



## **Parking Services block**

### Description and principal benefits

It is proposed that this block could provide an interpretation centre for domestic and international visitors to Dover and specifically the Maison Dieu. The space could provide a permanent home education and interpretation material relating to the history of the Maison Dieu and a fixed base for tours of the building (a plan showing a potential route for tours of the building is provided at **Appendix C**). Should HLF funding be pursued (see section seven), this space could act as a 'front door' to the project which will be delivered over a number of years and be reliant on delivering a range of community engagement and learning activities.

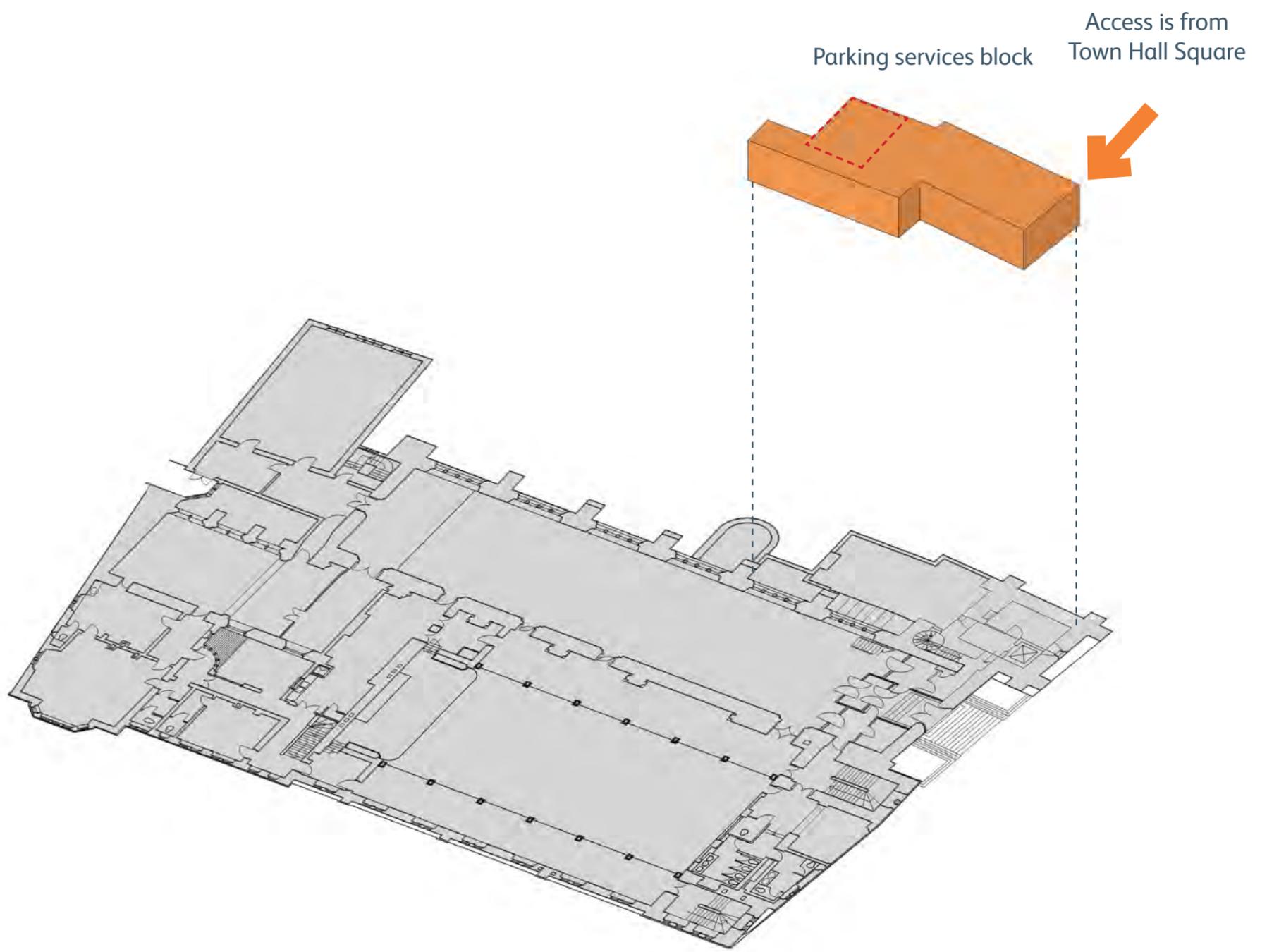
The proposed use makes good use of a space that benefits from easy and prominent street level access at the bottom of the Flag Tower with a significant volume of passing footfall. The proposed use would also have a strong positive relationship with Town Hall Square which is a natural destination / stop off point for visitors exploring Dover Town Centre.

### Potential operational model and uses

The parking services block could be leased to the Dover Society / Dover Greeters CIC who could manage a Welcome Centre subject to provision of a reasonable business case. This would ensure positive and productive use of Council owned floorspace and relieve the Council of a degree of management responsibility.

Should this use ultimately prove not to be feasible an alternative use might be retail? As noted above the block benefits from high volumes of passing footfall and good pedestrian access to street level.

# Parking Services Block



### **Mayor's Parlour block**

It is proposed that this block could provide a number of high quality self-catering holiday accommodation units. The way in which the block is configured means that it could be divided into three generous separate self-catering units over three floors. Each unit could be used separately or as one large unit.

The proposed use would need to be marketed specifically on basis of its heritage significance and it is therefore assumed that the 19<sup>th</sup> century interiors could be restored. This is an established and growing segment of the accommodation market with a number of operators / management companies such as the Landmark Trust and Vivat Trust.

The proposed use benefits from its own access onto Ladywell away from major public access / centres of activity on High Street / Town Hall Square. All floors have existing services and as a block it is neatly compartmentalised within the larger building.

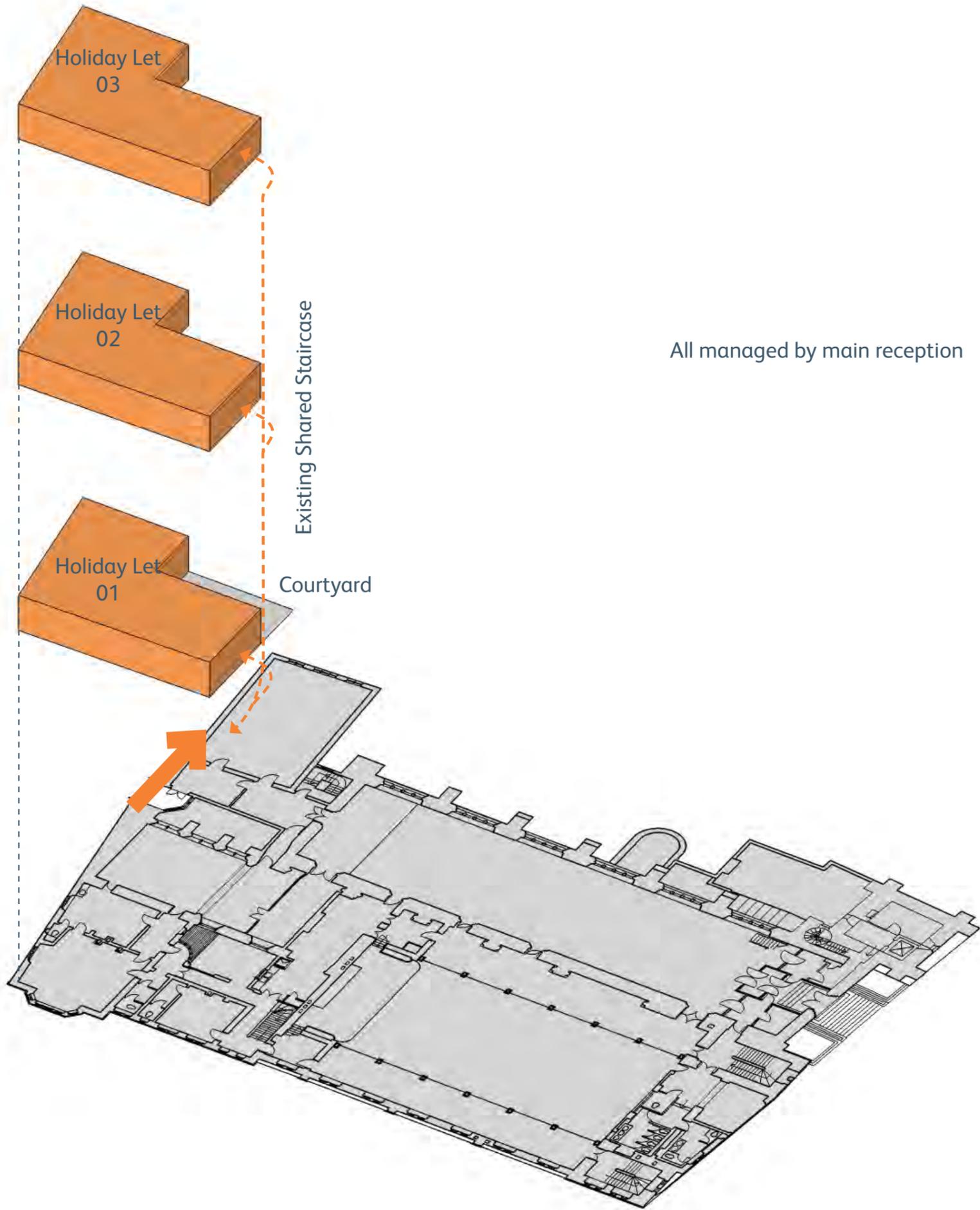
The proposed use would have significant synergies with other uses proposed for the Maison Dieu from which it could benefit. For example, guests at a wedding or party taking place in the Stone Hall or Connaught Hall could book these spaces for convenient overnight accommodation.

#### Potential operational model and uses

The Mayor's Parlour block could be operated under a management agreement with organisation such as Vivat Trust or Landmark Trust. In return for their significant brand value and marketing platform, it is understood that these organisations typically receive around 25% of any income and the owner remains responsible for day to day management. In this instance, day to day management could be undertaken by the lessee of the Stone Hall, Connaught Hall and Council Chamber under a service level agreement.

An alternative use considered that might not be fully dismissed at this stage would be to maintain the current function of the Mayor's Parlour block a series of small meeting rooms. However, it is considered that at present there is sufficient provision elsewhere within the Maison Dieu and across Dover relative to the self-catering accommodation option.

Mayor's Parlour Block



# 6. Financial appraisal



## 6. Financial appraisal

The section below presents an initial appraisal of the financial profile of the Do Nothing and Preferred Option for the Maison Dieu. It considers capital and revenue cost and income streams and includes sensitivity analysis.

In the current constrained Local Government funding environment (and looking forward into the medium-term where this is unlikely to change) it is right and necessary for the Council to look closely at any land and property that it owns and consider how to reduce costs / increase income whilst continuing to deliver local services and supporting wellbeing. One of the principal objectives of this outline business case, alongside improving the protection and maintenance of an important historic building and resolving physical constraints, has therefore been to seek ways of improving the financial performance of the Maison Dieu. Presently the Maison Dieu represents a financial liability to the Dover District Council as owner; i.e. the cost of retaining the building and maintaining its current function exceed the income it generates. Indeed, at present the building does not generate any income at all.

### Capital

#### Capital costs

The base construction capital cost of delivering the Preferred Option for the Maison Dieu is estimated to be around £9.6m excluding a number of items as set out below Figure 6.1 (once these are taken into account the total indicative cost could be closer to £13m - £15m). This estimate has been prepared by a quantity surveyor within the consultant team and is based on an initial scope of work prepared by Haverstock and RPGA (**Appendix B**).

The capital cost of the Do Nothing option has not been assessed in detail as part of this work. However, as indicated in Figure 6.1, an allowance has been made in both options for repairs to roof coverings etc. of around £1,000,000 which would need to be spent in due course. To this would be added capital cost for major repairs and maintenance to the other parts of the building which have not been estimated. The capital cost of the Do Nothing option is therefore likely to be higher than shown in the table.

**Figure 6.1: Indicative base construction capital costs**

	Do nothing	Preferred option
Connaught Hall block	*	£3,350,000
Stone Hall block	*	£1,800,000
Council Chamber & Court Room block	*	£900,000
VIC block (incl. external seating area)	*	£700,000
Parking Services block	*	£320,000
Mayor's Parlour block	*	£1,300,000
General demolitions, relocating services and sundry repairs)		£250,000
Repairs to roof coverings, chimney stacks, high level masonry, rainwater pipes etc	£1,000,000	£1,000,000
<b>TOTAL**</b>	<b>£1,000,000</b>	<b>£9,620,000</b>

*\*There is likely to be a capital cost associated with undertaking repairs to all of these areas over the short, medium and long-term*

*\*\* To the above should be added repairs to external elevations, professional fees and charges, surveys and investigation works, VAT, inflation, decanting costs, new furniture (except in holiday lets), asbestos survey and removals.*

*\*\*\* These costs have been prepared based on very outline information and should be considered as providing initial guidance to the possible cost of works. Many assumptions have been made whilst preparing these costs. Actual costs are likely to vary substantially and it is recommended that further costs are prepared based on more detailed information and following further investigation before committing significant expenditure.*

### Capital income

The capital cost of the Preferred Option set out above even at this stage when estimates are highly indicative is clearly significant and beyond what the District Council could justify in its own right. It is therefore assumed that whether a single or multi-phase approach is pursued (see the next section) there will be a need to secure significant funding from external sources. It is assumed that loan finance even at preferential rates from the Public Works Loan Board would not be preferable and so this is not considered at this point. The primary source of capital income considered here is therefore grant funding.

### Heritage Lottery Fund

The most immediately obvious source of grant funding for a project such as the Maison Dieu is the Heritage Lottery Fund (HLF). The HLF co-ordinates a large number of different grant programmes ranging from community programmes, parks programmes to historic building programmes. The two programmes for which the Maison Dieu project is potentially compatible are the Heritage Grant and Heritage Enterprise programmes.

The Heritage Enterprise programme is a new scheme introduced in the last few years. It is geared towards investing in historic buildings in order to generate economic benefits. The Heritage Grant programme is one of the HLF's most long-standing packages designed to invest in a range of heritage related projects.

Based on the uses proposed and the limited 'direct' economic outputs (job creation) relative to the scale of funds required it is considered at this stage that the Maison Dieu project would be better suited to the Heritage Grant programme.

Heritage Grant applications are assessed according to different processes dependent upon the amount of funding requested as follows:

- Between £100,000 and £2m: Quarterly rounds of applications assessed regionally
- Between £2m and £5m: Quarterly rounds of applications assessed nationally
- Over £5m: Single annual in-take of applications assessed nationally (deadline 1<sup>st</sup> December for a decision the following April)

If a Heritage Grant is pursued (assumed over £1m) then it could contribute up to 90% of the total project costs although the lower the intervention rate, the more competitive an application would be. There would therefore be a requirement for match funding and this could potentially be significant dependent on the approach taken to project delivery.

### Dover District Council

It would be very unusual for a Local Authority applying for HLF monies not to contribute towards the match funding requirement for a project. Subject to the availability of resource and a Council resolution it is therefore assumed that Dover District Council would make a meaningful contribution towards the cost of the project.

Dover Town Council

Dover Town Council has an important historic and cultural relationship with the Maison Dieu; it is also an important neighbour, a user of the building and has been part of the Steering Group overseeing this project. It is suggested that the Town Council are therefore approached in due course to make a contribution to project costs.

Tenants

There is the potential to introduce a number of tenants on relatively long-lease terms; for example the Connaught Hall / Stone Hall / Council Chamber etc. or the VIC block or even the Mayor's Parlour (though this is more likely to be a management agreement). Subject to the nature of any leases and their length, it is not unrealistic to assume that future tenants might make a contribution towards the capital costs of relevant parts of the building.

South East LEP: SEFUND

The South East LEP is seeking to establish a new capital fund as part of its approach to distributing EU funds from 2014-2020. The emerging SEFUND programme will be designed, in part, to provide finance to invest in property projects where market failure and demand is proven. It could be possible to make a case for the Maison Dieu exhibiting market failure or conservation deficit sufficiently to apply for this grant.

Some of these sources of capital and others are set out in the table below.

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The following table sets out a number of potentially suitable capital funding sources for the restoration of the Maison Dieu. Some sources would provide a substantial element of the proposed restoration and others provide smaller sums suitable for specific tasks or urgent repairs.

Figure 6.2: Initial assessment of funding sources

Fund	Description	Process	Total amount available	Applicant(s)	Submission dates/details	Potential use for funding at the Maison Dieu
Heritage Lottery – Heritage Enterprise	<ul style="list-style-type: none"> <li>To bring disused or underused heritage buildings back into economic use</li> <li>No requirement for building to have public access once complete</li> <li>Requirement for some level of employment generating use Grant contract lasts for 10 yrs after the works are completed after which time DDC can do what they like with the building</li> <li>The Heritage Enterprise programme is designed to help bridge the funding gap that prevents an historic asset in need of repair from being returned to a beneficial and commercial use.</li> </ul>	<ul style="list-style-type: none"> <li>Two stage process</li> <li>First and second round assessed in three months</li> <li>Development phase can take up to 24 months</li> <li>Project enquiry form should be submitted prior to applying.</li> </ul>	<ul style="list-style-type: none"> <li>£100k to £5m</li> <li>Grant provides up to 90% of the conservation deficit plus cost of activities, plus up to 5 years capitalised maintenance costs</li> </ul>	<ul style="list-style-type: none"> <li>Local authorities</li> <li>Not for profit organisations and partnerships led by not for profit organisations</li> <li>Private for profit sector can be involved with HE bids</li> </ul>	<ul style="list-style-type: none"> <li>Two stage process</li> <li>First and second round assessed in three months</li> <li>Development phase can take up to 24 months</li> <li>Project enquiry form should be submitted prior to applying.</li> </ul>	<ul style="list-style-type: none"> <li>Full restoration project</li> </ul>
Heritage Lottery – Heritage Grant	<ul style="list-style-type: none"> <li>Any type of project related to national, regional, or local heritage in the UK.</li> <li>Project should not have been started before application submitted and should be complete within 5 years</li> <li>HLF expect the applicant to own and be the only organisation entitled to use any property on which the grant is spent</li> <li>HLF expect the applicant to own the freehold or have a lease of sufficient length to fulfil standard terms of the grant</li> </ul>	<ul style="list-style-type: none"> <li>Two stage process</li> <li>First and second round assessed in three months</li> <li>Development phase can take up to 24 months</li> <li>Project enquiry form should be submitted prior to applying.</li> </ul>	<ul style="list-style-type: none"> <li>£100k to £5m+</li> <li>Grants up to £1m require 5% match</li> <li>Grants over £1m require 10% match</li> </ul>	<ul style="list-style-type: none"> <li>Local authorities are funded (HLF generally only fund not for profit organisations with Heritage Grant)</li> <li>If private owners or for-profit organisations are involved in a project, then public benefit has to be greater than private gain.</li> </ul>	<ul style="list-style-type: none"> <li>Two stage process</li> <li>First and second round assessed in three months</li> <li>Development phase can take up to 24 months</li> <li>Project enquiry form should be submitted prior to applying.</li> </ul>	<ul style="list-style-type: none"> <li>Full restoration project</li> </ul>
Historic England - Historic Buildings, Monuments and Designed Landscapes Grant	<ul style="list-style-type: none"> <li>Repair and conservation; urgent works; works required within 2 years to prevent loss or damage</li> <li>Primarily for GI and GII*, though exceptionally GII or unlisted building with significant merit within a Conservation Area or Public Realm work of historic importance</li> </ul>	<ul style="list-style-type: none"> <li>Grants over £10,000 and under £200,000 applications assessed throughout the year.</li> </ul>	<ul style="list-style-type: none"> <li>£200,000+ depending on HE annual budgets</li> </ul>	<ul style="list-style-type: none"> <li>Individuals or organisations with a legal responsibility for repair. Owners or long-term lease holders. Partnership schemes welcome.</li> </ul>	<ul style="list-style-type: none"> <li>Grants over £100,000 assessed nationally</li> <li>Grants over £200,000 applications received by 31st January for grant in following financial year</li> <li>Competitive grant scheme – regional assessment</li> <li>Initial assessment within 4 weeks of receiving the application.</li> <li>Detailed assessment within 3 to 6 months</li> </ul>	<ul style="list-style-type: none"> <li>To undertake urgent repairs in the short term</li> </ul>
Veolia Environmental Trust	<ul style="list-style-type: none"> <li>Veolia Environmental Trust are a Distributive Environmental Body that awards grants to support the natural, social and built environment as part of the Landfill Communities Fund (LCF).</li> <li>The Maison Dieu project would fall within the object E category (restoration of religious buildings or building or historic nature) and fit the criteria for historic buildings under the following categories: <ul style="list-style-type: none"> <li>Structure - chimneys, roof, walls, foundations, drainage works</li> <li>Weatherproofing – windows, heating, gutters</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Establish whether the project is in the catchment area (the Maison Dieu is within the catchment area)</li> <li>Complete initial enquiry form</li> <li>Submit application form</li> <li>Review by regional board and then nationally</li> </ul>	<ul style="list-style-type: none"> <li>Average award is between £20,000 and £40,000, with a maximum of £100,000</li> </ul>	<ul style="list-style-type: none"> <li>Applications can be submitted by any constituted not for profit group, with the exceptions of regulatory bodies</li> <li>An organisation is limited to one application in any 12 month period. However councils are limited to one application per funding round.</li> </ul>	<ul style="list-style-type: none"> <li>Four funding rounds each year, with the following dates: <ul style="list-style-type: none"> <li>27 February 2015 / 8 June 2015</li> <li>29 May 2015 / 7 September 2015</li> <li>28 August 2015 / 7 Dec 2015</li> <li>20 November 2015 / 7 March 2016</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>To undertake urgent repairs in the short term</li> </ul>

Fund	Description	Process	Total amount available	Applicant(s)	Submission dates/details	Potential use for funding at the Maison Dieu
The Georgian Group (Cleary Fund)	<ul style="list-style-type: none"> <li>The Georgian Group gives small grants each year towards the repair and restoration of Georgian buildings and monuments in the United Kingdom.</li> <li>Grants are usually made towards the conservation of buildings in public ownership or to which there is public access, although they may occasionally be given towards other projects such as the recording of threatened buildings.</li> </ul>	<ul style="list-style-type: none"> <li>Submission of a relatively simple application form including: <ul style="list-style-type: none"> <li>contact details</li> <li>information about the building or monument</li> <li>a description of the works proposed</li> <li>estimates of the cost and timetable.</li> <li>plans and drawings</li> <li>images</li> <li>details of planning permissions etc</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Around five grants, averaging about £1500 each, are given annually.</li> </ul>	<ul style="list-style-type: none"> <li>Local authorities are able to apply</li> </ul>	<ul style="list-style-type: none"> <li>One round of submissions each year, 28<sup>th</sup> August</li> </ul>	<ul style="list-style-type: none"> <li>To undertake a specific study to aid a bid for funds to restore the whole building for a Georgian element of the building</li> </ul>
Vernacular Architecture Group	<ul style="list-style-type: none"> <li>The Vernacular Architecture Group was formed in 1952 to further the study of traditional buildings, originally those of the British Isles. In recent years, its membership and publications have also reflected a growing interest in buildings from other parts of the world.</li> <li>Grants are available both for research projects and for the promotion or presentation of the subject. Possible topics include (but are not limited to) building recording, historical research, dating (as part of a wider scheme), preparation of drawings for publication, support of conferences, or of local groups, creation of web-sites, or preparation of exhibition boards and displays. Preparatory work in advance of a future Group conference is particularly welcome. There are no geographical limitations on the scope of projects.</li> </ul>	<ul style="list-style-type: none"> <li>Applications accepted once per year</li> </ul>	<ul style="list-style-type: none"> <li>Up to £2,000, match funding is not necessarily required</li> </ul>	<ul style="list-style-type: none"> <li>It is hoped that the applicant or the contact for a group will either be a VAG member or will apply for membership.</li> </ul>	<ul style="list-style-type: none"> <li>Yearly deadline is on 28th February</li> <li>Requires the submission of a simple application form</li> </ul>	<ul style="list-style-type: none"> <li>To undertake a specific study to aid a bid for funds to restore the whole building for a Georgian element of the building</li> </ul>

Other funding sources were reviewed and disregarded as follows:

- **WREN:** There does not appear to be a landfill site within ten miles of the Maison Dieu and therefore not eligible for funding
- **BIFFA award:** There is not a BIFFA site near enough to the Maison Dieu and therefore not eligible for funding
- **Coastal Communities Fund:** Not accepting new applications now
- **Architectural Heritage Fund:** Not currently accepting applications, this may change at any time and so is a possibility in the future if requiring loan finance
- **Sainsbury's family trusts:** Reviewed the Alan and Babette Trust, Ashden, Headley, Indigo, Jerusalem, JJ, Monument, Three Guineas, Woodward, Kay Kendall, Headley Museum and True Colours Trusts. Only available for charities to apply, so could be a possibility if a charitable trust is set up. However, most trusts do not accept unsolicited approaches for funding, funds that would be potentially available for the Maison Dieu if a charitable trust was set up are the Monument and Headley Trusts.
- **Esme Fairbairn:** No appropriate funding programme at present.

## Revenue

The tables below present an estimate of the net revenue position of the Do Nothing option and the Preferred Option; two sensitivities are presented for the Preferred Option one of which is cautious (bearish) and the other is more optimistic (bullish).

The revenue position is presented from the perspective of Dover District Council as owner. It assumes that various spaces within the Maison Dieu are leased to third parties as set out in the previous section.

In order to arrive at a net revenue position for the Do Nothing and Preferred Options a range of data has been taken into account:

- revenue costs are based on average actual running costs of the Maison Dieu which are applied broadly pro-rata based on floorspace to the Preferred Option with a discount applied to energy costs to reflect improved services performance and control
- revenue income streams are based on a review of comparable evidence in and around Dover for appropriate property typologies.

All calculations at this point are only indicative; they are based on approximate floorspace measurements and therefore approximate pro-rata apportionments, income assumptions are un-tested in the market and do not include non-domestic rates which may be applicable to some of the elements of the Preferred Option.

### Do Nothing

Under the Do Nothing option the net revenue cost to the District Council of holding the Maison Dieu is around £210,000 per annum; i.e. every five years, the Maison Dieu is costing the District Council over £1m to maintain.

The revenue cost of the Do Nothing option comprises a grant paid to Your Leisure (average over the last two years) and other building maintenance costs incurred or budgeted by the District Council (average minor repairs of £15,000 pa over the last four years and £1.3m 10-year major repairs budget annualised). It is understood that the grant paid to Your Leisure is un-capped and could fluctuate subject to their performance.

Figure 6.3: Net revenue estimates for the Do Nothing option

	Do Nothing
Connaught Hall block	
Stone Hall block	-£60,000
Council Chamber & Court Room block	
VIC block (incl. external seating area)	-
Parking Services block	-
Mayor's Parlour block	-
Ongoing building repairs / maintenance	-£150,000
<b>TOTAL</b>	<b>-£210,000</b>

#### Preferred Option

Under the Preferred Option the net revenue position to the District Council could range from -£98,000 to +£131,000. The bearish sensitivity therefore results in around a 50% reduction in the annual cost to the District Council, but still a cost, whereas the bullish sensitivity results in a reasonable annual surplus that could be set aside in a sinking fund for future repairs and maintenance. It is feasible to assume that under the Preferred Option the building could become revenue neutral or even positive to the District Council.

There are two major factors that result in meaningful positive impacts to the revenue position of the Preferred Option; the performance of the tenant occupying the Connaught Hall / Stone Hall / Council Chamber etc. and the inclusion of self-catering accommodation.

In relation to the tenant in the Connaught Hall etc. it is considered that with the works included in the Preferred Option there is significant scope for the performance of the current activity to improve which results in a payment to the District Council. In relation to the self-catering accommodation, the level of income that could be generated from this use suggests there may be merit in expanding this use into other as yet un resolved elements of the building such as the Flag Tower and Clock Tower; whilst these spaces are not as large as the Mayor's Parlour block it is conceivable that they could be used in this manner.

Figure 6.4: Net revenue estimates for the Do Nothing option

	Preferred option - BEARISH	Preferred option - BULLISH
Connaught Hall block	-	
Stone Hall block	-	£50,000
Council Chamber & Court Room block	-	
VIC block (incl. external seating area)	£15,755	£18,380
Parking Services block	-£3,725	-£3,725
Mayor's Parlour block	£39,593	£66,968
Ongoing building repairs / maintenance	-£150,000	£-
<b>TOTAL</b>	<b>-£98,378</b>	<b>£131,623</b>

## 7. Recommendations and next steps



## 7. Recommendations and next steps

The following section sets out a series of recommendations and next steps that can help to progress the revitalisation of the Maison Dieu. The recommendations are based on the consensus of the Steering Group about the Preferred Option presented above and the broad acceptance that it will be necessary to pursue Heritage Lottery Fund investment.

For ease of reference recommendations are broken down into short term (up to the end of 2015) and medium term (2016-2017).

### Short term actions: To the end of 2015

#### Task A: Project management

- **Description:** The Steering Group that has been established for the Outline Business Case has provided a constructive and robust sounding board for the progression of ideas and options for the Maison Dieu. It includes a range of relevant stakeholders and benefits from accountability being led by Dover District Council. It includes relevant officers and Councillors, particularly in the form of the Portfolio Holder at Dover District Council and is a sound starting point for a team that could be in place for the next few years.
- It is recommended that this Steering Group is maintained in order to sustain the momentum that has been established to date and to drive the project forward into the future. The Steering Group could benefit from the creation and adoption of a simple terms of reference setting out the scope of membership, roles and responsibilities (for example a Project Champion and Project Sponsor), aims and objectives and reporting procedures. This document could be reviewed and formally adopted by the constituent organisations that make up the Steering Group in order to link the body back to the relevant groups and move forward in an open and transparent manner. The production of sensible and robust project management material such as this would also help to support any future funding applications and demonstrate organisational ability, co-ordination, accountability and capacity.
- **Timescale:** Ongoing
- **Owner:** Dover District Council

#### Task B: Urgent maintenance

- **Description:** Although a condition report has not been prepared (see below), there are some actions that can be undertaken immediately in order to arrest further degradation to the fabric of the Maison Dieu including the clearance of water goods and investigation of the bay window in the Mayor's Parlour. Observations have been made during the preparation of the Outline Business Case that provide a starting point for urgent maintenance tasks.
- It is recommended that this work is carried out as soon as possible to avoid further degradation and to avoid incurring further cost in the longer-term on repairs if the work is not undertaken now.
- **Timescale:** Short term - May / June 2015
- **Owner:** Dover District Council (and Your Leisure)

#### Task C: Joint Council review

- **Description:** Once the Outline Business Case has been agreed by the Steering Group it is suggested that it is reviewed informally at a joint meeting of Dover District and Dover Town Council. Following a joint meeting both organisations would be asked (most likely at separate Cabinet / Council meetings)

to consider a recommendation to delegate responsibility and resource to the Steering Group to **prepare** a round one Heritage Lottery Fund application and seek additional funding from elsewhere. It will be important to illustrate fully the option that has been identified by this work and the HLF process; not least the opportunity to secure 'development funding' from the HLF if a round one application is successful. It will also be important to highlight that both Councils will be engaged fully again before the submission of a round one application following further scoping of the project to consider the level of match funding they might contribute.

- Both the Town and District Council have a deep relationship with the Maison Dieu, perhaps beyond any other asset or issue in Dover and their co-operation and support for the project going forwards will be very important. It is recognised that the joint review might be an innovative idea and could present challenges; nevertheless it is considered to be a pragmatic and inclusive step that could serve to establish a broader working relationship between the two organisations.
- The recommendation regarding pursuing an HLF application based on the business case would comprise an important stop / go point in the project process as illustrated by Figure 7.1
- **Timescale:** Short term - June / July 2015
- **Owner:** Dover District Council and Dover Town Council

#### Task D: Commission a condition report

- **Description:** In order to accurately understand the existing condition of the Maison Dieu, identify all necessary urgent repairs and provide more accurate cost estimates for restoration in the longer term, an initial condition report should be undertaken. This work will help to inform all parties about the existing condition of the Maison Dieu, where urgent repairs are needed (beyond those outlined above) and inform more detailed business planning which will feed into future funding applications. Crucially it will help to add more detail and rigour to any cost estimates and mitigate the risk of unforeseen cost increases which will be a major issue of concern for grant funders.
- The condition report need not be a significant undertaking; it is recommended that a survey and report similar to that used to undertake quinquennial reviews of churches would be appropriate (approx. five days on site surveying and two weeks to produce a report). Such a report would prioritise repairs as follows:
  - Urgent
  - Within 1-2 years
  - Within 5 years
  - Desirable
  - Maintenance
- **Timescale:** Short – June – August 2015
- **Owner:** Dover District Council

#### Task E: Urgent repairs and Veolia funding

- **Description:** Alongside longer term works, it is highly likely that the condition report will identify a number of as yet unknown urgent repairs. Clearly these repairs should be undertaken as soon as possible to prevent further degradation and additional cost in the longer term.
- It may be possible to fund these urgent repairs using the Veolia Environmental Trust Fund as set out in Figure 6.2. If it is considered an appropriate source an application could be made to the August application intake. Alongside this, Historic England may also be able to provide funding for urgent works.
- **Timescale:** Short term – August 2015 onwards
- **Owner:** Dover District Council

Task F: Scoping meeting and submission of expression of interest to the HLF

- **Description:** The scale of cost of the Preferred Option is significant even at this stage when cost estimates are indicative. This is undoubtedly a challenge to the project which has been discussed by the Steering Group. Two approaches to project delivery have emerged from these discussions which will be heavily informed by the ability of the project to attract external grant funding, primarily from the HLF:
  - **Comprehensive approach:** Progress the project on the basis of undertaking all of the works necessary to deliver the Preferred Option as part of a single phase. This assumes that very significant funding can be made available by the project partners and secured from third parties
  - **Phased approach:** Divide the Preferred Option into two phases. This assumes that the level of funding sought to deliver the comprehensive approach just isn't likely to be forthcoming and that two major fund-raising exercises will be required over say, a five to 10 year period.
- In order to inform the approach to project delivery it is necessary to engage the HLF as soon as possible and gauge their response to the project and the prospect of a major funding application in the next year or so. The work undertaken to date as part of the preparation of the Outline Business Case and Statement of Significance will provide a more than adequate background to a scoping discussion and expression of interest. This scoping work comprises an important stop / go point, not for the entire project per se but in terms of the approach taken to project delivery
- At this point it would be prudent to discuss with other major heritage stakeholders in and around Dover any plans they have to submit HLF applications and their timetable for doing so. For example, it is understood that major bids may be forthcoming in relation to Dover Castle and the Western Heights in the next few years and it will be critical to ensure that applications are submitted to HLF in a co-ordinated fashion in order to maximise the chances of individual success. Where appropriate, there may also be scope to join-up proposed activities within separate HLF applications to demonstrate partnership working and create activities and initiatives that combined are greater than the sum of their parts.
- **Timescale:** Short term - May 2015 onwards
- **Owner:** Dover District Council

Task G: Undertake a Building at Risk survey

- **Description:** In order to formally classify the condition of the Maison Dieu it would be beneficial to undertake a Building at Risk survey using the Historic England appraisal framework. This simple but formal process ensures that the condition of the building is recognised by important agencies such as Historic England and could add value to future funding applications if the building is identified as being vulnerable or even at risk.
- **Timescale:** Short term – summer 2015
- **Owner:** Dover District Council

Task H: Review current list status

- **Description:** Having undertaken the research and analysis on the building's history in order to produce a Statement of Significance, it may be prudent to review the building's current listing status with Historic England. The building is currently Listed as Grade II\*\* but could potentially be listed as Grade I, the most significant List category. This action will need further thought in terms of the potential strengths and weaknesses of a change in Listing status.
- **Timescale:** Short – summer 2015
- **Owner:** Dover District Council in partnership with Historic England

#### Task I: Prepare a round one Heritage Lottery Funding (HLF) application

- **Description:** Having reviewed the funding options available to the project, it is recommended that the Council progress towards submitting an application to the Heritage Lottery Fund, Heritage Grant programme.
- It is anticipated that this funding application could be in excess of £5m and therefore fall in to a category of applications that require review by the HLF board of trustees. Applications of over £5m are reviewed once a year, with submissions required by the 1<sup>st</sup> December. On the back of this business case, the initial design work and Statement of Significance, it is considered feasible that a first round application could be made to the HLF in the December of 2015, subject to progressing the actions set out above (and others) relatively quickly.
- In order to submit a round one application the following additional work would need to be undertaken:
  - Development of an outline Activity Plan
  - Consultation with local community and stakeholders
  - Further development of design proposals to RIBA Stage C / equivalent
  - Detailed understanding of condition
  - Development of the business case and market testing
  - Identification and securing match funding where practicable
  - Development of the round one application itself.
- The outcome of the round one application process will be an important stop / go point for the project.
- **Timescale:** Short term – submission of the application in December 2015
- **Owner:** Maison Dieu Steering Group

#### Task J: Joint Council review

- **Description:** In parallel with the preparation of the round one HLF application and towards the end of this process, say October, it is suggested that a second joint Council meeting is convened. The purpose of this meeting will be to present progress with the work that will comprise the round one application and to ask the two Councils to commit to investing in the project. Securing match funding in advance of submitting a round one application will be important in demonstrating to external funders the commitment of the District and Town Council and will give significant reassurance that the project is deliverable.
- As with the earlier joint meeting, both Councils would subsequently be asked at formal sessions to consider a resolution to **submit** an application to the HLF based on information received and provide a sum of match funding if the HLF application process is successful.
- This review meeting and subsequent formal sessions by the two Councils would provide an important stop / go point before the application is submitted. Beyond this point, should an application be successful, the Councils would be committed to progressing towards a second round application. Up until this point neither Council is formally committed to investment or provision of resource.
- **Timescale:** Short term – October 2015
- **Owner:** Dover District Council and Dover Town Council

#### Task K: Museum storage review

- **Description:** The preferred option is predicated on being able to relocate the Museum Services stores out of the Maison Dieu. This is not an insignificant action given the specialist nature of some of the items and the need for specialist storage. It is understood that the volume of items stored in the Maison Dieu represents only around one third of the total estate. A short review of options for the

relocation and consolidation of existing Museum Services stores could be undertaken relatively quickly. From discussions with English Heritage and the Steering Group it is understood that there may be opportunities to create a large shared storage facility with other agencies.

- **Timescale:** Short - medium term – summer/autumn 2015 for initial assessment, continuing development of ideas and solutions in the medium term. The physical relocation of the Museum Stores would not necessarily be required until the delivery of the proposed project which is likely to be at least three years into the future.
- **Owner:** Dover District Council

#### **Medium term: 2016-2017**

The tasks set out under this heading are assuming a “first round pass” from the HLF and that the project progress to what HLF term the “development phase” prior to the submission of the second round (and final application). It is important to note that as part of receiving a first round pass, the HLF would fund a large proportion of the work required at this point.

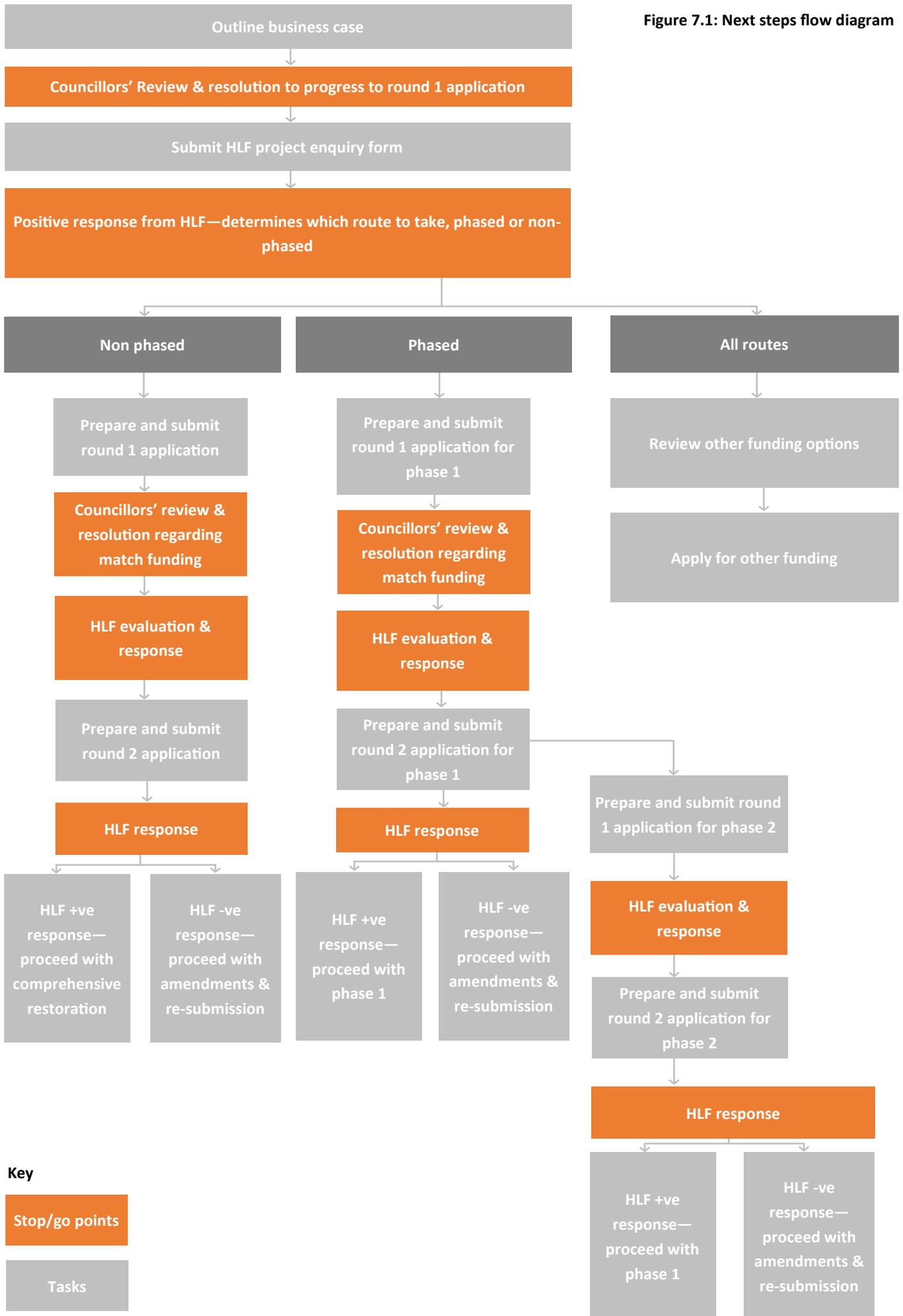
#### Task L: Commission a measured survey

- **Description:** In order to accurately record, understand condition, develop detailed design proposals, provide accurate costings and create a robust business case a measured survey of the building needs to be undertaken. During the development of the outline business case it became apparent that the existing plans are in places out of date and contain inaccuracies. They also do not map the entirety of the building, with the second and third floors, roof spaces, roof-scape and much detail missing.
- It is therefore recommended that a measured survey is commissioned during the development phase of the HLF application process. This would not only help detailed required but would also allow for improved management and maintenance of the building.
- **Timescale:** Medium – during HLF development phase during 2016
- **Owner:** Dover District Council

#### Task M: Prepare a round two HLF funding application

- **Description:** If successful with the round one application to the HLF, the project would enter what is known as the ‘development phase’, which is funded up to 90% by the HLF. The purpose of the development phase is to develop proposals in much more detail in preparation for a round two application. This phase can last up to two years. During the development phase a number of key tasks will need to be progressed likely to include:
  - Detailed design proposals (including all engineering and associated works) to RIBA stage D / equivalent
  - Conservation Management Plan
  - Management and Maintenance Plan
  - A detailed Activity Plan
  - Detailed cost plan
  - Condition Survey Report
  - Carbon Footprint Assessment
  - Detailed Business Plan
  - A number of detailed studies and surveys to support the design work, which could include, but not be limited to: Fire, interior analysis, bat and bird surveys, archaeology etc.
- **Timescale:** Medium term – submission of the application within 24 months of round one application being approved
- **Owner:** Maison Dieu Steering Group.

Figure 7.1: Next steps flow diagram



## Initial risk assessment

The table below sets out a series of initial and broad risks at this stage associated with pursuing the restoration of the Maison Dieu. Where appropriate ideas on risk mitigation are provided. If the project progresses this risk log would be owned by the Steering Group and become an important and useful tool.

**Figure 7.2: Initial risk log**

Risk	Description	Likelihood	Impact	Mitigation / next steps
<b>Funding (HLF)</b>	Failure to secure HLF grant as the main source of funding for the project	Medium	High	<ul style="list-style-type: none"> <li>▪ It is proposed that the HLF are engaged as soon as possible and subsequently an expression of interest is submitted. This initial scoping meeting would help to establish the project with the HLF and help to scope-out the scale of funding that could ultimately be applied for</li> <li>▪ It is recommended that a round one application is prepared. Information developed as part of this business case and the Statement of Significance will provide the basis for the round one application but further work and discussion with the HLF is required</li> <li>▪ If the round one application is successful, the process of preparing a round two application is funded by HLF and the risk of failure at this point is significantly diminished</li> <li>▪ This risk would be borne out once a round one application is submitted and is considered (early 2016)</li> <li>▪ If an application to the HLF is unsuccessful it is suggested that the Steering Group pauses, reconsiders its approach and formulates a more modest or incremental approach to the restoration of the Maison Dieu.</li> </ul>
<b>Funding (match)</b>	Failure to secure match funding	Medium	High	<ul style="list-style-type: none"> <li>▪ It is proposed that early discussions are held with potential match funding sources to understand further their requirements and timescales. This would include the Town Council, other local stakeholders and sources set out in the table below</li> <li>▪ It is likely that an element of match funding would be required from the District Council as owner. The District Council has already identified significant future maintenance investment for the property over the next ten years that could be reallocated.</li> </ul>
<b>Planning</b>	Failure to secure necessary statutory consents	Low	Med	<ul style="list-style-type: none"> <li>▪ Discussions are being arranged at the time of reporting with Historic England and Dover District Council's Conservation Officer about the concept for the project. It is proposed that discussions are also held with the Victorian Society about the proposals in due course. All parties will be consultees for any future planning application.</li> <li>▪ We suggest that engagement with all of these agencies is sustained over the course of the next stages of work.</li> </ul>

Risk	Description	Likelihood	Impact	Mitigation / next steps
<b>Repairs</b>	Failure to carry out necessary urgent repairs and therefore degradation of the building and increased funding requirements	Low	High	<ul style="list-style-type: none"> <li>Urgent repairs have been identified for review by DDC and where necessary implementation will be carried out</li> </ul>
<b>Stakeholder support</b>	Failure to maintain stakeholder / community support	Low	Med	<ul style="list-style-type: none"> <li>As part of this process the Steering Group has been established to engage key stakeholders from the local community. Alongside this individual meetings have been held with stakeholders to inform the development of the outline business plan</li> <li>During future phases greater consultation will occur with the general public and key stakeholder groups. It is proposed that the Steering Group is retained as the key vehicle for driving the project forward.</li> </ul>
<b>Extent of the building</b>	The sheer size and complexity of the building presents issues when establishing solutions and undertaking surveys, analysis etc. This could have a knock on effect on timescales and therefore budget	Low	Medium	<ul style="list-style-type: none"> <li>It is proposed that a measured survey will be commissioned to aid the mapping and understanding of the building and to mitigate risk.</li> <li>Tasks should be carefully estimated in terms of resource allocation, cost and timescale.</li> </ul>
<b>Condition of the building</b>	The currently unknown condition of the building poses a potential risk when establishing costs, timescales etc.	Medium	High	<ul style="list-style-type: none"> <li>It is proposed that an initial condition survey is carried out prior to the development of designs and subsequently costings. Understanding the condition of the building at this point will help to avoid any unexpected cost increases in the future which can often lead to HLF applications being abandoned or turned down.</li> </ul>
<b>Relocation of the museum stores</b>	To ensure comprehensive restoration it has been assumed that the museum stores are relocated out of the building. If this relocation is not a possibility, then the proposals for the re-use of these spaces will have to be re-thought which may impact on the ability to create flexible, useable spaces and impact on the overall viability of the scheme	Medium	High	<ul style="list-style-type: none"> <li>It is proposed that a detailed review of the museum stores is undertaken to establish whether it is possible to relocate them elsewhere.</li> </ul>

### **Indicative Programme**

The table below provides an indicative programme for the broad work-streams required to deliver the project going forwards. In summary it illustrates:

- Stage 1: Preparation of the Outline Business Case and Statement of Significance
- stage 2: Preparation of funding applications
- stage 3: Detailed feasibility
- Stage 4: Project delivery.

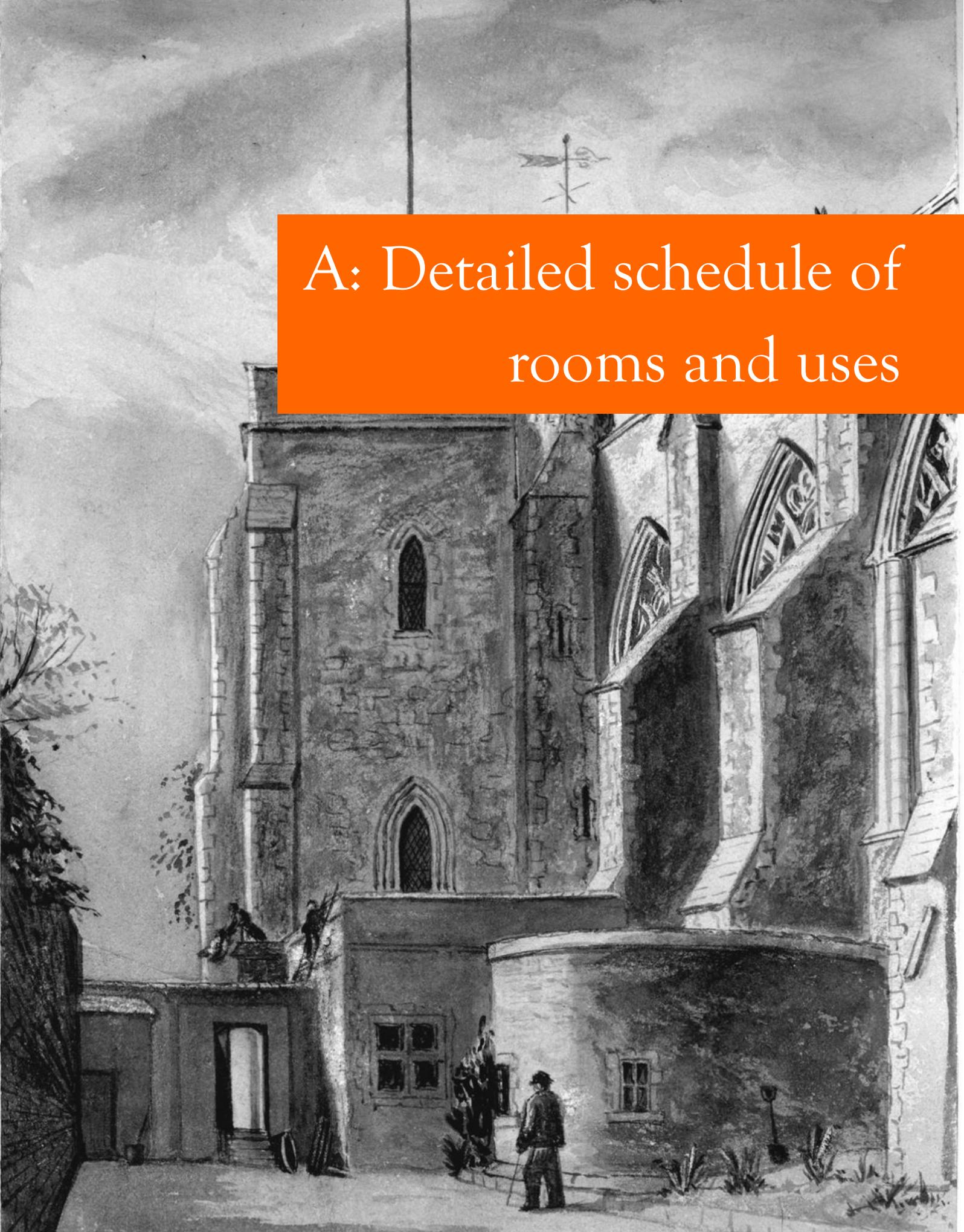
Figure 7.3: Indicative programme

	2015				2016				2017				2018				2019	2020	2021
	Q1	Q2	Q3	Q4															
<b>Stage 1: Initial feasibility</b>																			
Outline business case																			
Statement of Significance																			
Joint Council review																			
<b>Stage 2: Preparation for funding application</b>																			
Urgent repairs																			
Condition survey & review list status																			
Building at Risk Survey																			
Review of museum storage																			
Consolidate storage and remove obsolete items																			
Scoping meeting with HLF and submit expression of interest																			
Develop round 1 HLF application																			
Joint Council review																			
Other funding applications																			
Community engagement/public consultation																			
<b>Stage 3: Detailed feasibility</b>																			
Detailed project development																			
Round 2 HLF application																			
Preparing detailed designs																			
Preparing statutory applications																			
Activities and engagement																			
<b>Stage 4: Delivery</b>																			
Contractor procurement																			
Project delivery																			



# Appendices

A: Detailed schedule of  
rooms and uses



**LOWER GROUND FLOOR**

Lower ground floor		
Room no.	Name	Existing use
LG01	Parking services reception and entrance	Unused
LG02	Parking services office	Unused
LG03	Parking services office	Unused
LG04	Parking services office	Unused
LG05	Parking services kitchen and WC	Unused kitchen and WC
LG06	Circulation	Circulation
LG07	Stair - flag tower	Stair
LG08	Parking services store	Storage (unwanted items?)
LG09	Exit lobby	Lobby
LG10	Oil tank room	Oil tank room
LG11	Boiler room	Boiler room
LG12	Green room	Museum storage (paintings)
LG13	Parking services store	Unknown
LG14	Store	Unknown
LG15	Circulation	Circulation
LG16	Staff room	Unused kitchen
LG17	WC	Unused WC
LG18	Stair - clock tower	Stair
LG19	Male WC	Male WC
LG20	Stair - Ladywell	Stair
LG21	Museum store	Museum storage
LG22	Main storage area below Connaught Hall	Connaught Hall storage
LG23	Entrance to museum store	Entrance to museum store
LG24	Main kitchen	Main kitchen
LG25	Kitchen freezer	Kitchen freezer
LG26	Safe strong	Unused
LG27	Kitchen store	Kitchen store
LG28	Organ bellows room	Organ bellows and storage (unwanted items?)
LG29	Kitchen store	Storage (unwanted items?)
LG30	Electrical intake room	Unknown
LG31	Circulation	Circulation
LG32	Storage	Painting/drawing storage
LG33	WC	WC
LG34	Museum store	Unused
LG35	Museum store	Unused
LG36	Museum store	Unused
LG37	Lobby	Unknown
LG38	Lobby	Unknown
LG39	Lobby	Unknown
LG40	Circulation	Circulation (was access to courtroom)
LG41	Gaol workshop	Unused
LG42	Holding cells	Unused
LG43	Cell	Unused/storage
LG44	Cell	Unused
LG45	Cell	Unused
LG46	Cell	Unused
LG47	Cell	Unused
LG48	Cell	Unused
LG49	Cell	Unused
LG50	Cell	Unused
LG51	Cell	Unused
LG52	Cell	Unused
LG53	Cell	Unused
LG54	Cell	Unused
LG55	Cell	Unused/storage
LG56	Stair	Stair
LG57	Holding cells	Unused
LG58	Visitor information	Unused
LG59	Visitor information store	Unused/storage
LG60	Visitor information centre	Unused

## UPPER GROUND FLOOR

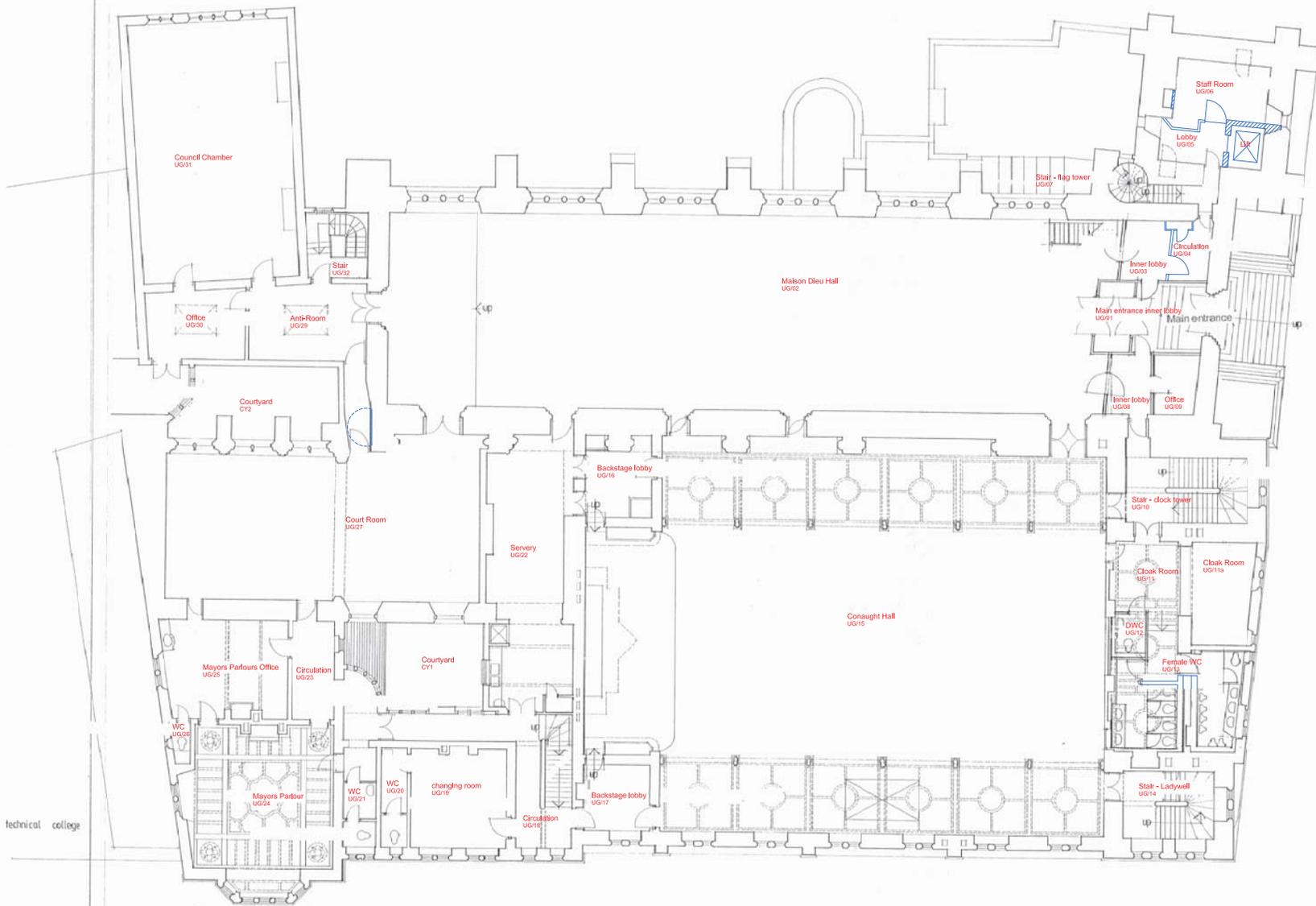
Upper ground floor		
Room no.	Name	Existing use
UG01	Main entrance inner lobby	Main entrance inner lobby
UG02	Maison Dieu Hall	Events, activities
UG03	Inner lobby	Inner lobby
UG04	Circulation	Circulation
UG05	Lobby	Lobby
UG06	Staff room	Staff room
UG07	Stair - flag tower	Stair to flag tower
UG08	Inner lobby	Inner lobby
UG09	Office	Unknown
UG10	Stair - clock tower	Stair
UG11	Cloak room	Clock room
UG11a	Cloak room	Cloak room
UG12	Disabled WC	Disabled WC
UG13	Female WCs	Female WCs
UG14	Stair - Ladywell	Stair/circulation
UG15	Connaught Hall	Events, activities
UG16	Backstage lobby	Backstage lobby
UG17	Backstage lobby	Backstage lobby
UG18	Circulation	Circulation
UG19	Changing room	Unused/informal storage
UG20	WC	WC
UG21	WC	WC
UG22	Servery	Servery
UG23	Circulation	Circulation
UG24	Mayors parlour	Meeting room/unused
UG25	Mayors parlour office	Storage/unused?
UG26	WC	WC
UG27	Court room	Court room - unused/interpretation
UG29	Ante room	Ante room for Your Leisure
UG30	Office	Your Leisure Office
UG31	Council Chamber	Meeting room

**FIRST FLOOR**

<b>First floor</b>		
<b>Room no.</b>	<b>Name</b>	<b>Existing use</b>
FF01	Flag tower store	Unused
FF02	Maison Dieu Hall gallery	Events, activities
FF03	Stair - clock tower spiral	Stair - clock tower spiral
FF04	Stair - clock tower	Stair - clock tower
FF05	Connaught Hall Balcony 2	Events, activities
FF06	Stair - Ladywell	Stair
FF07	Stair - flag tower	Stair
FF08	Connaught Hall Balcony 1	Events, activities
FF09	Connaught Hall balcony 3	Events, activities
FF10	Store	Unknown
FF11	Store	Unknown
FF12	Organ room	Storage
FF13	Circulation	Circulation
FF14	Circulation	Meeting room/office
FF15	WC	WC
FF16	WC	WC
FF17	Minute room	Meeting room/office
FF18	Minute office	Storage for museum/ Town Council
FF19	Minute office	Storage for museum/ Town Council



**NOTES**  
 Do not scale  
 Verify all dimensions on site before commencing any work or preparing any shop drawings.  
 Report any errors or omissions to the architect.  
 All building materials, components and workmanship to comply with the appropriate building regulations British Standards and Codes of Practice and appropriate manufacturers' recommendations.  
 For all specialists work see relevant drawings.  
 This drawing to be read in conjunction with drawing number.



1056\_002A  
 Dover Upper Ground Floor Room Numbers  
 Haverstock  
 06.01.15  
 Revision A, 10.05.15

Prepared By

**DOVER**  
 DISTRICT COUNCIL

Dover District Council  
 White Cattle Business  
 Park Dover  
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Roger Walton, C. Eng. M.I.C.E.  
 HEAD OF PROPERTY SERVICES

Scheme

**DOVER TOWN HALL**  
 CONDITION SURVEY

Drawn By

**UPPER GROUND**  
 FLOOR PLAN

North

Designed

Drawn

Date July 2003

Scale HTS

Checked

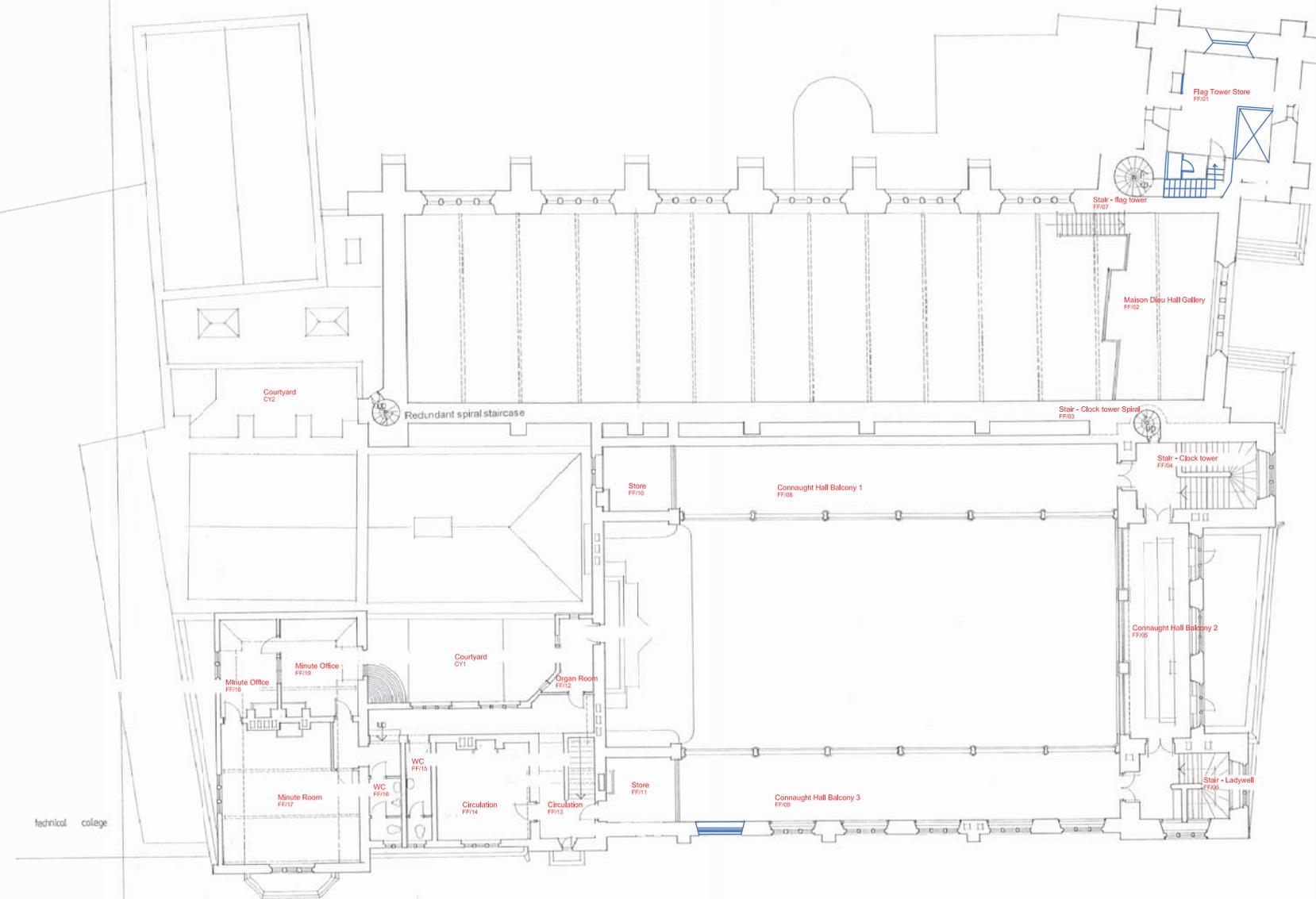
Safety Check

Approved

Drawing No. DTHCS02

File

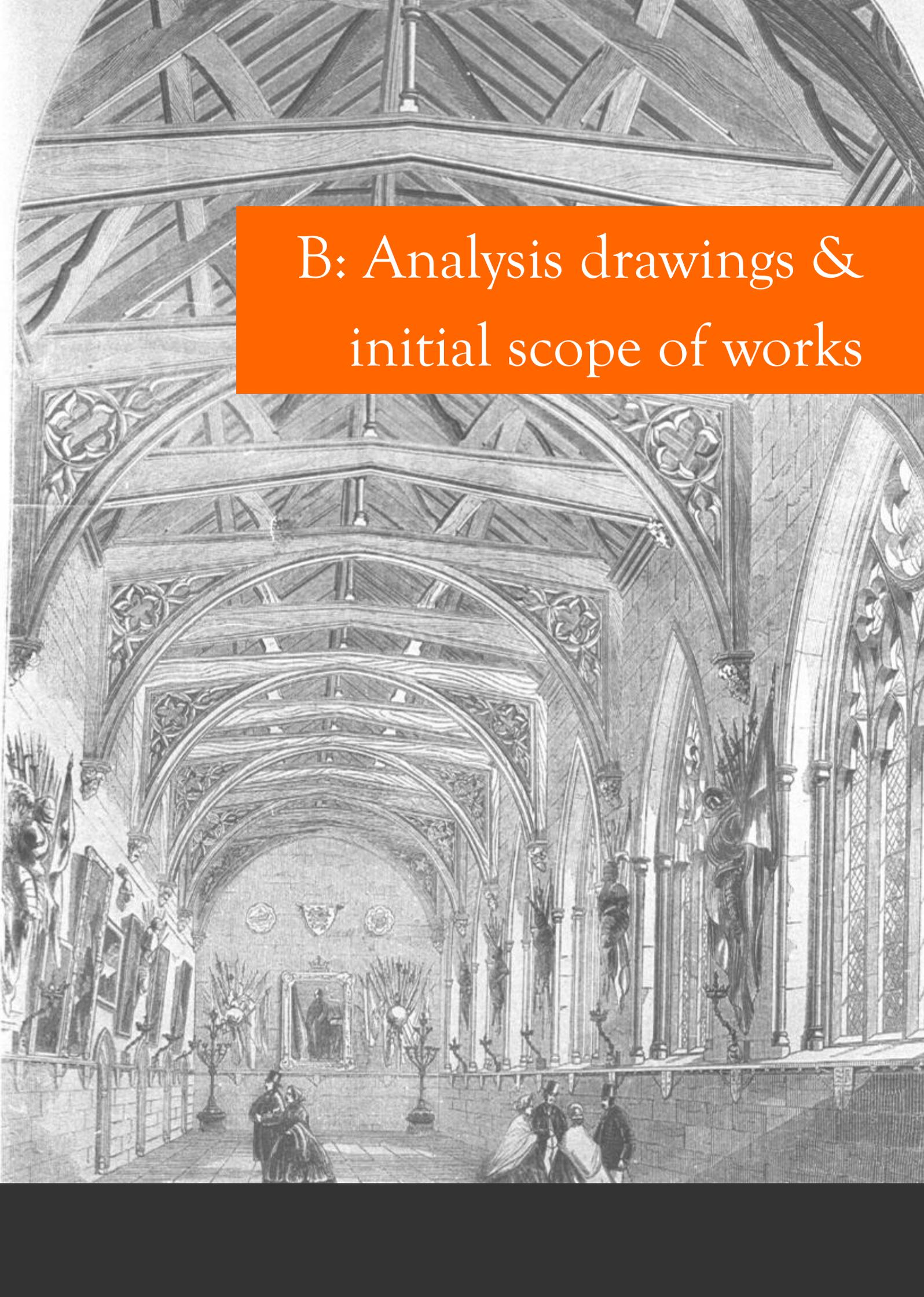
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 For all specialists work see relevant drawings  
 This drawing to be read in conjunction with drawing number.



1056\_003  
 Dover First Floor Room Numbers  
 Haversham  
 06.01.15

Prepared by		Dover District Council White Cuffs Business Park Dover Kent CT16 3JG Tel: (01304) 821199 Fax: (01304) 872086	
Drawn by		Roger Wallen, C. Eng. M.I.C.E. HEAD OF PROPERTY SERVICES	
Scheme			
DOVER TOWN HALL CONDITION SURVEY			
Dwg Title		North	
FIRST FLOOR PLAN			
Checked		Dwg. Check	
Drawn		Subst. Check	
Date	July 2003	Approved	
Scale	NTS	Drawing No.	DTHCS/03
		Rev.	

technical college



B: Analysis drawings &  
initial scope of works



## Internal Architectural Scope of Works / Outline Specification DRAFT

Job Title: Dover Town Hall

Job No: 1056

Document No: 1056-D008

Date: 07/03/2015

Revision: - D

Revision Date: - 23.03.15\_20.04.15\_23.04.15

Revision Details: - Capacity Notes added plus IPA comments; Further comments plus impact of proposed works added; ditto

### Notes:

Read in conjunction with all drawings.

Item	Notes	Comments	Impact of proposed works/Risks
Measured and Topographic Survey	Say £100k for time being (early stages based on circa £50k cost)	Unable to source cheaper quote. Please see Haverstock summary note and recommendation	Risks will remain high without a full understanding of special restrictions, extent of works and associated costs
Other Surveys	Full access comprehensive condition survey, comprehensive conservation plan, intrusive survey work, utilities searches, services upgrade quotes, below ground services trace survey, further documentary research, archaeology and watching brief, paint analysis, dry/wet rot, ecology, asbestos, access audit, stone identification, structural investigations, SI report, roof inspection, catering consultant, AV specialist, specialist surveys of important artefacts such as furniture, clocks, organ, glass	Full review required, extent requires careful consideration at an early stage  General note: Where new lifts or other interventions are proposed an Archaeological watching brief will be needed as medieval fabric could be present/found	As above
Fire engineer	Allow for at least 1 new escape staircase, just in case.	Essential	As above
Storage	Allow for safe storage of retained/associated building furniture during works	Extent unknown	Risk of degradation and loss of fabric without careful storage
		All stated areas are rough Gross Internal (GIFA)	

Drawing References	<p>Existing:</p> <p>1056_015 to 017 for record plans (not measured) 1056_022 and 026 for archive a selection of sections and elevations (not measured)</p> <p>Proposed:</p> <p>1056_028 to 030 for draft proposed mark up plans 1056_031 to 032 for draft proposed section and elevation 1056_033 to 034 for draft proposed visitor guided tour 1056_035 for use diagram</p>		
Masonry repairs	Condition survey required. Several repairs appear necessary, particularly to sandstone parapets and chimney areas where exposed	<p>See marked up plan 004B to 006B</p> <p>Works not covered in cost plan</p>	
Roof repairs	<p>Slated pitched roofs largely appear to be in good condition, there are however broken/missing slates and leaks from flashing and gutters generally</p> <p>Lead work to both side bays of the Connaught display defects and are in need of repair</p> <p>Leaks and outlet issues above Mayors Parlour area require attention. Repair required to interiors below</p> <p>Significant roof leaks in ex-parking services block through lead flat roof</p> <p>Make Chimneys watertight/improve weathering</p> <p>A more detailed survey is required to fully assess extent of works</p>	<p>See marked up plan 004B to 006B</p> <p>Scope unknown</p> <p>We recommend that all roofs are lifted, inspected, necessary remedial works carried out and re-laid/replaced as leaks are evident in all areas. Without this work expensive works within the building could become abortive and loss of significant fabric will be inevitable</p> <p>Works not covered in cost plan</p>	Risks will remain without works
Other works	<p>Reinstatement of original Stone Hall roof ventilators and mechanism as per records is desirable</p> <p>Restore Connaught hall ventilators and install new silent fans</p> <p>Retain as all significant features throughout</p> <p>Strip out of low grade extensions harmful to historic building. Such as LG kitchen extension into Mayors Parlour courtyard and flat roof over LG Victualling courtyard</p>	See marked up plan 004B to 006B	

	Restoration of windows throughout, plus draft proofing to opening lights		
Decoration Strategy	<p>Conservation/recreation of extant interiors is desirable throughout. Allow funds at this stage for scope below:</p> <p>Carefully strip paint from targeted test areas of original Burgess Interior (wall and ceiling) in Connaught Hall, 3# staircases and Mayors Parlour block (test areas to each large room on each floor) in order to determine and record original decorative schemes. Leave remaining area covered. Recommend over painting facsimile decorations based on photographs and physical evidence found to all areas to give the full W. Burges experience</p>	See British Museum case study for similar approach	Allows protection of original decorations while showing the visitor the complete W. Burges vision
Conservation and repair of building furniture and other artefacts	Full restoration is desirable	<p>Extent and costs unknown</p> <p>What about reclaiming furniture lost to other over the years?</p> <p>Not covered in cost plan</p>	
Restore large organ		Possibly relocate organist	
Restore Flat bed clock mechanism, historic housing, and external double faced cantilevering clock structure			
New M&E installation throughout.	<p>Retain original services such as gas pipes and fittings etc as part of interiors</p> <p>Relocate main plant room</p> <p>Allow for upgraded incoming services</p>		
<b>Stone Hall new works</b>	<p>Refer to proposed plans</p> <p>Reorder principal main entrance</p> <p>Establish new secure lobby lower ground floor (LGF) and upper ground floor (UGF), reception, and office extending into flag tower floors</p> <p>New passenger lift between LGF and UGF (and possibly</p>	<p>Allow for specialist lighting.</p> <ul style="list-style-type: none"> <li>- Stone Hall circa 300m2</li> <li>- Reception / lobby/staircase/lift circa 36m2</li> <li>- Potential office in tower circa 21m2 per floor (2 floors)</li> <li>- Proposed lower ground floor lobby and cloak space circa 93m2</li> <li>- Proposed WC's circa 56m2</li> <li>- Reuse of cells as green rooms / storage / interpretation of Archaeology circa 177m2</li> </ul>	<p>Alterations to timber screens forming lobby to be kept to a minimum. However changes have already been made in the past. Reception office needs to be a control point with visibility to entrance area. Careful consideration required</p> <p>Lift has been positioned over old plant room to minimise impact on historic fabric, however a</p>

	<p>mezzanine depending on detail)</p> <p>New floor required over existing deep plant room area. Consider filling in area due to flooding and moisture risks</p> <p>Creation of WC's and cloak space to LG with conversion of cells to small green room spaces, display of archaeology, and storage to Cells Block</p> <p>Ensure link to Connaught Hall LGF kitchen facilities</p> <p>Purpose built mobile bar and storage area</p> <p>Works to clear and make main staircase undercroft water tight required for reuse and conservation of decaying fabric</p> <p>Provision of additional emergency escape routes/points</p>	<p>Current capacity of hall: 400 theatre style 220 seated at round tables</p> <p>The hall could benefit from general restoration of finishes and roof repairs. Restoration of roof ventilators would be possible and recommended. Improved H&amp;S access to roof gutters. General masonry and flashing repairs</p> <p>Potential for further archaeological investigations to lower ground floor</p> <p>Consider investigation into previous decorative scheme</p> <p>Restoration of paintings and other artefacts not covered as part of this project. However, careful removal, storage and reinstallation to be covered to facilitate works.</p>	<p>structural opening will need to be made to the stone hall floor, all be it contained within screened lobby area</p> <p>Lift extending to mezzanine area needs careful consideration. Visual impact is likely to be high within stone hall, particular with stained glass window to gable. Therefore suggest this is ruled out unless acceptable detail can be agreed. It is not essential to achieve full accessibility to galley spaces.</p> <p>Changes to cells and corridor below stone hall to be kept light touch, expect the rationalisation of contemporary services, ideally reusing the existing floor trench where extant. Connection floor trenches likely to compete routes subject to archaeological investigations</p> <p>Investigation required to determine structural arrangement and agreeable means of adaptation</p> <p>Conversion to WC and cloak spaces to have careful consideration</p>
<p><b>Connaught Hall new works</b></p>	<p>Refer to proposed plans, section and elevation</p> <p><b>New entrance and double height lobby to Connaught Hall</b></p> <p>Remove central section of existing masonry wall and form new opening with contemporary stone surround (see museum of Scotland new entrance by Gareth Hoskins below)</p>	<p>Allow for specialist lighting.</p> <ul style="list-style-type: none"> <li>- Connaught Hall circa 400m<sup>2</sup></li> <li>- Gallery space circa 173m<sup>2</sup></li> <li>- Proposed double height entrance lobby and reception/cloaks/staircase/lift circa 100m<sup>2</sup></li> <li>- Proposed WC's circa 66m<sup>2</sup></li> <li>- Proposed storage/green room/circulation circa 151m<sup>2</sup></li> <li>- Proposed Kitchen 138m<sup>2</sup></li> <li>- Other circulation space – not measured.</li> </ul> <p>Currently capacity: 500 theatre style 300 seated at round tables 600 standing</p> <p>The hall could benefit from complete restoration. There is a possibility that an original and intricate decoration scheme exists behind the more contemporary paint and requires further investigation. See decoration strategy in general notes above</p>	<p><b>New entrance and double height lobby to Connaught Hall</b></p> <p>The most significant element of the building altered by these works is the high street facade which remains as the original W Burges design except for the addition of the commemorative bells and associated stone tabature and plaque, which are also significant</p> <p>The symmetry/asymmetry composition of the original elevation can be respected by the new opening being placed centrally with a contemporary surround incorporating signage without detracting from the original building fabric and composition</p> <p>Investigation required to determine structural arrangement and agreeable means of adaptation</p>



<http://www.garethhoskinsarchitects.co.uk/assets/627/project-large>

Address damp problems to lower ground floor area abutting street

Install new glass entrance doors with lobby to street frontage opening

Open up existing masonry wall to provide head height to welcome space and glimpses into the Connaught Hall with new circulation space above between staircases. This would require:

Removal of upper floor area (circa 59m<sup>2</sup>) and temporary propping

New structural beam and columns to support masonry wall above, stretching between existing staircases

Form new gallery floor stretching between existing staircases with new glass balustrade

Form stone clad raised floor, FFL to match street level

New stone staircase from raised floor at pavement level down to lower ground floor level

New lift to foyer between lower ground floor, upper ground floor

Restoration and improvement of the original ceiling ventilators. Thorough cleaning, actuated damping for improved energy efficiency, silent controllable fans, acoustic attenuation. Perhaps reintroduce original sun burner (without burners) to ceiling ventilator, subject to ensuring adequate natural ventilation is still achieved

See roof repairs in general notes above

The 20<sup>th</sup> century kitchen extension should be removed due to its impact on the original building fabric and the Mayors Parlour courtyard

### New internal lobby area

This area has been heavily modified from the original W Burges design which originally housed a kitchen, parlour, two WC's and cellars on the lower ground floor level plus vestibule under the gallery and retiring room (small set of WC's) at upper ground floor level. This arrangement has since been modified with the removal of all original fixtures and fittings and demolition of some walls and the erection of others to form a large male WC to the lower ground floor level and cloak room, female WC and accessible toilet. Little is left visible of particular note in this area

Proposed lift arrangement/position has been considered. The least intrusive arrangement has been illustrated on the sketch plans and section. Special consideration of the Connaught Hall interior has kept the lift to the front of the building. The lift can not extend to the gallery areas as the impact on the hall interior and external elevations could not be justified

Investigation required to determine structural arrangement and agreeable means of adaptation

### Reconfiguration of undercroft below hall

This area has been rearranged from the original W. Burges layout. However the proposed arrangements seeks to retain as much of the original layout as possible while allowing adaptation for the proposed function (more of the original kitchen walls could be retained dependant on the necessary catering arrangement (see dashed lines on plan)

Investigation required to determine structural arrangement and agreeable means of adaptation

	<p>New ticket/reception desk area</p> <p>Creation of independent WC's and cloak space to LGF</p> <p>Large commercial kitchen and servery, staff mess, green room/circulation, and large storage wall behind with link to stone hall LG space as back of house.</p> <p>New serving lifts (two number flanking kitchen and stage above)</p> <p>Consider refit and possible reconfiguration to scissor lift to retain access for large items such as tables and props</p> <p>New Audio Visual system with stage and attic upgrade</p> <p>Mobile Bar (to be share with Stone Hall)</p>		<p>The original arrangement doesn't appear to hold any particular significance and would be best arranged to improve functionality of the overall building, thus ensuring the building remains relevant to the local community, becoming a stronger focal point of activity with an increased potential for future sustainability</p> <p>Removal of the low grade 20<sup>th</sup> century extension within the Mayors Parlour block courtyard and restoration to original arrangement is desirable</p> <p>Creation of alternative means of escape routes in areas of low significance deemed essential to safe conversion and reuse of spaces</p>
<b>Conversion of Mayors Parlour</b>	<p>Into holiday let</p> <p>New entrance door off shared staircase. Access control to door at street level</p> <p>Fire protection to shared staircase</p> <p>Careful installation of kitchen area to sit within historic fabric</p> <p>Considered conversion of existing WC area to include bath/shower</p> <p>Allow for FF&amp;E as per Brackley Town Hall case study</p>	<p>Circa 137m2 per floor/unit</p> <p>Works are urgently required to prevent the ingress of water from gutters and roofs etc</p> <p>Dry rot and wet rot pose a significant risk to this area and requires further investigation to ensure its eradication</p> <p>Drainage to the courtyard must significantly improved / created urgently with new surface finish</p> <p>There is a risk of significant loss of fabric in these areas, particularly with regards to the exquisitely decorated Burges interior</p> <p>Decorations as per strategy in general notes above</p> <p>WC areas could benefit from being restored while allowing careful adaptation to provide a bath/shower area</p>	<p>Exposed decorations offer a tantalising insight into the original decoration schemes and hold particular significance. Works should not damage or detract from these features. Consideration should be given to uncovering the whole or part.</p> <p>The possibility of recreation over the top of the existing finishes might pose a more affordable and lower risk to original decorations. See British Museum case study</p>
<b>Conversion of Ex-Parking Services</b>	<p>Option 1: 'Welcome Centre' – space for small scale fixed interpretation and welcome function linked to revised drop off point for shuttle buses from cruise ships.</p> <p>Option 2: Holiday let</p> <p>Strip out low grade interior and expose period features such</p>	<p>Circa 100m2</p> <p>The area would benefit from being stripped back to the medieval fabric, particularly within the tower, withstanding a complete study must be undertaken of the area to gain full understanding of each elements significance.</p>	<p>The existing 20<sup>th</sup> century internal finishes mask the original fabric to a large degree</p> <p>Exposing the original medieval fabric and alterations in part or whole would illustrate the significance of the tower structure and greatly improve its relevance to the whole building.</p>

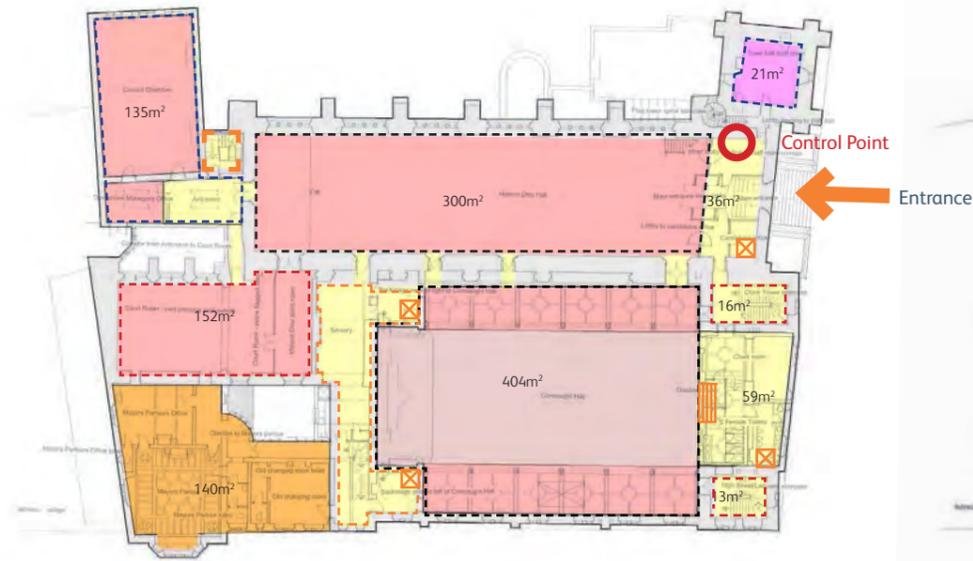
	<p>as fire places etc.</p> <p>Rectify damp problems (allowing the fabric top breath) and rectifying defective roof coverings</p> <p>Carefully install kitchen and WC area within historic fabric</p> <p>Consider removal of existing lift to re-establish level access connection with Stone Hall LGF</p> <p>Consider conversion of room LG/03 as a new plant room subject to further detailed review</p>	<p>There might have been some loss of fabric in the previous 20th Century refurbishment but measures should be put in place prevent any further loss with conservation techniques. Area to be carefully refitted while exploiting the medieval/other eras of adaptation</p> <p>All under Archaeological watching brief</p> <p>Repairs are required to roof/flashings and parapets. See general notes</p>	<p>This holds a particular relevance to the area becoming a 'welcome centre' for the site</p>
<b>Conversion of Clock Tower</b>	<p>Small holiday let potential</p> <p>Ditto Mayors Parlour</p> <p>Establish alternative means of escape onto Connaught hall roof</p> <p>Consider as a future phase?</p>	<p>Circa 26m2 split between two floors</p> <p>These areas are currently completely unused and suffering from water ingress from the roof and flashings. Some roof timbers and floor timbers are suffering from wet rot. Water is also damaging the building fabric below, such as the arched brick soffit to the staircase</p> <p>The original flat bed clock mechanism, weights, and enclosure should be restored</p> <p>Conversion would require care to retain existing spiral staircase and windows</p>	
<b>Conversion of Visitor Information Block (VIC Block)</b>	<p>Into Cafe with kitchen, serving area and WC's</p> <p>Allow for external seating area and new level entry access</p> <p>Kitchen and dining area fit out by tenant</p>	<p>Circa 120m2 internal Circa 190m2 external</p> <p>Possibility of using courtyard</p> <p>Remove 20<sup>th</sup> century fitted furniture and retain as much of the existing interior as possible with a natural and carefully considered conversion</p>	<p>Ditto comments made below for Conversion of Council Chamber Block</p> <p>Fit out by tenant must be approved prior to installation</p>
<b>Conversion of Court Room</b>	<p>Into Interpretation and visiting exhibition space</p> <p>Consider as part of Council Chamber Block</p> <p>Retain and repair existing court room interior</p> <p>Ensure link to LGF kitchen is achieved</p>	<p>Circa 150m2 including circulation area.</p> <p>Allow for exhibition designer and specialist lighting?</p> <p>Water ingress from roof gutter / parapet flashings above need to be addressed to prevent damage to interior. Some plaster and timber panelling are suffering and require immediate attention to prevent loss of fabric</p> <p>Considered conversion repair to ensure court room interior</p>	<p>New lift in courtyard considered but deemed unnecessary due to impact on the existing buildings and the unnecessary expanse, particularly with the proximity of other serving lifts and circulation routes from the lower ground floor kitchen</p>

		survives	
<b>Conversion of Council Chamber Block</b>	<p>Into function rooms. Note historic interior of main room requires restoration, together with furniture and paintings</p> <p>Carefully convert the office into a WC and kitchenette area to improve functionality</p> <p>Reconfiguration of staircase to form means of escape direct to outside space considered essential Ensure link to LGF kitchen is achieved</p>	<p>Circa 145m2 including lobby / staircase.</p> <p>Current capacity: 90 theatre style 50 seated at round tables.</p> <p>Some water ingress has damaged the panelled ceiling and requires immediate attention to prevent loss of more fabric.</p> <p>Considered conversion and cleaning required to ensure court room interior survives</p>	<p>Conversion of office to form ancillary WC's and kitchenette plus adjustments to steel staircase and existing ground floor external wall considered acceptable to improve use potential and sustainable future. Furthermore these spaces and external elevational treatment are considered ancillary to the buildings principle elements and pose negligible risk to the fabric overall</p>

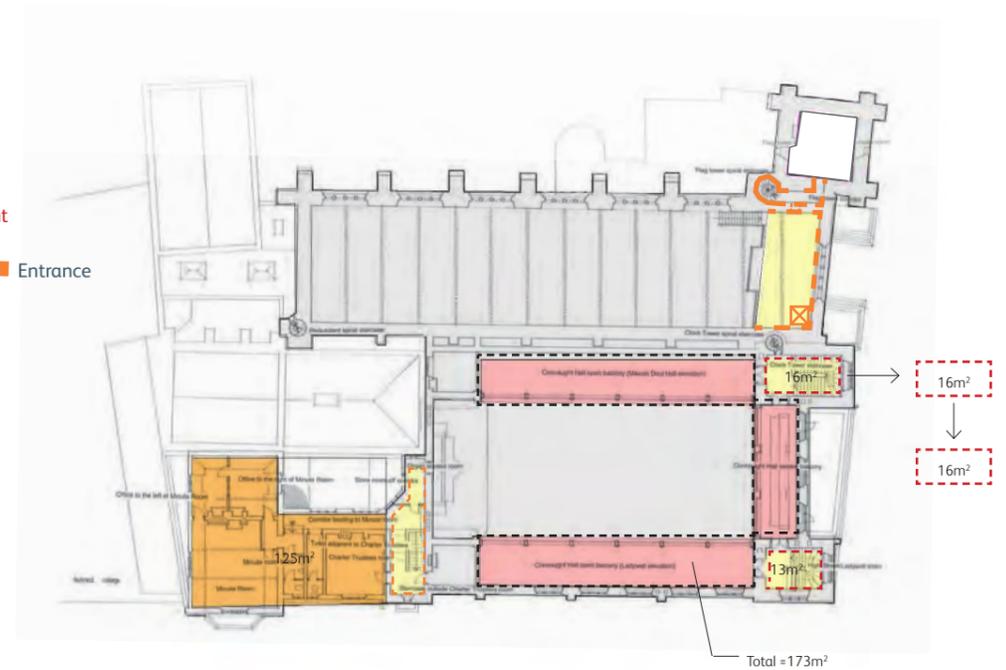
# Maison Dieu



Lower Ground Floor  
GIFA - 1565m<sup>2</sup>



Upper Ground Floor  
GIFA - 1471m<sup>2</sup>



First Floor  
GIFA - 1096m<sup>2</sup>

- Kitchen
  - Mess / Circulation / Green Room
  - Store
  - WCs
  - Cloaks  
Lobby & Circulation
  - Holiday Let
  - Cafe
  - Interpretation Centre /  
'Welcome Centre'
- 1** Stone Hall
  - 2** Connaught Hall
  - 3** Service / Back of House
  - 4** Mayor's Parlour
  - 5** VIC Block
  - 6** Parking Services Block

- Hall / Function Space
- Lobby & Circulation
- Office
- Holiday Let

- Hall / Function Space
- Holiday Let

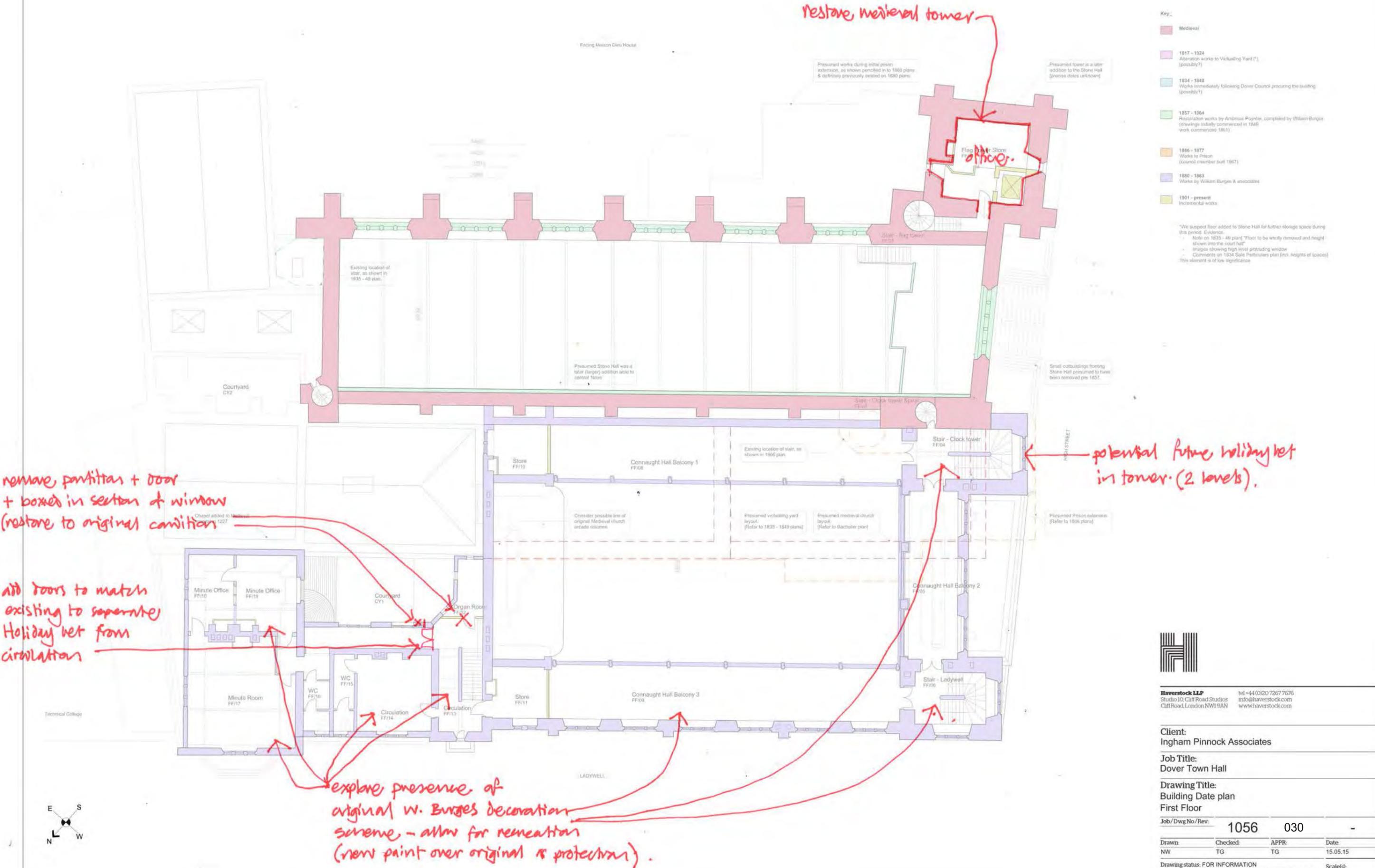




Rev	Date	By	Chk	Appr	Description

Key	Description
Medieval	Medieval
1817 - 1824	Alteration works to Victualing Yard (?) (possibly?)
1834 - 1848	Works immediately following Dover Council purchasing the building (possibly?)
1857 - 1864	Restoration works by Ambrose Poynter, completed by William Burges (drawings initially commenced in 1849 work commenced 1861)
1866 - 1877	Works to Prison (council chamber built 1867)
1880 - 1883	Works by William Burges & associates
1901 - present	Incremental works



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 tel +44 (0)20 7267 7676

**Client:**  
 Ingham Pinnock Associates

**Job Title:**  
 Dover Town Hall

**Drawing Title:**  
 Building Date plan  
 First Floor

**Job/Dwg No/Rev:**  
 1056 030 -

Drawn	Checked	APPR	Date
NW	TG	TG	15.05.15

**Drawing status:** FOR INFORMATION  
 Do not scale from this drawing. Check all dimensions on site before ordering. **Scales:** 1:100@A1

Rev	Date	By	Check	Appr	Description

Principal Buildings:  
Dover:  
N° 10



NB: bells etc added previous



NB: clock as built is cantilevering from elevation.

level access entrance (stone wall)  
Main entrance to stone wall.

relocation of Zeeburgers plaque to side or above new entrance.  
new contemporary entrance, as Museum of Scotland example, to form level access + entry for Cornmarket Hall.

ELEVATION - HIGH STREET

St. Augustin Church  
10 Breckingsham Lane Dover

216/10



Haverstock LLP  
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www.haverstock.com

Client:  
Ingham Pinnock Associates  
Job Title:  
Dover Town Hall

Drawing Title:  
Existing West Elevation  
[Burgess original - photocopy]

Job/Dwg No./Rev:	1056	031	A-
Drawn:	Checked:	APPR:	Date:
NW	TG	TG	20.04.15

Drawing status: FOR INFORMATION  
Do not scale from this drawing. Check all dimensions on site before ordering.  
Scale(s):  
1:100@A1

Rev	Date	By	Check	Appr	Description

Municipal Buildings:  
DOVER:

D°5

consider recreation of original scheme.

investigate wall + ceiling decoration to Connaught Hall + wings, parlour block.

goods style lifts (x2) for sewing link between kitchen + V&F

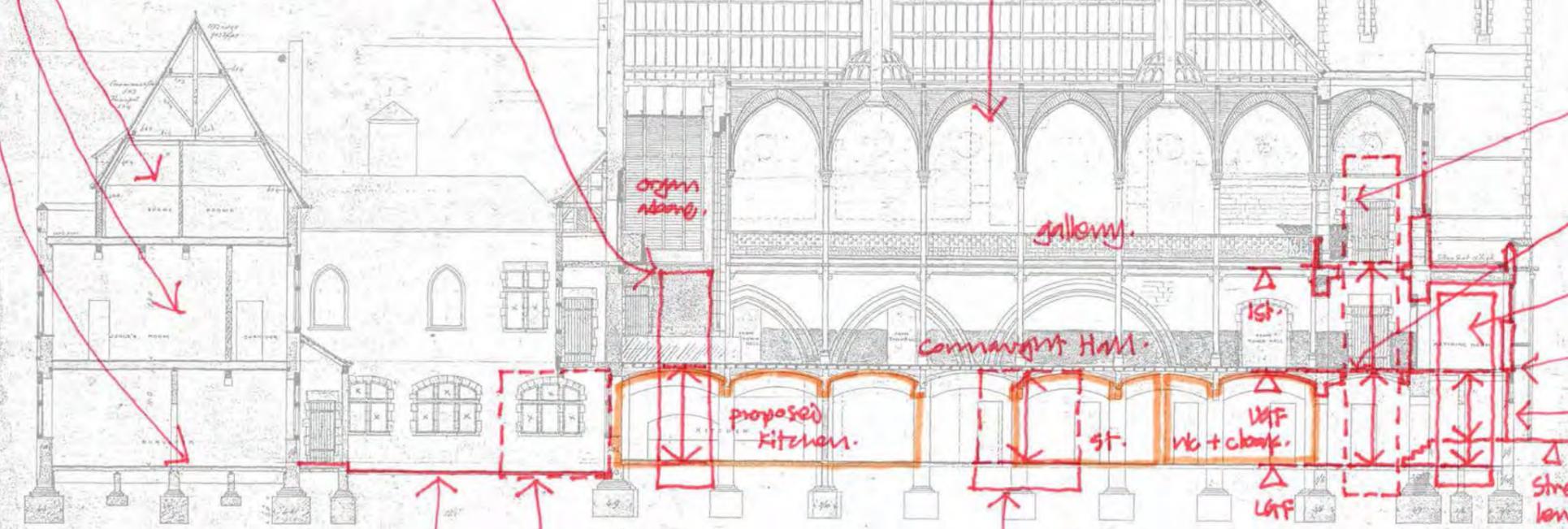
lift location discounted due to impact on W. Burges interior.

new gallery to link staircases outside Connaught Hall.

proposed lift location but only between street level, V&F & L&F.

demolish upper ground floor to form double ht. lobby.

enlarge window opening to form new entrance.



new below ground drainage to courtyard + new floor finish.

removal of recent low grate extension.

renew scissor lift to allow movement of large items (lift to current regulations).

SECTION ON LINE AA

216/5



Haverstock LLP  
Studio 10, Cliff Road Studios  
Cliff Road, London NW1 9AN

Client:  
Ingham Pinnock Associates

Job Title:  
Dover Town Hall

Drawing Title:  
Existing Section through Connaught Hall  
[Burges original - photocopy]

Job/Dwg No/Rev: 1056 032 A

Drawn: NW	Checked: TG	APPR: TG	Date: 20.04.15
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Drawing status: FOR INFORMATION  
Do not scale from this drawing. Check all dimensions on site before ordering.

Scale:  
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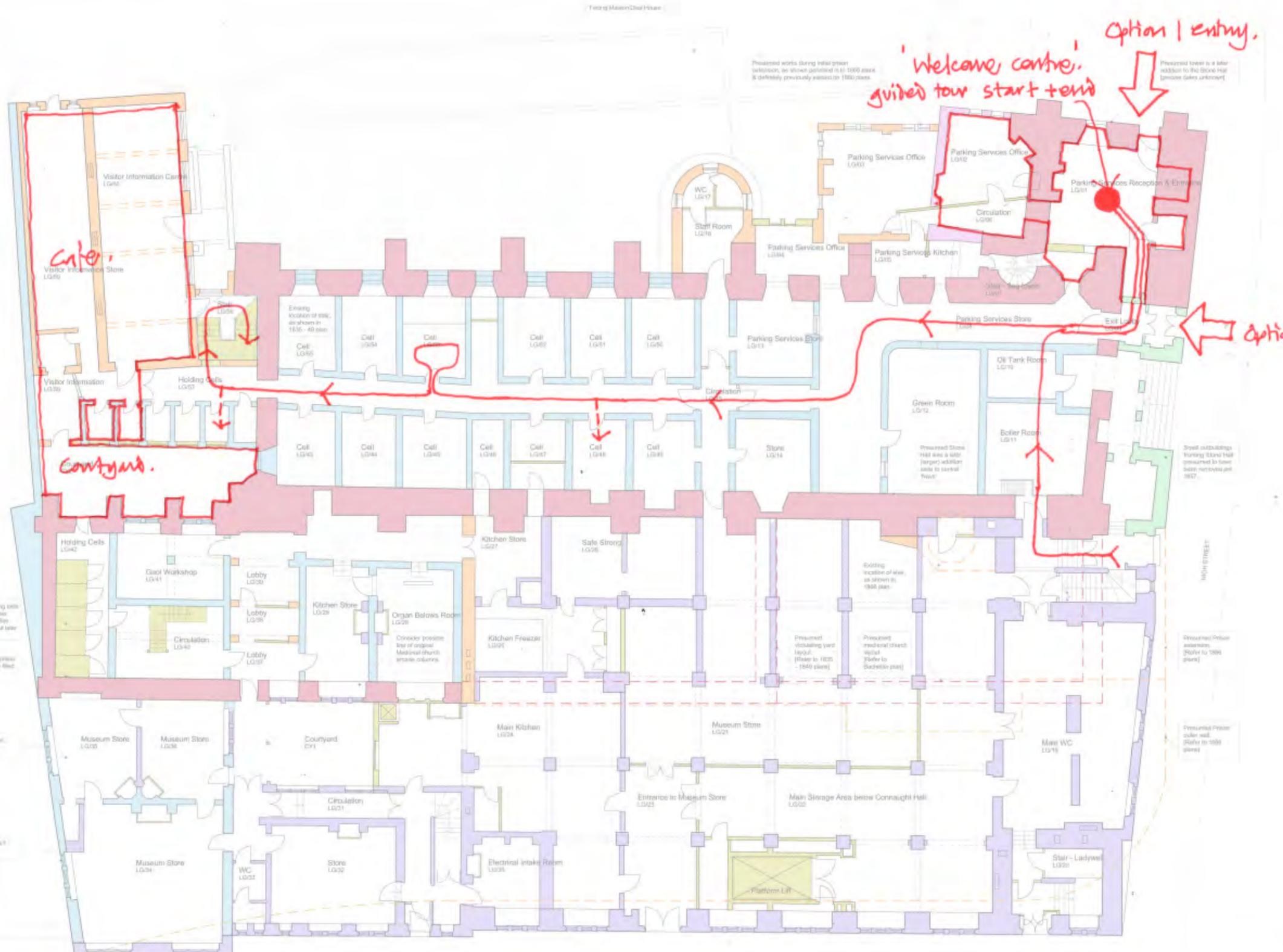


C: Plan showing potential routes for tours

Rev.	Date	By	Code	Appr.	Description

- Key:
- Medieval
  - 1817 - 1824  
Addition works by Villars & Poynter (possibly?)
  - 1834 - 1840  
Works by (possibly) Knowles Cover Court (possibly?)
  - 1857 - 1858  
Restoration works by Ambrose Poynter completed by William Skelton (possibly) completed in 1840 (work completed 1851)
  - 1866 - 1877  
Works by Poynter (possibly) chamber built 1877
  - 1888 - 1893  
Works by William Skelton & Associates
  - 1901 - present  
Incompletable works

"We support these additions to Stone Hall for the reason stated above the main building."  
 "Made on 1838 - 40 plan" "To be able to be added and height above into the court yard"  
 "Images showing high level protruding window"  
 "Comments on 1834 Rate Particulars plan (see heights of spaces)"  
 "This element is of low significance"



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**Client:**  
 Ingham Pinnock Associates

**Job Title:**  
 Dover Town Hall

**Drawing Title:**  
 Building Date plan  
 Lower Ground Floor

**Job/Dwg No./Rev:** 1056 033

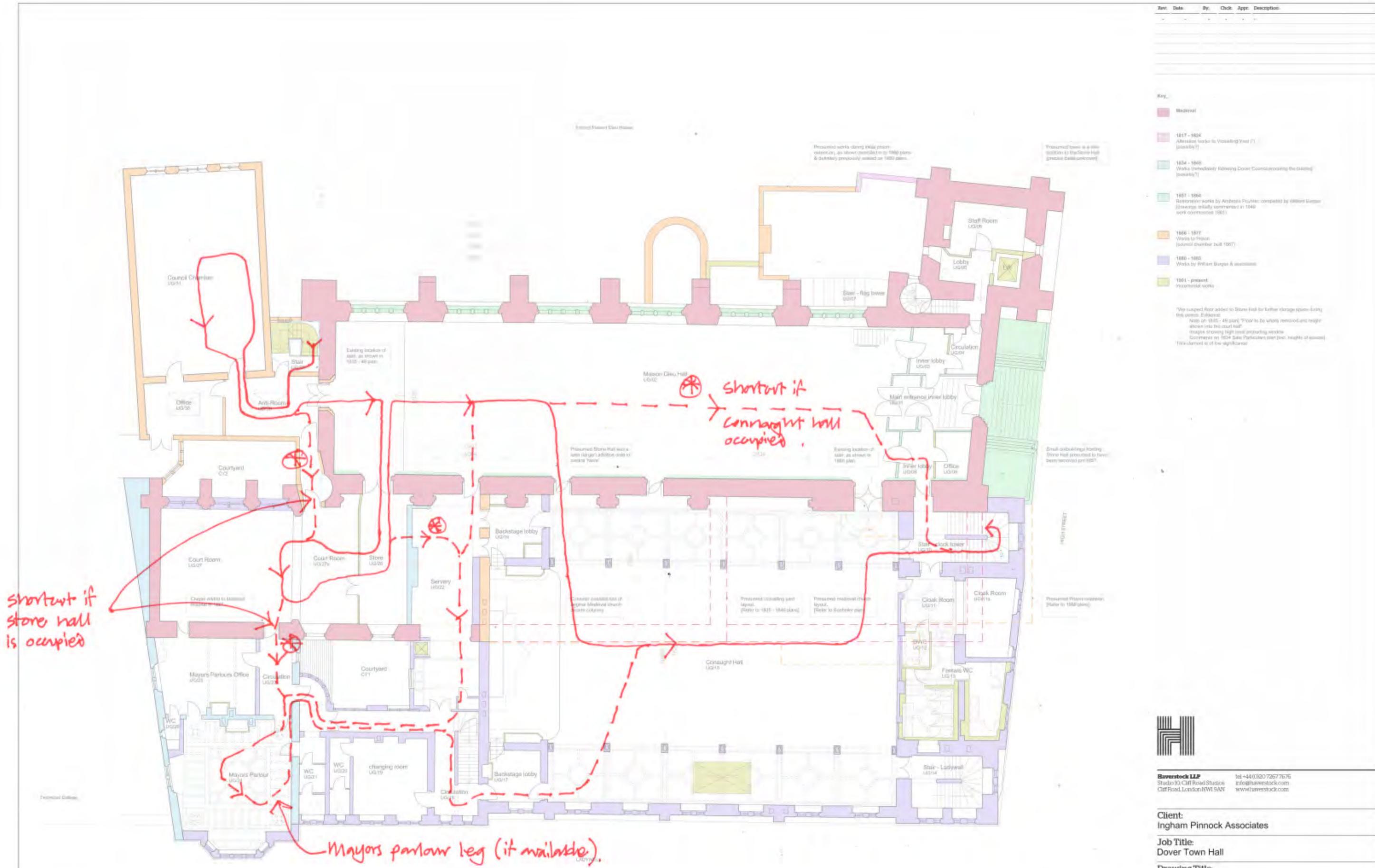
Drawn	Checked	APPR	Date
NW	TG	TG	15.05.15

**Drawing status:** FOR INFORMATION  
 Do not scale from this drawing. Check all dimensions on site before ordering. **Scale:** 1:100@A1



Rev.	Date	By	Check	Appr.	Description

- Key
- Redwork
  - 1817 - 1860  
Allegation works by Vassall/Year (?)  
(possibly?)
  - 1824 - 1860  
Works (irrevocably following Dover Council acquiring the building)  
(possibly?)
  - 1863 - 1868  
Restoration works by Ambrose Poynter completed by William Gosser  
(drawings initially commenced in 1848  
work commenced 1861)
  - 1866 - 1877  
Works by Thomas  
(journal chamber built 1867)
  - 1880 - 1885  
Works by William Burgess & succession
  - 1961 - present  
Historicist works
- \*An alleged floor added to Stone Hall for further storage space during the period. Evidence:  
None on 1835 - 40 plans. \*Floor to be wholly removed and height shown into the court hall.  
Images showing high level protruding windows.  
Comments on 1904 Sale Particulars over post. Height of ground.  
\*Not deemed to of significance.



shortcut if store hall is occupied

shortcut if Connaught hall occupied

Mayors parlour leg (if available)



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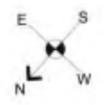
**Client:**  
Ingham Pinnock Associates

**Job Title:**  
Dover Town Hall

**Drawing Title:**  
Building Date plan  
Upper Ground Floor

Job/Dwg No./Rev	1056	034	-
Drawn	Checked	APPR	Date
NW	TG	TG	15.05.15

**Drawing status:** FOR INFORMATION  
Do not scale from this drawing. Check all dimensions on site before ordering.  
**Scale:** 1:100 @ A1



NO. 1  
DOVER TOWN-HALL.  
COUNCIL CHAMBER.  
SIDE WINDOW.

