

CITY OF PLYMOUTH

Subject: Review and Designation of Conservation Areas in Devonport and Stonehouse.

Committee: Planning

Date: 19 October 2006

Cabinet Member: Strategic Planning Policy

CMT Member: Director of Development

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Part: I

Executive Summary:

The Council, as the Local Planning Authority, has a statutory duty to designate, review, and prepare management plans for Conservation Areas within its administrative area. English Heritage guidance also recommends that it is best practice to prepare appraisals of the 'special interest' that justifies Conservation Area status. These requirements are also now subject to the provisions of Best Value Performance Indicator 219.

In response to these requirements, and in tandem with the preparation of the Local Development Framework and particularly the Area Action Plans for Devonport and Millbay/Stonehouse, the existing Conservation Areas in these two areas have been reviewed and where necessary revised. This has resulted in the reduction (by amalgamation) of the number of individual Conservation Areas from 8 to 6, and significant revisions to the boundaries of three of these.

Draft appraisals and management proposals have also been produced for these Conservation Areas which are designed to identify their special character, and act as a framework for the control of development and a guide for the future management of the area. The proposed revisions to the Conservation Areas and drafts of the appraisals and management proposals were subject to public consultation in September 2006. There were no objections to the principle of the proposed revisions.

Corporate Plan 2006-2009:

The review and designation of the Conservation Areas forms a key part of the developing LDF, which is itself one of the Council's key strategies for delivering its Corporate Aims, as identified in the Corporate Plan. In particular the LDF will help to build Plymouth's future by articulating a spatial planning vision and strategy in support of the City Strategy. It is a

genuinely cross-cutting strategy, supporting each of the Council's 8 strategic objectives through provision of spatial planning policies and proposals.

**Implications for Medium Term Financial Plan and Resource Implications:
Including finance, human, IT and land**

The review of the Conservation Areas for Devonport and Millbay/Stonehouse has extended the designated areas and will provide for additional planning controls in some areas. It is envisaged that this will lead to an increased workload for Development Consents, but that this will be offset to some extent by the easier management that should ensue from clearer designations. Workloads will be assessed annually to see if the number of applications for Conservation Area Consent or planning applications increase as a result of the new designations. There are no additional costs envisaged at this stage, however if any should arise as a result of the annual review, these will need to be included in the Medium Term Financial Plan.

Other Implications: e.g. Section 17 Community Safety, Health and Safety, Risk Management, etc.

The management proposals look at improvements to the public realm. Community safety is an important element to improving the quality of the public realm.

Recommendations & Reasons for recommended action:

It is recommended that the Committee:

- 1 Resolve to adopt the proposed revised Conservation Areas boundaries.

Reason: To allow the City Council to meet its statutory responsibilities regarding the designation of Conservation Areas, and to meet the timetable for the developing LDF, and the requirements of BVPI 219(a).

Alternative options considered and reasons for recommended action:

The boundaries could remain unchanged. However this would not enable the Council to adequately reflect the better understanding it now has of the heritage value of Stonehouse and Devonport and to properly incorporate areas of conservation importance into its statutory planning framework. The Council has a statutory duty to review its Conservation Areas from time to time.

Background papers:

Planning (Listed Buildings and Conservation Areas) Act 1990.

Planning Policy Guidance Note 15: *Planning and the Historic Environment*. 1994

Guidance on conservation area appraisals, English Heritage, 2006

Guidance on the management of conservation areas, English Heritage, 2006

LDF Local Development Scheme, March 2006.

Devonport Characterisation Study and Management Proposals, 2006

Stonehouse and Millbay Characterisation Study and Management Proposals, 2006.

Sign off: comment must be sought from those whose area of responsibility may be affected by the decision, as follows (insert initials of Finance and Legal reps, and of Heads of HR, AM, IT and Strat. Proc.):

Head of Fin	EM DevF670 033	Head of Leg	JAR	Head of HR	N/A	Head of AM	N/A	Head of IT	N/A	Head of Strat Proc	N/A
Originating CMF Member											

1. BACKGROUND

- 1.1 The City Council as the Local Planning Authority, has a statutory duty to '*from time to time determine which parts of their area are areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance*' and to '*designate those areas as conservation areas.*'(s.69(1), Planning (Listed Buildings and Conservation Areas) Act 1990). It also has a statutory duty to review its Conservation Areas from time to time, and consider whether these should be revised (s.69(2)) and '*from time to time to formulate and publish proposals for the preservation and enhancement ofconservation areas*' (s.71).
- 1.2 English Heritage also advises that Conservation Areas should have full appraisals of the 'special interest' that warrants their designation (*Guidance on the management of conservation areas, English Heritage, 2006*), and a local authority's performance in designating, appraising and managing its Conservation Areas is now the subject of Best Value Performance Indicator 219. This measures the number of Conservation Areas within an authority's area (BVPI 219a); the percentage of Conservation Areas that have an up-to-date appraisal (BVPI 219b), and the percentage of Conservation Areas with published management proposals (BVPI 219c).
- 1.3 In response to these requirements and to meet the needs of the LDF programme, all the existing Conservation Areas within the boundaries of the Area Action Plans for Devonport and Millbay/Stonehouse have been reviewed. A number of changes to these existing areas have been proposed, resulting in the reduction, through the amalgamation of four existing areas, of the overall number of Conservation Areas from 8 to 6, but including significant extensions to three of the new areas. The overall effect is a significant increase in the area designated. It is intended that all the existing City Conservation Areas will be reviewed in due course in accordance with a priority programme agreed by the Council's Historic Environment Champion, though this may be subject to change if circumstances require (Appendix 1).
- 1.4 These proposals were subject to a public consultation exercise between 22 August and 15 September 2006 at the Council's offices at George Street, and at the Foyer in Octagon Street and St Paul's church in Durnford Street. A total of six written representations were received from the public in response to the proposals to extend the Devonport Area. This included two objections to the proposed new boundaries from residents of Baker's Place, Richmond Walk, who were concerned that Baker's Place was not included in the proposed extension to the Conservation Area. Inclusion of this area had been considered as part of the review, but it had been decided that Conservation Area designation of this part of Richmond Walk was not justified. There were no objections in principle to the proposed extension. Most responses raised concerns relating to possible future development and the future management of the area, which were not matters relating to the designation process *per se*, although a useful indicator of people's concerns. The owner and developer of the former MoD Mount Wise military enclave, which comprises a significant part of the proposed extension of the Conservation Area has expressed concerns about the possible effects of designation on the development programme, but again is not opposed in principle to the designation.

- 1.5 Four written representations were received from the public in response to the proposals for Stonehouse, all of them relating to the proposed new Conservation Area for the Stonehouse peninsula. There were no objections to the principle of extending the Conservation Area, though respondents raised various concerns over existing and envisaged problems within the area.
- 1.6 Appraisals and Management Proposals have been drafted for the Devonport and Stonehouse Conservation Areas, and these will be completed shortly. This will ensure that the statutory requirement to '*formulate and publish proposals for the preservation and enhancement of ..conservation areas*', and the requirements of BVPI 219(b) and (c) will be met.

2. THE NEW CONSERVATION AREAS

Devonport (Fig.1)

- 2.1 The existing Devonport Conservation Area was designated in 1999. It is centred around the former civic, administrative and commercial heart of Devonport, based on Ker Street, Duke Street, Cumberland Street and George Street. It also includes Picquet Barracks, and part of Mount Wise Park. The appraisal of this Conservation Area indicated that this boundary did not fully reflect the architectural and historic interest and character of Devonport, and in particular, the town's historic links with the Dockyard and the sea, both of which were fundamental to its existence. While it is not proposed to include the historic Dockyard in the revised Conservation Area at this time, the opportunity has been taken to include a substantial area of waterfront land to the south and east of the existing Conservation Area, an opportunity enhanced by the recent release of the former MoD land to the east of Mount Wise Park.
- 2.2 The principal change to the existing Conservation Area boundary is the proposal to also include the whole of Mount Wise Park; the former MoD lands to the east and west of the Park; part of Richmond Walk, and Mutton Cove, in recognition of the historic importance of the area in the history of Devonport, its waterfront location, and as historic recreational and green areas. The new area contains important historic buildings and structures, including standing remains of the Dock Lines, and significant archaeology. Some of these buildings, such as Admiralty House, are landmark buildings of national importance. Richmond Walk is an important historic access to the waterfront specifically created for that purpose. Mutton Cove was a thriving community from the late 18th century until World War II and an historic harbour that provided an important civilian access to the waterfront.
- 2.3 A draft appraisal and management proposals document has been prepared for the new Devonport Conservation Area. The management proposals will include an extension of controls over householder permitted development rights that has proved effective elsewhere in controlling inappropriate development within Conservation Areas.

Stonehouse Peninsula (Fig 2)

- 2.4 The Durnford Street Conservation Area was designated in 1969 and extended in 1977. It focused on Durnford Street, described by Pevsner as 'Plymouth's most complete C18 street', and also included the two major historic building groups of Stonehouse Barracks dating from 1760, and the Royal William Victualling Yard, a unique complex designed and built by Sir John Rennie, and started in 1825. The Durnford Street Conservation Area adjoined the former Emma Place/Millbay Road Conservation Area at its northern end. The Emma Place Conservation Area was designated in 1999, and comprises a block of early-mid 19th century mainly residential properties between Emma Place and Caroline Place.
- 2.5 It was clear from a review of these two Conservation Areas that an extension was justified to fully reflect the architectural and historic interest and character of the Stonehouse peninsula. It is therefore proposed to amalgamate the two existing Conservation Areas and then extend them to include Eastern King as far as the western boundary of Millbay Docks to the east, and the area of Stonehall Flats as far as the surviving medieval Stonehouse town wall, to the north. The new Conservation Area will be called the Stonehouse Peninsula Conservation Area.
- 2.6 It is proposed to include the whole of the area of Eastern King within the extended Conservation Area in recognition of the existence of a number of important historic structures that are integral elements of the architectural and historic character and development of the peninsula. The most significant of these are the Long Room, the Prince of Wales Redoubt of 1849 and its associated batteries; and the 19th century dock to the immediate south of Millbay grain silo. The area is demonstrably an integral historic part of the peninsula in its own right, and its inclusion within the revised Conservation Area recognizes and reinforces the historic integrity of the peninsula.
- 2.7 Stonehall Flats and Stonehouse town wall form the northern limit of the proposed Conservation Area. This area is included in recognition of the existence of the 15th century wall, which is a Scheduled Ancient Monument and one of the oldest standing structures in Plymouth. It forms an historic northern boundary to the peninsula. The area is also proposed for inclusion in recognition of the historic interest of Stonehall Flats, which are amongst the earliest municipal 'working class' housing in the country. The area was also the site of the 18th century Stonehall House. The small derelict cottage attached to the town wall, currently on the Buildings at Risk Register, may have been part of the stables for Stonehall House.
- 2.8 A draft appraisal and management proposals document has been prepared for the new Stonehouse Peninsula Conservation Area. The management proposals will include an extension of controls over householder permitted development rights, which have proved effective elsewhere in controlling inappropriate development within Conservation Areas.

North Stonehouse (Fig 3)

- 2.9 The Wyndham Square Conservation Area was originally designated in 1977 and extended in 1995. It is bounded to the north by Wyndham Lane; to the east by the rear of properties fronting Cecil Street, though including a slight detour along

Wyndham Street east to include 'The Melbourne' public house and the former gymnasium building to the south; to the south by the southern boundaries of St. Boniface School and Francis Street, and to the west by the boundary wall of the Millfields. It lies immediately adjacent to the North Road West Conservation Area, which was designated in 1999. This Conservation Area focuses on four distinct building groups; the terraces running alongside the south side of North Road West to the junction with Cecil Street; the terrace on the eastern side of Eldad Hill; Polruan Terrace fronting Victoria Park, and the former St. Dunstan's Abbey complex on the north side of North Road West. Victoria Park forms the northern boundary and Wyndham Lane the southern boundary.

- 2.10 The review of these existing Conservation Areas indicated that they did not fully reflect the historic interest and character of the northern part of Stonehouse. It is therefore proposed to extend the existing Conservation Area to include an adjoining area of residential terraces to the east of the existing Conservation Areas, defined by Wyndham Street East to the south, Archer Terrace and the former railway line to the east, and Arundel Crescent, Haystone Place and Victoria Park to the North. These terraces are proposed for inclusion within an extended Conservation Area because they compare in architectural and historical interest to the existing Areas, and also predate a significant part of those Areas. The line of the former railway to the east forms a robust historic boundary.
- 2.11 A draft appraisal and management proposals document has been prepared for the new North Stonehouse Conservation Area. The management proposals will include an extension of controls over householder permitted development rights, which have proved effective elsewhere in controlling inappropriate development within Conservation Areas.

Adelaide Street (Fig 4)

- 2.12 A minor revision is proposed to the existing Conservation Area to exclude a car park and landscaped playground that do not contribute to the Conservation Area.
- 2.13 A draft appraisal and management proposals document has been prepared for the Adelaide Street Conservation Area.

Millfields (former Royal Naval Hospital) (Fig 5)

- 2.14 No change is proposed to this Conservation Area.
- 2.15 A draft appraisal and management proposals document has been prepared for the Millfields Conservation Area. The management proposals may include an extension of controls over householder permitted development rights, which have proved effective elsewhere in controlling inappropriate development within Conservation Areas.

Union Street (Fig 6)

- 2.16 It was originally proposed that the existing Union Street Conservation Area would be extended to include an area to the immediate north, and this proposal was taken to public consultation. While no public responses were received, this proposal has been

considered further by officers. It is now recommended that this extension is not included at this time since the “special” character of the area proposed has not been clearly defined. There is therefore no change proposed to the existing Union Street Conservation Area.

- 2.17 A draft appraisal and management proposals document has been prepared for the Union Street Conservation Area.

3. NEXT STEPS

- 3.1 If the Committee accept the recommended changes to the Conservation Area boundaries as detailed in this report, the Local Planning Authority is then required to inform the Secretary of State for Communities and Local Government, and English Heritage, of this decision. A Notice of this decision will then be published in the London Gazette and in the Evening Herald. It is proposed that these notices will be served and published immediately following the decision of this Committee.

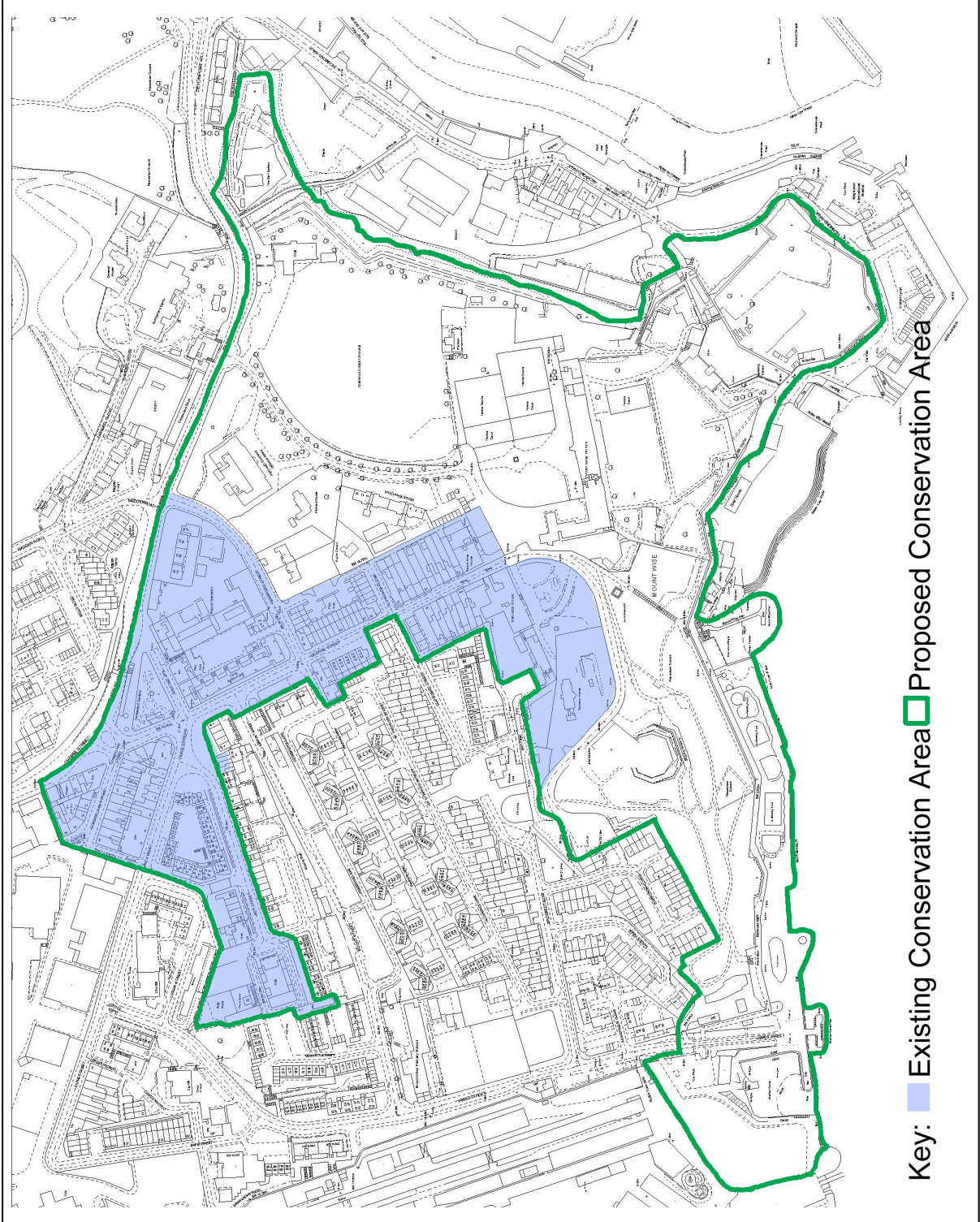


Figure 1 Devonport Conservation Area and proposed extensions

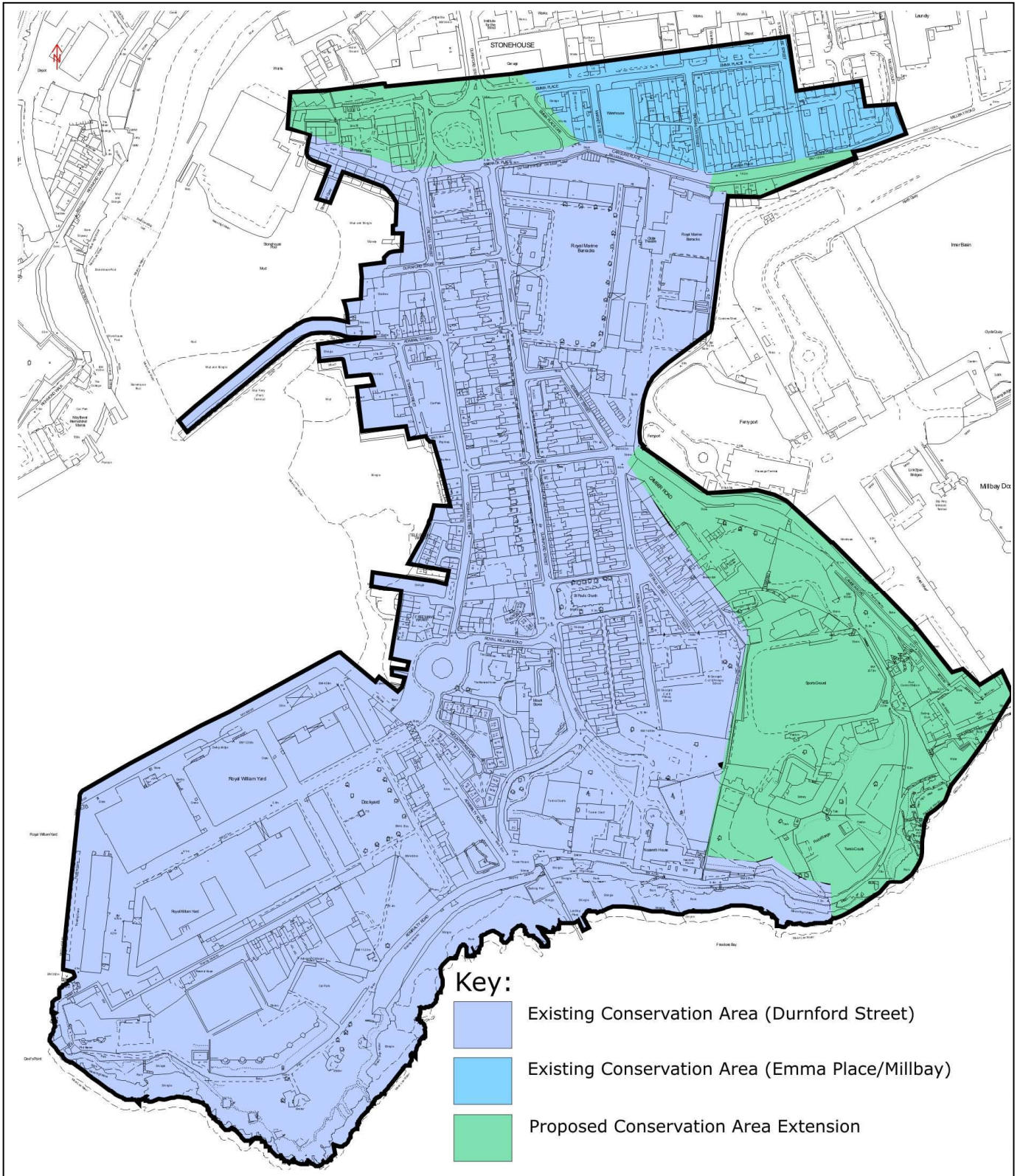


Fig 2 Stonehouse Peninsula, existing Conservation Areas and proposed extensions

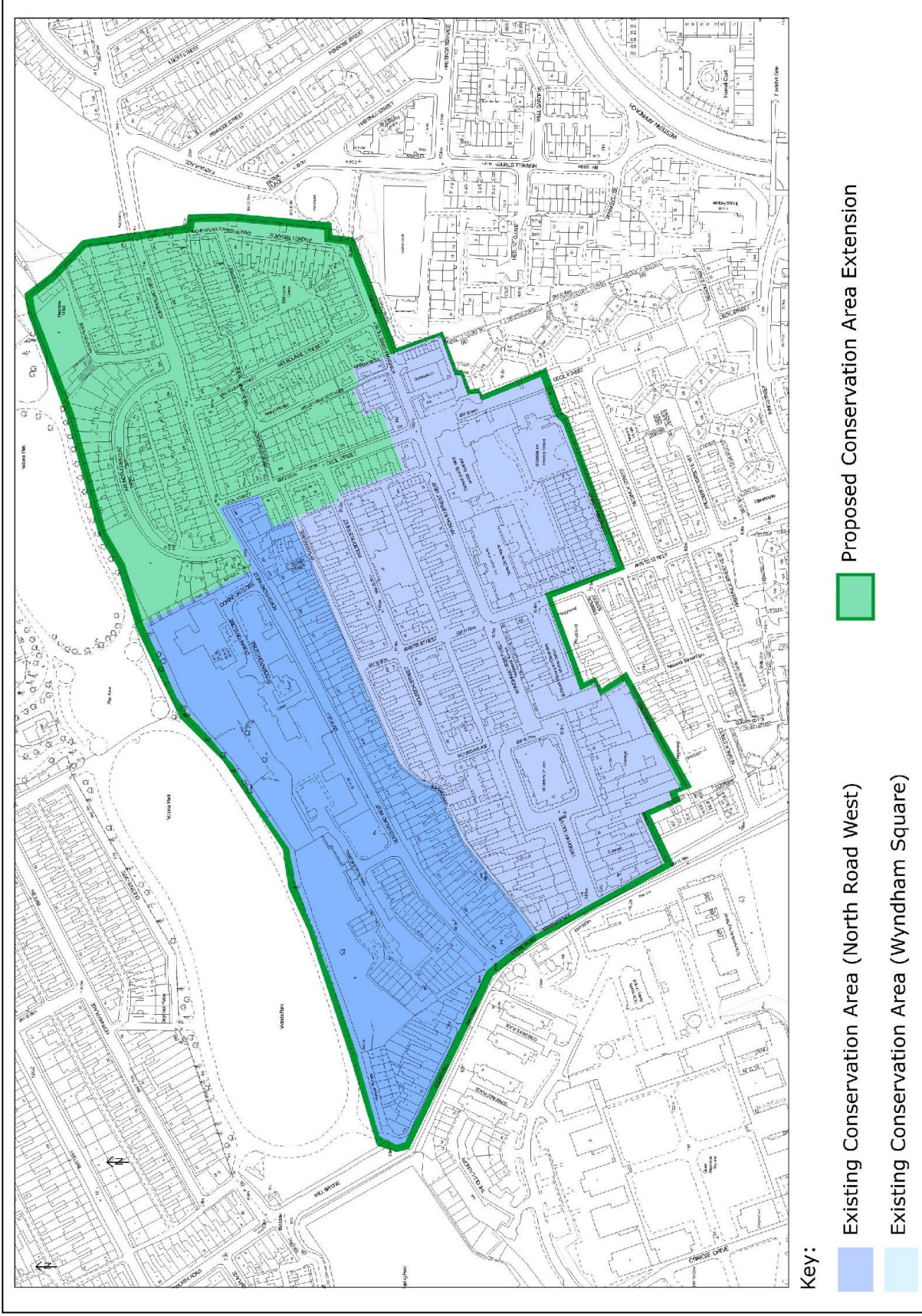
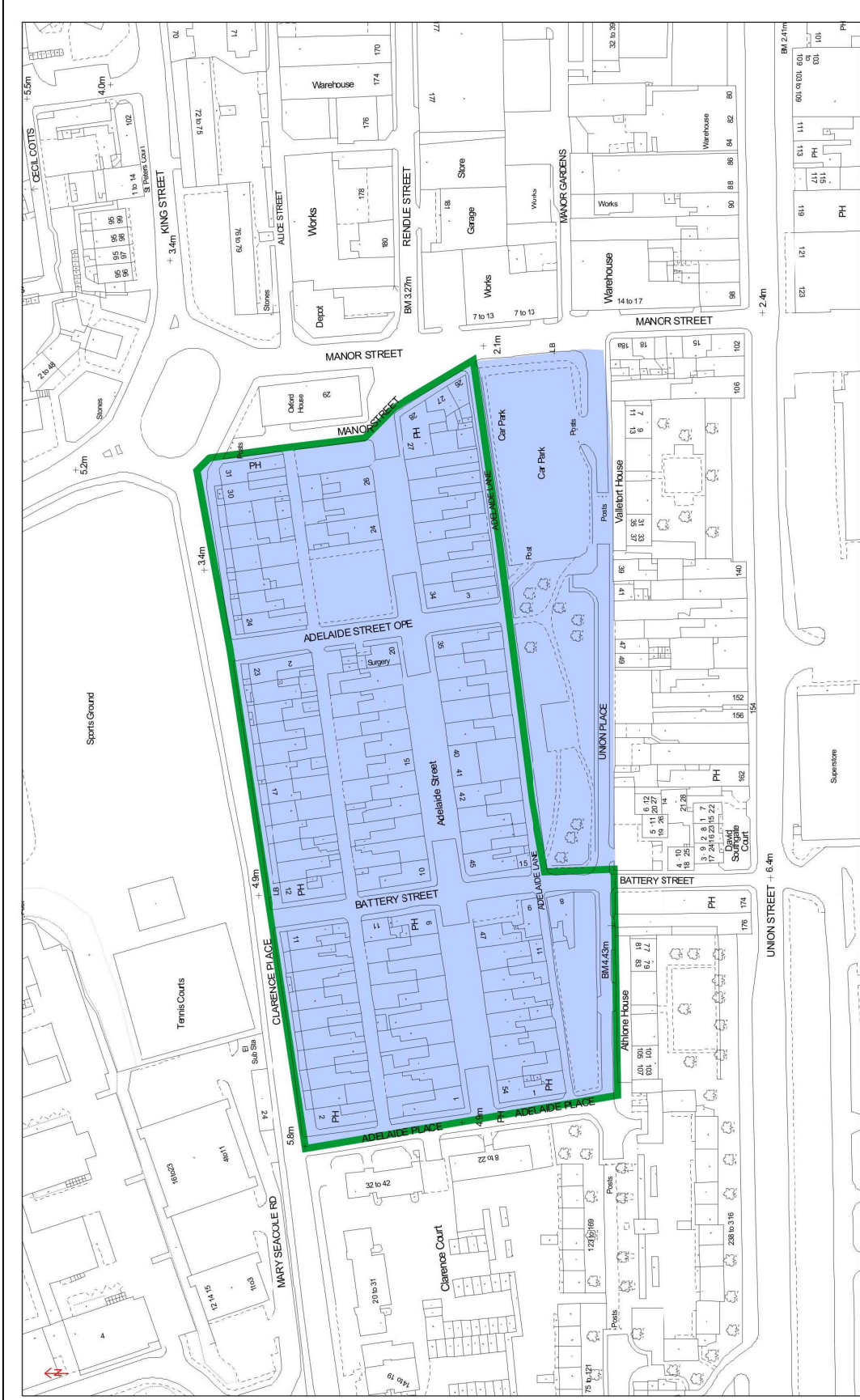


Figure 3 North Stonehouse, existing Conservation Areas and proposed extension



Key: Existing Conservation Area

Proposed Conservation Area

Figure 4 Adelaide Street Conservation Area with proposed boundary changes

Appendix 1

Conservation Area reviews
Priority Programme

Adelaide Street
North Road West
Wyndham Square
Emma Place
Millfields
Union Street
Durnford Street
Devonport
Barbican
Stoke
Tamerton Foliot
Plympton St Maurice
Turnchapel
Mannamead