

Appendix A

Mumbles

Conservation Area Review

April 2018 (Draft for Public Consultation)



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Swansea Council

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SUMMARY OF THE CONSERVATION AREA

The aim of this Character Appraisal and Management Plan is to assist the City & County of Swansea to ensure the protection and enhancement of the built heritage of the Conservation Area – the historic seaside town of Mumbles, while enabling the public to recognise both the benefits of living, working and visiting the Conservation Area and their own responsibilities for its future protection.

The current Mumbles Conservation Area includes most of the seafront areas below the high escarpment of wooded limestone cliffs, the original village streets climbing the slopes, and the wooded backdrop to the attractive coastal settlement. This Appraisal recommends the expansion of this area northwards to include the Newton Road shopping centre, the grid of Victorian terrace houses and Oystermouth castle and its grounds.

The history of Mumbles predates the Norman castle, the growth of the oyster trade, the arrival of the first regular passenger train service in the world and its development as a tourist resort. The twenty first century settlement has retained many of these past

qualities and can benefit from the protection and regeneration of the heritage potential.

Distinctive Character Areas have been identified within the proposed expanded Mumbles Conservation Area, each with a valuable heritage townscape that needs to be protected and enhanced. Some damage to these areas has occurred through insensitive new developments and inappropriate replacement materials on heritage buildings. Although these unfortunate changes have had a detrimental impact on some of the townscapes, there are still significant and important areas of heritage quality that are worthy of retention to enhance the village character.

Management and enhancement proposals have been prepared to include: policy guidance and design principles; management and control recommendations including the review of the Conservation Area boundary; identification of potential historic assets of local importance, design guidance, recommendations for a potential Article 4 Direction for the Conservation Area; and the involvement of the community.



1.0 BACKGROUND

1.1 The Mumbles Conservation Area was designated in 1969 and since this time no amendments have been made to the original boundary.

1.2 This Conservation Area Appraisal and Management Plan has reconsidered the boundaries and proposes that significant adjustments should be made to take account of the historic value and interest of areas with potential for conservation to the north of the current boundary including Oystermouth Castle – see section 4.

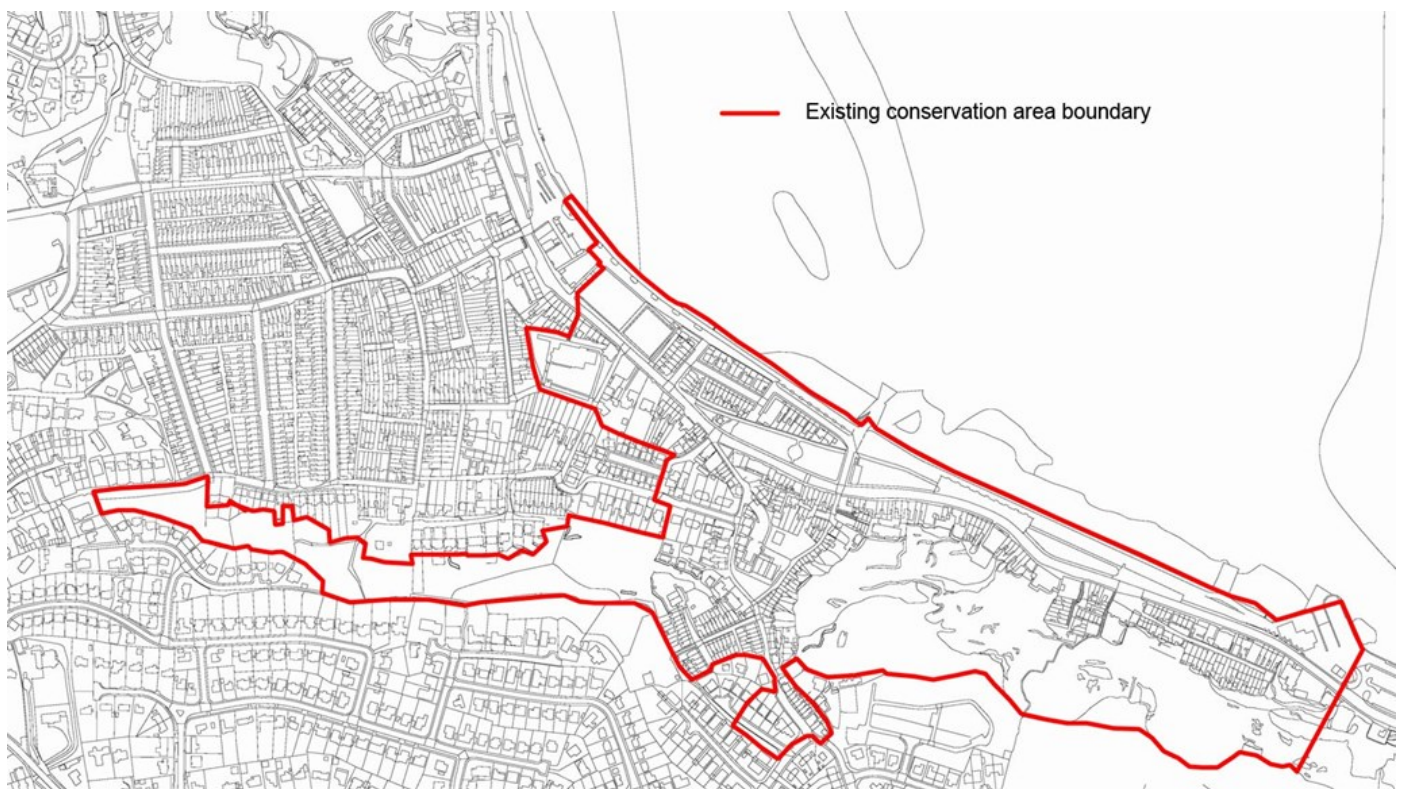
Statutory background

1.3 Conservation Areas were introduced by the Civic Amenities Act 1967 and are defined as “Areas of special architectural or historic interest the character and appearance of which it is desirable to preserve or enhance”.

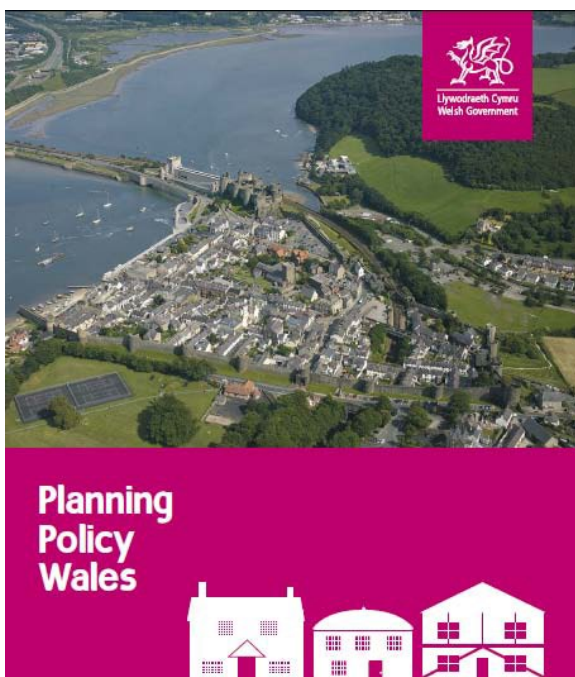
1.3.1 Conservation Area designation is more dependent on the overall quality and interest of an area, rather than individual buildings, although it is common for such areas to contain a number of Listed Buildings.

1.3.2 Conservation Areas are designated by the Local Planning Authority under section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990. The principal considerations are the architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance. Planning consent must be gained for certain types of development within Conservation Areas which are elsewhere classified as permitted development, such as various types of cladding, dormer windows, satellite dishes and radio masts/antennae. The demolition of any structure over 115 cubic metres requires Conservation Area Consent and the proposed demolition of any unlisted buildings considered to have a ‘positive’ impact upon the Conservation Area will be resisted. Designation also brings controls over works to trees.

1.3.3 Planning authorities need to publish proposals for the preservation and enhancement of conservation areas that include character appraisals and strategies for the future. Residents must be consulted over the designation of areas and the definition of their boundaries and proposals for the management of a conservation area should be submitted to a public meeting, in connection with wider consultation.



1.3.4 Section 6 of TAN 24: The Historic Environment stresses the duty on local planning authorities to review their conservation areas from time to time and to decide whether they need to designate further areas. TAN24 stresses quality of place as the 'prime consideration' in identifying conservation areas and explains that this depends on much more than individual buildings, It implies that an holistic approach is taken to the analysis of character and the significance of townscape features.



Technical Advice Note 24:
The Historic Environment
May 2017

1.3.5 Technical Advice Note 12 (2016) is also relevant in that it offers advice on the promotion of good design in the historic environment and in areas of special character. It identifies a number of factors that should be considered in context appraisals which are amongst those that a character appraisal of a conservation area should take into account (paragraph 5.6.2).

1.3.6 Advice on the appraisal of conservation areas and on designation and management issues has been published by Historic England (Conservation Area Designation, Appraisal and Management, February 2016).

Planning Policy Framework

1.4 The Swansea UDP 2008-16, contains the authority's general policy for the management of conservation areas. Policy EV9 (Conservation Areas) states:

Development within or adjacent to a conservation area will only be permitted if it would preserve or enhance the character or appearance of the conservation area or its setting.

New development in such locations must also be of a high standard of design, respond to the area's special characteristics, and pay particular regard to:

- i. Important views, vistas, street scenes, roofscapes, trees, open spaces, and other features that contribute to the character or appearance of the conservation area,
- ii. The retention of historically significant boundaries or other elements that contribute to the established pattern of development,
- iii. The relationship to existing buildings and spaces, and pattern of development,
- iv. Scale, height and massing,
- v. Architectural design, established detailing, and the use of materials,
- vi. Boundary treatment, and
- vii. Public realm materials.

1.4.1 The amplification of the policy inter alia requires detailed plans and drawings to be submitted for new development in its setting; and sets out an expectation that the highways authority and statutory undertakers use appropriate highways mark up, signs and structures to preserve or enhance the character or appearance of conservation areas.

Planning policy framework (cont.)

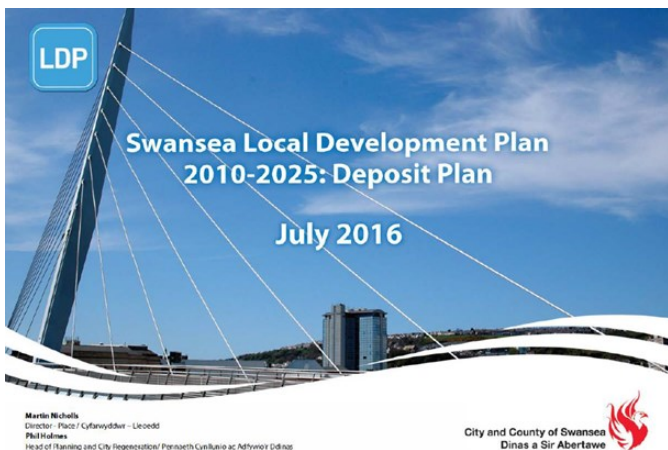
1.4.2 Policy EV10 (Demolition of Unlisted Buildings in Conservation Areas) states that demolition of unlisted buildings that make a positive contribution to the character and appearance of a conservation areas will not be granted unless it can be demonstrated that the condition of the building does not justify the cost of repair; efforts have been made to find a viable use; redevelopment would produce substantial community benefits outweighing the loss; and that there are acceptable and detailed redevelopment plans.

1.4.3 Amongst other policies, EV13 (Shopfronts) and EV14 (Advertisements) are also relevant locally in requiring design appropriate to their context.

1.4.4 The emerging draft Swansea Local Development Plan, 2010-2025 (LDP) has recently gone through the examination phase. This document sets out a number of policies in relation to development within conservation areas. These include PS1 (Sustainable Places) and Policy PS2 (Placemaking and Place Management) states that development proposals must enhance the quality of places and contribute to a sense of place. Note that this document will be adopted to supplement the policies of the Local Development Plan (LDP).

1.4.5 Policy HC1 (Historic and Cultural Environment) highlights the need to safeguard features of historical and cultural importance as well as supporting appropriate heritage and cultural led regeneration.

1.4.5 Policy HC2 (Preservation or Enhancement of Buildings and Features) sets out measures for the preservation and enhancement of heritage assets and the need for a high standard of design for new development which pays regard to the local context.



2.0 LOCATION & SETTING

Location and Context

2.1 Mumbles is located at the southern end of Swansea Bay, under a high escarpment of limestone cliffs, six miles south-west of Swansea on the edge of the Gower peninsula. The main road link is the coastal A4067 Mumbles Road from the centre of Swansea.

2.1.1 The Conservation Area includes the built-up coastal strip below the cliffs and the rising bowl of land either side of the Newton Road where a significant area of terraced housing denies the contours.

2.1.2 Housing on the steeper slopes includes the earliest built-up roads which climb directly up the escarpment and the sites above Overland Road which follow the contours.

2.1.3 Mumbles is part of the Oystermouth Electoral Ward and currently has a population of over 4,300. Comparable areas had populations of nearly 1,500 in 1851 and over 4,100 in 1891. There have been significant changes in the local economy over this period with even the employment in tourism reducing dramatically and now many people work in Swansea which has increased transport requirements.



Map of Swansea Bay

Landscape setting

2.2 Mumbles Conservation Area has a dramatic landscape setting at a gateway to the Gower peninsula which has determined its history and defined its settlement pattern. The coastal setting along a shallow beach at the southern end of Swansea Bay with long distance views to Swansea, the high limestone escarpment that ends at Mumbles Head and its islands, and the thick belt of mature trees that follows the steep and higher open land, have all provided a strong context and setting for Mumbles and its Conservation Area.



View across Swansea Bay of the settlement following the seafront with Oystermouth castle set on higher land. The setting for Mumbles is defined by the sea and the tree belts along the higher land.

2.2.1 To the south of the Conservation Area, the steep cliffs are close to the seafront and the pattern of development follows the coast, benefiting from the dramatic bay views. Previously the steep cliffs were quarried to provide local building stone which was transported by the Mumbles Tramway.

2.2.2 Further north the escarpment is more shallow and a wider belt of development which follows the contours around the hillside is achieved. To the south of the Oystermouth Castle hill is a broad bowl of land, which though it rises significantly, was fully developed in Victorian and Edwardian times with a wide grid of residential terraces and Newton Road, the main shopping street, following the lowest line uphill.

2.2.3 Although the well treed cliff face and hill tops create the impression of significant landscaped open space, within the developed urban area there are few notable green areas.

- The promenade strip along the sea wall has different types of use and landscaping. From car parking, boat parking, public fenced grassed areas, private outdoor sports areas and a range of hard surfaces and other uses. Selected mature trees add to the qualities of this seafront area. The majority of the green spaces are owned and maintained by the Council.
- The hill around Oystermouth Castle provides an attractive grassed area surrounded by a thick belt of trees – except where this important setting is used for three areas of allotments. The largest of the allotments is located to the south west of the castle, reaching up to the castle walls. The two smaller allotment areas are screened by the surrounding tree belt.
- Just outside the Conservation Area boundary, on Newton Road, is the large Underhill Park – a flat area of sports pitches bordered by trees which provides an important open space setting and outdoor facility for the Conservation Area residents.

2.2.4 Within the rest of urban Mumbles there are few open spaces, except for the churchyard around All Saints. The public realm is primarily hard surfaces which display a mixture of materials and signage which need rationalisation and more sensitive solutions to benefit their heritage locations.



The steep treed cliffs limit the extent of seafront buildings which overlook the public open space gardens along this part of the promenade, and across Swansea Bay.



Aerial view of the castle showing its grassed hill setting, the screening belts of trees and the allotments site.

3.0 HISTORIC DEVELOPMENT

Origins and historic development of the settlement

3.1 Mumbles has a long and rich history. The submerged foreshore is known to have been covered by an ancient forest as bones of prehistoric animals and mammoths have been found. There is evidence that 30,000 years ago there was nearby human habitation with the finding of the Paviland skeleton, and the first crop growers settled 5,000 years ago. Flint axes have been found as have bronze age artefacts and remains of an Iron Age fort. Remnants of a tessellated pavement show that the Romans had a villa on the site of All Saints church. The Romans were known to be keen on the local oysters and after they left in the C5 – 6th, Mumbles remained as a small fishing community.

3.1.1 The Normans arrived in the C11th and first built a timber ringwork and bailey castle at Oystermouth. Following being burnt down in 1116 by Welsh armies it was rebuilt in stone with C12th keep, a freestanding rectangular building with its great hall on the first floor. Another destruction in 1215 led to de Braoses rebuilding the larger castle in stone with most of buildings still seen today, except the chapel block added in the early C14th. Edward I visited the castle in 1284 but by 1331, the Lords of Gower lived elsewhere and a gradual decline set in. By the C16th, the castle was in ruins.

3.1.2 A church on the site of All Saints was first described in 1141, though it is thought to be the location of an earlier place of worship. In the C13th the Normans built a stone church with the western tower – a defensive location for the villagers, the Lady's Chapel and south aisle, all still standing today. Because of the increasing population, a northern extension was built in 1860 and linked by an open arcade. The arcade remains, but the rest of the extension was demolished in 1915 for a new church building. Though most was completed, the war and the interwar depression resulted in it not being finished until 1937.

3.1.3 The medieval village life was based on fishing and was focused around the narrow streets of cottages called 'slades' that led steeply up Mumbles Hill. A description of Mumbles and Oystermouth in 1690 listed employment in limestone quarries, farms, a colliery in Clyne Valley and oyster fishing. In 1773 Mumbles lighthouse was built on the outer island, which in 1995 was converted to solar power. By the 1800's there were over 170 oyster dredging boats harvesting over 10 million oysters a year. Trade went from strength to strength and from 1850 to 1873, 560 men were employed with oysters exported throughout Britain. In Victorian times an Oyster Fair introduced the fishing season – September to May. A slump followed and the industry was finished by a virus in 1920.

3.1.4 The opening of the Swansea to Mumbles railway in 1804 brought further changes to the village. In 1806 goods wagons pulled by horses carried a main cargo of limestone. Then in 1807 the first regular horse drawn rail passenger service in the world was introduced as Mumbles began to develop as a tourist resort. Visitor numbers gradually increased with some of the tourists arriving by steamer from Ilfracombe. Steam trains replaced the horses, and later, In 1898 the rail line was extended to the islands and a pier was opened. In 1916 a RNLI slipway was added to the pier with a boathouse in 1922. The rail service lasted until 1959 when it was closed and the route dismantled.



Mumbles horse drawn tramway 1870



Mumbles steam train 1877

3.1.5 Mumbles grew into a significant settlement during the Victorian years. Its unique location, its transport links and the growth of tourism led to a significant growth of the urban area. Oystermouth Urban District was established in 1894 and this later merged with the County Borough of Swansea in 1918. Oystermouth Board School opened on the Newton Road in 1878.

3.1.6 The increasing visitor numbers led to additional places of entertainment. A popular dancehall was built at the pierhead though this was replaced by an amusement complex in 1966 after the rail line had closed.

3.1.7 The New Cinema and the Regent Cinema were built on Newton Road in 1927 and 1929 and the 'Mumbles Mile' became famous for the concentration of public houses along the seafront. Visitor numbers began to decline in the 1990's and of the twenty inns on the 'Mile' only a handful now remain.

3.1.8 Mumbles was already an established settlement before the first OS map of 1876—1881. Houses along the seafront, on a cluster of roads around All Saints church, and the fisherman's houses on the lanes or 'slades' climbing Mumbles Hill (Village Lane, Western Lane and Thistleboon Road) were the oldest parts of the village.

3.1.9 The 1876-1881 OS map identifies the expansion after the mid-century population growth with:

- The seafront fully developed from Newton Road along to the George Hotel;
- The terraces inland behind the Dunns;
- The first terrace on Newton Road near the Castle; and
- The rail line to Swansea.



First Ordnance Survey map 1876 – 1881



An 1850s etching of Mumbles village, Mumbles Hill and the lighthouse on the distant island

3.1.10 The 1899 – 1907 OS map identifies the expansion at the turn of the century. Continuing population growth led to increasing demand for housing and supporting commercial and service facilities, and the importance of tourism is reflected in further facilities and redevelopment:

- Seafront terraces have been redeveloped to provide improved accommodation and visitor facilities;
- A significant expansion of the terraces between Queens Road and Overland Road;
- New development along Newton Road including places of worship; and
- The extension of the rail line to the pier and islands.



View over Mumbles 1900 from the castle showing the rail line to the pier, the recent urban expansion and the surprising lack of trees on Mumbles Hill



Newton Road 1920's

3.1.11 The 1914–1919 OS map identifies the continuing growth of Mumbles during the pre-war years. Housing developments of terraces increased in the Queens Road and Newton Road area and further redevelopment occurred along the seafront:

- Additional seafront terraces have been redeveloped;
- Further expansion of the terraces between Newton Road and Overland Road;
- Newton Road is almost completely built-up, except for areas of the north side; and
- The map shows evidence of the wooded areas expanding along the steep slopes of Mumbles Hill.



Ordnance Survey map 1914 – 1919

Archaeological significance

3.2 Significant archaeological finds have been made throughout the Mumbles area. Artefacts and remains from prehistoric animals, the earliest human habitation, the Iron and Bronze ages and Roman occupation have been found. The Norman castle and church identify the potential for examples of the mediaeval settlement, and there is the likelihood of further interest from the period of growth and change during the C18th.

3.2.1 Swansea Council is required to take archaeology into consideration as a material consideration when determining a planning application. Information on all known archaeological sites and finds in and around Mumbles is included in the County Sites and Monuments Record (SMR). The Oystermouth area is defined in the UDP as an Archaeologically Sensitive Area.

3.2.3 Planning Policy Wales (Edition 9, 2016) identifies the key issues and policies related to Archaeology in Section 6: The Historic Environment and particularly 6.5 'Development Management and the Historic Environment'. This guidance is supplemented by TAN 24: The Historic Environment.

3.2.4 The key considerations are that appropriate management is essential to ensure that the assets survive in good condition and where nationally important archaeological remains, whether scheduled or not, and their settings, are affected by proposed development there should be a presumption in favour of their physical preservation. However there may also be hidden archaeological potential which could assist the understanding of the early urbanisation and development of this area.

3.2.5 Where a proposed development is likely to disturb the ground within the Conservation Area and could affect archaeology, Swansea Council will require further information before determining a planning application. This may be required in the form of a desk based study or an archaeological evaluation. In order to protect the archaeological remains it is sometimes necessary to modify proposals or carry out an excavation before development takes place.



View of the castle and Castle Road 1900

4.0 CONSERVATION AREA BOUNDARY ASSESSMENT

Proposed Boundary Amendments

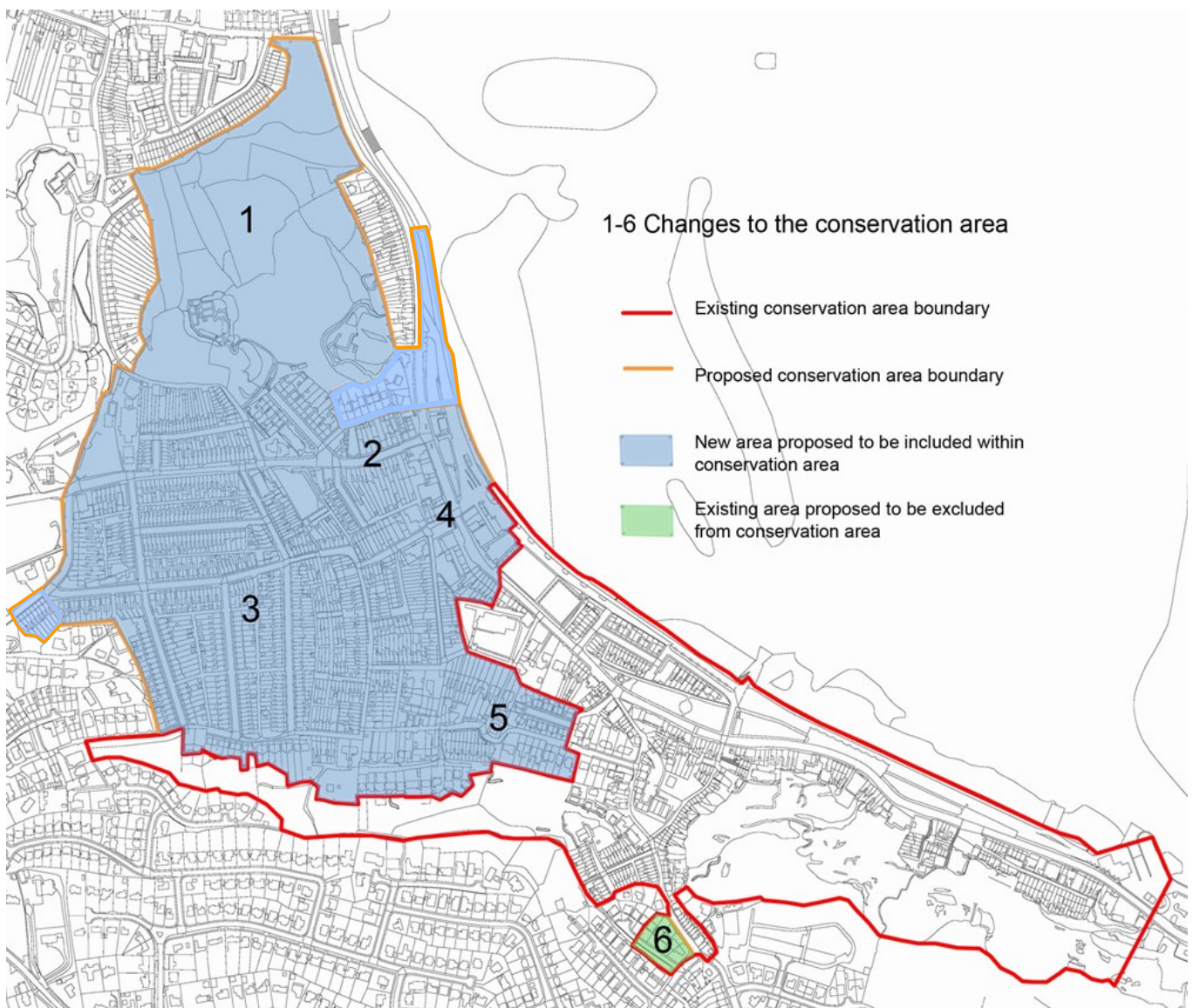
4.1 The Mumbles Conservation Area was designated in 1969. Although there have been a number of considerations to extend this boundary between 1987 and 1991, the original boundary remains.

4.1.2 This Conservation Area Review has reconsidered the boundaries and proposes that significant adjustments should be made to take account of the historic value and interest of areas with potential for conservation to the north of the current boundary including Oystermouth Castle.

4.1.3 The diagram below identifies the potential areas for change to the 1969 boundary and the reasoning is discussed

below with areas 1, 2, 3, 4 & 5 identified as proposed additions and the small area 6 recommended for omission.

4.1.4 No boundary changes are proposed for the cliff faces as it is important to emphasise the inclusion of the steep wooded hillsides that overlook the built Conservation Area and create a strong edge and setting for the historic townscapes. Further extensions to the woodlands to the west of the Castle, the top of Mumbles Hill and to Mumbles Pier have not been included as they do not relate directly with the built heritage of the town.



Current and Potential Conservation Area boundaries showing added and removed areas

Boundary Amendments cont.

1. Oystermouth Castle Area

Oystermouth Castle is Listed Grade I and a Scheduled Ancient Monument. It sits on a grassy mound of a hill and is surrounded by mature wooded boundary. A Conservation Area designation may add to the potential management of this sensitive area.

The main access to the castle is by way of Castle Avenue, a road of attractive C20th houses. Though not of historic value, this short road provides an important context and arrival setting and requires Conservation Area management and controls.



Views up Castle Avenue with stairs into castle grounds

2. Newton Road Area

The Newton Road shopping area provides a focal point for Mumbles residents and visitors. The attractive townscape along a steep incline was built up throughout the second half of the C19th and early C20th and though it includes several building styles, most are three storey Victorian gabled terraces with bay windows.

Although some details and shopfronts have been changed this area retains its overall heritage characteristics.



Newton Road

3. The Residential Terraces Area

Either side of the Newton Road are areas of planned Victorian terraces. All retain many original features and designs creating attractive heritage streetscapes with the later streets having gabled ends facing the roads. The oldest streets are to the north of Newton Road and the areas nearest to the sea.

The area south of Newton Road was developed gradually over the second half of the C19th but it has retained the terrace form and the grid layout of the streets.



Views up Oakland Road

4. Overland Road

As the grid layout reached the steeper slopes of Mumbles Hill the road layout changed to follow the contours. Some fine Victorian and later Edwardian terraces benefited from the steep slopes with steep front gardens above Overland Road and magnificent views over Swansea Bay.

The popularity of this area has led to infill developments and roofspace extensions. The heritage qualities of this area are in need to be protected from further inappropriate change.



Overland Road

5. Mumbles Road near the junction with Newton Road

The area between the current Conservation Area boundary and the Newton Road junction includes a surprising mixture of historic buildings and one late C20th building which demonstrates how inappropriate form and materials can detract from a heritage streetscape.

The area was built up before the OS map 1876 and many of the original buildings remain from this period.



West side of Mumbles Road from the current Conservation Area boundary showing the mixture of heritage buildings up to the White Rose inn at the junction of Newton Road.

6. Thistleboon Road / Higher Lane

Area of modern development at the top of Thistleboon Road to be omitted from the Conservation Area.



Western Close off Higher Lane

5.0 CHARACTER AREAS

Identification of Character Areas

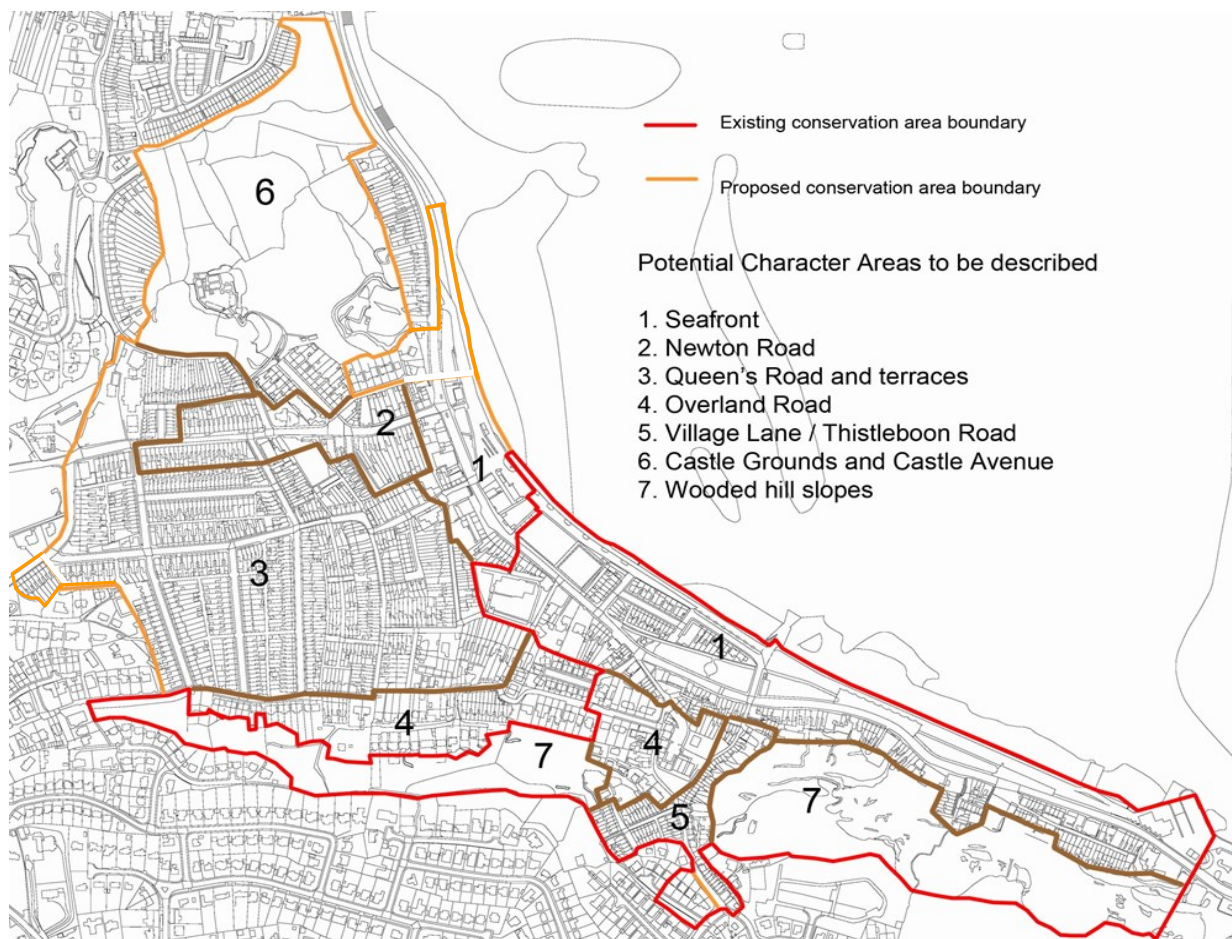
5.1 This appraisal of the Conservation Area identifies several distinctive character areas, including the proposed extension area, that are based on the periods and design of development, the density of development and their use. These Character Areas are indicated and described below.

5.1.2 The purpose of describing the key characteristics of each Character Area is to provide guidance for the consideration of any renovation or redevelopment proposed for that area, and to ensure it is appropriate within its local heritage context and does not damage its historic townscape.

5.1.3 The policy guidance and design principles described in Section 7.0 provide a recommended approach for both owners and local authority officers reviewing proposals for change in the built environment with an emphasis on the protection of the heritage.

5.1.4 The brief appraisals of each Character Area identify the main development forms, their layouts and the principle details that need to be respected. Section 5 provides an overall assessment of the conservation issues and lists the main positive and negative issues with the assets and problems which relate to all Character Areas.

5.1.5 Within each Character Area, notable buildings of historic or architectural interest are identified as Focal Buildings; all other heritage buildings and terraces that contribute to the streetscape are identified as Positive Buildings – though some display significant damage through inappropriate repairs and alterations; and those buildings that are of inappropriate scale, materials or design and damage the historic character of the Conservation Area are shown as Negative Buildings. All others are considered as Neutral.



Location of Character Areas

Seafront Character Area

5.2 Mumbles seafront provides the 'public face' of the town and as such, its townscape qualities and character are particularly important to protect, improve and enhance. The development along much of its length has a long history. The seafront was fully built up by Victorian times when many of the current terraces replaced earlier buildings. Edwardian buildings followed and it was not until the later C20th and early C21st when significant further changes occurred.

5.2.1 Within this Character Area, the long line of sea facing development on the western side of the Mumbles Road – from the Newton Road junction to the narrowing of the developable land past Verdi's restaurant to the south, presents the main townscape.

5.2.2 Two 'islands' of buildings breaks the almost continuous sea views:

- the commercial group that starts at the Dunns Lane junction with a striking two storey brick corner building with horizontal plaster banding, followed by brick and rendered properties, and ends with the recently built, 'Oyster Wharf' development; and
- a residential area including Cornwall Place, Devon Place and Promenade Terrace opposite the Western Lane junction with Mumbles Road. The late Victorian properties are terraced, mostly three storey and built in brick, with a row of lower two-storey C20th semi-detached houses. A few of the Victorian houses at the Mumbles Road junction have commercial uses.



The Dunns with the Methodist Church and commercial unit opposite on Mumbles Road



Oyster Wharf, Mumbles Road facing elevation (above) and seafront facing elevation (below)



5.2.3 Otherwise, the area between the Mumbles Road and the sea wall is public open space:

- at the northern end, the area opposite the Newton Road junction has proposals for a new development called 'Oystermouth Square' development which is subject to a development brief and is approved as a SPG. Currently used for car parking, this site is screened by a small area of trees and grass. Though the designs are not finalised, they retain the view from Newton Road to the sea.
- between the two built-up areas are tennis courts and bowling greens lined with trees. An attractive small sports pavilion provides a heritage note which should be protected;
- between the Mumbles Road and Devon Place, and to the south is a public park area defined by low railings. The two plots of land with mature trees and grass provide an important public facility and

visual interest. A small shelter and store room provides another attractive heritage note;

- to the south of the parks, hard surfaces prevail with car parking areas and a boat park, owned and operated by the Council, that are screened by a low wall; and
- at the end of the Conservation Area is the attractive modern design of the single storey Verdi's restaurant with outside seating and a view over the slipway and across the Bay to Swansea.
- Linking these spaces is the sea wall promenade – a hard surfaced pedestrian and cycling route which follows the line of the historic tramway line.

5.2.4 Behind the line of the sea facing terraces on the west side of Mumbles Road, and on higher land, is the parish church. All Saint's Church is Listed Grade II and is notable for its medieval fabric and interior detail. The higher position, within its churchyard, provides views of its stumpy castellated tower from the sea.

5.2.5 The significant townscape characteristics of this Character Area are created by the lengths of three storey terraces interposed by a variety of buildings on the west side of Mumbles Road. Though they maintain common qualities, the different designs and mixture of commercial and residential uses introduce variety and visual interest.

5.2.6 Key townscape characteristics to be respected include:

- The mix of two and mainly three storey Victorian and Edwardian terraces that provide a consistent visual theme to the continuous frontage.
- Within this format, although there is a variety of design, most buildings are rendered with light or pastel colours and slate or slate effect roofing. Other materials are occasionally used, with the later properties tending to have more gable-ends facing the road.
- The fenestration mainly follows a vertical

C19th pattern which adds to the rhythm and qualities of the heritage streetscape.

- The numerous public houses scattered along the Mumbles Road create important focal points for the local economy and visual qualities of the continuous frontage. Most are notable buildings – eg. The George, the Village Inn and the Antelope (though now empty and in need of renovation), and provide variety and interest to the streetscape.
- Further north from All Saint's, nearer to the Newton Road junction, the mix of uses becomes more commercial and introduces public buildings. Other than an inappropriate late C20th brick development with ground floor shopping, the buildings are of historic interest. The old Post Office is next to the Methodist Church Listed Grade II, and after Dunn Street are a mixture of two storey buildings including a corner Edwardian shop, Mount Zion Hall, a group of shops with a variety of heritage designs, and older, lower buildings leading up to the Newton Road corner three storey White Rose inn and a late Victorian group of two storey brick shops on the facing corner. This frontage presents an important heritage streetscape that is a gateway on arrival in Mumbles.

5.2.7 Throughout the length of the seafront there are notable buildings that have qualities or characteristics that make them **focal points** and important heritage features in the streetscape. On the Mumbles Road these include:

- The White Rose inn; the Methodist church; the former Post Office; the Village inn; the recently converted Conservative Club the George inn; 722 Mumbles Road; and the Bristol Channel Yacht Club building.



Recently converted and extended Conservative Club, 672 Mumbles Road

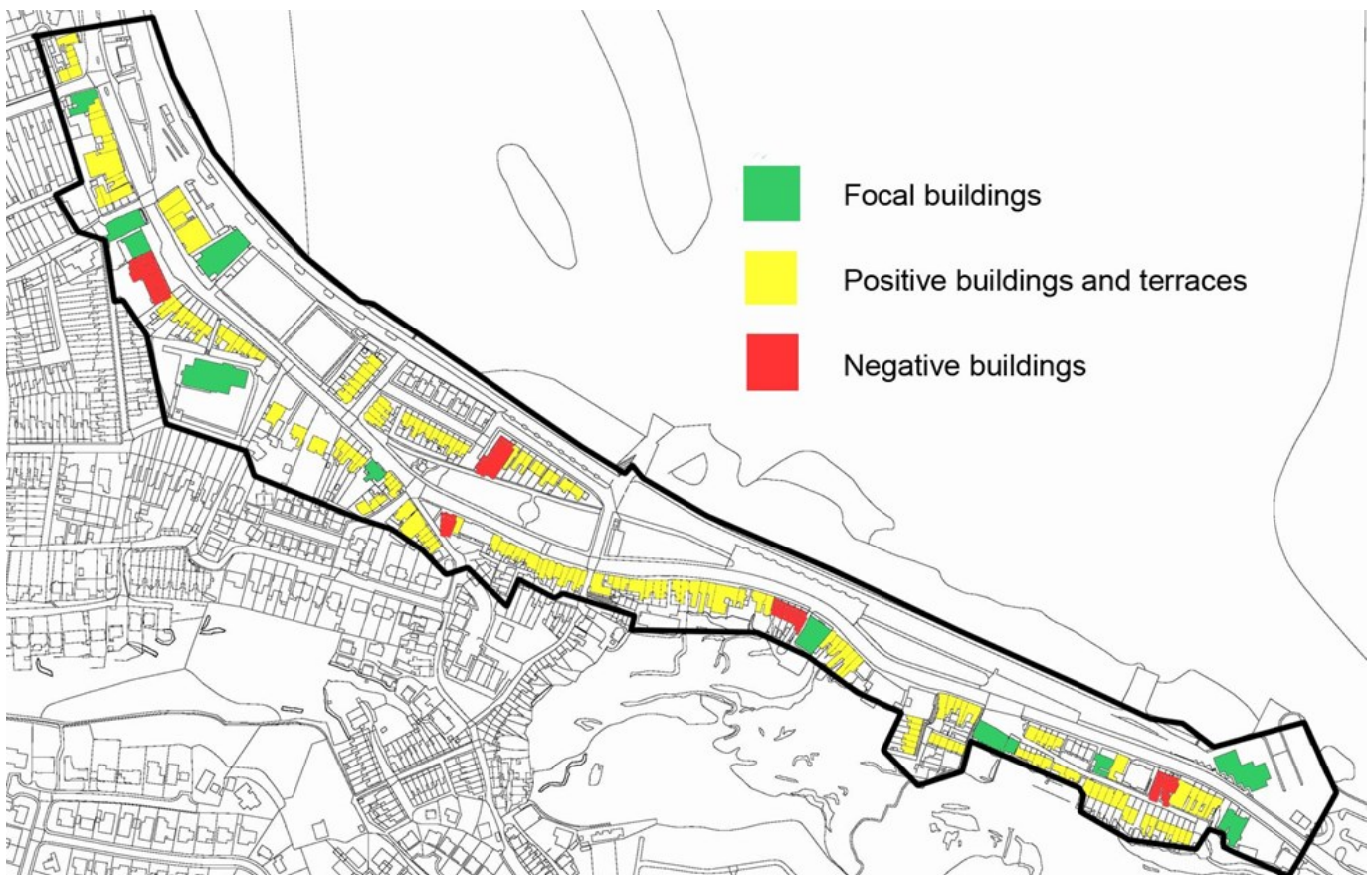
5.2.8 There are few **negative** buildings which are of inappropriate scale, materials, design or massing and create a negative effect on the historic character of the Conservation Area. The outstanding examples are:

- the late C20th row of six shops to the south of the Post Office built in brick with unsympathetic fenestration and flat roofs;
- 664 – 668 Mumbles Road, a two-storey terrace which introduces new materials, fenestration and roof lines which do not accord with their neighbours;

5.2.9 Neutral buildings are mainly C20th and are unobtrusive because they respect the scale, materials and detail of surrounding properties, though some are older properties that have been heavily altered and no longer preserve the character of the Conservation Area. There are a number of examples on the Mumbles Road where improved attention to design using heritage forms and details would improve their appearance in the townscape.

5.2.10 The major concerns along the Mumbles Road are the gradual replacement of heritage details with inappropriate designs and materials, and examples of poor maintenance. Many of the historic terraces display examples of these issues that are changing their historic character and altering the townscape.

5.2.11 The protection, improvement and enhancement of the long Mumbles Road frontage should follow the guidance set out in section 7 – Policy Guidance and Design Principles. Of particular importance will be the need to recognise that the scale, height and massing of any development accords with the historic characteristics of the area.



Townscape characteristics along the Mumbles Road

Newton Road Character Area

5.3 Newton Road includes the main shopping centre of Mumbles. Although it was built up gradually over many years, it has retained a common form and scale of three storey terrace design which creates the attractive townscape. The road rises gradually from the seafront with a steeper section in the middle of this Character Area. Throughout its length there are striking views of Swansea Bay.

5.3.1. The Newton Road Character Area includes three distinct zones:

- From the Mumbles Road at the base of the hill, up to the junction with Castle Avenue. This length is predominantly three storey terrace development with ground floor shopping. Other notable buildings include Castleton Walk, the market building in a converted cinema with its traditional front elevation; the three storey Georgian styled brick building now used as a café; and the facing Castleton Chapel, an small attractive red brick chapel.
- The steepest part of the hill, between Castle Avenue and Castle Road includes the modern Police Station and the Ostreme Centre in a grassed setting on one side and the Former British Legion site opposite which has planning permission for a mixed use redevelopment with ground floor retail use and residential apartments above.
- At the top of the hill, above Castle Road and ending at Castle Street on the north side and Stanley Street on the south side, are further three storey terraces of

shops. The Tabernacle Reformed Church is the only other notable building in this section of the Conservation Area.

5.3.2 The oldest part of this Character Area is the northern side, at the top of the hill. The long terrace of three storey shops backing onto Castle Street was built before the OS 1876 mapping, with a few houses on the facing side of the road. By 1899, small groups of shops had been built at the higher level facing the original terrace, and the first group of shops next to the White Rose inn on the south side near the Mumbles Road junction.

5.3.3 The OS 1914 map shows that the rest of the south side of Newton Road had been built, except for a short length at the steepest part of the hill. The shops on the north side, between the Mumbles Road junction and Castle Avenue, were completed during the inter-war period. This left the steep land between Castle Avenue and Castle Road which has now been developed with a Police Station and the community facilities of the Ostreme Centre.

5.3.4 The key feature of this shopping area is the townscape continuity created by the three storey terraces and shopfronts (many original). The consistent height, the rhythm of the repeated first floor bays and large gable dormer windows and the use of materials unifies this area. A more consistent design approach should limit the multitude of shop front designs while still creating the lively appearance and overall visual interest.



View up Newton Road including Castleton Chapel on the left and Ostreme Centre and the castle to the right

5.3.5 The terraces built in different periods each have identifying features. Though the majority have gable dormers and bay windows which is the fundamental design theme of the area, there are groups with flat topped dormers and no bays, some have brick walls while the majority are rendered, and many have semi-circular windows into the gable.



View from the Mumbles Road showing the White Rose (left) and the attractive townscape impact of the three storey terrace commercial area of Mumbles climbing uphill. The variations of terrace design can be seen on the right where the newer buildings lack the gabled dormers and include a fixed canopy as it is the sunniest side of the street.

5.3.6 The length of shops built in the 1920's and 30's on the north side at the bottom of the hill present the most significant variations. The lack of gable dormers and the fixed canopy over the pavement introduces new forms but first floor bay windows reinforce the townscape rhythm.



An example of the typical terrace of shops in this Character Area. The gable dormers and first floor bays create the attractive characteristics of this streetscape and limit the impact of the loss of heritage details on many buildings – chimney pots and stacks, decorated bargeboards, replacement fenestration with variety of designs, and inappropriate shopfronts and doors.



Townscape characteristics along Newton Road

Terraces Character Area

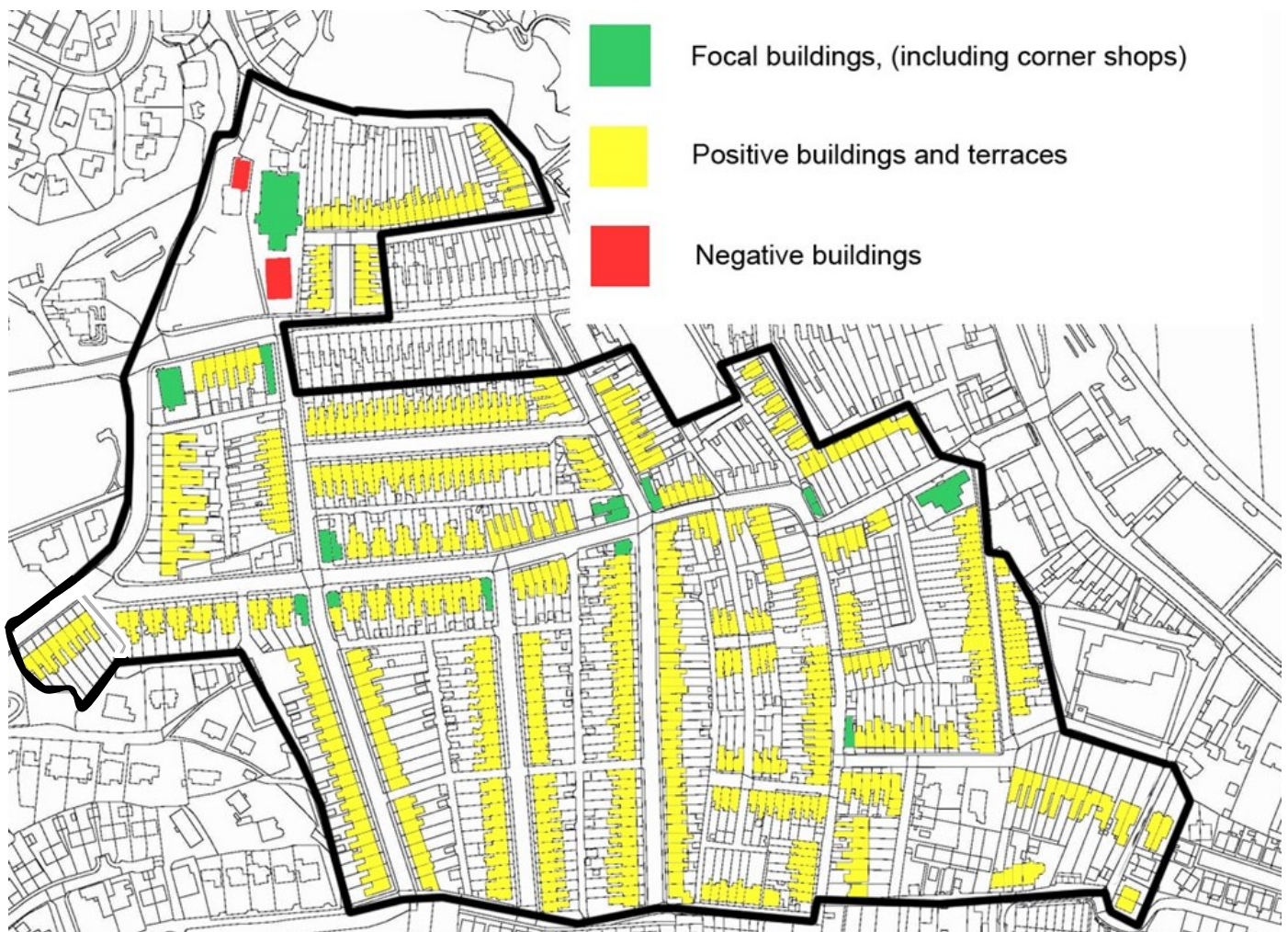
5.4 The large residential Character Area of Victorian and Edwardian terrace houses is notable for its consistent form, for the retention of its heritage characteristics and the visual quality of the range of designs. It spreads over a significant bowl of land to the north of Mumbles Hill and south of Oystermouth Castle.

5.4.1 The earliest development occurred on Castle Street, close to the castle, and the largest area started behind the seafront buildings. By the time of the OS 1876 map, over a third of the area had been built up. Building continued up to the end of the century in small pockets with the most substantial area between Queen's Road and Newton Road. Up to the OS 1914 map, development focused on Queen's Road and along Woodville and Oakland Roads to the south, with short terraces at the top of the Newton Road hill.

5.4.2 The final phase, in the south west of this Character Area, was completed after the First World War on Oakland and King's Roads.

5.4.3 The narrow stone walled Lime Kiln Lane on the north west boundary of the area provides a historic link to the lime kilns further up Castle Road. It borders Oystermouth Primary School which was first opened in 1860 with an attractive stone group of classrooms. Extensions both north and south have partly hidden this historic building and the box-like building facing Newton Road is particularly inappropriate in this heritage setting.

5.4.4 Throughout this consistently residential area only two other public buildings create notable focal places – Oystermouth Library on Dunns Lane, a grade II Listed art deco style single storey building; and Mumbles Baptist Church, built 1910, on the corner of Newton Road and Langland Road.



Townscape characteristics in the Terraces Character Area

5.4.5 The large residential area follows a grid-like layout and flows over the slopes of the land creating interesting views, spaces and streetscapes as the roads step down the hills. Although the terraces present a consistent form and massing, there is significant variation in the designs of each row.

5.4.6 The earlier groups tend to be plainer with less decoration or embellishment. As the stages of development of this Character Area progressed, the terraces gradually display ground and first floor bay windows, gable dormers, variations in fenestration and narrow front gardens in addition to increased decoration and mouldings.

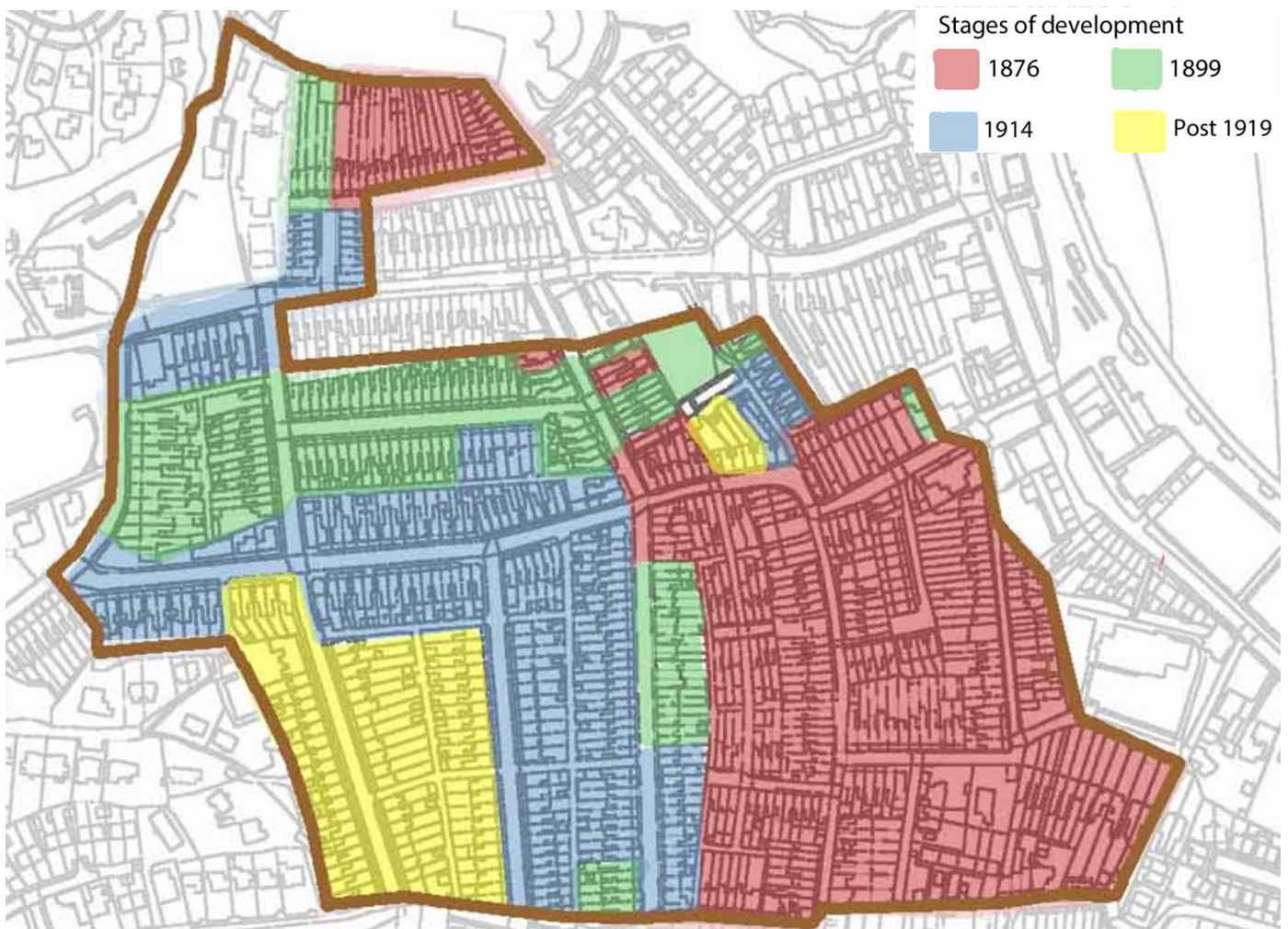
5.4.7 Of note are the strong designs at corners where corner shops and corner turning houses are a positive feature of the area and focal buildings.

5.4.8 Though most owners have been successful at maintaining their properties, there has

been widespread loss of character to houses along these historic terraces with many displaying inappropriate changes to detailing and selection of materials.

5.4.9 In particular, replacement fenestration has introduced new materials and window types with variations of glazing bars; the replacement of traditional slate roofs with differing colours of tiling; the removal of chimney stacks and pots; the introduction of over large dormer windows and roof alterations; and the introduction of new materials for use as front garden boundary walls, is gradually changing the historic streetscapes and damaging the design rhythm of the terraces.

5.4.10 In spite of these concerns, the street layouts, the form and massing of the buildings and the significant number of properties which have retained their historic character has ensured the importance and attraction of this Character Area.



Historical development of the Terraces Character Area

Terraces Character Area (continued)

5.4.11 The following images are examples of the variable built form within the Terraces Character Area:



An early Victorian terrace stepping down the hill with sea views. Changes to window materials and glazing bars and the introduction of an unexpected porch detail have altered the uniform character of the row



Examples of later Edwardian designs (above and below) in the last stage of development of this area show the introduction of new design details – gable ends and new glazing bar patterns; and materials – brick walls and hanging tiles



Further examples of early Victorian terraces with their plainer designs facing a later row with ground floor bays



Oystermouth Library, Listed Grade II



Mumbles Baptist Church on the corner of Newton Road and Langland Road with attractive three storey terraces in the background

Overland Road Character Area

5.5 The Overland Road Character Area follows the contours around Mumbles Hill and includes the steeper land above Overland Road and the Terraces Character Area, and below the steep wooded slopes of Mumbles Hill – Character Area 6.. In most cases the buildings are of a slightly later period – the end of the C19th and early years of the C20th, but many later houses and terraces have been built to benefit from the proximity to the town centre and the stunning views across Swansea Bay.

5.5.1 The resulting mixture of housing types adds to the interest and surprise of this Character Area, and it is only in cases of poor design and inappropriate layout that occasionally detract from its heritage interest and visual qualities.

5.5.2 At the western end of Overland Road is a row of plain rendered 1950's semi-detached houses with small front gardens. These are followed by a group of 1930's semi-detached with period architectural detail, a single late C20th house and a variety of early C20th terraces and groups – some with a third storey gable dormer, with longer front gardens benefiting from the height, and together creating an attractive row of properties looking over the Terrace Character Area to Swansea Bay.

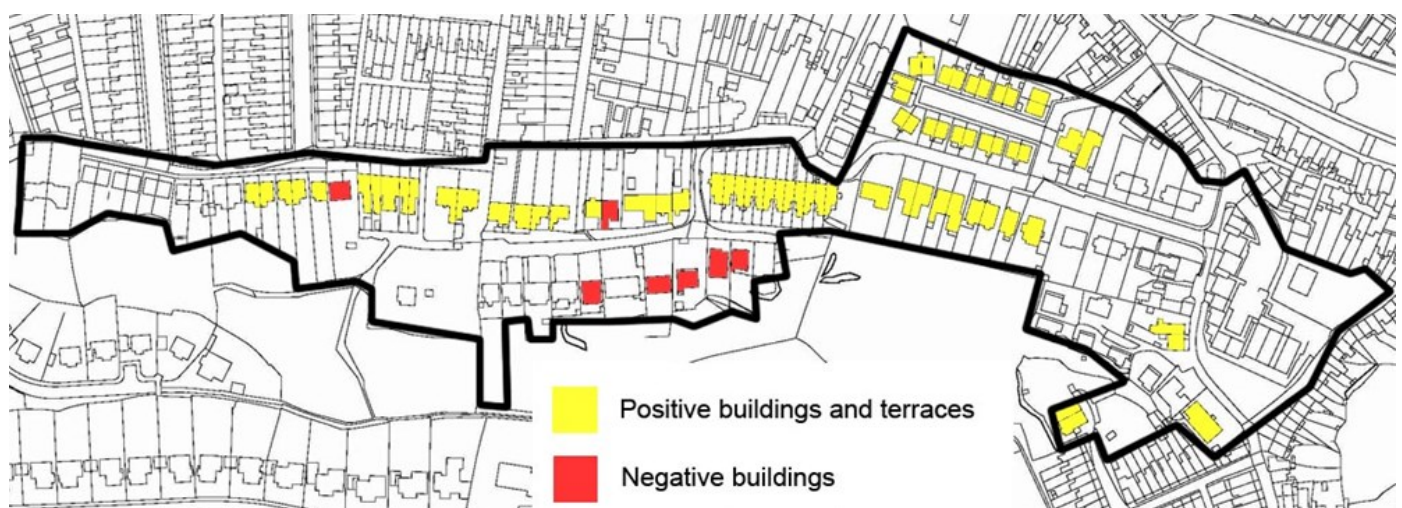
5.5.3 The middle length of the narrow Overland Road is bounded to the south by a continuing mixture of late Victorian, Edwardian and more recent properties in

short terraces, semi-detached and individual buildings.

5.5.4 All have longer front gardens that rise steeply to the house providing good long distance views. Some have garages built at road level. A steep route leads uphill to Broadview Close, a parallel line of eleven detached houses built in modern designs in the late C20th. The height of these properties needs to be controlled to limit their impact on the wooded slopes behind.

5.5.5 Following eastwards around a bend past the properties on Church Park Lane, the length of Overland Road up to the T junction at Western Lane, the large semi-detached Edwardian houses are soon replaced by mid C20th and late C20th designs. On the downhill side a cul-de-sac of small brick semi-detached house provide an incompatible note. Although most of these modern properties are inappropriate for conservation, it is important that they are included to ensure any future changes reflect the aims of Conservation Area and their sensitive locations.

5.5.6 Key concerns throughout this Character Area are to protect and retain heritage detail, to ensure any changes and new development respect the aims set out in Section 6. In particular, roof extensions and the introduction of 'picture' windows needs to be controlled to limit the impact on neighbours and to protect the long distance views of this sensitive area against its wooded backdrop.



Townscape characteristics along Overland Road



Example of a late Victorian grouping where property on the right has lost some of its heritage detail – fenestration, decorated bargeboards and ground floor bay window surround



As the slope of Overland Road increases, the views over Swansea Bay influence the designs with bay windows on both floors to benefit from the panorama over Mumbles



Mix of designs - new build on left, early C20th houses in distance and Victorian terrace where Overland Road bends around Church Park Lane



The range of Victorian and Edwardian designs of properties introduces variety and interest along the edge of the Conservation Area



Eastern end of Overland Road with older properties uphill and Park Avenue cul-de-sac below

Village Lane Character Area

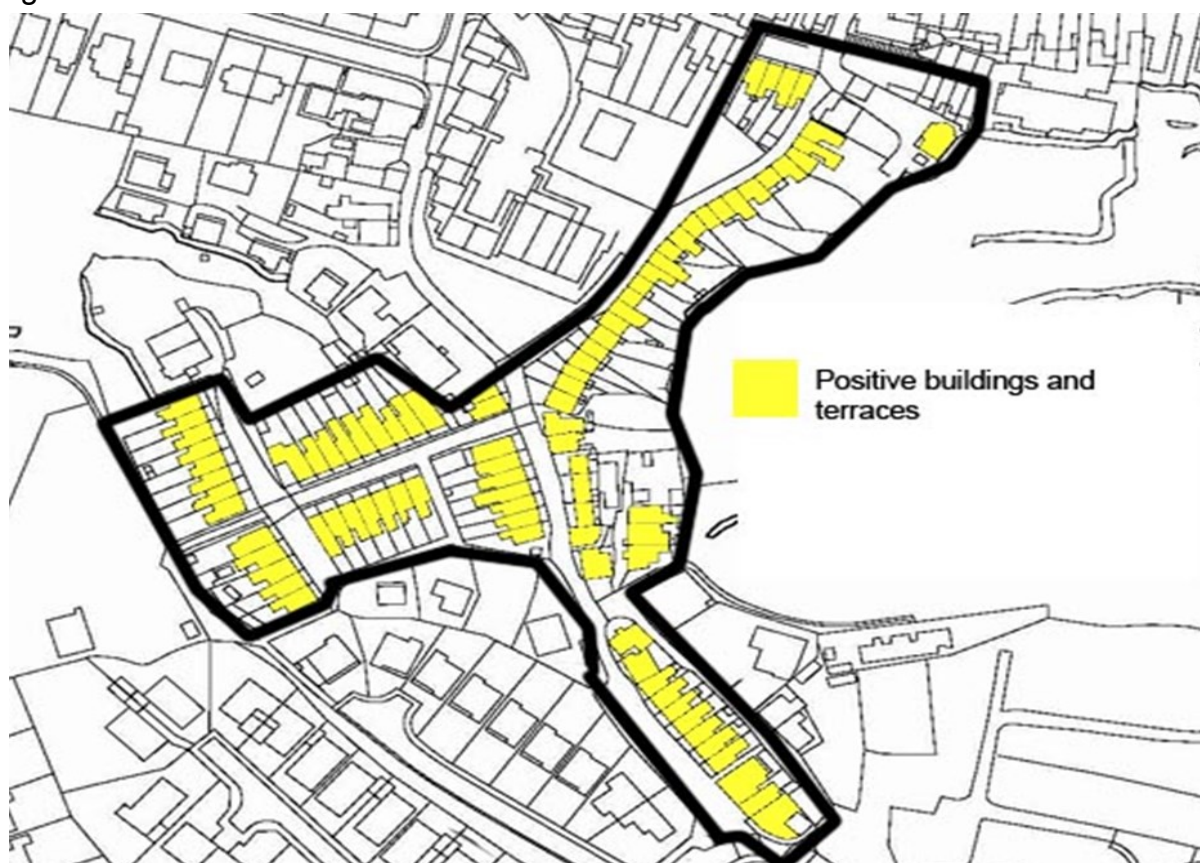
5.6 The Village Lane Character area includes the traditional fisherman's village of Mumbles up Village Lane, Thistleboon Road, Tichbourne Street and Bryn Terrace. Other comparable lanes or 'slades' with fisherman's cottages off the Mumbles Road and up Mumbles Hill include George Bank and Clifton Terrace, Hallbank and the steps up to Dickslade,

5.6.1 The steep and very narrow Village Lane was not designed for road vehicles. The small and simple traditional terraced cottages follow the curves in the road along its eastern side. They face the stone wall across the lane with views over of Swansea Bay. Many of the properties have been sensitively renovated with rough cast rendered walls painted in pastel colours, six pane sash windows reintroduced and painted window surrounds. Roofs should use slates but a number have red tiles which changes the composition of the terrace grouping.

5.6.2 The terraces higher up Village Lane show increased loss of heritage detail with some inappropriate windows, doors and roofing materials.

5.6.3 Thistleboon Road continues to climb Mumbles Hill up to Higher Lane and the Conservation Area includes the properties on both sides over its lower length and just the eastern side and the facing stone walls to omit new housing development at the top of the hill. The boundary stone walls are a fundamental part of the heritage composition and link the historic terraces. Most of the terrace cottages that line the road have narrow front gardens bounded by stone walls, though some are unfortunately being replaced by other materials. As no coordinated renovation has been implemented, a number of the properties have lost heritage features.

5.6.4 Tichbourne Street climbs steeply from near the Village Lane and Thistleboon Road junction and connects to Bryn Terrace which follows the contour. Both roads include similar small rendered terrace properties with narrow stone walled front gardens. Many cottages have been appropriately renovated but access difficulties have limited attention to some heritage detail on the historic fisherman's homes.



Townscape characteristics in the Village Lane Character Area



Renovated fisherman's cottages on the steep Village Lane as it climbs Mumbles Hill. The facing stone walls screens the land sloping down to the seafront but permits views over Mumbles / Swansea Bay



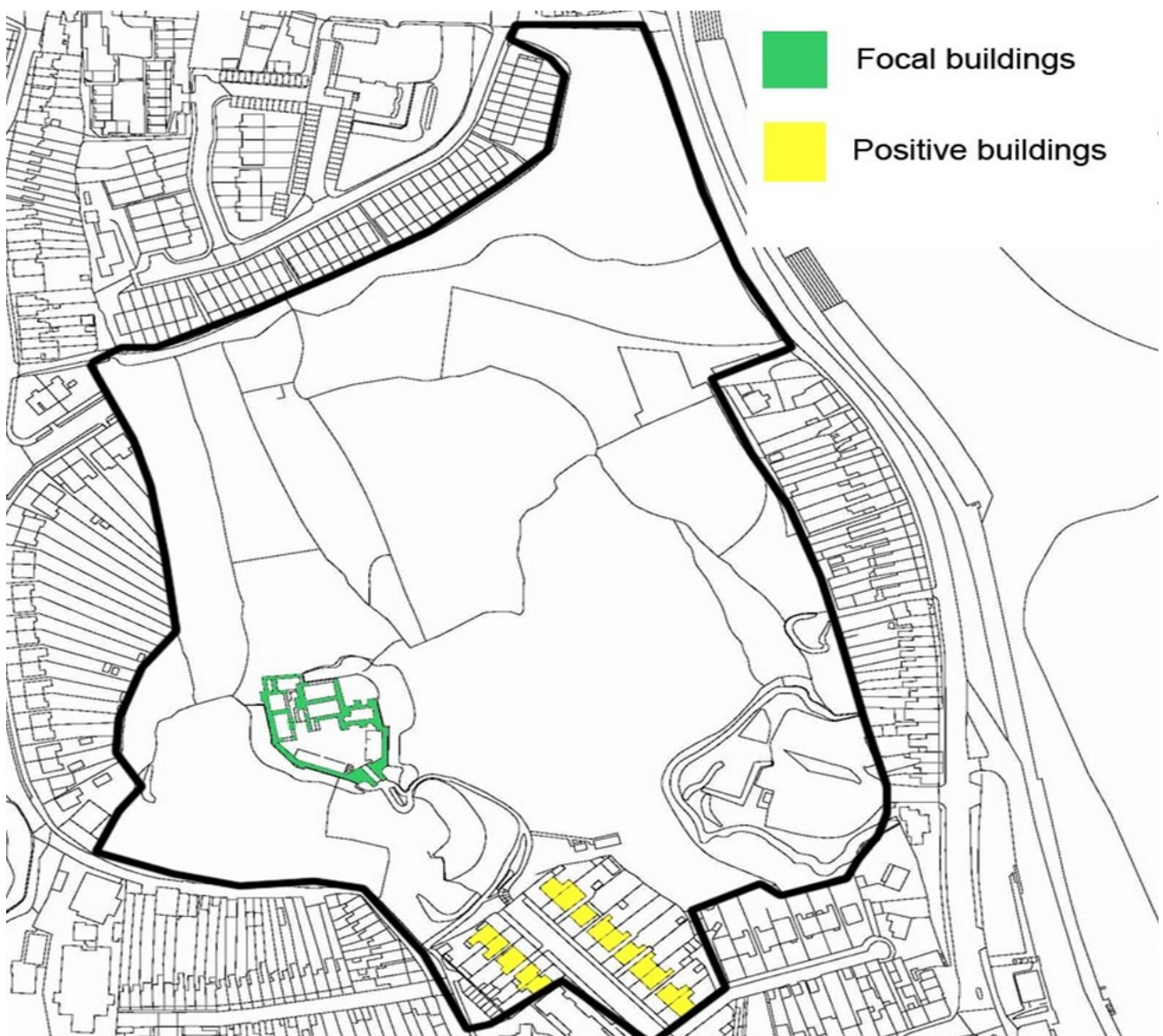
Top of Thistleboon Road showing the traditional two storey terraces stepping down the hill. Narrow roadway and problems for parking throughout the Character Area.

Castle Character Area

5.7 Oystermouth castle sits on a small hill overlooking Swansea Bay, the coastline and most of Mumbles. It is surrounded by a large green area with a significant part covered by mature woodland. Three of the open spaces are used for allotments including the largest to the south west of the castle that almost reaches the castle walls. The main grassed area is to the south and east of the castle where the trees now screen views of surrounding buildings, the quarry car park and the seafront. The other significant open space is Castle Acre in the north of the site.

5.7.1 The historical importance of the castle in its dominating location has resulted in the need for recent renovations and the introduction of a visitor centre. The high stone wall along the Castle Road boundary to the south west provides an important visual edge which opens up for an access to the castle near the top of Castle Avenue.

5.7.2 As Castle Avenue is on a principal axis and is an important access from Mumbles, it is included in this Character Area. This route is bounded by attractive 1930's semi and detached houses and is a significant part of the context of the castle.



Townscape characteristics in the Castle Character Area



Aerial view of the Castle



Oystermouth Castle

Hillsides Open Space

5.8 Though the two lengths of wooded hill face around Mumbles Hill are mainly too steep for significant built development, they are of particularly important undeveloped backdrop and a skyline above the Conservation Area. The mature trees provide an important backdrop to the historic terraces and townscapes of Mumbles.

5.8.1 The two narrow lengths of woodland follow the steep escarpment and are separated by the Village Road Character Area.

5.8.2 Further open space around Mumbles could have been considered for inclusion in the Conservation Area, i.e. to the west of the castle grounds, and the rest of Mumbles Hill, but other woodland does not have the direct links as the setting for historic townscapes and is protected by its landscape designation.

5.8.3 Appropriate woodland management is required for this important resource to ensure its sustainable future as a visual framework for the Conservation Area.. Similar actions will be needed to protect the tree belts around the castle.



View of the western length of woodland that follows the escarpment as a backdrop to the Terraces and Overland Road Character Areas



View from the Promenade across the bowling green demonstrates the importance of the impact of the eastern length of woodland on Mumbles Road properties and the Seafront Character Area

Key heritage and townscape qualities

5.9 Mumbles is noted for its terraces - whether along the seafront, in residential areas or on shopping streets. The continuity and quality of the terrace heritage architecture is notable and presents important townscapes. The sloping and steep landform introduces much of the visual appeal and the way in which the terraces adapt creates the interest of spaces, views and rooflines.

5.9.1 Other than Oystermouth Castle, buildings of heritage and architectural note which create focal points are limited to churches, inns and a few public buildings. This has resulted in a short selection of Listed buildings both within the current and proposed Conservation Areas. Other notable focal buildings which should be recognised should be designated as Locally Listed buildings – see section 7.8.

5.9.2 Grade II Listed buildings within the current Conservation Area:

- All Saints Church
- 1/2/3 Southend Villas
- Bristol Channel Yacht Club
- Princes Fountain
- Turnpike Trust Boundary Stone

5.9.3 Grade II Listed buildings within the proposed extension to the Conservation Area:

- Mumbles Methodist Church
- Oystermouth Library
- Tabernacle, Newton Road.

5.9.4 Grade I Listed buildings within the proposed extension to the Conservation Area:

- Oystermouth Castle



Southend Villas, Mumbles Road



Tabernacle, Newton Road

5.9.5 Much of both the visual interest and the heritage character has been a result of the context and setting of Mumbles Conservation Area. The coastal setting with striking views across Swansea Bay, the location below and on the slopes of the Mumbles Hill escarpment, and the strong belts of mature trees that wrap around the Conservation Area reinforce the qualities of the historic townscapes.



6.0 IDENTIFICATION OF CONSERVATION ISSUES

General conditions (SWOT Analysis)

6.1 The proposed extended Mumbles Conservation Area includes historic seafront buildings and terraces, a grid of traditional terraced housing streets, the core of the early village climbing the hillside, the Victorian shopping area, the castle and its surroundings and the steep wooded backdrop of the boundary cliffs. The protection and improvement of the heritage qualities of these areas are fundamental for the future of the local economy and the means to ensure its conservation.

6.1.2 Although the majority of these historic 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 local strengths of the characteristics of the settlement to make certain the opportunities for its future are appreciated. The current concerns and problems identified require action to ensure the potential benefits for the residents and visitors to Mumbles are achieved.

6.1.3 The key issues affecting the management of the proposed Conservation Area are:

Strengths:

- Significance and examples of the role of Mumbles in the history of South Wales;
- Setting and views created by the dramatic coastline, wooded cliffs and beaches;
- Coastal setting and the tourism importance of its role as a visitor destination;
- Importance, variety and considerable number of high quality historic buildings and townscapes throughout the proposed Conservation Area;
- Integrity and completeness of the historic street pattern of the area reinforced by the consistency of the building line and overall scale and massing of buildings – even amongst those 20th century buildings that have inappropriate designs;
- Consistent integrated quality of the heritage environment;
- Distinctive planned grid form of the area near the castle;

- Notable buildings providing focal points of interest along the seafront;
- Locational advantages of nearby sandy beaches, golf courses and the Gower for the leisure and tourism economy; and
- Success of the recent Oyster Wharf development.

Weaknesses:

- Decline in the traditional high street;
- Visual impact of vacant shops, inns and upper floors;
- Unsightly shop signs that dominate shop frontages disrupting the original architecture;
- Poor quality of replacement materials and detailing on many heritage buildings;
- Lack of appropriate maintenance and care for heritage details;
- Inappropriate designs and materials of some new and enveloping development;
- Enhancement of the public realm is confused and incomplete;
- Limited delivery access to some shops creating traffic congestion;
- Lack of adequate car parking and its impact around the shops, the seafront and the dense housing areas.

Opportunities:

- Improvement of heritage building maintenance and management;
- Increase in planning and design controls and guidance to limit heritage loss;
- Further sensitive regeneration of key sites and townscapes;
- Potential for assistance with grant aid funding along the seafront, eg. a Townscape Heritage Initiative;
- Reuse of underused and vacant floor space;
- Increase in the seafront and town centre economic viability and sustainability by targeting niche markets with the development of specialist shopping and leisure sectors;
- Marketing of town centre heritage with interpretation initiatives including walks tracing the history of the town, the harbour and its buildings;

- Traffic and parking management to reduce adverse impacts; and
- Increase the attraction of the seafront public open space.

Threats:

- Continuing economic difficulties for shops and businesses may discourage further private investment;
- Increase in unused buildings lead to sense of neglect and decline;
- Resistance to appropriate controls on historic building maintenance and alterations;
- Inappropriate designs of new infill buildings, extensions, shopfronts & alterations;
- Increasing traffic movement and parking impact;
- Lack of resources to maintain higher quality public realm within the Conservation Area;
- Continuing competition from out of town retailing and nearby Swansea; and
- Further changing demands for leisure and tourism.



Inappropriate shopfronts and signage can detract from original features



Positive issues and assets

6.2 The special heritage characteristics of interest that need to be protected and enhanced include:

The overall character and setting of the Conservation Area which clusters around the seafront with the Swansea Bay and the wooded headland forming strong visual boundaries to the historic settlement.

The contrasting built heritage qualities of the Character Areas from the three storey seafront streetscape to the predominantly two storey area of terraces and the Newton Road shopping area, the Conservation Area includes a variety of historic townscapes.

Individual incident buildings and structures of particular heritage merit and/or locational impact which enliven the streetscapes with focal buildings.

Significant townscape groups of buildings such as the Victorian and Edwardian terraces that combine to create an attractive variety of scale and design throughout the Conservation Area.

Long distance views from the Conservation Area of the coastal setting that need to be protected from inappropriate development.



Bristol Channel Yacht Club, a listed building located along Mumbles Road

Negative issues and problems

6.3 The key negative issues and problems within the Conservation Area are:

Inappropriate building alterations and repairs:

A significant number of buildings within the current Conservation Area and area proposed as the expanded Conservation Area display a loss of some of their traditional heritage qualities that are gradually changing the overall historic townscapes. The main examples are:

- Loss of heritage details and materials including low quality repairs;
- Use of render and other non-heritage wall finishes;
- Use of inappropriate roof materials;
- Replacement of front doors with inappropriate designs and finishes;
- Replacement of wooden sash windows with UPVC frames and different window designs;
- Removal of heritage mouldings and other details;
- Removal of chimney stacks and pots;
- Addition of aerials and satellite dishes; and
- Extensions and outbuildings of inappropriate design, scale and materials.



Changes to wall finishes, door and window openings and frames remove the heritage character and the rhythm of the terrace

Unused buildings:

Unused buildings throughout the Conservation Area detract from the visual qualities of the heritage environment and discourage new investment in neighbouring buildings. Economic changes will be needed to assist and encourage reuse. Many shops have vacant floor space above ground floor and the lack of economic returns is resulting in poor maintenance and inappropriate repairs.



Longstanding vacant buildings can detract from the visual qualities of the heritage environment

Replacement shop frontages and signage:

Replacement shop fronts and signage with inappropriate designs and materials have the most dramatic effect on the visual qualities of the Conservation Area. The eye level impact of the variety of bright colours of signs and the use of large areas of glazing is at odds with the traditional forms of the historic buildings and has led to a dilution of the original design and a loss of heritage character.



Inappropriate shopfront design and materials detracts from the visual qualities of the Conservation Area

Impact of inappropriate ‘modern’ development designs:

These can introduce visual forms that detract from the Victorian and Edwardian streetscapes. Some examples of new infill development in the Conservation Area have been of inappropriate design, materials and quality which do not integrate with their adjacent heritage buildings and townscapes.



Inappropriately styled development that does not integrate with adjoining buildings can negatively impact upon the heritage townscape

Traffic and parking congestion:

This creates visual and practical disruption for residents and visitors. The tight traditional Victorian and Edwardian street layouts were not designed for heavy vehicular use and the problems for parking cars in the dense, and often steep, residential areas result in significant problems for many householders.



Parking along traditional streets causes both visual and practical disruption for residents and visitors to the area

Extensions and additions of inappropriate design, scale and materials:

These can have a significant detrimental impact on heritage townscapes. The introduction of new forms and building materials can change the appearance of an individual building and a terrace of houses.



Extensions and alterations at roof level change the line and rhythm of terrace skylines to the detriment of the host building and wider terrace

7.0 MANAGEMENT PLAN

7.1 The following six key principles provide a basis for the policy and management recommendations identified in this document:

Principle 1. The historic environment is a shared resource.

Section 7.2 identifies policies and design guidance for the future of all buildings and places within the Conservation Area;

Principle 2. Everyone should be able to participate in sustaining the historic environment.

In addition to the guidance in section 6, see section 7.12 - Community Involvement;

Principle 3. Understanding the significance of places is vital.

Section 4 of this Conservation Area Appraisal identifies, describes and locates the character and appearance of different parts of the area;

Principle 4. Significant Places should 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 5. Decisions about change must be reasonable, transparent and consistent.

Section 8 – Management recommendations, identifies the key approaches to support the current Conservation Area planning procedures;

Principle 6. Documenting and learning from decisions is essential.

Section 7.11 – Monitoring Change lists methods to inform both the community and the authorities.



Conservation area development policy & design principles

7.2 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 Local Development Plan and following public consultation and Council adoption/approval process it will constitute a material consideration in planning decisions with the same weight attached to SPG. The positive assets described in section one need protection, while the negative problems need to be resolved or limited.

7.2.1 The following issues are discussed below in sections 6, 7 and 8:

- Policy guidance for existing and new development in the Conservation Area;
- Management framework for the public realm;
- Design guidance for selected sites and issues;
- Conservation and planning control measures;
- Community involvement; and an
- Implementation programme.

Guidance for reuse and enhancement of existing buildings

7.3 The following notes highlight the primary considerations for development management or the maintenance or replacement of heritage components within the Conservation Area.

Approach to repairs and alterations

7.3.1 Design guidance should encourage residents / owners to repair original elements in preference to replacement. Advice on how repairs and alterations should be carried out is available from the following websites:

- www.ihbc.org.uk/public_benefit/index.htm; and
- www.maintenancematterswales.org.uk (a Cadw document).

7.3.2 Currently some minor alterations to unlisted buildings within the Conservation Area do not require planning permission and the results often compromise their historic interest and architectural integrity with an adverse impact on the historic townscape.

7.3.4 The proliferation of relatively minor building alterations, many of which do not require planning permission, is incrementally eroding the character and appearance of the existing and proposed Conservation Area. 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.

7.3.5 Important original features threatened by such alterations include 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.

7.3.6 In the first instance, regular maintenance should be carried out to prevent, or at least delay, the need for more significant repairs. Repairs should only be undertaken where considered necessary to slow down the process of decay without damaging the character of the building. In the vast majority of cases, a traditional approach to repair should be adopted, replacing decayed material on a like-for-like basis.

7.3.7 In certain circumstances, decay may be so advanced that the fabric is beyond repair and the replacement of the features may be necessary. Care should be taken to avoid the unnecessary loss of historic fabric. For example, the discrete insertion of modern draft seals can greatly enhance the performance of casement and sash windows in respect of heat retention and ease of use.



This attractive sea front terrace of Victorian houses displays the concerns of gradual change: loss of chimney stacks and pots; replaced gable barge boards; the removal of the arched top floor window openings; two inaccurately rebuilt two storey bays; changed window fenestration; door openings and doors have been replaced; and the pebble-dash wall finish does not respect the traditional design.



Coordinated renovations and painting schemes for a traditional terrace would have been improved with the retention of appropriate heritage designs of fenestration and doors. The widespread use of uPVC throughout the Mumbles Conservation Area is not the preferred option, but where uPVC requires less maintenance because of the impact of the sea air, it will be important that appropriate traditional designs of windows and window bars are used with the necessary reveals.



A good example of renovation of a residential dwelling on Overland Road.

The following guidelines are intended to advise the residents and owners within the Mumbles Conservation Area of the general approach to be taken when contemplating external repairs or alterations. Owners and occupiers should, however, always seek the more detailed and specific advice of the Council Development Management and Conservation Officers before carrying out works to their buildings.

Guidelines for external repair and alteration work

7.4 The following examples provide some initial guidance but further advice is available from Swansea Council Conservation and Development Management Officers:

Windows and doors

7.4.1 Existing windows and external doors should be retained and carefully repaired wherever possible. In the Mumbles Conservation Area most original windows on the older buildings are of a timber sliding-sash design. If replacement is unavoidable, new windows should be accurate replicas of the original design, in both pattern and detail. uPVC frames are only acceptable where they achieve these aims. Windows and doors should be painted and not stained. The size and proportions of the openings should not be altered or replaced and, importantly, reveals or setbacks should be retained to maintain the perceived 'depth' of the elevation.

Roofs

7.4.2 Pitched roofs are essential to maintain the traditional building forms. Welsh slates are the predominant material, though artificial slate of an appropriate colour could be acceptable. Appropriate materials are needed to match the requirements of each building. Concrete tiles are unacceptable on traditional buildings as are rooflights on the front elevation which disrupt the heritage appearance. When possible, photo voltaic (PV) panels on roofs should be on rear elevations and their metal frames should always be the same colour as the roofing materials.

Chimneys and pots

7.4.3 Chimneys requiring repair should be reinstated or rebuilt accurately to the original height and profile, in materials to match the existing, which in most cases in Mumbles, is brick. Original clay pots should be replaced appropriately or reinstated where necessary.

Ironwork

7.4.4 Decorative ironwork, such as railings and balconies should be retained and carefully repaired or, if necessary, reinstated accurately to the original pattern and detail in a similar material, usually wrought or cast iron.

Shopfronts and signage

7.4.5 Traditional shopfronts should be retained and opportunities to reinstate heritage designs should be required whenever alterations are proposed. New or replacement shopfronts and their signage should display good proportions, well thought out detailing and quality materials. They should respect the period of the building but simplicity of design often produces more convincing results than excessive 'Victoriana'. Detailed drawings, particularly of joinery construction, should accompany applications for proposed new shop fronts.



Loss of heritage fenestration and window bars (above) changes the character of the building and creates a detrimental neighbour for adjacent historic buildings. Remedial works (below) seek to reinstate more appropriate fenestration pattern and style.



Guidance for new development within Heritage Areas

7.5 Where inappropriate design forms, materials and detailing of more recent development have occurred - such as examples on the seafront Mumbles Road and Overland Road, this has been detrimental to the streetscape, the heritage setting and the environmental qualities of the Conservation Area.

7.5.1 Individual infill developments reflect the taste and design approach of their eras, but where they have respected the principles of the historic building line, and of the scale, massing and form of their neighbours, they are generally absorbed into the streetscape with success.

7.5.2 Where new development is proposed it is important that it is 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 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 roof scape;

- 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.



Development that is appropriate within its setting. It is not attached to a traditional design, it introduces new design forms and materials that add to the seaside context, and it sits within the robust sea defences

7.5.3 Where 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 urban design and detailing.

7.5.4 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;

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

Management framework for the Public Realm

7.6 The public realm has the potential to make a significant contribution to the appearance and use of the Conservation Area. By creating a high quality, attractive streetscape and improved open space, a better stage can be created for appreciating the attractive historic townscapes of Mumbles.

7.6.1 Old photographs of Mumbles show the simple uncluttered designs throughout the public realm. Present day use of these areas including the needs of vehicles and associated parking, pedestrian routes and the supporting street furniture and signage create new requirements where there are few traditional answers.

7.6.2 The treatment of the spaces between the buildings are critically important in the overall quality and character of the Conservation Area and need to follow sound principles of urban design and respect for the heritage qualities of the Conservation Area. 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 activity and vibrancy as well as providing overlooking 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.

7.6.3 A simple palette of materials, planting and street furniture should be considered for the Conservation Area as a whole to limit any confusion of solutions.

7.6.4 Fundamental to the appearance of the Conservation Area are the stone boundary walls. These need to be protected and repaired where necessary using the correct local stone. The use of other materials should be limited to selected areas where a consistent material – e.g. brick, railings or hedge, are appropriate in each location.

7.6.5 The most important public open spaces follow the seafront promenade are owned and managed by the Council. A comprehensive management plan is required to coordinate and maintain the designs, materials and planting of these key locations.

7.6.6 The Council is undertaking preliminary design and feasibility work on a new Coastal Protection scheme in the area between Knab Rock and the Dairy Car Park which will be the subject of a future separate public consultation. The scheme aims to address the current condition of the sea wall and provide an improved standard of protection against the risks of flooding. It will further provide the opportunity for the widening of the promenade, improve accessibility of the foreshore and enhance the public realm to create a high quality, sustainable and attractive waterfront. The scheme will require careful design to integrate the new defences with adjacent areas of existing public realm, areas of existing public open space and highways.

7.6.7 The steep wooded hillsides above the Conservation Area provide a valuable setting and boundary for the Conservation Area. The protection and management of these spaces is vital to ensure the long term setting for the town.

Specific Guidance

7.7 The following indicative list identifies a number of key projects requiring action within the Mumbles Conservation Area.

Tackling unused prominent buildings

7.7.1 Encouraging investment to reuse the historic building stock must be seen as a priority. A number of key heritage buildings are at risk and others which are empty have a significant adverse impact on the historic townscape. Immediate action is needed to prevent the further deterioration of some buildings e.g. empty public houses on the seafront. Without viable uses it will be difficult to maintain these critical buildings.

Improving shopfronts and signage

7.7.2 The visual impact of inappropriate replacement and badly maintained shop frontages and signage detracts from the heritage environment. The quality of shopfronts is an important indicator of the prosperity of the area, and at present too many unsightly frames and signs detract from the qualities of the historic townscapes. All shop owners must be made aware that any changes or replacements of elements of a shopfront within the Conservation Area will be likely to require planning permission.

7.7.3 The Shopfront & Commercial Frontage Design Guide SPG was adopted in January 2017 which provides specific guidance on such works. Owners should be aware that there are currently few permitted development opportunities with commercial properties. It will be important that all future changes to shopfronts and signage within the Conservation Area provide detailed planning applications.

Traffic and parking appraisal and projects

7.7.4 Throughout the Conservation Area residents have difficulty parking their cars, shoppers struggle to find parking spaces and visitors to the seafront on busy days find a

serious lack of opportunities to park. All three demands in this historic area, which was not designed for such vehicular use, overlap in their search for spaces and increase the circulating traffic problems.

7.7.5 An appraisal of the traffic and parking needs in the Conservation Area is needed to identify projects to alleviate the current situation

Oystermouth Square development

7.7.6 The existing parking and grassed area on the seafront side of the Mumbles Road and Newton Road junction has been identified for new mixed development which retains an area of open space to protect views from Newton Road to the sea. Outline Planning Permission has been granted which has an approved development brief SPG (2006), which will need to be updated in due course.

Oystermouth Castle Heritage Park

7.7.7 Mumbles Community Council has proposed that a Heritage Park be designated in the Local Development Plan. The aim is to protect and enhance Oystermouth Castle in its setting following the HLF funded scheme to improve access and interpretation. This would include all surrounding open space – including Castle Acre to the north, woodlands, and historic remains such as the lime kilns beyond Castle Road.

Funding Support

7.7.8 To encourage the protection and reuse of historic buildings that are either vacant or in poor condition, such as some seafront inns, grant funding opportunities need to be explored.

Local Listing in the Conservation Area

7.8 The purpose of Conservation Area designation is to provide added protection for the many heritage buildings which do not possess the individual characteristics suitable for full Statutory Listing.

7.8.1 This appraisal also provides the opportunity to provide additional recognition with a Local List of heritage structures and buildings having local historic or architectural value, group value, or visual interest as part of the setting of Listed buildings, though not on the Statutory List.

7.8.3 With the assistance of local representatives, there is scope to prepare a selection of properties that are considered worthy of additional protection by being included on a Local List of heritage buildings and structures.

7.8.4 The following examples have been identified for potential inclusion within the proposed Mumbles Conservation Area.



Mumbles Methodist Church, Mumbles Road



Castleton Walk Arcade, Newton Road



32 Newton Road



The Village Inn, 580 Mumbles Road



Shelter, Southend Gardens



Bowls Pavilion, Mumbles Road



The George, Mumbles Road

Conservation Design Guidance

7.9 The following adopted SPG's are relevant:

7.9.1 Shopfront & Commercial frontage Design Guide SPG was adopted in January 2017. This document provides specific guidance on new shopfronts, access, signage and lighting, security and other features and considerations.

7.9.2 The Infill and Backland Design Guide SPG was adopted in 2014 and provides design guidance for up to 10 dwellings in urban, suburban and rural locations that are within the settlement boundary.

7.9.3 The Design Guide for Householder Development SPG helps householders and their representatives when preparing applications for extensions and other alterations to dwellings. This document has recently been updated to reflect changes to permitted development rights for householders in Wales and needs to go back through the public and stakeholder consultation to then be readopted as updated SPG.

Planning Control Measures

Article 4 Directions and Permitted Development

7.10 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 General Permitted Development Order (GPDO) 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.

7.10.1 For example, the replacement of windows, doors, roof coverings etc. can come under planning control, the object being to prevent works that are considered to be damaging or inappropriate to the historic fabric or features of the buildings and historic townscapes.

7.10.2 The current Conservation Area is covered by an Article 4 Direction which was introduced in 1978 and based on the Town & Country Planning Act 1971 and the Town & Country General Development Order 1977. The Directions predominantly relate to the scale and location of new development and extensions to existing buildings. Controls of materials and detailed designs are not included. As this does not provide a satisfactory protection for the built heritage, a new Article 4(2) Direction will be needed which covers all permitted development. It will be important to encourage owners to repeat traditional designs when any further replacements are considered. Withdrawing Permitted Development Rights will only affect any new changes to properties with the key aim of protecting the overall appearance of each traditional building and terrace.

7.10.3 It should be noted that such a Direction only applies to properties in use as dwellings, and particularly terraces as a grouped unit of development. Buildings in commercial use do not have the same permitted development rights.

7.10.4 It is recommended that an Article 4 (2) Direction is imposed on historic residential properties within the Conservation Area. The Mumbles Conservation Area is of unique interest and the aim is to help prevent further deterioration of the heritage details and the degradation of the historic buildings and townscape.

7.10.5 The residential properties considered suitable for an Article 4 (2) Direction and the removal of currently permitted development rights are located throughout the proposed Conservation Area. Particular areas of concern include the 'Seafront' and the 'Terraces'.

7.10.6 Owners of commercial properties should be aware that almost any changes to their buildings requires a planning application – this includes windows, doors, roofs, wall finishes, aerials, shopfronts and signage.

7.10.7 The classes of currently permitted residential development which could be covered by the Article 4 (2) Direction include:

- Enlargement, improvement or other alteration to the public face of a building;
- Design and materials utilised for walls, windows, doors and rain water goods;
- Addition or material alteration to the shape, volume or materials of the roof;
- Erection, construction, improvement or alteration of a gate, fence, wall or other means of enclosure;
- Cladding of any part of the exterior with artificial stone, timber, plastic or tiles;
- Rendering or painting of the exterior masonry/brickwork of the building;
- Paint colours for existing painted surfaces not in accordance with Council guidance; and
- Installation, alteration or replacement of a satellite antenna, etc.

7.10.8 The implementation of an Article 4(2) Direction for residential properties within the proposed Conservation Area provides increased protection especially where there is the threat from small scale unsympathetic works. The removal of permitted development rights as outlined above is a separate process to the conservation area review and will require further consultation and reports to the Council.

Mechanisms for monitoring change

7.11 A review of the Conservation Area Appraisal and Management Plan will be required to encompass development changes and any new priorities and proposals.

7.11.1 A key tool to monitor changes could include a new dated photographic survey of the Conservation Area. Regular updates supported by development management information will identify most development changes.

7.11.2 Further historic research of the Conservation Area will be beneficial. The use of historic maps, drawings, paintings or

engravings and old photographs can be used to inform the accurate restoration of heritage properties and townscapes.

Community involvement

7.12 An ongoing programme to raise awareness of the conservation area and its significance should be continued as part of the potential regeneration strategy. It is essential that views and opinions are sought from both those who live, work and visit the Mumbles area and from the local and national organisations which have a responsibility towards the well-being of the town. This allows this Management Plan to consider all the conservation issues which effect its future management and prosperity. Consultations were therefore undertaken as part of the production of this document.

Community consultation and engagement

7.13.1 The development of this Conservation Area Appraisal and Management Plan will have been assisted by a local consultation process including advice from local representatives, responses to a local exhibition and public meetings. Continuing community review and involvement will be managed by Swansea Council to provide the basis for review and pro-active promotion of the conservation aims and other heritage initiatives within the Conservation Area.

Conservation education and training

7.13.2 An associated element of the management plan will be to incorporate local education and training measures where possible, as they will be necessary to sustain a conservation based approach to the long-term management of the area.

7.13.3 The Management Plan proposes:

- Appropriate training and development for the Council's conservation, planning and regeneration staff; and
- Preparation and distribution of 'living/working in a conservation area' leaflet to describe the implementation of the revised boundary and introduction of article 4.

Action plan summary

8.10 The following actions have been identified in this document for early implementation to further the awareness and achievements of conservation in the Mumbles Conservation Area. Further definition of these priorities will be needed by Council officers, local representatives, other stakeholders and public consultation to prepare a programme for implementation:

Planning Policy & Strategy:

- The adoption of the Mumbles Conservation Area Appraisal and Management Plan following public consultation;
- Ensure guidance in this document is linked to and consistent with the emerging Local Development Plan policies for the Mumbles; and
- Preparation of a programme for those responsible for monitoring change.

Community involvement:

- Identify a Conservation Area Advisory Committee;
- Training and Development of Conservation and Regeneration Staff;
- Promotion of a 'living/ working in a conservation area' leaflet; and
- Local availability of the Conservation Area Appraisal and Management Plan documents.

Planning Measures:

- Preparation of Local List of heritage properties to inform emerging Local Development Plan; and
- Review and consultation on introduction of Article 4 (2) Direction limiting permitted development throughout the proposed Conservation Area.

Appendices

For more information of the Mumbles Conservation Area please contact:

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