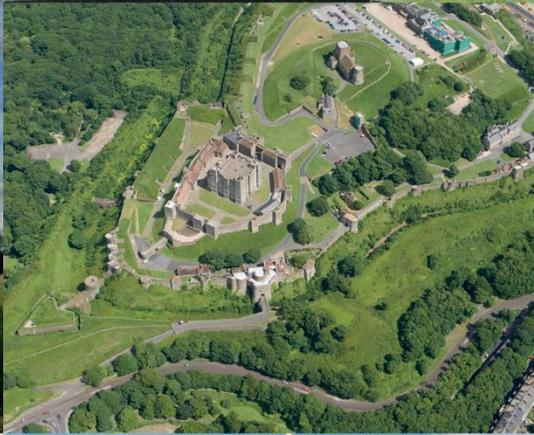
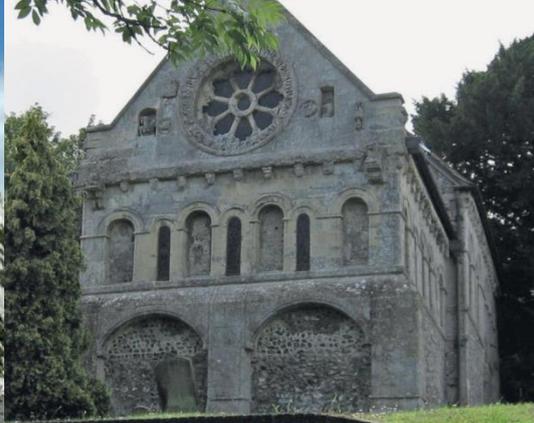




# DOVER DISTRICT HERITAGE STRATEGY



Historic England



*Front Cover:*

<i>White Cliffs, Dover</i>	<i>Former Buckland Flour Mill, Dover</i>	<i>Richborough Roman Fort, Sandwich</i>
	<i>Saint Nicholas Church, Barfrestone</i>	<i>Fishergate, Sandwich</i>
<i>The Waiting Miner, Fowlmead Country Park</i>	<i>Dover Castle</i>	<i>South Breakwater Lighthouse, Dover Harbour</i>
<i>Sandwich Quay</i>	<i>Deal Castle</i>	

**Dover District Heritage Strategy 2013**

Prepared by the Heritage Conservation Group, Kent County Council.

Updated June 2020

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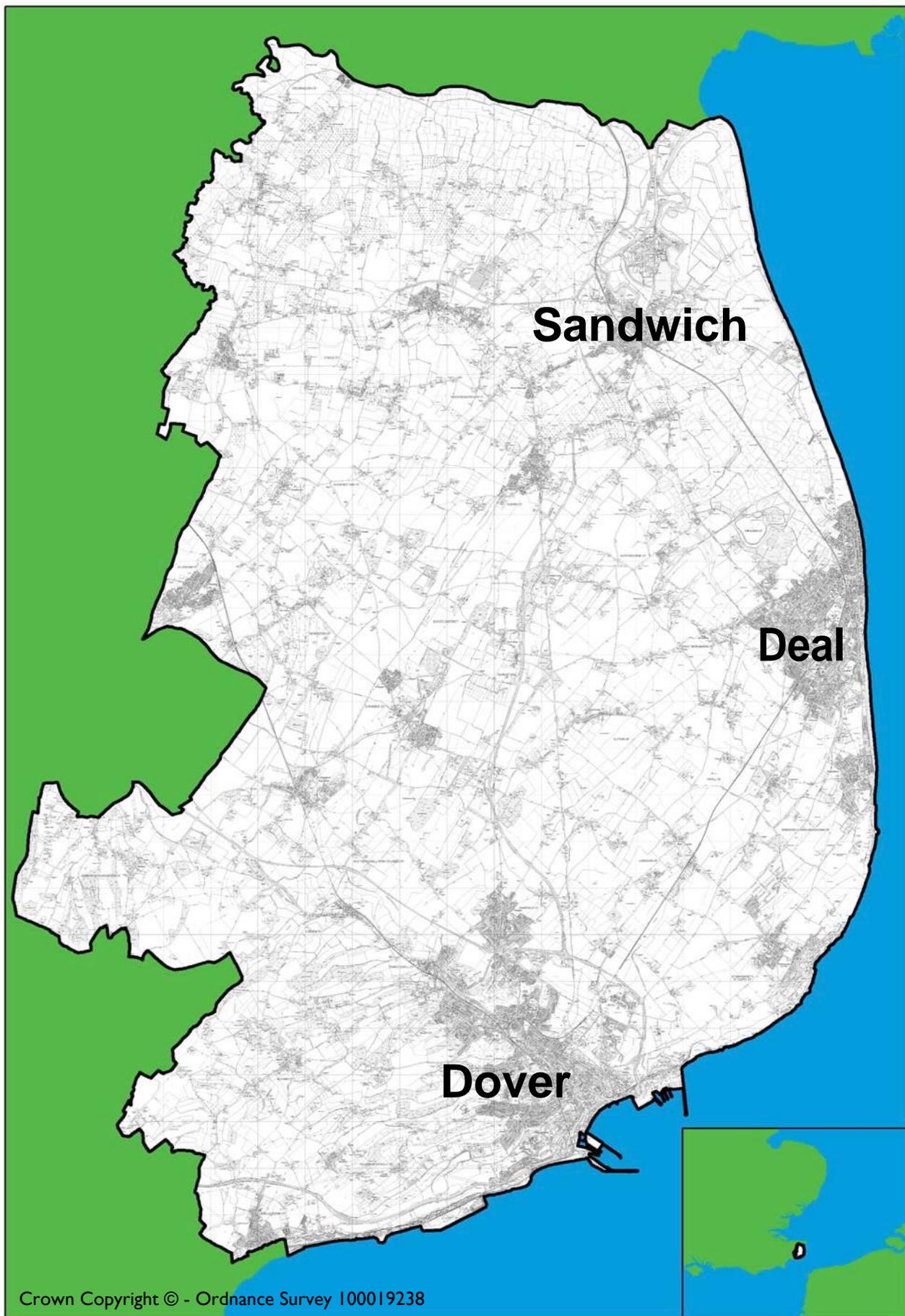
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*Map of Dover District showing the location of the principal towns of Dover, Deal and Sandwich*

# 1 Introduction



# Introduction to the Strategy

## Purpose of the Heritage Strategy

**1.1** As a gateway to the British Isles since earliest times, Dover District has an extraordinarily rich historic environment, including a vast wealth of individual heritage assets and asset groups. These assets, in all their aspects, have played a major role in shaping the District's development and identity. The heritage assets can provide a unique opportunity for place-making and guiding and stimulating regeneration.

**1.2** This Heritage Strategy was commissioned by Dover District Council and English Heritage (now Historic England) to ensure that the heritage of the District plays a clear role in shaping any future regeneration, development and management decisions. It is intended that the strategy provides a strategic and clear approach to dealing with Dover's heritage and that the document might act as a pilot exemplar for similar schemes elsewhere in the country.

**1.3** The document contains recommendations to ensure that any future policies and approaches to the district's heritage are based on a clear understanding

of the place, its significance and its value. The aim of the Dover District Heritage Strategy is therefore to enable Dover District Council to achieve their objectives for the protection and enhancement of the historic environment as set out in the District's Core Strategy.

## Policy Context

**1.4** Planning shapes the places where people live and work and the country we live in. It plays a key role in supporting the Government's wider social, environmental and economic objectives and for sustainable communities. This is achieved through a plan-led system, with National Policy and Local Plans, forming the basis for sustainable planning.

### National Policy

**1.5** The Government's planning policy is set out in a single unified document known as the National Planning Policy Framework (NPPF). A key aim of the NPPF, which was updated in February 2019, was to simplify the planning system and make it more accessible whilst promoting sustainable growth.

**1.6** The NPPF details the Government's view of what sustainable growth means in practice; it sets out a presumption in favour of sustainable development, and seeks to ensure that development makes a positive contribution to people's lives. The NPPF sets out three objectives that make up 'sustainable development', they are economic, social and



*1. Disused buildings at Snowdown colliery.*



*2. Grade II Listed early eighteenth century thatched cottages in Preston.*

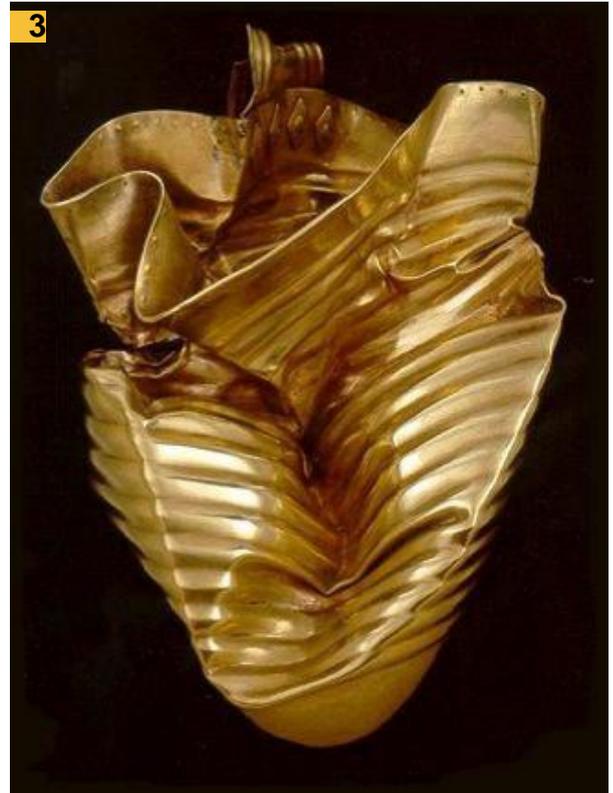
environmental and the NPPF highlights the importance that the built and historic environment plays in promoting sustainable development.

1.7 The NPPF also rightly acknowledges the important social and economic role that the historic environment can play, both for existing communities through heritage led-regeneration and as part of new development proposals. The historic environment has a key part to play in the Government's wider sustainability aims and this is particularly true for Dover, a District that has an historic environment of the highest significance.

1.8 Section 16 of the NPPF sets out the Government's specific policies relating to the conservation and enhancement of the historic environment. The policies set out in Section 16 of the NPPF replace those previously contained in Planning Policy Statement (PPS) 5: Planning for the Historic Environment, which has now been revoked. The historic environment policies set out in the NPPF are a material consideration that must be taken into account in development management decisions. In particular the NPPF notes that Local Planning Authorities should take into account:

- *'the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;*
- *the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;*

- *the desirability of new development making a positive to local character and distinctiveness; and*
- *opportunities to draw on the contribution made by the historic environment to the character of a place.'*



1.9 The NPPF places importance on having a solid and robust evidence base for plan and decision making. This strategy, along with the County Historic Environment Record, will form part of that evidence base so that Dover District Council has up-to-date evidence about the historic environment in its area. The strategy also provides a broad-brush assessment of the significance of groups of heritage assets within the district and the contribution they make to their environment.

3. The Ringlemere Gold Cup. Photo © British Museum



## Local Plans

**I.10** The National Planning Policy Framework states that each Local Planning Authority should produce a Local Plan for its area. The Local Plan should be consistent with the policies in the NPPF and should set out how the local authority will deliver sustainable development in their area. The NPPF states that Local Plans should set out strategic policies to deliver conservation and

**I.11** enhancement of the historic environment. They should take into account: the desirability of putting heritage assets to a viable use and sustaining and enhancing their

significance; the contribution that the historic environment makes to wider sustainability aims; and the desirability of new development to contribute to local character [NPPF Paragraph 185].

**I.12** This Heritage Strategy seeks to set out a positive strategy for the conservation and enjoyment of the historic environment in Dover District. It aims to make information about the significance of the historic environment accessible, to apply the high level guidance contained within the NPPF and articulate what this means for Dover District. It is intended that this strategy will support Dover District Council in fulfilling its aims for the historic environment as part of its Local Plan process and to help ensure that the District's policies for its historic environment are positively prepared, justified, effective and consistent with national policy

## Neighbourhood Plans

**I.13** Alongside the national Framework and Local Plans the NPPF also sets out the Government's concept for Neighbourhood Plans. Such plans are designed to give local people direct powers to shape a shared vision for their community and to ensure that the right types of development are delivered locally.

**I.14** It is hoped that the theme papers contained within this Strategy will be useful and powerful tools for communities developing Neighbourhood Plans so that they can articulate how those heritage assets that have a special significance to their community relate to the district's wider historic environment objectives.

## Approach and structure

**1.15** As a consequence of its status as a pilot study the detailed approach adopted in formulating this Heritage Strategy has continued to evolve during the course of the project. The overall methodology has however remained as a phased one.

**1.16** The initial stage was to identify areas and groupings of heritage assets which contribute to the local distinctiveness of the district. This was undertaken following the identification of a number of key themes and sub-themes. Specific and generic future vulnerabilities and threats to heritage assets as well as opportunities to enhance them were identified as stage two of the project. Specific attention was paid to the emerging development site allocations. By cross referencing the vulnerabilities and opportunities against the heritage themes it was possible to identify individual, groups or types of heritage assets which were most at risk. The final stage used the results of the earlier stages to consider how the district's heritage assets could act as a catalyst for regeneration, how those assets most at risk could be enhanced and conserved, and a series of recommendations were formulated.

**1.17** The structure of this report is based around these three stages:

Sections 1-4 provide an introduction to the strategy, the rich history of the district, a description and quantification of the district's heritage assets and a description of the heritage themes. The theme studies themselves are included as an appendix to the main report.

Sections 5 & 6 set out the vulnerabilities and opportunities for the district's heritage assets and tabulate these vulnerabilities and opportunities against the themes. Consideration is given within this section to both site specific and generic vulnerabilities and opportunities.

Section 7 sets out recommendations arising from the vulnerabilities and opportunities identified in the previous sections. It provides specific spatial policy guidance and management advice.



*5. Dover Western Docks.*



*6. The Drop Redoubt, Dover Western Heights.*

# 2 Dover District Rich Heritage



# Dover Districts Rich Heritage

## Introduction

**21** Dover District contains an exceptional wealth of historic sites spanning from the prehistoric period to the present day. The district features archaeological finds and historic structures that are important nationally and internationally. These remains include iconic places such as Dover Castle and Richborough Fort as well as internationally important archaeological discoveries including the Dover Bronze Age Boat and Ringlemere Gold Cup. Alongside these there are numerous sites of regional or local importance, less well known perhaps but treasured and valued by local communities as markers of their own history and that of their towns and villages. Furthermore there are many important museums and collections that are open to the public in the district that make a substantial contribution to the public's understanding of the area's heritage and to its tourism potential. These sites, buildings and objects are known as 'heritage assets' and are exactly that – places and artefacts of value to the district, to its sense of identity, its aesthetic appeal and its economy.

The wealth of historic remains is reflected in the Kent Historic Environment Record, which lists almost 10,000 historic buildings and archaeological discoveries across Dover District

**22** Geographically Dover District's location at the south-east tip of England brings with it a strategic significance that is reflected in its heritage. At times of peace the district has been a gateway to Britain, acting as the main artery for trade, travel and migration. In times of war however the district has been England's frontline; the Channel acting as an important defensive barrier with the White Cliffs being a national symbol of defiance. Alongside events on the international stage, the archaeology and heritage of the district also records the daily lives of the people who've lived here and the way that they've shaped their environment. The district's heritage assets are a record of the history of the district's resident population.

**23** Of the district's historic sites and monuments it is the military remains that are inevitably the more substantial and prominent. The oldest were the forts constructed by the Romans to defend the main access points to Britannia - the ceremonial entry point at Richborough and the important channel port at Dover. At Richborough, the massive stone fort can still be visited whereas at Dover the forts lie buried beneath the heart of the town. Each of the forts was accompanied by buildings for the administration and army within the fort



1. The White Cliffs of Dover. Photo © Ben Found



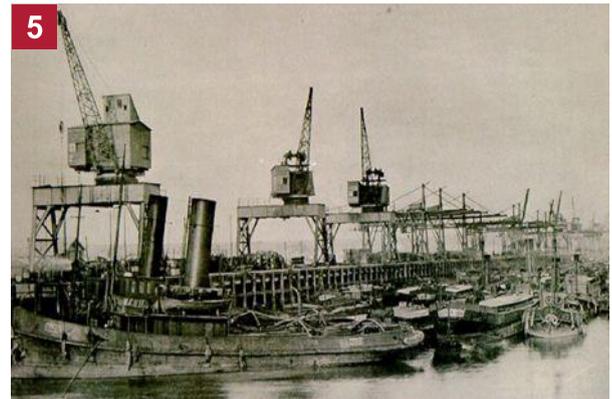
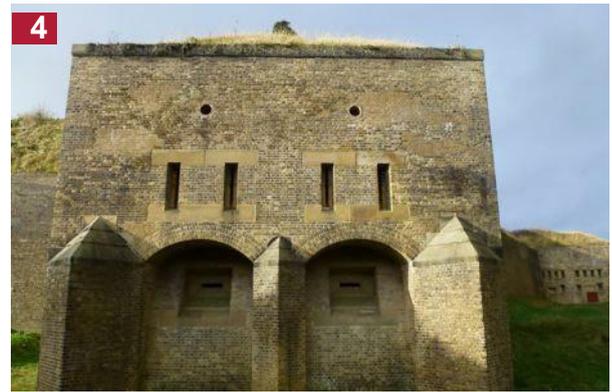
2. Richborough Roman Fort. Photo © English Heritage / Skyscan Balloon Photography



and civilians outside. At Richborough these included a triumphal arch, streets and houses, temples and an amphitheatre. At Dover well appointed civic and private structures are known, including the exceptionally well preserved Roman 'Painted House'.

**24** The Roman era ended during the fifth century AD but the need to defend east Kent remained. The most famous illustration of this is at Dover Castle. Although defences were erected here during the Saxon period and after the Battle of Hastings, the castle that can be seen today took shape during the twelfth century. A great tower or keep, bailey, curtain wall and towers were built and by AD 1180 it was one of the most powerful castles in Western Europe. Changes in both the military potential of France and Spain, schism with Catholic powers as well as coastal change in the Sandwich area led Henry VIII to build three new castles, linked by lines of fortifications and now designed both to deliver and withstand artillery fire, along the coast at Sandown, Deal and Walmer.

**25** During the eighteenth and nineteenth centuries, the increasing ability of nations to organise fleets and armies of hundreds of thousands of men, as well as improved artillery weapons, led to ever more powerful defences being built at Dover. During the early nineteenth century the Western Heights were turned into a massive and complex fortification with forts, batteries, ramparts and ditches designed to protect Dover from



attack from the west and north. Dover Castle was also further strengthened and towards the end of the same century Fort Burgoyne was built to protect the town from attack from the east.

**26** The final stage in the development of Dover's defences was during the twentieth century. Ever more industrialised warfare required more supplies and logistics and an entirely new military port was built at Richborough during the First World War. During the Second World War the development of new methods of warfare such as air attack, bombing, radar and cross Channel batteries all required new sites to be constructed in the district. Today, the district's coastline is peppered with the remains of Second World War sites including 'Winnie' and 'Pooh', the famous cross channel guns on the Dover cliffs, Swingate Radar Station, complexes of pillboxes, observation posts, bunkers and the Secret Wartime Tunnels excavated deep below Dover Castle from where the Dunkirk evacuation was

3. Deal Castle. Photo © English Heritage

4. Dover Western Heights. Photo © Explore Kent

5. Richborough Port. Photo © Kent History and Library Centre

commanded. East Kent's defensive role has now greatly receded but all these sites survive and many can still be visited to remind us of the dramatic events that occurred in the district, in the sea that surrounded it and the air above. The human cost of the wars can also be seen through the war memorials and monuments across the district.

**7** During times of peace Dover was an essential conduit to the continent for ideas, goods and people. During the prehistoric and historic periods many new technologies, customs and practices entered England from the continent and many will have come via Dover. In the centuries before the Roman conquest, for example, ideas had begun to spread into England from the continent and by the time of the conquest Kent was the most Romanised area of the British Isles.

**8** In the first century AD Britain's first lighthouse (or pharos) was built, and still stands, on the hill that is now Dover Castle. The pharos at Dover Castle is the tallest Roman building surviving in the country. A second lighthouse, now demolished, was built

on the hill to the west of the port and the lights of both of these could be seen from France where a third lighthouse was built in Boulogne. This new technology was symptomatic of the new ideas that entered Kent with the Romans. Roman roads were constructed between Dover and Richborough, Dover and Canterbury and Dover and Lympne and villas - large estate farms - constructed at Wingham, Sholden, Walmer and Sandwich. Roman products such as pottery, jewellery, tools and coins replaced the earlier British equivalents. New religious ideas also entered Kent, first pagan Roman beliefs and rituals and later Christianity. Indeed, the archaeological remains of a fourth or fifth century church may exist within Richborough Fort.

**9** A much later example of how Dover District could benefit from new ideas was during the sixteenth century at Sandwich. In 1561 a royal warrant allowing foreign craftsmen (Strangers) to manufacture cloth in England encouraged Flemish and Huguenot Protestant refugees fleeing religious persecution in France and the Netherlands to settle in Sandwich and its neighbourhood. Most were weavers who brought new skills to the declining English cloth trade. Others introduced market gardening to the area. There was a further influx of Flemish refugees in 1568, and by 1570 Dutch, Flemish, Huguenot and Walloon settlers made up almost half of Sandwich's population. Even today, many of Sandwich's historic buildings



6. Pillbox, Dover Western Heights.



7. Roman Pharos and St Mary-in-Castro, Dover. Photo © Ben Found

have Dutch elements that indicate the origin of their builders. Indeed Sandwich has been described as ‘the completest medieval town in England’ and it is therefore not surprising that it has the greatest density of Listed Buildings of any town in the country.

**210** As Sandwich’s experience shows, Dover’s proximity to the continent made it suitable not just for the transfer of ideas but of people too. Up to the twentieth century, many of the peoples or groups who moved to England first arrived in Kent. The original Roman raids of 55 and 54 BC took place in east Kent and probably the full invasion of AD 43. Towards the end of the Roman period, groups of Angles, Saxons and Jutes arrived in east Kent, first as raiders and later as settlers. By the end of the fifth century they had established the Kingdom of Kent – the oldest of the Anglo-Saxon kingdoms. Together with Thanet, Dover has the greatest number and density of early Anglo-Saxon cemeteries of any region in England. Many of these contain fine grave goods that have told us much about the skills, beliefs and resources of their owners.

**211** Today, many heritage assets related to trade between Kent and the continent still survive. The English Channel contains a greater density of shipwrecks than any other coastal strait in the world. Although many of these vessels were only passing through the straits at the time they were wrecked, and may not have intended to put into port in

Kent, they are nonetheless poignant and often important reminders of why the port of Dover exists and on what much of its prosperity has historically depended. The most remarkable survival from Dover’s maritime past is, however, now safely on land. The Dover Bronze Age boat, presented in Dover Museum, is the world’s oldest sea-going boat. At the end of its life in c. 1550 BC it was abandoned in a backwater where it remained until its excavation in 1992. Part of the boat still remains buried beneath Townwall Street.

**212** The most dangerous area for wrecks has always been the Goodwin Sands off the coast of Deal. These treacherous sands contain several hundred wrecks including five of Dover’s six legally protected wrecks (the other being the Langdon Bay wreck that dates back to the Bronze Age). The sands are still dangerous today and The Downs, the sheltered area between the sands and the shore, remains a valued anchorage for ships passing through the Dover Straits. The other main survivals of Dover’s maritime past are the dock and port installations. Those of the prehistoric, Roman and medieval periods still survive archaeologically at Dover and Sandwich, and probably elsewhere in the district. In Dover, Wellington and Granville Docks, Admiralty and the Prince of Wales Piers and the Eastern Arm and Outer Breakwater date mostly from the eighteenth and nineteenth centuries. They are still in use



*8. Dutch building elements, St Peter's Church, Sandwich.*

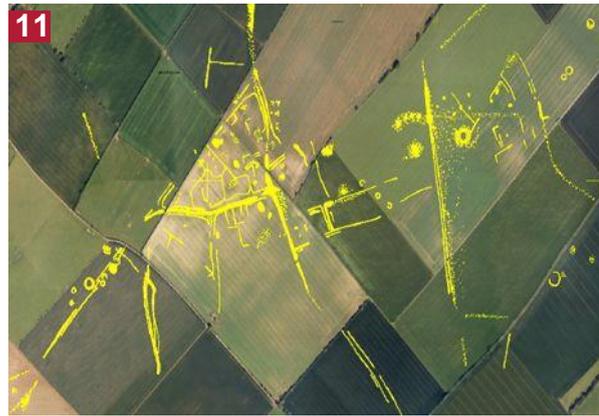


*9. The Dover Bronze Age Boat under excavation. Photo © Canterbury Archaeological Trust*



by a range of commercial and leisure users and are central to Dover's maritime character. At Deal the maritime installations were always much less substantial. There was no harbour as such although there were a range of ship and boat building yards, navy slipways and storehouses. These only survive archaeologically although the Time Ball Tower and many of the houses and properties associated with the maritime trade do survive and continue to contribute to the town's historic coastal character.

**23** As well as the heritage that relates to Dover's role as the gateway to England, the district also features an outstanding heritage that relates to its role as a home for its people. The settlements of Dover are both historic and central to the region's future, defining its character while accommodating change and evolution. Many of the district's towns and villages include historic buildings and buried archaeological remains that record their evolution and development.



Beneath the modern streets of Dover for example, there are exceptionally well-preserved remains of the town's Roman, Anglo-Saxon and medieval predecessors. The historic character of the district is underpinned by its historic landscapes – the pattern of farms, fields, tracks and lanes that has evolved over millennia. The earliest remains of these, from the prehistoric period, are now mostly invisible, surviving as archaeological sites buried beneath the ground. They include settlements and farms, roads and lanes, cemeteries and temples. Many of these are to be listed among Dover's 50 Scheduled Monuments and, whilst mostly buried, the influence they have had on Dover can still be traced. For example, at Maydensole Farm north of Whitfield, the prehistoric alignment of fields and tracks can be seen in cropmarks. The Roman road that was constructed through the area slashes through this network but did not permanently disrupt the ancient pattern which still survives today in the parish boundary as well as the pattern of modern fields, boundaries and lanes.

**24** Within this landscape evolved Dover's modern settlements. The features and buildings that they include define Dover's settlement heritage. This is most clearly reflected in the district's historic buildings, many of which are Listed Buildings. There are 1,926 Listed Buildings in Dover District, including 38 Grade I and 110 Grade II\* buildings. These are distributed across every

*10. The Timeball Tower, Deal.*

*11. Archaeological remains revealed as cropmarks.*

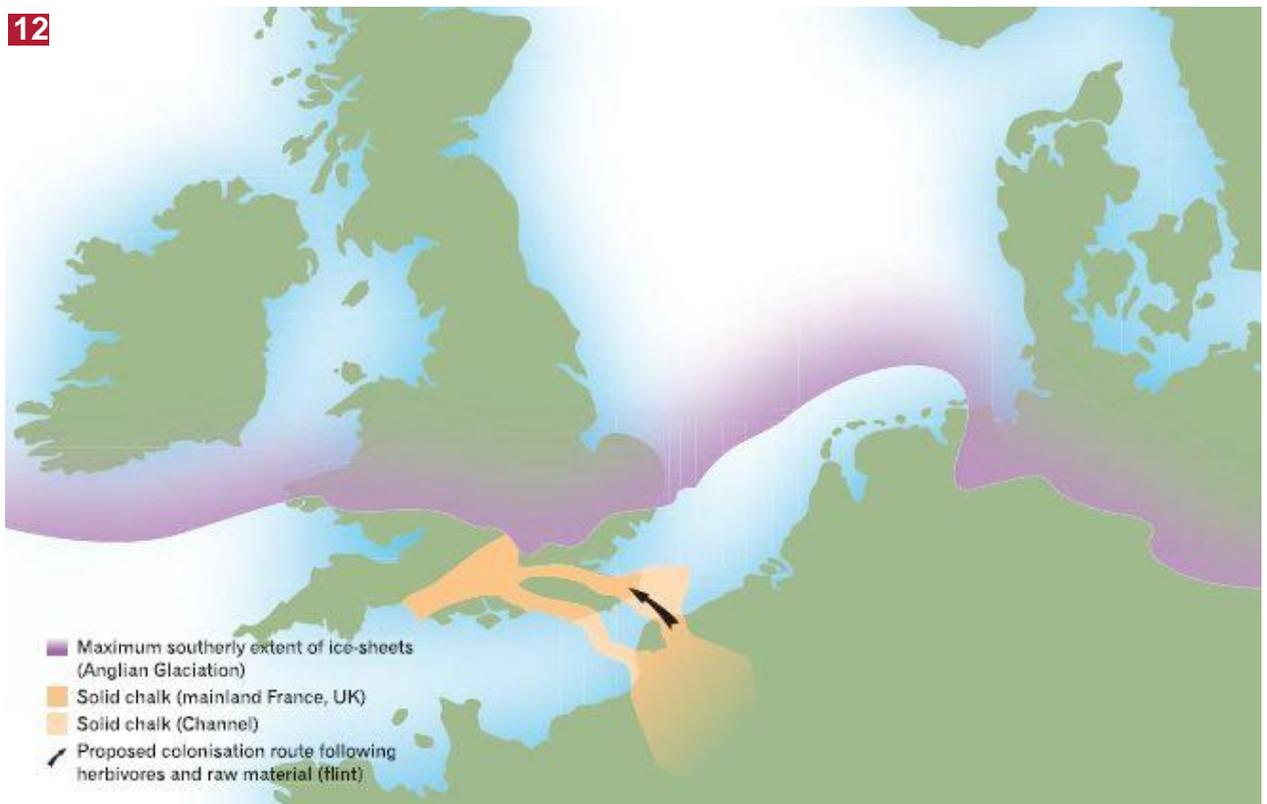
town and village in the district and are also scattered across its fields and along its coastline. They are buildings of special architectural or historic interest and tell the story of people's homes, places of work and worship for more than a thousand years. Some are of national or even international renown such as Waldershare Park, Dover Castle keep, South Foreland lighthouse and Barfreston Church. Other Listed Buildings are of more local relevance telling the story of how ordinary people lived, such as the Victorian terraces along London Road, Dover or the eighteenth and nineteenth century houses along Middle Street, Deal. Some illustrate Dover's industrial heritage such as the remains of Dover's coal-mining industry or the mills along the Dour. For all Dover's settlements, historic buildings, whether Listed or not, have helped to shape their evolution and today are valued landmarks for local communities. They provide character, interest and a sense of age within settlements, often defining the heart of an old settlement and linking new development with old.

## Dover District Heritage Timeline

### **Palaeolithic (700,000 to 10,000 BC)**

**215** The Palaeolithic marks the first inhabitation of Britain by humans, though the ancestors of modern humans only arrived c. 30,000 years ago. Human activity during this period is largely evidenced from stone tools, which were primarily produced from flint. The environment varied considerably during this period, from frozen tundra to warmer than present. The degree of human activity likely varied in relation to the environmental conditions. Sea levels rose and fell in relation to the advance and retreat of the ice sheets, and for the majority of this period Britain was connected to the continent, allowing the ingress and egress of the small, migrant human population. Kent in general has a great wealth of Palaeolithic material, including the oldest human skull found in Britain – the Swanscombe Skull.

**12**



12. Palaeolithic ice sheets and migratory patterns.

13



**216** Within Dover District there is evidence of activity on the North Downs around Dover in the Lower and Middle Palaeolithic, though the amount of activity is not as great as elsewhere in Kent. The Upper Palaeolithic, however, sees a dearth of activity in the district, with activity focusing towards the west of the county.

### **Mesolithic (10,000 to 4000 BC)**

**217** The Mesolithic period saw the end of the last glacial period and the gradual increase in the human population. At the beginning of the Mesolithic Britain was connected to the continent, only becoming an island c.8,000 years ago. The small human population led a hunter-gatherer lifestyle, with temporary hunting camps following the migration routes of large animals. This period saw the development of stone tool technology, developing from utilitarian hand axes to more specialized blades, choppers, arrows, and axes.

**218** The Early Mesolithic sees a continuation of the dearth of sites in Dover District, though there is a marked increase in activity in the Later Mesolithic (though again

not as great as in the west of the county). Evidence is primarily in the form of flint tools, with a substantial assemblage at Finglesham, where the concentration of axes suggests substantial forest clearances in this area.

### **Neolithic (4000 to 2500 BC)**

**219** The Neolithic period saw arguably some of the most important advances in human history, with the cultivation of cereal crops on a large scale and the adoption of animal husbandry. The benefits of agriculture and a sedentary lifestyle led to changes in technology, society, and economics, notably the vast increase in the use of pottery. This transition is seen earlier on the continent, and the proximity of Kent to the continent sees the adoption of these changes earlier than other parts of the country.

**220** The invention of agriculture and the subsequent adoption of a more sedentary lifestyle led to a greater investment in the landscape. Forests were cleared for agriculture and settlements became more permanent. As populations grew social relationships became more complex, especially the relationship between the living and the dead. Monumental 'ritual' architecture developed, with long barrows and causewayed enclosures in the earlier Neolithic, which gave way to henges, stone circles, and cursuses in the later Neolithic.

**221** There are no known long barrows in Dover District, as are seen elsewhere in the county, however there is a possible causewayed enclosure at Tilmanstone. From pottery evidence, settlement activity seems to be focused around Deal. Settlements themselves are rare in Kent, with longhouses being particularly elusive.

### **Bronze Age (2500 to 700 BC)**

**222** The Bronze Age saw an increase in the size and social complexity of communities, and, notably, the first use of metalworking in

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Britain. The expanding population and the advent of metal tools allowed forests to be cleared on a larger scale to provide land for agriculture. Cleared land was often divided up into field systems, reflecting the increasing social complexity that was developing. Increasing food production, an increasing population, and new technologies led to the emergence of specializations in the population, including the emergence of a social élite. Monumental 'ritual' architecture shifts from the communal to the individual, with barrows and elaborate grave assemblages reflecting the high social status of a select few. An increasing population meant that settlements become more common, often consisting of groups of roundhouses, sometimes within a ditched enclosure. A few high status sites also developed, which were the hub of the new industries that were emerging, namely weaving, metalworking, and salt extraction. Regional cultures began to develop, most prominently shown in the variations in pottery types, though there is evidence that extensive trade routes existed, including links with the continent. There is evidence of a collapse of trade routes at the end of the Bronze Age and a degree of social change.

**23** The Isle of Thanet and the Wantsum Channel are the focus of settlement activity in east Kent during this period, and there is a high status site at Mill Hill, Deal (which was

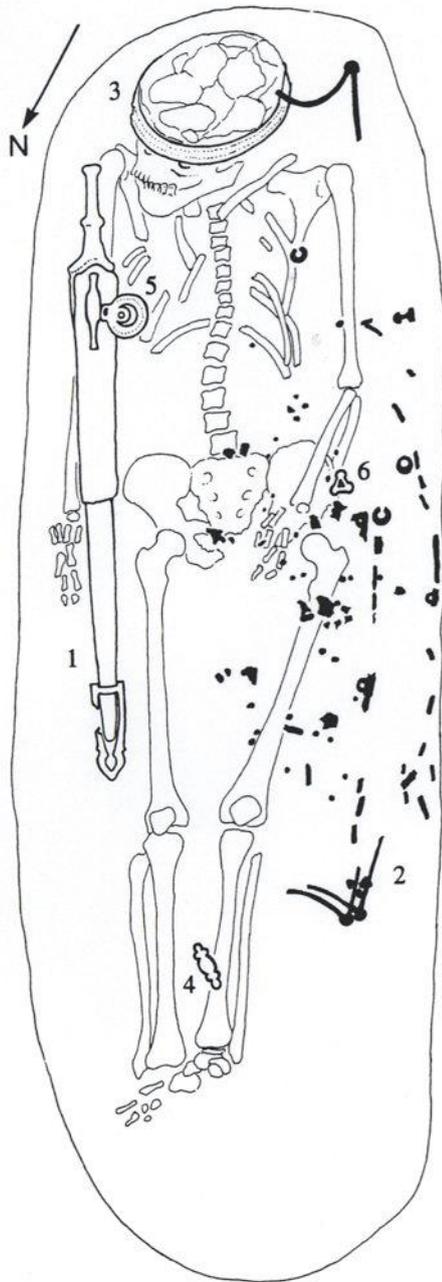
situated at the southern extent of a stretch of the Wantsum). There is evidence for activity across the rest of the district, including a probable settlement at Dover. Two boats were discovered at Langdon Bay and Dover, highlighting the importance of coastal transport and cross Channel contact.

### **Iron Age (700 BC to AD 43)**

**24** The Iron Age sees the development of iron-working technology. Social relations become more complex and the development of new technologies and trade routes led to an increase in the range of goods people had access to. Settlement is extensive in the Early Iron Age, especially in the east of Kent. There is a notable lack of settlement evidence in the Middle Iron Age, for unknown reasons, though a number of hillforts develop, probably primarily as social and ritual centres rather than defences sites. The Late Iron Age sees an increase in settlement activity again. There is less of an emphasis on defended settlements during the Late Iron Age, and hillforts are replaced by oppida. These extensive sites were the new residences of the social élite, and had a range of social and economic roles. Coinage develops during the Late Iron Age, and larger-scale industries begin to develop, showing both increased social organization and increased trading opportunities. Social changes in the Late Iron Age extend to burial practices. Prior to the Late Iron Age human remains are rare, but from the Late Iron Age Inhumations and cremations become more prominent.

**25** The Late Iron Age sees the expansion of the Roman Empire across continental Europe, which exposed southern Britain to new trade routes and a range of new technologies, ideas, and goods. Caesar's expeditions in Kent in 55 and 54 BC had profound consequences for the ruling élite. Many parts of southern Britain effectively became client states of the Roman Empire. The main consequences of this for the

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populace were increased political stability and the increase in trade routes leading to a greater variety of consumer goods.

26 Early Iron Age settlement is concentrated in the east of the county, with a large number within Dover District. The ramparts of Dover Castle have been conjectured to have evolved from an Iron Age hillfort. There is a marked decrease in known sites of the Middle Iron Age in the district – a trend which is comparable to the rest of the

county. Major activity of Middle Iron Age date is limited to a settlement site at Worth and occupation activity at Dover. Late Iron Age settlement is more widely distributed across the district, with notable sites including a religious site at Worth and a cemetery at Mill Hill, Deal. The North Downs trackway may date to this period.

### Roman (AD 43 to 410)

27 By the first century AD much of southern Britain had effectively become de facto client states of the Roman Empire and the formal inclusion of Kent within the Roman Empire in AD 43 with the arrival of Claudius does not appear to have had any significant impact. Rural settlement continued to be dominated by small groups of roundhouses within a ditched enclosure, though the social élite increasingly adopted the Mediterranean architectural styles, notably building country villas. Towns develop, with a greater focus on the use of stone than before, and metalled roads cross the landscape on an unprecedented scale, connecting towns, military stations, and important industrial sites. Large scale industry is a feature of the Roman period, with the exploitation of the iron deposits in the Weald, and extensive salt-workings and pottery production. Kent was also a prolific producer of grain, which was exported to other parts of the Empire. Inclusion within the Empire, and the extensive road network allowed for extensive trade routes and the range of consumer goods increased.

28 Although the Empire brought internal peace, the military was a significant presence within east Kent throughout the Roman period. The probable Claudian landing site at Richborough in AD 43 became the main port of entry into the country and the start of Watling Street which ran to London. Alongside the fort there was a small civilian settlement, with temples, mansio (official guesthouse), and an amphitheatre. A large

15. The 'Mill Hill Warrior' - an Iron Age grave from Deal containing a sword (1), shield (2), crown (3), decorated brooch (4), decorated bronze suspension ring (5) and a bronze strap-end decorated with coral (6).

16



quadrifrons (triumphal arch) was built at Richborough, straddling the road, to signify the conquest of the whole of Britain. From the early to mid second century AD Dover replaced Richborough as the main port of entry, and became one of the stations of the *Classis Britannica* (the Roman fleet in the English Channel). Again, a fort was accompanied by a *mansio*, the magnificent Roman Painted House, and civilian settlement. The importance of Dover as a port of entry is highlighted by the construction of two lighthouses on the Eastern and Western Heights sometime in the first century AD. The lighthouse on the Eastern Heights remains standing. From the third century onwards a series of new forts were built along the east and south coast of Britain. In the early fifth century these were referred to as the Forts of the Saxon Shore, though there is no evidence that they were initially conceived as an integrated line of defences. A fort was built at Dover c.AD 270 and at Richborough c.AD 277.

29 The Roman road network within the District is not fully understood, though Dover, Richborough, and Canterbury were certainly linked. There is a notable lack of known villas to the east of Canterbury when compared to the west of the county, and there are only four proven villas in Dover District, although an additional fifth possible villa site has recently been identified on aerial photographs near Ash. Findspots suggests that there was probably fairly dense rural occupation around Deal and the southern end of the Wantsum, though the precise nature of any settlements is unknown. There is also some evidence for agricultural specialisation in the district in the Roman period, including the growing of spelted barley, presumably for brewing. In this area also is the temple at Worth, which continued in use into the Roman period. Christianity spread in the third century AD, and a font at Richborough may be one of the earliest signs of Christianity in the district.

## Anglo-Saxon (AD 410 to 1066)

**20** Following the withdrawal of the Roman army from Britain c. AD 410, the eastern areas of Britain began to be settled by peoples from northern Germany and southern Scandinavia, namely the Angles, Saxons, and Jutes. Whether they were migrants or invaders is uncertain, though from the middle of the fifth century onwards their material culture begins to become common. The decline of the Roman Empire led to a decrease in continental trade, though finds suggest that Kent appears to have maintained good trade links with the continent. St Augustine reintroduced Christianity in AD 597, with early churches built soon after. Kent continued to be a centre of Christianity throughout the period, with bishops at both Canterbury and Rochester. The Kingdom of Kent became powerful in the seventh century, but its influence waned after this. The Viking incursions of the ninth and tenth centuries largely avoided Kent, perhaps reflecting its relatively low political influence towards the end of the period.

**21** Rural Anglo-Saxon settlement evidence in Dover District is relatively sparse, and little is known of the towns in the early Saxon period. Dover appears to have remained a major settlement and exceptionally well preserved Saxon period remains have been found in the centre of the town. It was probably a major trading centre, with links to the continent. It was also the centre of a vast



17. Anglo-Saxon brooches from Buckland cemetery, Dover. Photo © Canterbury Archaeological Trust

estate, and there was likely a defended site on the Eastern Heights during this period. Sandwich developed as a wic (trading site) from c. AD 650, though the exact nature of Saxon Sandwich is uncertain. Richborough probably became a small religious settlement and port, while Wingham and Eastry developed as the centres of estates, the latter being a royal estate. In the late Saxon period Dover and Sandwich were major settlement centres, both being sites of mints. Evidence for a rural Saxon settlement has been recorded at Whitfield.

**22** Burial evidence of this date is extensive in eastern Kent, with particularly large inhumation cemeteries at Buckland and Finglesham. Kent had some of the earliest churches and monasteries in the country, with St Martin's Priory in Dover dating to the early seventh century, and a possible monastery founded at Eastry later in that century. A number of churches in the district also have Saxon origins. St Mary-in-Castro, in Dover, is the most complete Saxon church within the District, dating to c. AD 1000.

## Medieval (AD 1066 to 1540)

**23** Most of the landscape of Kent was formed in the medieval period, as small Saxon settlements grew into larger villages and towns. Following the Norman Conquest which began in AD 1066, there was an increased focus on architecture created by the military and for religion. Thus many small wooden Saxon churches were rebuilt in stone, some on a monumental scale, and there was a great increase in the size and number of stone-built castles. The church became very powerful during this period, and held land and properties across the country. Canterbury was an especially important religious centre, both as the seat of the country's highest religious figure, and as an important pilgrimage centre. Trade links with the continent grew, and the ports of Kent became important centres, with four of the

five main Cinque Ports in Kent. Notable industries that grew in Kent during this time included brewing, tanning, tile-making, wool production, weaving, and iron-working.

**24** Dover Castle dates to this period. William I's army first burnt the Saxon fortifications on the Eastern Heights and then built new fortifications. The massive stone keep and curtain walls were built from the mid twelfth century onwards. The castle subsequently became a royal castle, indicating the status and strategic importance of Dover. The only other early castle in the district was at Coldred dating from the late eleventh to mid twelfth centuries. Slightly later, towards the close of the thirteenth century, a small castle was built at Sandwich. Dover castle was besieged in 1216 with a failed invasion of the French, while Sandwich was raided by the French in 1457. Only five towns in Kent had known walls during this period, two of which are in Dover District. At Sandwich, earthen ramparts were constructed in the mid to late thirteenth century, with further modifications

**18**



18. The Fishergate, Sandwich.

and the addition of small sections of stone wall over the next 200 years. The ramparts and two gates survive. Dover had walls of some sort by 1231, which were added to over the next 200 years, though they probably never completely enclosed the town. No standing remains survive.

**25** Many of the parish churches have fabric dating to the Norman period, though most were heavily altered to cope with an expanding population over the next 500 years. The religious centres of Langdon Abbey, St Radegund's Abbey, Dover Priory, Sandwich Friary, and Wingham College expanded over this period. This period also saw the rise of centres of healing, initially centres healing the soul, and later hospitals healing the body. A number of institutions were founded in Dover and Sandwich. Dover, located at the eastern end of the Pilgrim's Way, was an important pilgrimage centre, both as home to the shrine of Thomas de la Hale and as a gateway between Canterbury and the continent. The Reformation of the mid 16th century marked the decline of the influence and control of the church on the wider landscape. Langdon Abbey was one of the first, if not the first, religious house to be dissolved, in 1535. St Radegund's Abbey followed in 1536, Wingham College in 1537, and Dover Priory and Sandwich Friary in 1538.

**26** Sandwich and Dover were major trading centres, being two headports of the Confederation of the Cinque Ports. Stonar and Deal were smaller ports in the trading and defensive network. By the start of the sixteenth century most of the harbours along the east Kent coast were silting up. Dover, which also had an important naval function, invested in large harbour works to combat this. For the other ports, the end of this period was marked by a general shift in trade to ports away from Kent.

## Post-Medieval (AD 1540 – modern)

**27** The post-medieval period sees rapid and extensive growth of the population in Kent, and subsequently their impact on the landscape. The population of Kent has grown from somewhere around 100,000 in 1500 to almost 1.7 million in 2010. In addition to a vast increase in settlement size, there has been a great increase in industry, while other institutions, such as the church, have declined in importance. New transport links have developed as well, most notably increases in the road network and the construction of the rail network, but also increased links with the continent through the growth of ferry transport and the Channel Tunnel Rail Link. Increasingly great importance was placed on defence of the county, with successive lines of defence being constructed along the east coast.

**28** The population of Dover District has not seen the same scale of growth as elsewhere in the county, with the population of the whole District currently only around 100,000. The population of the major towns changed little from the beginning of the period up to the nineteenth century. During this century Dover and Deal saw rapid growth from around 10,000 each to around 40,000 and 20,000 respectively. Sandwich, however, has seen relatively little growth, and the scale of growth of the district is comparatively low compared to other parts of the county.

**29** One of the major industries to affect the district was coal mining, which developed over the course of the early twentieth century, with peak output in 1935. Collieries were founded at Snowdown,

Tilmanstone, and Betteshanger, with accompanying small planned settlements at Aylesham, Elvington, and Mill Hill. A network of light railways was constructed, and an aerial ropeway was built to connect Tilmanstone with Dover harbour.

**20** Other major features of the district are the various defensive sites. Castles were built at Sandown, Deal, and Walmer between 1539-40 as part of the Henrician coastal defence system. As part of the Napoleonic defences these were supplemented by two shore batteries at Sandwich. Additions were made to Dover Castle and, most notably, the Western Heights were developed as a fortress. Further additions were made to the Eastern and Western Heights over the nineteenth century. The First World War saw coastal batteries at Dover and the development of port facilities and a military camp at Richborough. The Second World War saw further coastal batteries, airfields, and pillboxes as part of defence lines.

**24** The first turnpike act in the district came into force in 1753, though the majority of turnpike acts were issued around the turn of the nineteenth century. The first railway in the district was built in 1844, connecting Dover to Folkestone. A number of other lines were constructed over the next 40 years, followed by the light railways connecting the collieries. Dover was the only town in the district to have a tram network, which was in operation from 1897 – 1936. Deal and Sandwich continued to lose importance as ports. Dover, however, continues to be of national importance as a port, both in terms of commercial and public shipping.



19. Fishing boats on Deal beach. Photo © Explore Kent

## Significance of Dover's Heritage

**22** As a group the heritage assets in Dover District are considered to be of outstanding significance. The district's archaeology, historic buildings and historic landscapes are of national and international importance. Discoveries such as the Dover Bronze Age boat and the Ringlemere Cup have helped to improve our understanding of the movement of peoples, ideas and goods in the prehistoric period. That these finds were made by chance shows clearly the potential for significant further archaeological finds to be discovered within the district. Major heritage sites such as Richborough Roman Fort and Dover Castle have been known about for much longer, but nevertheless are likely to contain important evidence that could further improve our understanding of key events and periods in British history. Arguably the most significant monuments in the district relate to defence and countering the threat of invasion. The District's Channel location has



20. The Fairburn Crane, Dover Harbour

meant that it has always been on the front-line in conflicts with continental Europe. As such the district contains an unparalleled collection of defensive heritage assets spanning nearly 2,000 years from the Roman invasion to the Cold War.

**23** Throughout this strategy reference is made to the suite of 'Heritage Values' set out in Historic England's Conservation Principles (2008). These values seek to explain why people value historic assets and places; they set out a range of complementary and overlapping values which help to articulate how the significance of a place, theme or asset is understood. The values are divided into four strands – evidential value, historical value, aesthetic value and communal value.

**24 Evidential value** – the evidential value of the district's heritage assets is immense. The archaeological record of the district holds important evidence for interaction and relations between Britain and Europe. Evidence for the movement of people, ideas and goods across the Channel can be charted in the heritage of the district. The heritage of the district also has the potential to provide important new information on the development of settlement in the district and shed light on the past lives of the people who have lived in and shaped the modern landscape.

**25** Archaeological research projects, development-led archaeological investigations, environmental archaeology and the use of scientific analysis all hold a great potential to further realise and discover important and new evidence.

**26 Illustrative value** – The district's heritage assets illustrate numerous events that played out on the national and international stage. These include, for example, important Roman sites containing both above ground and below ground remains that show the impact of the arrival of



the Roman army in AD 43, life under Roman rule and the decline and fall of Roman Britain. It is not just the district's ancient remains that are of importance. More recent conflicts have left their mark on the district's landscape. The anti-invasion remains of the Second World War period illustrate, for example, the very real fear of German invasion that impacted on the everyday lives of people across the district. Numerous other conflicts and events have equally left their mark and provide an accessible and understandable illustration of national and international history at a local level.

**27** The heritage assets of the district also provide a link to important past peoples and are associated with numerous rulers, kings, notable families and individuals. From Churchill's visits to 'hellfire corner' in the Second World War to Caesar's landing near Deal – the district's heritage assets allow locals and visitors alike to connect with key people from the past. Sites such as Walmer Castle, with its collection of Wellington memorabilia and recreation of the Duke's

apartments provide an intimate insight into the life and personality of a well-known and significant historical figure.

**28** **Aesthetic value** – the aesthetic values of Dover District's heritage assets are wide and varied; from the wide rolling down-land landscapes, shaped by generations and now celebrated as an Area of Outstanding Natural Beauty, to the attractive ancient church which forms the centrepiece of a historic village. Some places such as Dover Castle are iconic and recognised and celebrated widely for their aesthetic qualities. Other places are more intimate and valued by the local people who experience them daily. Military remains, such as the sheer walls and ditches of the Drop Redoubt, can inspire feelings of awe and fear that resonate well with the original purpose of the fortifications and help visitors to appreciate their defensive might. Other sites, like the historic parkland at Waldershare or Goodnestone, for example, are deliberately designed to be aesthetically pleasing and continue to be valued because of this. The district's many historic villages and

*21. Boats moored at Sandwich Quay.*

farmsteads are now valued aesthetically, but were not necessarily designed to be so – they have become imbued with an aesthetic quality arising from a patina of age. The district's industrial heritage includes many buildings that while utilitarian in their design stand as powerful imposing structures, with attention to detail that conveys both the power of the industries and the pride of those that worked in them.

**29 Communal value** – the communal values of the district's heritage assets are equally wide-ranging and varied. The historic environment of the district is key

to providing a sense of place. Many people draw emotional and intellectual stimulation from the district's heritage assets. Dover Castle, for example, which sits above and dominates the town of Dover is symbolically valuable to many and is an important part of the district and its identity. The district's extensive Second World War remains are not just important for their illustrative value – they are also a visual and commemorative link to the losses that the people of Dover suffered during the war and of the bravery of those who manned the defences.



22. Exploring the Western Heights. Photo © Explore Kent

# 3 Heritage Assets



# Heritage Assets



## Definition of a heritage asset

**3.1** A building, monument, site, place or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the Local Planning Authority (including Local Listing). NPPF Annex 2.

**3.2** In planning terms the concept of 'heritage assets' was a key feature of Planning Policy Statement 5 which unified previous planning policy guidance. The principle of considering the historic environment in a holistic manner is continued in the Government's NPPF and the concept of heritage assets remains a key building block of the framework. Elements of the historic environment that are worthy of consideration in planning matters were termed 'heritage assets'.

**33** A heritage asset will hold meaning to individuals and groups of individuals beyond their purely functional utility. Heritage assets have been shaped by people responding to their local environment, but will also help to shape that environment in the future. They have a significant role to play in creating a sense of place and acting as a catalyst for regeneration. The district's heritage assets add distinctiveness, meaning and identity to the place and are an exceptionally valuable local resource.

**34** It is therefore important that the significance of the district's heritage assets is taken into account as part of any future development management, regeneration or maintenance decisions and opportunities are sought, wherever possible to enhance the district's heritage assets.

## Types of assets and designations

**35** The term heritage assets encompasses all sorts of features, including buildings, parks and gardens, standing and buried remains, areas, sites and landscapes. Some heritage assets possess a level of significance that justifies designation. The following statutory designations covering heritage assets exist within Dover:

- Scheduled Monuments
- Listed Buildings
- Conservation Areas
- Registered Parks and Gardens
- Protected Wreck Sites off the coast of Kent.

*1. Goodnestone Park, a Grade II\* Listed Building set in extensive parkland. The house's gardens and parkland are included on the English Heritage Register of Parks and Gardens of Special Historic Interest. Photo © Ben Found*



- 36 Other heritage assets may be indirectly provided with statutory protection. For example, Areas of Outstanding Natural Beauty (AONBs) are designated to protect the natural beauty of a place and heritage assets may form an important part of what makes an AONB special.

### **Scheduled Monuments**

- 37 Scheduled Monuments are those archaeological sites which are considered to be nationally significant and as such have been given legal protection by being placed on a list by the Secretary of State for Culture, Olympics, Media and Sport. The Ancient Monuments and Archaeological Areas Act of 1979 provides the legislative framework for this list. Scheduling is legal protection afforded specifically to archaeological sites.

### **Listed Buildings**

- 38 Significant historic buildings or structures are provided with statutory protection by being placed upon the Statutory List of Buildings of Special

Architectural or Historic Interest. Buildings which have been placed upon this statutory list are known as Listed Buildings and are graded using the following criteria:

- Grade I buildings are of exceptional interest, sometimes considered to be internationally important; only 2.5% of Listed Buildings are Grade I
- Grade II\* buildings are particularly important buildings of more than special interest; 5.5% of Listed Buildings are Grade II\*
- Grade II buildings are nationally important and of special interest; 92% of all Listed Buildings are in this class and it is the most likely grade of listing for a homeowner.

- 39 Listed Building Consent is required from the Local Planning Authority for any alteration, extension or demolition works which may affect the special historic or architectural character of the building. The Planning (Listed Buildings and Conservation Areas) Act 1990 provides the legislative framework for the Listed Building process.

## Conservation Areas

**3.10** Conservation Areas are designated where a place is of special historic or architectural interest, and where it is desirable to preserve or enhance the character and appearance. Conservation Areas are mostly designated by the Local Planning Authority. Owners or users of a property in a Conservation Area require permission to carry out certain types of alterations to that property, to demolish or substantially demolish a building and to notify their intention to cut down or prune trees in the area. Additional restrictions on small scale development and alterations within a Conservation Area can be secured through the application of Article 4 and in particular Article 4(1) Directions which can be used to remove permitted development rights.

### Registered Parks and Gardens

**3.11** Since 1983 Historic England has maintained a Register of Historic Parks and Gardens of special historic interest in England. This Register is specifically concerned with gardens, grounds and planned open-spaces and the emphasis is on the significance of the place as a designed landscape, rather than its botanical importance. Registration is a 'material consideration' in the planning process, meaning that planning authorities must consider the impact of any proposed development on the landscape's special character. As with Listed Buildings, the Registered Parks and Gardens are graded as per the following criteria:

- Grade I sites are of exceptional interest
- Grade II\* sites are particularly important, of more than special interest
- Grade II sites are of special interest, warranting every effort to preserve them.

### 3. Historic Buildings in Deal



### Protected Wreck Sites

**3.12** The Protection of Wrecks Act (1973) provides the legislative framework for designating the remains of vessels (or their contents) which are of historical, artistic or archaeological importance. It is a criminal offence for anyone to tamper with, damage or remove any part of a protected wreck or its contents.

### None designated heritage assets

**3.13** The majority of heritage assets will not be designated. Some heritage assets may be of a level of significance which would not warrant formal designation, whilst other assets may not currently be designated either because their significance has only recently been revealed or has never been formally considered. Some of the undesignated heritage assets are of equivalent significance to those that are.



**3.14** Some assets may have a locally-defined designation; these do not have any statutory framework underpinning them but represent recognised heritage assets of local significance or value. As there is no adopted local list of buildings for Dover, the only locally-defined designations are the Historic Parks and Gardens.

**3.15** Non-designated heritage assets are all those recognised elements of the historic environment not covered by one of the above designations. These include standing buildings, below-ground archaeology and archaeological findspots, earthworks, maritime features (principally shipwrecks) and aircraft crash sites (though most of the latter are covered by the Protection of Military Remains Act 1986).

Designated Heritage Assets	
Scheduled Monuments	50
Listed Buildings	1926
Conservation Areas	57
Registered Parks and Gardens	6
Protected Wreck Sites	1
Locally designated Heritage Assets	
Historic Parks and Gardens	21
Non-designated Heritage Assets	
Standing Buildings	772
Belowground Archaeology	9845
Maritime Features (excludes offshore wrecks)	33
Aircraft Crash Sites	0

Table quantifying designated and non-designated heritage assets recorded in the Kent Historic Environment Record (as of April 2020)



4. Archaeological investigations ahead of housing development in Walmer.

5. Dover Eastern Docks and the White Cliffs. Photo © Ben Found

# 4 Heritage Themes

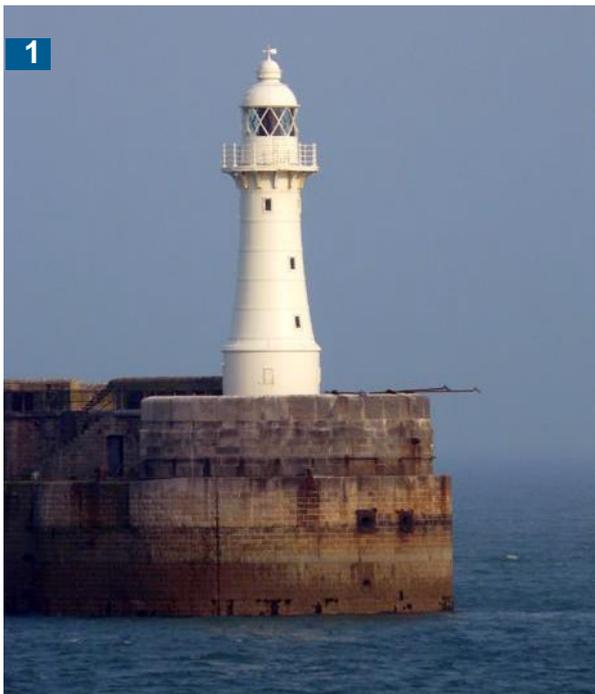


# Dover districts Heritage Themes

## Introduction to themes

4 The archaeology and heritage of Dover District is exceptionally rich, varied and extensive. It was therefore realised at an early stage that in order to properly define and characterise these assets it would be necessary to consider them through broad groups and themes. A list of the groups and themes, along with broad summaries is included below. The theme papers themselves are included as Appendix I of this strategy.

4 In identifying a list of themes for this strategy, consideration was given to those aspects that particularly contributed to local distinctiveness or have played an important role in shaping the character of the district. A more general description of the richness of the district's heritage is provided through the asset-based themes, considering the resource in terms of asset groupings.



1. South Breakwater Lighthouse, Dover Harbour.

4 The following themes and theme groups were considered as part of the present study (due to the complexity of some themes these have been treated by individual sub-theme):

- 1 Coastal Processes and landscapes
- 2 Coastal Ports
  - 2.1 Sandwich & Stonar
  - 2.2 Deal Port and The Downs
  - 2.3 Dover Harbour
3. Invasion and defence
  - 3.1 Roman Gateway
  - 3.2 Arrival of the Saxons
  - 3.3 Medieval defences
  - 3.4 The Castles of the Downs
  - 3.5 Post-medieval defences
  - 3.6 The Great War and Supply of the Western Front
  - 3.7 Second World War defences
- 3.8 Barracks
- 3.9 Cold War
4. Communications
  - 4.1 Historic road, routes and lanes
  - 4.2 Railways
  - 4.3 Cross Channel travel
  - 4.4 Flight
5. Maritime
  - 5.1 Coastal features and leisure
  - 5.2 Wrecks
6. Church
7. Country Houses and estates
  - 7.1 Great houses and estates
  - 7.2 Courts and Manors
8. Settlement
9. Agriculture and Farmsteads
10. Industry
  - 10.1 The East Kent Coalfield
  - 10.2 Dour Mills and Industries
  - 10.3 Quarrying
11. Archaeology
12. Built Heritage
13. Conservation Areas



44 It is recognised that there are significant heritage assets within the district that do not easily fall in to the above themes and that arguments could be made for additional themes which are important to the district for example prehistoric settlement and land-use, coastal leisure, civic buildings, cemeteries and historic parks and gardens, ancient woodlands, trees, hedgerows and the character of the historic landscape. It is envisaged that future studies could add to the theme list above.

## Themes methodology, values and significance

45 Themes were investigated using a desk-based approach, with a number of different sources of information consulted. Some limited site visits were made where on the ground clarification was needed or where desk-based sources were contradictory or inconsistent. Outputs comprised thematic based studies (which are included as an appendix) as well as GIS layers, which have been used as a basis for the production of the illustrations accompanying the theme papers.

46 The thematic studies are not intended to provide a definitive list of all heritage assets relating to a particular theme; rather, they are intended to provide an illustration of significant elements, examples or key groupings of the district's heritage assets that contribute to the significance of the theme. The nature of such a theme based approach



means that there will be considerable overlap between themes, groups and sub-themes. As such some heritage assets feature in multiple themes; where possible cross-references have been included to other relevant themes.

47 Each theme study comprises an introduction to the theme, a written description of the principal heritage assets, a tabulated list of key heritage assets and a statement of significance for that theme. The theme studies also highlight any significant vulnerabilities or opportunities connected with either the theme as a whole or to specific assets within that theme.

### Significance

48 Measures for assessing the significance of the themes and groups in their various aspects have been based on the values (where relevant) set out in Historic England's Conservation Principles. These values are: evidential, illustrative, aesthetic and communal. **Evidential value** derives from the potential for heritage assets to yield further evidence of past human activity. The evidential value of the theme is based on the potential capacity of the assets to provide additional information upon investigation. **Historical value** derives from the way in which past people, events and aspects of life can be connected through a theme to the present. Historical values may be represented through the ability of an asset to illustrate an aspect of history or prehistory on a wider scale, or



by association with a specific notable family, person, event or movement. **Aesthetic value** derives from the ways in which people draw sensory or intellectual stimulation from a place. It is recognised in the present study that some assets may have an aesthetic value as a result of deliberate and conscious designs, whereas the aesthetic value of other places may be accidental or secondary to their primary function. **Communal value** derives from the meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory. As part of the communal value consideration has also been given to the amenity value of themes or elements therein.

**49** The overall assessment of significance is considered in terms of its evidential, historical, aesthetic and communal values and is intended to reflect the theme, group or sub-theme as a whole. Assets may individually be of greater or lesser significance or may

contribute to the significance of multiple themes or have an additional group value. The degrees of significance adopted in the Dover District Heritage Strategy are:

- **Outstanding Significance:** themes which are of key national or international significance. These are those themes that contain significant heritage assets, which are among the best (or the only surviving example) of an important type of monument, or are outstanding representatives of important social or cultural phenomena, or are of very major regional or local significance.
- **Considerable Significance:** themes which contain heritage assets that are good and representative examples of an important class of monument (or the only example locally), or have a particular significance through association (although surviving examples may be relatively common on a national scale)

- **Moderate Significance:** themes which contribute to the character and distinctiveness of the district, or which provide an historical or cultural context for other themes that may be of individually greater significance.
- **Low Significance:** themes which are of individually low value in general terms, or have little or no significance in promoting understanding or appreciation of the district, without being actually intrusive.
- **Uncertain Significance:** themes or elements therein which have the potential to be significant (e.g. buried archaeological remains) but where it is not possible to be certain on the evidence currently available.
- **Intrusive:** themes or elements therein which detract visually from or which obscure understanding of significant elements or values of the district. Recommendations may be made on their removal or other methods of mitigation.

4.10 The table below sets out the significance of each of the themes assessed for the Heritage Strategy

Theme	Significance
1 Coastal Process and landscapes	Outstanding
2.1 Sandwich & Stonar	Outstanding
2.2 Deal Port and The Downs	Outstanding
2.3 Dover Harbour	Outstanding
3.1 Roman Gateway	Outstanding
3.2 Arrival of the Saxons	Considerable
3.3 Medieval defences	Outstanding

Theme	Significance
3.4 The Castles of the Downs	Outstanding
3.5 Post-medieval defences	Outstanding
3.6 The Great War and Supply of the Western Front	Considerable
3.7 Second World War defences	Outstanding
3.8 Barracks	Moderate to Considerable
3.9 Cold War	Moderate
4.1 Historic roads, routes and lanes	Moderate to Considerable
4.2 Railways	Moderate
4.3 Cross Channel travel	Considerable
4.4 Flight	Moderate
5.1 Coastal features and leisure	Considerable to Outstanding
5.2 Wrecks	Outstanding
6 Church	Outstanding
7.1 Great houses and estates	Considerable
7.2 Courts and Manors	Moderate to Considerable
8 Settlement	Outstanding
9 Agriculture and Farmsteads	Moderate to Outstanding
10.1 Kent Coalfields	Considerable
10.2 Dour Mills and Industries	Moderate
10.3 Quarrying	Low to Moderate
11 Archaeology	Outstanding
12 Built Heritage	Outstanding
13 Conservation Areas	Outstanding

## Limitations and assumptions

4.11 The data used to comprise the theme studies was largely comprised of secondary information obtained from a variety of sources, only some of which were directly examined. Where possible, sources have been cross-referenced and cross-examined to ensure accuracy. The general assumption was made that this data as well as that derived from other secondary sources is reasonably accurate, but none the less some errors may be expected. Given the time limits posed upon the study, only those sources that were readily and easily accessible were examined. It should be noted that the information held within these sources will not be complete and does not preclude the subsequent identification or discovery of other significant heritage assets that are, at present, unknown.

4.12 The theme papers presented in the Heritage Strategy present a snap-shot in time of the district's heritage assets. New discoveries are continually being made and new information constantly coming to light.

## Theme summaries

### Theme 1 Coastal Processes and Landscapes

4.13 Dover District contains exceptional coastal landscapes of national and international renown. The White Cliffs of Dover are recognised around the world and form part of a coastal landscape of



5. Historic Sandwich. Photo © Explore Kent

outstanding historical significance. In the north of the district the creation and reclamation of the Wantsum Sea Channel and the formation of the Deal and Stonar spits has shaped the area's landscape and history. Dover itself owes its existence to the River Dour which carved an opening in the formidable chalk cliffs providing a safe haven and harbour for vessels passing through and crossing the English Channel.

### Theme 2.1 The Coastal Ports of Sandwich and Stonar

4.14 Sandwich and Stonar are both outstandingly important examples of medieval coastal ports. Both sites contain archaeological remains of the highest quality, including well-preserved waterlogged deposits. Whilst Stonar survives only as buried archaeological remains, Sandwich is blessed with many fine medieval buildings flanking its winding historic streets.

### Theme 2.2 Deal Port and The Downs

4.15 Now a quiet sea-side town, Deal was once among the most important naval ports in the Country. Vessels at Deal made use of the major anchorage of The Downs, protected by three powerful castles built by Henry VIII. In the seventeenth, eighteenth and nineteenth centuries numerous ships would have been seen anchored off the coast, supplied by cutters piloted by skilled boatmen, ferrying supplies and men from the shore. Although the naval vessels have gone Deal retains an outstanding collection of buildings dating to the town's heyday in the eighteenth and nineteenth centuries.

### Theme 2.3 Dover Harbour

4.16 Dover contains an exceptional collection of heritage assets that tell the story of cross-Channel travel through the ages. Lying at the shortest crossing point of the Channel, and nestling in a break in the



formidable White Cliffs, Dover has seen maritime vessels plying its waters since prehistoric times. The town contains an unrivalled palimpsest of archaeological and above ground remains that reveal the development and growth of the harbour from a major port of entry in the Roman period to the bustling ferry port of today.

### **Theme 3.1 The Roman Gateway**

**4.17** Roman remains can be seen in many places across the country, but it is only in Dover District that the complete story of Roman Britain can be experienced; from the first expeditions of Caesar in 55 BC to the withdrawal of the last vestiges of Roman administration in circa AD 410. It is not surprising then that the District contains some of the country's finest Roman remains, from outstanding buried archaeology, to the tallest upstanding Roman building surviving in Britain.

### **Theme 3.2 Arrival of the Saxons**

**4.18** With the withdrawal of the Roman administration, East Kent sees the arrival and settlement of the Anglo-Saxon and the emergence of a relatively early and wealthy post Roman society. The abundant and rich cemeteries of the 5th to 7th centuries in the district illustrate a distinctive cultural complexion that distinguish the emerging Kingdom of Kent from the Anglo-Saxon communities in other areas of Lowland. From this point we see the emergence of today's settlement patterns, landscape and the arrival of Christianity through the district.

### **Theme 3.3 Medieval Defences**

Dover District contains a range of important medieval defences. Dover Castle is the most pre-emanate of the group, being one of the most powerful medieval castles in England. Dover Castle is an outstanding example of medieval defensive architecture that is hugely symbolic for the identity of the town and district.

### **Theme 3.4 The Castles of the Downs**

**4.19** The three Castles of Deal, Walmer and Sandown form an outstanding group of Henrician defensive works. Deal Castle at the centre of the line is rightly known as the 'Great Castle' and is the most powerful of Henry VIII's coastal fortifications. Today the castles are an important part of the local identity of the towns of Deal and Walmer and are a reminder of the strategic importance of this stretch of coastline and the naval anchorage that lies off it.

### **Theme 3.5 Post Medieval Defences**

**4.20** Dover contains a number of historically significant fortifications of post-medieval date. These include the spectacular and powerful fortifications at the Western Heights, which are the largest, most elaborate and most impressive surviving example of nineteenth century fortification in England. The post-medieval defences in Dover District form a group of sites of outstanding importance.

### **Theme 3.6 Great War Defences and the supply of the Western Front**

**4.21** In the First World War Dover harbour was an important naval base and port of refuge from which the famous Dover Patrol operated. Elsewhere in the district a major supply depot, transhipment facility and port was constructed at Richborough that was

involved in the manufacture, salvage and supply of equipment destined for use on the battlefields of Continental Europe. The district contains a number of important remains, including above ground structures and buried archaeology that demonstrate the importance of the District in the First World War.

### **Theme 3.7 Second World War Defences**

**4.22** The twentieth century was one of rapid technological advance – telephony, radio and radar brought new means of communication, long-range detection and directing gun-fire; whilst cross-Channel guns, powerful battle tanks and flying rockets brought new threats to military and civilian targets. During the Second World War the area around Dover gained the nickname 'Hell-fire Corner'. Dover was literally and symbolically on the front-line and it is therefore not surprising that the district contains an exceptional wealth of heritage assets relating the defences of the Second World War.

### **Theme 3.8 Barracks**

**4.23** At their height Dover and Deal were major garrison towns, with numerous soldiers, officers, and military families being accommodated in various barrack accommodation. Purpose built barrack buildings dating from the eighteenth to twentieth centuries are represented in Dover



7. Citadel Battery, Dover Western Heights.

district, ranging from modest buildings to enormous and unique underground complexes designed to house hundreds of men.

### **Theme 3.9 Cold War Defences**

**424** To many the Cold War was a secret affair that took place behind closed doors. The district's heritage assets reflect this, comprising radar stations with underground bunkers, buried nuclear-fallout monitoring posts and secret underground command centres. The most significant Cold War heritage asset in the district is the Regional Seat of Government for the south-east, which was formed in tunnels deep under Dover Castle.

### **Theme 4.1 Historic Roads, Routes and Lanes**

**425** The district's road network, its lanes, streets and footpaths has its roots in ancient times. Cropmarks shown on aerial photographs illustrate the numerous prehistoric trackways that followed the ridges and valleys of the North Downs allowing movement of early peoples around the coastal areas and into the heart of Kent. The arrival of the Romans saw the creation of major roads connecting the coastal ports with Canterbury, London and each other, roads which in many places still form a part of the principle road network. The main road to Dover became a major route for pilgrims and travellers on their route to Europe. The towns of Sandwich and Deal have well preserved medieval and post medieval street patterns which contribute immensely to their much valued sense of place.

### **Theme 4.2 Railways**

**426** The coming of the railways helped to feed the rapid development of Dover as a major cross-Channel port. The railway first arrived in the District in 1844 and by the end of the nineteenth century the town of Dover benefitted from three mainline railway stations with connections towards London,

Folkestone, Canterbury and Deal. In the rural areas of the district a network of Light Railway lines and tramways served rural industries and communities as well as the Kent Coalfields, whilst Dover Town benefitted from an electric tramway operated by the Corporation.

### **Theme 4.3 Cross Channel Travel**

**427** The proximity of Dover to Continental Europe has meant that it has long-acted as a conduit for cross-Channel travel. Discoveries such as the Langdon Bay Wreck and the Dover Bronze Age Boat highlight the importance of the area to early prehistoric seafarers. In the Roman period Dover developed into a major port of entry for the province. In the nineteenth and twentieth centuries Dover became a major port for both commercial and pleasure travel. Dover is now established as the country's premier cross-Channel port. The town and district contains outstanding evidence for the history and development of early travel, whilst the modern-day port illustrates the rapid technological advances made in the nineteenth and twentieth centuries.

### **Theme 4.4 Flight**

**428** The Channel had long been seen as a physical barrier offering protection from mainland Europe. Crossing the Channel was therefore a natural challenge for early aviators. Early manned balloon flights, and in particular the first powered flight by Louis Blériot in 1909, brought about a change to our perception of island impregnability. This was brought to life during the First World War when aerial conflict became part of modern-warfare with airfields and air stations being established in the district.

## Theme 5.1 Coastal Features

429 With Dover being the closest point to continental Europe and commanding the southern shores of the narrow Dover Strait the history of the district has been inexorably linked with the maritime use and crossing of the Strait. Great ports of entry developed at both Dover and Richborough in Roman times, later important ports developed at Sandwich, Dover and Deal and briefly at Stonar. The district's coastline is rich in heritage assets which reflect its maritime links: many historic buildings in the towns and villages that served seamen, travellers and provisioned their vessels; quays and harbour works in the ports; lighthouses including the only Roman examples in the country and the South Foreland Lighthouse which was at the forefront of technological development and had important associations with both Faraday and Marconi; the remains of lifeboat and coast guard stations reflecting the struggle to preserve life in the hazardous waters off the coast and the prevention of smuggling which Deal in particular was notorious for in the eighteenth and nineteenth centuries. Other assets include



8. Sandwich Railway Station.

the Deal Time Ball Tower which formed the end part of a semaphore line between the Admiralty in London and the anchorage in the Downs. Evidence for trades associated with the sea such as ship and boat building and repair and for fishing are also likely to survive in the archaeological record of the district.

## Theme 5.2 Wrecks and Aircraft Crash Sites at Sea

The Strait of Dover is one of the busiest shipping lanes in the World. The Channel has seen the arrival of invasion fleets and raiding vessels and has been the scene of many naval conflicts. In times of peace it has acted as an important trade route, both for vessels visiting the district's ports as well as those passing by on route to other designations across the globe. Off the coast of Deal lies The Downs, an important naval anchorage that has acted as a place of refuge for many vessels over the centuries. The business of the Channel along with the presence of the hazardous Goodwin Sand Banks has resulted in an immense number of wrecks off the district's coastline. The Channel also acted as a frontline during the aerial conflicts of the Second World War, with numerous aircraft shot down over the Channel during the Battle of Britain.



9. Louis Blériot and his plane after 'landing' at Dover. Photo © Dover Museum

## Theme 6 Church

430 Dover District contains a wide range of religious heritage assets that reflect the long and often dramatic history of Christianity in East Kent. From Augustine's initial mission to England, through the development of the medieval Church, to the Reformation and increasing liberalising of religious practice, religious institutions have shaped Dover District. The district contains many fine standing religious buildings as well as important buried archaeological remains.

## Theme 7.1 Country Houses and Estates

431 The district contains a number of Country Houses and Estates, particularly on the rich agricultural chalk downland. Many of the houses and estates have origins in the medieval period and display a significant-time depth. Some are connected to leading architects such as

Lutyens, Devey and Blomfield, whilst others have other connections, such as at to the novelist Jane Austin. Many of the district's country houses retain their fine parkland setting and the quality of the houses themselves is reflected in the number that are Listed at Grade I or Grade II\*.

## Theme 7.2 Medieval Courts and Manors

432 The medieval courts and manors in Dover District have helped to shape and inform the development of the rural landscape of this part of East Kent. They formed an important part of the Feudal structure on which medieval English society was based. The district includes a number of moated sites, of which examples near Ash and Woodnesborough are particularly well preserved, whilst Walmer Court is a good example of a substantial fortified manor house. It is likely that significant buried archaeological remains will survive at other manor sites across the district.



10. Knowlton Court.

## **Theme 8 Settlement**

**432** The settlements of Dover District include a number of highlights of considerable national significance. Amongst these are the great Roman ports at Dover and Richborough, the gateway to the province from mainland Europe. The well preserved medieval town of Sandwich and the eighteenth and nineteenth century port town of Deal are amongst the finest examples of their type in the country. Stonar lies buried as an abandoned medieval port, and Dover has maintained its historic role as one of the country's most important ports of entry and the 'Gateway to England'. Behind the main port towns there lies a landscape of smaller towns, villages and hamlets many of which have their historic character preserved through Conservation Areas. The archaeological record contains widespread evidence for ancient and historic settlement across the rural landscape of the district. The district has also seen the emergence of planned settlement such as at Aylesford, Elvington and Mill Hill to serve the emerging East Kent Coalfield in the early twentieth century.

## **Theme 9 Agriculture and farmsteads Summary**

**433** The district's historic farmsteads have played a key role in shaping the character and local distinctiveness of the rural landscape of this part of East Kent. They make a significant and highly varied contribution to the rural building stock of the area. The district's agricultural buildings also reflect the richness of the agricultural landscape. Various agricultural industries are also represented; oasts are a visible reminder of the former hop industry, whilst the district's surviving windmills highlight the arable importance of this part of Kent.

## **Theme 10.1 The East Kent Coalfields**

**434** The development of the East Kent Coalfield from the late nineteenth century led to a short-lived, but intensive industry that transformed the otherwise rural landscape of parts of the district. It is an industry that has left its mark on the district, not only as a result of the surviving buildings, but also from the new areas of settlement and in particular the communities that it generated. These new communities have retained a distinctive character that has outlived the collieries themselves.

## **Theme 10.2 Dour Mills & Industry**

**435** The River Dour has provided power and a water supply for a wide range of industries that sprang up along its banks. Corn mills produced flour for the domestic market as well as serving the large number of troops often garrisoned in the town; paper mills made use of the high quality waters of the Dour to produce paper for the London market; and breweries used the fine hard water, filtered through the chalk geology to produce high quality pale ales. Whilst the industries on the Dour have largely closed they have left a number of historic mill buildings, mill races and evidence for water management along the length of the Dour. The Dour and its heritage assets contribute significantly to the character of Dover, particularly by preserving the line of the river that gave the town its origin.

### **Theme 10.3 Quarrying**

**436** Quarrying activity in the district has been relatively localised in nature and sites are often small scale and largely below ground. Nevertheless there are some sites, such as Stonar Pit and the former Hammill Brickworks which are particularly visible and offer significant challenges and opportunities. Even smaller scale quarries can provide local markers of Dover's historic past.

### **Theme 11 Archaeology**

**437** Dover District contains a wealth of archaeological sites and monuments from early prehistory to the twentieth century. The archaeological remains reflect the district's gateway position linking Britain and the continent. Remains associated with trade, movement of people, new cultures and ideas as well relating to the district's role as a frontline of defence dominate the area's archaeological record. Exceptionally well preserved archaeological remains are known in the district from both rural and urban contexts. The district's outstanding archaeological remains help to provide people with a direct physical link to the past and bring to life stories and events occurring at an international, national, regional and local level.

### **Theme 12 Built Heritage**

**438** The built heritage of Dover District is an outstanding resource that stands as a visible reminder of the area's rich history. The district contains important standing remains ranging in date from the Roman period to the modern-day. Many of the district's Historic Buildings are celebrated for their aesthetic qualities and are imbued with a patina of age. The Built Heritage of the district makes a major contribution to local character and distinctiveness through the varied use of materials and the way that buildings of



different dates and types relate to each other as well as to the surrounding landscape and settlement. The district's built heritage has an important role to play in future regeneration proposals, the promotion of sustainable development and for the economic future of the district.

### **Theme 13 Conservation Areas**

**439** There are 57 Conservation Areas in the district which were designated between 1968 and 1997. Conservation Area status requires preservation and enhancement of the special interest, which entails regular surveying and monitoring of the asset. With limited information in the form of Conservation Area Appraisals and Management Plans, a rapid desk-based overview has been developed and applied to 33% (19) of the Conservation Areas to assess their general condition. The results of the rapid overview, using a traffic light system to classify their condition, indicate that 63% (12) of the Conservation Areas achieved a green light whilst 31% (6) achieved an amber light, requiring some enhancement and the remaining 6% (1) require considerable enhancement or potential de-designation as Conservation Areas due to the substantial loss of their special interest.

*11. The Chequer Inn, a Grade II Listed Building in the Ash Conservation Area.*

# 5 Vulnerabilities



# Vulnerability of the Heritage Assets

## Introduction

**5.1** Heritage assets are vulnerable to change in a number of different ways. The heritage asset may be affected physically through a specific action, for example damage through ploughing or construction activities or it may be affected passively by change over time through environmental factors or neglect.

**5.2** The setting of a heritage asset is also vulnerable to change. The NPPF defines the setting of a heritage asset as ‘the surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral’.



1. Derelict colliery buildings at Snowdown.

**5.3** The following chapter considers the vulnerability of the district’s heritage assets to general activities and processes (referred to here as ‘Generic Vulnerabilities’) and to specific proposals (referred to as ‘Specific Vulnerabilities’). As part of the Heritage Strategy a number of Case Studies have been considered, where specific proposals have been examined in more detail to illustrate the issues that arise and principles that should be adopted to ensure that the heritage assets are treated appropriately and opportunities taken to make best use of them.

## Generic Vulnerabilities

**5.4** The districts heritage assets are generally vulnerable to:

- Natural processes such as coastal erosion, sea level change, change in hydrology and climate change;
- Rural activities such as ploughing and use of machinery, changes in farming regime and leisure use of the countryside;
- The development and maintenance of infrastructure such as utilities, power generation, roads and railways.
- Development of sites including house building, commercial and industrial properties, extraction of minerals, change in landuse, flood and coastal defence works;
- Change through alteration or economic decline and neglect;
- Policy shortcomings, designation thresholds and capacity for monitoring and enforcement;
- Criminal actions such as arson, theft, vandalism and anti-social behaviour.



**55** These generic vulnerabilities are described in more detail below with reference to relevant examples within the district as appropriate.

### **Natural Processes**

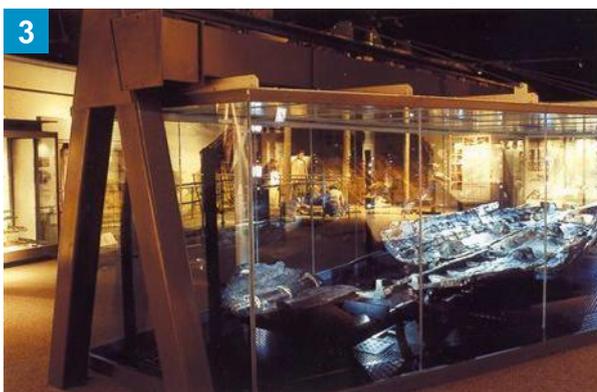
**56 Coastal erosion** – assets are vulnerable to erosion both removing the land on which they stand and also burying features due to material deposition. Cliff collapse obviously represents a particular threat for cliff-top installations and other sites. Dover District Council commissioned a study in 2010 to map coastal change in the district (Coastal Change Management Area Mapping Study, Herrington Consulting 2010). The study identified that the areas most vulnerable to coastal change (Coastal Change Management Areas – CCMAs) lie along the lengths of the White Cliffs between Oldstairs

Bay and Folkestone Warren. Predicted rates of erosion in these areas are presently up to 0.5 m. per year in the short term rising to up to 1 m. per year in the long term. A clear example of the effects of the erosion on heritage assets can be seen just outside the district boundary at Folkestone Warren. There the retaining cliff line has claimed part of a Roman villa since its partial excavation early in the twentieth century.

**57 Sea level change** – the risk of sea incursions threatens sites with flooding, erosion and exposure to salt water, thus altering preservation conditions. Low lying marsh areas, and hence any assets above or below ground within them, are particularly at risk due to this natural process. Within the district low lying land to the north of Deal around to the Stour is particularly vulnerable. The low lying lands of the former Wantsum Sea Channel and the Lydden Sea Valley, both important historic landscapes, are vulnerable

to flooding from rising sea levels. Shoreline Management Plan policy over this area varies between areas of holding the present line of defence to the south of Sandwich Bay Estate to no active intervention to prevent flooding between the Estate and the mouth of the Stour.

**58 Change in hydrology** – changes in the water table levels pose a risk of sites drying out, and therefore damaging preserved organic materials. Sites may also become waterlogged and so damage structures or materials previously preserved in dry conditions. Such risks can arise from water extraction or from changes in water flow, even down to site specific changes in these, such as redirected water flow exposing new areas to running water. Rapid deterioration can occur where sites are subjected to fluctuating changes in water logging. An example of a site that would be particularly vulnerable to a change in hydrology would be the remains of the unexcavated part of the Dover Bronze Age Boat which was discovered six metres beneath the streets of Dover in 1992. Although around half of the boat was excavated and is now conserved and on display in Dover Museum, the remainder fell outside the cofferdam excavation and still lies within the prehistoric alluvium of the Dour estuary. There has been no monitoring put in place to understand whether a significant change in hydrology has occurred at the site however the construction of the adjacent underpass would suggest some change is likely to have



3. The Dover Bronze Age Boat on display on Dover Museum. Photo © Dover District Council

occurred. As well as other sites within the deep deposits of Dover town, other areas particularly vulnerable to hydrological change would be the alluvial areas of the former Wantsum Channel, the Lydden Valley and the river silts of the Stour and Dour valleys.

**59 Climate change** – the threat posed by climate change is broad and often assumes the form of associated changes in conditions affecting sites. For example, changes in climate facilitate the growth of algae on buildings, exacerbated by improvements in air quality due to lower pollution that had previously retarded such growth. This has greater implications beyond simply turning buildings green as it leads to colonisation, particularly by mosses which can damage the fabric of the structure. Longer-term climate change might also permit the advance of invasive species (plant and animal) that may damage structures. There is also a general threat to sites and structures from the increased likelihood of more extreme weather events, in the form of flash flooding, high-winds and lightning strikes. The built heritage of the district would be particularly vulnerable to climate change.

### **Rural activities**

**5.10 Ploughing and movement of machinery** – all buried archaeological sites in agricultural land are vulnerable, to varying degrees, to ploughing, particularly deep ploughing techniques. Surviving earthworks are especially vulnerable to even shallow ploughing or machinery movements across them. Many of the district's rural archaeological sites, particularly those on the chalk ridges of the North Downs are very shallowly buried. The numerous finds being made across the district by metal detectorists in the main derive from sites that have been disturbed through ploughing as the majority of finds are located in the plough soil. A good illustration is the Ringlemere Gold Cup which had been damaged by the

impact of a plough prior to its discovery. Surviving earthworks in woodland are threatened by forestry machinery movements, particularly as they may be unrecognised in areas not previously surveyed.

**5I1 Change in farming regime** – the introduction of new crops or techniques, either into farming practice in general or onto land not previously exploited in this manner, potentially threatens the stability of conditions for buried archaeological sites. Deeper rooting crops can damage deposits or the use of new machinery may introduce new threats (see above). Additionally, new practices may lead to the disuse of traditional buildings and development pressures from the construction of new warehousing, barns or livestock shelters. Intensification of farming methods, larger scale activities (and machinery) along with diversification can all lead to changes in current land uses, removal of existing features, including hedgerows and the introduction of new features such as polytunnels, that can have considerable impact on settings. The trend towards the sub-division of fields into numerous paddocks for horse keeping has similar potential implications, with the introduction of new characteristics for areas and the construction

of associated structures. The increasing coverage of the landscape through tree planting can have an impact on buried archaeological remains through root disturbance.

**5I2 Leisure use of the countryside** – increased access to the countryside has a number of impacts, principally arising from increased traffic (foot, horse or motorised), often on un-metalled track ways or green lanes, leading to erosion. Open access land, or trespassing, also exposes heritage assets to greater erosion or vulnerability (see crime section below).

### Infrastructure

**5I3 Utilities** – the installation of new utilities pipes or cables and their maintenance can result in considerable ground disturbance and the breaching of existing boundaries such as hedgerows. Often the excavation of trenches in which to lay pipes and cables will require the removal of plough soil from a sizeable strip of land or easement exposing the archaeology below to damage from the manoeuvring of construction plant. The construction of overhead power lines can have an impact on the setting of heritage assets. In some areas many overhead cables are being replaced with underground alternatives. While this can potentially have historic landscape benefits, the practice does have an impact on the buried archaeological assets. Excavation for utilities in the historic towns and villages and their general replacement and maintenance can have a cumulative eroding effect on archaeological remains preserved under the streets and/or historic pavements and surfaces themselves.

**5I4 Generation** – recent years have seen a rise in the development of new means of power generation, both on a commercial scale and for private use. New micro-generation facilities, wind turbines and solar panel arrays are being built which as well as



4. Wartime farming on the edge of the White Cliffs of Dover. Photo © IWM (D 17891)

potentially having a direct physical impact on heritage assets can also have a significant impact on the setting of heritage assets. A particular issue is the effect that solar panels have on setting when attached to historic buildings or on buildings in Conservation Areas. Large-scale offshore generation has similar impacts both on setting of the coastal landscape and views from assets on the coast as well as archaeological remains and wrecks on the sea bed and in the inter-tidal areas affected by cabling coming ashore to connect with the national grid.

**5.15 Roads** – the construction, widening or maintenance of roads constitutes a significant threat to heritage assets. Increased traffic impacts upon existing road structures, particularly historic bridges which often require strengthening or repairs. This is likely to increase with the introduction of larger or heavier goods lorries. Street signage and surface treatment also has an impact on setting, particularly within Conservation Areas. Dover’s gateway location is likely to lead to an increasing need for the

construction of ancillary development of facilities for lorry parking close to the present motorways which may have an impact on buried archaeological remains. Dover has particularly suffered from the infrastructure required to get traffic to and from the Port. The construction of York Street involved the rescue excavation of a substantial amount of Roman and Saxon Dover. The later construction of the A2 along Town Wall Street has severed the core of the town from the sea front other than through an underpass which itself encountered the Bronze Age boat during construction.

### **Development**

**5.16 Development proposals** – on sites allocated within the Local Plan have a potentially wide ranging impact on the heritage themes and assets of the district and include both direct impact through construction activities and impacts on setting of heritage assets. Construction activities can directly affect buried archaeological remains through the excavation of new foundations, services, remodelling of land, stripping of sites in advance of development, piling works and from the operation of plant.



5. Solar arrays near Richborough



Development can also involve the demolition of or damage to historic structures, buildings or features. Impacts that affect the setting of historic assets or the character of historic areas can result from the built form of new development, from activities through the process of construction and from the resultant use of the new development. Although Dover had suffered badly due to war time damage, town planning in the 60s and 70s resulted in the redevelopment of the core of the town centre and in the construction of imposing structures such as Burlington House which are today regarded as incongruous with their surroundings. Intentions to 'improve' Deal at the time were resisted and have resulted in the gem that is the present historic core of the town.

**5.17 Enterprise Zone & areas of permitted development** – the granting of permitted development rights in areas such as Discovery Park Enterprise Zone and Dover Harbour needs to be carefully managed to ensure that heritage assets are not exposed to additional pressures through loss of controls over development and that suitable mitigation measures can be put in place where necessary.

**5.18 Development outside of allocation sites** – Development of sites outside those proposed for allocation in the district's Site Allocation process often come forward for planning permission which have a similar effect to those in the allocation sites. Small scale development in areas outside of the identified allocation sites often occurs. Many of the towns and villages of the district will typically see the infilling of vacant plots, the demolition of dwellings to be replaced by others and the intensification of properties through development of garden areas. Also numerous small-scale domestic improvements such as extensions to existing properties occur throughout the district. These have cumulative impacts on the setting of historic buildings or settlement areas and can directly impact on below ground archaeology. Historic towns such as Sandwich, with numerous historic buildings and complex, important buried remains lying inches from the present ground surface are particularly vulnerable to small-scale developments.

**5.19 Change in landuse** – the withdrawal of industry exposes built heritage assets to disuse and neglect (also, see crime below). Conversely, the intensification of use can render older structures redundant and vulnerable to demolition or modification. This sort of change is a threat to setting, not only for the immediate site concerned but for the wider area too. The East Kent Coalfield is a good example where the passing of an industry as late as the 1980s has seen a rapid abandonment of the former collieries and loss of a large number of the industrial assets in the district. The same holds true for military disposal sites within the district, with assets passing from relative security or even active use that ensured their maintenance.

6. Dover Town from Western Heights showing the County Hotel and Burlington House. Photo © Explore Kent

**520 Minerals extraction** – Although not a major activity at present in the district compared to other areas of Kent, quarrying can have a significant effect on historic environment assets, not only involving the physical removal of remains but also through impacts on the setting of assets from quarry operations including the transport of materials. A number of the district's more significant archaeological discoveries have been made during quarrying operations.

**521 Waste sites** – the reuse of extraction sites for waste disposal can impact on the industrial heritage assets that may be present within the workings. Waste development can also potentially have an impact on the setting of heritage assets particularly through the introduction of transport movements into and from a site.

**522 Flood and coastal defence works** – the managed response to flooding or erosion risks (see above) represent two related threats. The construction of new defences can impact directly upon heritage assets, either burying them or removing them, and upon their settings. Equally, the decision not to provide new defences, or to identify flood overflow areas as part of schemes protecting other areas, can expose heritage assets to increased risk of flooding (see above). Much of the coastal area south of Sandwich Bay Estate is being actively managed with flood defences. Areas to the north around the Stour are being left without intervention although flood defences for the protection of the Discovery Park and for the reinforcement of flood defences around the historic town of Sandwich have been carried out.

## Change

**523 Alterations** – minor changes to structures (windows, signage) or properties (conversion of gardens to parking), permitted and unpermitted, can have a cumulative detrimental impact on an area's setting or on a specific heritage asset. This gradual erosion

of character is particularly significant within Conservation Areas. In particular, the demolition of undesignated buildings, structures or features has a considerable knock-on effect.

**524 Economic decline** – areas suffering from decline or deprivation expose heritage assets to neglect and impact upon setting of even the well-maintained assets (see crime below).

## Policy

**525 Designation thresholds** – difficulties in securing designation for assets comes from complexities of the system or the high requirements to merit protection, particularly where nineteenth and twentieth century structures are concerned. Designation tends to concentrate on nationally important heritage assets meaning that those of regional or local importance remain vulnerable. In addition the lack of available resources for the review of heritage assets and their identification for possible designation means that many important remains can be left vulnerable.

**526 Monitoring and enforcement** – while policies may be in place to ensure the protection of heritage assets, resources are often insufficient to ensure the regular monitoring and enforcement of those policies. Shortcomings in the knowledge, information available to and training of those who recommend and make decisions that affect heritage assets can be detrimental.

## Crime

**527 Arson** – built heritage assets are vulnerable to fire, particularly those which are unoccupied or already in a dilapidated state. Assets located in accessible areas are more vulnerable but those in more remote areas can also suffer as they are less observed.



particularly in relation to metal roofing or safety features, which can be stripped for their scrap value. Such theft exposes the building to the elements or renders it unsafe. Unauthorised metal detecting also constitutes theft as well as damaging to buried heritage assets where not carried out responsibly.

**529 Vandalism** – Built heritage assets can be vulnerable to varying degrees to vandalism, either graffiti or wilful damage. Disused or already damaged structures are particularly vulnerable. Interpretation panels are also frequently targeted and this threatens the value or understanding of the associated heritage assets.

**530 Anti-social behaviour** – anti-social behaviour may have no physical impact on heritage assets but can still be detrimental. By making areas unwelcoming or even dangerous, people can be discouraged from visiting. This in turn makes sites vulnerable to other forms of crime as there are fewer visitors likely to discourage damage or defacement.

## Generic Vulnerabilities by Theme

**531** The following table sets out the vulnerability of the themes identified within the Heritage Strategy to change through the 'generic vulnerabilities' set out above. The table uses the following five point scale of vulnerability based on the potential effect on the theme as a whole.

### 7. Vandalism of historic sites.

**532** The above scales have been applied through professional judgement rather than any particular formulaic approach, however the following reasoning has been applied as far as practicable:

Scale	Comment
1	Highly Vulnerable
2	Considerably Vulnerable
3	Moderately Vulnerable
4	Slightly Vulnerable
5	Unlikely to be Vulnerable

- The theme is **highly vulnerable** to change where there is likely to be a long term major change to the theme as a whole or loss of significant assets.
- The theme is **considerably vulnerable** to change where there is likely to be long term significant change to the theme as a whole, loss of assets or significant impact on the setting of the assets
- The theme is **moderately vulnerable** to change where there is likely to be a moderate level of change to the theme through loss of some assets or some impact on setting
- The theme is **slightly vulnerable** to change where there is likely to be a slight level of change to some assets or slight impact on setting
- The theme is **unlikely to be vulnerable** to change.

Themes	GENERIC VULNERABILITIES																								
	Natural				Rural			Infrastructure					Development				Change		Policy		Crime				
	Coastal Erosion	Sea Level Change	Change in Hydrology	Climate Change	Ploughing & Machinery	Farming Change	Leisure Use	Utilities Development	Energy Generation	Highways construction	Highways Maintenance	Development of Allocation sites	Permitted Development	Unallocated Development	Landuse Change	Minerals Extraction	Flood Defences	Alterations to Property	Economic Decline	Lack of Protection	Monitoring & Enforcement	Arson	Theft	Vandalism	Anti-social Behaviour
1) Coastal Processes & Landscapes	2	1	3	5	4	4	4	3	3	3	5	3	3	4	5	4	2	5	5	3	5	5	5	5	4
2.1) Sandwich & Stonar	4	2	3	2	5	5	5	3	4	5	4	4	4	3	5	5	2	1	1	5	4	5	5	5	5
2.2) Deal Port & The Downs	2	2	4	2	5	5	5	3	4	5	4	4	5	3	5	5	2	1	1	3	3	5	5	5	5
2.3) Dover Harbour	3	3	3	5	5	5	5	4	5	4	5	2	1	3	2	5	5	5	4	5	5	5	5	5	5
3.1) Roman Gateway	3	4	3	3	2	4	4	3	3	4	4	2	2	3	5	5	4	4	5	4	5	5	4	5	5
3.2) Arrival of the Saxons	3	5	3	4	2	4	5	3	4	4	4	3	4	3	5	5	4	4	5	4	5	5	4	5	5
3.3) Medieval Defences	5	4	5	4	4	5	5	5	5	5	5	4	5	3	5	5	4	5	4	4	5	5	5	5	5
3.4) Castles of the Downs	1	1	5	4	5	5	5	4	4	5	5	4	5	3	5	5	2	5	5	3	5	5	5	4	5
3.5) Post Medieval Defences	2	2	5	2	5	5	3	5	5	4	5	1	2	3	1	5	3	5	5	4	2	5	5	2	4
3.6) Great War & Supply of the Western Front	2	3	5	4	4	4	3	4	5	5	5	2	2	3	1	5	2	5	5	3	4	5	4	2	2
3.7) WWII Defences	2	4	5	4	4	4	3	4	5	4	5	3	3	3	4	4	4	2	5	2	4	5	4	2	2
3.8) Barracks	5	5	5	2	5	5	5	4	4	5	5	1	2	3	1	5	5	3	4	4	2	5	5	2	2
3.9) Cold War	5	5	5	5	5	5	5	5	5	5	5	4	5	3	4	3	5	5	5	4	5	5	5	4	5
4.1) Historic Routes	5	4	5	5	4	4	4	3	5	3	1	4	4	4	5	5	5	5	5	4	3	5	5	4	4
4.2) Railway	4	5	5	5	4	5	4	4	5	4	5	3	5	3	2	5	5	4	5	4	5	5	2	2	4
4.3) Cross Channel Travel	5	3	3	5	5	5	5	5	5	5	5	4	5	3	3	5	4	5	3	3	4	5	5	4	5
4.4) Flight	5	5	5	5	4	4	5	5	5	5	5	5	4	5	5	5	5	5	5	4	4	3	5	2	5
5.1) Maritime – Coastal	2	2	3	4	5	5	5	5	4	5	5	4	5	3	5	5	2	3	4	4	4	5	5	5	5
5.2) Maritime – Wrecks	1	5	3	3	5	5	5	4	3	5	5	4	4	3	5	1	5	5	5	3	3	5	3	5	5
6) Church	5	5	5	2	5	5	5	5	5	4	4	3	5	3	4	5	5	3	5	5	3	4	5	3	4
7.1) Country Houses & Estates	5	5	5	2	5	3	5	5	5	5	5	3	5	3	5	5	5	3	4	5	4	5	5	5	5
7.2) Courts & Manors	4	5	5	2	5	5	5	5	4	5	5	2	4	3	4	5	5	3	3	3	3	4	5	5	5
8) Historic Settlements	4	3	3	2	4	4	4	4	4	3	4	3	3	1	4	4	3	1	1	1	2	1	2	2	2
9) Farmsteads	5	5	5	2	5	1	5	5	3	5	5	1	5	3	3	5	5	1	2	2	2	4	5	5	5
10.1) East Kent Coalfield	5	5	5	2	5	5	4	5	5	5	5	1	5	3	1	2	5	3	1	1	3	3	4	2	4
10.2) Dour Mills & Industry	5	3	3	2	5	5	4	5	5	5	5	2	5	3	3	5	5	3	4	3	3	4	5	4	4
10.3) Quarrying	5	5	5	2	5	5	5	5	5	5	5	1	4	4	2	4	5	5	3	1	3	4	4	4	5
11) Archaeology	3	3	4	4	1	3	4	3	4	3	5	1	3	2	4	3	4	3	5	2	3	5	4	5	5
12) Built Heritage	3	4	5	2	5	2	5	5	3	4	5	1	3	2	3	4	4	2	2	2	2	4	2	3	4
13) Conservation Areas	4	5	5	2	5	3	5	3	3	5	3	1	4	2	5	4	4	2	2	2	2	5	5	5	5

## Case studies

### **Introduction to the Case Studies and their selection**

**533** A number of case studies have been selected to illustrate ways in which the Heritage Strategy work can be used to identify opportunities and identify the sensitivity of specific proposals. These are:

**1 – Discovery Park Enterprise Zone.** This case study has examined the area which has been announced for designation as an Enterprise Zone at the former Pfizer site in Sandwich. The work considers the heritage potential of the site and opportunities for its use together with parameters and guiding



**2 – North Deal.** This case study has examined the heritage potential of an area to the north of Deal and in particular around Sholden. Proposals for access, new development and drainage infrastructure have been considered within the area.

Opportunities for use and enhancement of the heritage assets and potential sensitivities have been identified together with a number of guiding principles.

**3 – Fort Burgoyne & Connaught Barracks.** This case study has examined the area of the former Connaught Barracks to the north of Dover. The site includes the nineteenth century Fort Burgoyne and casemented barracks as well as the later barracks site. The case study considers the heritage potential of the site opportunities arising from potential residential development proposals and vulnerabilities that should be addressed. The case study sets out a number of recommendations and development – **Deal Conservation Areas.** This case study examines the Middle Street Conservation Area in Deal and adjacent Conservation Areas to illustrate the positive effect that Article 4(1) Direction has had on preserving the historic character of the area.

**534** The Case Studies are set out in detail in Appendix 3 of the Strategy.

8. Discovery Park © Discovery Park

9. Fort Burgoyne © The Land Trust

# 6 Opportunities



# Opportunities

## Introduction

6.1 The historic environment of Dover District offers great potential as a resource for enhancing the quality of life in the district. It can act as a framework for regeneration, complementing and supporting the economic development of Dover. This can help produce higher quality and more sustainable development that is successfully integrated into the life of the district. The historic environment can also play a key role in social regeneration and in the cultural offering of the district. Successful heritage-led regeneration, acting in partnership with community projects, can help to connect people with their urban and rural landscapes, with their heritage and with each other. The linking of heritage with the culture and arts sector can provide significant benefits together and be a strong catalyst to creating wealth and regeneration. In this section the main ways in which the historic environment can contribute to regeneration, to Dover's economy and to the district's social well-being will be reviewed. The final section brings together the opportunities identified in each of the thematic papers.

## The potential of the historic environment to act as a catalyst for economic and social regeneration

6.2 Successful regeneration has to have a lasting long-term positive effect on places and the communities that live in them. It is not just about improving the physical fabric of a place; it is about bringing about social cohesion, encouraging economic growth and restoring vibrancy to communities. The potential of the historic environment to form a keystone to the district's regeneration is



recognised and as such Dover's rich heritage should play a key role in any regeneration scheme in the district. The incorporation of heritage as a keystone in a holistic regeneration approach brings a number of benefits.

### *Creating a sense of place*

6.3 Whether in an urban or rural environment, the historic environment creates a 'sense of place'; it adds character and distinctiveness to towns and villages that may be otherwise essentially similar. The buildings, open spaces, historic features and patterns of roads and lanes are what ultimately define the character of settlements. It is therefore important that any change is sensitive to this character, adding to and developing distinctiveness rather than diminishing it and creating uniformity or blandness. Although designated heritage assets and Conservation Areas will be central to this process, the historic environment can hold meanings and memories for a community that go beyond the architectural, archaeological or historical importance of designated assets.

6.4 Heritage assets can act as a mechanism for bringing groups and communities together. People want to be proud of where they live and the historic environment can act as a catalyst for engendering and reawakening local pride by strengthening and celebrating the self image of communities. The heritage of a place is an identifying link that brings people together.

## Re-use of heritage assets

**65** Heritage-led regeneration can take a number of forms. In its simplest mode it might involve bringing a historic building back into use or refurbishing a historic property that has suffered from neglect. More complex programmes can involve refurbishing industrial complexes or barrack buildings as at Deal Barracks. Re-using existing buildings is a simple way of achieving sustainability whilst bringing the added benefit of reinforcing the sense of place that they engender.

**66** The historic environment has a significant role to play in the conservation of resources required for development as it may take fewer overall resources to adapt an old building than to demolish it and build a completely new one. Some modern building materials may also have limited lifespan compared to traditional materials such as stone, brick and tile. Historic England has produced guidance ('Climate Change and the Historic Environment', 2008) that reviews the threats to the historic environment posed by climate change. The guidance also demonstrates that historic structures, settlements and landscapes can in fact be more resilient in the face of climate change and sometimes more energy efficient, than more modern structures and settlements.

**67** Re-use of existing buildings can also be economically beneficial. It may be less expensive to refurbish or convert an old structure than to build anew. By contrast, historic buildings are often considered more desirable than new buildings and thus have the potential to carry a price premium.



**68** Heritage-led regeneration is about more than just re-using historic buildings. Other assets such as parks and gardens, municipal spaces, sea-front promenades, bridges, piers, the patterns of roads and lanes, historic features such as walls, road signs and surfaces and also more ephemeral historic elements such as house, pub or building names etc also have key roles to play. All of these can together create a historic 'framework' for the settlement. When new extensions to the settlement are being planned it may be that the majority of these features are not found in the development area as they will naturally be concentrated in the historic core. It is likely, however, that some of them will be present and these enable the new development to be linked to the historic framework of the rest of the town.

## Adding value to new development

**69** Heritage-led regeneration adds value to development projects. It is striking that in most towns it is the heritage-led developments that are among the most prestigious and financially valuable. Examples in Dover District include the Deal Barracks development, the Tannery Lane development in Sandwich and the Crabble Paper Mill development in Dover. Where regeneration is led by large-scale new development, the historic environment can help to avoid a sense of a development scheme being artificial and seemingly dropped into a landscape. These can also have the advantage of accommodating large scale new housing without major intrusion into the existing infrastructure and the local community.



### **Durability of regeneration**

**6.10** The historic environment can also help to ensure that regeneration is durable. Many examples of failed regeneration are where development has taken place entirely independent of the local environment. The ‘newness’ appeals for a period but gradually the buildings become older and less fashionable, the economic imperative that called the development into being passes and the development begins to decline, at worst gradually degenerating into a ‘sink estate’. The development is then demolished and replaced and the process begins again. Heritage-led regeneration helps to avoid this. By integrating development into the historic ‘framework’ of a place it acquires a greater sense of belonging and thereby resilience. The historic features also help to break up the development’s design thus creating ‘breathing space’ in contrast to developments without heritage features which can often appear monotonous. The historic framework is also a permanent fixture of the development providing a frame of reference for evolutionary change. By using heritage to create attractive environments this durability is enhanced as external investment is continually drawn in enabling it to be refreshed and to grow.

### **Reduced social exclusion**

**6.11** Heritage-led regeneration also has a role to play in helping to reduce social exclusion in modern developments. Historic buildings come in all shapes and sizes. Just as they can break up the monotonous shape of a modern development so they can help to break up the monotony of the social structures. For example, most of the housing around Crabble Paper Mill consists of detached and semi-detached houses. The residential conversion of the old mill buildings has created primarily 1 and 2-bedroom flats which will have a somewhat different demographic. Retaining older buildings such as terraced housing in the centre of towns helps to conserve the character of the settlement. In addition, however, these houses are often less expensive than new build equivalents and so by conserving them a more diverse population is allowed than if they were replaced.

**6.12** Retaining historic buildings and features also helps older people to retain their own sense of place in an area and thereby brings the generations together. Where those features relate to people’s former employment this also helps to tell the story of an area which can be developed for educational groups to further embed new development within the older historic framework. Such changes must be affordable however. Whilst ‘gentrification’ of a place may lead to an improvement in the market value of properties care must be taken to ensure that this doesn’t end up pricing sections of the existing community out and lead to disenfranchisement. Likewise where a ready use cannot be found for a historic building there is the danger that it will become neglected or eventually derelict and will act as a source of disenchantment. It is important therefore that innovative and transformational solutions are sought to bring historic buildings and sites back into use.

## Access to Dover's heritage and the role of tourism in Dover's economy



### Current public access to Dover's heritage

6.13 The vast majority of Dover District's heritage is in fact accessible to the public, at least externally. Historic buildings can be seen from the roads and footpaths. Historic features such as walls, memorials, street and building names and street furniture can be seen easily in urban centres and the historic landscape can be explored via the District's extensive public rights of way network. Some of these sites may be public buildings (e.g. Maison Dieu, Dover) or in publicly accessible areas (e.g. Archcliffe Fort). For most people, most of the time, this represents their interaction with Dover's heritage. For residents and visitors alike it is this that defines their perceptions of the district as much as the key sites and landscapes that are more striking or are interpreted. The importance of maintaining the quality of this 'background' heritage cannot be overstated, therefore, and careful conservation through Listed Building consents, planning applications within conservation areas (based on full Conservation Area Appraisals) and archaeological and other conditions, will be essential to retain Dover's special quality.

- 6.14 Some sites are, however, presented more formally to the public, involve greater or lesser degrees of access and interpretation and are actively promoted as attractions.

### Paying sites

6.15 There are a number of heritage sites which charge admission. Several of the most prominent are operated by major national organisations (e.g. English Heritage or the National Trust) but several are operated by local community trusts or partnerships. Examples of paying heritage sites in Dover District include:

- Dover Castle (including Princess of Wales Royal Regiment Museum) (300,000 visitors per year)
- Walmer Castle (65,000 visitors per year)
- Deal Castle (30,000 visitors per year)
- Richborough Castle (14,640 visitors per year)
- Roman 'Painted House'
- Crabble Mill
- Timeball Museum, Deal
- South Foreland Lighthouse (12,870 visitors per year)

- Chillenden Windmill
- White Mill Rural Heritage Centre
- East Kent Light Railway
- Dover Museum
- Deal Maritime Museum
- Dover Transport Museum.

### **Non-paying sites**

**6.16** There are also a number of heritage sites that do not charge for admission, such as:

- Knights Templar Church, Western Heights
- Dover Western Heights including the Drop Redoubt and St Martin's Battery
- Sandwich Guildhall Museum
- The Grand Shaft, Dover (limited 'open-days' only)
- Dover Discovery Centre (including the remains of St Martin le Grand, the Classis Britannica Fort and the Old Market Hall).
- Bleriot Memorial
- Dover's medieval and later churches
- Sites accompanied by interpretation panels or plaques



4. The Dover Patrol Memorial.  
5. Heritage walking trails.

- Battle of Britain Memorial, Capel-le-Ferne
- The Women's Land Army Museum, Little Farthingloe
- St Margaret's Museum, St Margaret's at Cliffe.

### **Heritage Trails**

**6.17** Across the District there are also a wide range of heritage trails, from short circular walks to long-distance walking routes. Examples of such trails in the District include:

- Coastal Walk, White Cliffs of Dover (236,700 visitors to the visitor centre each year). National Trust
- Saxon Shore Way long distance walking route
- Western Heights Trails (three trails (2 – 6 miles) as well as two history trails: The St Martins Battery Trail (0.5 miles) and the Grand Shaft Barrack Trail (1 mile). White Cliffs Countryside Partnership
- Frontline Britain Trail, St Margaret's at Cliffe. White Cliffs Countryside Partnership
- The Miner's Way Trail. Coalfield Heritage Initiative



- The North Downs Way long distance walking route
- St Augustine Trail
- The Timeball & Telegraph Trail.

### **Inaccessible**

**618** A number of heritage assets remain inaccessible to the public. These include:

- Private houses or other domestic or agricultural buildings located out of sight from public rights of way
- Bunkers, pillboxes etc located on private land
- Shipwrecks below low water mark
- Buried archaeological sites
- Some churches or chapels e.g. Oxney Church
- Industrial complexes e.g. Snowdown Colliery site.

### **Current heritage tourism in Dover District**

**619** Tourism is the fifth biggest industry in the UK, worth almost £12bn a year<sup>1</sup>. The additional benefits of this direct investment are even more substantial, generating some £21bn. The industry employs almost 200,000 people and is very much a growth industry being predicted to rise annually by 2.6%



6. Wanstone Battery - Second World War heritage on private land.

between 2009 and 2018<sup>2</sup>. It is estimated 40% of employment in tourism depends directly on a high quality built and natural environment, rising to between 60% and 70% in more rural areas<sup>3</sup>.

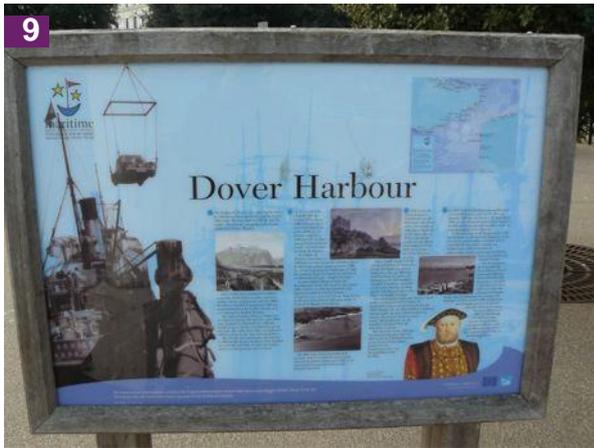
**620** The role of heritage in those figures is particularly significant. History and the built heritage is the strongest single driver for overseas tourists 30% of whom say that the UK's heritage is the main reason for visiting the country<sup>4</sup>. 80% of all foreign visitors visit heritage sites while they are here<sup>5</sup>.

**621** Nevertheless, we shouldn't forget that far and away the biggest sector in tourism is the domestic market. Only 17% of all visitors to heritage sites are foreign – the vast majority are British<sup>6</sup>. Some 69% of all UK adults visited a heritage site last year. Finally, it shouldn't be forgotten how important the tourist spend is to the communities in which historic sites lie. Of every £1 spent on tourism 69p is spent away from the site itself on accommodation, meals, etc<sup>7</sup>.

**622** Within Kent tourism is worth some £2.5bn per year and provides 50,000 jobs in the county. This represents an income to the county equal to £1,755 for each man, woman and child in the county.

**623** Within Dover District, the importance of tourism is similarly clear:

- 422,000 overnight tourism staying trips were made to Dover in 2017<sup>8</sup>. Of these trips, domestic visitors made 80% of trips (336,000) and overseas visitors made 20% of trips (86,000).
- £88,827,000 was spent by staying visitors on their trip to Dover in 2017. Of this expenditure, 71% was spent by domestic visitors and 29% by overseas visitors.



- 4.17 million Tourism day trips were made to Dover in 2017, generating a further £126,994,000 trip expenditure.

**624** In total, around £215,821,000 was spent on trips to Dover in 2017 by staying and day visitors.

**625** This income supported 4,212 FTE jobs and 5,796 Actual jobs. Overall it is estimated that tourism expenditure supported 17% of local employment in Dover.

## The potential of Dover's heritage for public access and tourism

### Perceptions of east Kent

**626** In August 2007 Kent Tourism carried out research into public perceptions of Kent generally and east Kent in particular (Dover, Thanet, Shepway and Canterbury Districts).

This highlighted some key issues for how east Kent is regarded by respondents, all of whom live in the south-east of England<sup>9</sup>.

- Although Kent was identified as a 'historical' region (50% respondents), east Kent was slightly less so (41%)

- 45% of respondents associated Kent with castles, as compared with 37% when asked about east Kent
- 24% identified Kent as 'touristy' as compared with 30% for east Kent
- 37% thought there were a range of gardens to visit in Kent but only 26% thought this true of east Kent
- East Kent was, however, more strongly associated with the phrases 'gateway to Europe', 'stunning coastline', 'seaside resorts', and 'beaches'
- Of seventeen coastal destinations in the south-east Deal and Sandwich were located in the bottom five when tested for awareness. Dover was, however, rated second.

**627** Dover has a similar perception to Folkestone, although Dover has some clearer perceptions in terms of history and scenery. This is undoubtedly linked to Dover Castle and the White Cliffs and respondents' knowledge of these two attractions

*7. Heritage interpretation panel on Dover Seafront.*

*8. Dover Museum.*

**628** It is seen as a destination that is easy to get to and somewhat touristy and like many of the East Kent destinations is seen as friendly and traditional in an old-fashioned way.

**629** Deal has a similar emotional perception to Whitstable and Broadstairs in terms of old-fashioned, traditional and friendly but is perceived as offering more in the way of historical or heritage attractions both close to the town centre and on the approaches to the town. It is seen as a place to get an authentic feel of Kent in a charming town.

**630** Sandwich is seen as a traditional, old-fashioned Kent town offering history and heritage. It is perceived as a place with stunning scenery and interesting architecture, being a medieval city with the remains of the old town walls and the Toll Bridge/ Barbican. There are still many people who need to be informed about what Sandwich has to offer as just over a third of people (36%) strongly associated the town with history and heritage indicating that the majority are not sure what it offers from a historical perspective. It is seen as a place to explore the surrounding area with opportunities for walking or cycling.

**631** Although the research focused on east Kent in general, rather than just Dover District, it suggests that there are some key perception challenges that must be overcome.

**632** East Kent is arguably the most 'historical' part of Kent, seeing earlier introductions of many site types and processes than in the rest of the county. For the Roman, Anglo-Saxon and Medieval periods many of the earliest structures in England are to be found in east Kent and in particular Dover District, for example the Saxon Shore Forts, Roman Pharos and

'Painted House' in Dover town. The region contains Canterbury, a World Heritage Site and one of the most well-known English centres of heritage in the world. The region also features disproportionately strongly in terms of defence heritage such as at Dover Castle, the Henrician Castles of the Downs, the forts of the eighteenth and nineteenth centuries and the two World Wars. The perception that east Kent is less 'historical' and less associated with castles is thus particularly disappointing and suggests that significant work needs to be done to improve the image of the district as it exists, even without further improvement in public access to heritage.

## Areas of potential development for public access to heritage

**633** There are a number of approaches that could be considered to increase public access to heritage in Dover District, whether by residents or by tourists.

### *Improvement of the current tourist offer*

**634** Many of the tourist attractions in Dover District are superbly presented. The range of activities and areas of interest provided for by Dover Castle is unlikely to be matched by many tourist attractions in England. The site covers a wide range of periods including Roman, Saxon, Medieval post-Medieval and Second World War. For each of these there is interpretation that is regularly updated using a range of technical methods and approaches. The site offers a variety of environments from medieval masonry in the keep, open spaces with great views from the top of the keep and the ramparts and the oppressive atmosphere of the tunnels. Numerous staff are on hand to guide visitors and there are excellent refreshment and dining facilities as well as good (if increasingly pressed) on-site parking.



**635** Few sites can expect to match this offer and within the district there are a number of very well presented sites that need not be reviewed here. There are, however, a number of sites that might benefit from additional support or investment to allow more sustained opening hours, refresh of interpretation, parking facilities, refreshments and greater networking with other attractions in the area.

### ***Development of new sites as tourist attractions***

**636** Within Dover District there are a number of sites that might be developed further as tourist attractions.

**637 Dover Western Heights** – The site attracts a large number of visitors for its occasional open days in the Drop Redoubt and the Western Heights Preservation Trust

arrange a number of activities each year. The site also receives a large (but unknown) number of visitors via the car-parks at Drop Redoubt Road, The North Entrance and at St Martin's Battery where elements of the twentieth century defences can still be seen. It is likely that other visitors explore much of the remains that can be seen on an informal basis. Given the size of the site and potential management and access issues, it may be necessary to be selective about which elements of the site are fully open-up to the public.

**638 Swingate to St Margaret's Second World War sites** – Along the cliffs east of Dover are a great number of Second World War bunkers, gun positions and anti-aircraft gun sites as well as a radar station. They are of great interest to enthusiasts but only occasionally made accessible to visitors. It is rare for such a concentration of such sites to exist anywhere in the UK. These particular sites are especially interesting to visitors in that they 'saw action' during the War unlike most sites of the period.

**639 Port Facilities, Dover** – The Port is Dover’s strongest defining feature today and contains numerous historic structures including the harbour breakwaters, the Dover Turret, the basins and wharfs and Admiralty Pier Station. Providing access to the port facilities would help to integrate the port better with the town but it is recognised that the Port is an operational and secure area where opportunities for access are a challenge. Future redevelopment of the Port may provide opportunities to increase access to its heritage assets and should be encouraged as far as is possible.

**640** The district needs to strengthen its overall heritage brand to attract visitors on a national and international scale. Although Dover in particular is a main point for entry to cross channel travellers and passengers using the cruise terminal, it is more often than not overlooked as a visitor destination with locations such as Leeds Castle, Canterbury and London being preferred. The numerous individual heritage assets need to be packaged in a way that captures the attention of those travelling through the District and using the Port and encourages visits from elsewhere in the region, particularly for overnight stays. The district should also seek opportunities to work with neighbouring authorities to better promote and link the heritage offer of the east Kent area as a whole.

## Thematic development of heritage assets

**641** In addition to the development and promotion of individual sites there are a number of themes that might be developed for visitors. These would link sites that are formally presented to the public already with



those that are not and would thereby help to pass visitors on from one site to the next while taking them into new areas of the district. Examples of these could be:

**642 Coastal defence** – Dover District has defensive fortifications from a wide range of periods, many of which can be visited and some that are already well prepared to receive visitors. By linking Richborough Fort, Dover Castle and Sandwich town walls, Deal and Walmer Castles, the Western Heights and the Second World War sites along the cliffs east of Dover, a coastal defence network could be developed that spans much of the district’s past. Such a network could readily be developed in partnership with the adjacent districts and in particular along the coast line around Folkestone.

**643 The churches of Dover** – Dover District has a number of fine early churches or church sites that could be linked together. These include the early church(es) in Richborough Fort, St Mary in Castro, Barfreston Church, St Mary’s, Wingham, the

Templar Church, Western Heights and, if access could be secured, St Radegund's Abbey or St Martin's Priory. This theme also has the potential to link Dover with Canterbury to take advantage of visitors.

**644 Coal mining in Dover** – The Miner's Way trail provides a good basis for the development of this theme. By linking the trail with surviving structures from the coal-mining industry at the mines themselves (including the smaller mines), at the mining villages of Aylesham, Mill Hill Deal and Tilmanstone (Elvington), the history of the industry in Dover could be made more accessible.

**645 Dover's ancient landscape** – Although there are few visible prehistoric sites in Dover, it is possible to trace the evolution of the landscape in the district from prehistoric times to the modern day through field boundaries, tracks and paths, parish boundaries and roads. Trails could be developed that showed how ancient the landscape actually is, how it has changed and how modern settlements fit into it. The Roman roads of Dover would be a good starting point for such a theme.

**646 Gateway to Britannia** – Dover was the gateway to Roman Britain and contains more outstanding Roman remains than virtually any district in England. Trails or tourism products could take advantage of Richborough Fort, the remains of the Saxon Shore Fort at the Dover Discovery Centre,

the Roman Roads, the Pharos in Dover Castle and the Roman 'Painted House'. It could also link with Roman remains in Canterbury to take advantage of visitors to Canterbury and other key sites such as the Saxon Shore Fort at Reculver and the villa site at East Cliffe, Folkestone.

**647 The Wantsum Channel** – The Wantsum Channel is central to Dover's exploitation in prehistoric times, by the Romans and during the Saxon and Medieval periods. A theme could be developed that explored the Channel as it is today as well as Sandwich, Richborough Fort and Stonar Lake. This could link with biodiversity themes to attract a wider range of visitors.

## Increased use of heritage assets by educational groups

**648** It is not clear at present the extent to which the district's heritage assets are used by educational groups for studies or for site visits. All the sites that have been formally developed for tourism are capable of welcoming educational groups and several have developed educational programmes. The educational audience is certainly one that should be targeted. This would help school children or older students to become more aware of Dover District's heritage and help them value the sites. It would also encourage the students and their families to visit the sites themselves.

## New Approaches to developing public access

**649** There is a range of ways in which people can be encouraged to enjoy, value and visit the heritage assets of Dover District.



11. *The River Stour and Wantsum Channel.*



### Complementary themes

650 The 'Heritage Counts' survey of 2009 revealed that in that year the number of visitors to castles and forts did not rise at all whereas visits to visitor centres or heritage centres rose by 6%. This may suggest that people want more diverse experiences from their days out than simply visiting 'pure' heritage sites. This may be particularly true for families. One way to meet this need is to develop alternative themes around the same site. For example, the National Trust White Cliffs site combines heritage interests with biodiversity and natural environment interests and thereby attracts a great number of visitors each year. Many of the other themes in the district's past will lend themselves to a similar approach allowing them to access the visitors making some of the 1.2 billion visits made to the UK's countryside every year<sup>10</sup>.

### Community Projects

651 One approach to engaging people with their heritage is to involve them in its identification, study and promotion. An excellent example of this is the 'Forgotten Front Line' project developed by a team led by Mark Harrison in the north of Canterbury District. Using their own research, combined with the results of a Kent County Council survey of twentieth century military and civil defence sites, the team produced an exhibition. The information about sites was combined with oral history from local people and an innovative use of 1940s aerial

photographs. The exhibition was complemented with history tours where visitors were taken to the sites featured in the exhibition and met the local people who had contributed. Effective media promotion saw the exhibition visited by 6,000 people at Whitstable Museum, 19,000 more at Quex Park and a few thousand more at the Royal Naval College.

652 The project was similar in approach to projects such as the Coalfields Heritage Initiative Kent (CHIK) project and this demonstrates the applicability of the approach across a range of different themes. Many of the opportunities identified in the thematic papers (see Appendix I) include opportunities for engagement with the local community so that people can become involved in understanding and conserving their heritage. These projects have the additional benefits of being flexible, inexpensive to operate (compared with the costs of opening sites or museums to visitors) and responsive to local people.

### New technology

653 The same spirit of cost effectiveness also suggests that wider use should be made of new technologies. Mobile technology, for example in the form of media players or smart phones, allows information to be packaged in a way that is attractive and elegant but also relatively inexpensive. Using this kind of technology the information that would be traditionally carried on interpretation panels can be made available to people in advance of their visits or can be downloaded 'in the field'. They can then combine it with other information from other projects or with applications providing catering or accommodation information so that all their information needs can be met. A much great quantity of information can therefore be provided, better tailored to visitors, often at a reduced cost, than could be met by traditional panels without the

equally traditional threat of vandalism. Co-ordinated use of new technology, for example with Explore Kent for countryside access, would help to ensure that wider groups benefit from heritage information and that the district's heritage forms part of a more diverse experience.

**654** In a similar vein tourist attractions of the future will have to be more flexible about how they communicate with the public. The advent of Social Media – Facebook, Twitter, etc has meant that word of mouth has, for many people, been replaced by its digital equivalent, with the difference that word travels far faster and wider across the internet than by any previous means. This provides a great opportunity for those trying to promote attractions and events in a cost effective way. It allows them to link with other projects, groups and initiatives thus allowing sites to target their marketing far more effectively than can be achieved by conventional media.

**655** CDs are hardly new technology but they still have a role to play in packaging information for tourists in a cost-effective but flexible way. An example of this is the 'Drive the Battle of Britain' driving tour produced by

Kent County Council in 2005. The CD guided visitors around a range of Battle of Britain sites in Dover and Shepway. The principle underlying the CD remains true today – that a set of sites can be linked by a common theme far more effectively together than separately. It is particularly useful for sites that have no interpretation materials at all and would suit many of the themes listed above.

### **'Remote' access**

**656** Although access to heritage sites tends to focus on physical access, it should be remembered that for many people physical access to sites may not be possible. The district's heritage is nonetheless their heritage too and it is essential that websites and other resources are fully developed to connect people with the sites, help them to explore them remotely and understand the history and the context. It is remarkable how many tourist attractions, even those run by very large national organisations, have websites that provide virtually no information about the sites except such as may be required for visitors – opening hours, prices, events etc.

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<sup>1</sup>Economic impact of heritage tourism, Oxford Economics, 2009. This includes museums and green heritage sites as well as visits to the built historic environment

<sup>2</sup>The Economic Case for the Visitor Economy, Deloitte, 2008

<sup>3</sup>Valuing our Environment, National Trust

<sup>4</sup>Internal English Heritage performance figures 12/2/2010

<sup>5</sup>ANHOLT-GMI Nation Brand Index, Visit Britain Nov 2007

<sup>6</sup>VisitEngland Survey of Visitors to Visitor Attraction 2008

<sup>7</sup>Investing in success: Heritage and the UK tourism economy

<sup>8</sup>White Cliffs Country: Dover, Deal & Sandwich: VisitKent research document

<sup>9</sup>Kent Tourism Perception Research Prepared by Arkenford Ltd for Kent Tourism August 2007

<sup>10</sup>Visit Kent: Economic Impact of Tourism Dover District 2017

# 7 Taking the Strategy



# Taking the Heritage Strategy Forward

## Introduction

**71** The Government recognises the role that the historic environment can play in delivering the sustainable development agenda. The National Planning Policy Framework (NPPF) (paragraphs 7 and 8) recognises that there are three dimensions to sustainable development: economic, social and environmental. It goes on to state that part of the planning system's environmental role is 'to contribute to protecting and enhancing our natural, built and historic environment'. Environmental gains should be sought jointly and simultaneously with economic and social gains through the planning system as the dimensions are mutually dependent and not exclusive.

**72** The sustainable development agenda needs to be reflected in the Local Plan. The NPPF further states that

*'184. Heritage assets range from sites and buildings of local historic value to those of the highest significance such as World Heritage Sites which are internationally recognised to be of Outstanding Universal Value. These assets are an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations.'*

*1. Chillenden Windmill.*

*185. Plans should set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. This strategy should take into account:*

- *the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;*
- *the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;*
- *the desirability of new development making a positive contribution to local character and distinctiveness; and*
- *opportunities to draw on the contribution made by the historic environment to the character of a place.'*

**73** The Heritage Strategy has described the extraordinarily rich history of Dover District and its vast wealth of heritage assets. Alongside iconic assets such as Dover Castle, Richborough, medieval Sandwich and the post medieval townscape of Deal, numerous sites of national, regional and local importance exist, some designated but many not. Together these heritage assets provide the district with its distinctive historic character and have shaped the place that it is today, a place greatly valued by residents and visitors alike.

**74** The historic environment is one of the district's most valuable assets; it can and must play a significant role in the growth and regeneration agenda for the district. It should be used in a positive and proactive way and not become seen as an obstacle to the district realising its potential.

## Objectives

**75** The Heritage Strategy (Chapter 6) has described the ways in which the Historic Environment can act as a catalyst for social and economic regeneration through creating a valued 'sense of place', the re-use of heritage assets, adding value to new development, ensuring that regeneration is durable and through helping to reduce social exclusion. There are good examples in the district where heritage-led regeneration and re-use of historic buildings within development have been used to create a valued sense of place: Perhaps the most evident is the redevelopment of the former Royal Marines barracks in Deal where many of the buildings have been retained and converted for a mix of uses creating an area with undoubted historic qualities; in Sandwich, the development of Tannery Close has responded well to the strong historic character of Sandwich and ensured that the development fits into the townscape and is potentially more durable; the re-use of the former secondary school at Aylesham for a community centre and workshops has secured a future for one of the East Kent Coalfield's heritage assets as a valued community resource; elsewhere the former coal mining tips at Betteshanger Colliery have been transformed into Fowlmead Country Park.

**76** The future regeneration of the district can benefit from re-use of its heritage assets. The extensive post-medieval fortifications at Dover Western Heights can play a significant role in Dover's regeneration as a complementary heritage asset to Dover Castle. The Dover Western Heights provide a considerable challenge in ensuring that future development and proposals for change there are appropriate to the site and means are found to conserve and enhance the heritage asset. Similarly Fort Burgoyne should contribute significantly to the redevelopment of the former Connaught Barracks site.

Other significant opportunities are provided by the district's former industrial buildings for example the redevelopment of the former Buckland Paper Mill, the important group of colliery buildings at Snowdown and the remains of the 'failed' colliery and subsequent brickworks at Hammill. The redevelopment of Dover harbour and the town centre bring their own opportunities and challenges to make the most of, as well as conserve and enhance, the important heritage assets that are present there and in their surroundings. The re-use of heritage assets also contributes to the sustainable use of resources in many cases.

**77** Key routes into and through the towns and rural settlements are important for presenting a historic 'sense of place' to the district's visitors and in encouraging them to return and explore the area. Attention should be given to improving key gateways and corridors and ensuring that wherever possible heritage assets in these areas are made best use of to present a positive 'sense of place'.

**78** As well as the headline development and regeneration proposals, the challenge is to ensure that the historic 'sense of place' of many of the district's towns, villages and rural areas is maintained and enhanced as proposals for change are considered.



A number of case studies have been set out in the Heritage Strategy that suggest ways in which heritage assets at those sites (North Deal, Discovery Park and Fort Burgoyne) can be used positively to enhance the development proposals there.

**7.9** The historic environment provides direct economic benefits to the district. As well as playing a key role in the sustainable growth and regeneration agendas for the District, it presently makes a substantial contribution through tourism to the local economy - estimated to be worth around £200 million (VisitKent research) and supporting around 17% of local employment. The Strategy has identified that there is considerable potential for growth in heritage-related tourism in the District and presents ideas for developing the offer. The District should seek ways in which to promote the wider heritage of the area to those who visit landmark attractions such as Dover Castle.

By promoting the key attractions as part of a package whether with heritage sites in the locality, on a thematic basis or with the District's natural assets, visitors may be encouraged to make more overnight stays in the District and contribute more to the local economy. A key aim should be to improve connections between Dover Castle and the town. Developing the heritage assets at the Western Heights, the harbour and within the town centre together with the Castle would provide a valuable package of heritage attractions to offer to visitors to Dover.

**7.10** The Strategy has identified numerous opportunities for improving links between existing managed heritage attractions, improving access to other heritage assets, thematic development of trails and interpretation and the use of new technology to improve the offer to visitors and the quality of life of the district's communities.

## *2. Dover Castle.*

**7.11** It follows that to realise the considerable benefits that the historic environment can bring to the district, it is important to look after the district's heritage assets and take opportunities to enhance them wherever possible. The heritage assets are a vulnerable and irreplaceable resource which can be easily lost to present and future generations. Positive change and growth, including the improvement of the built, natural and historic environment is important to the future of Dover District. Such change needs to be informed by a sound understanding of what is most significant about the district's heritage assets and a desire to conserve that significance in an appropriate and beneficial way.

**7.12** The historic environment helps to create a much valued 'sense of place' and provides a strong sense of identity and source of pride for the district's

communities, contributing significantly to the quality of life. The Strategy promotes an agenda of increased public understanding, access to and engagement with the district's heritage, to increase enjoyment and appreciation of the past and support for its conservation and use. Informed, caring and engaged local communities, positively using the historic environment to shape the places in which they live lies at the core of the Heritage Strategy and its future delivery.

**7.13** The Heritage Strategy responds to and is compliant with the requirements for a 'positive strategy for the conservation and enjoyment of the historic environment' that the NPPF promotes (paragraph 185). The Strategy articulates how the high level policy for the historic environment can be taken account of in the development of local plans and be used in local decision-making. It sets out how the historic environment can play an important role in delivering the growth and regeneration that the district needs, its role in the sustainable development agenda promoted by the Government in the NPPF and the positive improvements to people's quality of life that this now requires planning to deliver. It sets out the economic contribution and potential growth of heritage tourism in Dover District. It explains the need for sustaining and enhancing the district's heritage assets and how this can be achieved. Finally, conforming with Government policy for localism through



*3. Information panel on the Miner's Way trail.*  
*4. St Mary's Church, Nonington.*



neighbourhood planning, the Strategy promotes an agenda of further understanding of the historic environment, engagement and access where the public play a leading role in delivering the outcomes of the strategy and shaping where they live, work and visit.

*The Heritage Strategy is ambitious for the past to be part of the District's future.*

**7.14** To take the Strategy forward four broad objectives have been set out in the box below.

The Heritage Strategy's objectives are:

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.
2. Dover District realises the tourism and visitor potential and economic benefits of its historic environment and heritage assets.
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.
4. Public understanding of, engagement with, access to and enjoyment of Dover District's historic environment are increased.

**7.15** How the Dover District Heritage Strategy can address these objectives is set out below with reference to the principle recommendations at the end of this chapter.

## 1 Enabling and informing regeneration activities to secure better outcomes from sustainable growth.

*(NPPF: '185. - the desirability of new development making a positive contribution to local character and distinctiveness;')*

**7.16** Chapter 6 of the Heritage Strategy has described the opportunities available to the district in using its heritage to positively shape its future and guide and act as a catalyst for economic and social regeneration. The role of heritage in creating a valued 'sense of place', the beneficial reuse of assets, how heritage-led regeneration adds value to new developments and helps to ensure that regeneration is more durable, socially inclusive and has a long lasting and positive effect on the places and communities that live in them is explained. Guidance is already available to help shape successful regeneration schemes, for example Heritage Works: A toolkit of best practice in heritage regeneration, is available and are listed in Chapter 8. The Strategy builds upon this guidance by promoting the positive and proactive use of the historic environment in the regeneration activities of Dover District and sets out a number of recommendations to help achieve this.

**7.17** Paragraph 193 of the NPPF guides that when considering the impact of a development proposal on a heritage asset, great weight should be given to its conservation. The greater the importance of the asset the greater the weight. The impact of proposals on the assets significance, whether that be through direct impact or affecting its setting needs to be appropriately considered. The Strategy has developed a methodology for proposals to be rapidly assessed and scored for their impact on the

heritage themes identified for the district. It has been recognised that the quality and robustness of Heritage Statements that should accompany planning applications for validation needs significant improvement. The methodology developed for the Strategy could be usefully developed as a checklist to assist applicants compile a useful Heritage Statement and recognise the opportunities and benefits that the historic environment can bring to their developments.

**7.18** A number of Case Studies have been presented that illustrate the application of the Heritage Strategy to specific development and regeneration proposals and provide a number of guiding principles that will assist those developments to address the sustainable development objectives for regeneration.

**7.19** The NPPF recognises within its core planning principles (para 15) that planning should 'be genuinely plan-led. Succinct and up-to-date plans should provide a positive vision for the future of each area' and that (para 29) '*Neighbourhood plans gives*

*communities the power to develop a shared vision for their area. Neighbourhood plans can shape, direct and help to deliver sustainable development*'. The historic environment should be a keystone within such plans, providing the 'sense of place', identity and source of pride that local communities often cherish and helping to provide resilience and durability and reduced social exclusion.

**7.20** It follows that for regeneration and development to successfully take account of the historic environment, information about the presence of heritage assets and their significance needs to be accessible and readily understood by all parties involved. The Heritage Strategy includes a number of recommendations that seek to improve access to information and understanding of the district's heritage assets.

**7.21** The recommendations set out below all relate to enabling and informing regeneration activities to obtain better outcomes for sustainable growth.

## Objective 1 Recommendations

**R1** 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 towns and rural settlements.

**R2** The character and form of existing heritage assets should be used to help shape the character and form of new development. The historic environment should be considered and reflected in development master plans.

**R3** 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.

**R4** Proposals for new development should include an appropriate description of the significance of any heritage assets that may be affected including the contribution of their setting. The impact of the development proposals on the significance of the heritage assets should be sufficiently assessed using appropriate expertise where necessary. Desk-based assessment, archaeological field evaluation and historic building assessment may be required as appropriate to the case

- R5 Use of materials should be encouraged in new development that helps to make it more sustainable and foster local distinctiveness.
- R6 The opportunities that the historic environment and heritage assets present and their vulnerability to change should be taken into account in considering development site allocations.
- R7 Improved guidance for compiling and the required content of Heritage Statements should be developed and made available to planning applicants. The methodology developed for checking proposals against the Heritage Strategy themes should be developed for use in Heritage Statements.
- R8 The recommendations and guiding principles set out in the case studies for Discovery Park, North Deal, Fort Burgoyne & Connaught Barracks are followed.
- R9 Systems should be put in place to ensure that historic environment information and advice is readily accessible to local communities to help them shape the places in which they live.
- R10 A programme of Conservation Area appraisal is put in place to cover all the District's Conservation Areas. Consideration should be given to developing tool kits for initial appraisal, at least, to be undertaken by local volunteer groups and individuals. Toolkits based upon the overview methodology and/or those developed by Historic England could form the basis for use in the district.
- Conservation Area appraisals should be used to review the special interest of each Conservation Area and inform proposals for any special measures needed, adjustment of boundaries and, where the significance has been sufficiently lost, removal of Conservation Area status.
- Consider widening the use of Article 4 (1) directives to sustain and enhance the historic character of the District's Conservation Areas through ensuring that special interest is conserved.
- Develop guidance and make information easily accessible to enable stakeholders within Conservation Areas to readily understand and take account of the special interest of the area and ensure that proposals for change take account of that interest. An example of appropriate guidance is the treatment of shop fronts in Conservation Areas.
- R13 Work towards the conservation, appropriate development and promotion of the Dover Western Heights so that it might contribute to the regeneration of Dover. Establish an agreed vision, to inform a master plan and promote appropriate development and change that is consistent with the conservation and enhancement of the Dover Western Heights' significance.
- R24 An Urban Archaeological Database be prepared for Dover town preferably extended to include a wider range of heritage assets of the town, port and the flanking heights and Dour valley

R25 A programme of mapping of cropmarks identified on aerial photographs be developed. With the use of GIS packages transcription could be carried out through a supervised volunteer programme perhaps through the Kent Historic Environment Record.

R26 The Heritage Strategy should be presented in an accessible way on the web with theme papers and links to complementary web sites. The web site should:

- promote and explain Dover's rich heritage;
- provide information on access to assets and visitor sites and visitor information;
- link to the on-line Historic Environment Record and other resources that can provide more detailed information on the District's heritage assets;
- provide guidance and advice to land/property owners, developers and others with an interest in management of the historic environment;
- include downloadable toolkits to support community led survey and research.

R27 Support is given to the development of an Archaeological Resource Centre which secures a sustainable future for the District's archaeological archives and that provides a focus for community activities that support the delivery of the Heritage Strategy.

## 2 Realising the tourism and visitor potential and economic benefits of the District's historic environment and heritage assets.

*(NPPF: 185. 'the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring'. )*

**722** The high value of heritage tourism to the District's economy is set out in Chapter 6 of the Strategy. Figures from 2006 (VisitKent) suggest that the total value of income from over 400,000 overnight trips and 3.3 million day trips is close to £200 million, sustaining over 4,000 jobs, 10% of the District's employment. Even so the Strategy has identified that there is significant potential for increasing public access and tourism in the district.

**723** Kent Tourism's research in 2007 suggests that there is considerable room for improving public perceptions of the district in South East England as a historic place to visit. While landmark sites such as Dover Castle and the White Cliffs are widely recognised, the wider heritage offer of the district and East Kent in general is less well known. The work on the Strategy has illustrated that there are a vast number of stories to tell of the district's history including its part in events of national significance that can connect with the public. While the key sites should remain an important part of the district's promotion, additional emphasis should be placed on demonstrating that there is a lot more to offer and encourage more overnight and longer stay trips to the district. With people increasingly wanting more diverse

experiences from their days out and holidays, promotion of the heritage assets alongside natural environment and cultural assets may strengthen the attraction.

**724** The Strategy recognises that there are opportunities for the existing heritage tourist sites to improve their offer through investment in refreshed interpretation, promotion, improved facilities and greater networking. There is a need for investment in the wider infrastructure such as visitor accommodation to help promote the hospitality, tourism and leisure sectors and help drive the visitor economy in the district. In many of the Theme papers individual sites and opportunities have been identified, e.g. the visitor sites in Deal, Richborough and the Wantsum and the East Kent Light Railway. The Strategy has also started to map the heritage tourism assets in the district, trails and interpretation.

**725** The Strategy has identified several sites where more access to visitors could improve the tourism offer of the district. These

include Dover Western Heights, Swingate to St Margaret's Second World War sites and the port facilities at Dover. The Strategy has also identified that thematic development of the heritage assets for visitors would help to link existing visitor sites with those that are not formally accessible or presented and take them into new areas of the district. Examples of thematic development could include Coastal Defence, Churches of Dover, East Kent Coal Field, Roman Gateway, Dover's Ancient Landscapes and the Wantsum Channel. In addition it is important to note the potential for linking together visits to several sites which cross themes but lie within close proximity. For example a visit to Dover could be promoted to cover the various heritage visitor sites in the town as well as the surrounding Heights and countryside.

**726** The recommendations set out below all relate to developing the tourism potential and consequential economic benefit of the district's heritage assets.

## Objective 2 Recommendations

**R13** Work towards the conservation, appropriate development and promotion of the Dover Western Heights so that it might contribute to the regeneration of Dover. Establish an agreed vision, to inform a master plan and promote appropriate development and change that is consistent with the conservation and enhancement of the Dover Western Heights' significance.

**R17** 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.

**R18** 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.

**R19** 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.

**R20** Opportunities should be sought to develop access to key heritage sites and improve interpretation for visitors.

R21 Access and interpretation should be developed to link heritage assets by theme making use of the incredible rich history of the district referenced in the Theme papers of the Heritage Strategy.

R26 The Heritage Strategy should be presented in an accessible way on the web with theme papers and links to complementary web sites. The web site should:

- promote and explain Dover's rich heritage;
- provide information on access to assets and visitor sites and visitor information;
- link to the on-line Historic Environment Record and other resources that can provide more detailed information on the district's heritage assets;
- provide guidance and advice to land/property owners, developers and others with an interest in management of the historic environment;
- include downloadable toolkits to support community led survey and research.

### **3 Sustaining and enhancing the district's heritage assets so as to best meet the needs of the present without comprising the ability of future generations to appreciate their significance.**

*(NPPF: 185. 'the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;' and 'opportunities to draw on the contribution made by the historic environment to the character of a place'.)*

**727** The Heritage Strategy has identified the potential opportunities and benefits that the historic environment can bring to the district. To realise the benefits of the historic environment there is a need to sustain the significance of heritage assets and where possible enhance that significance. The

Strategy, through the thematic papers has identified numerous areas where sustaining and enhancing heritage assets are desirable. The main and more significant priorities are set out below.

**728** Theme 13 has identified the lack of Conservation Area appraisals for the overwhelming majority of the District's Conservation Areas. Without such appraisals it is difficult for decision-makers to understand the special interest of the Conservation Area and hence its significance or to manage and monitor the condition of the Conservation Area and take informed decisions. The following is relevant to Conservation Areas in the NPPF:

*'186. When considering the designation of conservation areas, local planning authorities should ensure that an area justifies such status because of its special architectural or historic interest, and that the concept of conservation is not devalued through the designation of areas that lack special interest.'*

*200. Local planning authorities should look for opportunities for new development within Conservation Areas ... to enhance or better reveal their significance.'*

**729** The Heritage Strategy recommends a programme of appraisal and review of the District's Conservation Areas to understand the special interest of the areas, to consider the widening of Article 4 (1) directives and to develop guidance and information to help sustain the significance of Conservation Areas.

**730** To safeguard the most significant of the district's heritage assets protection through designation may be appropriate. The Heritage Strategy has identified a number of Heritage Assets which may be considered for designation. The Heritage Strategy has also identified a large number of heritage assets in the district which are of local or even regional importance that make a significant contribution to the historic environment at a local level but are unlikely to be of sufficient

importance to warrant national designation. Local listing is an available mechanism to ensure that such locally important heritage assets are recognised, sustained and taken into account in proposals for change and the Strategy recommends that a Local List be developed for Dover District.

**731** Paragraph 185 of the NPPF details that the positive strategy for the historic environment that should be set out in the Local Plan should include conservation of 'heritage assets most at risk through neglect, decay or other threats'. It follows that there is a need to both identify and monitor the assets most at risk. Historic England only include those heritage assets designated at the highest level i.e. Grade I and II\* Listed Buildings, Scheduled Monuments, Grade I Registered Parks and Gardens and Protected Wreck Sites on their Heritage at Risk Register. The majority of heritage assets are not monitored and consequently not included



*5. Scars in the road mark the position of a Second World War road-block on a bridge over the Dover to Canterbury railway line.*

on an 'at Risk' register. Theme 12 has highlighted the need for a 'Buildings at Risk Register' for the district to help ensure that the significance of the historic buildings of the district is sustained and that as a priority the 300 plus unoccupied Listed Buildings should initiate the Register. Additional key assets identified within the Theme papers could be included on the Register, widening its scope to a Local Heritage at Risk Register. The community could be involved in developing the register, assessing the condition and vulnerability of the assets and subsequently monitoring them.

**732** Many of the district's heritage assets are vulnerable to crime. In particular historic buildings are vulnerable to theft of fixtures and metal, unoccupied structures to vandalism, archaeological sites to illicit metal detecting and wrecks to disturbance and removal of artefacts. A Heritage Crime Risk Assessment would allow the most sensitive heritage assets to be compared with recognised hot spots of criminal activity in the district. This would enable targeted monitoring of key assets at risk by local communities in partnership with the police and authorities.

**733** The recommendations set out below all relate to sustaining and enhancing the district's heritage assets.

## Objective 3 Recommendations

R10 A programme of Conservation Area appraisal is put in place to cover all the District's Conservation Areas. Consideration should be given to developing tool kits for initial appraisal, at least, to be undertaken by local volunteer groups and individuals. Toolkits based upon the overview methodology and/or those developed by Historic England could form the basis for use in the district.

Conservation Area appraisals should be used to review the special interest of each Conservation Area and inform proposals for any special measures needed, adjustment of boundaries and, where the significance has been sufficiently lost, removal of Conservation Area status.

Consider widening the use of Article 4 (1) directives to sustain and enhance the historic character of the District's Conservation Areas through ensuring that special interest is conserved.

Develop guidance and make information easily accessible to enable stakeholders within Conservation Areas to readily understand and take account of the special interest of the area and ensure that proposals for change take account of that interest. An example of appropriate guidance is the treatment of shop fronts in Conservation Areas.

R11 Consider the potential for new Conservation Areas at Snargate Street, Dover and Kearsney Abbey taking account of paragraph 127 of the NPPF.

R12 In liaison with Historic England review and identify gaps in designation of heritage assets and in particular consider those key sites identified as potential candidates in the Heritage Strategy thematic papers.

R13 Work towards the conservation, appropriate development and promotion of the Dover Western Heights so that it might contribute to the regeneration of Dover. Establish an agreed vision, to inform a master plan and promote appropriate development and change that is consistent with the conservation and enhancement of the Dover Western Heights' significance.

R14 A Local List of Heritage Assets should be developed by Dover District with the assistance of the voluntary sector. Clear and robust criteria for selection of heritage assets for inclusion on the List should be set out, together with a requirement to provide for each asset a statement of significance, condition, vulnerability and potential opportunity for sustainable use.

The Local List should embrace all elements of the historic environment and it is recommended that many of the key assets identified in each of the theme papers could provide a useful starting point for compilation of a Local List for the district. Gardens identified within the Kent Gardens Compendium and any enhancement of the Compendium should be included in the Local List.

R15 Dover District Council, with the assistance of the voluntary sector, should develop a Register of Heritage Assets at Risk.

R16 A Heritage Crime Risk Assessment should be undertaken for Dover District and a network of volunteer Heritage Wardens established.

R23 Opportunities should be sought and support given to local communities, groups and individuals in researching their past, develop projects with them that identify, enhance understanding of the district's heritage assets and involve them in condition assessment, monitoring, management, promotion and interpretation of the assets.

Key activities identified for public involvement in delivery of the heritage strategy that have been identified within the thematic studies include:

- Conservation Area overviews / appraisal and monitoring
- Heritage at Risk Surveys
- Development of Local List of Heritage Assets
- Heritage Wardens
- Parish / Neighbourhood surveys that support neighbourhood plans
- Thematic surveys, research and investigation
- A programme of research, survey and enhanced interpretation of the heritage assets of the Wantsum Channel and Lydden Valley
- A study of the assets and development of the historic port of Deal
- Identification and research for new themes for the Heritage Strategy

R24 An Urban Archaeological Database be prepared for Dover town preferably extended to include a wider range of heritage assets of the town, port and the flanking heights and Dour valley

R25 A programme of mapping of cropmarks identified on aerial photographs be developed. With the use of GIS packages transcription could be carried out through a supervised volunteer programme perhaps through the Kent Historic Environment Record.

R26 The Heritage Strategy should be presented in an accessible way on the web with theme papers and links to complementary web sites. The web site should:

- promote and explain Dover's rich heritage;
- provide information on access to assets and visitor sites and visitor information;
- link to the on-line Historic Environment Record and other resources that can provide more detailed information on the district's heritage assets;
- provide guidance and advice to land/property owners, developers and others with an interest in management of the historic environment;
- include downloadable toolkits to support community led survey and research.

R27 Support is given to the development of an Archaeological Resource Centre which secures a sustainable future for the district's archaeological archives and that provides a focus for community activities that support the delivery of the Heritage Strategy.

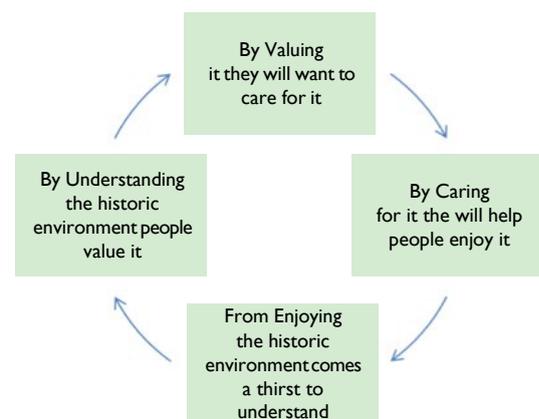
## 4 Increasing public understanding of, engagement with, access to and enjoyment of Dover District's historic environment.

*(NPPF: '187. Local planning authorities should maintain or have access to a historic environment record. This should contain up-to-date evidence about the historic environment in their area and be used to assess the significance of heritage assets and the contribution they make to their environment' and '188. Local planning authorities should make information about the historic environment gathered as part of plan-making or development management publically accessible'.)*

**734** One of the best ways of raising appreciation of the historic environment, develop a sense of place for communities and

help to sustain and realise the benefits of heritage assets is to engage with and involve local people in heritage activities.

**735** Historic England in their 2005 strategy 'Making the Past part of our Future' aimed to create a cycle of understanding, valuing, caring for and enjoying the historic environment.



*The Heritage Cycle (Historic England 2005)*



**736** The Heritage Strategy has identified a number of areas where further study and survey would be a benefit, not only identifying and understanding the heritage assets and assisting in management of the historic environment but also in many cases as a means of engaging with the community. There are a wide range of activities in which local communities, interest and other groups and individuals can become involved with their heritage. This might be through survey, research, investigation, assessment and monitoring of the condition of assets or by helping with interpretation and management of the assets. Stakeholder consultation for the Heritage Strategy specifically highlighted the potential and desire for local people to become involved with their heritage and lead on delivering many aspects of the Heritage Strategy. Some of the key proposals are identified in the recommendation (R28) while others are set out in the individual theme papers.

### *6. Historic properties in Deal.*

**737** Paragraph 188 of the NPPF identifies that local planning authorities should make information about the historic environment available to the public. Landowners, developers and other stakeholders with an interest in the heritage assets of the district all require accessible information on the assets to be able to manage their proposals and ensure that the significance of heritage assets is sustained and opportunities for beneficial use are recognised and taken.

**738** The Kent Historic Environment Record should remain as the main repository and source of information concerning the district's historic environment; however programmes to enhance its information should be developed. In particular the Strategy has identified the need for an Urban Archaeological Database for the town and port of Dover to assist developers and the local authority to understand the potential impacts of development on complex archaeological deposits there. In addition the

Strategy has also identified the potential for a programme of mapping of cropmarks on aerial photographs to better understand the district's ancient rural landscapes and identify significant archaeological assets that may be vulnerable to agriculture and help target management regimes.

**7.39** The Wantsum Sea Channel is a landscape of considerable historic significance that links communities bordering the district and those of Canterbury and Thanet. It has considerable potential for development as a rural visitor asset that links to key themes within the strategy and in particular the Roman gateway site at Richborough. Research in the Lydden Valley, which complements the Wantsum Channel has demonstrated the potential for community led research and survey to identify the history of the area and its assets and the potential for further research.

**7.40** The local authorities can provide a key role in sustaining community engagement activities within the historic environment through leadership and providing a stimulus for activities, a source of advice and support and access to information. While there are considerable limitations in the resources that the local authorities can provide to engage in these activities, there may be opportunities for grant funding that can help to develop suitable initiatives.

**7.41** Increasing use of new technologies and media provide considerable opportunities for improving access to information about the district's history and its heritage assets together with visitor information. Work on the Heritage Strategy has identified that there are a significant number of web sites with varying quality of information on the heritage assets of the district.

**7.42** Archaeological work in the district has resulted in a wealth of records and artefacts that provide both the evidence base for our



detailed understanding of the history of the district and an opportunity as a resource for exhibition, presentation, education and community activities. The archaeological archive is presently vulnerable to limited storage capacity and lack of accessibility. A long term solution to the appropriate and accessible storage of archaeological archives is being sought through the creation of an archaeological resource centre. Paragraph 199 of the NPPF advises that local planning authorities should require developers to make evidence gathered as part of plan-making or development including any archive generated publically accessible through the Historic Environment Record and a local museum or public depository.

**7.43** The district's heritage themes provide opportunities for engagement with schools and adult learning, providing a local context for the curriculum and an accessible alternative to increasingly expensive trips further afield. Visits by students to local sites and focusing on local heritage assets in their project work should help to develop an appreciation for local heritage amongst the district's pupils and students and encourage them to visit the heritage with their families.

**7.44** The recommendations set out below all relate to increasing public understanding of, engagement with, access to and enjoyment of the district's historic environment.

## Objective 4 Recommendations

R9 Systems should be put in place to ensure that historic environment information and advice is readily accessible to local communities to help them shape the places in which they live.

R10 A programme of Conservation Area appraisal is put in place to cover all the District's Conservation Areas. Consideration should be given to developing tool kits for initial appraisal, at least, to be undertaken by local volunteer groups and individuals. Toolkits based upon the overview methodology and/or those developed by Historic England could form the basis for use in the district.

Conservation Area appraisals should be used to review the special interest of each Conservation Area and inform proposals for any special measures needed, adjustment of boundaries and, where the significance has been sufficiently lost, removal of Conservation Area status.

Consider widening the use of Article 4 (1) directives to sustain and enhance the historic character of the District's Conservation Areas through ensuring that special interest is conserved.

Develop guidance and make information easily accessible to enable stakeholders within Conservation Areas to readily understand and take account of the special interest of the area and ensure that proposals for change take account of that interest. An example of appropriate guidance is the treatment of shop fronts in Conservation Areas.

R14 A Local List of Heritage Assets should be developed by Dover District with the assistance of the voluntary sector. Clear and robust criteria for selection of heritage assets for inclusion on the List should be set out, together with a requirement to provide for each asset a statement of significance, condition, vulnerability and potential opportunity for sustainable use.

The Local List should embrace all elements of the historic environment and it is recommended that many of the key assets identified in each of the theme papers could provide a useful starting point for compilation of a Local List for the district. Gardens identified within the Kent Gardens Compendium and any enhancement of the Compendium should be included in the Local List.

R15 Dover District Council, with the assistance of the voluntary sector, should develop a Register of Heritage Assets at Risk.

R16 A Heritage Crime Risk Assessment should be undertaken for Dover District and a network of volunteer Heritage Wardens established.

R22 Opportunities should be sought to integrate the district's heritage assets into curriculum activities for local schools, colleges and life-long learning centres.

R23 Opportunities should be sought and support given to local communities, groups and individuals in researching their past, develop projects with them that identify, enhance

understanding of the district's heritage assets and involve them in condition assessment, monitoring, management, promotion and interpretation of the assets.

Key activities identified for public involvement in delivery of the heritage strategy that have been identified within the thematic studies include:

- Conservation Area overviews / appraisal and monitoring
- Heritage at Risk Surveys
- Development of Local List of Heritage Assets
- Heritage Wardens
- Parish / Neighbourhood surveys that support neighbourhood plans
- Thematic surveys, research and investigation
- A programme of research, survey and enhanced interpretation of the heritage assets of the Wantsum Channel and Lydden Valley
- A study of the assets and development of the historic port of Deal
- Identification and research for new themes for the Heritage Strategy

R25 A programme of mapping of cropmarks identified on aerial photographs be developed. With the use of GIS packages transcription could be carried out through a supervised volunteer programme perhaps through the Kent Historic Environment Record.

R26 The Heritage Strategy should be presented in an accessible way on the web with theme papers and links to complementary web sites. The web site should:

- promote and explain Dover's rich heritage;
- provide information on access to assets and visitor sites and visitor information;
- link to the on-line Historic Environment Record and other resources that can provide more detailed information on the district's heritage assets;
- provide guidance and advice to land/property owners, developers and others with an interest in management of the historic environment;
- include downloadable toolkits to support community led survey and research.

R27 Support is given to the development of an Archaeological Resource Centre which secures a sustainable future for the district's archaeological archives and that provides a focus for community activities that support the delivery of the Heritage Strategy.

## Taking the Heritage Strategy Forward

**7.45** The Heritage Strategy in its present form provides a sound and enhanced evidence base which can be used for future decision making in Dover District. It provides a snapshot of the district's heritage taken at this point in time, however it should be seen as a living document that can be regularly monitored, reviewed and updated in response to new findings, challenges and priorities.

**7.46** As a result of the work carried out for the Heritage Strategy a considerable number of recommendations have been identified ranging from those that require policy support down to more specific local or asset specific actions. The main recommendations arising from the study (R1 to R27) are set out in the table at the end of this chapter with reference back to the four objectives for taking the strategy forward and an indication as to the area of potential stakeholder interest for each.

**7.47** The next stage for the Heritage Strategy should be to develop a Heritage Action Plan based around the key recommendations set out above and the numerous other recommendations found elsewhere in the Strategy. This detailed Action Plan should identify:

- key priorities that have emerged from the Heritage Strategy and the public consultation;
- who the key stakeholders are and their role in ownership of and helping to deliver the Heritage Strategy; in particular the role of the District Council and that of the voluntary sector needs to be clearly set out;
- a programme for carrying out the Action Plan that details how it will be monitored, reviewed and its success measured;

### 8. Dover Castle.

- sources and opportunities for funding and obtaining the resources needed to deliver the Heritage Strategy.

### Establishing Priorities

**7.48** The Heritage Strategy has identified a considerable number of potential actions, at varying scales and levels of importance. It would be unrealistic to expect that all of these can be achieved in the short term life though some progress could be achieved on many. The Action Plan will need to identify the main priorities that should be focused on in the short term. The priorities should be selected on the basis of the extent to which they address the Heritage Strategy's four core objectives and where there is immediate need in response to proposals for change and significant risk to heritage assets. There are clear contenders for priority action:

- Conservation, appropriate development and promotion of the Dover Western Heights, a major heritage asset at considerable risk that could play a significant role in Dover's regeneration:



- Ensure that the historic environment is taken fully into account in proposals for regeneration and in particular the strategic allocation sites in the Local Plan.
- Maximising the economic benefit of visitors to Dover Castle by improving links with the town centre and encouraging more overnight visits to the district through promoting the Castle as part of a package of attractions;
- Improve the capacity to manage the conservation of heritage assets through establishing a Local List, local Heritage at Risk Register and Conservation Area Appraisals.
- Ensuring that communities can easily access information and guidance on their historic environment and that they are provided with opportunities to engage with their heritage and use it to shape the places in which they live and work, particularly through neighbourhood planning.

**749** As well as the more important priorities that operate at a district level it is important that those at a more local level are also supported as these are likely to have a particular relevance to those local communities, be more easily delivered and help to engage and build support for the larger initiatives.

### ***Stakeholders and ownership of delivery***

**750** At a time of increasing pressure on local authority funding and resources creative solutions need to be sought to take the Heritage Strategy forward. The Strategy has

identified the considerable role that district's communities and voluntary sector can play in helping to deliver many of the aspects of the strategy. The role of the local authorities and their heritage professionals and advisors, town and parish councils wherever possible should be one of acting as a focus, facilitating, coordination and providing advice, information and support to the community to deliver the desired outcomes. The Dover District Heritage Strategy has the potential to deliver gains and benefits that would not otherwise be realised solely through public funding.

**751** This will, however, mean a change in the Local Authority's role. In the past this has been more reactive rather than proactive, due to limited and diminishing staff resources. In order to achieve this, the role of the Local Authority will have to evolve to become a facilitator and the District Council will need to change the working practices to account for this. This would then enable the district's important heritage assets to be appropriately managed and to ensure that they contribute to the regeneration of the district within the existing financial and staff resources.

**752** The creation of a district-wide historic environment forum may help to take the Strategy forward. Such a Forum could perhaps take a lead in implementing and monitoring the Strategy, may be able to link into funding streams that the District Council is unable to and provide a wider sense of ownership of the Strategy. The District Council's Heritage Champion should play a significant role in linking such a forum with the District Council and ensuring that a common purpose is worked towards. The forum should include key representatives from each of the sectors with an interest in the Strategy: planning and development; land and property owners, the voluntary sector, tourism, education and the community as well as the district's main heritage professionals and bodies.



### **Programming, monitoring and review**

**753** The evidence base set out in the Heritage Strategy is a snapshot of the district's heritage at this moment in time and has its limitations. The evidence base will constantly evolve in light of new research and discoveries, consideration of new themes and as new challenges and opportunities emerge. The Strategy should therefore be considered as a dynamic document that can be updated as it goes along. It is anticipated that the Heritage Strategy will be formally reviewed in parallel with the Local Plan however it should be monitored on an annual basis and adjusted where possible to take account of changing evidence and circumstances.

**754** The Action Plan should set out a timetable for delivery of its priority actions as far as it is able to and how the actions will be monitored.

*9. The Old Canonry & Dog Inn, Wingham.*

**755** Criteria should be developed against which can be used to measure the success of the heritage strategy. The criteria should be clearly set out in the Action Plan and should be readily quantifiable. Examples could include the number of heritage assets that have been removed from national and local 'at risk' registers, conservation area appraisals carried out, review of visitor numbers at heritage attractions, volunteer numbers in delivering strategy actions, heritage assets re-used in regeneration projects etc.

### **Funding and resources**

**756** At a time of diminishing public sector funding and increased pressure on available resources, the role of the voluntary sector in delivering the Heritage Strategy can not be understated. Many of the actions that will emerge from the Heritage Strategy can at least in part be addressed by or with the help of the voluntary sector. As stated above the Council's role should be that of facilitating and helping to co-ordinate the delivery of the strategy or through use of its statutory functions ensuring that those proposing change take appropriate account of the historic environment in accordance with the district's objectives.

**757** Regardless there will inevitably be funding requirements and in particular it is recommended that funding is sought to engage an officer responsible for the development and co-ordination of the Action Plan. Without a dedicated officer it may be difficult to build up the momentum that would ensure engagement by the voluntary sector.

**758** There are sources of funding which may be considered for delivery of the Strategy's objectives:

- The National Lottery Heritage Fund objectives of helping people to learn about their heritage, take an active role in and make decisions about heritage and to



conserve the heritage for present and future generations to experience and enjoy align with many of the activities the strategy seeks to deliver. The NLHF supports a number of grant programmes ranging from smaller grants of a few thousand to those in excess of a hundred thousand pounds.

- Planning obligations and gains, and funding made available through the Community Infrastructure Levy may help to achieve positive outcomes for the historic environment and the delivery of the Strategy's objectives.



- Other grant funding opportunities should be sought to integrate the objectives and actions of the Strategy into wider projects, for example the European Straits Initiative which includes the Strait of Dover and promotes joint activities that include tourism, culture, environment, economic development and improved public services.
- Working in partnership to secure regeneration funding, assistance from heritage funding bodies and the private sector.



*10. Second World War pillbox, St Margaret's Bay.*

*11. Eastry Court.*

*12. Dover Harbour*

	Reccomendation	Objective	Stakeholder
R1	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 towns and rural settlements.	I	PD, C
R2	The character and form of existing heritage assets should be used to help shape the character and form of new development. The historic environment should be considered and reflected in development master plans.	I	PD
R3	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.	I	PD
R4	Proposals for new development should include an appropriate description of the significance of any heritage assets that may be affected including the contribution of their setting. The impact of the development proposals on the significance of the heritage assets should be sufficiently assessed using appropriate expertise where necessary. Desk-based assessment, archaeological field evaluation and historic building assessment may be required as appropriate to the case.	I	PD
R5	Use of materials should be encouraged in new development that helps to make it more sustainable and foster local distinctiveness.	I	PD
R6	The opportunities that the historic environment and heritage assets present and their vulnerability to change should be taken into account in considering development allocations.	I	PD
R7	Improved guidance for compiling and the required content of Heritage Statements should be developed and made available to planning applicants. The methodology developed for checking proposals against the Heritage Strategy themes should be developed for use in Heritage Statements.	I	PD

Key for Stakeholder column: PD – Planning & Development; LP – Land & Property Ownership; VS – Voluntary Sector; T – Tourism; ED – Education; C – Community

	Reccomendation	Objective	Stakeholder
R8	The recommendations and guiding principles set out in the case studies for Discovery Park, North Deal, Fort Burgoyne & Connaught Barracks are followed.	I	PD
R9	Systems should be put in place to ensure that historic environment information and advice is readily accessible to local communities to help them shape the places in which they live.	I, 4	PD, C
R10	<p>A programme of Conservation Area appraisal is put in place to cover all the District's Conservation Areas. Consideration should be given to developing tool kits for initial appraisal, at least, to be undertaken by local volunteer groups and individuals. Toolkits based upon the overview methodology and/or those developed by Historic England could form the basis for use in the district.</p> <p>Conservation Area appraisals should be used to review the special interest of each Conservation Area and inform proposals for any special measures needed, adjustment of boundaries and, where the significance has been sufficiently lost, removal of Conservation Area status.</p> <p>Consider widening the use of Article 4 (1) directives to sustain and enhance the historic character of the District's Conservation Areas through ensuring that special interest is conserved.</p> <p>Develop guidance and make information easily accessible to enable stakeholders within Conservation Areas to readily understand and take account of the special interest of the area and ensure that proposals for change take account of that interest. An example of appropriate guidance is the treatment of shop fronts in Conservation Areas.</p>	I, 3, 4	PD, LP,VS, C
R11	Consider the potential for new Conservation Areas at Snargate Street, Dover and Kearsney Abbey taking account of paragraph 127 of the NPPF.	3	PD, LP, C
R12	In liaison with Historic England review and identify gaps in designation of heritage assets and in particular consider those key sites identified as potential candidates in the Heritage Strategy thematic papers.	3	PD, LP

	Reccomendation	Objective	Stakeholder
R13	Work towards the conservation, appropriate development and promotion of the Dover Western Heights so that it might contribute to the regeneration of Dover. Establish an agreed vision, to inform a master plan and promote appropriate development and change that is consistent with the conservation and enhancement of the Dover Western Heights' significance.	1, 2, 3	PD, LP,T
R14	<p>A Local List of Heritage Assets should be developed by Dover District with the assistance of the voluntary sector. Clear and robust criteria for selection of heritage assets for inclusion on the List should be set out, together with a requirement to provide for each asset a statement of significance, condition, vulnerability and potential opportunity for sustainable use.</p> <p>The Local List should embrace all elements of the historic environment and it is recommended that many of the key assets identified in each of the theme papers could provide a useful starting point for compilation of a Local List for the district. Gardens identified within the Kent Gardens Compendium and any enhancement of the Compendium should be included in the Local List.</p>	3, 4	PD, LP,VS, C
R15	Dover District Council, with the assistance of the voluntary sector, should develop a Register of Heritage Assets at Risk.	3, 4	PD, LP,VS, C
R16	A Heritage Crime Risk Assessment should be undertaken for Dover District and a network of volunteer Heritage Wardens established.	3, 4	PD, LP,VS, C
R17	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.	2	PD, LP,T, C
R18	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 charitable museums is integral to the promotion of the district's heritage.	2	LP,T, C

Key for Stakeholder column: PD – Planning & Development; LP – Land & Property Ownership; VS – Voluntary Sector; T – Tourism; ED – Education; C – Community

	Reccomendation	Objective	Stakeholder
R19	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.	2	LP,T, C
R20	Opportunities should be sought to develop access to key heritage sites and improve interpretation for visitors.	2	PD, PL, ED,T, C
R21	Access and interpretation should be developed to link heritage assets by theme making use of the incredible rich history of the district referenced in the Theme papers of the Heritage Strategy.	2	PD, ED,T
R22	Opportunities should be sought to integrate the District's heritage assets into curriculum activities for local schools, colleges and life-long learning centres.	4	ED
R23	Opportunities should be sought and support given to local communities, groups and individuals in researching their past, develop projects with them that identify, enhance understanding of the district's heritage assets and involve them in condition assessment, monitoring, management, promotion and interpretation of the assets.	2,4	PD, LP,VS,ED,T, C
	<p>Key activities identified for public involvement in delivery of the heritage strategy that have been identified within the thematic studies include:</p> <ul style="list-style-type: none"> <li>• Conservation Area overviews / appraisal and monitoring</li> <li>• Heritage at Risk Surveys</li> <li>• Development of Local List of Heritage Assets</li> <li>• Heritage Wardens</li> <li>• Parish / Neighbourhood surveys that support neighbourhood plans</li> <li>• Thematic surveys, research and investigation</li> <li>• A programme of research, survey and enhanced interpretation of the heritage assets of the Wantsum Channel and Lydden Valley</li> <li>• A study of the assets and development of the historic port of Deal</li> <li>• Identification and research for new themes for the Heritage Strategy</li> </ul>		

	Reccomendation	Objective	Stakeholder
R24	An Urban Archaeological Database be prepared for Dover town preferably extended to include a wider range of heritage assets of the town, port and the flanking heights and Dour valley.	I, 3	PD, LP
R25	A programme of mapping of cropmarks identified on aerial photographs be developed. With the use of GIS packages transcription could be carried out through a supervised volunteer programme perhaps through the Kent Historic Environment Record.	I, 3, 4	PD, LP,VS
R26	<p>The Heritage Strategy should be presented in an accessible way on the web with theme papers and links to complementary web sites. The web site should:</p> <ul style="list-style-type: none"> <li>• promote and explain Dover’s rich heritage;</li> <li>• provide information on access to assets and visitor sites and visitor information;</li> <li>• link to the on-line Historic Environment Record and other resources that can provide more detailed information on the district’s heritage assets;</li> <li>• provide guidance and advice to land/property owners, developers and others with an interest in management of the historic environment;</li> <li>• include downloadable toolkits to support community led survey and research.</li> </ul>	I, 2, 3, 4	PD,LP,VS,ED,T,C
R27	Support is given to the development of an Archaeological Resource Centre which secures a sustainable future for the district’s archaeological archives and that provides a focus for community activities that support the delivery of the Heritage Strategy.	I, 3, 4	PD,LP,VS,ED,T,C

Key for Stakeholder column: PD – Planning & Development; LP – Land & Property Ownership; VS – Voluntary Sector; T – Tourism; ED – Education; C – Community

# 8 Sources & Consultation



# Sources and Consultation

## Acknowledgements and authorship

81 The Dover District Heritage Strategy was compiled by the Heritage Conservation Group at Kent County Council on behalf of Dover District Council and English Heritage (now Historic England). Principal authors were Ben Found and Simon Mason with significant contributions from Allan Cox, Paul Cuming and Tanya Szendeffy. Figures were prepared by Matt Butler, Ben Croxford and Paul Cuming. A Steering Group comprising Allan Cox, Lis Dyson, Ben Found and Simon Mason (Kent County Council), Clive Alexander, Mike Ebbs, Jon Iveson and David Whittington (Dover District Council) and Andy Brown and Peter Kendall (English Heritage) oversaw the production of the strategy. Various other individuals, groups and organisations kindly provided advice and information during the production of the Heritage Strategy and in particular Keith Parfitt and Andrew Richardson of the

## Policy

National Planning Policy Framework:

<http://www.communities.gov.uk/documents/planningandbuilding/pdf/2116950.pdf>

## Historic Environment Information

Kent Historic Environment Record: <http://www.kent.gov.uk/HER>

The National Heritage List for England: <http://historicengland.org.uk/listing/the-list/>

Heritage Gateway: <http://www.heritagegateway.org.uk/gateway/>

Conservation Areas – Dover District Council

[http://www.dover.gov.uk/conservation/conservation\\_areas.aspx](http://www.dover.gov.uk/conservation/conservation_areas.aspx)

Listed Buildings – Dover District Council: [http://www.dover.gov.uk/conservation/listed\\_buildings.aspx](http://www.dover.gov.uk/conservation/listed_buildings.aspx)

Heritage at Risk – Historic England: <http://historicengland.org.uk/advice/heritage-at-risk/>

Canterbury Archaeological Trust. We would like to additionally thank all those who provided photographs for the Strategy and in particular Dover Museum, Canterbury Archaeological Trust and Explore Kent for access to their extensive collections. The Strategy was also informed by valuable feedback arising from two Stakeholder events held in Dover on the 15th December 2011 and the 10th July 2012.

## Sources and information

82 A wide range of guidance and source material has been consulted during the production of the Dover District Heritage Strategy. These have included both printed and web-based material as well as local knowledge and expertise. A list of sources and useful information is provided at the end of each of the Theme Papers in Appendix 1.

83 During the production of the Dover District Heritage Strategy a number of key sources of information and guidance were identified which should be used to guide and inform any future development or regeneration proposals in the district. An updated list of current sources and guidance is provided below:

## Guidance & Principles

The Historic Environment in Local Plans: Historic Environment Good Practice Advice in Planning: 1 – Historic England

<https://historicengland.org.uk/images-books/publications/gpa1-historic-environment-local-plans/gpa1/>

Managing Significance in Decision-Taking in the Historic Environment: Historic Environment Good Practice Advice in Planning 2- Historic England <https://historicengland.org.uk/images-books/publications/gpa2-managing-significance-in-decision-taking/gpa2/>

The Setting of Heritage Assets: Historic Environment Good Practice Advice in Planning Note 3 (Second Edition) – Historic England <https://historicengland.org.uk/images-books/publications/gpa3-setting-of-heritage-assets/heag180-gpa3-setting-heritage-assets/>

Conservation Principles, Policies and Guidance – Historic England

<http://historicengland.org.uk/advice/cinstructive-conservation/conservation-principles/>

National Heritage Protection Plan – Historic England

<http://historicengland.org.uk/images-books/publications/nhpp-plan-framework/>

Heritage Counts – Historic England: <https://historicengland.org.uk/research/heritage-counts/>

National Lottery Heritage: <https://www.heritagefund.org.uk/>

Good Practice Guide for Local Heritage Listing – Historic England

<https://historicengland.org.uk/images-books/publications/local-heritage-listing-advice-note-7/heag018-local-heritage-listing/>

Understanding Historic Place: Historic Area Assessments, Principles and Practice – Historic England <https://historicengland.org.uk/images-books/publications/understanding-place-historic-area-assessments/heag146-understanding-place-haa/>

Heritage Works: A toolkit of best practice in heritage regeneration– RICS, BPF & Historic England <https://www.bpf.org.uk/sites/default/files/resources/Heritage-Works-14July2017-for-web.pdf>

Rural planning- Historic England advice: <https://historicengland.org.uk/advice/planning/rural-planning/>

Neighbourhood planning and the historic environment:

<https://historicengland.org.uk/advice/planning/improve-your-neighbourhood/>

Archaeology and Development: a good practice guide to managing risk and maximising benefit – CIRIA

<https://www.ciria.org/ItemDetail?iProductCode=C672&Category=BOOK&WebsiteKey=3f18c87a-d62b-4eca-8ef4-9b09309c1c91>

Historic England- seaside resorts

<https://historicengland.org.uk/research/current/discover-and-understand/coastal-and-marine/seaside-resorts/>

Coastal Regeneration in English Resorts 2010- Coastal Communities Alliance  
<https://www.coastalcommunities.co.uk/wp-content/uploads/2015/07/coastal-regeneration-handbook.pdf>

Vacant Historic Buildings: An owner's guide to temporary uses, maintenance and mothballing – Historic England  
<https://historicengland.org.uk/images-books/publications/vacanthistoricbuildings/heag183-vacant-historic-buildings/>

Understanding Historic Buildings: A guide to good recording practice – Historic England  
<https://historicengland.org.uk/images-books/publications/understanding-historic-buildings/heag099-understanding-historic-buildings/>

Heritage, Climate Change and Environment – Historic England  
<https://historicengland.org.uk/research/current/threats/heritage-climate-change-environment/>

Wind Energy – Historic England  
<https://historicengland.org.uk/advice/planning/infrastructure/renewable-energy/wind-energy/>

Streets for All: South East – Historic England 2018  
<https://historicengland.org.uk/images-books/publications/streets-for-all-south-east/heag149f-sfa-south-east/>

Kent Downs AONB Farmstead Guidance – Kent County Council, Historic England & Kent Downs AONB  
<https://shareweb.kent.gov.uk/Documents/community-and-living/Regeneration/Kent%20Downs%20AONB%20Farmsteads%20Guidance.pdf>

Protected Rural Landscapes – Historic England  
<https://historicengland.org.uk/advice/caring-for-heritage/rural-heritage/protected-rural-landscapes/>

## Best Practice Case Studies

Valuing Places: Good Practice in Conservation Areas – Historic England  
<https://historicengland.org.uk/images-books/publications/valuing-places/valuing-places-good-practice-conservation-areas/>

Values and Benefits of heritage: a research review – The Heritage Lottery Fund 2016  
[https://www.heritagefund.org.uk/sites/default/files/media/research/values\\_and\\_benefits\\_of\\_heritage\\_2015.pdf](https://www.heritagefund.org.uk/sites/default/files/media/research/values_and_benefits_of_heritage_2015.pdf)

Shared Interest: Celebrating Investment in the Historic Environment – Historic England  
[https://historicengland.org.uk/images-books/publications/shared-interest/shared\\_interest/](https://historicengland.org.uk/images-books/publications/shared-interest/shared_interest/)

Historic Town Centres and High Streets – Historic England  
<https://historicengland.org.uk/advice/planning/historic-towns-and-high-streets/>

Discovery, Innovation and Science in the Historic Environment: Issue 13 Tourism and Seaside Special - Historic England  
<https://historicengland.org.uk/images-books/publications/historic-england-research-13/he-research-13/>

Resources to Support Place-Making and Regeneration- Historic England  
<https://historicengland.org.uk/advice/planning/place-making-and-regeneration/>

