

# **Pembrokeshire County Council Cyngor Sir Penfro**



## **Lower Town Fishguard Conservation Area Character Appraisal and Management Plan**

**Adopted November 2016**

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## **Abbreviations**

CA	Conservation Area
HLF	Heritage Lottery Fund
LB	Listed Building
LDP	Local Development Plan
PCC	Pembrokeshire County Council
SPAB	Society for the Protection of Ancient Buildings
TAN	Technical Advice Note – Welsh Government Planning Policy
TPO	Tree Preservation Order
T&CPAct	Town and County Planning Act 1990

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## Executive Summary

- i This combined Conservation Area Character Appraisal and Management Plan has been prepared to define the special interest of the Lower Town Fishguard Conservation Area in order to help preserve and enhance its character, and to provide a basis for making sustainable decisions about its future.
- ii Part 1 sets out the Conservation Area Character Appraisal, and Part 2 sets out the Management Plan, proposals and implementation and arrangements for monitoring and review of both Conservation Area Character Appraisal and Management Plan.
- iii This document supports the Pembrokeshire Local Development Plan (LDP) 2013-2021, and will be a relevant consideration for any subsequently adopted Development Plan, in relation to protection and enhancement of the historic environment within the Conservation Area. It is a material consideration for determination of planning and listed building applications along with relevant Supplementary Planning Guidance.

### The policy context for the appraisal is provided by

- **Welsh Office Circular 61/96** (para 20) states that the quality of place should be the prime consideration in identifying, protecting and enhancing Conservation Areas. This depends on more than individual buildings. It is recognised that the special character of a place may derive from many factors, including: the grouping of buildings; their scale and relationship with outdoor spaces, architectural detailing, and so on.
  - **Planning Policy Wales Edition 8, January 2016** (para 6.5.17) states that if any proposed development would conflict with the objective of preserving or enhancing the character or appearance of a Conservation Area, or its setting, there will be a strong presumption against the granting of planning permission.
- iv Summarised below are the key elements that contribute to the special interest and character of the **Lower Town Fishguard** Conservation Area requiring preservation and enhancement.
    - A long maritime history inherently connected to the establishment of the harbour.
    - Natural characteristics of the coastal landscape and underlying landform that have influenced the form of Lower Town as a whole; its separation from Upper Town area.

- Architecturally distinctive landmark buildings.
- Significant views into, out of and within the Conservation Area.
- A diverse mix of building style and type, with the majority comprising 18<sup>th</sup> and 19<sup>th</sup> century buildings.
- Victorian buildings and terraces.
- Listed harbour pier, sheltered harbour and river mouth.
- Listed buildings.
- Historic Quarry, limekiln and Woollen Mill remnants
- Narrow streets.
- The secluded marshland area upstream of the bridge

### **Key Issues**

- v A number of key issues have been identified that have a negative impact on the character of the Conservation Area. These form the basis for the Management Proposals outlined in Part 1 (Section 7) of this document and are summarised below.

#### ***Negative/neutral sites and buildings***

- vi There are a number of 'negative' buildings and sites which detract from the special character and appearance of the Conservation Area. More modern development has often contributed little to the character of the area, neither preserving nor enhancing it.

#### ***Loss of architectural detail and minor alterations to historic buildings***

- vii Most of the unlisted – and many of the listed – buildings in the Conservation Area have been adversely affected by the loss of original architectural details and building materials.

#### ***Building maintenance and repair (Buildings at Risk)***

- viii Some of the buildings in the Conservation Area are showing signs of deterioration due to lack of maintenance and their state needs to be monitored and funding prioritised accordingly.

#### ***Control of new development***

- ix Many modern developments do not harmonise with the historic character and appearance of the Conservation Area.

### ***Public realm***

- x There are many examples where the public realm has been poorly designed, constructed and maintained. Original historic details have been removed and replacement methods and materials are largely inappropriate or unsympathetic. The dominance of on street car parking within parts of the Conservation Area adversely affects its character.

### ***Open/ green spaces, landscaping and tree management***

- xi Many streets and spaces within the Conservation Area have little or no landscaping. Despite the Conservation Area comprising both linear built development and countryside, appropriate landscaping can offer opportunities to enhance many of the public spaces and streets by adding texture, colour and increasing biodiversity.

### ***Existing and former Commercial Premises***

- xii Traditionally designed commercial premises are at risk of deterioration due to poor maintenance and pressures to develop for alternative uses

**Part 2: The Management Plan** identifies current Conservation Area issues and sets out Management Proposals and arrangements for implementation, with the following actions identified for early implementation:

#### **Planning Policy & Strategy:**

- PCC to adopt the Lower Town Fishguard Conservation Area Appraisal and Management Plan;

#### **Community involvement:**

- Training and Development of Conservation Staff;
- Increase conservation awareness;
- PCC Conservation website development;
- Publication of Fishguard Conservation Bulletin(s); and
- Local availability of the Conservation Area Character Appraisal and Management Plan.

#### **Planning Measures:**

- Finalisation of draft Local List to inform the adopted Local Development Plan;
- Implementation of Buildings at Risk Strategy for those Listed Buildings at risk or vulnerable

- Identify Archaeologically Sensitive Areas as appropriate

**Framework for Design Standards:**

- Prepare programme for preparation of additional planning guidance notes on conservation issues;
- Ensure opportunities for, and importance of, enforcement measures are understood and implemented throughout PCC;
- Promotion of Planning Guidance Notes and Cadw's 'Maintenance Matters' on website
- Prepare site specific development briefs where appropriate

## Part 1: Conservation Area Character Appraisal

### 1. Lower Town Fishguard Conservation Area Character Appraisal

#### 1.1 Introduction

1.1.1 Lower Town Fishguard Conservation Area, designated in 1976 and revised in 1992, recognises the architectural and historic interest of the historic core of Lower Town Fishguard, which has developed around its strategic location at the mouth of the River Gwaun.

1.1.2 Conservation Areas, designated under the provisions of Section 69 of the Planning (LB & CA) Act 1990, are defined as an area “...of special architectural or historic interest, the character of which it is desirable to preserve or enhance”<sup>1</sup>.

1.1.3 Additional protection may be appropriate through the use of a Direction<sup>2</sup> across part of the Conservation Area, called an Article 4 Direction, this removes specified permitted development rights to alter or extend designated buildings therefore affording a greater degree of protection over the historic environment.

1.1.4 This appraisal defines and records the special architectural and historic interest of the Lower Town Fishguard Conservation Area, considers current issues and the current statutory and policy context and identifies opportunities for enhancement to provide a framework for sustainable decisions on its future and local involvement in implementation. It meets the requirements of the legislation, ‘to formulate and publish proposals for the preservation and enhancement’<sup>3</sup> and, ‘in making a decision on an application for development ..... special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area’<sup>4</sup>, provides a firm basis on which applications for development and proposals for enhancement within the Lower Conservation Area will be assessed.

1.1.5 The statutory and policy context is provided by:

- Planning (Listed Buildings and Conservation Areas) Act 1990<sup>5</sup>
- Town and Country Planning (General Permitted Development) Order 1995
- Planning Policy Wales, Edition 8, January 2016
- Circular 61/96<sup>6</sup> and Circular 1/98<sup>7</sup>

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<sup>1</sup> The Planning (Listed Buildings and Conservation Areas) Act 1990

<sup>2</sup> Made under Article 4 of the General Permitted Development Order 1995

<sup>3</sup> Section 71 The Planning (Listed Buildings and Conservation Areas) Act 1990

<sup>4</sup> Section 72 The Planning (Listed Buildings and Conservation Areas) Act 1990

<sup>5</sup> which replaced the former Civic Amenities Act of 1967

- Pembrokeshire County Council Local Development Plan (LDP) 2013 – 2021<sup>8</sup>.

## 1.2 Background

1.2.1 Conservation Areas were created by the Civic Amenities Act of 1967 when it was decided that listing historic buildings individually was not enough to protect groups of buildings, which although not individually listed contributed to the character of the place as a whole, and their setting. It was also realised that the spaces between buildings and trees were also important elements. These whole areas were to be protected and designated as Conservation Areas.

1.2.2 Conservation Area designation should be seen as the prime means of recognising, protecting and enhancing the identity of places with special character. Quality of place should be the prime consideration in identifying Conservation Areas although there can be no standard specification for Conservation Areas. Designating a Conservation Area does not prevent future changes to buildings and their surroundings. It does mean, however, that the local planning authority, when considering planning applications, including those which are outside a Conservation Area but would affect its setting, must pay special regard to whether the proposed changes “preserve or enhance the character or appearance of the Conservation Area”.

1.2.3 The Act has now been incorporated and expanded into the Planning (Listed Buildings and Conservation Areas) Act 1990 which provides the statutory basis for planning control within Conservation Areas. This Act imposes a duty on local planning authorities to regularly review their designated areas, to designate new areas if appropriate and following designation draw up and publish preservation and enhancement proposals, and to exercise their planning powers for preservation and enhancement.

1.2.4 The designation of a Conservation Area is normally based on a detailed assessment of the special architectural and historic interest of the area. These assessments are known as Conservation Area Appraisals.

1.2.5 Conservation Area Appraisals are important for the local authority, for developers and for the public. They can be used in conjunction with existing planning policies and guidance; they can assist in the ongoing management of Conservation Areas; form the basis for enhancement programmes; and provide a

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<sup>6</sup> Planning and the Historic Environment: Historic Buildings and Conservation Areas

<sup>7</sup> Planning and the Historic Environment: Directions by the Secretary of State for Wales

<sup>8</sup> For the County excluding the area of the Pembrokeshire Coast National Park

sound basis, defensible on appeal, for local plan policies and development control decisions. Appraisals also have wider applications as educational and informative documents for the local community.

### **1.3 Lower Town Fishguard Conservation Area**

1.3.1 The County of Pembrokeshire (excluding the Pembrokeshire Coast National Park) has 24 Conservation Areas, one of which lies within Lower Town Fishguard

1.3.2 Lower Town Fishguard Conservation Area was designated by the former Pembrokeshire County in 1976. Fishguard has two Conservation Areas, one for the Lower Town (this report), and one for the Upper Town (see separate report).

1.3.3 The two Conservation Areas for Fishguard have not previously had the protection of Article 4 Direction. This would remove existing permitted development rights, and bring in a requirement for planning permission to be obtained for repairs and extensions, to ensure that traditional buildings methods and materials are used. This would serve to halt the erosion and loss of essential architectural detail which gives the Conservation Area its 'area of special interest' status. Consideration has been given to the potential to introduce an Article 4(2) Direction at Lower Town Fishguard. Further information about the Article 4(2) Direction process can be found at Part 2 (section 4.3) of this report.

### **1.4 Purpose and Scope of the Appraisal**

1.4.1 On designation in 1976 the Lower Town Fishguard Conservation Area was recognised as being of special architectural and historic character which warranted preservation and enhancement. A character statement for the Conservation Area was produced in 1976 by the former Pembrokeshire County Council.

1.4.2 The purpose of this study is to undertake a character appraisal<sup>9</sup> for the Conservation Area as part of the County Council's rolling programme of Conservation Area review. It describes the special architectural and historic interest of the Conservation Area and provides a detailed analysis of its character and appearance, concluding that designation as a Conservation Area is clearly justified.

1.4.3 This Character Appraisal supports the policies of the Local Development Plan for Pembrokeshire. It is to be used as a material consideration in the

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<sup>9</sup> follows the general guidance set out in 'Understanding Place: Conservation Area Designation, Appraisal and Management', former English Heritage, 2011

assessment and determination of applications for development within the Conservation Area and to help guide its future management.

**This document will be a material consideration in the determination of planning applications.**

**Unlawful developments may result in enforcement action being taken.**

## 1.5 Methodology

[A Conservation Area appraisal] should be regarded as the first step in a dynamic process, the aim of which is to preserve and enhance the character and appearance of the designated area – and to provide the basis for making sustainable decisions about its future through the development of management proposals.

(former English Heritage 2006<sup>10</sup>)

1.5.1 The aim of this Conservation Area Character Appraisal is to re-assess the designated area in terms of reviewing its boundary and to record its special architectural and historic interest.

1.5.2 The approach of authorities in preparing appraisals varies greatly in terms of presentation and format. The best examples are those that are concise and which isolate the important elements of an area's character.

1.5.3 This appraisal will consider the Conservation Area using 'Conservation Area Designation, Appraisal and Management' Historic England 2016 as a guide, and the following objectives:

- I. To outline and explain the historical development and evolution of the area;
- II. To define and analyse the special character and interest of the Conservation Area, and its surroundings, in relation to its architecture, topography, open spaces and landscape and the relationship between them;
- III. On the basis of this assessment; to review the existing Conservation Area boundaries, and potential for Article 4(2) Directions
- IV. To identify potential opportunities and management proposals for the preservation and enhancement of the area.

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<sup>10</sup> In 2015 the Historic Buildings and Monuments Commission for England changed its common name from English Heritage to Historic England.

## **2. Planning Legislation and Policy Context**

### **2.1 National Legislation, Policy and Guidance**

2.1.1 The Town and Country Planning Act 1990 and the Planning (Listed Buildings and Conservation Areas) Act 1990 (England and Wales) have consolidated earlier conservation legislation.

2.1.2 The Planning (Listed Buildings and Conservation Areas) Act 1990 requires local authorities to designate as Conservation Areas “any area of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance”.

2.1.3 Under Section 69 of the Act there is a duty on local planning authorities to review Conservation Areas from time to time by preparing and publishing proposals for the preservation and enhancement of Conservation Areas and to consider whether further designation of Conservation Areas is called for. It is worth noting that Welsh Government introduced the Historic Environment (Wales) Bill was introduced to the National Assembly for Wales on the 1<sup>st</sup> May 2015<sup>11</sup>.

2.1.4 This Appraisal should be read in conjunction with national planning policy and guidance such as Planning Policy Wales, Edition 8 (January 2016), amplified by Circular 61/96 and Circular 1/98. These documents provide advice on the designation of Conservation Areas and in particular guidance for assessing their special interest.

2.1.5 Circular 61/96 (para 20) states that the quality of place should be the prime consideration in identifying, protecting and enhancing Conservation Areas. This depends on more than individual buildings. It is recognised that the special character of a place may derive from many factors, including: the grouping of buildings; their scale and relationship with outdoor spaces; architectural detailing; and so on.

2.1.6 The current context for land use planning policy in Wales is contained in Planning Policy Wales Edition 8 which provides specific guidance for the designation, positive management and review of Conservation Areas. Planning Policy Wales explains the role of local planning authorities in formulating Conservation Area policies and exercising development control functions within Conservation Areas. Specific reference is given to the preparation of Conservation Area character appraisals which can assist planning authorities in the exercise of their planning and development control functions.

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<sup>11</sup> At November 2015, the Bill was at Stage 2 ‘detailed consideration by Committee of the Bill.

2.1.7 Planning Policy Wales Edition 8 (para 6.5.17) states that if any proposed development would conflict with the objective of preserving or enhancing the character or appearance of a Conservation Area, or its setting, there will be a strong presumption against the granting of planning permission.

2.1.8 Planning Policy Wales is supplemented by a series of Technical Advice Notes (TANs). 'TAN 12: Design' is relevant to Conservation Areas as it outlines a number of objectives of good design including the need for development to respond to character and context.

## **2.2 Local Planning Policy and Guidance**

2.2.1 This Appraisal will strengthen policies by providing greater detail on the special elements that give the Conservation Area its character, and therefore provides a firm basis on which applications for development within the Lower Town Conservation Area can be assessed. It should be read in conjunction with the wider development plan policy framework produced by the County Council.

2.2.2 In terms of local planning policy relevant to this appraisal, the Local Development Plan for Pembrokeshire (LDP) was adopted in February 2013 and sets out the Council's policies for protecting and enhancing the historic environment.

2.2.3 Of particular importance within the LDP are the specific policies relating to the historic built environment and in particular Conservation Areas.

- SP 1 Sustainable Development
- SP14 Hub Towns
- SP 16 The Countryside
- GN.1 General Development Policy
- GN.2 Sustainable Design
- GN.3 Infrastructure and New Development
- GN.4 Resource Efficiency and Renewable and Low-carbon Energy Proposals
- GN.11 Conversion or Change of Use of Agricultural Buildings
- GN.37 Protection and Enhancement of Biodiversity
- GN.38 Protection and Enhancement of the Historic Environment

2.2.4 For a full description of the policies that provide the context for assessing development proposals within the County's Conservation Areas refer to the adopted Local Development Plan<sup>12</sup>.

## 2.3 Enforcement Strategy

2.3.1 The powers available to Local Authorities include:

- Enforcement action against unauthorised development – planning contravention notices / breach of condition notices / enforcement notices / stop notices / and injunctions;
- Serving Repairs, Urgent Works and Section 215<sup>13</sup> notices;
- Compulsory Acquisition orders;
- Building Preservation Notices which extend Listed Building control over unlisted buildings for an interim period; and
- Identification and designation of Archaeologically Sensitive Areas as part of the preparation of the Local Development Plan - such designation should ensure consideration of potential archaeological issues at an early stage.

2.3.2 Buildings and sites, just outside the Conservation Area but adjacent to the boundary, must be considered as part of its setting and therefore similar planning considerations need to be applied.

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<sup>12</sup> [Pembrokeshire County Council Local Development Plan](#)

<sup>13</sup> Town and Country Planning Act 1990

### **3. Definition of Special Interest**

3.1 Although not an exhaustive list, this character appraisal concludes that the special interest of the Lower Town Fishguard Conservation Area derives from the following key characteristics:

- A long maritime history inherently connected to the establishment of the harbour.
- Natural characteristics of the coastal landscape and underlying landform that have influenced the form of Lower Town as a whole; its separation from Upper Town area.
- Architecturally distinctive landmark buildings.
- Significant views into, out of and within the Conservation Area.
- A diverse mix of building style and type, with the majority comprising 18<sup>th</sup> and 19<sup>th</sup> century buildings.
- Victorian buildings and terraces.
- Listed harbour pier, sheltered harbour and river mouth.
- Listed buildings.
- Historic Quarry, limekiln and Woollen Mill remnants
- Narrow streets.
- The secluded marshland area upstream of the bridge

### **4. Assessing Special Interest**

#### **4.1 Location and Setting**

4.1.1 The town sits 16 miles north of the County town of Haverfordwest, 26.5 miles north of Pembroke, 16 miles west of Cardigan.

4.1.2 Lower Town is the old town of Fishguard and lies at the mouth of the River Gwaun on the north coast of Pembrokeshire in south west Wales, situated on the eastern side of the Pencaer Peninsula, sheltered from the prevailing south westerly winds, and is the main reason for its development as a port and coastal settlement.

4.1.3 The Conservation Area comprises 19.23 hectares.

#### ***General character and plan form***

4.1.4 The towns' character is formed by its picturesque coastal setting, the harbour and river areas, the steep wooded coastal backdrop, and the siting of buildings in relation to the harbour, river and steep coastal incline.

4.1.5 The Conservation Area is rural in nature comprising approximately 100 residential properties located along the length of the harbour wall, and along the

terraces of property which run generally north on Newport Road (A487), and south along Glyn-y-Mel Road ending at the former Glyn-y-Mel Hotel.

4.1.6 The buildings have developed as a result of the gradual development and use of the harbour as a fishing and trading port, mining of the quarries, and development and use of a water powered mill, including the Gwaen factory woollen mill, and mostly comprise relatively plain but robust 17<sup>th</sup>, 18<sup>th</sup> and 19<sup>th</sup> century two storey stone cottages.

4.1.7 The Conservation Area also includes both sides of the wooded coastal valley and the steep hill to the north of the town.

### ***Landscape setting***

4.1.8 Lower Town settlement spreads from the harbour across the flat marshland area along the valley formed by the River Gwaun, and runs from south to north along the river, and up the hill towards Newport. The Lower Town is separated from the Fishguard Upper Town area by a steep hill running from the stone bridge across the river up to Main Street and the Square via Hill Terrace.

4.1.9 The extreme topography dictates the bends and twists in what is essentially the main coastal road (the A487), which is very narrow in places, with properties along this route having generally developed in a piecemeal way, forming a series of terraces, and not following a single linear building line.

4.1.10 The Lower Town is mainly built just above mean high water level, and is surrounded by steep coastal slopes which comprise dramatic banks of gorse, former quarries, woodland areas, and, to the rear of properties on Quay Street, Newport Road and Glyn-y-Mel Road there are steeply stepped gardens and allotments.

4.1.11 The town spreads southwards on Glyn-y-Mel Road which runs along the flat marshland area on the northern side of the river towards Glyn-y-Mel. This is where, at one time, a water powered mill was located, together with a range of buildings associated with the cloth production, as well as workers houses.

4.1.12 There is a spring which falls to the river between the quarries and was utilised by a tannery located at the top of the coastal slope above the limekilns.

## **4.2 Historic Development and Archaeology: The Origins and Historic Development of the Area**

### **Viking – 10<sup>th</sup> Century**

4.2.1 The name Fishguard derives from the old Norse *fiskigarðr* meaning 'fish catching enclosure'. (Welsh: Abergwaun, meaning Mouth of the River Gwaun).

Evidence of Roman occupation has been found through coins reputedly discovered in the vicinity. (Fenton) The coast of Wales was increasingly subject to Norse raids during the Viking era, in the latter part of the 10<sup>th</sup> century Norse trading posts and settlements emerged, and Fishguard was established as a port between 950 – 1000 AD.

4.2.2 From mediaeval times West Wales was a main cloth manufacturing area, particularly with the production of flannel. From the middle ages through to 1925 a water powered Fulling Mill (*Welsh – Pandai*) operated, with a sluice and millstream, and locally produced fleece would have been cleaned by the ‘fulling’ process and then spun, dyed, and woven into cloth for local use as well as export. (*J Geraint Jenkins – National Folk Museum of Wales*)

4.2.3 There are still remnants of these activities along banks of the marshland area to the south of what is now Glyn-y-Mel Road, to include large smooth riverside stones and a stone slip way access to the river. There was also a tannery at the top of the hillside above the quarries near to Bro Heulog and close to the spring

4.2.4 In 1582 Pope Gregory X111 ordered a change from the Julian calendar to the Gregorian calendar, and was implemented in Britain from 1752, but not recognised by the residents of the Gwaun Valley, who still celebrate New Year on 13<sup>th</sup> January. (*Tony Cornish – Pembrokeshire Photographic memories*)

4.2.5 The boundary line in the north includes the land which is divided into fields and is what remains of the mediaeval strip system.

### **12<sup>th</sup> –17<sup>th</sup> Century**

4.2.6 Fishguard was occupied by the Normans during the 12<sup>th</sup> century and was a Marcher borough. The Marcher lords encouraged immigration from all the Norman-Angevin realms, and encouraged trade from "fair haven" ports like Cardiff. In 1603 it was described as being one of five Pembrokeshire boroughs overseen by a port reeve or port warden, whose role was as fiscal advisor, much like customs and revenue officers of today.

4.2.7 Pistyll Hotch and Blaen-y-Delyn quarries were worked until the late 19<sup>th</sup> century, and stone limekilns were built there as early as the 12<sup>th</sup> century, (as well as at the foot of the Slade) to produce lime for local building work, for use on farmland, as well as for export.

4.2.8 The main reason for the successful development of Fishguard was its sheltered location, able to accommodate fishing fleets and square riggers plying their trade in the St. George’s Channel, and who could run up to Fishguard on a southerly wind if they were unable to land in Milford, and its ideal position as a sheltered port from which to set sail to Ireland.

4.2.9 Tradition has it that Fishguard only grew into a significant settlement at the expense of nearby Newport, said to have been decimated by a great plague in the 16<sup>th</sup> century (Lewis 1833), but surviving traces of a mediaeval strip field

system on the southern side of the town suggest that a well organised settlement was already in existence well before the 16<sup>th</sup> century.

## **18<sup>th</sup> Century**

4.2.10 There was rapid development of sea and coastal trading during this time, and ship building with its associated trades reached its zenith, together with improved methods of mining the quarries and use of the water mill, bringing prosperity and expansion and opportunities for the export of locally produced goods.

4.2.11 Much of the present day property in the town has 18<sup>th</sup> and 19<sup>th</sup> century origins, and is where business and trading was conducted, as well as providing housing and workshops, and includes a former Methodist chapel located on Quay Street, which is now converted into a dwelling.

4.2.12 In 1793 Richard Fenton, a celebrated poet, travel writer and business man retired to Pembrokeshire, and in 1799 built Glyn-y-Mel in Lower Fishguard. Many outbuildings were built within the demesne, to include a chapel, garden sheds, greenhouses and a variety of workshops, all to provide employment for the local community. It was here in 1811 that he wrote his celebrated book "A Historical Tour through Pembrokeshire" and it was here that he died in November 1821.

4.2.13 The heavy usage of the harbour by trading ships in the 18<sup>th</sup> and early 19<sup>th</sup> century when coastal trading was at its peak, caused much deterioration of the harbour walls, resulting in a loss of trade to other ports like Milford Haven and Solva. In 1837 an Act of Parliament for the improvement of the Harbour and pier was given Royal assent, but proposals of the time were shelved as the likely costs were estimated to be in excess £250,000. However, a new Pier and Quay were later built between 1860 – 1862. (*John Richards – Maritime Wales*)

4.2.14 The single arch stone bridge spanning the river was rebuilt around 1880 replacing a narrower four arched stone construction bridge. (*Martin Lewis – Newport Pems and Fishguard - Images of Wales*)

## **19<sup>th</sup> and 20<sup>th</sup> Century**

4.2.15 In the early 1800's an imposing stone four storey warehouse was built at the bottom of the hill on what is now the Skirmisher car park, owned and operated by Spillers, (along with a warehouse built at the end of the harbour, now the Yacht Club). The decline of trading activity saw it eventually become redundant in the 1930's, and was later taken over by the Sea Cadets organisation.

4.2.16 In the 1960's the towns' picturesque quayside houses and harbour were used as the setting for a film of the acclaimed Dylan Thomas tale 'Under Milkwood', which starred such famous actors as Peter O'Toole, Richard

Burton and Elizabeth Taylor. The Plas Glyn-y-Mel picturesque garden style was mainly developed in the early 19<sup>th</sup> century. Its manmade cliff faces, which were blasted by Fenton, and walks cut into the cliff along with grottos and terraces, have ensured its entry into the Register of Landscapes, Parks and Gardens of Special Historic Interest in Wales<sup>14</sup>.

## Archaeology

4.2.17. There are a number of tumuli or artificial mounds in the vicinity which indicate that fortifications were built here during the wars between the Welsh and the invading Saxons. There are also Neolithic and Bronze Age sites near by:

1. **Penrhiw** (SM942390) Neolithic chambered tomb. (SAM)
2. **Carreg Samson / Garn Wern** (SM 948390) A Neolithic chambered tomb cemetery, which includes three burial chambers in close proximity (SAM)
3. **Garn Wern.** (SM947390) Bronze round barrow.
4. **Castell Mwrnach.** (SM 953365) Iron age defensive enclosure.
5. **Y Caerau.** (SM967366) Iron age hill fort.
6. **St Dyfrig's cell** (SM 967369). Local tradition has it that this 6<sup>th</sup> century Celtic saint spent part of his life in a cave at Glyn-y-Mel near Lower town. According to legend, he was made Archbishop of Wales from Caerleon by Saint Germanus of Auxerre, and later crowned King Arthur.

## 4.3 Spatial Analysis

### Character and Interrelationship of Spaces within the Area

#### *Routes*

4.3.1 There is a clear hierarchy of paths within the Conservation Area that contain the main channels of movement.

1. **A478 Newport coast road** which runs west over the single arch stone bridge to Fishguard and east to Dinas and Newport and provides access via Quay Street to the harbour and quay. Within Lower Town, this road narrows to a single track, allowing passing in a limited number of places and with narrow or no footpath in places. The route does offer glimpses into the harbour and out to sea as well as views of buildings of interest within the street.

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<sup>14</sup> Carmarthenshire, Ceredigion and Pembrokeshire Register of Landscapes, Parks and Garden of Special Historic Interest in Wales, Part 1 Parks and Gardens, Cadw, 2002.

2. **Quay Street** - which provides main access to the waterfront and harbour area and to a car park along the harbour edge, which borders the rear of properties at Bridge and Newport Road.
3. **Glyn-y-Mel road** which provides access to properties at the east of Lower Town

4.3.2 The coast road (A487) road runs through the town from the bridge over the river in a generally northerly direction, but with access to the harbour and the quay along Quay Street. After crossing the single arched stone bridge over the river into Lower Town at Bridge Street the road bends sharply to the left, narrows to almost single width, and then splits two ways, left to give access to the harbour and quay along Quay Street, which is lined with a variety of mainly two storey buildings, and right up the hill to the north via the Newport Road, where in parts it narrows to a single lane, particularly in the vicinity of numbers 2 – 10, and outside number 13 where there are very restricted footpaths.

4.3.3 A little further along this road it splits again to give access to the right up the Old Newport Road, as well as straight on along the main coastal route to Newport.

4.3.4 This access road also leads to a small car park on the eastern side of the river to the rear of numbers 2 -10 Newport Road, and which has been the subject of a recent study by the Environment Agency, as periodic flooding has caused problems with localised properties and affected buildings have been fitted with flood defence barriers, although flooding can still rise up through property floors. During January 2014, the area flooded included Newport Road, Bridge Street, Quay Street, the car park and Glynymel Road.<sup>15</sup> Access for emergency services will require careful consideration during any future flood incident.

4.3.5 There are scenic footpaths which run along the top of and at the foot of the steep coastal slope on the south side of the river which was the link from the Quarries to the harbour basin, The Slade, Lampit Bach and round the peninsular to the north. The public right of way meanders down from Tower Hill, through steeply wooded slopes and emerges passed the disused quarries (now hidden by undergrowth) to join the riverside walk. Turning north, the path runs alongside the river, passed the disused lime kiln and several small rundown buildings. To the south the path strays from the river to run between small irregular fields along the narrow valley floor. The walk along the valley floor provides all access opportunity into river and countryside informal areas and compliments the access available to the more formal setting of the water at the harbour. Separate pedestrian access is also possible between buildings to reach the harbour area, where there is a

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<sup>15</sup> Flood Investigation Report, Lower Town Fishguard, Friday January 2014, Pembrokeshire County council

walking route along the harbour wall with the opportunity to admire views from the benches provided.

4.3.6 The narrow road running southwards towards Glyn-y-Mel becomes little more than a track which reflects the historic nature of this road, and there has been piecemeal development over time with groups of buildings more widely spaced and set back from the road edge. There are however cars parked close to the street frontage of properties at Glyn-y-Mel Road where the number of cars and vans has a negative impact on its character and appearance. Likewise, car parks within Lower Town are well used but lack boundary treatments or materials are unsympathetic to historic character of the area and have been poorly designed, constructed or maintained and have an overall negative effect on character.

4.3.7 The existing Conservation Area boundary is linked to topographical features and follows the mean high water line of the harbour, runs along the top of the hillside to the east of the Newport Road, the topmost line of the western coastal slope which connects into the upper Town Conservation Area, and the southern edge of the lowland river course.

### **Nodes**

4.3.8 The principal spaces, or nodes within the Conservation Area include:

- The junction of Bridge Street, Newport Road and Glyn-y-Mel Road, where a small formal open space to the south of the bridge contains benches, planters, footpaths and a grassed area.
- The quay wall walkway and seating areas which separate the waterfront from a variety of traditional domestic scale buildings.
- The enclosed equipped play area between the harbour car park and Quay Street provides a meeting place for younger residents and visitors.

### **Public spaces open areas**

4.3.9 The focus of the Conservation Area is mainly on the built development in Lower Town, where the streets are narrow and generally enclosed by terraced dwellings with few extensive gaps in the streetscape beyond the informal car parking area along the road frontage at Quay Street. Public spaces are mainly concentrated at the waterfront with seating areas interspersed along the harbour wall taking advantage of the scenic views. Publically accessible open space away from the water is limited to the formal open space at the junction of Newport Road and Bridge Street. The principal spaces, meeting points or nodes within the Conservation Area include:

- **The harbour wall and quay** provide an expanse of open space along the water front. Benches facing the water appear at intervals and with several located at the end of the quay.
- **Bridge Street formal open space** is laid out to grass, benches and concrete planters at the corner of Bridge Street and Newport Road where residential properties and 'Capel y Cwm' chapel have been demolished to improve visibility at this corner. A short stretch of safety railing here is functional and modern in design and makes a negative contribution to the visual aesthetic and historic character of the area.
- **Quay Street play area** sits between Quay Street and the car park at the rear of Bridge Street. Visibility into the area is restricted due to tall stone walls along its boundary, and concrete bus shelter at Quay Street.

### Key Views

4.3.10 Within the Conservation Area there are a number of important views, many of which may have already been discussed. This is not an extensive list but it does demonstrate that within, looking into and out of the Conservation Area these views form an important component of the Conservation Area's character and should therefore be preserved and enhanced wherever possible.

4.3.11 Looking back from the harbour quay towards Lower Town provides an expansive view of the waterfront, harbour and the imposing stone four storey warehouse at the Skirmisher car park at the bottom of the hill. The wooded slopes form an impressive backdrop to Lower Town and provide a scenic setting for the Conservation Area.



Lower Town from the Quay Wall (28.9.15)



Lower Town from footpath at Newport Road (28.9.15)

4.3.12 Glimpses through from the A478 Newport Road as it steeply descends into the Lower Town, can be seen by pedestrians or high vehicles from higher advantage areas. Although here, as well as along Tower Hill, summer vegetation growth obscures many of the potential views from highways and footpaths.



Harbour area glimpses from road side path descending out of Fishguard (28.9.15)

4.3.13 Glimpses of the quay are possible between gaps in the steeply sloping wooded sides of the valley rising towards Fishguard. Access to public rights of way sweep through the valley sides, joining Fishguard near Slade and allowing access to the foreshore.

4.3.14 Glimpses of Glyn-y-Mel Road are possible, nestled within the densely wooded steep sided valley with views of the hills of Dinas and Newport beyond.



Glimpses of Glyn-y-Mel from viewpoints off Tower Hill (28.9.15)

4.3.15 Many fine views into Lower Town are possible from Penslade and footpaths leading down to the low coastal slope from The Slade.

4.3.16 The vehicular route through the Lower Town has interesting twists and turns which offer glimpses of the harbour and views out to sea as the river bridge is crossed. Where the street narrows there is a sense of enclosure and traditional building design form and proportions face into the narrow street. The sense of place here is however dominated by intrusive traffic at times.

#### *Panoramic Views*

- The Lower Town is visible from many places in the Upper Town area, particularly from The Slade and the coastal slope region opposite the harbour as well as from Penslade at the top and along the Golden Mile.
- Fine glimpses exist across Lower Town from Tower Hill and the path running along the top of the slope above the quarries

#### *Long Distance Views*

- There are many fine views from the gardens of properties situated along the A487 route through the Upper Town, down Hill Terrace and as you leave the Lower Town up the steep hill towards Newport. Part of the charm of Upper and Lower Town are the views towards each other.
- Views are possible across to Goodwick from the northern end of the quay and within the harbour as well as views up toward Fishguard town.

#### *Short Distance Views*

- Significant short distance views are possible along the length of the quay wall with views into Lower Town and the Gwaun Valley.

### **Landmark and Key Buildings**

4.3.17 The early growth of Lower Town was a result of its fishing trade, mainly herring with Ireland and parts of England, and led to the early development of the harbour, which is believed to have been in use since the 10<sup>th</sup> Century. Storms and heavy usage have meant many repairs and changes over the years until around 1860 when the quay was substantially rebuilt.



Lower Town Bridge and Skirmisher Building (28.9.15)

4.3.18 The elegant single span bridge over the river Gwaun dates from about 1885 and replaces an older construction 4 span bridge.

4.3.19 When passing over Lower Town Bridge towards Fishguard, the imposing four storey 19<sup>th</sup> century quayside warehouse dominates the seaward edge of the coastal slope. Believed to have been a grain store, the building is now used as a sail training school and used by the sea cadets. The building represents the scale of trade and economy present in the area during the 19<sup>th</sup> century.



Winter Glimpses of Plas Glyn-y-Mel (2013)

4.3.20 Plas Glyn-y-Mel, situated within its own grounds at the end of Glyn-y-Mel Road was the country home of Richard Fenton, the historian of Pembrokeshire in 1797-9 and may have been built to his own design. It is particularly notable as an early example of picturesque landscape principles. The site was chosen for its rocky gorge. The

original estate included many out buildings, a water powered mill (now gone) a grotto and the 6<sup>th</sup> century cave of St Dubricius, (which is the Latinised version of the name St Dyfrig) The remaining buildings were converted into holiday cottages in the 1960's and 70's, and close to this is a stone cottage which has a bell tower

which may have once been the estate chapel. The property was sold as a hotel in 1975 and is now believed to be a private residence.



4.3.21 The Ship Inn, an early 19<sup>th</sup> century a former terraced house and historic public house situated along Newport Road was possibly two houses originally. It retains interesting features including grouted slate roof, sash windows of 4 and 12 pane design, shared stacks and traditional signage and colour wash exterior.

Ship Inn Newport Road (28.9.15)

4.3.22 There are a number of prominent buildings constructed during the 19<sup>th</sup> century which are now listed and lie within the Conservation Area, including the Skirmisher Building which was extended at the rear in 2003. Located in the car park to the west of the river mouth it was owned and operated by Spillers, and since the 1930's has been used by the Sea Cadets.

### **Public Realm**

4.3.23 There are two areas of significant public realm within the Conservation Area. The harbour area allows access to the waterfront and provides accessible informal recreation opportunities at the harbour wall and associated with the water. A further area is located at the junction of Bridge St and Newport Road which provides a seating area. Within the Conservation Area, public realm elements such as street furniture, lighting and planters are a general mix of styles and materials. Within the harbour area, lighting is in a traditional Victorian style, whilst benches are both recycled modern materials and concrete and are not sympathetic to the character of the Conservation Area.

### **Open/ Green Spaces, Trees and Landscaping**

4.3.24 There are no public realm trees within the built area of Lower Town and limited opportunity for landscaping of public realm beyond the harbour area and car park. There are few garden trees. Along the eastern side of Newport Road and Glyn-y-Mel Road garden trees are more numerous as the gardens merge into the wooded slopes. The wooded slopes and the topography of the area make an essential contribution to the rural character and backdrop to Lower Town and is an key component of the richness of the views across the valley and within the

Conservation Area. Many of the trees are in private ownership and it may help their management to have maintenance guidance available.

4.3.25 An area of informal open space 'Mwsland' borders the river at Glyn-y-Mel Road and can be glimpsed in views from the riverside walk along the river Gwaun. This open area appears to be in private ownership with limited access. The Mwsland area is low lying and alongside the river is likely to be periodically flooded.

4.3.26 Green spaces are maintained and improved by a local volunteer greening group.

#### **4.4 Character Analysis**

4.4.1 Lower Town Fishguard Conservation Area can be roughly divided into three separate character areas each with its own inherent character. Whilst the boundaries of each area are neither fixed nor precise there is a noticeable difference between each character area in terms of current and past land uses and activities, building form, layout and individual qualities and detailing.

- **The harbour** to include Quay Street, west side of Newport Rd, north side of Bridge St, Skirmisher building and car parks east and west of the harbour
- The eastern side of **A478 Newport Road**, extending into the garden, allotments and wooded slopes at the edge of the Conservation Area and including Old Newport Road
- **Glyn-y-Mel Road**, including south side of Bridge St, the wooded slopes former quarries and the Mwsland areas to include the Mill Race, former tannery and woollen mill.

4.4.2 The full extent of each character area is shown on the accompanying Character Areas map ([Appendix 1](#)). Each section below briefly considers their historical development and summarises their principal features.

### Character Area 1: The Harbour

4.4.3 The overall character is influenced by the harbour and waterfront and by the variety of properties which have been developed incrementally rather than long runs of uniform terraces.



harbour side street furniture 28.9.15

4.4.4 The harbour would have first been built in the 16th century, but storms, and heavy usage must have meant many repairs and changes would have taken place here over the years until around 1860 when the quay was substantially rebuilt. The harbour wall edge retains original cobbles whilst the roadway replicates this scale with a modern block pavier.



Harbour view towards Goodwick (28.9.15)

4.4.5 Quay street runs along the mean high water line and has a robust limestone quayside wall with sets of steps to the waterfront, a pier at the northern most end, and slipway access at the north of the harbour. The cottages which sit along Quay Street are predominantly two storey stone built, slate roofed houses, originally '2 up 2 down', with later extensions to the rear. The houses all have thick stone walls, some with render finish and some pointed stonework. These houses have developed as smaller terraces with similar features tying them together, such as their scale, dormer windows, plaster finishes, chimneys, or window style.



No. 3 Quay Street (28.9.15)

4.4.6 Numbers 3-11 form a terrace and are fairly plain 2 storey rendered stone buildings with a continuous ridge line and eaves line, red brick chimneys and a vertical emphasis to the sash style windows. No. 3 has a modern extension to the side which is set back from the building line but the terrace maintains a strong identity.

4.4.7 The former boatshed/workshops (below) next to this terrace have been redeveloped using local vernacular style and maintain a connection to the existing terrace to the right via the wrinkly tin faced link extension. The redevelopment has been re-aligned to strengthen the street frontage and provide a greater building depth.



Former boatshed (2013) and redevelopment (28.9.15)



21 and 19 Quay Street (28.9.15)

4.4.8 Number 21 is an early 19<sup>th</sup> century detached one and a half storey cottage with a hand finish render 12 paned sliding sash windows at ground floor, and velux style roof lights.

4.4.9 Number 23 is a late 19th century 2 storey detached cottage with a pointed stone finish, slate roof with two pitched dormers, red brick chimney and decorative red clay ridge tiles. Upvc windows and door have been installed, although the property retains brick arches above the windows and door and slate sills and doorstep.



Numbers 25 & 27 Quay Street (28.9.15)

4.4.10 Numbers 25 and 27 are set back from the road edge and have large stone gables with decorative ridge tiles, fascias and sympathetic porch detailing to one property.



4.4.11 Number 29 is also set back and sits alone. With a rendered finish, two tall blank first floor doors to the balcony with flat roofs over, and a stone garden wall. The property has modern style hardwood windows. A first floor balcony is a recent addition. The garage to the side is in separate ownership.

29 Quay Street (28.9.15)



4.4.12 Numbers 33, 35 and 37 form a fine strong terrace and each have three first floor dormer windows. Numbers 33 and 35 are one and a half storeys and 37 is 2 storeys, so the ridge and eaves lines are broken, but this terrace of houses has much character, and retain most of its original detail.

33 – 37 Quay Street (28.9.15)



4.4.13 Towards the slipway there are former store buildings which are used as the Fishguard Bay Yacht Club. Whilst there is some interesting detailing, plastic windows and French doors introduce a inappropriate modern feel. There is a pier with slipway to the outer area of the harbour where the statue 'Sun worshipper' by John Cleal sits against the cliff face.

Fishguard Bay Yacht Club (28.9.15)

4.4.14 A small car park is located on the left as you enter Quay Street to the rear of numbers 1 – 10 Newport Road, and numbers 2 -8 Quay Street. Regular tidal flooding has caused problems and as a result of a recent flood impact study carried out the Environment Agency, flood defence barriers are being fitted to the doors of those properties affected by the tidal ranges.



Car park rear of Bridge St and John Cleal art 'Fishguard Herrings' which used to be smoked in Lower Town. (28.9.15)



4.4.15 The car park north of the bridge is part of the rear view of the properties along lower Newport Road and numbers 2 – 8 (even only) Quay Street some of

which have contemporary features, particularly No. 8 on the corner which has been modernised, and the balcony and access arrangements to the rear of the former church.



8 Quay Street and former Chapel (28.9.15)

4.4.16 The Skirmisher Car park to the west of the river mouth contains the Skirmisher Building, and is the main over wintering facility for boats. It has a slipway in to the harbour facing north with a recently constructed harbour masters' store/office adjacent, and links to the Slade via a walkway along the shoreline.

Bridge Street (28.9.15)



4.4.17 Two properties along the north side of Bridge Street form a strong terrace at the entrance to Lower Town from Fishguard direction. The property at the bridge end has been extended and takes advantage of the water and coastal views. The original structure is pointed stonework with raised plaster bands around openings whilst the extension is painted smoothed render with a variety of window and door openings, none of which

replicate the vertical sash emphasis within the street facade. Whilst the terrace frontage maintains the form and proportions of the original buildings and sash style windows, the upvc replacements are not true to traditional wooden materials. The corner properties were demolished during the mid 20<sup>th</sup> century to improve visibility and access into Newport Road to the north. The area is now a formally laid out open space

### **Character Area 1 Summary and Recommendations**

**4.4.18 There is a variety of late 18<sup>th</sup> century and 19<sup>th</sup> century cottages built here presenting many different shapes and details, but mainly in Pembrokeshire vernacular of locally quarried limestone construction, pitched slate roofs, brick or stone chimneys, a variety of dormer windows, vertical emphasis sliding sash windows set in from the façade, some cast iron rain water goods, and a variety of lime and cement render finishes where a finish is applied.**

**4.4.19 There has been some loss of detail but there is the capacity for this to be reversed, and use of traditional timber windows and doors to be re-instated. The Council should encourage the re-instatement of traditional detailing through publication of supplementary planning guidance in the form of design guidance.**

**4.4.20 Street furniture within this character area varies in style and is not necessarily in-keeping with the special interest of the area. When opportunities to replace street furniture come forward, traditional styles may be appropriate however, high quality contemporary design which complements and enhances local character would also be supported. Visual clutter at the roof line is generally kept to a minimum, although several satellite dishes are located on the front elevation of buildings, guidance about the appropriate location of satellite dishes, cables and wiring at side or rear elevations would help to minimise their visual intrusion.**

#### **Character Area 2: Newport Road**

- Newport Road A478 from the junction with Bridge Street and Glyn-y-Mel Road, and includes Old Newport Road and largely wooded slopes behind.

4.4.21 The overall character of this area is influenced by the strong terraces of vernacular dwellings, the wooded valley side providing a dramatic backdrop and the incremental developments at Old Newport Road

4.4.22 The A478 is the main road travelling through Lower Town. It narrows to a single track in places and footpaths are absent for most of its length here. Modern traffic vehicle size and frequency can intrude on residential amenity.



View north along Newport Road (28.9.15)

4.4.23 Whilst the majority of properties appear well maintained and occupied, several buildings are not in a good state of repair or external decoration. The end-of-terrace house adjacent to the Ship Inn (No.1) has been in a state of disrepair for

some time. Renovation work being undertaken on this listed building requires the close involvement of the County Council to ensure that character is retained and enhanced and current negative impact reduced.

4.4.24 The Ship Inn has been identified as a key listed building within the Conservation Area. It forms part of a strong terrace of domestic scale buildings along Newport Road west side, all of which are listed. Dating from the early 19<sup>th</sup> century, the one and a half or double storey properties within the terrace generally present colour washed roughcast rendered or exposed stone rubble. Most have slate or imitation slate roofs and all previous corrugated roof coverings have been lost from the terrace. They do however retain individual and shared chimney stacks the majority in exposed brick. The Ship Inn still retains its grouted cement roof.



No. 9 Newport Road (28.9.15)

4.4.25 Most properties retain their sash windows with 4, 6 and 12 panes, in some cases with brick voussoirs, helping to retain the character of the street scene. There are examples where sash windows have been replaced and openings have been extended.



4.4.26 The modern 3 pane appearance at No.5 Newport Road strays from the traditional character of the properties. The windows extend into the roofline and a flat roof finish creates an untypical dormer appearance. At the ground floor the large window opening may be a remnant of a shop window.

Newport Road (28.9.15)



Newport Road (28.9.15)

4.4.27 Properties at each end of the terrace retain side access to the rear, although rear gardens appear small and are steeply tiered into the wooded slopes behind. Some may be of mediaeval origin with an early rubbish tip being found in the vicinity of No.1 Newport Road. Well cottage retains slate and stone steps to provide access to the rear which rise towards the back of the adjacent buildings. The steps retain much of their original character.

17 Newport Road (28.9.15)



4.4.28 Solway house, which forms one of a pair of semi detached properties (No.15 and 17 Newport Road) before the entrance to Old Newport Road. Both properties are listed as examples of a pair of earlier 19<sup>th</sup> Century houses typical of Lower Fishguard. They are colour washed roughcast clad with imitation slate roof small brick end stacks. To the left is a small, 2-storey recessed

service wing above a slightly larger one. Additionally to left there is a narrow forward-projecting outshut with doorway. There are 20<sup>th</sup> century plastic windows and half-glazed doors throughout. Alterations in the late 20<sup>th</sup> century replaced the 4-pane sash windows, and the grouted slate roof of the service range.



4.4.29 Opposite, the former Dinas Arms Public House sits prominently in the angle formed by the junction of Newport Road and Quay Street. The exterior finish is rubble stone exposed to first floor and clad in colour washed roughcast to ground floor. On the first floor 2 large 18-pane sashes and large 20-pane sash to the ground floor all in casing of pilasters, fascia and cornice. Facing Newport Road, a complex of lean-to additions and outbuildings add character and interest to the street scene. Roof treatments are hipped and

monopitch for adjoining outbuildings.

Former Public House Newport Road (28.9.15)



Bodmore Property dove holes (28.9.15)

4.4.30 Newport Road continues in a gradual climb up the coastal slope. A low pointed stone wall separates the road and footpath from the steeply

sloping gardens and allotments to the rear of properties along Quay Street. There has been some cutting back into the bank to create terraced outdoor space in areas, although the bank largely retains its natural slope. Allotments at the top of the slope provide interest and introduce some low level structures. Opposite, the listed building Bodmore at the edge of the built area of Lower Town toward Dinas has wrought iron railings and to the gable end extension has dove holes.



Old Newport Road and 21 Old Newport Road (28.9.15)  
No 25 Old Newport Road (28.9.15)



4.4.31 Old Newport Road is framed by street frontage properties as it rises steeply inland. Whilst no properties here are listed, several retain vernacular interest with two and four pane sash windows, stone rubble walls and smooth render finish. There are however, 20<sup>th</sup> century window treatments including upvc plastic, including large flat roof dormers, stone cladding, absence of chimneys and flat roof adjoining garages

which has eroded the original character and have a negative impact on the Conservation Area.

### **Character Area 2 Summary and Recommendations**

**4.4.32 There are a variety of 18<sup>th</sup> century and 19<sup>th</sup> century terraces built within the core of the character area. Within the terraces, the shapes, details and finishes vary, but construction is mainly in Pembrokeshire vernacular of locally quarried limestone construction, pitched slate or imitation roofs, brick or stone chimneys, a variety of dormer windows, vertical emphasis sliding sash windows of between 2 to 16 pane design. Rain water goods are largely 20<sup>th</sup> century plastic however properties tend to retain a variety of lime and cement render finishes where a finish is applied.**

**4.4.33 There has been some loss of detail and introduction of modern features but there is the capacity for this to be reversed, and use of traditional timber windows and doors to be re-instated. The Council should encourage the re-instatement of traditional detailing through publication of supplementary planning guidance in the form of design guidance. Modern property development at Old Newport Road in particular detracts from the**

**overall historic character, where they occupy prominent locations at the junction of Old Newport Road and the A478. Future opportunities to replace or renovate such dwellings with more traditional vernacular are likely to be rare, but should be taken if the opportunity arises.**

**4.4.34 Visual clutter at the roof line is a significant detractor at the junction of Bridge Street and Newport Road where telegraph poles, wiring, street lighting, road signage combine to detract. There are few TV aerials or satellite dishes fronting onto the highway and most are set back, at the roof line and chimney stack. Their positioning should be away from the highway and skyline wherever possible.**

**4.4.36 There is little scope to further manage or reduce traffic movement within this character area which accommodates the main coastal road through Lower Town. The narrow width introduces natural traffic calming, although vehicle proximity deters pedestrian movement and detracts from residential amenity.**

### **Character Area 3: Glyn-y-Mel Road**

- to include the coastal slope areas and former Quarries and the Mwsland, Mill Race, former tannery and woollen mill.

4.4.37 The overall character of this area is influenced by the incremental development along Glyn-y-Mel Road along the valley bottom and the wooded steep sided slopes. The south side of Bridge Street also forms part of this character area and has a strong relationship with the riverside as does Glyn-y-Mel Road.

4.4.38 The southern side of Bridge Street is formed by two groups of listed sturdy two storey stone built properties and No. 2 has a small private frontage formed by the stone walling of the bridge.



Bridge Street Properties (28.9.15)

4.4.39 There is a sharp right turn off Bridge St into Glyn-y-Mel Road. The first properties on the left are at the road edge which then widens and properties gradually become more irregular in spacing and setting with several set back and at different angles to the roadside, particularly in the vicinity of the former Mill cottages and chapel which retains a courtyard character.

4.4.40 Most of the properties along Glyn-y-Mel Road are constructed with locally quarried limestone, and range in age from the late 17<sup>th</sup> through to the 19<sup>th</sup> century. They have generally been maintained or renovated to a high standard, having lime based renders or a pointed stone finish, with mainly vertical emphasis painted sliding sash timber windows, slate roofs, brick or stone chimneys, and some cast iron rainwater goods. Many gardens have sturdy coursed limestone stone walls which served at one time to contain domestic animals such as pigs, goats or chickens.



Swn yr Afon (28.9.15)

4.4.41 There are some exceptions here, with a handful of buildings built as infill plots or renovated to a modern style amongst the retained character of the older properties, but they do not seriously detract from the essential rural charm of this area or have a significant negative impact.

4.4.42 Traditionally, properties on this road sat along the marshland area of the river outlet, and developed because of activities relating to the development and use of the Mill, and later Glyn-y-Mel mansion and the varied activities associated within the grounds. The river was diverted up river of Glyn-y-Mel to form a Mill race and Weir with a water powered mill, and was where wool went through various processes before being turned into cloth.



10 Glyn y Mel Road and Capel Glyn y Mel (28.9.15)

4.4.43 Nos. 10 to 20 Glyn-y-Mel Road are grade II listed and originally built as part of the mill complex. They are now converted to cottages.

4.4.44 The original estate included many out buildings, a water powered mill (now gone) , but the remaining buildings were converted into holiday cottages in the 1960's and 70's, and close to this is a stone cottage which has a bell tower and was possibly once the estate chapel.



23 Glyn y Mel Road (28.9.15)

4.4.45 No. 23 Glyn-y-Mel Road retains many original features in contrast to the modern finishes, window openings and materials at the adjacent property.



Glyn y Mel Road (28.9.15)

4.4.46 Lower Town sits along the mouth of the River Gwaun

and along Glyn-y-Mel road the wooded slopes are key to helping form part of the character of the area. Land to the rear of 1-31 Glyn-y-Mel road has been transformed into complex tiered gardens which cut into the slope behind and visually merge into the wooded area beyond. Numbers 27- 31 have small front gardens enclosed by solid stone walls and are also set above the road level.



27 Glyn y Mel Road (28.9.15)

4.4.47 No. 27 Glyn-y-Mel Road, has recently been extended to the side with a conservatory. The property has a prominent position in the street scene. Ensuring that it does not have a negative impact on the special character of the Conservation Area and that acceptable materials are used

externally are important considerations.



Lime Kiln Riverside Walk (28.9.15)

4.4.48 To the south and west of the town are the coastal slope areas which includes the footpath link along the riverside to the disused Blaen y Delyn and Pistyll Hotch quarries and associated lime kilns, and the Tannery at the top of the hill. This area is now overgrown and the dense woodland adds to the secluded rural character of the area.



View south across Bridge Street (28.9.15)

### **Character Area 3 Summary and Recommendations**

4.4.49 There is a variety of late 18<sup>th</sup> century and 19<sup>th</sup> century cottages mainly in Pembrokeshire vernacular of locally quarried limestone construction, pitched slate roofs, brick or stone chimneys, and vertical emphasis sliding sash windows and a variety of lime and cement render finishes where a finish is applied. There are however numerous modern buildings and modern finishes including pebble dash. The same approach as within Character Area 1 and 2 apply here and the opportunity to introduce or re-instate traditional features should be taken where ever possible.

4.4.50 There has been some loss of detail but there is the capacity for this to be reversed, and use of traditional timber windows and doors to be re-instated. The Council should encourage the re-instatement of traditional detailing through publication of supplementary planning guidance in the form of design guidance.

**4.4.51 There is no publically accessible open space within this character area [Mwsland is privately owned and accessible via footbridges at the rear of properties], and Glyn-y-Mel Road becomes a private access road serving Plas Glyn-y-Mel. Car parking is generally restricted to on street areas where the road opens to allow passing places. In some cases, cars are parked adjacent to property frontages, and impact upon the rural character of the street and properties. Elsewhere along Glyn-y-Mel Road the road widens. Here, however, traditional boundary finishes form an important character feature and should be retained, necessarily reducing opportunities for off street parking.**

**4.4.53 There is no street furniture within this character area, however dwellings are generally set back from the road, and have more spacious plots, providing greater opportunities for outdoor space.**

**4.4.54 Visual clutter at the roof line is generally kept to a minimum, although several satellite dishes are located on the front elevation of buildings near Newport Road. Boundary finishes help to define the special character of this area, and are mostly rubble stone built. Guidance on the retention of boundary walls and the appropriateness of finishes would be helpful to ensure that traditional finishes are prioritised.**

## 4.5 The Buildings of the Conservation Area

### *Building Types*

4.5.1 There are no Scheduled Ancient Monuments in the Conservation Area but the town has numerous Grade II listed buildings and Plas-Glyn-y-Mel being Grade II\*, as well as unlisted buildings which contribute to the street scene and add interest within the Conservation Area.

4.5.2 There are individual buildings and terraces which are worth of mention because they contribute to the overall character of the town:

- The Skirmisher Building
- Plas Glyn-y-Mel and Glyn-y-Mel cottage
- The Quay Wall and pier
- The Ship Inn and Newport Road terrace it forms part of
- Quay Street
- Quay Street Chapel
- Former Mill complex Glyn-y-Mel road
- The single arch stone bridge
- Cleals property, also known locally as Capel Glyn-y-Mel
- The former Dinas Arms, Newport Road

### *Listed Buildings*

4.5.3 A listed building is one that is included on the government's Statutory List of Buildings of Special Architectural or Historic Interest. These buildings are protected by law and consent is required from Pembrokeshire County Council before any works of alteration, extension or demolition can be carried out. Lower Town Conservation Area contains 35 listed buildings, with no Grade I, 1 Grade II\* and 34 Grade II. The majority of listed buildings within the Conservation Area are from the early 19<sup>th</sup> century period.

### *Buildings at Risk*

4.5.4 There are a number of historic buildings in need of routine maintenance and repair, particularly in the centre of Lower Town. In addition, several of the listed buildings in the Conservation Area are also showing signs of neglect, decay and deterioration due to a lack of funding or maintenance and as such they are currently devaluing the character of the Conservation Area.

4.5.5 There are two buildings or places at risk<sup>16</sup>, namely:

1. No. 1 Newport Road, (although some work has been undertaken during 2015 to improve weather tightness)
2. The Quay, including slipway, bollard and flight of steps

Two listed structures are also identified as being vulnerable on the buildings at risk register.

1. The iron railings at Bodmore property are in need of minor repair
2. No.9 Newport Road which requires repairs to render and window frames.

4.5.6 In addition, the vacant site between 3 Quay Street and Quay Street car park has a concrete base and surrounding security fencing. A planning application for this site was approved in 2009 for a cafe/bar and residential apartments. Whilst the corrugated warehouse has recently been demolished, no application has been submitted since 2009 and the site is at risk of remaining vacant and unsightly and introducing a negative impact in this part of the Conservation Area.

4.5.7 It is important for the condition of buildings and sites at risk and vulnerable to be monitored and funding prioritised to those buildings identified within the County Council's Buildings At Risk Register. Funding opportunities for Historic Buildings may be available from Cadw or other sources, although qualifying criteria can be stringent.<sup>17</sup>

#### *Key Unlisted/ Positive Buildings*

4.5.8 In addition to many of the listed buildings, the Conservation Area contains various unlisted buildings that make a positive contribution to the area. Generally, these 'positive' buildings are individual or groups of buildings that retain all, or a high proportion, of their original architectural detailing and that add interest and vitality to the appearance of the Conservation Area. These include:

- Fishguard Bay Yacht Club (in part)
- 3 to 11 Quay Street
- 25 Old Newport Road
- 2 to 8 Quay Street
- 27 Glyn-Y-Mel Road

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<sup>16</sup> As at the Buildings at Risk survey date of September 2014.

<sup>17</sup> Cadw website <http://cadw.gov.wales/historicenvironment/help-advice-and-grants/grants/historicbuildings/?lang=en> as at Sept 16

### *Building Materials and Local Details*

4.5.9 Within the Conservation Area, the traditional building materials are as follows:

- Walls:  
Rubble stone and coloured render cladding dominate. There are however pointed stonework and limewashed render finishes with most buildings being of local quarried stone. The exception to this relates to very few modern / unsympathetically renovated properties of pebble dashed finish or breeze block construction.
- Roofs and windows  
The majority of buildings have 35-40 degree pitched roofs covered in grey black colour natural or imitation slate, red brick or grey stone chimneys and clay ridge tiles, cast iron rainwater goods, and painted timber box sash windows with a vertical emphasis set in from the face of the building by at least 100mm. Some of the smaller scale buildings have pitched or flat roof dormer windows as the first floors are partly in the roof space. There are also very limited examples of flat roof rear extensions and garages and bay window detailing at the ground floor.
- Doors:  
Many properties retain or have reinstated timber doors, particularly with half glazing single or 4 paned glazing which reflect the property date and detailing and which add charm and character to the building they furnish. The original door style may not have been replicated in many cases, and ironmongery has strayed from traditional styles. There are numerous plastic doors throughout the Conservation Area which has eroded the original character of the area. Doorways are generally recessed and without decorative effect, porches or canopies.

*Local details include:*

- Railings:  
Traditional iron railings are not a characteristic feature of this Conservation Area. They feature on Bodmore property which fronts onto the A478 as it sweeps up and out of Lower Town. The black painted iron railings sit on coping above a rubble boundary wall at the street edge of the garden. Simple design iron railings and garden gate with a horizontal emphasis are also located at the New Villa property at the quayside.
- Decorative cast and wrought iron work: Some cast iron rainwater goods remain, however in many cases replacements have been made using modern materials.

### ***Shop fronts, advertisements and signs***

4.5.10 There are no retail premises within the Conservation Area, although there are a few retained Victorian shop fronts. Road signs and traffic lights though necessary to control traffic and pedestrian movement, are sometimes poorly sited in relation to listed buildings and contribute to distracting visual clutter. The junction between Bridge Street, Newport Road and Glyn-y-Mel Road is visually cluttered. Essential traffic signs do contribute to this clutter. The main impact is from the telegraph pole, wiring and occasional estate agents boards which detract visually.

### ***Ecclesiastical Architecture***

4.5.11 Lower Town Fishguard retains two former ecclesiastical style buildings which are currently used as residential properties, reflecting the decline in religious observation during the 20<sup>th</sup> and 21<sup>st</sup> centuries. They still retain a prominence in the special interest of the Conservation Area and have previously provided opportunities for worship by the community and seafarers.

#### **Former Methodist Chapel, Quay Street**

4.5.12 The former Methodist chapel at Quay Street was built in 1902, and later used as a church. It was converted to holiday accommodation in 2004. The exterior retains much of the original architectural detail with the arched doorway and windows recessed within pointed stone walls. However, flush roof windows have been introduced.

#### **Cleals, known locally at Capel Glyn-y-Mel**

4.5.13 This early 19<sup>th</sup> century building built in a gothic style within the estate of Plas Glyn-y-Mel. It has a small bellcote at the road end of the property and a small brick stack to the other end. The listed building record for the property does not confirm the former use was a chapel, although alternative sources suggest there was a chapel within the estate.

### **Negative Factors (extent of intrusion or damage)**

4.5.14 There are a number of elements which detract from the special character of the Conservation Area, and which offer potential opportunities for enhancement. These include:

- The cumulative effect of alterations and extensions to many historic buildings which has resulted in a significant loss of traditional features, eroding the special character and appearance of the area;
- The number of listed and unlisted buildings in poor repair;

- Poorly designed, constructed and maintained public realm including inappropriate hard surfacing, litter bins, benches and public realm details;
- Unsympathetic development;
- Traffic movements through the town which travel through narrow streets, creating holdups and noise, affecting pedestrian movement and residential amenity;
- Recent demolition of a vacant warehouse has created an unsightly frontage at Quay Street;
- Poor maintenance at the informal car park onto 2-8 Quay street and poor definition of the site;
- Some of the properties along Newport Road are in need of repair or enhancement work, and it is the close proximity to the road edge and the movement of traffic which can make planning for renovation complex.

4.5.15 The extent of loss, intrusion and damage can be minimised if specific attention is given to sensitive design, choice of building materials and the scale of development.

4.5.16 There has been a gradual loss of character within the Conservation Area with variation away from traditional finishes, particularly for relatively new build developments. The introduction of plastic upvc doors and windows has reduced the historic character of the Conservation Area. Recent renovation projects have however contributed to modern interpretations of vernacular style, also introducing good quality contemporary upper floor external balconies and sympathetic detailing.

### **Neutral Areas**

4.5.17 More modern development within the Conservation Area tends to have a largely neutral impact upon the Conservation Area, neither preserving nor enhancing its character. Some of these areas / buildings are identified below:

- Unsympathetic design of formal open space at Bridge Street which does not maintain a relationship with its historic surroundings. This site provides an opportunity to relate to the maritime heritage of the Lower Town
- The vacant site at Quay Street
- The quay pier is under used as a place for interpretation of the area's historic development and key buildings.
- Modern infill developments at Glyn-y-Mel Road
- Linkages between Lower Town and the riverside for pedestrians are poor

4.5.18 Together with the identified negative buildings and sites, neutral areas may also represent potential enhancement opportunities within the Conservation Area.

## 4.6 Summary of the Character of the Conservation Area

4.6.1 The character of the Lower Town area of Fishguard is linked to its' north facing, sheltered, coastal location with the river outflow, limestone outcropped coastal slopes, and close proximity to Ireland.

4.6.2 Since Roman times these attributes have attracted exploitation of the natural resources on offer and settlement here through the development of herring fishing, coastal trading, boat building, produce from a water powered mill, a tannery, breweries, etc., and the development of these industries brought about the need for workshops, storage and accommodation along the harbour basin, along the side of the river, up the hill now known as Newport Road, and southwards along the river to Glyn-y-Mel.

4.6.3 Since the Industrial revolution of the late 1800s, the town has gradually succumbed to the need for improved vehicular access through town, along what is now the A487, with a loss of some buildings to enable this, and the town now presents as a bottle neck for through traffic, particularly in the vicinity of number 6 Newport Road.

4.6.4 Linked to the expansion of the Irish Ferry and development of the upper town, all the traditional activities here gradually died away, but diversification of the harbour activities has kept the town viable, and has developed over the last 50 years mainly as a tourist destination.

4.6.5 The majority of buildings in the town are reasonably well maintained and the harbour and quay, which is set amongst the tree lined coastal slopes of the river outlet have a powerful scenic quality when viewed from the north and west, as well as from within the harbour area itself looking across the harbour to the rugged coast line and out to sea.

4.6.6 The siting of the buildings within the Conservation Area reflects the historic activity of the area, i.e. a complex of simple stone built cottages where the Mill was developed along river off Glyn-y-Mel Road, and the cottages on the harbour built in connection with the fishing trade and boat building.

4.6.7 There has however been some loss of identity, with the demolition of some key buildings, some loss of architectural detail, some long time undeveloped sites, and the construction of some newer property along Glyn-y-Mel Road, but overall the historic charm and character of this historic harbour and town has remained intact.

## 5. Boundary Review and Recommendations

5.1.1 The existing Conservation Area boundary is linked to topographical features and follows the mean high water line of the harbour, runs along the top of the hillside to the east of the Newport Road property rear gardens, the topmost line of the western coastal slope which connects into the upper Town Conservation Area, and the southern edge of the lowland river course. It was originally designated to protect the setting of the area and this reason remains valid. Whilst there has been little pressure along any part of the existing boundary, this is in part a reflection of the designation and protection afforded by development plan policies, including green wedge designation under the Local Development Plan, adopted 28 February 2013.

5.1.2 The western edge of the boundary is linked to the Fishguard Town Conservation Area boundary and so should remain unchanged. To the south the boundary follows the top of western coastal slope and includes the former tannery, quarries and limekilns which form part of the character and 'special interest' of the Conservation Area and should also remain unchanged. The eastern side of the boundary runs along the top of the historic gardens along the Newport Road to include the coastal slope regions as well as the road, which forms part of the character setting and does not need to be changed.

5.1.3 The Conservation Area boundary includes all the properties of the town and even though a few of them have been altered or have upvc window / door replacements, the buildings taken together have a strong group identity, reinforce the character and special interest of this historic town, and should be retained. Over time, there is the potential to re-instate these design features.

5.1.4 As part of the Character Appraisal process, a thorough survey of the existing boundaries to the Conservation Area was undertaken. This included an assessment of:

- The appearance of the different character zones
- Analysis of spatial relationships
- The condition and fabric of the buildings
- The successful / negative impact of controls exercised within the Conservation Area
- The history of the area and its development

5.1.5 The re-evaluation of current boundaries of the Conservation Area has considered proposed modifications to exclude:

- Locations where the boundary includes buildings or sites that are no longer integral to the quality and form of the setting of the Conservation Area itself.

- Areas of new development that neither preserve nor enhance the character or appearance of the area.

5.1.6 There are no proposed modifications to the boundary of the Conservation Area. The existing boundary retains those special areas that remain architecturally or historically interesting. In order to preserve or enhance the special character of the Conservation Area every effort should be made to ensure that future developments should have regard to the existing; materials, style, detailing, form, scale, roof and building line so as to be sympathetic to their surroundings. Important views and open spaces that exist should be preserved.

## **6. Summary of Issues**

6.1.1 A number of issues have been identified within the appraisal that have adverse impacts upon the character and appearance of the Conservation Area. These issues will form the basis of management proposals for the Conservation Area by importantly identifying potential opportunities for the enhancement and preservation of the area.

### ***Negative/neutral sites and buildings***

6.1.2 The appraisal has identified specific 'negative' buildings and sites i.e. those buildings and sites which detract from the special character and appearance of the Conservation Area and which therefore present an opportunity for improvement and enhancement. In addition, more modern development has often contributed little to the character of the area, neither preserving nor enhancing it. Subsequently many of the more modern buildings within the Conservation Area have been identified as either negative or neutral buildings or sites.

### ***Loss of architectural detail and minor alterations to historic buildings***

6.1.3 Many of the unlisted, and some of the listed buildings in the Conservation Area, have been adversely affected by the loss of original architectural details and building material. Unlike listed buildings, alterations on unlisted buildings within the Conservation Area can normally be carried out under permitted development rights without the need to obtain planning permission, unless an Article 4 Direction is in place. As a result a considerable percentage of the unlisted buildings within the Conservation Area have lost traditional features, thus diluting the overall character and appearance of the area. The incremental loss of original building materials and detailing continues to erode the character and appearance of the area.

### ***Building maintenance and repair (Buildings at Risk)***

6.1.4 There are a small number of historic buildings in need of routine maintenance and repair. In addition, there are listed buildings in the Conservation Area showing signs of neglect, decay and deterioration due to a lack of funding or maintenance and as such they are currently devaluing the character of the Conservation Area. There are two listed buildings 'at risk' and two that have been identified as 'vulnerable' within the Conservation Area that are on the Council's Buildings at Risk Register. It is important for their condition to be monitored and, when available, funding to be prioritised to those buildings identified within the County Council's Buildings At Risk Register as being at a high risk or vulnerable.

### ***Control of new development***

6.1.5 Some modern (later 20<sup>th</sup> century in the main) developments do not harmonise with the historic character and appearance of the Conservation Area. This applies to small extensions and garages as well as to larger development schemes.

### ***Public realm***

6.1.6 The appraisal indicates that throughout the Conservation Area there are instances where the public realm has been poorly designed, constructed or maintained. Historic details within the public realm have been largely retained in the harbour area although elsewhere materials and designs are either inappropriate or unsympathetic. On street car parking is limited by the highway width and would interfere with the free flow of traffic.

### ***Open spaces, landscaping and tree management***

6.1.7 Whilst the appraisal has identified a number of important open and green spaces within the Conservation Area, remaining streets and spaces have little or no landscaping. Despite the Conservation Area being distinctly rural in character, appropriate landscaping still offers opportunities to enhance public spaces and streets by adding texture, colour and increasing biodiversity. It should be noted however that funding is limited and sporadic and opportunities for improvement may be restricted by finance.

## 7. Management Proposals

7.1.1 The character appraisal has identified the features which contribute to the Conservation Area's special character and distinctiveness, and which should be conserved and enhanced. The following management proposals build upon the negative features which have also been identified, to provide a series of issues and recommendations for improvement and change. It will be important for Pembrokeshire County Council to implement the following recommendations as part of their management strategy for the Lower Town Conservation Area.

7.1.2 The following *Management Proposals* seek to achieve the preservation and enhancement of the Conservation Area's special character, by providing a series of recommendations for future action based on the issues raised in the *Conservation Area Appraisal*.

7.1.3 The proposals include recommendations for enhancement and policies for the avoidance of harmful change, many of which are the responsibility of the County Council. The proposals are written in the awareness that in managing the Conservation Areas the Council's resources are limited and therefore need to be prioritised. Financial constraints on the Council mean that proposals for which it is responsible may take longer than is desirable to implement.

7.1.4 Both the Conservation Area Character Appraisal and the Management Proposals should be subject to monitoring and reviews on a regular basis. The Character Appraisal and Management Proposals document will sit alongside the conservation policies contained within the LDP and be complementary to its aims of preserving and enhancing the County's Conservation Areas.

### ***Negative / neutral sites and buildings – opportunities for enhancement***

7.1.5 Proposal:

- To ensure that negative / neutral buildings or sites are redeveloped with well designed contemporary development that either preserves or enhances the individual character areas of the Lower Town Conservation Area. Any new development must take into account the important features and character of the area as outlined in this document. Poor and inappropriate building design will therefore be resisted.

- Where a building or site has been identified as having a negative effect on the Conservation Area, the Council will seek to enhance that building or site.
- The Council will, after further research and analysis, seek to prepare design briefs for major 'negative' sites.
- The Council will, after further research and analysis, seek to prepare a planning and design brief for major 'negative' sites.

### ***Loss of architectural detail and minor alterations to historic buildings***

#### 7.1.6 Proposal:

- To encourage property owners to reverse unsympathetic alterations and to put back architectural features such as windows, doors and boundary walls etc on historic properties in the style and materials of the original, especially timber windows, chimney stacks and original roof coverings.
- The Council will consider preparing advisory guidance and best practice notes that would assist in retaining the area's prevalent historic character and appearance and promote an awareness of the value and importance of the Conservation Area.

### ***Building maintenance and repair (Buildings at Risk)***

#### 7.1.7 Proposal:

- To continue to update the 2014 Buildings at Risk Register, a record of listed buildings within the Conservation Area at risk through neglect and decay. At September 2014 this stood at 2 'at risk' buildings and 2 'vulnerable' buildings.
- To monitor the condition of all historic buildings within the Conservation Area, report findings and advise action as necessary. Where the condition of a building gives cause for concern, appropriate steps will be taken to secure the future of the building, including the use of statutory powers.

### ***Control of new development***

#### 7.1.8 Proposal:

- Development proposals will be judged on their effect on the area's character and appearance as identified in the Lower Town Conservation Area Appraisal together with relevant Development Plan policies and any other material considerations.
- The Council will continue to ensure that all new development accords with the policies in the Local Development Plan for Pembrokeshire (adopted 2013) and any subsequent development plans.

## ***Public Realm***

### 7.1.9 Proposal:

- To work with maintenance and highways departments and private developers to ensure high quality design, construction and maintenance of the public realm, using appropriate materials in keeping and sympathetic to the historic character and context of the Conservation Area.
- To work with the highways department to mitigate on street car parking and its impact on character and appearance of the Conservation Area.
- The Council will consider carrying out an audit of all road signage and street furniture in the Conservation Area with a view to bringing about a simplified and more co-ordinated approach in line with principles set out in 'Streets for All', including the removal of items not absolutely required, and good quality, well sited and low maintenance street furniture.
- The Council will consider preparing guidance on the public realm.

## ***Open spaces, landscaping and tree management***

### 7.1.10 Proposal:

- To ensure appropriate landscaping forms an integral part of the design of any new development including works to the public realm within the Conservation Area. Development proposals should only be permitted where their design enhances landscaping and biodiversity of the site.
- The Council will consider preparing guidance about care and maintenance of trees in the Conservation Area.

## **8. Monitoring**

8.1.1 Monitoring and regular review of the Conservation Area Character Appraisal and Management Plan will be required to encompass development changes and any new priorities and proposals. A key tool to monitor changes could include a new dated photographic survey of the Conservation Area – a photographic record was taken on 26<sup>th</sup> March 2015.

8.1.2 Regular updates supported by Planning / Listed Building/ TPO information will identify most development changes, and further historic research of the Conservation Area may be beneficial. Historic maps, drawings, paintings or engravings and the impressive number of old photographs can be used to inform the accurate restoration of heritage properties and townscapes.

## **Formal Review**

8.1.3 This document should be reviewed every five years from the date of its formal adoption. It will need to be assessed against legislation, national and local policy in place at the time of review. The review should encompass the following:

- A survey of the Conservation Area including a full photographic survey to aid possible enforcement action;
- An assessment of the extent to which recommendations have been acted upon, and how successful this has been;
- The identification of any new issues which need to be addressed, requiring further actions or enhancements;
- The production of a short report detailing the findings of the survey and any necessary action;
- Publicity and advertising.

## **Part 2: Lower Town Conservation Area Management Plan**

### **1. Summary of Special Interest of the Conservation Area**

1.1.1 Lower Town Fishguard has its origins as a fishing village and its buildings largely originate from the 18<sup>th</sup> and 19<sup>th</sup> century as a result of this commercial activity and the former mill, tannery and development associated with Plas Glyn-y-Mel. Many properties retain their overall original character and are typical examples of 18<sup>th</sup> and 19<sup>th</sup> century buildings. There are 35 listed buildings within the Conservation Area.

1.1.2 The Conservation Area is rural in nature comprising the historic core of the quay, harbour and compact streets which surround it. The street pattern is influenced by the local topography and largely remains within the narrow valley floor, with more modern development interspersed between the 18<sup>th</sup> and 19<sup>th</sup> century buildings along Glyn-y-Mel Road leading into Plas Glyn-y-Mel. The steeply sloping and largely wooded valley sides provide a striking landscape setting and the backdrop to panoramic views across the valley and from the harbour area.

1.1.3 These features comprise one of a number of key characteristics from which the special interest of the Conservation Area is derived.

### **Identification of Conservation Issues**

#### **1.1 General conditions (SWOT Analysis)**

1.1.4 Although the majority of the historic buildings and important townscapes have been retained, there are a number of concerns for its future that need to be addressed. This Management Plan needs to build on the specific local strengths and inherent qualities of the Conservation Area, to make certain the opportunities for its future are appreciated. Current concerns and problems are set out in a 'SWOT' analysis (strengths, weaknesses, opportunities and threats) with further detailing below.

1.1.5 A summary of the key issues affecting the management of the Conservation Area are:

#### **Strengths:**

- A historic fishing town strongly connected with the development of the quay, pier and harbour walls;

- Natural characteristics of the landscape and underlying landform that have influenced the form and layout of the village;
- The setting next to the river Gwaun and Pembrokeshire coastline;
- Historic buildings which largely retain their traditional character and create a strong largely terraced street frontage;
- Landmark buildings provide clear focus points within the Conservation Area
- The integrity and completeness of the historic street pattern of the area reinforced by the consistency of the building line and conformity of the mass and scale of buildings;
- The large number of listed buildings;
- Ongoing investment in properties which are in need of refurbishment

**Weaknesses:**

- The cumulative effect of poor quality alterations, extensions, replacement materials and detailing to many historic buildings which has resulted in a significant loss of original architectural features and fabric, eroding the special character and appearance of the area;
- Lack of appropriate maintenance and care for heritage details;
- The number of listed and unlisted buildings in a poor state of repair;
- Unsympathetic development;
- Informal car parking area within the Conservation Area is poorly maintained and unrelated to the residential character;
- Poorly designed and constructed public realm including inappropriate materials;
- The dominance of the main road through the narrow streets;
- Lack of pedestrian footpath over the river and into the riverside recreational path

**Opportunities:**

- Improvement of heritage building maintenance and management;
- Further sensitive regeneration of key sites;
- Continued public realm upgrade applying a sensitive approach to the coordination and design of the public realm generally, to reinforce and enhance the heritage character of the village;
- Build on tourism and sensitive recreation opportunities including the National Trail, visits to the historic quay, water use and local community initiatives;
- Improved facilities to support tourism recreation offering services which are of an appropriate scale and location and design
- Prepare development briefs for appropriate redevelopment opportunities within the town

- Continue to expand community use of the Skirmisher community building

**Threats:**

- Resistance to appropriate controls on historic building maintenance and alterations;
- Inappropriate designs of new infill buildings, extensions and alterations;
- Deterioration in the built fabric and the public realm or an erosion of local distinctiveness by poorly specified enhancements;
- Increased traffic movement and parking impact;
- Clearance and degradation of wooded slopes within and outside the Conservation Area;
- Climate change resulting in more frequent and more widespread sea or river flooding;
- Extension of the built environment into informal open spaces;
- Closure of sailing and yacht clubs as recreational and community facilities

**1.2 Positive issues and assets**

1.2.1 The positive heritage issues and assets that need to be protected and enhanced include:

- The overall character of the Conservation Area represented by the combination of its built and natural environment, which capture and represent the essence of the character, including the quay, Quay Street, the A478 Newport Road and Glyn-y-Mel historic buildings.
- Individual and groups of buildings including its key buildings, streetscape, harbour walls and quay, and stone bridge
- Individual buildings of historic significance, which have the potential to enliven the streetscape, such as the imposing Skirmisher building, quay walls and pier, the stone single arch bridge, the Ship Inn, Plas Glyn-y-Mel.
- Significant groupings of buildings form integrated streetscapes provide containment and definition to the distinctive built places and spaces, such as A478 Newport Road, Quay Street and approximately 35 listed buildings.

**1.3 Negative issues and problems**

1.3.1 The key negative issues and problems within the Conservation Area include:

- Unused and derelict buildings that detract from the visual qualities of the heritage environment and discourage new investment in neighbouring buildings and the area in general. Lack of maintenance of these buildings leads to accelerated deterioration of the fabric, which further discourages any regeneration initiative, such as at Newport Road and Quay Street.
- The consequent lack of economic returns can result in poor maintenance and inappropriate repairs as well as a degraded visual and physical environment within the town.
- Poor building alterations and repairs lead to a loss of some of the traditional heritage qualities and character of buildings and on historic townscapes. The cumulative impact of many small changes has a significant impact on individual buildings and overall streetscapes.

1.3.2 There is a need for statutory controls, particularly for:

- replacement of wooden sash windows with UPVC frames and different window designs;
- loss of heritage details and materials including low quality repairs;
- use of render and other non-heritage wall finishes;
- replacement of front doors with inappropriate designs and finishes;
- removal of heritage mouldings and other details;
- removal of chimney stacks and pots;
- inappropriate and poorly proportioned window openings and dormer windows;
- the addition of aerials and satellite dishes;
- inappropriate siting and scale of renewable energy proposals.

## **2. Policy Guidance and Design Principles**

### **2.1 Design Principles**

2.1.1 *'Conservation Principles for the sustainable management of the historic environment in Wales'* CADW March 2011, identifies six key principles. These provide a basis for the policy and management recommendations identified in this document.

#### **Principle 1 - Historic assets will be managed to sustain their values**

The role of this document is to identify the key issues and opportunities for management of the area;

**Principle 2 - Understanding the significance of historic assets is vital**

The Fishguard Lower Town Conservation Area Appraisal identifies, describes and locates the character and appearance of different parts of the area;

**Principle 3 - The historic environment is a shared resource**

Part 2 (Section 2) of this document identifies policies and design guidance for the future of all buildings and places within the Conservation Area;

**Principle 4 - Everyone will be able to participate in sustaining the historic environment**

In addition to the guidance in section 2, see section 5. Implementation Programme, Community Involvement for participation guidance;

**Principle 5 - Decisions about change must be reasonable, transparent and consistent**

Section 4 – Management Recommendations identify the key actions to support the current Conservation Area planning procedures;

**Principle 6 - Documenting and learning from decisions is essential**

Section 4.5 – Monitoring Change lists methods to inform both the community and the authorities.

## **2.2 Conservation Area Development Context**

The **Vision for Pembrokeshire to 2020** seeks to create a:

*"..safe and attractive place to live, work and visit with a high quality marine and terrestrial environment. It will be based on an integrated network of sustainable communities with a long term future which maintains the diverse culture, language, heritage and traditions of Pembrokeshire."*

2.2.1 Lower Town Fishguard has the potential to play its part in achieving this vision.

## **2.3 Conservation Area development policy and design principles**

2.3.1 Conservation Area designation introduces control over demolition and gives strengthened controls over development with the aim of preserving and enhancing the special interest of the Conservation Area. Planning applications for development within a Conservation Area will require Conservation Area Consent. All applications should be supported by full detailed drawings, and where

necessary detailed landscaping proposals. This enables a proper assessment of the proposal and its impact on the Conservation Area. These should be read in conjunction with the adopted Local Development Plan (LDP).

2.3.2 Policies relating to the conservation of the historic environment within Pembrokeshire County outside the National Park are available in the Local Development Plan (LDP) which was adopted on the 28<sup>th</sup> February 2013. The LDP continues to emphasise and reinforce the importance of the county council's conservation policies and set out clear guidance and priorities.

2.3.3 The application of policy and design guidance, both generic and local, with Conservation Area wide design advice and site specific recommendations, will need to be linked with the Development Plan as supplementary planning guidance. The positive assets described in section one need protection, while the negative problems need to be resolved or limited.

## **2.4 Design guidance for the enhancement of existing buildings**

2.4.1 Inappropriate modern alterations can adversely affect the subtlety, balance and proportions of building elevations and can also be physically damaging to the fabric of historic buildings. Important original features threatened by such alterations include retained shop fronts, timber sash windows, doors and door cases, cast iron handrails, railings, rainwater goods, and chimney pots and stacks. It is important, therefore, that property owners and occupiers adopt the right approach to repairs and the replacement of these features.

2.4.2 The following notes highlight the primary considerations for development control and the maintenance or replacement of heritage components within the Conservation Area. Additional advice on how repairs and alterations should be carried out is available from the following websites provided by The Institute of Historic Building Conservation, Society for the Protection of Ancient Buildings, Historic England and Cadw<sup>18</sup>

- [www.ihbc.org.uk/page55/ihbc\\_publications/index.html](http://www.ihbc.org.uk/page55/ihbc_publications/index.html)
- <http://www.maintainyourbuilding.org.uk/main/>
- <https://historicengland.org.uk/advice/technical-advice/buildings/maintenance-and-repair-of-older-buildings/>
- <http://www.maintenancematterswales.org/>

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<sup>18</sup> Links to web sites correct Oct 2015

2.4.3 The key to the effective conservation of the built environment is in understanding it and the impact of any changes. Works should not be carried out without establishing:

- Why they are necessary;
- What they are trying to achieve; and
- Whether or not they might have any adverse consequences.

2.4.4 This involves assessing each site in terms of its contribution to the character and appearance of the Conservation Area, its historic value, form of construction and technical performance, including the presence of defects or any other threats to the survival of its fabric. Expert advice should be sought on all major projects, preferably from an architect, building surveyor or planner who is experienced in working with historic environments. Even the simplest of operations should be based on an understanding of how a particular building 'works', in itself and in relation to its setting. Any work to larger buildings and buildings of exceptional historic value should be based on a comprehensively researched conservation plan. Conservation Area designation does not prevent change but forms a framework in which the town can develop without losing any of the attributes which make it special.

## **Maintenance**

2.4.5 Regular maintenance of a building is the best and most economical way of conserving its fabric. Looking after a building is the responsibility of owners and occupiers. A building that is looked after will retain its value and the need for extensive repairs will be avoided. Protection from water and damp penetration is the most important issue. Roofs, gutters and down pipes should be the first to be repaired. Owners of large buildings might consider creating a maintenance plan based on annual visual inspections and a detailed survey every five years.

## ***Repair and Maintenance***

2.4.6 Regular maintenance should minimise the need for major repairs to all buildings and repair of original features should always be the first option to be evaluated. However, some elements will eventually reach the end of their life, in which case consideration will have to be given to replacing using traditional materials and proven techniques of repair. The alternative is the loss of the historic value of individual buildings and the gradual erosion of the special interest of the Conservation Area. The purpose of the repair of any buildings within the Conservation Area is to prevent, or at least slow, the process of decay without damaging or altering features which contribute to its historic / architectural importance.

2.4.7 The following principles of repair provide a good starting point from which to understand the approach and philosophy to historic building repair.

- *Minimise Intervention:* Interventions must be kept to the minimum necessary to ensure long-term survival. *Avoid unnecessary damage:* The authenticity of an historic building depends on the integrity of its fabric. Replacement of historic fabric, no matter how carefully done, will adversely affect the appearance of a building, reduce its value as a source of historical information and erode local distinctiveness.
- *Analyse the cause of defects:* To repair or replace decayed fabric without having understood why it needs replacement is to invite further problems.
- *Let the building 'breathe':* Most modern buildings are made of hard, strong and impervious materials. They rely on physical barriers such as damp proof courses and membranes, cavity walls and cladding to exclude moisture. Historic and traditional buildings are quite different. Many have solid walls and most have a porous fabric that absorbs moisture which then needs to evaporate, i.e. to 'breathe'. To repair such buildings with hard, impervious materials will cause damage to fabric which may have survived for hundreds of years. It is particularly important that only high quality materials are used using proven techniques. Cheap, modern materials such as plastic might be perceived to offer advantages in the short term, but the long term future of the character and appearance of the area will be compromised. Traditional materials which will 'weather' into their setting are required. The extent of repair, reinstatement and improvement works required to a property should always be assessed within the context of the whole building and not on a vertical unit or shop front basis.

### **Roof-scape**

2.4.8 The roof-scape of a built area forms the skyline and visual profile of a streetscape and is a significant part of its identity. The combination of materials, details, form and massing creates the 'hat', which sits above the building and is critical to its character. Although much of the detail may not always be visible from street level, the topography of Lower Town allows views across and over the roof-scape from different parts of the area and across from Fishguard town. The consistency, uniformity and integrity of the original roof-scape of the village, has been lost through the use of alternative materials and the loss of or inappropriate treatment of chimney stacks and pots, the impact and significance of which can be appreciated where original examples are retained. The roof is, by its very nature, a critical part of a building's defence against the elements and, as such, is one of the most significant focal areas for regular maintenance and repair.

This offers frequent opportunities for reinstatement and improvement as part of a buildings on-going care.

### ***Roof Coverings***

2.4.9 The predominant roof covering of traditional buildings within Lower Town is natural Welsh slate, which should be used for any works of repair or replacement. Ridges, verges and other details should all be bedded in natural lime mortars. Plastic clips or other such trim should not be used. Concrete and clay tiles are not appropriate on heritage buildings. Apart from the detrimental visual impact of the much 'coarser' appearance, they can also weigh significantly more than the original slate materials with resultant problems in the timber supporting structure. Imported natural slates that match the grey or heather blue colour of the original Welsh slate are a more cost-effective solution but it is important to source the slates from a reputable quarry to avoid long term problems of the slates weathering. Artificial slate, although sometimes difficult to distinguish from natural material when new, weathers in a different way and will, over time, appear different from the genuine product. If insulation is introduced into the roof it should be placed at ceiling level, or between the rafters, subject to the provision of adequate ventilation (via eaves gaps, not proprietary vents fitted to the roof slope).

2.4.10 Insulation on top of the rafters will raise the profile of the roof causing potential problems of detailing at the eaves and where it abuts adjacent buildings. However, the introduction of high levels of insulation into older buildings can cause condensation and consequent decay.

### ***Rooflights and dormers***

2.4.11 Where loft spaces are converted and roof lights or dormers are a necessity, they should only be situated on rear elevations as they break up the plane of the continuous roof slope on the street side. New dormer windows should be avoided where possible, as they have a detrimental impact on the roof profile, scale and balance of the building's form and massing. Where original dormers exist, any changes to the proportions and overall size should be avoided. Consideration should be given to using modern, double glazed versions of early cast-iron roof lights (to the correct proportion and size, complete with a vertical glazing bar) to retain the character of the roof as much as possible.

### ***Chimneys and Chimneypots***

2.4.12 Chimney stacks and pots add to the interest and variety of the skyline and streetscape. Chimneys should be retained and repaired with new clay pots provided as necessary. The stability of some tall chimney stacks might have to be investigated by a structural engineer. Where an original stack has been reduced in height (often capped with concrete slabs) then it should be rebuilt to its original height. Where no evidence of the pattern of the original stack exists, the style

should be kept simple, but always with over-sailing corbelled courses at the head. If possible concrete bricks should be avoided and chimneystacks should not be rendered. Lead flashing (the joint between the vertical surface and the roof covering) at the junction between the chimney and the roof should be stepped in the traditional manner and to Lead Sheet Association details.

### ***Guttering and downpipes***

2.4.13 Consideration should be given to using traditional cast iron (or cast aluminium) gutters when restoring heritage buildings. Simple half-round gutters should always be used on earlier buildings. Half-round and ogee pattern gutters are suitable for later buildings. Very little original guttering and downpipes remain, with the majority replaced by uPVC or, in a small number of cases extruded aluminium. However, these materials are not as robust as cast-iron or cast aluminium and are more susceptible to impact and weather damage. Missing and damaged gutters should be repaired to avoid water penetration and damage to buildings. The clumsy design of rainwater goods and poor quality materials can have a negative impact on the building elevation as can replacement bargeboards in modern materials.

### ***Windows and glazing***

2.4.14 Windows are the 'eyes' of a building and are the central focus of a house's character. The double-hung sliding sash window is typical of the majority of buildings that were built before the early 20th century. In this area, side or top hung casements are only characteristic of buildings of more recent development. Changes to the proportions of window openings and / or windows themselves invariably have a detrimental impact on the building facade as a whole. The incorporation of trickle vents should be avoided, due to their detrimental impact on overall character.

2.4.15 Original sash windows should always be retained and repaired, unless completely unfeasible. Replacement is very rarely necessary. Decay is usually focussed on the lower parts of the window where new timber can be spliced in. The original crown or cylinder glass is thinner and more uneven in surface than modern float glass giving more subtle reflections and where it has survived, should always be retained. Heavier modern glass is likely to require heavier sash weights to counter-balance the window. Where the window has to be replaced, rather than repaired, the new window should be in timber and an exact match of the original. Original stone cills should be retained wherever possible. If the stone cill is damaged beyond repair a reclaimed stone cill to match is the best alternative, or a concrete cill to the same proportions.

### ***Entrances and doors***

2.4.16 Many of the issues that are relevant to windows and glazing are also applicable to entrances and doors. Where possible, traditional timber doors

should be retained and repaired. Replacements, where necessary, should reinstate the original door style if known, or be in keeping with the period of original construction. Whilst traditional door patterns are, on the whole, more varied than windows there are some general principles that apply. Front doors were not generally glazed, where they have fanlights above, although later Victorian and Edwardian properties often had upper panels replaced by frosted and / or decorated glass. Fanlights, door cases and other ancillary features must always be preserved, repaired and maintained. The design and style of the ironmongery is also important and should match the design and style of the original door. External lever handles should be avoided.

### ***Access for the disabled***

2.4.17 It is necessary to provide access for the disabled, to conform with accessibility legislation. It is always important to ensure that the regulations and supporting guidance in the Equalities Act and in Part M of the Building Regulations are correctly interpreted for listed buildings and Conservation Areas. Where works of this nature are applied they should be done sensitively and with regard to the overarching principles of proportions, design, materials and workmanship that apply for the building as a whole. Early consultation with the building control department of Pembrokeshire County Council is recommended.

### ***Paintwork***

2.4.18 Whilst stucco and render were always painted / pigmented, brick, stone and tiling rarely were. Timber joinery should be painted in strong dark colours, but vivid colours and / or strong contrasts should be avoided. Ironwork should be painted in black, dark green or a deep purple -bronze. In general, a limited range colours will be more successful and result in a more coordinated and subtle overall appearance. Some of the major paint manufacturers have specific heritage colour ranges, including Dulux, Farrow and Ball and Crown, which provide a good starting point for colour selection. Consultation with Local Planning Authority officers is advised to ensure that appropriate colours are selected for buildings within the Conservation Area.

### ***Boundary walls and railings***

2.4.19 Although the narrow streets within Lower Town have buildings generally built tight to the front of the pavement, and therefore no boundary treatment is required, in many of the areas which were, or remain, in residential or other use, the boundary walls and railings are particularly important in their contribution to the overall character and quality of the street scene. Particular attention needs to be given to ensuring that boundary walls and railings are not removed to allow on-plot car parking.

## **2.5 Policies for New Development Within Heritage Areas**

2.5.1 There has been relatively little new development in the Conservation Area in recent years. It is expected that sensitive and appropriate redevelopment proposals of those sites that are detrimental to the character and quality of the area will come forward.

2.5.2 Generally, where new development and / or extensions are proposed it is important that they are guided by sound principles of urban design, as well as sympathetic detailing in relation to its historic context. All forms of new development within the Conservation Area should:

- Preserve and reinforce the distinctive pattern of traditional development, including street patterns, open spaces and trees, plot boundaries & boundary treatments;
- Have regard for existing building lines & the orientation of existing development;
- Respond to the particular rhythm and articulation of the subdivision of the streetscape and individual buildings in terms of bays and openings that break up the façade;
- Reinforce the distinctive character and grain of the particular character area of the town centre, through an informed understanding of its building forms and styles, features and materials. Pastiche forms of development and the superficial echoing of historic features in new buildings should be avoided;
- Respect the scale and massing of surrounding buildings. It is essential that new development is not out of scale with existing buildings by way of its height, floor levels, size of windows and doors, overall massing and roofscape;
- Maintain key views and vistas within, into and out of the Conservation Area; and
- Where possible, minimise the visual impact of parked vehicles and the provision of parking areas on the streetscape and landscape setting of historic streets and buildings.

2.5.3 Where any new development is proposed for areas that are adjacent to the Conservation Area, it will be equally important for care and consideration of the impact of the intended design and detailing. Where appropriate, all forms of new development should respect the principles listed above, with particular concern to:

- Ensure new development continues the local scale, form and materials in order to reinforce the distinctive architectural character of the immediate context;

- Consider the impact of new development on key views and vistas; and
- Ensure that new road layouts and parking arrangements have a limited impact on the streetscape qualities of the locality. Sensitive layout, designs and landscaping are required to reduce the areas of tarmac and lines of parked cars;

2.5.4 Good quality, contemporary designs may be appropriate in the Conservation Area, but the concern must be to avoid incongruous and low grade development.

### **3. Specific guidance for buildings, key sites and public realm**

#### **3.1 Design of the Public Realm**

3.1.1 The varied characteristics of Lower Town Fishguard reflect the respective history and development of different areas, and also of their scale, location, setting and patterns of use, both historic and contemporary. The treatment of the spaces between the buildings is critically important in the overall quality and character of an area, following sound principles of urban design. Specific issues to be addressed include:

- Context - an appreciation of the local setting and identity of an area coupled with a sympathetic choice of materials and details to respond to, and reinforce, the local character of the place.
- Creating spaces and places - the degree of openness or enclosure of a space, together with its scale, form and massing, helps to give it a character and identity and reinforces issues of safety, security, comfort, variety and interest.
- Encouraging activity - active frontages help promote on-street activity and vibrancy as well as providing over-looking and natural surveillance to a space or street.
- Variety and interest - like the buildings in a street scene, the public realm needs as much careful consideration of the balance of uniformity and variety, to create a range of opportunities and settings for a variety of users, amenities and social groups.

3.1.2 The aim should be to unify, rather than compete with, the rich variety of materials and designs used on the buildings and to form a simple and uncluttered public realm. To make wholesale changes to Lower Town is unrealistic in the short term, but a holistic and integrated short, medium and long term strategy should be formulated that sets out a vision for the area. As part of this approach, public art provides a very direct mechanism for the public realm to respond to the heritage and the community of Lower Town and Pembrokeshire.

## 4. Management Recommendations

### Decision making including listing/local listing, boundary changes and Article 4 Directions

#### 4.1 Local Listing in the Conservation Area

4.1.1 The purpose of Conservation Area designation is to provide added protection for the many buildings which do not possess the individual characteristics suitable for full Statutory Listing. The following properties and groups of buildings within the Conservation Area are identified in the Conservation Area Appraisal as being unlisted but making a positive contribution to the Conservation Area, and could be considered for inclusion on a local list:

- 2 – 8 Quay Street
- 25 Old Newport Road
- Bay fronted property Newport Road
- Former Mill properties , Glyn-y-Mel
- 20, 25, 27 Glyn-y-Mel

#### 4.2 Reassessment of the Conservation Area Boundary

4.2.1 The Lower Town Conservation Area was originally designated in 1976 with revisions in 1992. The Conservation Area Appraisal states that “*the Conservation Area boundary remains justified.*”

#### 4.3 Article 4 Directions and Permitted Development

4.3.1 Article 4 Directions can be imposed by local planning authorities to control certain alterations to dwellings that would otherwise be automatically ‘permitted development’ under the Town and Country Planning (General Permitted Development) Order 1995, and not requiring planning permission. This extra planning control is primarily used where the character of an area of acknowledged importance would be threatened.

4.3.2 The process for serving an Article 4(2) Direction requires that as soon as practicable after an Article 4(2) Direction is made, notice of the Direction must be given by publication in a local newspaper and by service on the owners / occupiers of the properties covered by the Direction. An Article 4 Direction is effective immediately after the notice is served or published. It does however expire after six months unless the Local Planning Authority has decided beforehand to confirm the notice. In making that decision the Authority must take into account any representations received as a result of a public notice, and particularly those of any

occupiers and owners in the area covered by the Direction. It should be noted that such a Direction only applies to properties in use as dwellings, and not commercial use as commercial use does not have the same permitted development rights as residential property. For listed buildings, listed building consent is required for properties where demolition, alteration or extension would affect the building's special interest.

4.3.3 In February 2016 an Article 4 Direction for the residential development within the Lower Town Conservation Area was confirmed. Items of work that now require planning permission include:

- Alterations to or demolition of front boundary walls or railings;
- Provision of hard standing in front gardens;
- Enlargement, improvement, replacement or alteration to elevations fronting the street, including alteration to external doors, windows and porches;
- Alterations to roofs;
- Alterations to, or removal of, chimneys and pots;
- Installation of satellite dishes, TV antenna or renewable energy proposals;
- Rainwater goods;
- Construction of porches and side extensions; and
- Painting of render and other finishes

4.3.4 The effectiveness of an Article 4 Direction requires a photographic survey to provide a baseline for the known condition of properties. This must be updated at least every three years because enforcement action can only be taken against evidence of unauthorised changes carried out within the previous four years.

Article 4 Directions are more likely to be effective if:

- There is a dated photographic record of the properties affected for the purposes of tracking any subsequent changes;
- Guidance is provided for homeowners on how the direction affects them with advice on appropriate repair and alteration;
- The local authority undertakes regular monitoring for compliance and appropriate enforcement;
- The need for the article 4 Direction is reviewed if circumstances change.

#### **4.4 Monitoring and Enforcement:**

4.4.1 Monitoring and regular review of the Conservation Area Character Appraisal and Management Plan will be required to encompass development changes and any new priorities and proposals. A key tool to monitor changes could include a new dated photographic survey of the Conservation Area. Regular updates supported by Planning / Listed Building/ TPO information will identify most

development changes. Further historic research of the Conservation Area will be beneficial. Historic maps, drawings, paintings or engravings and the impressive number of old photographs can be used to inform the accurate restoration of heritage properties and townscapes. Provisions for monitoring and review are set out in Part 2.

#### **4.5 Conservation Understanding**

4.5.1 Local knowledge and understanding are central to the conservation-based approach long-term management of the area. Pembrokeshire Council is keen to ensure that:

- appropriate conservation skills are available in the authority and the community;
- there is a proper awareness and understanding of the area's conservation value;
- conservation standards are implemented to ensure protection and enhancement; and
- owners' responsibilities are understood.

These aims can be delivered through a range of guidance and information sharing.

#### **4.6 Resource Needs**

4.6.1 Additional capital funding will be needed to ensure appropriate heritage standards for both public and private expenditure on the built environment. Generally actions and intended outcomes are more likely to be levered through the provision of grant aid. Opportunities for funding will continue to be explored and investigated through partnership working with other service areas and stakeholders.

4.6.2 Continuing protection of the Conservation Area, appropriate to its heritage context, will require further detailed policy and technical guidance. There is a specific need for additional guidance on key principles, with good practice examples identified, including appropriate finishes, rainwater goods, window and door treatments. This will encourage appropriate repairs, replacements and materials.

#### **4.7 Equality Impact Assessments**

4.7.1 Equality and Community Cohesion Impact Assessments or Equality Impact Assessments are an important part of the Council's commitment to promote equality of opportunity for all citizens. The Council needs to consider diversity when developing, delivering and reviewing policies and services to ensure we meet the needs of all our citizens. Equality Impact Assessments provide a systematic process to doing this and therefore will help to improve service delivery and employment practice. Action to implement any of the proposed Conservation Area management policies will require such an impact assessment.

## 4.8 Sustainability

4.8.1 The refurbishment and reuse of existing buildings is often more sustainable and more likely to have less of an impact on the environment, than starting from scratch with a cleared site. Attention needs to be given to meeting Biodiversity requirements.

4.8.2 Even though buildings contained in Fishguard Lower Town Conservation Area are exempt from meeting the requirements of the building regulations on energy efficiency, these factors can be improved without detracting from the character of the building or the Conservation Area as a whole. Areas where improvements can be made to both environmental and energy efficiencies with the historic buildings include:

- considering environmental sustainability in historic refurbishments through appropriate design;
- low impact improvements in air-tightness utilising draft excluders and heavy weight curtains around windows and doors, blocking up redundant chimneys and the use of secondary glazing or, for example, Histoglass – specially designed, thin double glazing (10mm) for installation into existing timber and metal frames without altering the fine detailing of the glazing bars;
- where appropriate, the use of renewable energy technology;
- use of natural oil or water-based paints, varnishes and other finishes, giving both health and conservation benefits;
- restoration of historic features rather than replacement;
- utilising natural insulation materials that breathe and avoid the build-up of moisture;
- locally sourcing labour and materials;
- limiting waste by the re-use of materials, such as slate, brick and timber
- Working with PCC's in-house biodiversity team to assist in encouraging an informed and positive approach to working with wildlife to ensure that all projects within the Conservation Area are compliant with the latest legislation surrounding the protection of wildlife

4.8.3 The HLF publication *Planning Greener Heritage Projects*<sup>19</sup>, February 2009 includes guidance and information on a wide range of aspects of sustainability in relation to heritage buildings and the provision of new buildings within a heritage context. The information covers topics including:

- Energy efficiency;

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<sup>19</sup> Available on the HLF website, [hlf.org.uk](http://hlf.org.uk) in English and Welsh

- Renewable energy;
- Water;
- Building materials;
- Construction waste;
- Soil, including peat;
- Timber;
- Biodiversity; and
- Visitor transport.

4.8.4 Energy efficiency can reduce bills, reduce use of fossil fuels and mitigate the impact of climate change. In general, however, historic buildings were built to breathe and are constructed of materials which can be damaged by modern measures, or the character significantly altered. Refurbishment of a building can provide an opportunity to improve energy efficiency. Measures affecting Listed buildings or those within an Article 4 Direction area should be discussed with the County Council.

4.8.5 In principle the energy efficiency measures should seek to make the least amount of change. Materials and methods should be comparable to the traditional fabric of the building. Careful design and sympathetic management can help to secure a sustainable future for historic buildings.

## **5. Implementation Programme**

### **5.1 Resources for implementation in the Conservation Area**

5.1.1 Pembrokeshire County Council (PCC) will monitor and review the necessary resources to sustain the historic environment and manage the Conservation Area. Where appropriate and funds are available, PCC will coordinate such works with all involved agencies to achieve the heritage aims and to ensure the beneficial impact of a conservation-led approach to economic development and regeneration.

5.1.2 Timely management and skills input from all agencies working in the Conservation Area is essential to implement the programme, to ensure effective monitoring and enforcement, to prepare technical guidance and to inform the community. Additional capital funding will be needed to ensure appropriate heritage standards for both public and private expenditure on the built environment. Many of these actions and intended outcomes are more likely to be levered through the provision of grant aid and opportunities for funding will continue to be explored and investigated through partnership working with other service areas and stakeholders.

### **5.2 Action Plan Summary**

5.1.3 The following actions are identified for early implementation to further the awareness and achievements of conservation in the Fishguard Lower Town Conservation Area:

#### **Planning Policy & Strategy:**

- PCC to adopt the Conservation Area Appraisal and Management Plan;

#### **Community involvement:**

- Training and Development of Conservation Staff;
- Increase conservation awareness;
- PCC Conservation website development;
- Local availability of the Conservation Area Character Appraisal and Management Plan.

#### **Planning Measures:**

- Finalisation of draft Local List to inform the adopted Local Development Plan;
- Implementation of Buildings at Risk Strategy for those Listed Buildings at risk or vulnerable
- Identify Archaeologically Sensitive Areas as appropriate

### **Framework for Design Standards:**

- Prepare programme for preparation of additional planning guidance notes on conservation issues;
- Ensure opportunities for, and importance of, enforcement measures are understood and implemented throughout PCC;
- Promotion of Planning Guidance Notes and Cadw's 'Maintenance Matters' on website; and
- Prepare of site specific development briefs where appropriate.

### **Monitoring**

5.1.4 Progress with implementing the recommendations of the Conservation Area Character Appraisal and Management Plan should be monitored and recorded.

### **Formal Review**

5.1.5 This document should be reviewed every five years from the date of its formal adoption. It will need to be assessed against Legislation, national and local policy in place at the time of Review. The review should encompass the following:

- A survey of the Conservation Area including a full photographic survey to aid possible enforcement action;
- An assessment of the extent to which recommendations have been acted upon, and how successful this has been;
- The identification of any new issues which need to be addressed, requiring further actions or enhancements;
- The production of a short report detailing the findings of the survey and any necessary action;
- Publicity and advertising.

