



Land at 1 Adrian Street  
Dover  
Kent  
Proposed Development

Heritage Statement

AH Project Ref: AH1053

April 2020



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Date	April 2020
Issue no.	01
Approved	Sue Farr (03/04/2020)

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## SUMMARY

<b>PROJECT NAME:</b>	LAND AT 1 ADRIAN STREET: PROPOSED DEVELOPMENT
<b>LOCATION:</b>	DOVER, KENT
<b>NGR:</b>	631906, 141236 (CENTRE)
<b>TYPE:</b>	HERITAGE STATEMENT

In April 2020 Armour Heritage was commissioned to complete an archaeological impact assessment in respect of proposed residential development on land at 1 Adrian Street, Dover, centred on NGR 631906, 141236. This heritage statement focuses on the potential for development at the Site to impact on the setting and significance of heritage assets.

The Site comprises two parcels of land covering a combined area of some 500 sq. m. The southwestern area (Site A1) comprises an extant disused mid-20<sup>th</sup> century industrial building whilst the area to the northwest (Site A2) is currently occupied by an area of car park south of the Unitarian Church and Church Hall. It lies north of Snargate Street, which runs parallel to the A20, and to the west of the A256 York Street. It is situated to the south of Dover town centre and some 230m northwest of the sea front. The Grade II Listed *Unitarian Church and Vestry adjoining* lies c. 24m northwest of Site A2 whilst the *Mediaeval undercroft at number 10 Bench Street*, also Grade II Listed is situated some 70m to the east. Approximately 66m north of the Site is the boundary of a Scheduled Monument, recorded in the NHLE as *South-western section of the Roman Fort of the Classis Britannica, near Albany Place*, whilst 91m to the north is the *Saxon shore fort bastion, Queen Street*. In addition, situated c. 130m to the north is a further Scheduled Monument, recorded as St. Martin's Church.

The Site is not situated in a Conservation Area, although three Conservation Areas are located in the wider area. The boundary of Dover Town Centre Conservation Area is situated c. 180m northeast of the Site, whilst Dover Western Heights Conservation Area is around 85m to the west and Dover Waterloo Crescent some 60m to the southeast.

The planning proposal comprises the demolition the mid-20<sup>th</sup> century brick building in Site A1 and the construction of render and red brick apartment blocks providing for up to 29 residential units across both areas.

The former Club Karma (Site A1) has been assessed to be of negligible heritage significance and its removal will not adversely affect the value of the historic environment resource in Dover.

In respect of the Unitarian Church, clearly the development of two new residential blocks in close proximity will engender change to the setting of the Listed Building. Sites A1 and A2 have historically both been subject to development of a residential and commercial nature. Indeed, the first edition OS map (1866) shows the church surrounded by development. Historical photographs of the Site illustrate both areas of the Site developed into the 1940s and beyond. Shadows in the image suggest that the structures in Area A2 are probably of three-storeys.

It is important to note that the Unitarian Church was constructed within an already urbanised setting, designed to serve an expanding working class population in the area. Both areas of the Site have been historically developed, and in the case of Site A1, remain so. Given the entirely urban nature of the setting to the Listed Building, historically and today, it is assessed that urban residential development at the Site does not have the capacity to materially affect the fundamental nature of the setting. Whilst the proposed new buildings are larger in scale and mass than the church, this appears to have been the case historically, assuming a correct interpretation of building heights in the 1940 aerial photo.

The historical presence of three storey buildings close to the church is illustrated in the foreground of Image 25, supplied by the client, showing Adrian Street undergoing mid-century redevelopment looking east toward Dover Castle. The Unitarian Church is identifiable through its distinctive roof structure.

The Pre-application response makes reference to the setting of the Unitarian Church, stating “Closer to the site, is the Grade II Listed Unitarian Church. As currently shown, I do have concerns that the section of building which is proposed on the existing car park would be located in front of the main front elevation of the Church which provides a pleasing setting to the building”. Study of the car park in the context of its contribution to the Listed Building’s setting indicate a far from ‘pleasing’ view. Indeed, the car park appears as a bland utilitarian space with no positive aesthetic qualities and detracting considerably from the setting to the church.

This heritage statement has identified no material adverse effects in respect of the historic environment resource, including designated heritage assets and their settings, likely to result from the proposed development at the Site.

This assessment follows national and local planning policy and guidance issued by HM Government, Historic England and the ClfA.

## 1. INTRODUCTION

### *Disclaimer*

- 1.1. This heritage statement has been completed without the benefit of a physical site visit, due to HM Government travel restrictions currently in place relating to the ongoing Coronavirus outbreak. All imagery relating to the Site and its setting has thus been sourced online or has been supplied by the client and their agents.

### *Outline*

- 1.2. In April 2020 Armour Heritage was commissioned to complete an archaeological impact assessment in respect of proposed residential development on land at 1 Adrian Street, Dover, centred on NGR 631906, 141236, and referred to as ‘the Site’ (Image 1).
- 1.3. This heritage statement is focused on the potential for development at the Site to impact on the setting and significance of heritage assets.
- 1.4. The Site comprises two parcels of land covering a combined area of some 500 sq. m. The southwestern area (Site A1) comprises an extant disused mid-20<sup>th</sup> century industrial building whilst the area to the northwest (Site A2) is currently occupied by an area of car park south of the Unitarian Church and Church Hall.



*Image 1: Site location plan*

- 1.5. The Site lies north of Snargate Street, which runs parallel to the A20, and to the west of the A256 York Street. It is situated to the south of Dover town centre and some 230m northwest of the sea front.

- 1.6. The Grade II Listed *Unitarian Church and Vestry adjoining* (Image 2) lies c. 24m northwest of Site A2 whilst the *Mediaeval undercroft at number 10 Bench Street*, also Grade II Listed is situated some 70m to the east.
- 1.7. Approximately 66m north of the Site is the boundary of a Scheduled Monument, recorded in the NHLE as *South-western section of the Roman Fort of the Classis Britannica, near Albany Place*, whilst 91m to the north is the *Saxon shore fort bastion, Queen Street*. In addition, situated c. 130m to the north is a further Scheduled Monument, recorded as *St. Martin's Church*.



*Image 2: Aerial view of the Site showing designated heritage assets*

- 1.8. The Site is not situated in a Conservation Area, although three Conservation Areas are located in the wider area. The boundary of Dover Town Centre Conservation Area is situated c. 180m northeast of the Site, whilst Dover Western Heights Conservation Area is around 85m to the west and Dover Waterloo Crescent some 60m to the southeast (Image 5).

### ***Planning proposal***

- 1.9. The planning proposal comprises the demolition the mid-20<sup>th</sup> century brick building in Site A1 and the construction of render and red brick apartment blocks providing for up to 29 residential units across both areas. Further detail of the proposal is included in Section 6 of this document.

### ***Scope, nature, and structure of the heritage statement***

- 1.10. Following this *Introduction*, the assessment begins at Section 2, providing a summary of the planning and development context within which this assessment has been undertaken. This identifies that an appreciation of context and the historic environment is embedded within relevant national and local planning policy.

- 1.11. Section 3 sets out the methodology that has been employed in developing this heritage statement. It explains how an assessment of the significance of the Site in relation to the setting of designated heritage assets will serve to inform the historic environment background, setting and context to the planning proposal. The nature and scope of the research is summarised, and the assessment process and criteria are explained.
- 1.12. Section 4 provides a broad historical background of the Site and its setting, which provides the historic environment context to the Site and proposal.
- 1.13. Section 5 addresses the significance of the Site, including the standing building there, its setting and how it contributes to the settings of other nearby heritage assets.
- 1.14. Section 6 sets out the planning proposal in more detail and assesses potential effects on the significance of the setting of designated heritage assets in the area alongside the local effect on the historic environment in lieu of the proposed demolition of the extant building in Site A1.
- 1.15. Section 7 comprises conclusions and recommendations based upon the assessment completed in Sections 5 and 6.
- 1.16. Section 8 references the source material, written or otherwise, used during the completion of this assessment.

## **2. PLANNING POLICY CONTEXT**

### ***Introduction***

- 2.1. There is national legislation and guidance relating to the protection of, and proposed development on or near, important archaeological sites or historical buildings within planning regulations as defined under the provisions of the *Town and Country Planning Act 1990*. In addition, local authorities are responsible for the protection of the historic environment within the planning system.

### ***Planning policy and guidance***

- 2.2. The assessment has been written within the following legislative, planning policy and guidance context:
  - National Heritage Act 1983 (amended 2002);
  - Town and Country Planning Act (1990);
  - Planning (Listed Buildings and Conservation Areas) Act (1990);
  - National Planning Policy Framework (2019);
  - Planning Practice Guidance, Historic Environment (last updated July 2019);
  - Historic Environment Good Practice Advice in Planning: Note 2 - Managing Significance in Decision-taking in the Historic Environment (Historic England 2015)
  - Historic Environment Good Practice Advice in Planning: Note 3 - The Setting of Heritage Assets (Historic England 2015); and
  - Conservation Principles: policies and guidance for the sustainable management of the historic environment (English Heritage 2008).



### **Planning (Listed Buildings and Conservation Areas) Act (1990)**

- 2.3. Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (the *Listed Buildings Act*) imposes a general duty in respect of Listed Buildings in the exercise of planning functions.
- 2.4. Subsection (1) provides: “In considering whether to grant planning permission for development which affects a Listed Building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses”.
- 2.5. Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (the *Listed Buildings Act*) imposes a general duty in respect of Conservation Areas in the exercise of planning functions. These are set out in subsections 1-3, below.
- 2.6. Subsection (1) provides: “In the exercise, with respect to any buildings or other land in a conservation area, of any functions under or by virtue of any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area”.
- 2.7. Subsection (2) states: “The provisions referred to in subsection (1) are the planning Acts and Part I of the Historic Buildings and Ancient Monuments Act 1953 and sections 70 and 73 of the Leasehold Reform, Housing and Urban Development Act 1993”.
- 2.8. Subsection (3) states: “In subsection (2), references to provisions of the Leasehold Reform, Housing and Urban Development Act 1993 include references to those provisions as they have effect by virtue of section 118(1) of the Housing Act 1996”.

### **National Planning Policy Framework (NPPF)**

#### **Chapter 16: Conserving and enhancing the historic environment**

- 2.9. The 2019 revision of the National Planning Policy Framework sets out planning policies relating to conserving and enhancing heritage assets. It defines heritage assets (para. 184) as ranging 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 generation. In relation to this paragraph, the policy states in Footnote 62 “The policies set out in this chapter relate, as applicable, to the heritage-related consent regimes for which local planning authorities are responsible under the Planning (Listed Buildings and Conservation Areas) Act 1990, as well as to plan-making and decision-making”.
- 2.10. The NPPF states (para. 185) that: “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:
- a) the desirability of sustaining and enhancing the significance of heritage assets, and putting them to viable uses consistent with their conservation;
  - b) the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;

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

2.11. In para. 186, the policy states that “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”.

*Proposals affecting heritage assets*

2.12. A key policy section within the NPPF (Paras. 189-192) states that “In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation”.

2.13. The NPPF continues “Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset’s conservation and any aspect of the proposal”.

2.14. Para. 191 adds “Where there is evidence of deliberate neglect of, or damage to, a heritage asset, the deteriorated state of the heritage asset should not be taken into account in any decision”.

2.15. Of considerable importance to the planning process, para. 192 states that “In determining applications, local planning authorities should take account of:

- a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- c) the desirability of new development making a positive contribution to local character and distinctiveness.

*Considering potential impacts*

2.16. In respect of impact assessment, para. 193 sets out that “When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance”. Para. 194 continues “Any harm to,

or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of:

- a) Grade II Listed Buildings, or Grade II Registered Parks or Gardens, should be exceptional;
- b) assets of the highest significance, notably Scheduled Monuments, Protected Wreck Sites, Registered Battlefields, Grade I and II\* Listed Buildings, Grade I and II\* Registered Parks and Gardens, and World Heritage Sites, should be wholly exceptional.

2.17. Footnote 63 refers to bullet point b, regarding non-designated heritage assets, and considers them only in respect of their archaeological significance. It states “Non-designated heritage assets of archaeological interest, which are demonstrably of equivalent significance to scheduled monuments, should be considered subject to the policies for designated heritage assets”.

2.18. Of considerable importance is para 195 which states “Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- a) the nature of the heritage asset prevents all reasonable uses of the site; and
- b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and
- d) the harm or loss is outweighed by the benefit of bringing the site back into use”.

2.19. Paras. 196-199 set out additional policy in this regard: “(196) Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use. (197) The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset. (198) Local planning authorities should not permit the loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred (199) Local planning authorities should require developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible. However, the ability to record evidence of our past should not be a factor in deciding whether such loss should be permitted”.

2.20. Regarding designated areas, the 2018 issue of the NPPF sets out in para. 200 that “Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably”.

- 2.21. It continues in para. 201 “Not all elements of a Conservation Area or World Heritage Site will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 195 or less than substantial harm under paragraph 196, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole”.
- 2.22. Finally, in para. 202, it is set out that “Local planning authorities should assess whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies, but which would secure the future conservation of a heritage asset, outweigh the disbenefits of departing from those policies”.

### *Planning Practice Guidance (PPG)*

- 2.23. Planning Practice Guidance has been issued to reflect changes to the National Planning Policy Framework. A summary of the PPG’s sections on heritage matters is set out below.

### *Setting*

- 2.24. On ‘setting’, the PPG sets out (para. 013 Reference ID: 18a-013-20190723) that “All heritage assets have a setting, irrespective of the form in which they survive and whether they are designated or not. The setting of a heritage asset and the asset’s curtilage may not have the same extent”.
- 2.25. It continues “The extent and importance of setting is often expressed by reference to the visual relationship between the asset and the proposed development and associated visual/physical considerations. Although views of or from an asset will play an important part in the assessment of impacts on setting, the way in which we experience an asset in its setting is also influenced by other environmental factors such as noise, dust, smell and vibration from other land uses in the vicinity, and by our understanding of the historic relationship between places. For example, buildings that are in close proximity but are not visible from each other may have a historic or aesthetic connection that amplifies the experience of the significance of each. The contribution that setting makes to the significance of the heritage asset does not depend on there being public rights of way or an ability to otherwise access or experience that setting. The contribution may vary over time”.

### *Harm*

- 2.26. The PPG sets out further information on the degrees of harm which might result from development affecting a heritage asset (para. 018 Reference ID: 18a-018-20190723). It states “Where potential harm to designated heritage assets is identified, it needs to be categorised as either less than substantial harm or substantial harm (which includes total loss) in order to identify which policies in the National Planning Policy Framework (paragraphs 194-196) apply. Within each category of harm (which category applies should be explicitly identified), the extent of the harm may vary and should be clearly articulated”.
- 2.27. It continues “Whether a proposal causes substantial harm will be a judgment for the decision-maker, having regard to the circumstances of the case and the policy in the National Planning Policy Framework. In general terms, substantial harm is a high test, so it may not arise in many cases. For example, in determining whether works to a Listed Building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a

key element of its special architectural or historic interest. It is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting. While the impact of total destruction is obvious, partial destruction is likely to have a considerable impact but, depending on the circumstances, it may still be less than substantial harm or conceivably not harmful at all, for example, when removing later additions to historic buildings where those additions are inappropriate and harm the buildings' significance. Similarly, works that are moderate or minor in scale are likely to cause less than substantial harm or no harm at all. However, even minor works have the potential to cause substantial harm, depending on the nature of their impact on the asset and its setting".

- 2.28. A further section addresses the concept of harm in a Conservation Area situation (para. 019 Reference ID: 18a-019-20190723). It states that "Paragraph 201 of the National Planning Policy Framework is the starting point. An unListed Building that makes a positive contribution to a conservation area is individually of lesser importance than a Listed Building. If the building is important or integral to the character or appearance of the conservation area then its proposed demolition is more likely to amount to substantial harm to the conservation area, engaging the tests in paragraph 195 of the National Planning Policy Framework. Loss of a building within a conservation area may alternatively amount to less than substantial harm under paragraph 196. However, the justification for a building's proposed demolition will still need to be proportionate to its relative significance and its contribution to the significance of the conservation area as a whole. The same principles apply in respect of other elements which make a positive contribution to the significance of the conservation area, such as open spaces".

#### *Public benefit*

- 2.29. An important aspect of the assessment of harm is the identification of public benefit to a proposal which would offset the harm identified. The PPG states (Para 020 Reference ID: 18a-020-20190723) "Public benefits may follow from many developments and could be anything that delivers economic, social or environmental objectives as described in the National Planning Policy Framework (paragraph 8). Public benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits, for example, works to a listed private dwelling which secure its future as a designated heritage asset could be a public benefit".
- 2.30. Examples of heritage benefits may include:
- sustaining or enhancing the significance of a heritage asset and the contribution of its setting;
  - reducing or removing risks to a heritage asset; or
  - securing the optimum viable use of a heritage asset in support of its long-term conservation.

#### *Local planning policy: New Dover District Local Plan*

- 2.31. Dover District Council report that they are in the process of producing a new Local Plan. The Local Plan will set out planning policies and proposals for new development in the District over the period from 2020 to 2040. Once adopted, the Local Plan will replace the current extant suite of Development Plan documents

## Dover District Council Heritage Strategy

### Introduction

- 2.32. In 2013, Dover District Council issued advice and policy on the treatment of archaeological remains in the town. The Heritage Strategy document (DDC 2013) identified common themes or groups which particularly contribute to local character or have played a role in the development of the District, including, archaeology, agriculture and the coastline.
- 2.33. The document covers a suite of *themes*, one of which focuses on archaeology, as set out below.

### Theme 11 – Archaeology

- 2.34. In summary, this document sets out that “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”.

## 3. METHODOLOGY

### Guidance

- 3.1. This assessment has been carried out with reference to guidance documents produced and/or updated by Historic England since 2008 and in accordance with the Chartered Institute for Archaeologists’ *Standards and Guidance for Historic Environment Desk-Based Assessment* (CifA 2014).

### **Historic Environment Good Practice Advice in Planning: Note 2 - Managing Significance in Decision-taking in the Historic Environment**

- 3.2. The GPA note advises a 6-stage approach to the identification of the significance of a heritage asset and the potential effects on its significance resulting from development.
- 3.3. The significance of a heritage asset is the sum of its archaeological, architectural, historic, and artistic interest. A variety of terms are used in designation criteria (for example outstanding universal value for world heritage sites, national importance for Scheduled Monuments and special interest for Listed Buildings and conservation areas), but all of these refer to a heritage asset’s significance.
- 3.4. The list of Steps is set out below, however the GPA does add “...it is good practice to check individual stages of this list, but they may not be appropriate in all cases and the level of detail applied should be proportionate. For example, where significance and/or impact are relatively low, as will be the case in many applications, only a few paragraphs of information might be needed, but if significance and impact are high then much more information may be necessary”.
- 3.5. The recommended *Steps* are as follows:

- 1. Understand the significance of the affected assets;
  - 2. Understand the impact of the proposal on that significance;
  - 3. Avoid, minimise and mitigate impact in a way that meets the objectives of the NPPF;
  - 4. Look for opportunities to better reveal or enhance significance;
  - 5. Justify any harmful impacts in terms of the sustainable development objective of conserving significance and the need for change; and
  - 6. Offset negative impacts on aspects of significance by enhancing others through recording, disseminating and archiving archaeological and historical interest of the important elements of the heritage assets affected.
- 3.6. Regarding the application process, the GPA offers the following advice: “Understanding the *nature of the significance* is important to understanding the need for and best means of conservation. For example, a modern building of high architectural interest will have quite different sensitivities from an archaeological site where the interest arises from the possibility of gaining new understanding of the past.
- 3.7. Understanding the *extent of that significance* is also important because this can, among other things, lead to a better understanding of how adaptable the asset may be and therefore improve viability and the prospects for long term conservation.
- 3.8. Understanding the *level of significance* is important as it provides the essential guide to how the policies should be applied. This is intrinsic to decision-taking where there is unavoidable conflict with other planning objectives”.
- 3.9. Regarding the assessment of the significance of a heritage asset, the GPA also states that the “...reason why society places a value on heritage assets beyond their mere utility has been explored at a more philosophical level by English Heritage in Conservation Principles (2008). Conservation Principles identifies four types of heritage value that an asset may hold: aesthetic, communal, historic and evidential value. This is simply another way of analysing its significance. Heritage values can help in deciding the most efficient and effective way of managing the heritage asset to sustain its overall value to society”.
- 3.10. For the purposes of this assessment and in line with Conservation Principles, the assessment of significance will include an assessment of a heritage asset’s communal value.

***Historic Environment Good Practice Advice in Planning: Note 3 - The Setting of Heritage Assets***

- 3.11. GPA note 3. expands on the six stages outlined in GPA Note 2, as set out above.

*Step 1: identifying the heritage assets affected and their settings*

- 3.12. The starting point of any assessment is the identification of those heritage assets likely to be affected by the proposed development. For this purpose, if the proposed development is seen to be capable of affecting the contribution of a heritage asset’s setting to its significance or the appreciation of its significance, it can be considered as falling within the asset’s setting.

*Step 2: Assessing whether, how and to what degree these settings contribute to the significance of the heritage asset(s)*

- 3.13. This *Step* provides a checklist of the potential attributes of a setting that it may be appropriate to consider defining its contribution to the asset’s heritage values and significance. Only a

limited selection of the possible attributes listed below is likely to be important in terms of any single asset.

The asset's physical surroundings

- Topography;
- Other heritage assets (including buildings, structures, landscapes, areas or archaeological remains);
- Definition, scale and 'grain' of surrounding streetscape, landscape and spaces;
- Formal design;
- Historic materials and surfaces;
- Land use;
- Green space, trees and vegetation;
- Openness, enclosure and boundaries;
- Functional relationships and communications;
- History and degree of change over time;
- Integrity; and
- Issues such as soil chemistry and hydrology.

Experience of the asset

- Surrounding landscape or townscape character;
- Views from, towards, through, across and including the asset;
- Visual dominance, prominence or role as focal point;
- Intentional intervisibility with other historic and natural features;
- Noise, vibration and other pollutants or nuisances;
- Tranquillity, remoteness, 'wildness';
- Sense of enclosure, seclusion, intimacy or privacy;
- Dynamism and activity;
- Accessibility, permeability and patterns of movement;
- Degree of interpretation or promotion to the public;
- The rarity of comparable survivals of setting;
- The asset's associative attributes;
- Associative relationships between heritage assets;
- Cultural associations;
- Celebrated artistic representations; and
- Traditions.

*Step 3: Assessing the effect of the proposed development on the significance of the asset(s)*

- 3.14. The third stage of the analysis is to identify the range of effects that any Proposed Development may have on setting(s), and to evaluate the resultant degree of harm or benefit to the significance of the heritage asset(s).
- 3.15. The following checklist sets out the potential attributes of any proposed development which may affect setting, and thus its implications for the significance of the heritage asset. Only a limited selection of these is likely to be particularly important in terms of any development.

Location and siting of development

- Proximity to asset;
- Extent;



- Position in relation to landform;
- Degree to which location will physically or visually isolate asset; and
- Position in relation to key views.

#### The form and appearance of the development

- Prominence, dominance, or conspicuousness;
- Competition with or distraction from the asset;
- Dimensions, scale and massing;
- Proportions;
- Visual permeability (extent to which it can be seen through);
- Materials (texture, colour, reflectiveness, etc);
- Architectural style or design;
- Introduction of movement or activity; and
- Diurnal or seasonal change.

#### Other effects of the development

- Change to built surroundings and spaces;
- Change to skyline;
- Noise, odour, vibration, dust, etc.;
- Lighting effects and 'light spill';
- Change to general character (e.g. suburbanising or industrialising);
- Changes to public access, use or amenity;
- Changes to land use, land cover, tree cover;
- Changes to archaeological context, soil chemistry, or hydrology; and
- Changes to communications/accessibility/permeability.

#### Permanence of the development

- Anticipated lifetime/temporariness;
- Recurrence; and
- Reversibility.

#### Longer term or consequential effects of the development

- Changes to ownership arrangements;
- Economic and social viability; and
- Communal use and social viability.

#### *Step 4: Maximising enhancement and minimising harm*

3.16. Enhancement may be achieved by actions including:

- removing or re-modelling an intrusive building or feature;
- replacement of a detrimental feature by a new and more harmonious one;
- restoring or revealing a lost historic feature or view;
- introducing a wholly new feature that adds to the public appreciation of the asset;
- introducing new views (including glimpses or better framed views) that add to the public experience of the asset; or
- improving public access to, or interpretation of, the asset including its setting.

- 3.17. Options for reducing the harm arising from development may include the relocation of a development or its elements, changes to its design, the creation of effective long-term visual or acoustic screening, or management measures secured by planning conditions or legal agreements.

*Step 5: Making and documenting the decision and monitoring outcomes*

- 3.18. Step 5 identifies the desirability of making and documenting the decision-making process and monitoring outcomes. For the purposes of the current assessment Stages 1 to 3 have been followed, with Stage 4 forming, if/where appropriate, part of the recommendations.

***Chartered Institute for Archaeologists: Standard and guidance for historic environment desk-based assessment***

- 3.19. This heritage impact assessment has also been completed in line with guidance issued by the Chartered Institute for Archaeologists (CIfA). Armour Heritage is enrolled with the CIfA as a corporate entity and is recognised as a CIfA Registered Organisation.
- 3.20. This document has been completed in line with the CIfA Standard, as set out in the aforementioned document, which states: “Desk-based assessment will determine, as far as is reasonably possible from existing records, the nature, extent and significance of the historic environment within a specified area. Desk-based assessment will be undertaken using appropriate methods and practices which satisfy the stated aims of the project, and which comply with the Code of conduct and other relevant regulations of CIfA. In a development context desk-based assessment will establish the impact of the proposed development on the significance of the historic environment (or will identify the need for further evaluation to do so), and will enable reasoned proposals and decisions to be made whether to mitigate, offset or accept without further intervention that impact”.

***Limitations of data***

- 3.21. Much of the data used in this assessment consists of secondary information derived from a variety of sources, only some of which have been directly examined for the purposes of this assessment. The assumption is made that this data, as well as that derived from other secondary sources, is reasonably accurate.

***Copyright information***

- 3.22. This report may contain material that is independently copyrighted (e.g. Ordnance Survey, British Geological Survey, Crown Copyright), or the intellectual property of third parties, which Armour Heritage is able to provide for limited reproduction under the terms of its own copyright licences, but for which copyright itself is non-transferrable. The end-user is reminded that they remain bound by the conditions of the Copyright, Designs and Patents Act 1988 regarding multiple copying and electronic dissemination of the report.

***Instruction and limitations of this report***

- 3.23. Armour Heritage Limited were instructed to carry out an impact assessment regarding proposed development at 1 Adrian Street, Dover, Kent.
- 3.24. This report is a response to an instruction for a specific end use and site layout regarding its setting and the development proposal within the assessment framework on the date of issue. It is prepared for the sole use of the developer and their agents at the time of instruction.

- 3.25. For the avoidance of doubt, any duty of care to any other end users or third parties is specifically excluded. If a period of 12 months passes prior to commencing site operations or the planning framework for assessment is changed, then, a further survey or assessment may be required to ensure compliance with the statutory legal responsibility of the developer. Please contact Armour Heritage if there is any doubt.
- 3.26. The assessment assumes that buildings, settings or records have not been accidentally or intentionally removed or destroyed prior to survey or assessment and that evidence of historic remains have not been accidentally or deliberately removed prior to survey.
- 3.27. Armour Heritage can accept no responsibility for the accuracy of the survey if the Site has been accidentally or deliberately disturbed to remove evidence of archaeological remains.
- 3.28. Assignment of this report without the written consent of Armour Heritage Limited is forbidden. An assignment can be easily arranged but may require a re-assessment.
- 3.29. In the case of a change of plans, site use, site layout or changes of use of the wider area or buildings and/or end use, a new assessment is required to ensure its fitness for purpose, for which a fee is levied. Please contact AH for assignments at [rob.ac@armourheritage.co.uk](mailto:rob.ac@armourheritage.co.uk).

#### *Documentary research*

- 3.30. Data on designated sites and monuments was acquired from Historic England's online National Heritage List for England (NHLE) and enhanced through further documentary research. Historic maps were acquired from local and online sources as appropriate.
- 3.31. A synthesis of all relevant and significant information is presented below. A selection of Ordnance Survey and manuscript maps are illustrated in Section 4, whilst a selection of photographs and other relevant images are presented throughout this document.
- 3.32. Initial studies comprised the consultation of readily available information from documentary and cartographic sources. The major repositories of information consulted comprised:

#### *National Heritage List for England:*

- World Heritage Sites;
- Scheduled Monuments;
- Listed Buildings;
- Registered Parks and Gardens; and
- Registered Battlefield Sites.

#### *Other sources*

- The National Archives;
- Heritage Gateway;
- [Dover.gov.uk](http://Dover.gov.uk);
- [Kent.gov.uk](http://Kent.gov.uk);
- Available historic maps; and
- Online sources, including ADS.

### Assessment Process

- 3.33. Underlying the identification of significance is a considered assessment process, the aim of which is as far as possible to bring objectivity to bear on the understanding of historic value of the Site and its key sensitive receptors, including nearby designated heritage assets, the setting of which can be affected by development at the Site.
- 3.34. Individual buildings, features, places and areas are assessed as per the Historic England guidance set out above, but also in consideration of the following criteria:
- Historical development of the Site and its setting;
  - Contribution of the Site to the setting of nearby heritage assets; and
  - Identifiable historic relationships between the Site and the wider historic environment, including routes and views.

### Assessment Criteria

- 3.35. The criteria used in this assessment to assign a value to the potential magnitude of impact resulting from any proposed development are set out in Table 1, below.

**Table 1: Impact Magnitude Criteria**

Magnitude of Impact	Defined as
Substantial Adverse	Total loss or major alteration of the assets or change in its setting, leading to the total loss or major reduction in the significance of the asset
Moderate Adverse	Partial Loss or alteration of the assets or change in its setting leading to the partial loss or reduction in the significance of the asset
Slight Adverse	Slight change from pre-development conditions to the asset or change in its setting leading to the slight loss or reduction in the significance of the asset
Negligible	No change or very slight change to the asset or change in its setting resulting in no change or reduction in the significance of the asset
Slight Beneficial	Slight improvement to the asset or change in its setting which slightly enhances the significance of the asset
Moderate Beneficial	Moderate improvement to the asset or change in its setting which moderately enhances the significance of the asset
Substantial Beneficial	Major improvement to the asset or change in its setting which substantially enhances the significance of the asset

- 3.36. Table 2, below, establishes the importance of a heritage asset in line with national criteria.

**Table 2: Significance of Heritage Assets**

Significance of heritage asset	Criteria
Very High	World Heritage Sites Grade I & II* Listed Buildings Grade I & II* Registered Parks and Gardens Scheduled Monuments
High	Grade II Listed Buildings Grade II Registered Parks and Gardens Conservation Areas Registered Historic Battlefields
Medium	Non-designated heritage assets of regional importance
Low	Locally listed and other historic buildings Non-designated archaeological sites of local importance Non-designated historic parks and gardens
Negligible	Non-designated features with limited or no historic value and/or little or no surviving archaeological or historic interest

## 4. SITE ASSESSMENT

### *Introduction*

- 4.1. Detailed assessment of the Site and its setting provides the context for a focused appraisal of the proposed development, and any potential impacts on the setting and significance of heritage assets. This assessment has been carried out in accordance with the methodology set out in Section 3 above.

### *The Site and its setting*

- 4.2. The Site comprises two parcels of land covering a combined area of some 500 sq. m. The southwestern area (Site A1) comprises an extant disused mid-20<sup>th</sup> century industrial building whilst the area to the northwest (Site A2) represents an area of car park south of the Unitarian Church and Church Hall. It is situated to the north of Snargate Street, which runs parallel in this area to the main A20, and to the west of the A256 York Street, to the south of the core of Dover town centre and some 230m northwest of the sea front.
- 4.3. The Grade II Listed *Unitarian Church and Vestry adjoining* (Image 3, LB6) lies some 24m northwest of the car park area of the Site whilst a *Mediaeval undercroft at number 10 Bench Street*, also Grade II Listed (Image 3, LB9) is situated around 70m to the east. Several other Listed Buildings are situated to the southeast and north of the Site.
- 4.4. Some 66m north of the Site is the boundary of the *South-western section of the Roman Fort of the Classis Britannica, near Albany Place* (Image 4, SM1), a Scheduled Monument, whilst 91m north is the *Saxon shore fort bastion, Queen Street* (Image 4, SM5). A further Scheduled Monument recorded as *St. Martin's Church* is situated c. 130m to the north (Image 4, SM4).

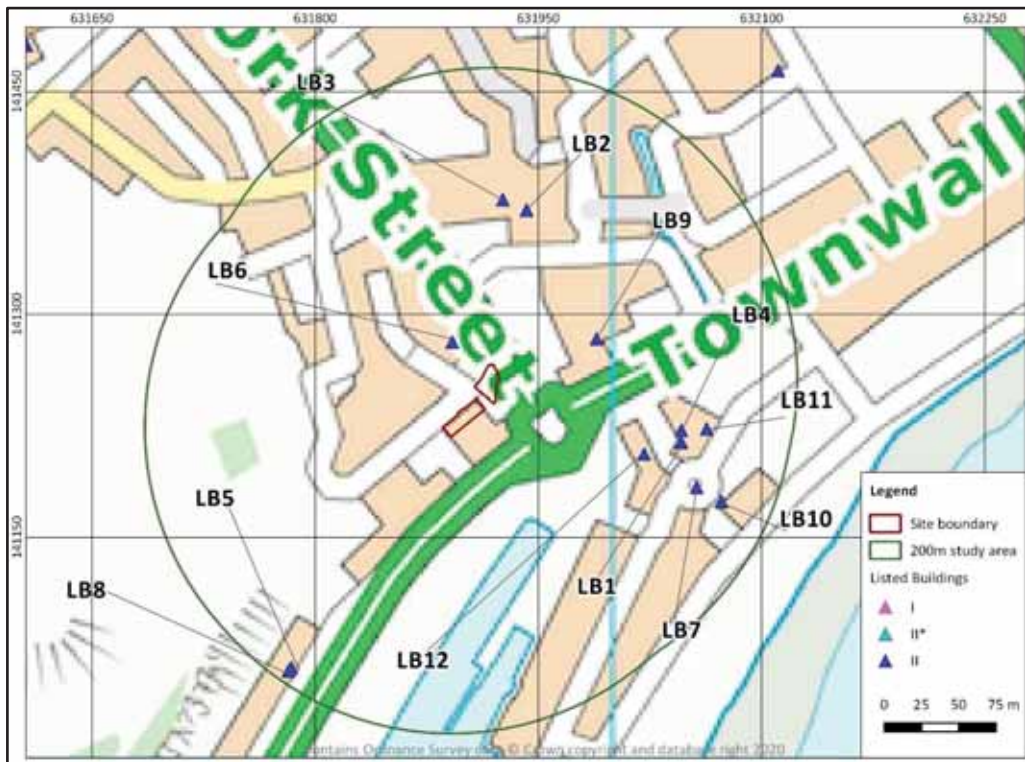


Image 3: Listed Buildings within 200m of the Site

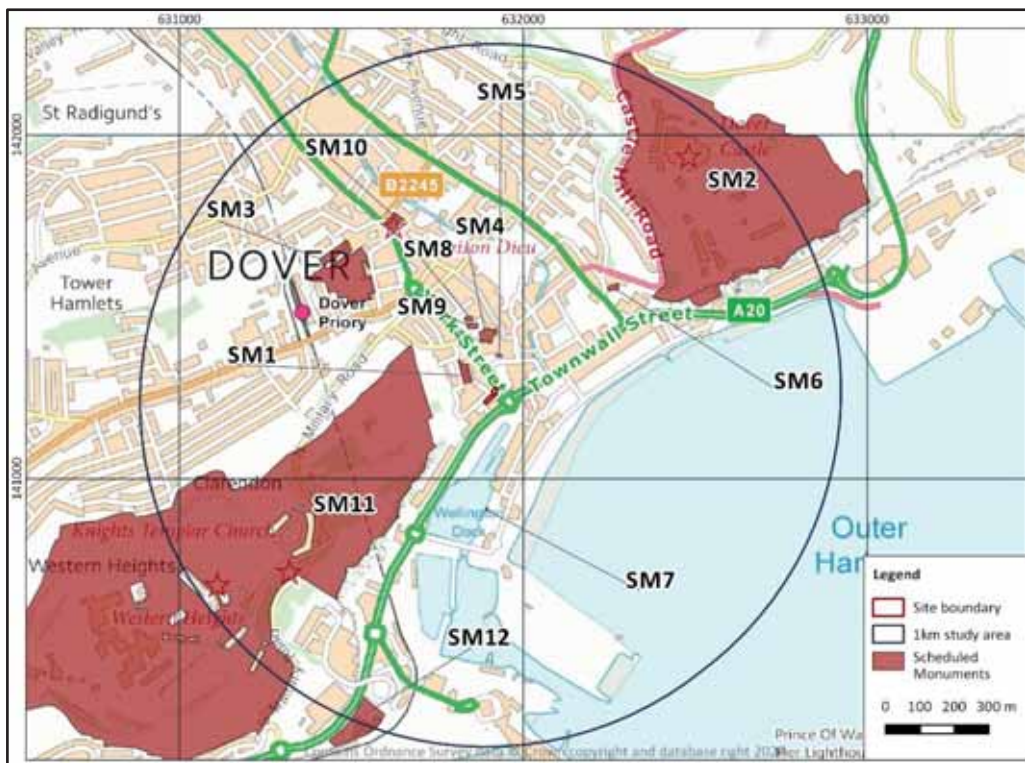


Image 4: Scheduled Monuments within 200m of the Site

4.5. The Site does not lie within a Conservation Area, although three are relatively close by. The boundary of Dover Town Centre Conservation Area (Image 5, CA1) is situated c. 180m

northeast of the Site, with Dover Western Heights Conservation Area (Image 5, CA2) around 85m to the west and Dover Waterloo Crescent (Image 5, CA5) some 60m to the southeast.

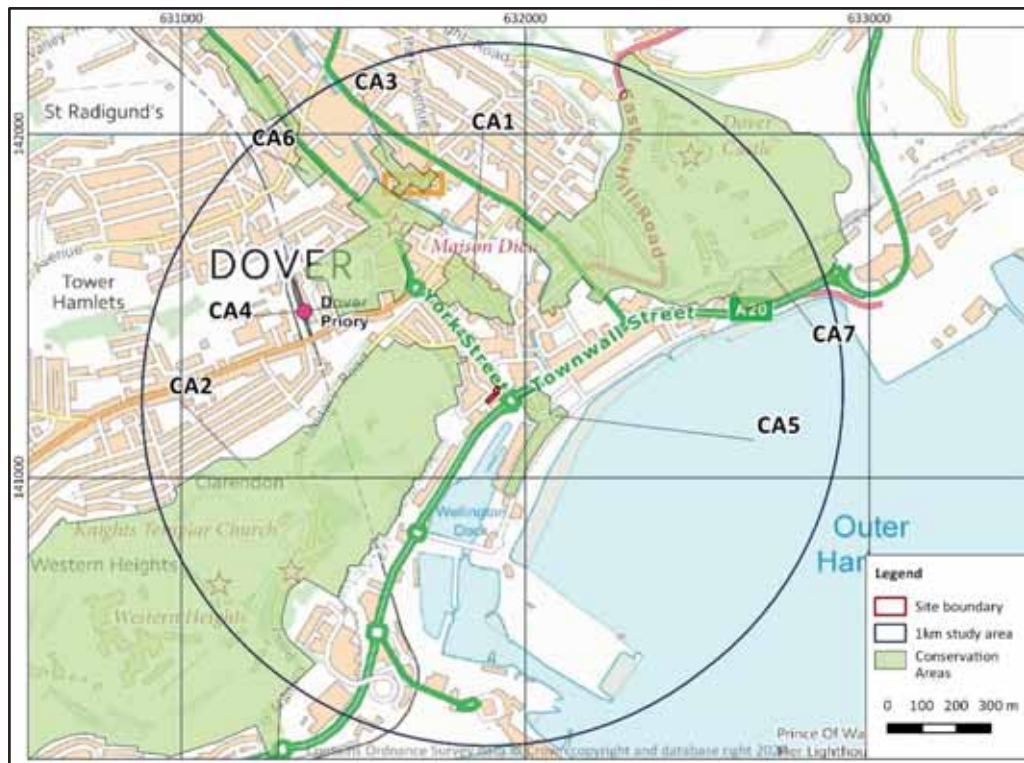


Image 5: Conservation Areas

### Site visit

- 4.6. No site visit was undertaken for this assessment, due to government restrictions on travel currently in place, as set out in the Disclaimer in Section 1 of this document. For the same reason, no visit was undertaken to the Kent Archives and thus it is likely that a degree of detailed data has not been accessed as would have been desirable in the completion of this assessment.
- 4.7. Significant amounts of visual and documentary data has been supplied by the client and their consultants Holbrook Griffith Development Ltd, for which AH is grateful.

### Developmental history of the Site and its environs

#### Introduction

- 4.8. This section represents a relatively brief, non-exhaustive historical background to the Site and its wider environs. A detailed examination of the 19<sup>th</sup> and 20<sup>th</sup> century development of the Site is set out in both the historic map regression, whilst more detailed archaeological background material is included in an archaeological impact assessment produced for the Site and designed to be read in conjunction with this heritage statement (Armour Heritage 2020).

#### Statutory and local heritage designations

- 4.9. A 200m study area was established around the boundaries of the Site in order to assess the number and significance of designated heritage assets. A second 1km study area was established to help understand the Site's wider historic environment setting.

- 4.10. A total of 12 Scheduled Monuments are recorded in the study area, alongside 99 Listed Buildings, of which 12 are situated within 200m of the Site. The distribution of Listed Buildings within the 1km study area is shown in Image 6.

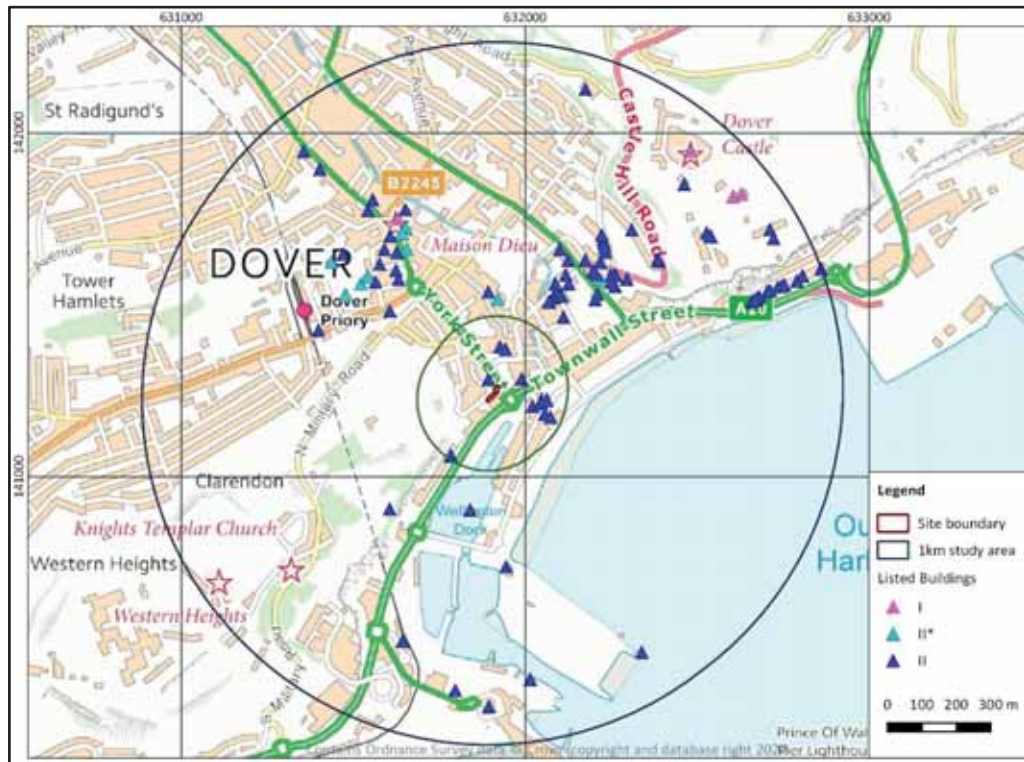


Image 6: Distribution of Listed Buildings in 1km study area

- 4.11. In addition, seven Conservation Areas are recorded within the 1km study area, although the Site itself is not situated within a Conservation Area (Image 5).

### Historical background

- 4.12. The prehistory of Dover is well documented, and the HER records a considerable amount of evidence for prehistoric activity within the 200m study area, the most significant of which is the discovery in 1992 of the very well preserved remains of a large plank-built boat of Bronze Age, buried c. 6m below the modern ground surface, around 200m inland from the existing shoreline (Clark 2000). The boat was dated to c. 1550 BCE and its remains were recovered from a location now under Townwall Street, some 95m east of the Site.
- 4.13. During the Romano-British period, Dover formed the Roman town and port of *Dubris*, also known as *Portus Dubris* or *Dubrae*. Dover was the British port closest to mainland Europe and the Roman Empire comprising a significant town, considered to have covered at least 5ha along the Dour valley (Dovermuseum.co.uk). A Roman lighthouse, one of a pair constructed during the reign of Emperor Claudius in 46CE on the headland standing either side of the port of Dubris, survives within the grounds of the medieval Dover Castle.
- 4.14. Within the boundaries of Site A1, a section of Roman walling has been recorded. Archaeological trenches were excavated between Adrian and Snargate Street in 1949 which revealed Roman walls and floors associated with pottery of late 1<sup>st</sup> to early 2<sup>nd</sup> century date. Subsequent excavations in 1955 excavated a section through the Roman levels and to the east



of the section a room with an *opus signinum* floor and plaster faced tufa and chalk block walls was located.

- 4.15. Close to the Site, situated some 70m to the north and protected as a Scheduled Monument (Image 4, SM1), is the 1<sup>st</sup> and 2<sup>nd</sup> century *South-western section of the Roman Fort of the Classis Britannica, near Albany Place*. To the northwest of the Classis Britannica Fort and partially overlying it is the 3<sup>rd</sup> to 4<sup>th</sup> century Roman Saxon Shore Fort.
- 4.16. Beginning in the 5<sup>th</sup> century, Germanic tribes crossed the North Sea to Kent. Dover became a major settlement in the new Saxon kingdom of Kent and by the middle of the 10<sup>th</sup> century, the town was prosperous and well-organised with its own mint and successful cross-channel trading links. Significant remains of Saxon date have been recorded in an area between 130m and 220m north of the Site.
- 4.17. Dover is recorded variously as *Doveram*, *Dovere* and *Dovre* in the Domesday Book of 1086 (Williams & Martin 1992), where it is recorded under eight separate entries comprising a total of 420 households. The eight entries record three landowners; King William, the canons of Dover St. Martins and Bishop Odo of Bayeux ((Williams & Martin 1992). Records indicate Dover to have been amongst the largest 20% of settlements recorded in the Domesday Book.

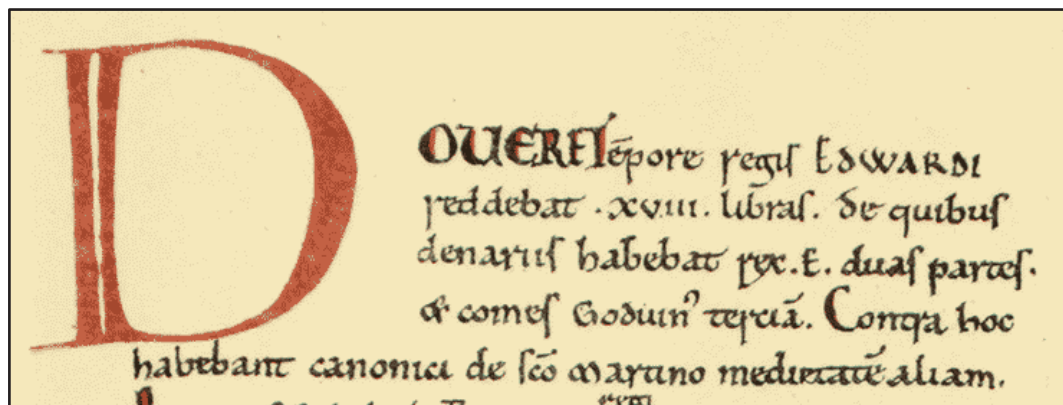


Image 7: First Domesday Book entry for Dover (Dovere)

- 4.18. Significant medieval remains have been recorded within Site A1, revealed in 1945 during clearance work on a World War II bomb site. The remains comprised a garderobe (privy) which had been inserted into an earlier Roman building.
- 4.19. The Scheduled Dover Castle and its associated grounds extend to a point some 625m east of the Site. Construction of the castle began in the reign of King Henry II in the 1180s, and building work continued in the first half of the 13<sup>th</sup> century under King John and Henry III, who completed the successive rings of defensive walls surrounding the great tower (Historic England).
- 4.20. Dover Harbour, in its present location at the foot of the Western Heights, is a late medieval foundation dating to the reign of Henry VII (1485-1509), when a pier with two forts was constructed, known as *The Wyke*, on the southwest side of the bay. The date of its construction is disputed, ranging from 1495 to 1501, although it is documented that it was in 1501 that the first 'Wardens of the Wyke' were appointed.
- 4.21. Dover's important strategic position continued into the post-medieval position with continued upgrading of its static defences. During the reign of Henry VIII (1509-1547)

improvements were made to Dover's defences, both to the castle and the Moat Bulwark. It is reported that the king made a personal visit to supervise the work. Further improvements were carried out during the reign of Elizabeth I during the English Civil War (1642–1651),

- 4.22. Dover Western Heights represent one of the most impressive sets of fortifications in Britain, comprising a series of forts, strongpoints, and ditches, designed to protect against any possible invasion across the English Channel. The fortifications were constructed during the 18<sup>th</sup> and 19<sup>th</sup> centuries to bolster extant defences and protect the port of Dover from both seaward and landward attack. By the beginning of the 20<sup>th</sup> century, Dover Western Heights was collectively reputed to be the 'strongest and most elaborate' fortification in the country (Peverley 1996).
- 4.23. The historical development of the Site will be discussed in further detail in the historic map regression section below.

***Historic map regression: the developmental history of the Site***

*1575-76 John Luckas Map of Dover*



*Image 8: 1575-76 John Luckas Map of Dover*

- 4.24. Whilst rather faded and obscured in places, this 16<sup>th</sup> century map illustrates what is interpreted to be York Street to be extant, with residential housing to either side in and north of the Site.

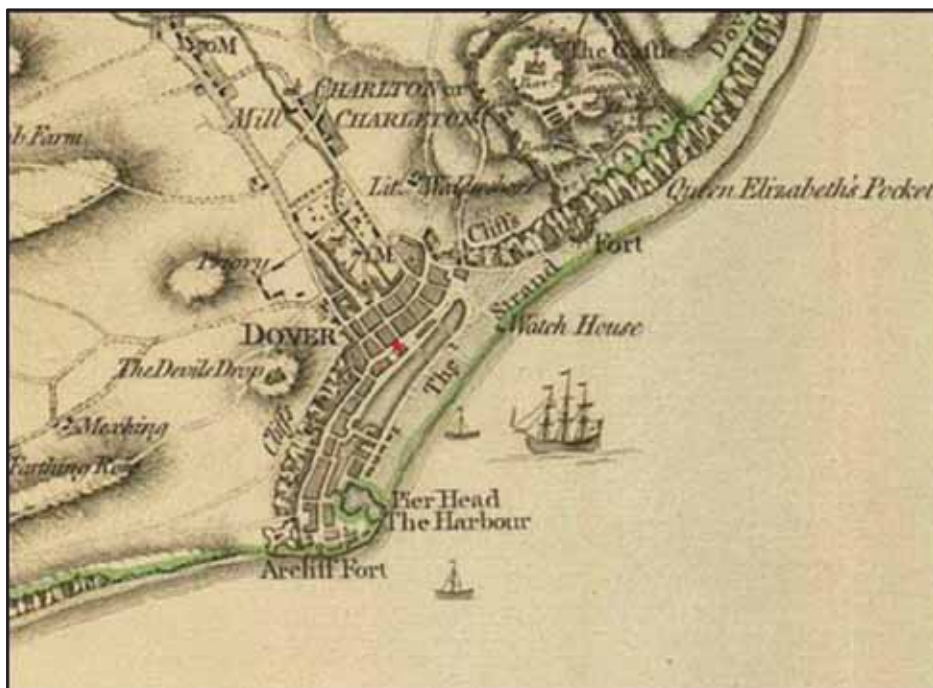
*1581 Thomas Digges Map of Dover, Kent*



*Image 9: 1581 Thomas Digges Map of Dover, Kent*

- 4.25. This later 16<sup>th</sup> century map identifies the Site at the edge of the recorded residential development with tidal flats shown to seaward with residential development to the north and east. The market square is clearly illustrated north of the Site.

*1769 Andrews & Dury Map of Kent*



*Image 10: 1769 Andrews and Dury Map of Kent*

- 4.26. Andrews and Dury completed their map of the county, including a detailed depiction of Dover, in 1769. By this time, the shoreline has been consolidated with the *Pier*, two forts and a *Watch House* forming part of the coastal defences. The Site occupies a plot between and including what appear to be residential properties.

*1866 Ordnance Survey County Series 1:2,500*

- 4.27. The first edition Ordnance Survey illustrates the Site lying to the south of *Adrian Street*. It is notable that the built extents of Dover extend to the seafront area which is now further southeast of the Site than shown in earlier maps.



*Image 11: 1866 Ordnance Survey County Series 1:2,500*

- 4.28. Development around the Site is relatively dense, with the Site occupying an area between the broadly parallel *Adrian Street* and *Snargate Street*, with the no longer extant *Northampton Street* to the south following the curve of the bay. Seafront development includes *Waterloo Crescent* and the *Royal* and *Wellington Baths* just inland from the *High Water Mark*.
- 4.29. The Site is located within the urban parish of St. Mary the Virgin with a Chapel illustrated to the north, today identified as the Grade II Listed Unitarian Church built in 1819.

*1898 Ordnance Survey County Series 1:2,500*

- 4.30. The Ordnance Survey map issued in 1898 illustrates little new or noteworthy development around the Site, both sections of which remain occupied by presumably residential properties.

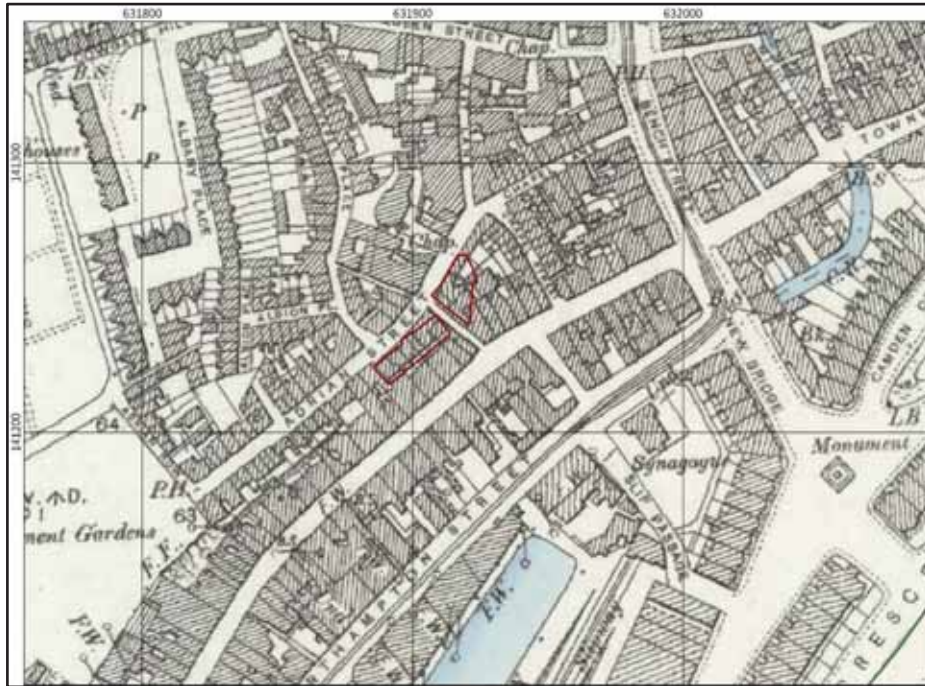


Image 12: 1898 Ordnance Survey County Series 1:2,500

1905 Charles Goad - Dover, Kent: Fire Insurance Plan - Sheet 5

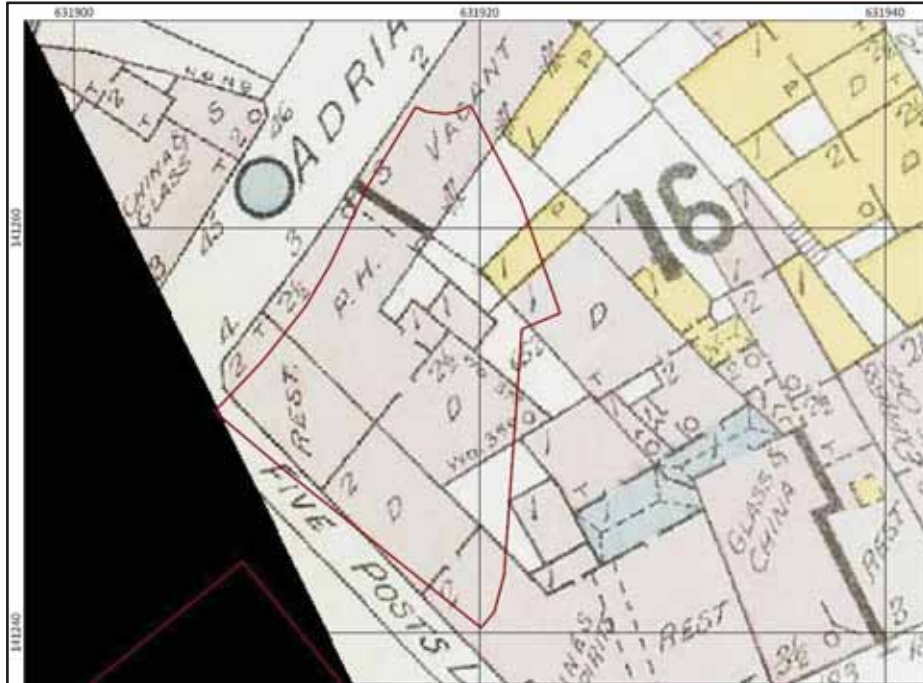


Image 13: 1905 Charles Goad - Dover, Kent: Fire Insurance Plan - Sheet 5

- 4.31. The 1905 Fire Insurance Plan records the ground floor plans and nature of properties in Site A1. The area is almost completely developed, with buildings including a Bakehouse, parts of two public houses and a furniture store. No. 8 Adrian Street was also a public house at this time, the premises recorded under a number of different names including the *Odd Fellows Arms*, the *Great Mogul Tavern*, and the *Northumberland Arms*.

- 4.32. Adrian Street lies to the northwest of the Site with Five Post Lane to the northeast. Further business premises lie to the southeast including a *Bazaar*, a saddler, and an outfitter.

*1905 Charles Goad - Dover, Kent: Fire Insurance Plan - Sheet 4*



*Image 14: 1905 Charles Goad - Dover, Kent: Fire Insurance Plan - Sheet 4*

- 4.33. Sheet 4 of Charles Goad's Insurance Plan shows Site A2 as developed with several commercial premises identified. These includes a restaurant and a public house with the northernmost lot marked as *Vacant*. The public house at No. 3 would have been the *Liberty*, open from c. 1858 until its demolition in 1938.



*Image 15: Adrian Street and The Liberty, c. 1937*

*1907 Ordnance Survey County Series 1:2,500*

- 4.34. The OS map issued in 1907 shows little or no change in either part of the Site since Charles Goad’s 1905 Fire Insurance Plan was issued.



Image 16: 1907 Ordnance Survey County Series 1:2,500

*1937 Ordnance Survey County Series 1:2,500*

- 4.35. By the later 1930s, the Site appears largely unchanged in terms of its development since the beginning of the century. A public house (*P.H.*), the *Liberty*, is identified at the northeast corner of Site A1, whilst at No. 5, a second public house is likely the *Beaconsfield Arms*.

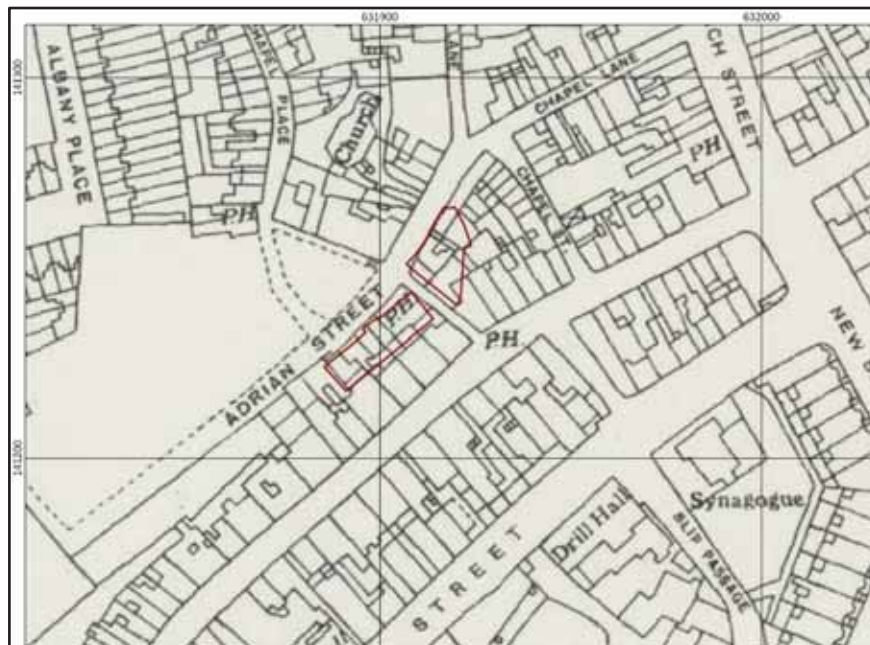


Image 17: 1937 Ordnance Survey County Series 1:2,500

- 4.36. The western extents of Adrian Street on the south side have been cleared of buildings. To the north, the entire plot which formerly included Albion Place has been cleared of all housing as far north as the end of Albany Place, including the southern extents of Chapel Place.

*1957-58 Ordnance Survey Plan 1:1,250*

- 4.37. The later 1950s map shows considerable change and redevelopment on Adrian Street, including within the two areas of the Site. Site A1 is occupied by a large building identified as a *Hall*. Its footprint, whilst smaller than the extant building on Site, suggests it forms part of this larger modern structure. Immediately adjacent and southeast of the Hall is a second new structure fronting onto Snargate Street. A third building, identified simply as 177 (Snargate Street), adjoins the west end of both larger buildings. An historical site noted as *Snar Gate (Site of)* is located just to the south of No. 177.



*Image 18: 1957-58 Ordnance Survey Plan 1:1,250*

- 4.38. Site A2 is also under development, comprising Nos. 2-3 Adrian Street and a public house to the south of No. 3, occupying No. 181 Snargate Street.
- 4.39. Dover Technical College now occupies a large plot south of Snargate Street.

*1962 Ordnance Survey Plan 1:1,250*

- 4.40. By 1962, the public house recorded previously as partly within Site A2 has been removed along with No. 182 Snargate Street and No. 3 Adrian Street. No. 2 Adrian Street remains extant along with Nos. 183-186 Snargate Street whilst the area to the west is now vacant. No. 2 lies partly within Site A2.
- 4.41. The Hall within Site A1 remains extant and apparently unaltered, along with the other buildings on Adrian Street and Snargate Street in this area. West of Site A1, a length of the south side of Adrian Street remains undeveloped.



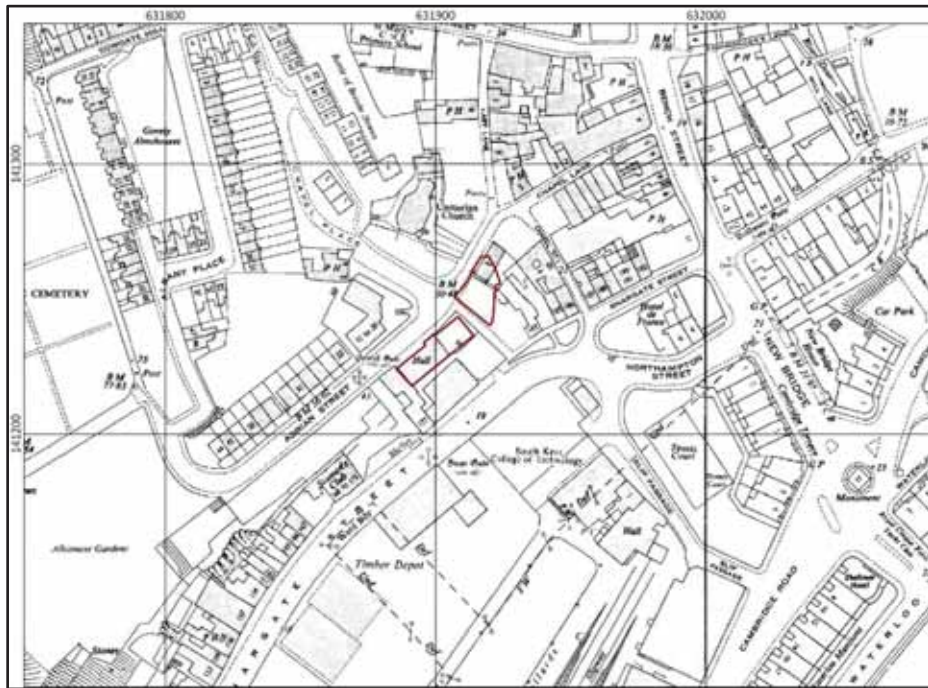


Image 19: 1962 Ordnance Survey Plan 1:1,250

1970-74 Ordnance Survey Plan 1:1,250

- 4.42. Further development at the Site is evident in the early 1970s. The *Hall* in Site A1 has been extended eastwards and the building now mirrors that extant on the Site today. The northern section of the long building which formerly attached to the Hall’s west end has been removed.

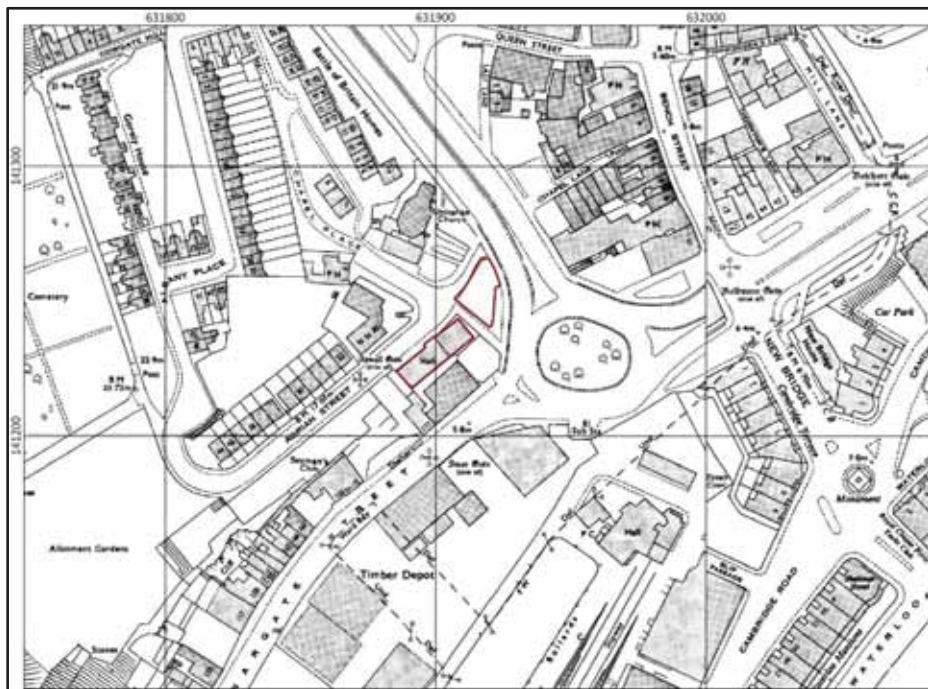


Image 20: 1970-74 Ordnance Survey Plan 1:1,250

- 4.43. Site A2 has been completely cleared of buildings and major new road infrastructure is now extant, comprising a large roundabout southeast of Site A2, forming the junction of Snargate Street, Townwall Street and a significantly widened York Street.

*1994 Ordnance Survey Plan 1:10,000*

- 4.44. The 1994 OS plan is schematic in nature and appears to show no significant change at the Site.

*Satellite imagery*

- 4.45. The modern Google Earth sequence covers the period 1990 to 2020. The 1990 image shows the Site in much the same condition as may be seen today. The site remains largely unaltered throughout the remainder of the sequence of images.

## **5. DETAILED ASSESSMENTS OF SIGNIFICANCE**

*Buried archaeology*

- 5.1. Assessment of the Site's potential for buried archaeology has been completed in an archaeological assessment document (Armour Heritage 2020). The findings of the report are reiterated below.
- 5.2. The former presence of public houses in Area A1 and A2 suggests the potential for historic cellarage, although none has been specifically identified by the developers to date. Should historic cellarage have existed, it will have been backfilled in Site A2. The potential for the presence of cellars in Site A1 remains unestablished due to the proposed site visit having to be abandoned amid government restrictions.
- 5.3. Should cellars exist in either area, they may hold important archaeological evidence relating to the post-medieval period.
- 5.4. The upper layers of the Site, particularly within Site A1, are assumed to be very disturbed, the result of historic episodes of development and redevelopment along Adrian Street. Site A2, whilst currently open, has also seen several phases of building and demolition through the 19<sup>th</sup> and 20<sup>th</sup> centuries.
- 5.5. Previous archaeological works at the Site (A1) have recorded archaeological remains of Romano-British and medieval date at depths in excess of 2.3m. It is assumed that at least some elements of the recorded archaeological resource will survive below-ground.
- 5.6. Given the Site's historic proximity to the waterfront, the potential for waterlogged remains at depth is recognised. Should archaeological remains survive at the Site, they will likely be of local and regional importance.

*Former Club Karma (Site A1; undesignated)*

*Statement of Significance*

*The locally Listed Building and its setting*

- 5.7. The historic map regression has identified the first phase of the building to date from the mid-1950s. This building was subsequently incorporated into an extended structure, with an extension to the east end in the early 1970s resulting in the structure extant on the Site today.

- 5.8. The building is currently in a poor condition, having been subject to repeated vandalism including a fire which has damaged the roof structure, visible in Image 22. Windows in the north-facing elevation of the 1950s section of the building have been bricked up to prevent further issues and foliage is now beginning to establish itself at the building's east end.



*Image 21: North-facing elevation, former Club Karma, Site A1 (© Google Earth)*



*Image 22: View northeast from Snargate Street showing fire damage to roof*

- 5.9. The standing building's setting represents the urban development of the southeastern part of Dover, comprising a mix of historic and modern buildings, roads and other infrastructure.

*Contributors to the significance of the heritage asset*

- 5.10. Archaeological and evidential value: The standing building will derive a negligible level of significance from its built fabrics which date to the mid and later 20<sup>th</sup> century. It is documented that archaeological remains are preserved at depth beneath the structure which enhance the archaeological value of the Site but are not considered to affect the evidential value of the building itself.
- 5.11. Historical value: The building has been extant since the mid-1950s. No significant historical associations have been identified in respect of the building and thus a negligible level of historical value is assessed for the structure.
- 5.12. Architectural value: Extremely limited architectural or aesthetic merit has been identified for the building. It represents a utilitarian building of typical mid-20<sup>th</sup> century design with no noteworthy features.
- 5.13. The contribution of the building’s architectural and aesthetic value to its overall significance is assessed to be at a negligible level.
- 5.14. Communal value: Given the building’s past use as a Hall, presumably a publicly accessible communal space, and most recently a nightclub, limited communal value can be drawn, albeit at an historic level only. This notwithstanding, a negligible level of communal value is assessed.
- 5.15. Contribution of Setting: The setting of the former club is entirely urban in nature, and this setting is reflected both in its design aesthetic and its past uses. The setting defines the building in form and previous functions and thus can be assessed as an important contributor to its significance. However, in terms of the structure’s heritage value, this contribution is minor.
- 5.16. Overall: In respect of Table 2, the undesignated building represents a heritage asset “...with limited or no historic value and/or little or no surviving archaeological or historic interest”. The completed detailed assessment fully supports this statement.

***Unitarian Church and Vestry Adjoining (Grade II Listed Building; NHLE 1343832)***

***Statement of Significance***

*The Listed Building and its setting*

- 5.17. The Listed Building comprises a Non-Conformist Unitarian Church, constructed in 1819 by the architect Thomas Read. The structure comprises an irregular octagon in plan, built over two storeys of yellow brick with four brick pilasters, under a slate roof.
- 5.18. Single storey extensions have been attached to the southwest and west elevations, dating to the early 1970s. The extension to the southwest is identified as the Church Hall, whilst the Vestry recorded in the List entry, extends northeast from the main octagon.
- 5.19. The interior of the building has not been accessed.
- 5.20. The setting of the building comprises the urban residential and commercial extents of southwest Dover, including the Site. An area of tended lawn lies directly to the southeast of the Church Hall, separated from Site A2 by a short length of road. Image 23 shows the view north from Adrian Street, between the two Site areas.



*Image 23: Southwest elevation of church showing single storey extensions, looking north (© Google Earth)*

*Contributors to the significance of the heritage asset*

- 5.21. Archaeological and evidential value: The Unitarian Church will derive limited significance from its historic fabrics which date largely to the earlier 19<sup>th</sup> century, with modern elements including three 1970s extensions.
- 5.22. The archaeological value of the building is considered to contribute to its overall significance as a heritage asset at a minor level.
- 5.23. Historical value: Illustrative historical value will contribute to the overall significance of the Listed Building, the original elements of which represent a well-preserved example of a late Georgian religious structure. Whilst several changes will likely have occurred in respect of the building since its original construction, including later extensions and internal refurbishments, the overall aesthetic remains that of an institutional structure.
- 5.24. It is considered that the building's historical value will contribute to its overall significance at a major level.
- 5.25. Architectural value: The building is built in an unusual style, both in respect of its Georgian origins and its function as a religious building. Historic England report that "In a very few instances unusual plan-forms were adopted by Presbyterians: T-shaped and cruciform examples are known, and later, octagonal and elliptical chapels were built" (HE 2016). The building was designed by local architect Thomas Read.
- 5.26. The contribution of the structure's architectural value to its overall significance is assessed to be at a major level.
- 5.27. Communal value: The Unitarian Church, in common with places of worship across the country, demonstrates the importance of the Christian faith in England in relation to the growth of Non-Conformism in the 18<sup>th</sup> and 19<sup>th</sup> centuries, particularly amongst the working classes. The

church would historically, and remains, an important contributor to, and symbol of, the local community and generations of local families will relate life experiences directly to it, including births, marriages and funerary services.

- 5.28. The historic aesthetic of the original octagonal structure will serve as a reminder of the church's position within the local community, and whilst this has probably diminished somewhat in more secular times, a moderate degree of communal value is recognised as contributing to the heritage significance building.
- 5.29. Contribution of Setting: The immediate setting of the church comprises dense housing and commercial development in the wider area, including buildings along Adrian Street, reflective of the urban situation of the church, a setting within which the church was originally built to serve the increasing urban population of the area.
- 5.30. The urban nature of the setting of the Unitarian Church is assessed to offer only a moderate contribution to its overall significance as a heritage asset.
- 5.31. Overall: In respect of Table 2 the Listed Building represents a heritage asset of national importance and high heritage significance. The significance of the Unitarian Church is assessed to derive primarily from its historical and architectural value with a significant contribution in respect of its communal value.
- 5.32. Its setting represents a moderate contributor to its significance, indicative of the original purpose of its construction, *i.e.* to serve an expanding working class urban population.

## 6. ASSESSMENT OF IMPACT

### *Introduction and scoping*

- 6.1. This heritage statement has been completed in order to assess the potential impacts of the proposed development on nearby heritage assets, specifically the setting of the Grade II Listed Unitarian Church which lies to the north of the Site.
- 6.2. In the wider area of the Site, it has been noted in the Pre-application response (DDC Ref. PE/19/00160) that, in respect of views from Western Heights Scheduled Monument "...from public paths the roof of the existing building is visible and, as such, a building of greater height would be more prominent in views, affecting the setting of these heritage assets". This is conceded; however, these views are dominated by what amounts to an entirely urban vista. Dover is a modern town, and as such is subject to an evolutionary cycle of development and redevelopment. It is considered that new modern apartment blocks within an urban and constantly evolving skyline do not have the capacity to adversely affect the setting of this monument, and thus detailed development was not undertaken.

### *Buried archaeology*

- 6.3. Whilst the Site's archaeological potential has been identified as high, with Roman and medieval remains recorded at depth within Site A1. Consultation with the developer has identified the potential to develop the Site without the need to excavate below 1.5m which should impact only on made ground which currently preserves the archaeology below.

- 6.4. Assuming this scenario is one which can be executed in relation to the development, then important known (and potentially unknown) archaeological remains at the Site should remain undisturbed and preserved *in situ*.

### **Former Club Karma**

- 6.5. The proposal includes the demolition and removal of the 1950s to 1970s building from Site A1. The assessment of significance has recorded the standing building to be of negligible heritage significance and thus its loss will not impact negatively on the value of the wider historic environment.

### **Setting of the Unitarian Church**

- 6.6. Clearly the development of two new residential blocks in close proximity to the church will engender change to the setting of the Listed Building. Sites A1 and A2 have historically both been subject to development of a residential and commercial nature. Indeed, the first edition OS map (1866) shows the church surrounded by development.
- 6.7. Historical photographs of the Site, such as Image 24, illustrate both areas of the Site developed into the 1940s and beyond. Shadows in the image suggest that the structures in Area A2 are probably of three-storeys.



Image 24: 1940 aerial photograph ((© Google Earth/KCC)

- 6.8. As previously discussed, the Unitarian Church was constructed within an already urbanised setting, designed to serve an expanding working class population in the area. Both areas of the Site have been historically developed, and in the case of Site A1, remain so.
- 6.9. Given the entirely urban nature of the setting to the Listed Building, historically and today, it is assessed that urban residential development at the Site does not have the capacity to materially affect the fundamental nature of the setting. Whilst the proposed new buildings

are larger in scale and mass than the church, this appears to have been the case historically, assuming a correct interpretation of building heights in the 1940 aerial photo. The historical presence of three storey buildings close to the church is illustrated in the foreground of Image 25, supplied by the client, showing Adrian Street undergoing mid-century redevelopment looking east toward Dover Castle. The Unitarian Church is identifiable through its distinctive roof structure.



*Image 25: 1938 image of Adrian Street under redevelopment, looking east*

## 7. CONCLUSION

- 7.1. It is concluded that the proposed development will result in no adverse impacts on the historic environment resource of the area. Detailed assessment has been completed in respect of the value of the standing building on the Site, the former Club Karma dating to the 1950s and extended in the 1970s, and the nearby Grade II Listed Unitarian Church, built in 1819.
- 7.2. The former Club Karma has been assessed to be of negligible heritage significance and its removal will not adversely affect the value of the historic environment resource in Dover.
- 7.3. The Pre-application response makes reference to the setting of the Unitarian Church, stating “Closer to the site, is the Grade II Listed Unitarian Church. As currently shown, I do have concerns that the section of building which is proposed on the existing car park would be located in front of the main front elevation of the Church which provides a pleasing setting to the building”. Study of the car park in the context of its contribution to the Listed Building’s setting indicate a far from ‘pleasing’ view. Indeed, the car park appears as a bland utilitarian space with no positive aesthetic qualities and detracting considerably from the setting to the church, as shown in Image 26.





*Image 26: Car park (Site A2), looking southeast from Unitarian Church (© Google Earth)*

- 7.4. This heritage statement has identified no material adverse effects in respect of the historic environment resource, including designated heritage assets and their settings, likely to result from the proposed development at the Site.
- 7.5. This assessment follows national and local planning policy and guidance issued by HM Government, Historic England and the ClfA.

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Dover.gov.uk

Dovermuseum.co.uk

Google Earth

Heritage Gateway

Kent.gov.uk

National Archives

National Heritage List for England

Webapps.kent.gov.uk

**Appendix 1: Gazetteer**

FIG. REF.	HE/HER REF.	NAME	TYPE	PERIOD	SUMMARY	STATUS	EAST	NORTH
<b>Designated Sites and Monuments (Historic England data: 1km study area)</b>								
<b>Scheduled Monuments (1km study area)</b>								
SM1	1012478	South-western section of the Roman Fort of the Classis Britannica, near Albany Place	Fort	Roman	The Classis Britannica (the Roman fleet in Britain) adopted Dover as its major base on the British Coast for much of the second century A.D., where it constructed a fort, harbour installations and two lighthouses. A vicus or civilian settlement developed to the north of the fort.	SM	631832	141307
SM2	1019075	Dover Castle	Castle, hillfort, lighthouse & settlement	Iron Age to medieval	The monument includes Dover Castle, a medieval royal castle built within the presumed defences of a univallate Iron Age hillfort, a Roman lighthouse, and a Saxon settlement and church. The monument also includes a series of tunnels beneath the castle built between the 13th and 20th centuries and a 16th century gun battery called Moat's Bulwark at the base of the cliff	SM	632588	141847
SM3	1002943	St Martin's Priory (remains of)	Priory	Early medieval	St Martin's Priory 157m north-west of the Alma Public House.	SM	631485	141592
SM4	1004189	St Martin's Church	Church	Medieval	The remains of St Martin's-le-Grand Church 100m SSW of St Mary's Church	SM	631896	141416

SM5	1004190	Saxon shore fort bastion, Queen Street	Fort	Early medieval	Saxon shore fort bastion	SM	631929	141357
SM6	1005151	St James' Church	Church	Medieval	St James' Church, 47m south-east of Castle Hill House.	SM	632263	141555
SM7	1004193	Fairburn-type crane, Wellington Dock	Crane	Post-medieval	Fairbairn jib crane, 180m ESE of No.125 Snargate Street.	SM	631894	140911
SM8	1004212	The Painted House, N of Market Street	House	Roman	Roman mansio (including part of a Saxon Shore Fort), known as the Roman Painted House, 95m south-west of St Mary's Church.	SM	631841	141464
SM9	1004213	The Bath House, N of Market Street	Bath house	Roman	Roman bath house, 100m south-west of St Mary's Church	SM	631852	141443
SM10	1005192	Maison Dieu	Hospital	Medieval	Maison Dieu was founded in 1203 by Hubert de Burgh, the Constable of Dover Castle, as the "Hospital of the Maison Dieu" to accommodate pilgrims coming from the Continent to visit the shrine of Thomas Becket in Canterbury Cathedral	SM	631623	141747

SM11	1020298	Fortifications, Roman lighthouse and medieval chapel on Western Heights	Fortifications	Roman to modern	The monument includes the remains of a Roman lighthouse, field terraces and a medieval chapel subsequently surrounded by 18th, 19th and 20th century defensive works, all situated on a prominent chalk ridge known as the Western Heights which overlooks the town of Dover.	SM	631038	140357
SM12	1016420	Archcliffe Fort	Fort	Post-medieval	The monument includes the surviving features of Archcliffe Fort, lying at the foot of Dover's Western Heights and forming part of the coastal defences of the town from at least the 16th century onwards.	SM	631524	140285
<b>Listed Buildings (1km study area)</b>								
LB1	1273164	K6 Telephone Kiosk	Kiosk	Modern	Telephone kiosk. Type K6. Designed 1935 by Sir Giles Gilbert Scott.	II	632046	141214
LB2	1363229	The Market Hall	Hall	Post-medieval	Mid C19. 2 storeys	II	631942	141370
LB3	1070320	Prince Regent Public House	Inn	Post-medieval	Circa 1840. 3 storeys stuccoed.	II	631926	141377
LB4	1070321	New Bridge House	Bank	Post-medieval	Built as a Bank in 1865 by Rowland Rees Junior.	II	632046	141222
LB5	1258947	144, Snargate Street	House	Post-medieval	House with shop on ground floor. Circa early C19 with C20 alterations.	II	631784	141062
LB6	1343832	Unitarian Church and Vestry Adjoining	Church	Post-medieval	Dated 1819. Architect Thomas Read. An irregular octagon in shape.	II	631892	141281

LB7	1420014	60th Rifles Memorial to Indian mutiny	War memorial	Post-medieval	War memorial in Classical style, erected in August 1861 by the First Battalion of the Royal Rifles to commemorate their fallen comrades of the Indian campaigns of 1857, 1858 and 1859.	II	632056	141184
LB8	1363214	143, Snargate Street	House	Post-medieval	House with shop on ground floor. Circa early C19 with C20 alterations.	II	631782	141060
LB9	1343833	Mediaeval Undercroft at Number 10 Bench Street	Undercroft	Medieval	Probable undercroft. Probably C13.	II	631989	141283
LB10	1145901	1-30, Waterloo Crescent	House	Post-medieval	Built in 1834-8 by Philip Hardwick. 3 sections, the centre one containing 19 houses, the outside ones 5 houses each.	II	632073	141174
LB11	1343834	1-4, Camden Crescent	House	Post-medieval	Originally a complete crescent similar to Waterloo Crescent, but the other houses have been demolished. Built in 1840.	II	632063	141223
LB12	1273277	Nos 1 To 9 Including Basement Area Railings	Terrace	Post-medieval	Terrace of 9 houses. Mid C19	II	632021	141206
<b>Conservation Areas (1km study area)</b>								
CA1	n/a	Dover - Town Centre	CA	Medieval & post-medieval	Historic core	n/a	631848	141539
CA2	n/a	Dover - Western Heights	CA	Medieval & post-medieval	Historic core	n/a	631051	140690



CA3	n/a	Dover - Dour Street	CA	Medieval & post-medieval	Historic core	n/a	631639	141898
CA4	n/a	Dover - Dover College	CA	Medieval & post-medieval	Historic core	n/a	631554	141655
CA5	n/a	Dover - Waterloo Crescent	CA	Medieval & post-medieval	Historic core	n/a	632028	141129
CA6	n/a	Dover - London Road	CA	Medieval & post-medieval	Historic core	n/a	631248	142081
CA7	n/a	Dover - Dover Castle	CA	Medieval & post-medieval	Historic core	n/a	632502	141793

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