
Subject: ADOPTION OF THE WATERLOO CRESCENT CONSERVATION AREA CHARACTER APPRAISAL

Meeting and Date: Cabinet – 8 May 2017

Report of: Nadeem Aziz – Chief Executive

Portfolio Holder: Councillor Nick Kenton, Portfolio Holder for Environment, Waste and Planning

Decision Type: Key Decision

Classification: Unrestricted

Purpose of the report: To adopt the Waterloo Crescent Conservation Area Appraisal as a Local Development Document.

Recommendation: Cabinet agrees to:

1. the proposed responses to the representations received and the resulting modifications to the Waterloo Crescent Conservation Area Character Appraisal as set out in Appendix 1;
 2. adopt the Waterloo Crescent Conservation Area Character Appraisal as a Local Development Document as set out in Appendix 2; and
 3. authorise the Head of Regeneration and Development, in conjunction with the Portfolio Holder, to make any necessary editorial changes to the Waterloo Crescent Conservation Area Appraisal to assist with clarity, consistency, explanation and presentation.
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1. Summary

1.1 Cabinet approved the Draft Waterloo Crescent Conservation Area Appraisal for public consultation in January 2017. Consultation has now been undertaken and, following the analysis of representations, modifications are now proposed.

1.2 There are three key recommendations in the Appraisal:

- 1) The development of a strategy for the enhancement of the public realm;
- 2) Publication of a design guide for the replacement of windows; and
- 3) Enhancement of the setting of the grade II listed war memorial.

2. Introduction and Background

2.1 The draft Waterloo Crescent Conservation Area Appraisal was approved for public consultation by Cabinet on the 9th January 2017. It was prepared by officers in the Regeneration Section following recommendations in the Dover District Heritage Strategy.

2.2 The Waterloo Crescent Conservation Area was originally designated in 1970. Local councils are required under the Planning (Listed Buildings and Conservation Areas) Act 1990 to review their conservation areas from time to time to ensure that the

original designation was correct, and to formulate and publish proposals for further enhancement and preservation of their conservation areas. The draft Appraisal has been produced in compliance with this requirement.

- 2.3 The consultation period ran for six weeks from 26th January to 9th March 2017 and the District Council received 95 responses from 27 individuals or organisations. There were no objections to the Conservation Area Appraisal and the findings were generally supported.
- 2.4 Further to comments received during the consultation additional text, indicated in **bold** in the Appraisal, has been inserted to make the document more robust, to include additional information that was highlighted during the consultation and to assist with the interpretation of the Appraisal.
- 2.5 A full list of representations received, together with the proposed District Council responses and amendments are set out in Appendix 1.

Development of a strategy for enhancement of the public realm

- 2.6 The Appraisal recommended the development of a strategy for the enhancement of the public realm. It was noted that the treatment of the public realm has not been cohesive and has resulted in unnecessary 'clutter' within the Conservation Area. An audit of the existing street furniture and surface materials will help inform proposals for change to further enhance the character and appearance of the Conservation Area.

Publication of a design guide for the replacement of windows

- 2.7 The Appraisal recommends the introduction of a design guide for the replacement of windows. This Conservation Area is unique in Dover District as all of buildings within the Conservation Area are listed and in use as flats, offices or other business use, and replacement of windows already requires both Listed Building Consent and planning permission. The aim of the guidance would be to assist those applicants in making successful applications by providing advice on what would be considered appropriate.
- 2.8 A design guide would be subject to a separate consultation exercise to enable it to be approved as Supplementary Planning Guidance.

Enhancement of the setting of the war memorial

- 2.9 The grade II listed war memorial acts as a focal point within the Conservation Area and the recommendation is to support works that would enhance its status, for example, the reinstatement of boundary railings. Such works may require planning permission.

Proposed extensions to the existing Waterloo Crescent Conservation Area boundary

- 2.10 The draft Appraisal suggested three extensions to the existing Conservation Area boundary, as follows:
1. Granville Gardens
 2. The garden to the seaward side of the Gateway flats

3. Esplanade and beach in front of Waterloo Mansions

- 2.11 While there was general support for amendments to the Conservation Area boundary several responses to the consultation stated a desirability to include Wellington Dock and the De Bradelei Wharf shopping centre in the Conservation Area. Other responses considered that the recommendation to include Granville Gardens should be omitted.
- 2.12 As mentioned in paragraph 2.7, Waterloo Crescent Conservation Area is unique in Dover District as all buildings and structures within the boundary are listed and the current boundary is drawn tightly around them. The Appraisal recognises that it is the quality of these buildings, their homogeneity in design, materials and scale, in addition to their setting and their direct relationship to the coast which has a significant and defining influence on the character and appearance of the Conservation Area.
- 2.13 Several respondents to the consultation identified Wellington Dock (grade II listed) and De Bradelei Wharf (unlisted) as meriting inclusion in the Conservation Area boundary due to the site's significance as Dover's historic shipbuilding area and for its contribution to the D-Day landings (as the location for the mooring of dummy landing craft). Views of the Conservation Area across the site from Snargate Street and the Western Heights were also noted as being significant to the setting of the Conservation Area. De Bradelei Wharf has been identified in the Appraisal as contributing to the setting of the Conservation Area, but the character of Wellington Docks and De Bradelei Wharf is industrial in nature and the buildings are functional in detail in contrast to the homogenous architectural and historic character and appearance of the buildings within the Conservation Area. In addition, the statutory status of Wellington Dock as a listed building confers a higher level of protection than Conservation Area designation. For these reasons it is considered that Wellington Dock and De Bradelei Wharf should not be included in a revised boundary.
- 2.14 Granville Gardens is identified within the Appraisal as having value in the contribution it pays to the setting of the Conservation Area, providing views into and enhancing the experience of the Conservation Area, in particular as a contrast to the built form. Granville Gardens was a planned public open space historically, and structures next to and on the space had a recreational function, including a bandstand, baths and refreshment rooms. None of the structures remain, having been damaged during the war and/or swept away in post-war clearance, and historic maps show that the area of land has changed significantly in size and form such that the area today does not reflect the historic planform of the gardens. Consequently, whilst contributing to the setting of the Conservation Area Granville Gardens does not in itself have any architectural value and insufficient historic character to warrant inclusion in the boundary.
- 2.15 The Appraisal identifies that buildings are central to the special character of the Conservation Area. The national guidance by Historic England on designating, appraising and managing Conservation Areas states that when considering boundary changes it may be beneficial to take existing local policies into account. Granville Gardens, Marine Parade and the Esplanade are protected open space and subject to policy DM25 in respect of any proposed development. In addition, in the case of both the open spaces and De Bradelei Wharf, Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the local planning authority to consider the impact of development on the setting of listed buildings. The setting of the Conservation Area is therefore considered to be adequately protected by legislation and local policies, and the areas recommended for inclusion in the boundary

identified in the draft Appraisal are omitted from the recommendations in the final approved document.

3. Identification of Options

3.1 Option 1: That the amendments to the Waterloo Crescent Conservation Area Appraisal are agreed and it is adopted as a material consideration for planning purposes: or

3.2 Option 2: That the amendments to the Waterloo Crescent Conservation Area Appraisal are not agreed and it is not adopted as a material consideration for planning purposes.

4. Evaluation of Options

4.1 The Appraisal would be used to identify opportunities for environmental improvements, inform new development and to act as an evidence base for the evaluation of new proposals. It would also be used by Planning Inspectors in appeal situations and, as it has been through a public consultation greater weight can also be attributed to it.

4.2 The Appraisal has been produced in response to the recommendations in the Dover District Heritage Strategy and the accompanying Action Plan. It, therefore, implements part of the Heritage Strategy.

4.3 If the Appraisal was not adopted, then the benefits outlined above would not be realised and the special character of the Conservation Area could be at risk through inappropriate development. The first option is, therefore, recommended.

5. Resource Implications

5.1 The Appraisal would be made available on the District Council's website. Further internal resources would be required to undertake public consultation relating to the proposed changes to the Conservation Area boundary.

6. Corporate Implications

6.1 Comment from the Section 151 Officer: "Finance has been consulted and has nothing further to add" (SB)

6.2 Comment from the Solicitor to the Council: The Solicitor to the Council has been consulted in the preparation of this report and has no further comments to make.

6.3 Comment from the Equalities Officer: "This report does not specifically highlight any equalities implications, however in discharging their responsibilities members are required to comply with the public sector equality duty as set out in section 149 of the Equality Act 2010 <http://www.legislation.gov.uk/ukpga/2010/15>".

6.4 Other Officers (as appropriate): none

7. Appendices

Appendix 1 – Analysis of Representations and Suggested District Council Response.

Appendix 2 – Waterloo Crescent Conservation Area Appraisal January 2017.

Background Papers

Cabinet Report of 9 January 2017.

Contact Officer: Alison Cummings, Principal Heritage Officer, extension 2464