

Devonport Conservation Area Management Plan

'It shall be the duty of the local planning authority from time to time to formulate and publish proposals for the preservation and enhancement of any parts of their area which are Conservation Areas' (s.71(1) Planning (Listed Buildings and Conservation Areas) Act 1990).

General principles

In responding to the issues raised in the Conservation Area appraisal, and in exercising its powers within the Devonport Conservation Area, Plymouth City Council will follow the policies and objectives set out in the Core Strategy of the Local Development Framework. The management plan conforms to Policies CS02 and CS03, which relate to the delivery of a quality city, and Area Vision 1 - Devonport - and its associated objectives. It also conforms to the Devonport Area Action Plan (at Submission stage as of March 2007), and the emerging Design Strategy Supplementary Planning Document. Guidance provided in *Planning Policy Guidance Note 15*, and English Heritage's *'Guidance on the management of Conservation Areas'* are also key references for the management plan. In order to interpret these policies and guidance for the Devonport Conservation Area the following principles will be adhered to in the consideration of any changes proposed in the Conservation Area.

Principle 1 - Proposals to develop or redevelop sites and convert buildings to new uses will be required to preserve or enhance the character of the Conservation Area, and to contribute positively to the wider regeneration of Devonport.

Principle 2 - The position, scale, massing and materials of new development will be expected to respect the existing character of the Conservation Area.

Principle 3 – Priority will always be given to the retention and enhancement of buildings of heritage value identified in the Conservation Area Appraisal and Management Plans.

Principle 4 - New development will be expected to be of the highest quality design that respects and enhances the character of the Conservation Area. High quality contemporary architectural design will be encouraged, though high quality restoration through replication will not necessarily be rejected.

Principle 5 - New transport and parking provision will be expected to respect and where possible enhance the character of the Conservation Area. Prominent insensitive parking provision will therefore not normally be acceptable, and opportunities will be taken wherever possible to reduce or remove any adverse impact of existing parking provision.

Principle 6 - There should be early Historic Environment input into all proposals for significant public works within the Conservation Area.

Principle 7 - Historic surfaces and street furniture will be retained, enhanced, and restored wherever practicable.

Principle 8 – The historic views and vistas identified in the appraisal will be retained, enhanced, and restored.

Principle 9 - Advertising and signage proposals will be expected to respect the character and appearance of the Conservation Area in terms of siting, size, number, materials, colours and illumination.

Management proposals

1. Statutory and other designations

The most significant buildings and other structures that are not currently statutorily protected will be considered for appropriate designation. Non-listed buildings that are considered to make a positive contribution to the Conservation Area (see p.13) may be considered for local listing if they meet criteria, which will be laid out in the forthcoming Design Strategy Supplementary Planning Document.

Proposed management plan action Mount Wise Redoubt will be proposed for scheduling within six months of the adoption of the completed appraisal and management plan. Possible candidates for any local list will be considered within 12 months of the adoption of the completed appraisal and management plan.

2. Enforcement

The most effective means of preserving and enhancing the special interest of Conservation Areas is through efficient use of existing legislation and other powers, and Plymouth City Council will use the full range of powers available to it if necessary. This may include the use of Building Preservation Notices, Urgent Works Notices, Repairs Notices, Dangerous Structures Notices, Tree Preservation Orders and Section 215 Notices (used in cases where it is considered that the condition of land or buildings adversely affects the area). Informal contact, discussion and advice will also be used to encourage owners to undertake repairs and maintenance.

One of the main threats to the quality of the Devonport Conservation Area is the gradual erosion of its character by cumulative alterations to listed and unlisted buildings. While Listed Building Consent is required for works of alteration affecting the special character and/or appearance of Listed Buildings, unlisted buildings which are single dwelling houses enjoy the benefit of considerable permitted

development rights, which allow, for example, minor extensions, demolitions and replacement doors and windows, without any requirement for planning permission. This means that some buildings have been altered to the detriment of their townscape quality, and important architectural features lost. Articles 4(1) and 4(2) of the General Permitted Development Order 1995 allow Local Planning Authorities to make directions withdrawing all or some of the permitted development rights given under the Order. These have been found to be an effective means of controlling the sort of piecemeal alterations that contribute to the overall degeneration of buildings that contribute to the character or appearance of Conservation Areas.

Proposed management plan action - A detailed schedule of buildings in the Devonport Conservation Area that would benefit from the imposition of Article 4 Directions will be drawn up and submitted for consultation and Council approval within twelve months of the adoption of the completed appraisal and management plan. Other possible enforcement action will be considered in consultation with the Devonport Regeneration Community Partnership.

3. Buildings at risk (BAR)

Buildings in disrepair or disuse have a particularly negative effect on the quality of Conservation Areas. The compilation of a register of buildings 'at risk' is a useful tool to focus attention on this problem and define the scale of the problem. This indicates the level of resources necessary to bring these buildings back into good repair and, where appropriate, beneficial use, and helps prioritise action by English Heritage, local authorities, building preservation trusts, funding bodies, and all who can play a part in securing the future of these outstanding and irreplaceable parts of our heritage. The 2005 Plymouth BAR Register has already enabled Plymouth City Council to start to deal with some of the buildings in its own management, and it is hoped that this will also be the case for other buildings including those identified as 'at risk' within the Devonport Conservation Area.

18 buildings or structures are recorded on the local 'Buildings at Risk' Register within the Devonport Conservation Area:

- Nos 6-8 Cumberland Street (Grade II Listed Buildings)
- Nos 18-20 Duke Street (Grade II Listed Buildings)
- George Street public convenience
- Nos 52, 57 and 75 George Street
- Crown and Column public house, Ker Street (Grade II Listed Building)
- Devonport Column, Ker Street (Grade I Listed Building)
- Devonport Guildhall, Ker Street (Grade I Listed Building)
- Oddfellows Hall, Ker Street (Grade I Listed Building)
- Mount Wise landing steps and arch, Richmond Walk
- Mutton Cove harbour walls
- No 60 (The Kings Arms) (Grade II Listed Building) and No 61 Pembroke Street
- No 1 Theatre Ope

Plymouth City Council has a target of removing 5% of properties from the BAR Register each year because their future has been secured. Opportunities for grant assistance and other support to achieve this aim will be explored.

Proposed management plan action – A strategy to address Plymouth City Council's target of removing at least 5% of buildings from the Buildings at Risk Register will be developed in consultation with the Devonport Regeneration Community Partnership within twelve months of the adoption of the completed appraisal and management plan. It is envisaged that this will initially comprise advice and guidance on repairs and restoration in the form of leaflets and publications and through Plymouth City Council's website.

4. Opportunities to be considered within the Local Development Framework plan period (2006 – 2021)

The appraisal has identified a number of specific sites and areas within the Conservation Area that currently have either a neutral or negative effect on its overall character. With sensitive development or improved management these sites could contribute positively to the 'preservation or enhancement' of the Conservation Area. These 'opportunity' sites are identified below along with possible delivery mechanisms. These will include the positive management of Council-owned land, partnership working, internally as well as externally, and positive use of the development consents process including the use of Section 106 agreements to deliver opportunities. Some of these 'opportunity sites' are identified in the Devonport Area Action Plan, and are addressed in the Submitted Report (October 2006).

- a) **Devonport Guildhall is one of the most important and one of the most iconic historic buildings in Devonport, an imposing classically inspired structure which is critically underused and on the city's Buildings at Risk Register. It is a landmark building on a landmark site.**

Proposed management plan action: The submitted Devonport Area Action Plan Proposal DP10 proposes a mixed use for the Guildhall which will restore it to beneficial use and ensure its long term survival. Proposals will need to be considered particularly against the provisions of Principles 1 and 3 above.

Delivery: Through partnership working with the Devonport Regeneration Community Partnership, and through the positive use of the development consents process including the use of Section 106 agreements. A feasibility study to identify possible uses, commissioned by the Devonport Regeneration Community Partnership was underway at the time of the preparation of this appraisal (February 2007)

- b) **Devonport Guildhall, Column, and the ‘Egyptian House’ comprise the most important building group in the Conservation Area, and were designed as a grand civic square (Fig.5). This vision has now been almost entirely lost, and the setting of these three Grade I Listed structures is now inappropriate and inadequate.**

Proposed management plan action: The submitted Devonport Area Action Plan Proposal DP04 proposes the comprehensive redevelopment of Mount Street and Ker Street to create a new high quality residential environment. This redevelopment will specifically include *‘respect for the setting of the ... Guildhall and Devonport Column and appropriate enhancements to their setting and views of them.’* Proposals will need to be considered against the provisions of Principles 2, 4, 5, 6, 7 and 8 above.

Delivery: Through partnership working with the Devonport Regeneration Community Partnership, and through the positive use of the development consents process including the use of Section 106 agreements.

- c) **The creation of the Dockyard ‘Storage enclave’ in the 1950s removed the core of the historic town, divided Devonport into northern and southern halves, and truncated and damaged the integrity of the historic streets of Duke Street and Cumberland Street within the Conservation Area. The developing regeneration of Devonport provides an opportunity to redress this.**

Proposed management plan action: The submitted Devonport Area Action Plan Proposal DP01 proposes the comprehensive redevelopment of the South Yard enclave. Proposals include recreating the traditional street pattern, and in particular *‘the reinstatement of historic connections with the mixed use area of Cumberland Street/Duke Street.’* Reinstatement of Cumberland Street will also allow the restoration of the key historic view along Cumberland Street to the former Devonport Market Hall.

The proposed environmental improvements and commercial rejuvenation of adjacent areas, particularly Chapel Street, are

also to be welcomed as improving the wider setting of the Conservation Area. Proposals will need to be considered against the provisions of the general Principles above.

Delivery: Through partnership working with the Devonport Regeneration Community Partnership, and through the positive use of the development consents process including the use of Section 106 agreements.

- d) **The southern end of George Street retains two residential terraces which were certainly there by 1820, and may have been built in the 1790s. They are certainly amongst the earliest surviving residential terraces in Devonport, and also frame the principal entrance into Mt Wise Park. The terraces have however suffered from inappropriate alterations and loss of historic detail over the years, and the street itself suffers from casual car parking to the demonstrable detriment of the Conservation Area.**

Proposed management plan action: Consideration will be given to the application of an Article 4 Direction to these terraces (see section 2 ‘Enforcement’ above) to control inappropriate development. Funding will also be sought to secure a public realm enhancement project for this part of George Street, with particular attention to the issues of car parking, satellite dish installation, and railings reinstatement. The submitted Devonport Area Action Plan Proposal DP06 includes specific provision for *‘public realm enhancements to the George Street approach to Mt Wise Park’.*

Delivery: Through partnership working with the Devonport Regeneration Community Partnership, the possible application of an Article 4 Direction, and through the positive use of the development consents process including the use of Section 106 agreements.

- e) **The former MoD Mt Wise is a unique environment, almost a ‘time capsule’ that has been protected by 250 years of military use. As a result it contains some remarkable and important historic and other environmental assets and a special character. It is important that these assets and character are protected and enhanced. Particular attention needs to be paid to the retention and reuse of Admiralty House and the enhancement of its setting; the retention and reuse of Mt Wise House and the improvement of its setting; the protection of the archaeological resource of the site; the provision of public access to, and through, the site; the protection of key views into, and out of, the site, and the retention and enhancement of its natural assets, particularly important trees.**

Proposed management plan action: The submitted Devonport Area Action Plan Proposal DP06 includes provision for all of the above.

Delivery: Through partnership working with the Devonport Regeneration Community Partnership, and through the positive use of the development consents process including the use of Section 106 agreements.

- f) **Mutton Cove and Richmond Walk, though generally robust environments that have retained their historic character, would benefit from improvements and sensitive enhancement particularly of quay walls, surfaces and outbuildings in Mutton Cove, and of the surface of Richmond Walk.**

Proposed management plan action: As and when opportunities arise for this area, proposals should be considered against the provisions of Principles 2, 3, 4, 6 and 7 above. The submitted Devonport Area Action Plan Proposal DP09 includes provision for the protection of historic features and improved connectivity to Mt Wise and the waterside. While this proposal does not specifically include the Conservation Area, it is immediately adjacent, and this eastern part of Richmond Walk affects the setting of the Conservation Area.

Delivery: Through partnership working with the Devonport Regeneration Community Partnership, through the positive management of Plymouth City Council-owned land, and through the positive use of the development consents process including the use of Section 106 agreements.

- g) **The ‘urban core’ of the Conservation Area would benefit from street planting to soften the impact of the hard urban environment.**

Proposed management plan action: The submitted Devonport Area Action Plan proposal DP04 includes the planting of street trees along Ker Street and George Street.

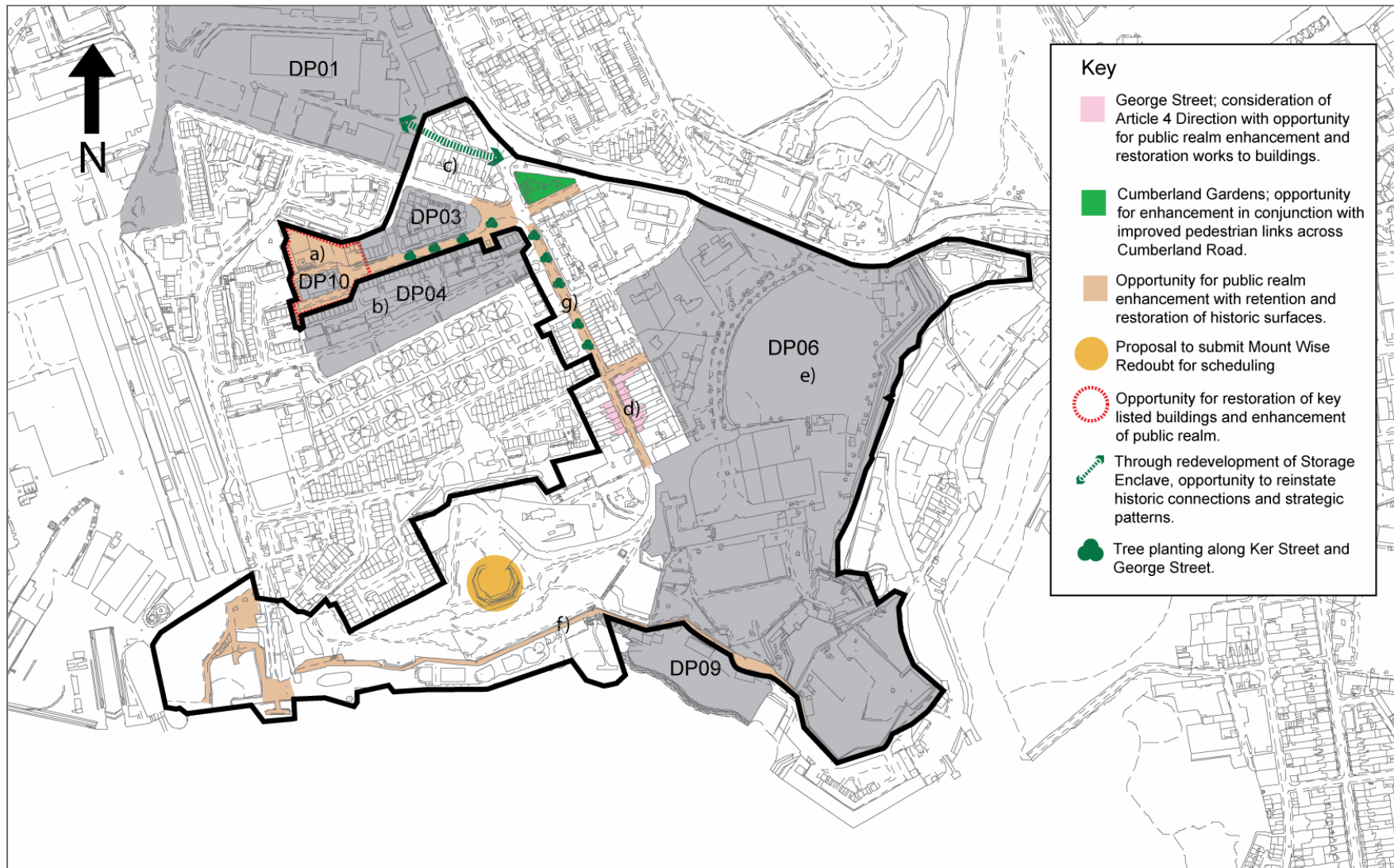
Delivery: Through the positive management of Plymouth City Council-owned land, and through the positive use of the development consents process including the use of Section 106 agreements.

- h) **It is considered that the Devonport Conservation Area would benefit from a ‘Heritage Trail’ or similar.**

Proposed management plan action: Explore possibilities with Devonport Regeneration Community Partnership, and possible other partners.

Delivery: Through partnership working with the Devonport Regeneration Community Partnership, through the positive management of Plymouth City Council-owned land, and through the positive use of the development consents process including the use of Section 106 agreements.

Devonport Conservation Area management plan: Opportunities plan



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Management Proposals: Devonport Opportunities Plan



5. Monitoring and review

Monitoring

An annual Conservation Areas Monitoring Report will be prepared. This will record progress on each of the main action areas and opportunities as identified in the management plan. This will be reported to the Historic Environment Champion, and will form part of Plymouth City Council's Local Development Framework Annual Monitoring Report. It is envisaged that the first Conservation Areas Monitoring Report will be produced at the end of 2007.

Review

The Conservation Area character appraisal and management plan will be reviewed every 3-5 years. This may result in a revision or expansion of the existing appraisal and management plan, and will include:

- recording changes
- re-assessing the definition of special interest that warrants designation
- identifying any new issues affecting the Conservation Area
- revising the management plan accordingly.

Reviews will, wherever possible, link with the review of the Devonport Area Action Plan so that development opportunities can be properly considered against the heritage interests of the Conservation Area.

The input of stakeholders including the Devonport Regeneration Community Partnership and local conservation groups in this process, and in the wider management of the historic environment, such as monitoring buildings at risk, will be welcomed. Plymouth City Council's Historic Environment Champion will take an active role in championing the importance of Plymouth's historic environment. Officers will regularly meet the Historic Environment Champion and these meetings will be used to monitor and review the Conservation Area management plan.

APPENDIX 1

Listed Buildings within the Devonport Conservation Area

- Admiralty House (formerly Government House): Grade II
- Nos 41-45 (consecutive) Chapel Street, including the Former Crown Hotel: Grade II
- No 6 Cumberland Street: Grade II
- No 7 Cumberland Street: Grade II
- Nos 8-14 (consecutive) Cumberland Street, including the Lord Beresford Public House (No 9): Grade II
- No 15 Cumberland Street: Grade II
- No 2 Old Chapel Public House, Duke Street: Grade II
- Nos 4-16 (evens), Duke Street: Grade II
- Nos 18-20 Devonport Library, Duke Street: Grade II
- Nos 2, 4, 6 George Street: Grade II
- No 57 George Street: Grade II
- Hamoaze House and attached forecourt railings: Grade II
- Devonport Guildhall and walls, Ker Street: Grade I
- Devonport Column, Ker Street: Grade I
- Oddfellows Hall No's 122-124 Ker Street: Grade I
- Crown & Column Public House, Ker Street: Grade II
- Landing Steps from Mount Wise: Grade II
- Mount Wise House: Grade II
- Mutton Cove Harbour and Pier: Grade II
- No 60 Pembroke Street (The Kings Arms Public House): Grade II
- Scott Memorial: Grade II
- Nos 1-2 Theatre Ope: Grade II
- No 3 The Shakespeare Public House, Theatre Ope: Grade II
- Nos 4-5 Theatre Ope: Grade II

APPENDIX 2

Buildings considered as making a positive contribution to the Devonport Conservation Area

- Boundary Stone, Richmond Walk
- Garrison Cricket Ground Pavilion
- George Street terraces towards Mount Wise
- Mount Wise Pier, Richmond Walk
- Mount Wise Redoubt and associated defences, Mount Wise
- Picquet Barracks, off Cumberland Road
- Seymour House
- Sheds within Mutton Cove