



# Dover Western Heights

## Masterplan – Adopted

September 2015





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## Partnership Working

The masterplan was produced in partnership with representatives from:



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The AT FORT PARTNERSHIP includes 11 partners, who are local and regional authorities, public bodies and knowledge institutes with experience in the field of cultural heritage utilization. Website: [www.atfort.eu](http://www.atfort.eu)

The masterplan was part funded by the European Union's Interreg IVC Programme.



This document is available in alternative formats and can be explained in a range of languages



## Executive Summary

### Introduction

Dover District Council and Kent County Council commissioned work in January 2014 to develop a masterplan for the Western Heights that is suitable for adoption by Dover District Council as a Supplementary Planning Document (SPD) to Policy LA11 in the Dover District Land Allocations Local Plan.

The masterplan is evidence based (see the accompanying Baseline Report<sup>(1)</sup>) and has been drawn up following stakeholder consultation. Its compilation has been guided by a Steering Group, consisting of representatives from Kent County Council, Dover District Council and Historic England (In April 2015 English Heritage as a charity assumed responsibility for the management of parts of the site on behalf of Historic England - the name by which the Historic Buildings and Monuments Commission for England is now known). The resulting approach, whilst recognising constraints, seeks to be '*ambitious for the future and sensitive to the past*'<sup>(2)</sup>. Key issues are identified and addressed in a holistic manner, seeking to provide a framework for action that will promote a new vision for the Western Heights to secure a sustainable future. At this stage the masterplan presents recommendations rather than proposals. Some guidance is provided on possible sources of funding, but the recommendations are not costed or funded and it is intended that they will be progressed further.

### Vision

The new vision seeks to act as the touchstone that will generate and sustain a momentum for change, integrating with and contributing to Dover's regeneration agenda, viz:

*Our vision is to enhance the Western Heights as a destination of national and international significance that complements Dover's other heritage attractions. A sustainable future will be created by unlocking the value of its military heritage and its unique setting and widening its appeal as a strategic location for inward investment. Local people and organisations will be empowered to play an active role in the stewardship of the landscape and its heritage.*

### The Site

The Western Heights fortifications are located along the crest of a steep chalk ridge, directly to the west of Dover town centre and overlooking the harbour. They are designated as a Scheduled Monument. Parts - the Citadel's Officers' Quarters and the Grand Shaft - are Grade II listed and the whole site is designated a Conservation Area. The fortifications represent one of the largest and most elaborate surviving examples of nineteenth century fortifications in England. They evidence an exceptional record of continuous military occupation over a period of some 170 years, which is unique in scale in the UK.

1 Dover Western Heights Baseline Report Capita 2014

2 Dover District Local Development Framework Core Strategy. Adopted February 2010

Since WWII, following the departure of the military, the fortifications have fallen into disrepair, decline and invasion by scrub and woodland. Demolition and vandalism have added to the general aura of neglect. The Scheduled Monument is now on the Historic England 'At Risk' register and is identified in the top ten priority sites in the South-East.

The site is currently in multiple ownerships, which are mainly divided between four public bodies - Historic England, Dover District Council, Dover Town Council and the Ministry of Justice. The existing secure use of the Citadel by the Ministry of Justice, as an Immigration Removal Centre, occupies a significant area of the site.

The sweeping and impressive views from the ridge-top location, both landward and seaward, are a key feature, although obscured in parts by colonising woodland. The broad expanse of green slopes around the monument forms a notable backdrop to the town, making a key contribution to Dover's urban identity and providing large areas of open space. The majority of the slopes are designated as a Local Nature Reserve and a Local Wildlife Site for its unimproved chalk grassland, which is a priority habitat. Protected species are present (including bats, badgers and reptiles), or likely to be present, within the site and its structures.

The landscape characteristics, ecology and heritage value of the military site are intrinsically connected.

## Issues

The issues that characterise the site are inter-related and incorporate the following aspects:

- Protective designations to its heritage, landscape and biodiversity.
- Fragmentation of ownership and management.
- The scale and condition of the monument.
- Poor accessibility to the structures and around the site.
- Contribution to the town's regeneration agenda.





Aerial view of the Western Heights looking east to west  
(copyright KCC)

## Planning Context

The planning history of the Western Heights indicates a generally restrictive approach towards development, although more recently, the policy context set out in the Core Strategy, Heritage Strategy<sup>(3)</sup> and Land Allocations Local Plan<sup>(4)</sup> is more encouraging to the opportunities that can be afforded by appropriate development. The Dover Core Strategy recognises the Western Heights as an underused heritage asset and promotes the principle of new uses and improved management that would achieve a more productive use of the fortifications, increase its appreciation and understanding and improve its physical condition. The Land Allocations Local Plan (adopted 2015) includes Policy LA11 for Dover Western Heights, which sets out that:

*The Council will establish a comprehensive framework for the conservation management of the Dover Western Heights Fortifications Scheduled Monument and Conservation Area. The framework will take the form of a masterplan to be adopted as a Supplementary Planning Document. The masterplan will:*

*i. Be produced in liaison with landowners, residents, organisations and individuals with an interest in the area, and the public;*

3 The Dover District Heritage Strategy (2013)

4 Dover District Land Allocations Pre-Submission Local Plan (December 2012)

*ii. Establish a shared vision for the future of the fortification that preserves and enhances its significant as heritage asset and its landscape and ecological value, whilst securing a sustainable future;*

*iii. Identify management initiatives, including any opportunities for development or changes of use that would enhance the public's enjoyment and understanding, that would help realise the vision;*

*iv. Provide guidance for determining planning and related applications that affect the fortification, and*

*v. Provide a basis for future governance of the fortification, including consideration of funding opportunities.*

Dover District Council Planning Committee granted planning permission on 1/4/2015 for a mixed-use development at Farthingloe and Western Heights (DOV/12/00440). The majority of the development is at Farthingloe, but also includes an element of residential development and a proposed hotel at the Western Heights and visitor facilities within a restored Drop Redoubt. The terms of the resolution provide for financial contributions of up to £5 million towards the improvement of the eastern end of the Western Heights, centred on the Drop Redoubt.

## **Masterplan**

The masterplan has eight cross cutting themes which work together to create a sense of cohesion and purpose to the site. The key themes are:

- Regeneration Context
- Heritage Management and Restoration
- Landscape and Ecology
- Development Opportunities
- Access and Movement
- Interpretation
- Views (in and out of the site)
- Community Involvement.

The masterplan provides context to, and a framework for, the sustainable future of the Western Heights in order to retain and, where appropriate, to enhance its historic significance and to develop a sense of coherence for the site as a whole.

The starting point will always lie in the recognition of the significant heritage value of the site. The proposed way forward also emphasises enriching the ecology and biodiversity of the site and providing opportunities to encourage people to visit and enjoy it. The masterplan presents a coherent strategy for future appropriate development by identifying areas that would be considered either suitable or unsuitable. Respecting the significance of the fortress by ensuring that the increased

vibrancy from new and sustainable uses will reinforce its sense of place, support heritage restoration and management, and encourage community involvement.

The vital priority is to establish a governance model which should be tailored to the achievement of the masterplan objectives (see 2.6) and be capable of promoting a coherent programme of action, whilst bringing together stakeholders, decision makers, regulatory bodies and the community within a consensus building, partnering ethos to properly represent their interests.



## 1 Vision

**1.1** Previous studies, policy background and stakeholder consultation have all recognised the need for a new vision for the Western Heights.

**1.2** The site has experienced decline and this is an opportunity to bring about change. The new vision seeks to act as the touchstone that will generate and sustain a momentum for change, integrating with and contributing to Dover's regeneration agenda. It signposts the route to arresting and, where practicable, reversing the deterioration in the condition of the fortifications and their setting. The long term vision provides the contextual approach to shape the future of the Western Heights.

### *A New Vision for the Western Heights*

*Our vision is to enhance the Western Heights as a destination of national and international significance that complements Dover's other heritage attractions. A sustainable future will be created by unlocking the value of its military heritage and its unique setting and widening its appeal as a strategic location for inward investment. Local people and organisations will be empowered to play an active role in the stewardship of the landscape and its heritage.*



## 2 Background and Key Findings

### Location and Status

**2.1** The Western Heights fortifications are located along the crest of a steep chalk ridge, directly to the west of Dover town centre and overlooking the harbour. The Scheduled Monument is on the Historic England 'At Risk' register and is identified in the top ten priority sites in the South-East.

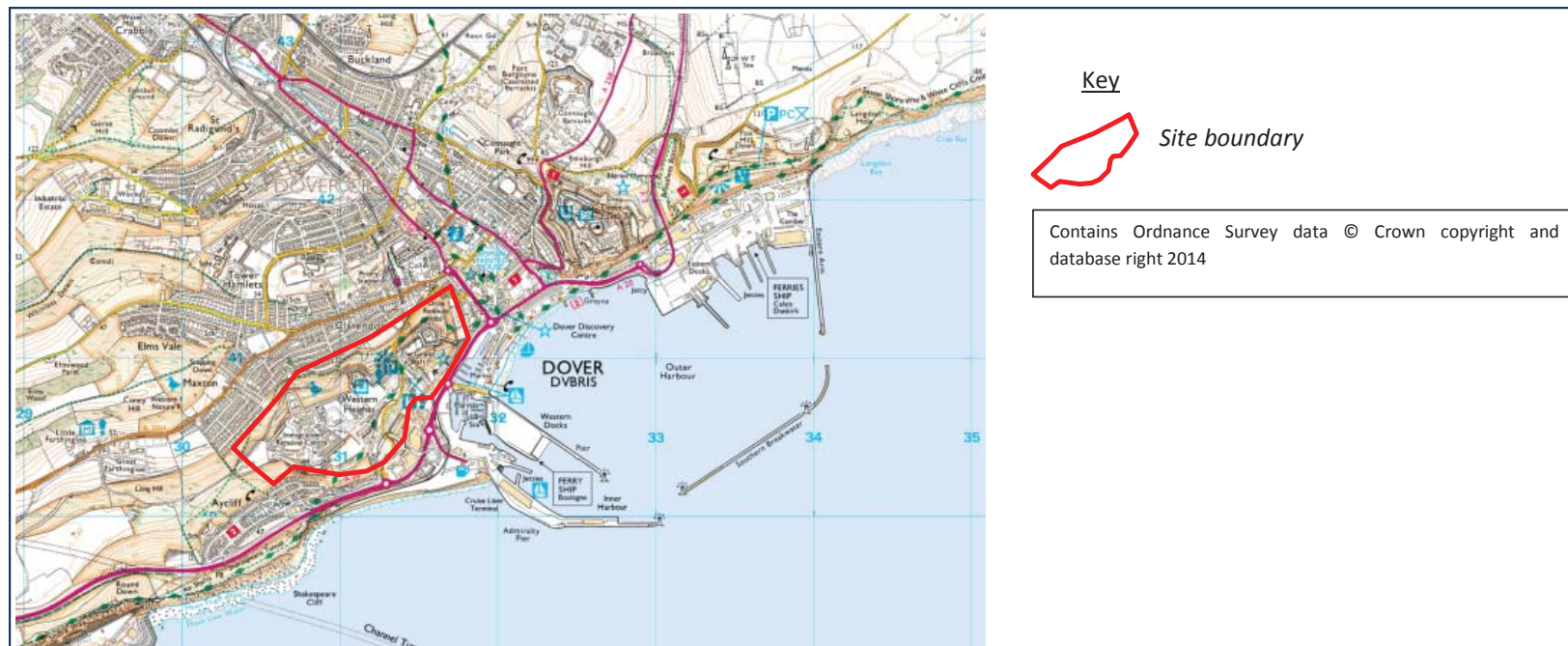


Figure 1 Location Plan

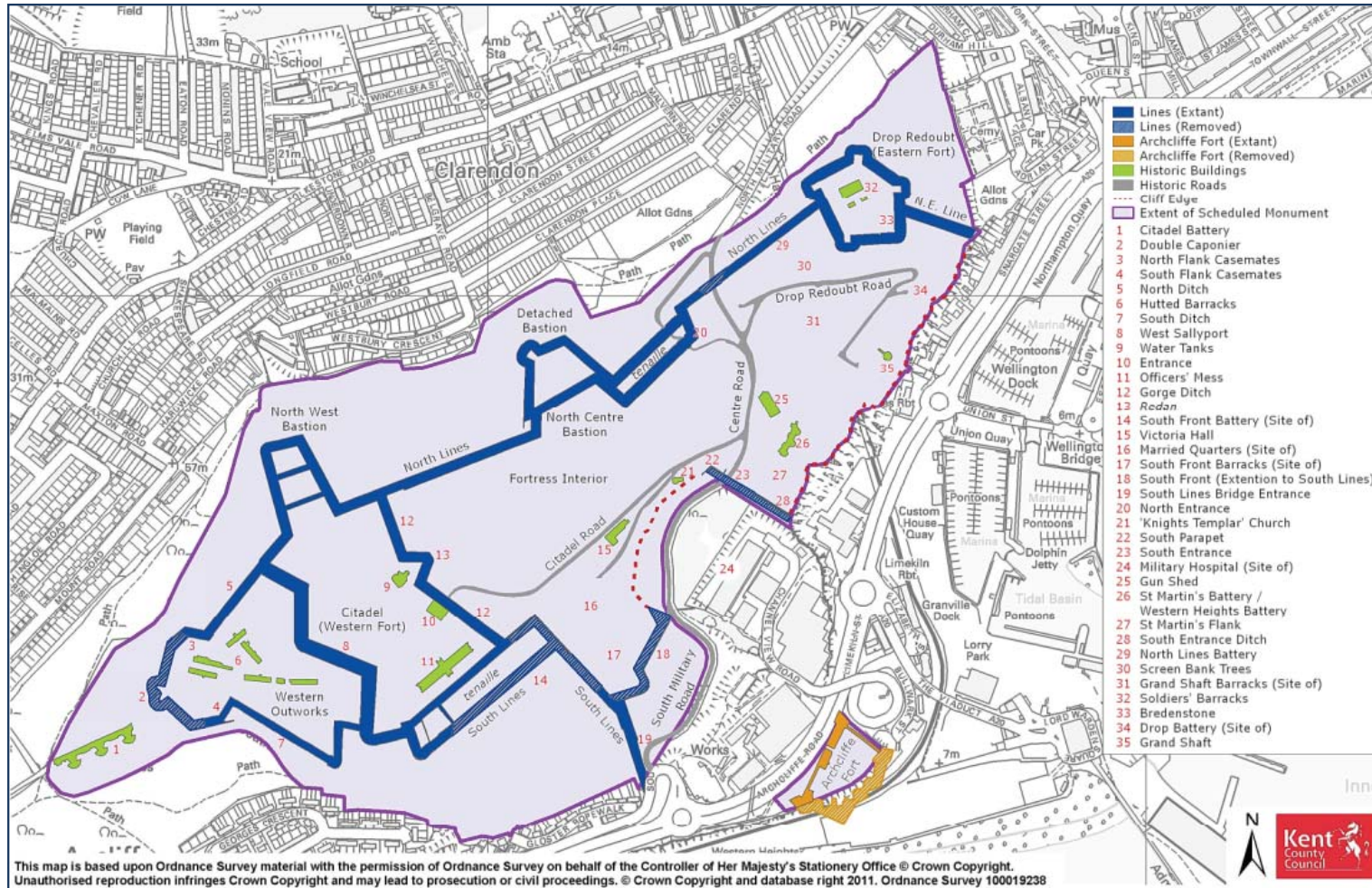


Figure 2 Masterplan: Historic Context (reproduced from original plan by Kent County Council)



## The Project

**2.2** Capita was commissioned by Kent County Council and Dover District Council in January 2014 to provide services in support of the Dover Western Heights masterplan project.

**2.3** The masterplan was part funded by the European Union's Interreg IVC Programme.

**2.4** The AT FORT partnership – also part-financed by the European Union's Interreg IVC programme – includes 11 European partners who are local and regional authorities, public bodies and knowledge institutions with experience in fortified heritage re-use. AT FORT builds on these partners' experience and transferable know-how to develop practices and policies.

**2.5** One of the partners is Medway Council, with Kent County Council providing support and representing in particular Dover Western Heights.

**2.6** The project is to develop a masterplan for the Western Heights that is suitable for adoption by Dover District Council as a Supplementary Planning Document (SPD) – see section 3.3.

**2.7** The purpose of the masterplan is to provide context to, and a framework for, the sustainable future of the Western Heights in order to retain, and where appropriate, enhance its historic significance and to develop a sense of coherence for the site as a whole.

**2.8** Taking the lead from the Dover Core Strategy,<sup>(5)</sup> the masterplan sets out to be

### **Ambitious for the Future, Sensitive to the Past**

**2.9** A range of sources have been reviewed in producing the masterplan. The Built Heritage Conservation Framework for Dover Western Heights<sup>(6)</sup> (BHCF) forms an important framework. Its purpose is to synthesise the understanding of the development of the site, to assess its significance and describe the main issues which affect those significances, making recommendations on how to preserve or enhance them. More detailed information can be found within the BHCF.

**2.10** Research through the AT FORT Partnership<sup>(7)</sup> has provided valuable background, ideas and concepts in support of this masterplan.

5 Dover District Local Development Framework Core Strategy. Adopted February 2010

6 Built Heritage Conservation Framework for Dover Western Heights., A report to Dover District Council, English Heritage and Kent County Council. Liv Gibbs BA MA (Cantab.) Ph.D. February 2012

7 AT FORT. <http://www.atfort.eu/node/6>

**2.11** The masterplan is further supported by a Strategic Environmental Assessment<sup>(8)</sup> and a Baseline Report<sup>(9)</sup>. The Baseline Report can be referred to for more detailed information including a full description of the condition and significance of the heritage features.

**2.12** Stakeholder Consultation has been undertaken – see section 3.5. Further details are provided in the Baseline Report<sup>(10)</sup>.

### Supplementary Planning Documents

**2.13** In line with paragraph 153 of the National Planning Policy Framework (NPPF)<sup>(11)</sup>, the masterplan has been adopted as a Supplementary Planning Document (SPD). Paragraph 153 of the NPPF notes the ability to review the Local Plan, where clearly justified,

*‘... in whole or in part to respond flexibly to changing circumstances’.*

**2.14** Supplementary planning documents (SPD) should be used where:

*‘...they can help applicants make successful applications or aid infrastructure delivery, and should not be used to add unnecessarily to the financial burdens on development.’*

**2.15** The SPD should build upon and provide more detailed advice or guidance on the policies in the Local Plan.

### The Western Heights Today - Key Findings

**2.16** Previous studies (BHCF and the AT FORT Self Analysis Report<sup>(12)</sup>) have illustrated the scale and extent of the decay and dilapidation of the Western Heights fortifications. The studies portray the reality that represents the ‘At Risk’ status of the Scheduled Monument and the significant compromise to its heritage value that flows from it, which is evidenced in the Baseline Report.

**2.17** The issues that characterise the site are inter-related and incorporate the following aspects:

#### Designations

**2.18** Change at the Western Heights must always be judged against the potential harm that may result to its heritage, landscape and biodiversity assets that are protected by designations, with associated consent requirements.

8 Dover Western Heights Masterplan, Strategic Environmental Assessment. Capita, September 2014.

9 Dover Western Heights Masterplan, Baseline Report. Capita, October 2014

10 Dover Western Heights Masterplan, Baseline Report. Capita, October 2014.

11 National Planning Policy Framework Department for Communities and Local Government 2012

12 AT FORT Self Analysis Report on behalf of Kent Stakeholders Group. October 2012

## Fragmentation

**2.19** Multiple-ownership, use and land management differences militate against a co-ordinated strategy for and management of the site; heritage and landscape restoration; biodiversity enhancement; improvements to navigability, permeability and interpretation and building on community involvement.

## Accessibility (perceptual and physical)

**2.20** By virtue of its very nature, and exacerbated both by its poor condition and multiple-ownerships, both access to and through the site and its component features, and the ability to view and appreciate it, is compromised. This needs resolution through a coherent programme of restoration, improvements and management.



Decaying Bridge near North Entrance

## Scale and Condition

**2.21** Years of insufficient funding and the lack of any coherent management strategy have proved incapable of fully addressing the scale and complexity of the site, resulting in accelerating dilapidation and a general feeling of neglect. It is critical that a step-change in momentum is made to meet the scale of challenge, reverse the decline and introduce vitality.

Encouragement of inward investment from which improvements and enhancement of heritage, landscape and biodiversity assets and access can flow, is needed.

### Regeneration

**2.22** It is widely recognised in relevant spatial policies and strategies that the Western Heights has a crucial role to play in the town's regeneration agenda, not only individually, but also in combination with adjacent areas. There is a synergy that can be exploited over the varying timescales of development enabling differing priorities to be brought forward.

**2.23** The principal effects of these issues on the various aspects of the site are explored in this masterplan.

### Heritage

**2.24** Dover has a particularly rich military history and contains a number of historically significant fortifications, including the spectacular and powerful fortifications at the Western Heights. They have long been one of the key defensive sites of Dover and the south coast of England and they represent one of the largest and most elaborate surviving examples of nineteenth century fortifications in England.



Looking toward Dover Castle from the Detached Bastion

**2.25** The fortifications at Western Heights are protected by virtue of the site's designation as a scheduled monument. Further protection is afforded to the Citadel's Officers' Quarters and the Grand Shaft, which are both Grade II listed, and the whole site is a designated a Conservation Area.

**2.26** The Scheduled Monument designation recognises the national significance of the overall site. Individually, many of its key components are of exceptional significance, namely: The

Citadel Battery, Western Outworks, Citadel, North Centre and Detached Bastion, North Entrance, Grand Shaft, Drop Redoubt and the North East Line (see Figure 2).

**2.27** Stretching over 1km of the ridgeline, and extending deep into the hill, the scale and complexity of the fortifications are both inspiring and daunting.

**2.28** The site was in continuous military occupation over a period of some 170 years. It evidences an exceptional record, which is unique in scale in the UK, of adaptation and the skill of a succession of engineers in responding to the changing approaches to systems of defence and the changing conditions for military personnel over that time.

**2.29** Since WWII, the fortifications have fallen into disrepair, decline and invasion by scrub and woodland. Demolition and vandalism have added to the general aura of neglect.

**2.30** The Western Heights are of nationally significant heritage value, both for the individual components, as well as the whole site. This means that any changes at the site must be considered both individually and within the context of the site as a whole to evaluate whether they would cause any harm to the Scheduled Monument, Listed Buildings or Conservation Area and, if so, whether that harm is justified in terms of paragraphs 132 to 134 of the NPPF.

**2.31** Some existing development can be considered harmful to the monument's heritage value. In particular, facilities constructed for Ministry of Justice uses within the Citadel and

the associated fencing, security features and cameras around it, adversely impact on both the heritage and the setting of the adjacent Area of Outstanding Natural Beauty, whilst car parking and housing development intrude into the fortress interior.

**2.32** Moreover, vegetation encroachment is both causing direct physical damage and limiting the ability to appreciate the layout strategy and operation of the fortifications.



Colonising woodland, South Military Road

**2.33** Today, the significance of the site is compromised by its poor condition that has its root causes in uncoordinated and under-resourced management.

**2.34** The existing fragmented ownership and management of the site directly contribute towards:

- the deterioration and decay of historic fabric;
- poor access provision to and around the fortifications and permeability through the site;
- lack of public awareness or appreciation and cohesive interpretation;
- lack of invitation, indeed deterrence, to visiting the site; and
- the limited public profile of the Western Heights.

### Ownership and Management

**2.35** The site is currently in multiple ownerships, which are mainly divided between four public bodies - Historic England, Dover District Council, Dover Town Council and the Ministry of Justice. There is a clear lack of overall management or a proactive mechanism for communication between all the interested parties, meaning that varying management regimes are undertaken without the benefit of a common agenda.

**2.36** The existing secure use of the Citadel by the Ministry of Justice, as an Immigration Removal Centre, occupies a significant area of the site. General access by the public is excluded and associated fencing and surveillance cameras have

negative associations for potential visitors to the site. The long-term intent of the Ministry of Justice regarding its occupancy unknown.



Modern security at the Citadel

**2.37** In addition, current funding and the availability of resources are insufficient to halt the decline in the condition of the site.

**2.38** Community involvement, however, principally through the offices of the Western Heights Preservation Society (WHPS) and the White Cliffs Countryside Partnership (WCCP) has an important role in the promotion and practical management of the site's structures and its landscape.

### Planning Context

**2.39** The planning history of the Western Heights indicates a generally restrictive approach towards development, although more recently the policy context set out in the Core Strategy, Heritage Strategy<sup>(13)</sup> and Land Allocations Local Plan (2015) is more encouraging to the opportunities that can be afforded by appropriate development. Nevertheless, the consideration of potential harm to the designations (heritage, biodiversity and landscape) that apply to the site and its setting remains a key factor in determining its appropriateness.

**2.40** The Core Strategy recognises the Western Heights as an underused heritage asset and promotes the principle of new uses and improved management that would achieve a more productive use of the fortifications, increase its appreciation and understanding and improve its physical condition. The Land Allocations Local Plan identifies a range of objectives to be met in any development proposals put forward.

**2.41** The Land Allocations Local Plan contains a specific policy for the Western Heights.

**2.42** The Council will establish a comprehensive framework for the conservation management of the Dover Western Heights Fortifications Scheduled Monument and Conservation Area. The framework will take the form of a masterplan to be adopted as a Supplementary Planning document.

**2.43** The masterplan should identify and take account of any already committed development proposals, but cannot allocate sites for development. Neither can it promote development that is incompatible with Development Plan Policy, or a specific scheme or type of development.

**2.44** Where there is considered to be development potential that is in accordance with Policy and which is capable of being implemented, the masterplan shows this and sets out the objectives to be achieved through development. Conversely, it also identifies other areas where development is likely to significantly harm the heritage value of the site. In these areas, development would not generally be considered appropriate, unless (in exceptional circumstances) it can be demonstrated that the public benefit would outweigh the harm.

**2.45** On 13th June 2013, Dover District Council's Planning Committee resolved to grant planning permission for a mixed-use development at Farthingloe and Western Heights (DOV/12/00440) - the majority of the development being at Farthingloe. The scheme has now received planning consent. This scheme includes 31 residential units at the Western Heights together with a hotel and visitor facilities within a repaired Drop

Redoubt. The terms of the resolution provide for financial contributions of up to £5 million towards the improvement of the eastern end of the Western Heights, centred on the Drop Redoubt. It is important that if these actions progress, they are taken forward within an agreed masterplan for the site as a whole.

### Landscape and Ecology

**2.46** The military function of the fortifications is vitally expressed through the commanding location of the ridgeline overlooking the town and harbour, with views across to the castle and west towards Folkestone. Reprofiting of the surrounding slopes - to enhance their steepness – was an intrinsic part of the construction of the massive defence works and management to retain their openness led to the development of chalk grassland, which complements the site. The landscape characteristics, ecology and heritage value of the military site are therefore intrinsically connected.



Subterranean defensive works that lie beneath the colonising mantle of invading vegetation

**2.47** Despite its ridge-top location, the siting of the largely subterranean defensive works that lie beneath the colonising mantle of invading vegetation means that the fortifications permeate rather than dominate the landscape. The fortified structures are powerful elements, but create a strong sense of place at only a localised scale. To the untrained eye at least, their presence in the wider setting is modest.



**2.48** The sweeping and impressive views from the ridge-top location, both landward and seaward, are a key feature although obscured in parts by woodland. The Draft Dover Strait Seascape<sup>(14)</sup> Assessment includes the Western Heights within the Dover Port, Harbour and Historic Defences Character Area.

**2.49** The broad expanse of green slopes around the monument forms a notable backdrop to the town, making a key contribution to Dover's urban identity. The slopes also provide large areas of open space. The majority of the slopes are designated as a Local Nature Reserve and a Local Wildlife Site for its unimproved chalk grassland, which is a priority habitat.



View toward the Drop Redoubt from the A20 near the harbour (copyright Google 2014)

**2.50** Protected species are present, or likely to be present, within the site and within the structures, including bats (which are internationally important), invertebrates, badgers, and reptiles.

**2.51** WCCP started to re-introduce grazing animals to the slopes in 1990. Recently, with the aid of Heritage Lottery funding through the 'Up on the Downs' Partnership', WCCP have carried out selective scrub and tree clearance, on the Western Heights.

**2.52** The landscape and ecology qualities are key assets at the Western Heights, both in their own right as well as for their intimate relationship with the heritage value of the site. They are considerably sensitive to the management regimes that are applied and to the changes that may come as a result of restoration and development.

**2.53** Whilst affording a degree of habitat diversity to the site, the succession to scrub and woodland that is occurring over large areas is detrimental to the chalk grassland interest. It also brings with it a blurring of the legibility of the landscape and weakening of its condition. Consequently, the masterplan identifies areas for vegetation management and removal, subject to any legal constraints (protected trees, protected species).

### Access and Movement

**2.54** The Western Heights can be accessed from the strategic (trunk) road network via a roundabout connection to the A20 immediately south of the site and the town centre and the county network via Folkestone Road / York Street junction to the north.

**2.55** The internal road network, which is little changed from the original military layout, comprises a single, steep crossing over the ridge with spurs to east and west near the summit. It is currently lightly trafficked with some spare capacity.

**2.56** Public transport is limited to a low frequency bus service (3 times daily) which runs through the site to the town centre. Dover Priory railway station (high speed rail link) is located within walking distance to the north, via a steep, low grade footpath link.

**2.57** Parking is limited to two locations accessed from the South and North Military Roads, with some informal on-road space. The Citadel is served by a private parking area outside its gates. Opportunities to introduce new parking facilities are constrained by heritage considerations and topography.



View across St Martin's Battery car-park; note cruise ship in harbour

**2.58** Whilst there is open access to some of the heritage areas, many parts of the fortifications are not open to visitors, except on open days organised by the Western Heights Preservation Society, and are generally inaccessible to people with impaired mobility.

**2.59** There are a number of trails and informal paths, but extended access is more difficult, due to the barrier effect of the defensive works, the steep topography and current uses of the site, together with the variable quality of signage.

**2.60** The site is well used for informal recreation, although it suffers from vandalism and other anti-social behaviour.

### Stakeholder Consultation

**2.61** Stakeholder consultation, in the form of a questionnaire and a workshop, was carried out between March and June 2014. The main comments resulting from the workshop were:

- The landscape character is changing adversely.
- The heritage fabric is deteriorating.
- Coherence and legibility of the site is compromised.
- An injection of vitality is required to arrest and reverse decline.
- The national significance of the heritage asset demands investment and deserves the ability to be appreciated for itself and its context.
- Heritage interest alone will not enable restoration, compromises need to be made to optimise value and deliver a future.
- Different parts of the site can accommodate change to differing degrees.
- The views are impressive, but not always readily available.
- Site security is an issue.
- Accessibility has positive and negative aspect.
- Improvement of the site will be very costly.
- Current use of the Citadel inhibits coherent regeneration.

### Objectives of the Masterplan

**2.62** The key findings provide direction for the following set of objectives that underpin the masterplan proposals. The starting point will always lie in the recognition of the heritage value of the site. Equally, a balanced, integrated approach is needed because of the interaction between the issues. The flexibility this brings will help optimise the delivery of benefits. It will further promote the necessary respect for the significance of the fortress by ensuring that the increased vibrancy from new and sustainable uses would reinforce its sense of place, support heritage restoration and management and encourage community involvement. The masterplan will:

- use the historic character to inform any future development and any other site improvements;
- retain the openness of the interior of the Scheduled Monument, particularly between the Citadel and the Drop Redoubt, which is an essential part of its heritage character;
- promote awareness and understanding of the fortifications in conjunction with the other heritage assets in Dover. This will be achieved through public and voluntary partnerships to coordinate management, devise a programme of improvements and seek funding;
- increase the profile of the fortifications as part of the Dover offer of 'defence themed' visitor attractions, through restoration, improved accessibility and interpretation facilities;
- encourage greater public access to and interpretation of the fortifications;

- encourage appropriate development proposals, particularly those which support tourism and encourage additional visitors;
- support new and sustainable uses that reveal the significance of the heritage and strengthen the internal relationships between its component parts; and
- Develop and implement an Integrated Heritage and Green Infrastructure Management Plan to ensure that the site's ecological and landscape value informs any site improvements and development and, where not in conflict with the cultural heritage of the site, such value is increased; (see section 4 for details).

Adoption of the Vision and its supporting masterplan by decision makers, stakeholders and the community will be a key step in reducing the risks to the integrity of the monument and its setting, realising its potential and promoting a vibrant future for the site.

### 3 The Masterplan

**3.1** Figure 3 illustrates the masterplan's eight cross cutting themes which respond to the objectives set out in the previous section. These provide a holistic approach to the masterplan working together to create a sense of cohesion and purpose to the site.

**3.2** The plan on the following page illustrates the site context from which the masterplan's eight themes have been further developed. This model, and the themes that flow from it, are not

intended to present specific schemes or proposals, rather a series of key enabling actions. In addition to the core heritage theme, the key themes are:

- Regeneration Context;
- Heritage Management and Restoration;
- Landscape and Ecology;
- Development Opportunities;
- Access and Movement;
- Interpretation;
- Views (in and out of the site); and
- Community Involvement.

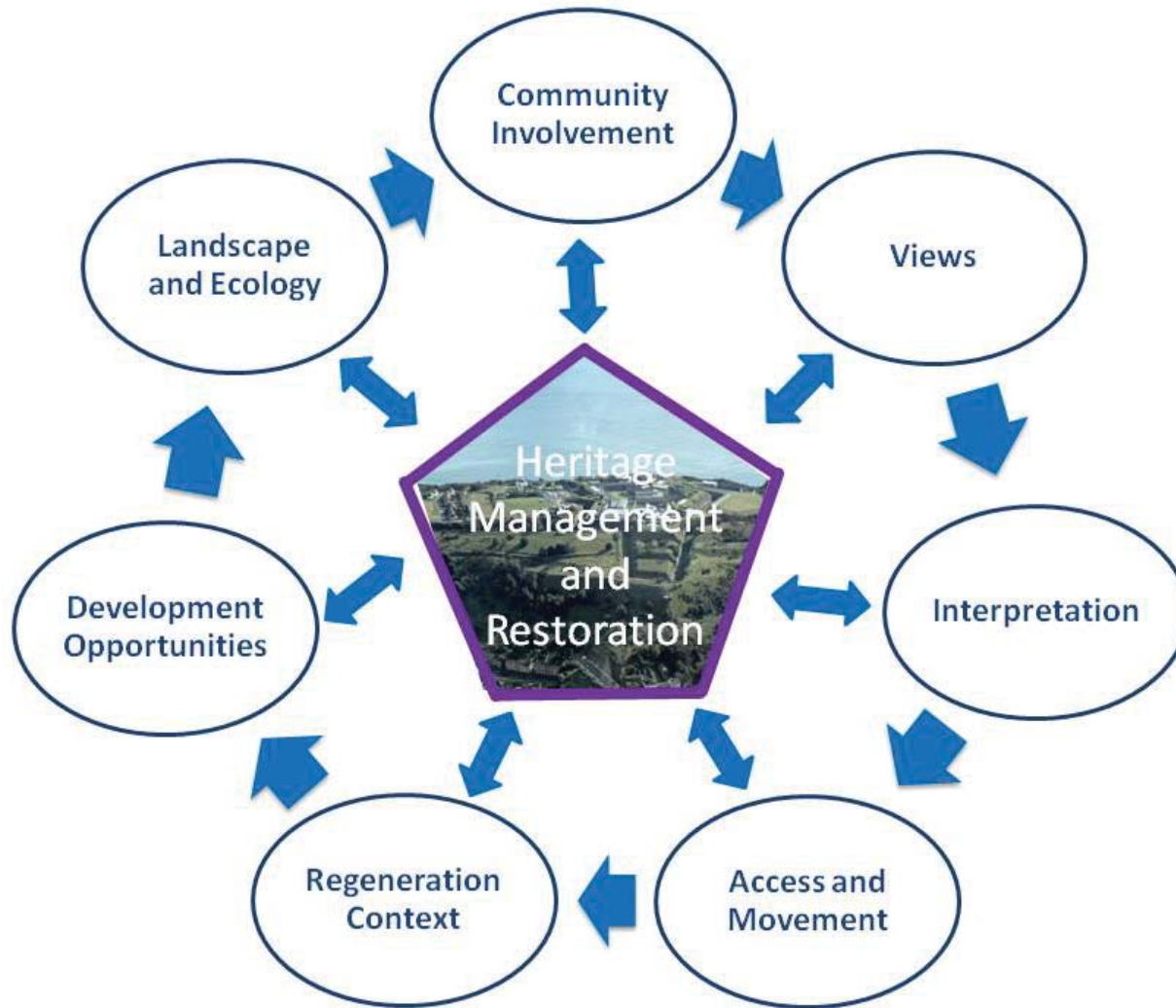


Figure 3 Masterplan Themes

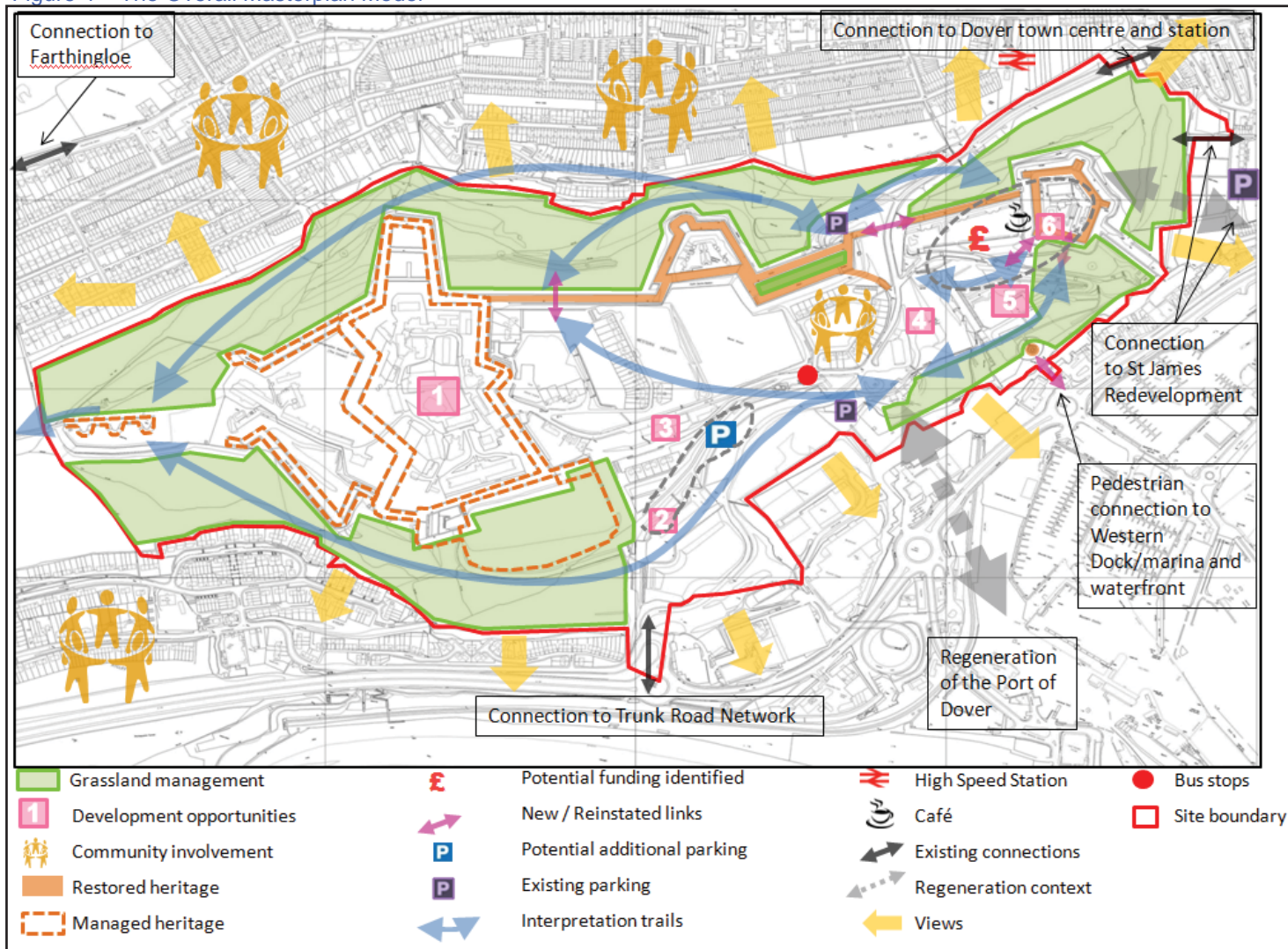


Figure 4 The Overall Masterplan Model





## 4 Masterplan Themes

**4.1** Each of the themes identified in Figure 4 is developed further in this Chapter. The aspects that were identified in the baseline study are summarised and some key actions are set out and illustrated.

### Regeneration

#### The Context

**4.2** Relevant spatial policies and strategies generally recognise that this heritage asset, both on its own account and in combination with the wealth of other opportunity sites in Dover, has a crucial role to play in the town's regeneration.

**4.3** The Western Heights, however, is currently underutilised, and undervalued, with widely perceived negative perceptions.

**4.4** The Dover District Heritage Strategy was commissioned by Dover District Council to ensure that the heritage of the District plays a clear role in shaping any future regeneration, development and management decisions. The aim of the Strategy is to enable Dover District Council to achieve its objectives for the protection and enhancement of the historic environment as set out within the District's Core Strategy.

**4.5** The Land Allocation Local Plan includes a specific policy to establish a comprehensive framework for the conservation management of the Western Heights fortifications Scheduled

Monument and Conservation Area. It states that the framework for delivering the policy will take the form of a masterplan, to be adopted as a Supplementary Planning Document

**4.6** Further, the Plan shows adjacent strategic allocations in the Adopted Core Strategy, at the Dover Waterfront and Mid-Town, whilst further 'Areas for Change' are also located in proximity to the north and east of the site.

#### Neighbouring Regeneration

**4.7** The Dover Harbour Board is promoting an increase in its powers through the Dover Harbour Revision Order (2014), to enable it to deliver its commitment to play a major role in the regeneration of the harbour and the town, including establishing a community fund. A multi-million pound redevelopment of the Western Docks is proposed, consisting of a new multi-user cargo terminal. A new marina is also proposed. Between the terminal and the waterfront, a buffer area would support leisure uses. In turn, the new terminal development would allow new and enlarged capacity for ferry and cruise passengers at new berths at the Eastern Docks. Most importantly, the Harbour Board wants to continue to engage with the community and stakeholders.

**4.8** This would provide a catalyst for the revival of the adjacent Dover Waterfront, which is identified by Dover District Council as a key element in the wider transformation agenda for the town. The Waterfront has the potential to become a strong visitor attraction of regional significance, offering residential, hotel and conference facilities, restaurants and bars, retail, commercial and tourism and leisure uses.



View of the Western Dock from St Martin's Battery (copyright KCC)

### Key Actions

**4.9** Crystallising the regeneration synergy that exists between sites in Dover will enhance the town as a visitor destination.

**4.10** Not only will these combined schemes bring significantly increased footfall within direct view of the Western Heights site, their wider socio-economic commitment to Dover can be harnessed for the benefit of the nationally significant heritage on their doorstep. This would represent a symmetry across time, with the modern port helping to protect the fortifications which were constructed to protect it in ages gone by.

**4.11** In addition, there are opportunities to improve connectivity between the Western Heights, the town centre, the station, waterfront and western docks.

**4.12** This could involve introduction of a circular shuttle-bus route, linking the regenerated harbour's tourist, leisure and retail facilities with the town centre and the station – via the Western Heights. This would help open up access to the site to people unable to use the Grand Shaft staircase.



View of the St James redevelopment site (in the foreground) from the Drop Redoubt

**4.13** A link between the harbour and the Western Heights, possibly utilising the Grand Shaft staircase should also be provided. Clear signposting from the harbour would encourage visitors to go and see what is on offer at the Western Heights.

**4.14** Promoting the visitor interest of the Western Heights at the waterfront facilities and other sites, including Dover Castle, is also an important element for this approach. The masterplan

seeks to emphasise the focus of the regeneration effort around the Drop Redoubt.

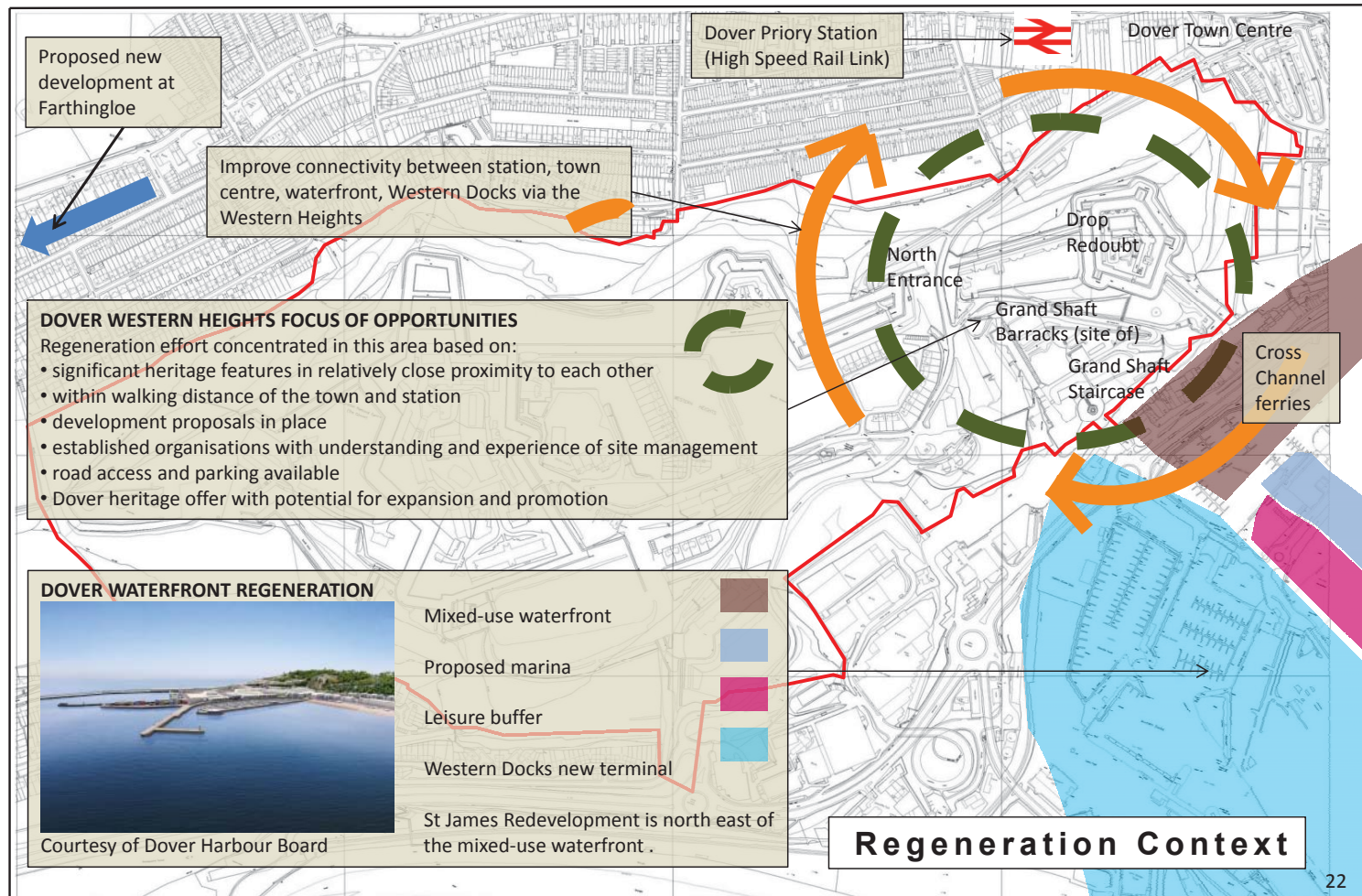


Figure 5 Regeneration Context Theme Plan

## Heritage Management and Restoration

**4.15** This section examines the overall conservation management of the site and key restoration targets. The Historic Characterisation Area sheet (Figure 6) summarises the timeline for development of the fortifications, makes brief observations on their condition and recommendations for action and provides an assessment of the opportunities and constraints for the whole site.

**4.16** The poor condition of the Western Heights has meant that the monument is on the Historic England 'Heritage at Risk' Register and it has become one of their top ten priority sites in the south-east. Priority sites are those that have been identified as needing additional support to save them for the future.

### The Context

**4.17** A variety of landowners are responsible for the site. The multiple ownerships, use and management differences that now characterise the site manifest themselves on the ground.

**4.18** A substantial number of repairs are required both to maintain existing public access in order to address health and safety problems and to provide more inclusive access. Various

areas in and around the Western Heights require urgent attention in the short term in order to make the buildings safe, weather-tight and usable, and to prevent further acceleration of decay of the historic fabric. The key areas of concern are:

- the un-controlled growth of vegetation causing both physical damage and loss of identity; and
- the variable condition of the standing structures across the site and the accelerating rate of decay.

**4.19** Currently, public access into the structures is limited due to:

- the physical form of the defensive works and removal of the original bridge accesses to the entrances to its interior;
- significant health and safety risks;
- the variable condition of the buildings and structures; and
- lack of on-site services and lighting.

**4.20** This prevents a coherent understanding of the historic importance of the fortifications.

**4.21** The structures and surrounding features are known to support hibernating and swarming bats.

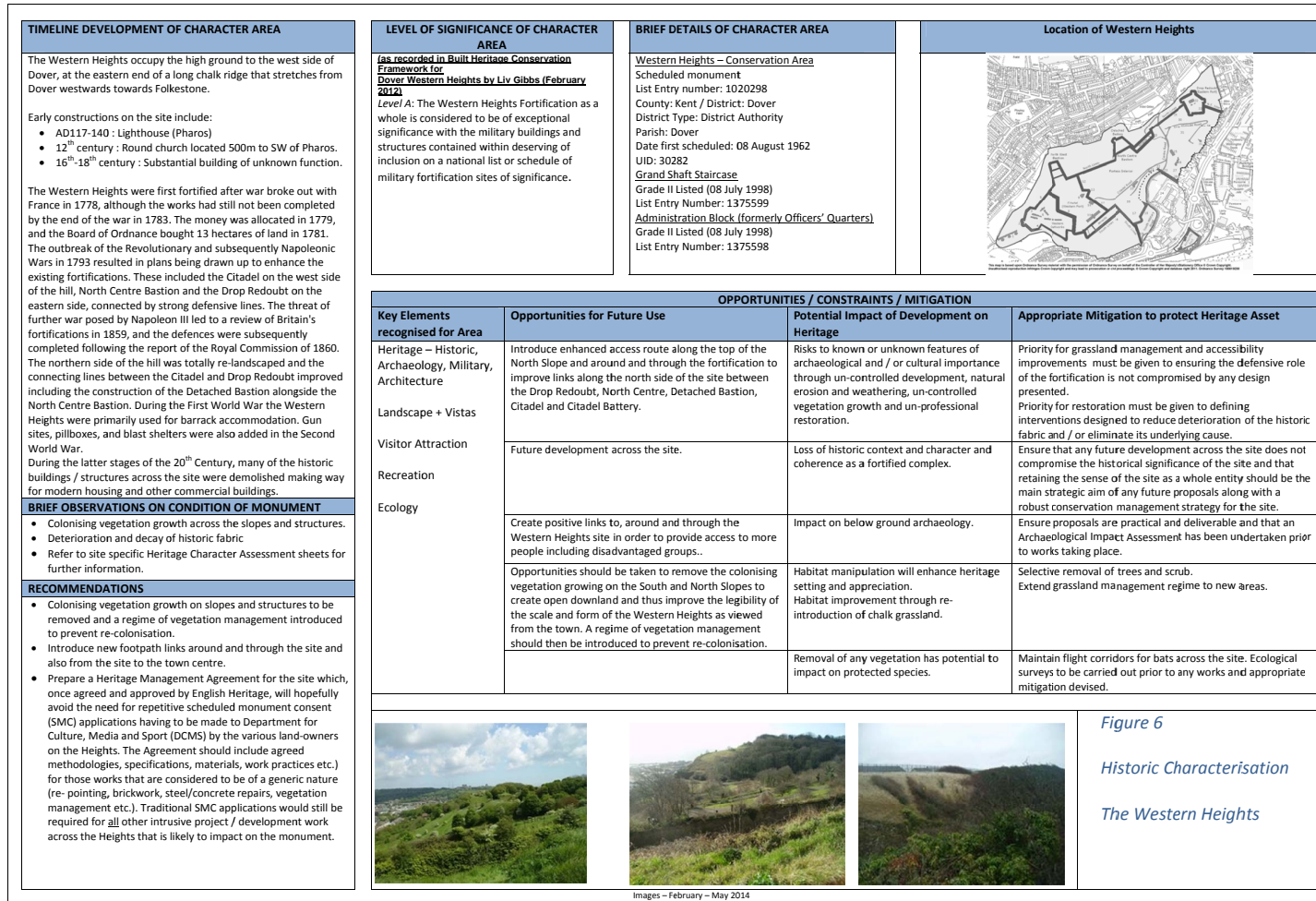


Figure 6 Historic Characterisation: The Western Heights

## Key Actions

**4.22** There is a need to address the health and safety concerns, and to carry out vital conservation work to secure its heritage significance. Further, where practicable and cost-effective, public access should be provided into the structures.

**4.23** In order to effectively manage change, it is vital that a site wide co-ordinating body should be constituted to steer strategy, set standards, promote profile and encourage participation – see also section 5.2- Governance and Communication.

## Heritage Management

**4.24** A Heritage Management Agreement (HMA) should be put in place to plan and prioritise works and to direct the day-to-day management and development of the site. This would provide benefits for the various current owners and any future users or management/works teams including:

- clarity on what works can be performed and the process to advance them;
- agreed specifications for works;
- reduction of time required to plan and perform works; and
- clarity on the role and accountability of partners.

**4.25** The Heritage Management Agreement would have the following objectives:

- To provide a partnership-based approach to the site's heritage, drawing interested parties together to discuss and agree a sensible regime of management over a fixed period of time, based on a clear understanding of the significance and sensitivity to change of the Scheduled Monument. This will help to generate consensus and resolve conflicts between parties and will establish good working relationships with the relevant bodies.
- To set out what works can be undertaken on the asset(s) over the lifetime of the agreement to bring clarity and consistency of approach. It is anticipated that there will be cost benefits brought about by the reduction in the number of Scheduled Monument Consent applications needed.
- To influence others responsible for associated costs.
- To remove uncertainty and increase understanding and accountability.
- To avoid repetition of past errors.

**4.26** The suggested partners for the HMA would be Historic England; Kent County Council; Dover District Council; the Ministry of Justice; Dover Town Council; CGI; the Western Heights Preservation Society; and the White Cliffs Countryside Partnership, whilst also accommodating community representation.

## Management and Maintenance Plan

**4.27** Further to the HMA, a ten year Management and Maintenance Plan should be prepared for the Western Heights covering the historic standing structures, drainage, services,

military features, archaeology, ecology and landscape across the site. It would set out a schedule of works, drawing on this masterplan, existing heritage policy and standards including policies set out in the BHCF.

**4.28** It should consider all aspects of the building fabric (both historic and modern), storage (of materials, equipment and health and safety items), site security, maintenance and management responsibilities, the frequency of inspection/work and the estimated annual costs for each item of work.

**4.29** Figure 7 illustrates this process.

### Restoration

**4.30** The scale of the fortifications and extent of dilapidation demand a staged approach to restoration, so that available funding is put to the most effective use and is seen to 'make a difference'.

**4.31** The Drop Redoubt and the North Entrance are considered priority candidates in this respect. They are the most advantageously located for access by road and public transport (bus and train) and also have existing parking facilities. Importantly too, their location lies within the focus of the current (CGI) proposals for hotel and residential development at Western Heights, whilst also overlooking the town and harbour and the associated regeneration prospects - see Figure 5. Moreover, the Drop Redoubt is targeted to receive funding for heritage

restoration from the CGI proposals - see also p27- and is already the centre of attention of the Western Heights Preservation Society activities and their open days.

**4.32** The North Entrance, which is in English Heritage management, was once the main entrance into the fortification, and it underwent sophisticated re-modelling in the mid- 19<sup>th</sup> century. It has remained boarded up and unused for half a century since being by-passed by modern road works. The new highway alignment also severs it from the eastern end of the site.



The North Entrance Tunnel



**4.33** There are significant health and safety risks associated with the tunnels, staircases and drops. Bridge access across the Lines to the north is extensively decayed. Unauthorised entry has also resulted in vandalism.

**4.34** Public access should be provided into the Drop Redoubt and uses introduced to make the Drop Redoubt the 'anchor' feature of the Western Heights, with enhanced links to the rest of the site.

**4.35** Its restoration would mean that the important and interesting heritage of the Drop Redoubt and the remarkable views across to the castle and harbour, which currently can only be enjoyed by visitors during pre-arranged events, would be made available to a wider audience.



The Drop Redoubt

**4.36** The proposals within the current CGI Western Heights and Farthingloe planning permission will provide a vital injection of capital funding towards restoration, focused in the Drop Redoubt. This will bring physical change to the site and provide associated vitality. If the CGI scheme does not go ahead and replacement developers do not come forward, then equivalent replacement funding would be required from other sources, perhaps using regeneration synergies and / or grant funding.

**4.37** Specific work on the Drop Redoubt – illustrated on Figure 9 - include:

- construction of a new bridge across the Outworks (at the original location) to provide safe and convenient access across to the interior for pedestrians and light vehicles;
- works to improve health and safety issues, which may include signage and fencing at appropriate locations;
- laying of services into the Redoubt;
- provision of linkages to enable access into and out of ditch level;
- creation of a new (low level) link through the ramparts on the line of the existing foot tunnel giving access into the Outworks and permitting more inclusive use of the ditches and lines; and
- provision of a serviced space within the Redoubt with fixtures for a demountable structure for events.



New bridge, Fort Amhurst Chatham (photograph taken by Colin Godfrey)

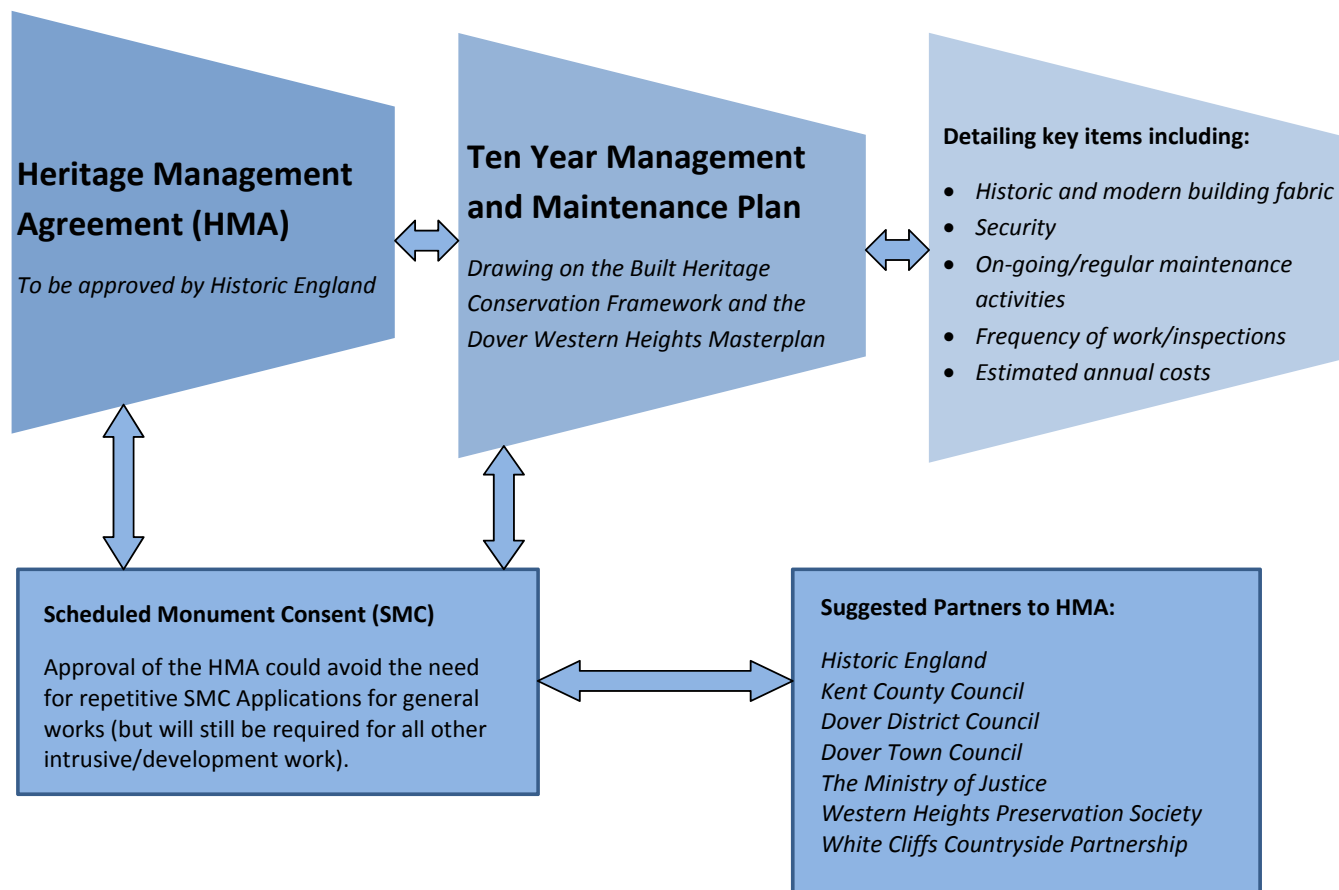


Figure 7 Heritage Management Agreement Process

- Selective clearance of vegetation from the sculpted earthworks surrounds to make the Redoubt more visible in views from the town and the harbour;
- construction of a Western Heights visitor facility (information centre/ café) on the eastern side of the fortress to serve the Drop Redoubt;
- re-use of existing rooms within the Drop Redoubt for new uses such as:
- offices/workshop space and visitor information facility in the former officers' quarters and guard room;
- holiday accommodation in the former soldiers' quarters;
- Selective display space on the Parade Ground.



Fort Altena, Dutch Waterlines, Holland

- new uses for the internal areas to provide revenue generation, such as weddings, corporate use, displays or tattoos;
- repair of the internal walkways and galleries in selected caponiers to permit tours;
- works and future access to caponiers and underground features, ensuring appropriate provision for the retention and enhancement of bat hibernation and swarming;
- retention of landscape features to provide connectivity for bats through the site and beyond; and
- fully linking the Redoubt into the interpretive trails (see Interpretation Theme).

**4.38** The North Entrance presents a major opportunity to reinstate original circulation patterns which would considerably benefit visitors' ability to navigate and appreciate the site's heritage value.

**4.39** This would enrich the attraction, providing a rare opportunity to view the interior spaces and heightening the sense of arrival.

**4.40** The recommendation for the North Entrance - illustrated by Figure 10 - is to restore the main pedestrian entrance to the fortification, so reinstating a primary link, and opening it up to the public through:

- refurbishment of the North Entrance tunnel as part of a heritage walk, linking the interior of the fortification and Drop

- Redoubt to the north slope and beyond to the Citadel, Western Outworks and Citadel Battery;
- replacement of the original bridges and draw bridges across ditches between North Military Road, the tenaille and the outer entrance ;
  - restoration of the bridge across the Outworks (at the original location) to give visitor pedestrian and light vehicular maintenance access;
  - restoration of the inner entrance elevation;
  - provision of a shared-surface treatment to Centre Road to calm traffic, improve safety for visitors crossing, and reduce separation from the Drop Redoubt, Grand Shaft and other features to the east;



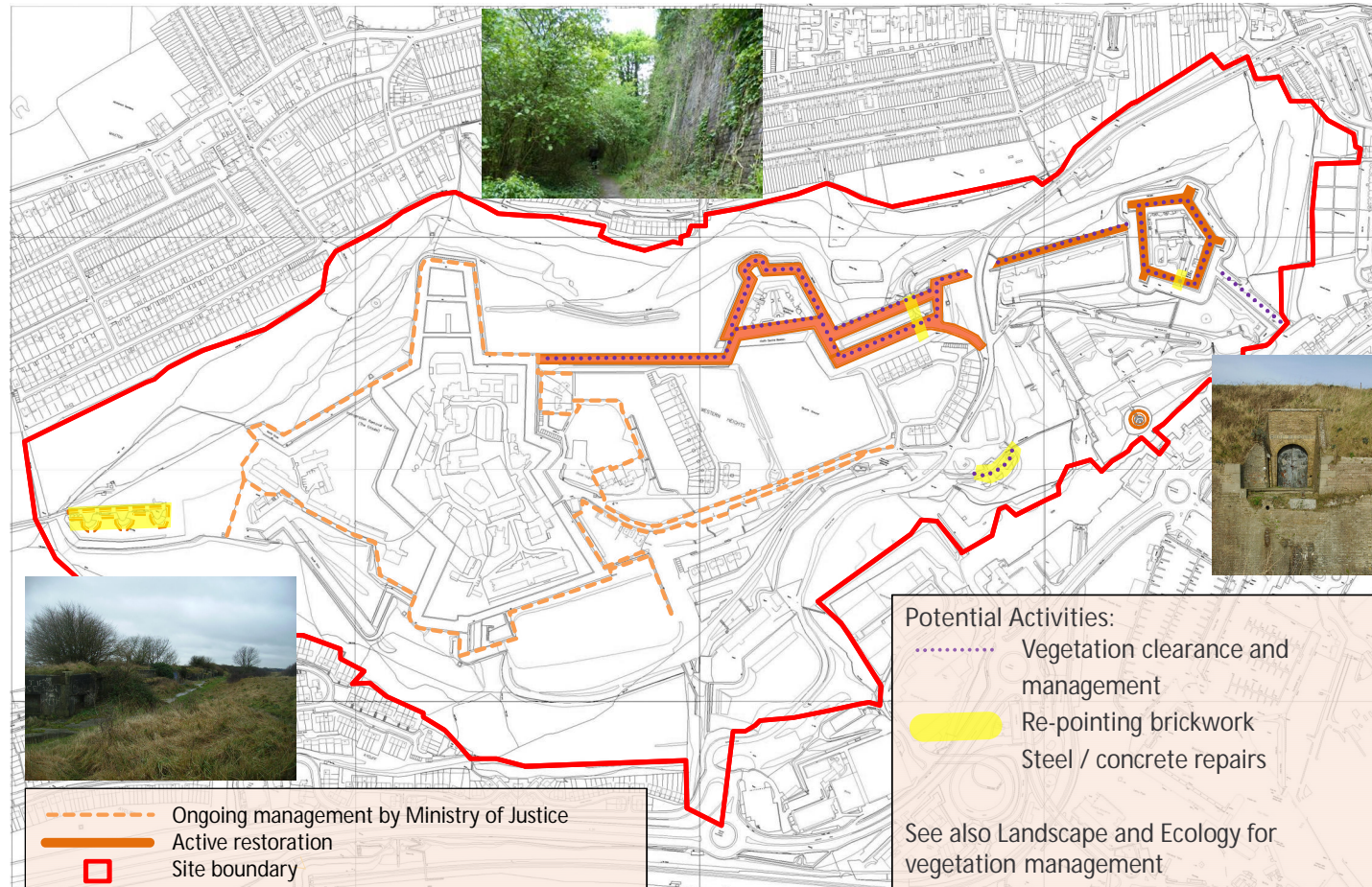
Fort bij Vechten, Dutch Waterlines, Holland

- improvements to signage around the site and heritage interpretation to improve the legibility of the historic buildings and their military and social use;
- clearance of vegetation from walls and inside ditches to enable access, permeability and inter-visibility;
- replacement of modern fencing to the east end of the Outworks (adjacent to Centre Road) with a more appropriate design and provision of a new bridge across the road to

- enable un-interrupted access between the Detached Bastion Outworks and the Drop Redoubt ditch via the North Lines;
- provision of a staircase from the ditch to the upper level to enable rapid access in/out of the Outworks; and
- provision of a ramp access between different ditch levels for maintenance vehicular and visitor pedestrian and disabled access.

**4.41** Any works and future access to the Drop Redoubt and North Entrance and their features would first require bat surveys to be undertaken to inform the assessment of impact and identification of mitigation requirements.

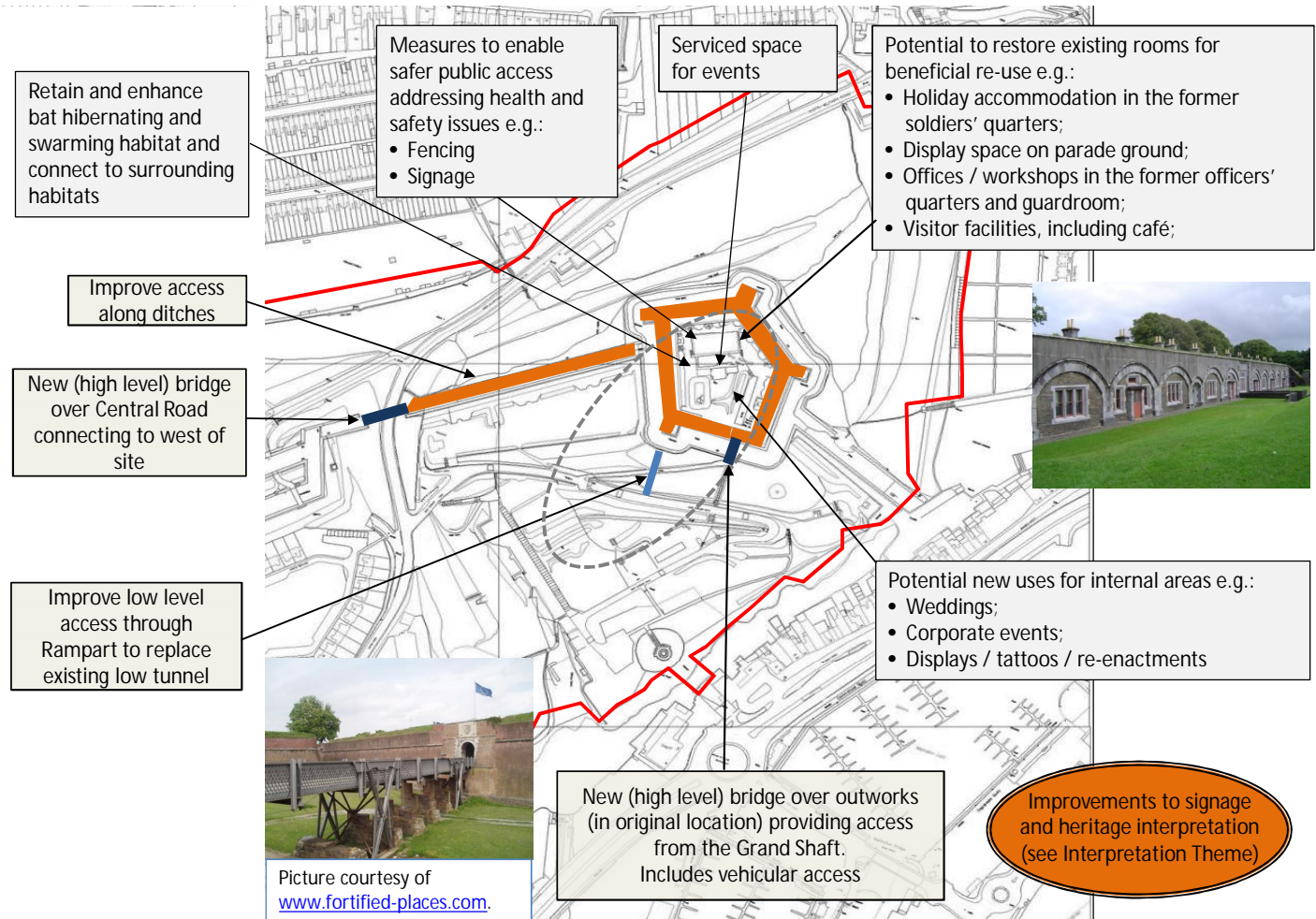
Figure 8 – Heritage Management – Conservation Management Theme Plan



### Heritage Management and Restoration – Conservation Management

31

Figure 8 Heritage Management - Conservation Management Theme Plan



### Heritage Management and Restoration – Drop Redoubt

Figure 9 Heritage Restoration - Drop Redoubt Theme Plan





Figure 10 Heritage Restoration - North Entrance Theme Plan

## Landscape and Ecology

### The Context

**4.42** Both before and during the military occupation of the site, the slopes were grazed by cattle and sheep, which provided the characteristic open chalk grassland. The biodiversity value of the Western Heights is thus intimately connected with its military heritage and landscape character. The abandonment of the practice some 60 years ago, however, has resulted in its colonisation by tree and scrub growth, leading to the progressive loss of the distinctive open landscape character and the chalk grassland, including the notable species associated with it. Even where certain areas have been cleared more recently, some have returned to an overgrown state due to insufficient resources to maintain them.

### Key Actions

**4.43** Historic sites set in important landscape settings can provide an especially valuable resource, particularly through providing a sense of place for residents and an attraction for visitors. Essentially, the historic asset needs a complementary green infrastructure which ensures that appropriate weight is given to features that the asset supports. This is best achieved through a number of interlocking surveys that should inform the following:

1. Heritage asset protection from encroaching vegetation
2. Heritage asset setting restoration and enhancement
3. Biodiversity enhancement and protection

4. Landscape Character restoration and enhancement
5. Enhanced views from and to the Heritage Asset
6. Enhanced access for all

**4.44** The following Baseline Surveys and Assessments will need to be carried out:

1. Survey of the Heritage Asset to identify infrastructure damage through vegetation
2. Biodiversity surveys;
3. Habitat surveys;
4. Historic Landscape Assessment;
5. Landscape Visual Impact Assessment.

**4.45** Integrating the results of such baseline work should result in an optimisation of protection and enhancement of both Heritage and Green Infrastructure aspects of the Western Heights, including pointers towards the provision of access opportunities.

**4.46** it is important to recognise that the surveys above would be needed, in some shape or form, for any application affecting the asset, but by seeking a holistic outcome and tuning the surveys to such, any proposals will have more robust foundations and demonstrate sustainable development.

**4.47** In order to achieve a coordinated and comprehensive approach, an Integrated Heritage and Green Infrastructure Management Plan will be required, to integrate all these related matters that can then be used to test how far heritage driven

proposals can be implemented (such as vegetation clearance) without harming other interests and making enhancements where possible.

**4.48** The site and the local area have important habitats, which are known to support protected species including bats, reptiles and badgers. It is important and necessary that full survey data is collected at an early stage and used appropriately to inform the development process and mitigation to ensure that habitat availability and connectivity are not compromised.

**4.49** A site-wide vegetation management regime, which builds on the work that has already been carried out by WCCP and WHPS, should be introduced as part of this work. This management regime needs to be properly resourced so that agreed management can be carried out and then properly maintained to ensure that it does not return to an overgrown state.

**4.50** This would bring benefits that accord with key planning guidance and policies at national and local level that seek to protect and enhance the environment including:

- habitat management and restoration, to encourage the presence of rare species;
- opening of important landscape and seascape views to and from the fortifications (see also Views Theme Section 4.7);
- re-instatement of areas of open military landscape;
- promotion of permeability and legibility across the site; and
- improvement of security.



Western Heights, from the west, in 1939  
(reproduced from BHCF)

**4.51** A Vegetation Management Plan should be compiled, setting out timescales, resources and costings for management for an initial five year period. Details of cyclical maintenance operations over a 25 year period to maintain the balance between historic, landscape and biodiversity objectives should also be included.

**4.52** In order to get the best value from any resources that become available, a targeted approach that seeks to optimise the above benefits is recommended. Figure 11 indicates possible priority areas for grassland management. These are defined by the sculpted earthworks of the fortifications, so delivering appropriate heritage management benefits and also views to the town/castle and harbour. The other grassland management

areas defined on the plan identify where the broader management objective to prevent succession back to woodland and maintain the openness of the surrounding slopes applies.

**4.53** The internal grassed areas should be retained and maintained for recreation and amenity. The grassland at the former Grand Shaft Barracks area would be managed pending potential development.

**4.54** Areas to be cleared are defined by the heritage restoration proposals, both in respect of reducing structural damage and allowing significantly improved opportunities to appreciate the extent of the defensive works.

**4.55** Areas of retained vegetation are intended to protect and maintain connectivity for foraging and commuting bats using the features of the site (and will need to be substantiated by the survey data). An area of vegetation would also be retained pending the proposed hotel development.



Cattle grazing on the Western Heights

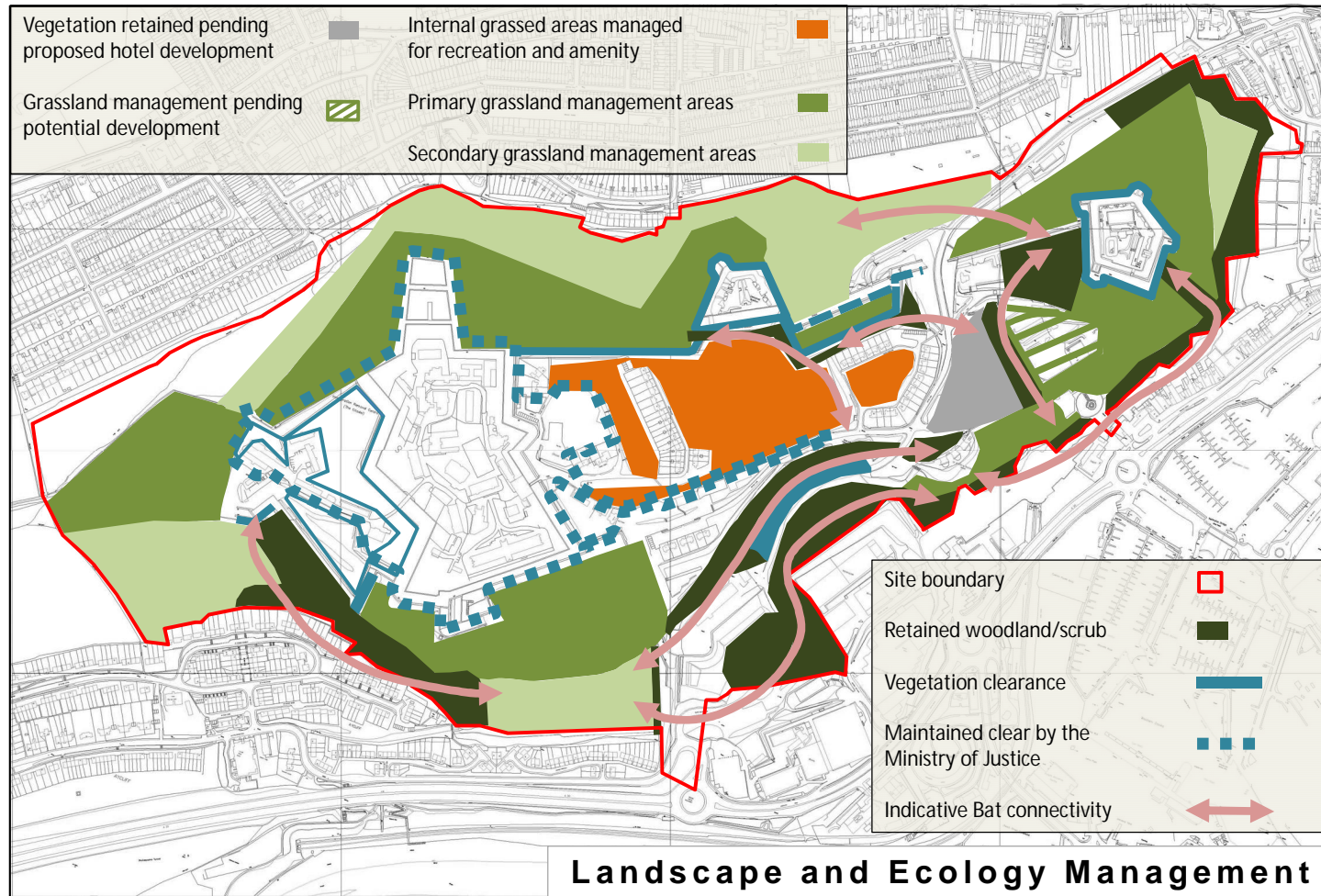


Figure 11 Landscape and Ecology Theme Plan

## Development Opportunities

### The Context

**4.56** In the Dover District Land Allocations Local Plan (2015), the Western Heights is identified as a '*currently an underused heritage asset in Dover with no long-term use*'. The site lies outside the urban boundary, however, which restricts the type of development in this location.

**4.57** There are further challenges to achieving successful development.

**4.58** The difficulties and costs of providing safe access and modern services severely constrain the opportunities for many of the defensive structures to be restored for other beneficial uses.

**4.59** The neglect, decay, vandalism and lack of maintenance have a negative impact on the attractiveness of the site for new build development or reuse/conversion of existing buildings, whilst the site's fragmented ownership brings additional challenges for securing a coherent strategy for future development. Although the existing network has spare capacity, highway capability restricts the ultimate quantum of growth that can be accommodated. The topography and underground heritage features are also constraining.

**4.60** The CGI proposals at the Western Heights form part of a larger new build development scheme, including also land at Farthingloe. They offer a valuable opportunity, providing significant funding to kick-start a change in the fortunes of the Western Heights.

**4.61** In maintaining the impetus, there nevertheless remains the need to work with the heritage, biodiversity and landscape designations that apply to the site and its setting. Some possible development sites would be considered inappropriate as a result. These include areas where development is likely to cause significant harm to the heritage value.

**4.62** In 1999, the Dutch Government initiated The Belvedere Policy<sup>(15)</sup>, the strategy of which was to promote a respectful approach to cultural and historic values within spatial development. This approach was to be accomplished by seeking effective ways to use space in such a way that an object of cultural and / or historic importance is given a place and will contribute to the quality of its newly created surroundings. According to the Belvedere approach, "cultural heritage has to be regarded as being of vital importance to our society and to each individual citizen".

**4.63** In the UK, English Heritage's (now Historic England) Constructive Conservation<sup>(16)</sup> approach similarly provides a positive, well-informed and collaborative approach to conservation, aiming to recognise and reinforce the historic

15 Belvedere Policy Document (Nota Belvedere, 1999) Dutch Government.

16 English Heritage, Constructive Conservation. Accessed 15-08-2014 from <http://www.english-heritage.org.uk/professional/advice/conservation-principles/constructive-conservation>

significance of places, while accommodating the changes necessary to make sure that people can continue to use and enjoy them. It acknowledges that the best way to save a building is to find a new use for it, whereas an unreasonable, inflexible approach will prevent action that could have given a building new life.

**4.64** As part of their constructive approach, Historic England works collaboratively with architects and developers at early pre-application stages to help them to make decisions based on a full understanding of their site, using 'Conservation Principles'<sup>(17)</sup> to make sure that their advice is reasonable, knowledgeable and consistent.

**4.65** Locally, stakeholder consultation recognised the vital role that further development has to play in delivering investment, by providing both capital funds and supporting revenue costs for the site.

### Key Actions

**4.66** Where the likelihood of harm to heritage, ecology or landscape assets would outweigh the public benefits that might be secured, should not be encouraged for key parts of the fortifications. Areas identified as unsuitable for new build development are shown on Figure 12 and include the following:

- a. Citadel Battery, where new build development would intrude on fields of fire and would impact on the setting of the nearby AONB.
- b. Western Outworks, where new build development would intrude on the relationship of the site and its western landward approaches and impact on the setting of the nearby AONB.
- c. Most of the fortress interior, where new build development would detract from the inter-visibility and fields of fire between the defensive features, and its historic uses as a garrison camping ground.
- d. South Front Battery, where new build development would interrupt views to the Officers' Quarters.
- e. St Martin's Battery, where development would intrude on the clear view of the harbour and field of fire.
- f. Grand Shaft parade ground, the open character of which should be retained for legibility of its relationship with the Grand Shaft and site of Grand Shaft Barracks.

**4.67** Further, no development should be permitted on the slopes surrounding the fortifications, in order to maintain their openness as an intrinsic element of the defensive design and allow appreciation of its extent. In addition, it would ensure their continued use as an important greenspace and backdrop for the town.

**4.68** In addition to the submitted proposals within the GCI application area, there are also other areas within the site that have potential for appropriate new build development. These are also shown on Figure 12 and include: the Citadel; the Grand Shaft Barracks (site of) and the former haulage yard on the South Military Road.

### **CGI development at Western Heights**

**4.69** Proposals have been brought forward by CGI for development at Western Heights. The hotel development proposed in the CGI scheme would add vitality to the site and encourage an influx of visitors. In addition, the proposed small residential development would bring investment to the site and help to improve a currently dilapidated area. Should the scheme not be implemented, the precedent set for such development would remain an incentive for other backers to invest at the site.

### **The Citadel**

**4.70** There is no suggestion that such an outcome is either probable or imminent but, should the existing use by the Ministry of Justice ever cease, then the Citadel (with attendant existing road access and availability of services) provides perhaps the most potential for commercial development.

**4.71** Optimisation of the development potential within the Citadel, however, would likely require new, improved access across the ditches and may result in pressure for supporting

development on the interior of the fortifications. This still remains mostly open and represents a key aspect of the intended operation of the fortifications.

**4.72** Stakeholder feedback indicated a desire to make public access to the Citadel more available. Where possible, this should be incorporated in any future redevelopment of the site.

**4.73** Re-use of the of the site should recognise its public ownership and must respect its national significance as a heritage asset, to ensure that its potential contribution to the long term sustainability of the Western Heights is maximised for the public good. Figure 13 illustrates the recommended objectives for the site.

**4.74** In this instance, a comprehensive development brief should be prepared to ensure that any interested parties fully understand the specific constraints and opportunities that the site brings. Any development brief should seek to secure a sustainable long-term future for the Citadel which seeks to respect and enhance the site's historic interest, biodiversity, landscape setting and character.

**4.75** Ideally its central area could be returned to being open but, having been developed already, that is perhaps a more aspirational heritage objective. Replacement and redevelopment of the existing building stock, however, would afford the opportunity for a design and layout to be more sympathetic to the heritage setting, which could seek, as far as practicable, to



provide more of an open character. This would also reduce the currently adverse impact on the landscape, in particular both for views from the Castle and on the setting of the AONB.

**4.76** Similarly, the removal of high security paraphernalia, which is evident in close range views and a significant visible detractor in the wider setting, would be beneficial.

**4.77** New access, if required, should be designed and, as far as practicable, located to retain the original arrangements.

**4.78** An alternative use should be found for the listed Officers' Quarters, to enable it to be retained and restored, should it ever no longer be required by the Ministry of Justice.

### Grand Shaft Barracks

**4.79** Until their demolition in the 1960's, the Grand Shaft Barracks were intensely developed and the buildings were conspicuous features in views from the harbour.



Historic postcard from late nineteenth/early twentieth century of Grand Shaft Barracks from the harbour (reproduced from BHCF)

**4.80** Today, although only the building platforms remain, stepping down the hillside from the Drop Redoubt Road, they still significantly evidence the scale and layout of the barrack blocks and represent a key feature of the fort's intended operation. The terraced site is relatively easily accessed from the South Military Road. The site is not regularly maintained and is susceptible to invasion from self-seeded vegetation.

**4.81** The site of the former Barracks lies immediately north of the top of the Grand Shaft, east of the site of the proposed hotel and south west of the Drop Redoubt. In functional terms it is central to the setting of these other areas. Any re-use of the former Barracks site must address its currently neglected state,

secure its long-term maintenance and public access, and ideally be a visitor attraction in its own right provided that it is complementary to the Fort. Key benefits of appropriate development would include:

- Funds generated to invest in the enhancement and management of other parts of the site.
- New uses for the site to bring vitality, momentum and a sense of purpose.
- Development at the Grand Shaft Barracks could also include an educational / community facility, linking with other similar projects in Dover.

**4.82** As illustrated at Figure 14, development on the barracks site should seek to:

- Support and enhance the tourism and visitor economy in the Dover area;
- Re-use the existing building platforms, maintaining an ability to interpret the original layout.
- Upgrade the local access to modern standards, whilst maintaining the ability to provide a footprint and interpretation of the original layout.
- Retain the open parade ground adjacent to the Grand Shaft.
- Respond to its heritage setting.
- Optimise the view over the harbour for both visitors to the site and users of the development.
- Reinforce views back from the harbour and the town.
- Respond to the nearby proposals for hotel development.

- Accommodate uses that augment new uses within a restored Drop Redoubt, including provision of visitor facilities and facilities for conservation management and training.
- Support public uses;
- Maintain a flight corridor for bats, linking St Martin's Battery and Drop Redoubt.
- Reinforce inter-visibility and physical links between the Grand Shaft and the Drop Redoubt.
- Enhance the link to the North Entrance.
- Enhance the link to St Martin's Battery and Car Park.
- Provide for Blue Badge parking.
- Provide opportunity for occasional open-air events and gatherings and informal recreation (including picnicking) for visitors.
- Create chalk grassland habitat.

**4.83** The Council and Historic England have been in discussion with the proposer of a scheme to locate a Commonwealth War Memorial on this site. The proposal is at a relatively early stage but would appear to have the potential to offer the type of key benefits referred to in paragraph 4.81, especially attracting a substantial number of international visitors who may also wish to explore the Drop Redoubt and wider heritage offer in Dover as part of their visit. If the proposals are to progress they next need to be refined and developed in order to align with the objectives in paragraph 4.82 and then seek planning permission from the Council and scheduled monument consent from Historic England.



Fort Werk aan-het Spoel, Dutch Waterlines, Holland

### Former Haulage Yard

**4.84** Other potential sites include the currently non-operational haulage yard and warehouse part-way up the South Military Road, where a higher value land-use suggests itself. Alternatively it presents an opportunity for additional visitor parking. Careful design would be required to respond to its heritage and topographic setting.

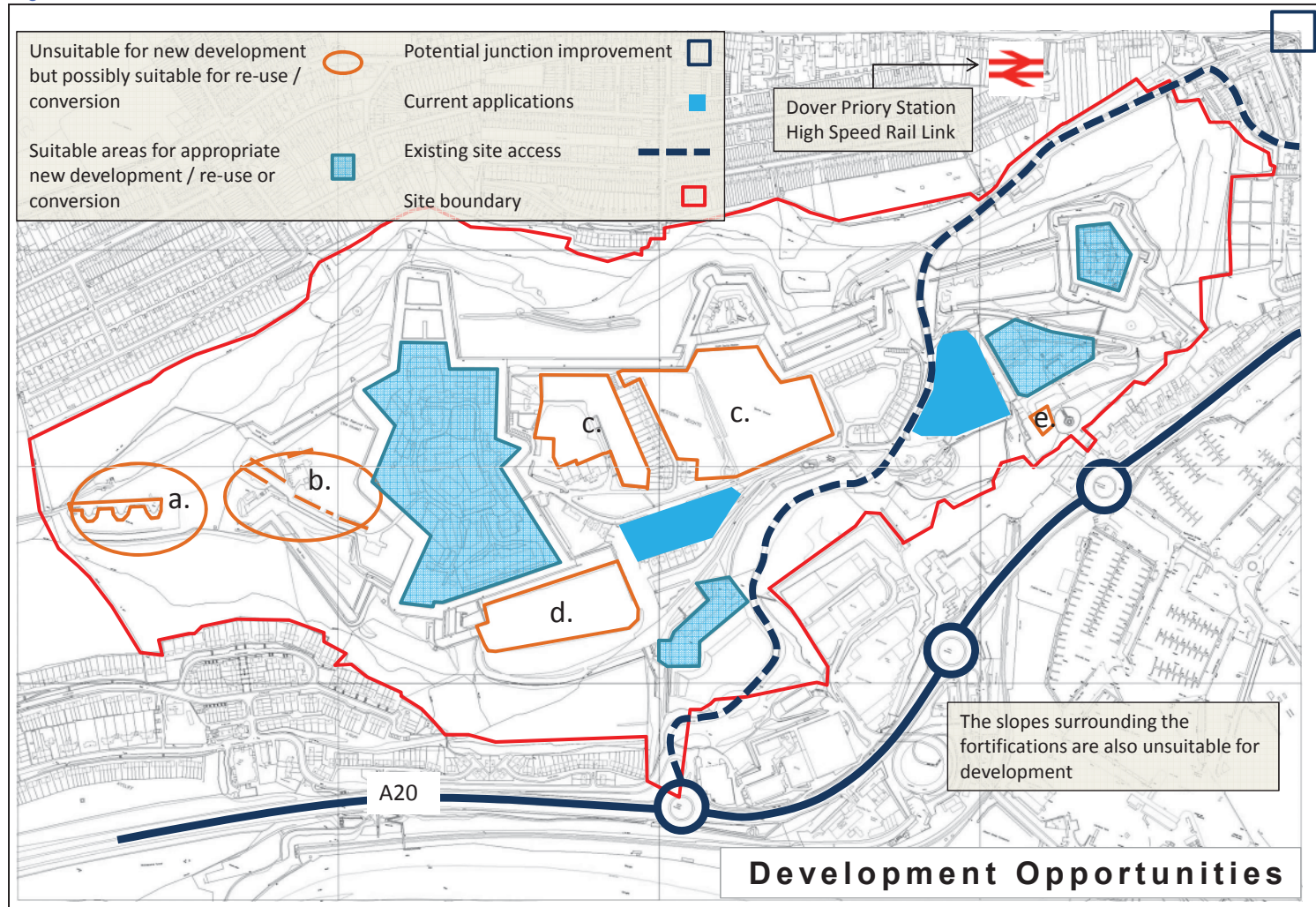


Figure 12 Development Opportunities Theme Plan

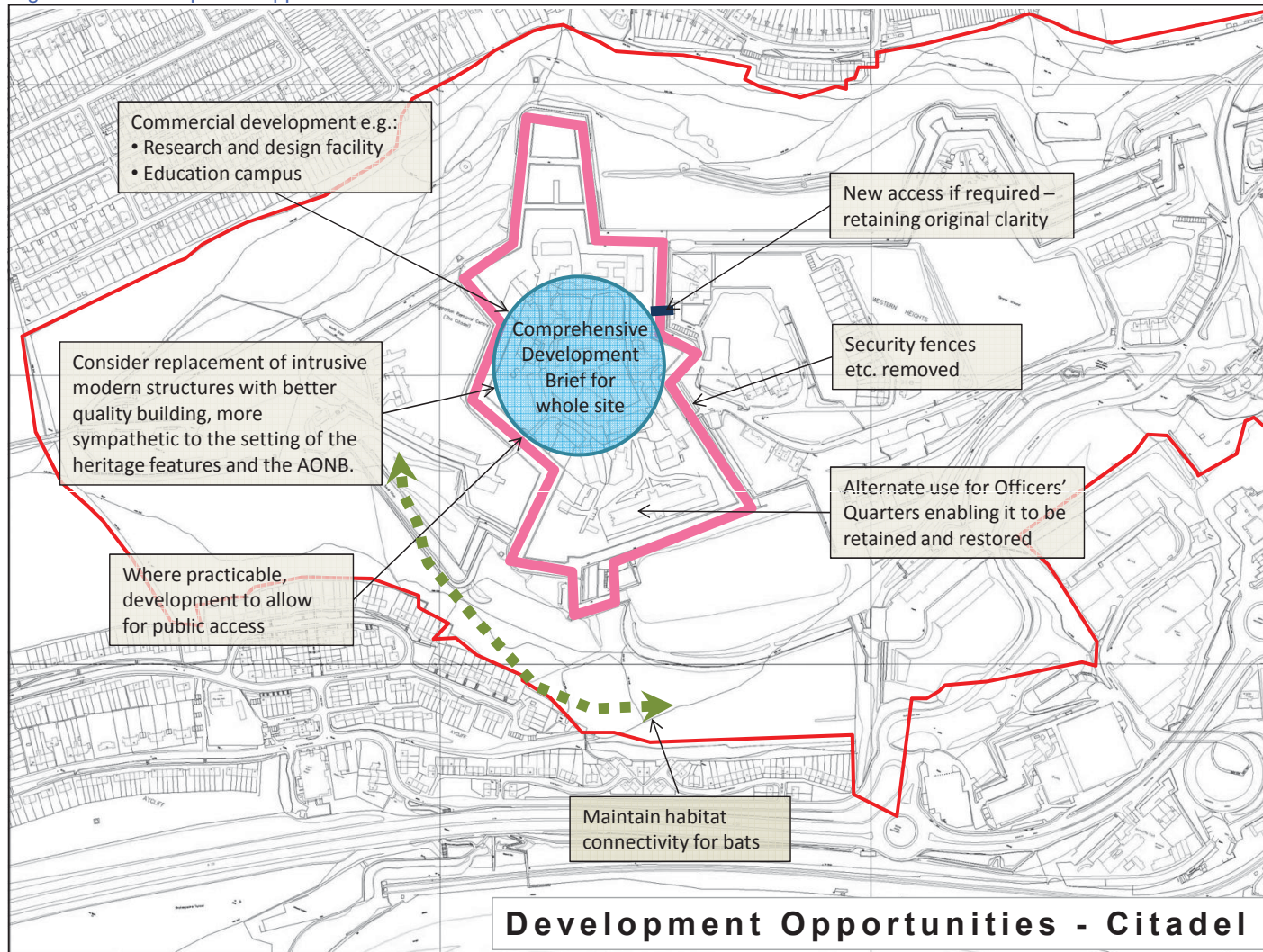


Figure 13 Development Opportunities - Citadel Theme Plan

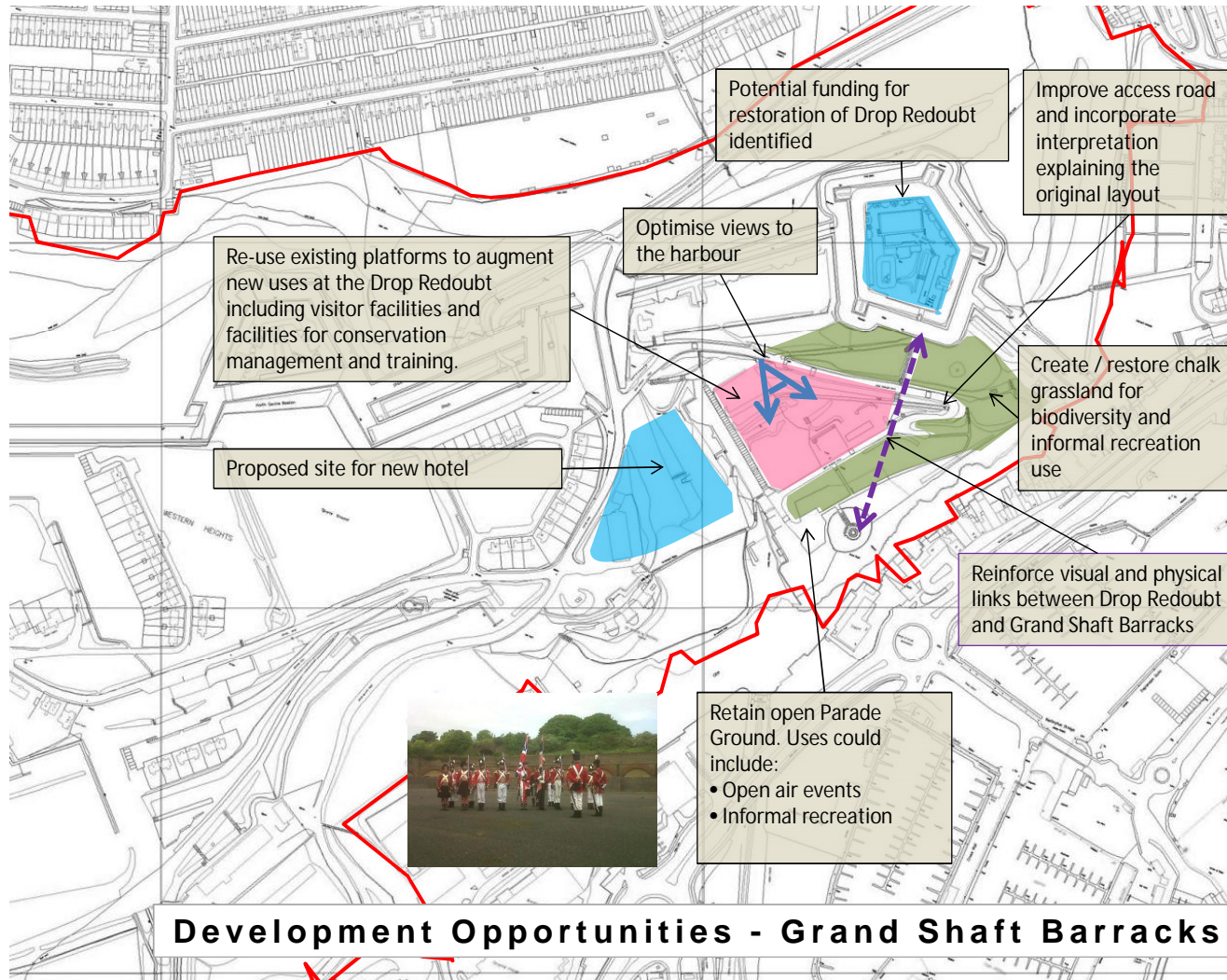


Figure 14 Development Opportunities - Grand Shaft Barracks Theme Plan

## Access and Movement

### The Context

**4.85** The Western Heights is accessible from Dover and beyond by a strategic road network that is capable of accommodating a significant level of additional traffic.

**4.86** The internal road network is little changed from the original military layout but is lightly trafficked and currently has spare capacity – see Baseline Report. Some modest junction improvements are proposed in association with the CGI proposals.

**4.87** There is some parking available for visitors, but limited opportunity for additional facilities.

**4.88** Public transport from the town centre and beyond is very limited.

**4.89** Circulation around and within the site, both horizontally and vertically, can be difficult, because of the removal of the original bridges, deep ditches and significant health and safety hazards that generally prevent access to many of the heritage structures, particularly for people with limited mobility.

**4.90** Vehicular access to the heritage structures is highly restricted.

**4.91** The current, secure use of the Citadel by the Ministry of Justice excludes access by the public.

**4.92** There are, though, well attended special open-days at the Drop Redoubt and the Grand Shaft organised by WHPS.

**4.93** A network of footpaths crosses the site (including long distance footpaths) and there are some signposted pedestrian trails and considerable open access land.

**4.94** Several deterrents to access exist, however, depriving the visitor of the awareness and enjoyment of what is on offer. These include the difficulty of understanding the site, access and connectivity, the steep slopes and sheer drops and anti-social behaviour.



Steps accessing the North Lines

### Key Actions

**4.95** Improvements to the circulation network around the site should be made to extend a clear invitation to encourage visitors to explore the site and to engage with and educate them to appreciate its rich history and biodiversity.

**4.96** New and restored links should be created, including vehicular access where appropriate. This might, for example, include new bridges and other forms of access, such as spiral staircases, to facilitate access in and around the ditch bases.

The aim should be to improve circulation and permeability through the site, to enhance safety and to provide choice, but in ways that avoid unacceptable harm to heritage significance. The conceptual plan - see Figure 15 - provides suggested locations for these possible new links and connections.

- Enhancements to the circulation around the site, through improvements to footpath construction and upgraded to include cycle routes.
- Vegetation clearance to improve inter-visibility between features and sense of security for the visitor.
- Introduction of new and restored links (both horizontally and between different levels) to increase access to different parts of the site.
- Rationalisation of fencing quality and layout
- Provision of additional parking.
- Upgrading of interpretative trails to provide walks of various lengths and degree of difficulty (see Interpretation Theme).
- Highway improvements to junctions to accommodate development, should the CGI scheme not come to fruition.





Bastion Horská Ulize, Czech Republic (example from MCA Atelier architects)

**4.97** Key benefits would include:

- Greater confidence and ability for visitors to circulate around, enjoy and understand the rich history and biodiversity of the Western Heights.
- Increased visitor numbers.
- Improved ability to restore and maintain heritage structures.
- Improved accessibility and permeability.
- Decreased anti-social behaviour.

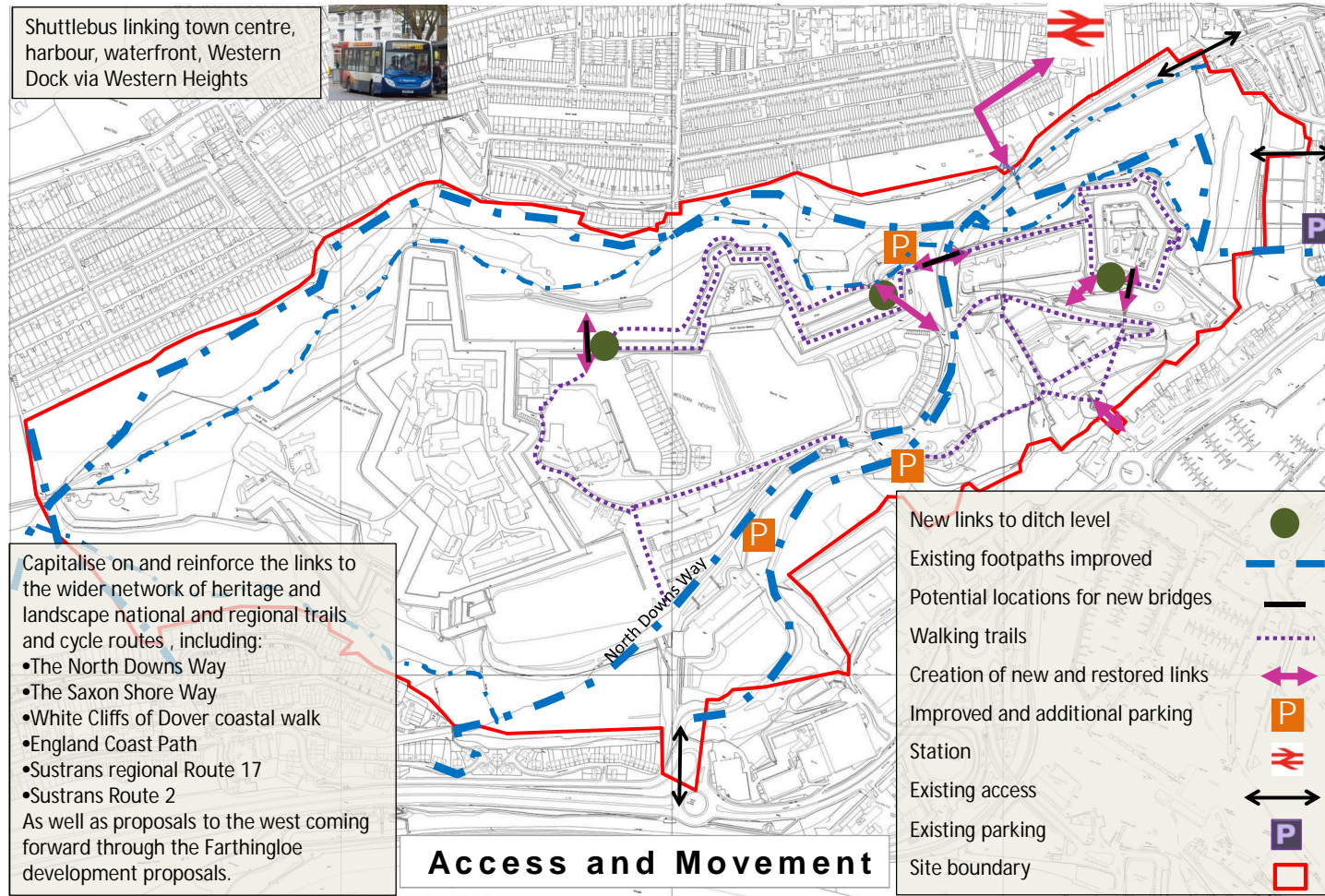


Figure 15 Access and Movement Theme Plan

## Interpretation

### The Context

The current signage is inconsistent and in poor repair and the variety of signage lacks coherence and clarity.

Consequently, it is difficult to appreciate fully all the site's component features, either individually, or as a whole, its development over time, or its relationship to other features of Dover's defensive network. The experience and understanding of the place is thus much diminished.



Example of existing signage and fencing

### Key Actions

Improved signage will provide a sense of arrival and a stronger identity to the site, giving visitors a sense of where they are and what they are about to experience thereby enriching the visitor experience, encouraging circulation and stimulating interest.

### Signage Strategy

A Signage Strategy should be prepared and implemented to bring improved navigability into and around the site for both pedestrian and cyclists. The strategy should not only identify appropriate interpretation themes, sign locations and design standards, it should also make provisions (including resources) for the long-term maintenance, upkeep and development of the site signage.

Signage themes should be consistent and recognisable and should include visitor orientation, site introduction, interpretation, circulation information and way-finding.

Modern methods of presenting information should be introduced that allow improved accessibility for different users and varying levels of detail to be presented to a wider audience, including audible commentary, mobile phone bar codes, 3D visualisation, a new website and social media pages - typical examples are shown on Figure 16.

Key benefits will include:

- Reinforcement of the sense of arrival.

- Enhancements to the ability to circulate around the site, improved navigation and way finding.
- Encouragement of investigation.
- Enhanced education and understanding through use of interactive media (including for example QR codes).
- Improved accessibility to information.
- Raised awareness.
- Increased visitor numbers.
- Decreased anti-social behaviour

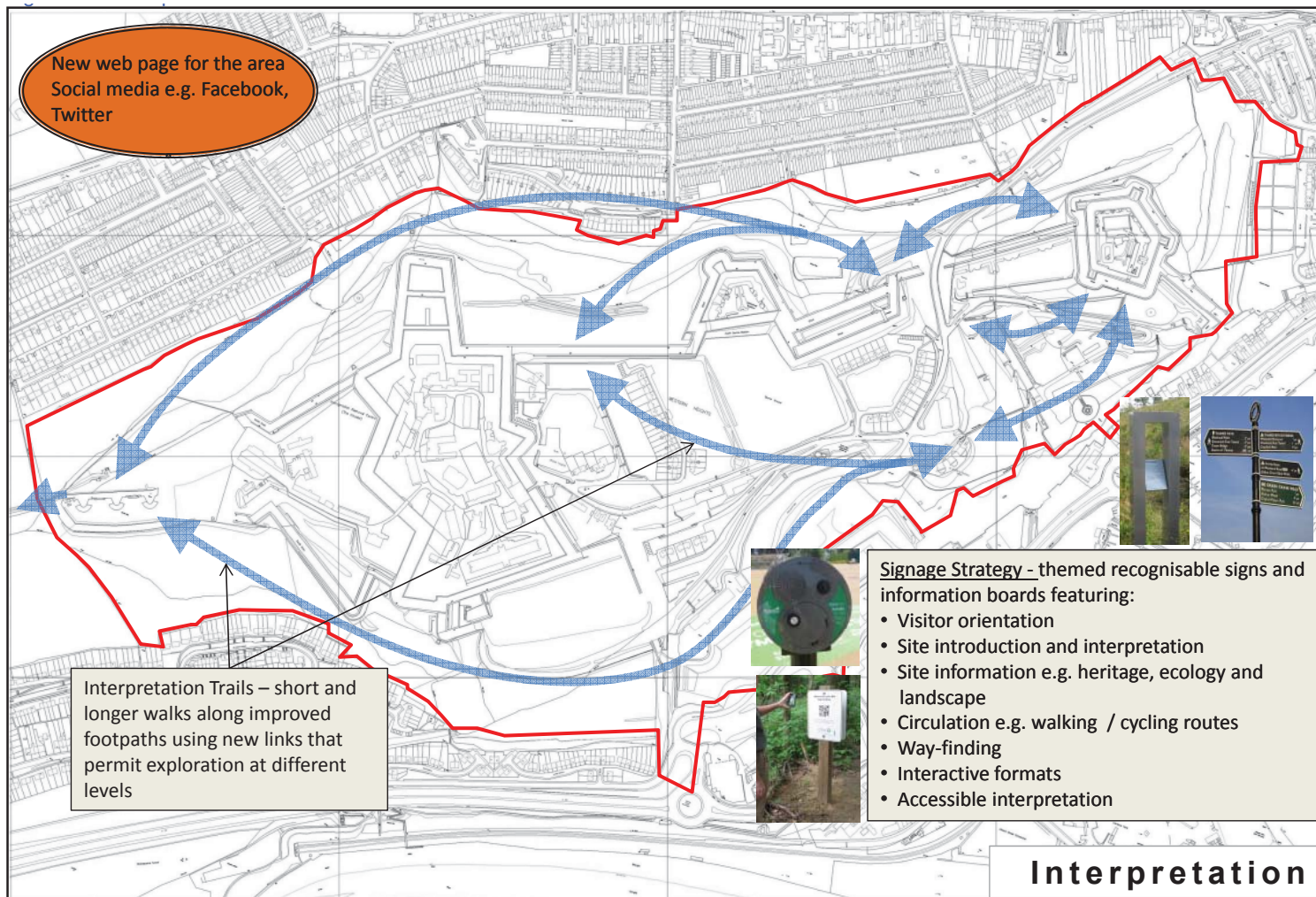


Figure 16 Interpretation Theme Plan

## Views

### The Context

**4.98** The existing sweeping and impressive views from the ridgetop location are obscured in parts by woodland or are in generally inaccessible areas. The same issues affect many of the internal views.

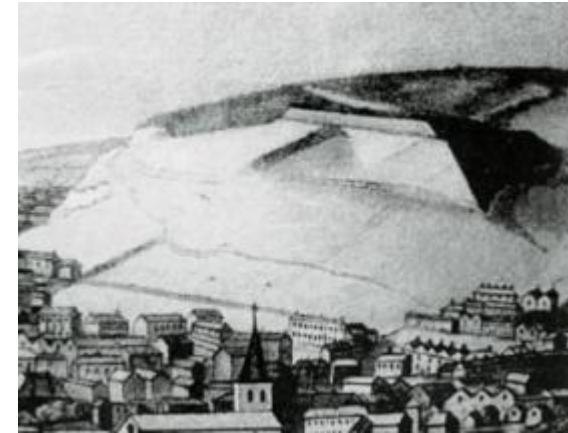
**4.99** To the untrained eye, many views toward the fortifications provide little hint of the existence of the substantial heritage assets, providing little encouragement for people to investigate further.

**4.100** Many internal views are contained and obstructed by the form of the defences and the woodland growth limiting the appreciation of the scale of the site and the invitation to explore.

**4.101** The obstruction of views has a detrimental effect on the historic character of the monument, appreciation of its layout, construction and function which was based on inter-visibility between key components and the provision of clear fields of fire.

**4.102** The stakeholder consultation shows strong support for clearance of trees and scrub from the site. The existing treed landscape, however, is a familiar sight to a wider cross-section of residents of Dover.

**4.103** Some scrub clearance work is undertaken by volunteers to beneficial effect but there are difficulties arising from the lack of a long-term strategy for such clearance.



Engraving of view to the Drop Redoubt from the town, William Bethell pub 1819 (reproduced from BHCF)

### Key Actions

**4.104** Inter-visibility between different elements of the fortification within the site and to key features in the surrounding landscape was critical to the operational effectiveness of the defensive works, and equally so today to its heritage value. Moreover, the attractive quality of the views available is an important draw to visitors.

**4.105** Landscape management and removal of invading tree and scrub growth is likely to be the cheapest form of intervention to make high impact change to the site and bring multiple benefits, including opening up of strategic views.

**4.106** Clearance operations must, however, ensure that habitat connectivity is maintained, particularly for bats. View management should be a key consideration in determining the future vegetation management and development proposals at the site in order to ensure that the heritage significance and landscape character are protected and revealed and their contribution to the wider setting remains evident. Key views are identified on Figure 17.

**4.107** New development should not significantly intrude on key views.



View looking east toward Dover Castle form Detached Bastion

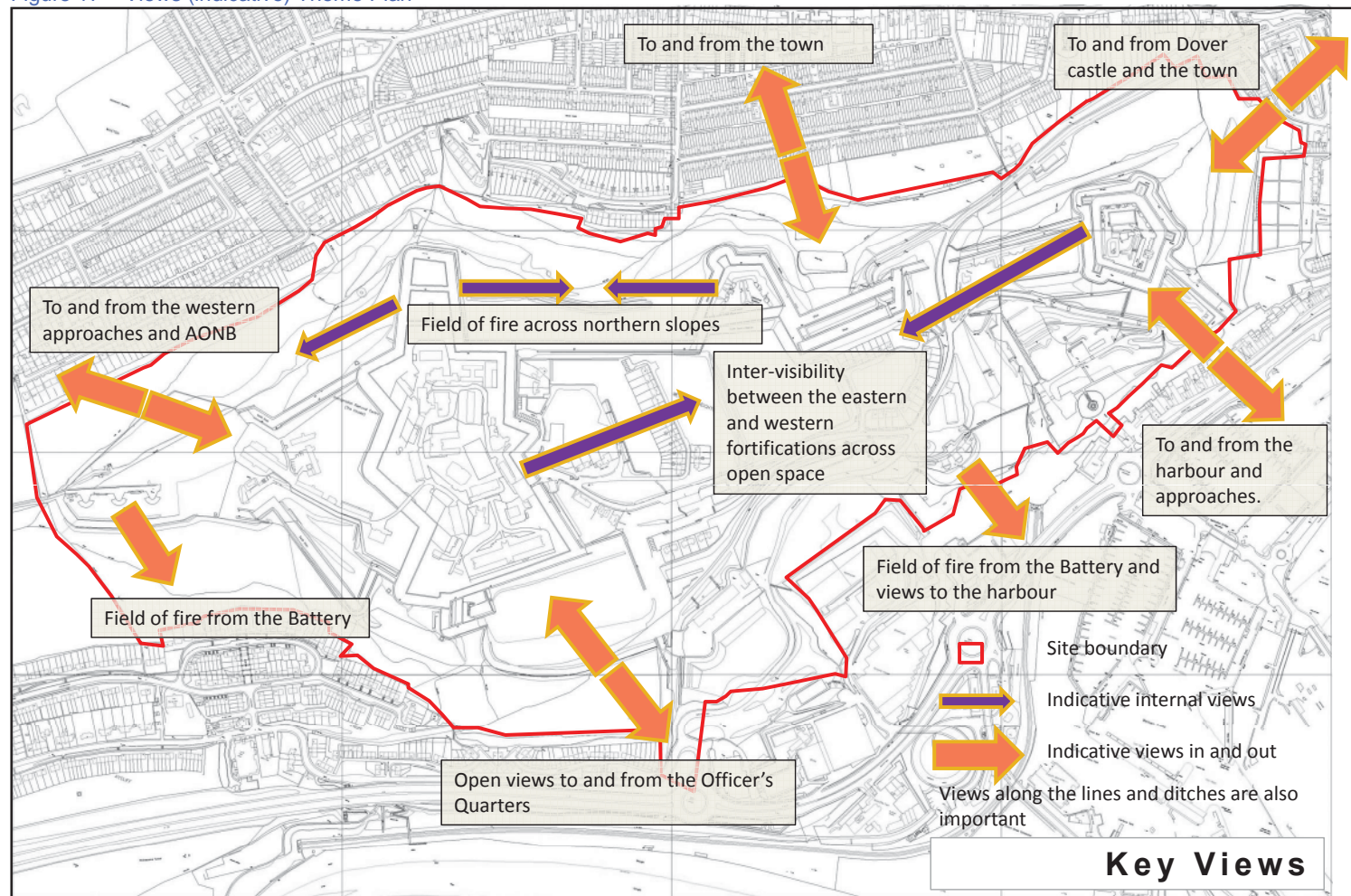


Figure 17 Views (indicative) Theme Plan



## Community Involvement

### The Context

**4.108** The local community are currently involved in the heritage and landscape maintenance and management of the site, primarily through two key organisations.



Volunteer at the site (from WHPS)

**4.109** WHPS has a group of volunteers who help to conserve and maintain the built heritage features and they also organise open days and other public events.

**4.110** WCCP actively restore and manage areas of the chalk grassland around the monument and provide learning opportunities through a series of programmes which involve volunteers in helping to conserve and restore features of the site.

**4.111** Generally, however, the local community – most importantly including residents of the Western Heights - is not directly involved in the management and decision making for the site. This means that they may not have a vested interest in maintaining the site and encouraging and increasing visitor numbers.

### Key Actions

**4.112** Community involvement has an important role to play in the practical management of the site's structures and its landscape.

### Community Involvement Plan

**4.113** In order to gain maximum benefits for both the community and the site, a Community Involvement Plan for the Western heights should be prepared, which would include the following key areas:

- Creation of a forum to listen to the views of the local community and encourage open, honest and clear communication between all parties.
- A plan of activities and timescale over a 5 year period.
- An agreed budget.

- A team to lead the activities (with representatives from the community, WCCP and WHPS).
- Engagement with local parish and community councils.

**4.114** The starting point is the involvement of the community in the consultation on this masterplan.

### **Community Forum**

**4.115** The creation of a community forum (such as a Friends Group') and a variety of activities that would include the local community in communication, management and decision making for the site would lead to some key benefits for the public including:

- Ability to get balanced and objective information.
- Contribution to a shared ideal and direction for the site.
- Increased pride in the heritage and landscape importance of the Western Heights.
- Access to learning opportunities.
- A personal or common interest in the site.

**4.116** For the Western Heights, increased community involvement would mean:

- Increased opportunities (both formal and informal) to be involved in the maintenance of the Western Heights.
- Capacity building in the skill base to undertake conservation tasks

- A stronger offer in the grant funding application process, where involvement of the community is an essential component in many programmes.
- A reduction in anti-social behaviour.

**4.117** Key activities should build on the existing work of the WHPS and WCCP in maintaining the natural and built heritage fabric, so increasing the number of volunteer days and expanding the number and variety of open days.



Dover Western Heights Guided Walk (Copyright Explore Kent)

**4.118** Other potential activities could include:

- Fetes / open days.
- Guided tours of the heritage structures.
- Local college / school visits.
- Guided history and ecology walks.
- Learning events and courses (such as archaeology, heritage and botany).

**4.119** Forms of communication to establish the initial interest and provide on-going interaction could include:

- Roadshow events – to create and interest and establish initial contact with interested parties.
- Surveys and focus groups, which could be used to establish a skills base of potential volunteers.
- Newsletters.
- Leaflets.
- A community notice board at a key location on the site.
- A website for the Western Heights and social media such as Facebook, blogs and twitter.

### The Themes and the Vision

**4.120** The interlocking masterplan themes described in the chapter have been developed to meet the objectives of the masterplan set out in section 3.6 and provide guidance for a sustainable future for the Western Heights and fulfil its vision, as summarised in the diagram below.



\* Applies to each theme

## 5 Recommended Approach

### Resources

**5.1** Management and restoration at the Western Heights site is currently overwhelmingly publically funded, either directly from Government or via the bodies themselves. Government supports action through the Ministry of Justice at the Citadel and to Historic England through its Grant in Aid scheme. English Heritage manages parts of the site and receives some funding through Historic England. In future it might invest at the site. Current funding, notably the Heritage Lottery Fund and Environmental Stewardship scheme supports landscape management works and, together with some European funding, also provides a vital income source.

**5.2** The community plays an important role, through its volunteering in support of the management operations undertaken by WHPS and the WCCP.

**5.3** A priority for delivery of the masterplan objectives will be to secure funding.

**5.4** Whilst a substantial sum is likely to come forward as a result of the Section 106 legal agreement in connection with the CGI Western Heights and Farthingloe proposals, the short-to-medium term potential for further development at the site itself is unlikely to generate sufficient funding to support the extent of capital and on-going management works needed to

stabilise and enhance the site's heritage asset. There may be opportunities to deliver further development led funds, such as from the Harbour Board Community Fund- see p20.

**5.5** Notwithstanding, it remains most likely that grant funding will remain a vital source of income, and one with considerable potential. Various grant schemes are listed in Appendix D of the Baseline Report, the most likely sources being: the Heritage Lottery Fund; European Funding – Interreg; the Princes Trust and the Biffa Award.

### Governance and Communication

#### Governance Generally

**5.6** The AT FORT Synthesis Report<sup>(18)</sup> states that:

*“Governance models are highly dependent on the administrative, social and economic situation and should therefore be flexible and comprise all aspects concerning the redeveloped site.”*

*Governance should provide a framework within which the site can be developed, managed, maintained and utilised. Whilst a governance model requires people who can make decisions on the vision, strategy and financial aspects for the site, the opinion of stakeholders must also be taken into account.”*

**5.7** The Baseline Report contains details and several examples of governance models at a variety of sites which have some similarities with the Western Heights.

**5.8** Examples from Europe demonstrate the importance and effectiveness of unity and clarity in governance for large and complex sites. In Europe, the Dutch Nieuwe Hollandse Waterlinie was launched by the government to show how cultural history can be integrated in spatial design, covering the main Dutch defence line from 1815 until 1940- a protective ring approximately 85 km long and 3–5 km wide around the Dutch cities of Muiden, Utrecht, Vreeswijk and Gorinchem. It has applied a successful and innovative approach to bring together a wide range of departments, provinces, municipalities boards and local communities, with consultative groups, targeted ‘Envelopes’, a line partners group and a quality team consisting of renowned experts, all successfully working together. At the state owned Suomelinna site in Finland, which covers 6 islands totalling some 210ha, the governance model makes one public administration responsible (owner, developer, builder and maintainer) for the whole site.

**5.9** A similar lesson can be learned from the UK also. Fort Amherst, Chatham is owned and all activities are managed by the Fort Amherst Heritage Trust (FAHT) - a charitable, non-profit making organisation. It liaises closely with Medway Council and English Heritage and a leading role taken by the local community also. Obtaining major finance and professional support, however, is an acknowledged challenge.

**5.10** Crownhill Fort, Plymouth, is owned and managed by the Landmark Trust. The Landmark Trust was founded some 50 years ago, with the purpose of saving smaller historic buildings giving them a new and secure future for the enjoyment of the public by making them available for holidays. They are a charity, with limited resources and no endowment, governed by a Board of Trustees. They currently have a staff of some 400, to manage the restoration activities of the Trust, including volunteering, letting of restored properties to the public, and running open days and events.

**5.11** The Land Trust acquired Fort Burgoyne in Dover in early 2014, with plans for it to be restored and opened to the public as an amenity for the community and a visitor attraction in Dover and beyond. The LandTrust is an independent Charitable Trust with influential partners, members and trustees. It manages open spaces on behalf of and in partnership with local communities. The Land Trust is governed by an independently appointed Board of Trustees who provides guidance and drive the vision whilst ensuring correct procedures and policies are in place to manage the Trusts resources effectively.

**5.12** There is a Members Organisation, with experience of a wide range of sectors, who ensure that the Management Team and Board of Trustees deliver the Trust’s objectives.

**5.13** A team of 14 staff, a Senior Management team and Chief Executive cover day to day operations with regular updates to the Board of Trustees. A managing agent acts at a local level to deliver outputs within a Management Agreement, working with the local communities.

## Governance at Western Heights

**5.14** The current lack of overall management for the site means that there is no cohesive strategy or overall means of planning and communication across the whole site. A clear need for a governance structure for the site has been identified. Without such a structure the scale of decay will continue and increase.

**5.15** A new management structure is required with responsibility for addressing the current issues, providing a format for owners and interested parties to work together to manage the site and obtain and manage much needed funding.

**5.16** As highlighted in the AT FORT Self Analysis Report<sup>(19)</sup>, one possible development would be for the Prince of Wales Foundation to act as a mediator. This is a foundation which specialises in regeneration and architecture and has a track record of building public consensus for change.

**5.17** The administration of the Section 106 funding from the CGI proposals is to be undertaken through a Trust involving Historic England and Dover District Council. With the agreement of interested parties, its defined constitution could extend to include the wider site and the promotion of masterplan objectives.

**5.18** The extended body (a Trust) would comprise a steering group that would work in partnership to drive forward the actions agreed under this masterplan. The new body should include all key owners and interest groups i.e. a representative from each of the following:

- Historic England
- Dover District Council
- Dover Town Council
- Ministry of Justice
- White Cliffs Countryside Partnership
- Western Heights Preservation Society
- Dover Harbour Board
- CGI
- Kent County Council
- Local residents (e.g. via the Western Heights Residents Association)

**5.19** The broadened remit of the Dover Harbour Board for regeneration and community involvement being promoted through the Dover Harbour Revision Order (2014), and the intimate historic links between the harbour and the overlooking Western Heights suggests that they have a role to play in future governance of the site.

**5.20** The new Trust would champion initiatives that manage the value of the site's built and natural heritage capital to increase its contribution to the quality of life at local regional and national

scales. Working with the regulatory authorities, land owners, interest groups and local community, the Trust would provide a framework for promoting and sustaining positive change at the Western Heights. The Trust would also seek to unlock and manage other major sources of funding.

**5.21** The following key aims should be targeted by the Trust:

- promoting the Western Heights;
- representing stakeholders and residents;
- informing understanding of the links between the heritage, biodiversity and community assets present at the site;
- managing and conserving the heritage asset;
- working with decision makers;
- sustaining activities that promote use, enjoyment and understanding of the place; and
- delivering social, economic and environmental benefits.

The objectives of the Western Heights Trust would be to:

- Restore, conserve and enhance the site's features that define its sense of place.
- Provide a forum for the coherent and holistic management of the monument and its setting to promote the protection and enhancement of its heritage value, landscape, biodiversity and amenity.
- Guide the prioritisation and best value use of available resources to the benefit of the monument's built fabric, landscape character, and local community.

- Facilitate actions and behaviours that will lift the Western Heights to its deserved place in Dover's heritage portfolio and keep it there.
- Define and monitor performance indicators in moving towards the vision.
- Optimise the site's contribution to Dover's local economy.
- Manage on-going programmes of research, survey and field evaluation.
- Outreach to the community to increase awareness and active participation in the site.

A critical action of the Trust would be to appoint a full time employed person (a Western Heights Project Officer), reporting to the Trust, to champion the proposals made by the Trust. This post should be funded by contributions from all major stakeholders. Other organisations should also be approached for contributions such as the Dover Harbour Community Fund.

The Project Officer, who could be hosted by Dover District Council, would be responsible for instigating and co-ordinating action and making funding bids.



## 6 Next Steps

### Introduction

**6.1** The masterplan is evidence based (see Baseline Report<sup>(20)</sup>) and has been drawn up following stakeholder consultation. As a Supplementary Planning Document, it has also been subject to a Strategic Environmental Assessment<sup>(21)</sup>. Its production has been guided by a Steering Group composed of Kent County Council, Dover District Council and English Heritage. The work has resulted in a masterplan that, whilst recognising constraints, seeks to be '*ambitious for the future and sensitive to the past*'<sup>(22)</sup>. Key issues are identified and addressed in a holistic manner, so as to provide a framework for action that will deliver a new vision for the Western Heights to secure for it a sustainable future. This section outlines how delivery will be taken forward.

### Delivery Principles

**6.2** The masterplan is not intended to be prescriptive, but rather to stimulate an informed but flexible way of optimising the opportunities presented by the site to make a positive contribution as a nationally important heritage asset and to the well-being of the town. Appropriate opportunities to enhance the site through new places, buildings, facilities, infrastructure and environments should not be missed and delivery of projects

should strive toward exemplary standards of conservation, new design and principles of sustainability. Delivery of transformational change, guided by the masterplan concepts so as to take advantage of the opportunities identified, will require a sustained period of activity lasting many years. In turn, this will require clear commitment, coordination and communication by all parties.

**6.3** To facilitate the achievement of the shared objectives by the parties, a series of principles are set out below to guide the successful delivery of the masterplan:

- The sense of place and history is to be respected, enhanced and celebrated.
- Decisions about the future of the site and actions to shape it are to be steered by a holistic consideration of the masterplan themes.
- Community involvement is vital to the delivery process and is to be encouraged.
- Momentum should be maintained, but not at the risk of short-termism or the expense of significant compromise to overall objectives.
- Benefits should flow to the site, the town and the community.
- It must be acknowledged that change will occur over time as progress is made through the project stages. This change

20 Dover Western Heights Baseline Report Capita 2014

21 Dover Western Heights Strategic Environmental Assessment Capita 2014

22 Dover District Core Strategy 2010

should be monitored and managed through a structured process, which includes periodic review of the masterplan.

## Priorities

**6.4** As identified in the issues explored by the masterplan, as well as by the stakeholder consultation undertaken, and exemplified by heritage projects both abroad and in the UK, the foundation stone on which to build going forward will be the establishment of a governance model for the Western Heights site. The adopted model should be tailored to the achievement of the masterplan objectives and be capable of promoting a coherent programme of action. Equally, it should bring together stakeholders, decision makers, regulatory bodies and the community within a consensus building, partnering ethos to properly represent their interests. The first step will be to launch the vision for the Western Heights so as to excite interest in the town, capture the attention of potential investors and explore opportunities for grant aid packages.

## Action Plan

**6.5** Alongside a new vision for the future of the site, a detailed action plan must be developed, which is set out in the table below. The scale of this task is considerable and will require a considered, prioritised approach to focus effort and funding so that maximum value in terms of both immediate reward and long-term results can be gained from the available pool of resources. The emphasis should focus on delivering results

within an appropriate timeframe. This will increase confidence amongst partners and generate mutual support from third parties with potential interest in the site.

**6.6** The Integrated Heritage and Green Infrastructure Management Plan will be an integral part of the action plan. The Management Plan will need to be developed as a priority action in liaison with statutory bodies and other interested parties. It should be developed through a number of interlocking studies that should address a balancing of the following:

1. Heritage asset protection from encroaching vegetation
2. Heritage asset setting restoration and enhancement
3. Biodiversity enhancement and protection
4. Landscape Character restoration and enhancement
5. Enhanced views from and to the Heritage Asset
6. Enhanced access for all

## **6.7** Scope of Works:

1. Survey of the Heritage Asset to identify infrastructure damage through vegetation -
  - a. This should confirm works to vegetation essential for the protection of the asset;
  - b. By default, benign vegetation should also be identified.
2. Biodiversity surveys to gain detailed understanding of how protected species use the Western Heights, to include bats; birds and reptiles -

- a. To identify whether any damaging vegetation (1a) is utilised by protected species in order that any necessary mitigation can be formulated;
  - b. To identify which protected species use the Western Heights, including population numbers and localities;
  - c. To identify roosts, flight corridors and other landscape features which are essential for ecological functioning of protected species (using best techniques available)
3. Habitat surveys to identify priority habitats and to assess their quantity and quality –
- a. To focus on those habitats that are a special feature of the Western Heights, primarily chalk grassland, but also, for instance, lichens-supporting structures;
  - b. To quantify the habitats in order that any increase/decrease can be recorded;
  - c. To assess the quality of the habitats such that the best are accorded the highest protection while those of lesser quality are targeted for enhancement;
4. Historic landscape assessment, including condition/sensitivity analysis –
- a. To better understand and determine the setting of the Heritage Asset
  - b. To assess the condition of components of that setting
  - c. To assess the sensitivity of components of that setting;
5. Landscape and Visual Impact Assessment: To undertake a landscape character assessment of both the asset, its components and its setting and the importance of views to and from the Western Heights –
- a. To better understand and determine the landscape setting of the Western Heights
  - b. To assess the landscape condition of components of the Heights;
  - c. To assess the sensitivity of components within the Heights;
  - d. To assess the quality of important view corridors.

**6.8** Integrating the results of such baseline work should result in an optimisation of protection and enhancement of both Heritage and Green Infrastructure aspects of the Western Heights, including pointers towards the provision of access opportunities. The results of this work are to be drawn together to form the Integrated Heritage and Green Infrastructure Management Plan.

### Delivery

**6.9** True sustainability is achieved through incremental steps, each demonstrating practical ideas for each relevant topic that are considered when making every relevant decision. This requires a culture for delivery that fosters:

- *lasting design*: which is about getting the basics right from the start, creating schemes that work now and takes into account future environmental and social conditions.

- *creativity*: solutions which are appropriate, imaginative and cost effective, achieving more with less.
- *innovation*: long term sustainable development will require innovation in approach, delivery and use.
- *inclusivity*: both through widening the audience who can enjoy what the site has to offer and promoting participation of all stakeholders and the local community in both the design and outcomes of change.
- *partnership*: transparency and understanding, a listening and learning culture, to develop and implement solutions that work.

**6.10** As specific projects and strategies are developed, there will inevitably be associated environmental issues (in particular heritage, biodiversity, landscape) and socio-economic effects – which may be both positive and negative or in perceived conflict. Accompanying assessment will need to be undertaken, therefore, to ensure that these effects are understood, mitigated and managed. Notwithstanding that protective designations and legislative imperatives, together with county and district policies, demand such an approach, the assessment process should be proactively used as a tool to achieve good value, good design and integrated solutions.

### Future Projects

**6.11** Formal adoption of the masterplan Supplementary Planning Document by Dover District Council will bring the Western Heights to the starting line for delivery. As indicated above, the size, complexity and condition of the site and

multiplicity of interests involved will inevitably result in an extended timescale for its full achievement. The development of the detailed programme will prioritise targets and associated projects over the short, medium and longer terms. It will be important, however, to show progress following adoption so that reality can meet the expectation that will be generated. Over time, all initiatives in the masterplan will meet with the delivery principles presented in 6.2, but some are potentially more readily achievable in the short to medium term.

- Vegetation management is a site-wide initiative that can be rolled out on in a staged way that offers a high return in ‘making a difference’ for comparatively moderate cost. It will further deliver multiple benefits: to heritage, biodiversity, landscape, and general site safety/amenity, whilst also lending itself to community involvement. Completion of a detailed implementation strategy that covers both clearance and maintenance would be the first step.
- Subject to implementation of the proposed scheme for development at Western Heights and Farthingloe and finalisation of the complementary Section 106 negotiations between the developer and the local authority, funding will become available for restoration works, including visitor facilities, at the Drop Redoubt.
- The above creates an emphasis that should remain focussed on the eastern end of the site, because of its transport connections (bus, train and parking); proximity to town centre and harbour; and development opportunities. Such convergence of factors will improve the prospects for

success, thus maintaining the momentum for positive change in the remainder of the site.

- Projects located at the eastern end of the site that are capable of delivery (subject to funding) in the short to medium term include:
  - Conservation of the North Entrance (including works to open the tunnel to public access, to reinstate the bridges connecting with the parts of the site to the north, and installing a shared use surface to Central Road) will provide a significant improvement in the condition of the site and an enhancement of the visitor experience.
  - Proposals for development of a hotel and residential units enjoy the benefit of planning permission from the planning authority, but must still secure Scheduled Monument consent.
  - The Grand Shaft Barracks site affords the best opportunity for further development in the short to medium term. Here, the recommendation is to include a maintenance facility, together with a conservation management training centre, which would be of direct benefit (from both a logistics and skills capacity point

of view) to the future conservation (including the vegetation management) programme.

- The development of a Heritage Management Agreement for the Western Heights. This positive step will serve to establish good working relationships with the relevant stakeholders by encouraging more active and accountable day to day management and development of the site. This will apply to both the existing owners and also for any potential future users or management teams. It will further provide a basis for consensus and resolution of conflicts between parties and facilitate greater efficiency in the regulatory process.
- Production of a 10 Year Management and Maintenance Plan for the Western Heights. The Management and Maintenance Plan will be used to support the on-going maintenance of the Scheduled Monument and any potential future funding applications, to ensure the historic site is properly maintained in the future.

**6.12** The following table identifies these actions, outcomes, owners and timescales of the Action Plan.

| ACTION PLAN  |  |   |   |           |
|--|--|---|---|-----------|
| THEME  | ACTION   | LEAD                                    | OUTCOMES  | TIMETABLE |
| Integrated Heritage and Green Infrastructure Management Plan | Develop a comprehensive model for survey-work to ensure that appropriate weight is given to features that the historic asset supports. | HE, NE, KCC, DDC, MoJ, DTC              | Rationalisation of detailed survey programmes to support further actions                        | Yr 1      |
| Heritage Management and Restoration                          | i. Establish governance model*   | KCC; DDC; HE, MoJ; WHPS; WCCP; CGI; DHB | A unified voice for the Western heights; a custodian of the vision and a coordinator for action | <Yr1      |
|  | ii. Identify and target national and international funding streams *   | DWH Forum; DDC; DHB? HE                 | Optimisation of viable funding  | Yr1       |
|  | iii. Appoint project officer*  | DWH Forum, HE                           | A dedicated resource for driving the agenda forward   | Yr1       |
|  | iv. Prepare detailed* programme  | DWH Forum, HE                           | Clarity of direction and optimisation of results  | Yr1       |

| ACTION PLAN |   |               |  |           |
|-------------|---|---------------|--|-----------|
| THEME       | ACTION  | LEAD          | OUTCOMES   | TIMETABLE |
|             | v. Launch vision*   | DWH Forum, HE | The touchstone that will generate and sustain a momentum for change, integrating with and contributing to Dover's regeneration agenda    | Yr1       |
|             | vi. Develop detail of Drop Redoubt restoration proposals. | DWH Forum, HE | Generation of momentum toward on-the ground results  | Yr1/2     |
|             | vii. Develop Heritage Management Agreement                | DWH Forum, HE | Forming consensus and the basis of resolution of conflicts between parties and facilitating greater efficiency in the regulatory process | Yr1/2     |
|             | viii. Develop 10 Year Management and Maintenance Plan     | DWH Forum, HE | Informing and prioritising the on-going maintenance of the Scheduled Monument and potential future funding applications                  | Yr2       |
|             | ix. Develop proposals for North Entrance                  | DWH Forum, HE | Exploits availability of major heritage component.<br><br>Maintains momentum<br><br>Reinstates key circulation route                     | <Yr5      |

| <b>ACTION PLAN</b>    |  |                       |   |                  |
|-----------------------|--|-----------------------|---|------------------|
| <b>THEME</b>          | <b>ACTION</b>  | <b>LEAD</b>           | <b>OUTCOMES</b>   | <b>TIMETABLE</b> |
| Regeneration Context  | i. Engage with the Dover Harbour Board and other key players in Dover's regeneration | DWH Forum; DHB; DDC   | Optimises mutual benefits available from Dover's regeneration agenda  | Yr1-5            |
| Landscape and Ecology | i. Prepare detailed Vegetation Management Strategy                                   | DWH Forum; WHPS; WCCP | Establishing detail proposals for vegetation management for optimum heritage, biodiversity and landscape benefits – see also views    | Yr1              |
|                       | ii. Secure funding for on-going cyclical management interventions                    | DWH Forum; WHPS; WCCP | Support for sustainable change  | Yr1              |
|                       | iii. Initiate clearance programme  | DWH Forum; WHPS; WCCP | Protection and enhancement of the site's heritage, biodiversity and landscape assets. Increased opportunity for community involvement | Yr2              |
|                       | iv. Prepare schedule for protected species surveys                                   | DWH Forum             | Informs restoration, management and development initiatives   | Yr1              |



| ACTION PLAN               |   |   |  |           |
|---------------------------|---|---|--|-----------|
| THEME                     | ACTION  | LEAD                                    | OUTCOMES   | TIMETABLE |
| Development Opportunities | i. Support delivery of CGI proposals for hotel and residential development  | DWH Forum; DDC                          | Introduction of vitality to the site and a positive message for the future   | Yr 1-5    |
|                           | ii. Prepare Development Brief for Grand Shaft Barracks  | DWH Forum; DDC; WHPS; WCCP              | Maintaining momentum. Informing acceptable uses based on the predominant character of the area.  | <Yr5      |
|                           | iii. Carry out detailed capacity assessment of utilities  | DWH Forum                               | Identify key reinforcement works for increased resilience to the demands of future Development.  | Yr2       |
| Access and Movement       | i. Prioritised improvements to existing circulation routes around Monument to mitigate high risks   | DWH Forum KCC; DDC; HE; MoJ; WHPS; WCCP | Health and safety for visiting public improved   | Yr1-3     |
|                           | ii. Prepare a detailed Action Plan that consolidates and enhances links and routes throughout the Monument through a sustainable movement strategy. | DWH Forum, HE                           | New wayside exhibits, publications, interpretive trails Enhanced pedestrian and cycle connectivity within the site and beyond.<br><br>Improve public transport connections.<br><br>Improved car parking across the site. | <Yr5      |

| ACTION PLAN           |  |           |  |           |
|-----------------------|--|-----------|--|-----------|
| THEME                 | ACTION                                 | LEAD      | OUTCOMES   | TIMETABLE |
|                       |  |           | Improve the operational efficiency of the local road network   |           |
| Interpretation        | i. Prepare Signage Strategy            | DWH Forum | Improved visitor understanding<br>Enhanced site identity   | <Yr5      |
| Views                 | i. Prepare View Management Plan        | DWH Forum | Provides a framework for and augments context and priorities for vegetation management -see also landscape and ecology | Yr2       |
| Community Involvement | i. Arrange open day/workshop           | DWH Forum | Generates interest and support   | Yr1-5     |
|                       | ii. Prepare Newsletter                 | DWH Forum | Informs stakeholders   | Yr1-5     |
|                       | iii. Set-up web-site                   | DWH Forum | Informs stakeholders   | Yr1-5     |
|                       | iv. Prepare Community Involvement Plan | DWH Forum | Coordinates engagement for maximisation of benefit to community and site   | Yr1       |

| ACTION PLAN                   |        |   |          |           |
|-------------------------------|--------|---|----------|-----------|
| THEME                         | ACTION | LEAD                                      | OUTCOMES | TIMETABLE |
| Notes: *Applies to each theme |        | KCC Kent County Council                   |          |           |
| DDC Dover District Council    |        | MoJ Ministry of Justice                   |          |           |
| DHB Dover Harbour Board       |        | WCLP White Cliffs Landscape Partnership   |          |           |
| HE Historic England           |        | WHPS Western Heights Preservation Society |          |           |

Table 6.1





## Appendix 1

| Title  | Further details  | Author   | Date          | Abbreviation used in text |
|--|--|--|---------------|---------------------------|
| Built Heritage Conservation Framework for Dover Western Heights                        | A report to Dover District Council, English Heritage (as was) and Kent County Council                                | Liv Gibbs BA MA (Cantab.) Ph.D.                                  | February 2012 | BHCF, 2012                |
| Dover District Heritage Strategy   | Commissioned by Dover District Council, carried out by Kent County Council, part funded by English Heritage (as was) | Heritage Conservation Group, Kent County Council                 | 2013          | DDHS, 2013                |
| Dover Western Heights and Farthingloe Heritage Statement                               |  | Compiled by Morse Heritage in collaboration with CgMs Consulting | May 2012      | HS, 2012                  |
| Western Heights & Farthingloe Environmental Statement (including Transport Assessment) | Prepared in support of a planning application by China Gateway International   | CgMs Consulting, CGI Plc   | May 2012      | WHF-ES, 2012              |
| Periodic Condition Survey Report   | Commissioned by English Heritage   | Lead Consultant Acanthus Clews Architects                        | March 2009    | PCSR, 2009                |
| Farthingloe and Western Heights Transport Assessment                                   | China Gateway International  | WSP for China Gateway International                              | May 2012      | WHF-TA, 2012              |

| Title   | Further details   | Author  | Date                               | Abbreviation used in text |
|---|---|---|------------------------------------|---------------------------|
| The White Cliffs Landscape Partnership Scheme.<br><br>Landscape Conservation Action Plan  | Up on the Downs   | The White Cliffs Landscape Partnership Scheme.<br><br>Published by Dover District Council | 2012                               | WCLP, 2012                |
| Royal Commission on the Historical Monuments of England volumes surveying Western Heights | Not specifically reviewed for this report but referred to in BHCF, 2012 | English Heritage Archive (now Historic England)   | Various                            | RCHME                     |
| National Character Areas<br><br>119: North Downs  |   | Natural England   | Original publication 1996, updated | NCA                       |
| Dover District Council Character Assessment   | Lydden Hills and Guston Hills Character Areas                           | Dover District Council  | 2006                               | LCA_DDC, 2006             |
| National Planning Policy Framework  |   |   | Adopted March 2012                 | NPPF, 2012                |
| Statutory development Plan for Dover  | Adopted Core Strategy   |   | February 2010                      | SDP, 2010                 |
| Land Allocations Local Plan   | Adopted   | Dover District Council  |                                    | LALP                      |
| Heritage Strategy Development Plan Document   |   | Dover District Council  | July 2013                          | DPD, 2013                 |

| Title   | Further details                      | Author                    | Date         | Abbreviation used in text |
|---|--------------------------------------|---------------------------|--------------|---------------------------|
| The White Cliffs Downland Education and Restoration Programme<br>Conservation Management Plan |                                      | Kent County Council       | October 2010 | WCD, 2010                 |
| AT FORT Self Analysis Report  | on behalf of Kent Stakeholders Group | Kent County Council       | October 2012 | AFSAR, 2012               |
| Green Infrastructure Strategy   |                                      | Dover District Council    | January 2014 | GIS, 2014                 |
| National War Memorial Western Heights Accessibility Statement                                 |                                      | Cottee Transport Planning | 2014         | NWMAS                     |
| Dover District Council Parking Strategy   |                                      | Dover District Council    | 2007         | DDCPS                     |

Table 1