

# PIERHEAD



## CONSERVATION AREA APPRAISAL

CARDIFF



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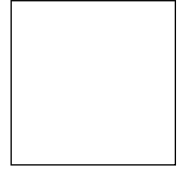
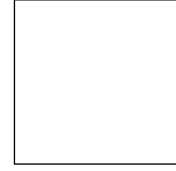
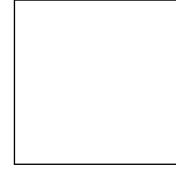
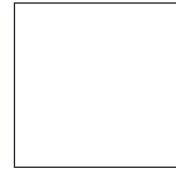
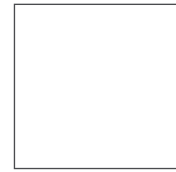
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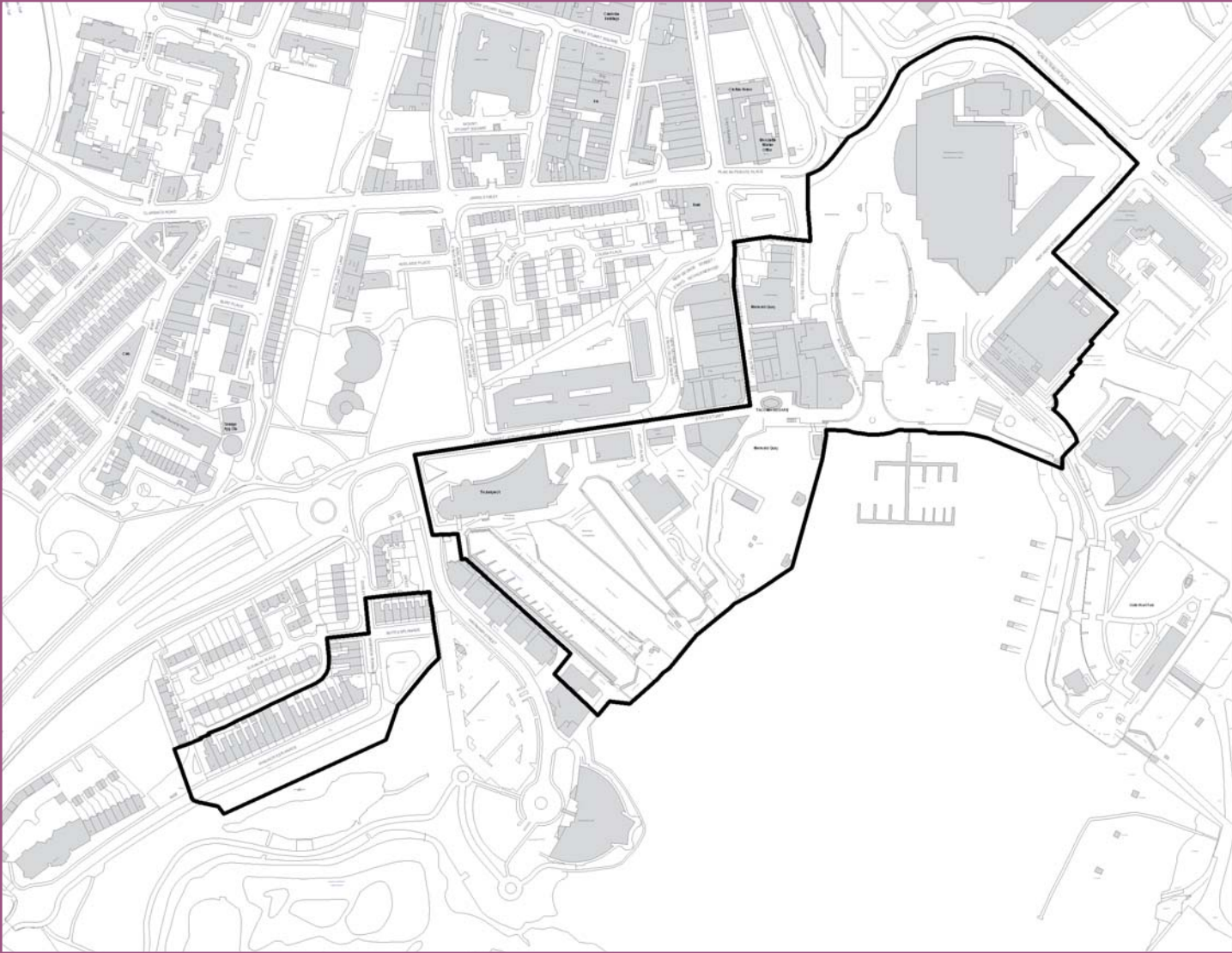
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Appendix 1 – Boundary Review

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# Map 1: Pierhead Conservation Area Amended Boundary Adopted 2009



# 1 introduction

## 1.1 Conservation Areas – Background

Conservation Areas are areas of special architectural or historic interest. A decision to designate a Conservation Area is made after an appraisal of the area and an assessment of its character. This often extends beyond the buildings alone. The road layout, street scene, trees and green areas all contribute to the quality of an area. Designation gives special protection to this character and to achieve this, the Council has extra controls over demolition, minor developments and the protection of trees.

## 1.2 Conservation Area Appraisals

The Council has a duty to review Conservation Areas to establish whether their boundaries need amendment and to identify potential measures for enhancing and protecting each Conservation Area. To manage this process, a Conservation Area Strategy has been prepared. The Strategy identifies priorities for the City, and the criteria to be used in the assessment of existing and new areas.

## 1.3 Conservation Area Appraisals and the City Centre Strategy

This document provides an over-view of the Pierhead area's historic development and a character assessment, using a number of key qualities or criteria. The criteria follow government advice and the 1997 Cardiff Conservation Area Strategy. The assessment is followed by a closing section to identify the issues which affect the quality of the area, and opportunities for enhancement. The findings reflect the 'City Centre Area Appraisals' which have been prepared to support the City Centre Strategy. The Strategy provides a framework for the growth and development of the city centre for the period 2007-2010 and within it there is an acknowledgement of the contribution made by heritage and culture to the city.

## 1.4 Policy Context

A key part of the appraisal is to define the character of the Conservation Area, and to prepare appropriate guidance. This can be supported by parallel policies within the statutory planning framework. This is the deposit Cardiff Unitary Development Plan until such time as a Local Development Plan has been prepared.



- Pierhead Building
- Windsor Esplanade
- Wales Millennium Centre

# 2 historic context

## 2.1 Historic Origins and Development of the Area

Cardiff owes much of its history to the Industrial Revolution of the 1790's, which stimulated mining in the valleys of South Wales. This gave rise to the building of the Glamorganshire Canal in 1794, which brought iron and coal down from the valleys to Cardiff.

As this industry expanded it became obvious that a more efficient form of transport was required and in 1840 the Taff Vale Railway opened. This rapidly increasing iron and coal trade was also the catalyst for the construction of a number of docks in Cardiff. These included the Bute West Dock, which was the first dock to be opened by the 2nd Marquis of Bute in 1839, and its seaward entrance known as the Oval Basin, the Bute East Dock in 1855, Roath Basin in 1874, Roath Dock in 1887, the Mount Stuart Shipyard containing 3 graving docks by 1900 and the Queen Alexandra Dock in 1907.

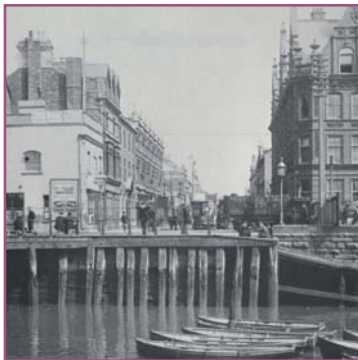
During this time, Butetown and the surrounding dockland area grew into a cosmopolitan community with seafarers from all around the world making Cardiff their home, many settling in the docks area which became known as 'Tiger Bay'. This kaleidoscope of settlers helped to build the docks, worked aboard the ships and helped to service this industrial and maritime city.

As well as new docks, a grid pattern residential suburb for port-related workers was built, though much of the best housing was soon converted or demolished for business premises, particularly in Mount Stuart Square which became the area's commercial centre. This fundamentally altered the Square's appearance, particularly when the Coal Exchange was constructed on its grassed central square.

By the 1880's, Cardiff had transformed from a small town in Wales to the largest, with its port handling more coal than any other in the world. On the eve of the First World War, coal exports reached their peak with the international price of coal struck in the Bay's Coal Exchange building. After the Second World War, however, demand for coal slumped and international markets were lost as other countries developed their own steel industries. Trade was increasingly lost to container ports and by the 1960's coal exports had virtually ceased resulting in the commercial closure of all but two of Cardiff's docks.

In the 1960's and 70's the majority of port-workers' houses were demolished under slum clearance and replaced by Council housing. Several commercial buildings were also demolished with many others vacant. By the early 1980's Cardiff Bay was run down physically and economically, so that in April 1987 Cardiff Bay Development Corporation was set up to regenerate the old docklands. This included the construction of a Barrage to create a 200-hectare fresh water lake as well as the construction of new homes, new offices (including the Senedd), commercial and leisure facilities (such as the Wales Millennium Centre).

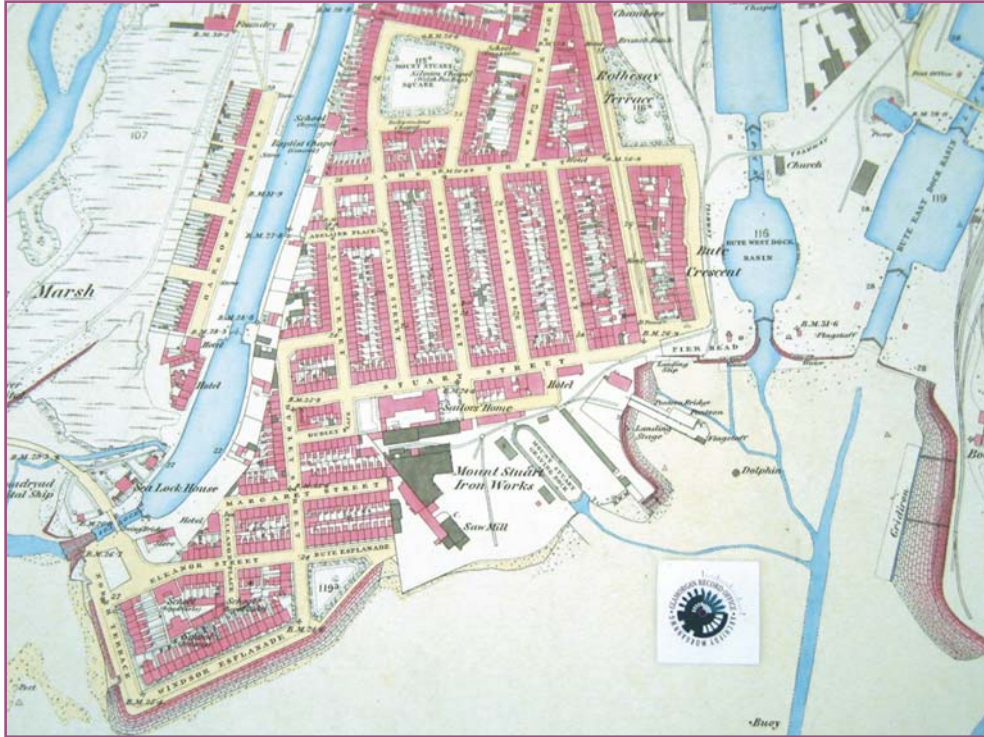
The regeneration of the docklands has vastly changed the appearance of the Pierhead Conservation Area. Whilst numerous historic buildings and structures have been retained and refurbished due to their protection through listing, there is much new development and modern treatment of the public realm resulting in



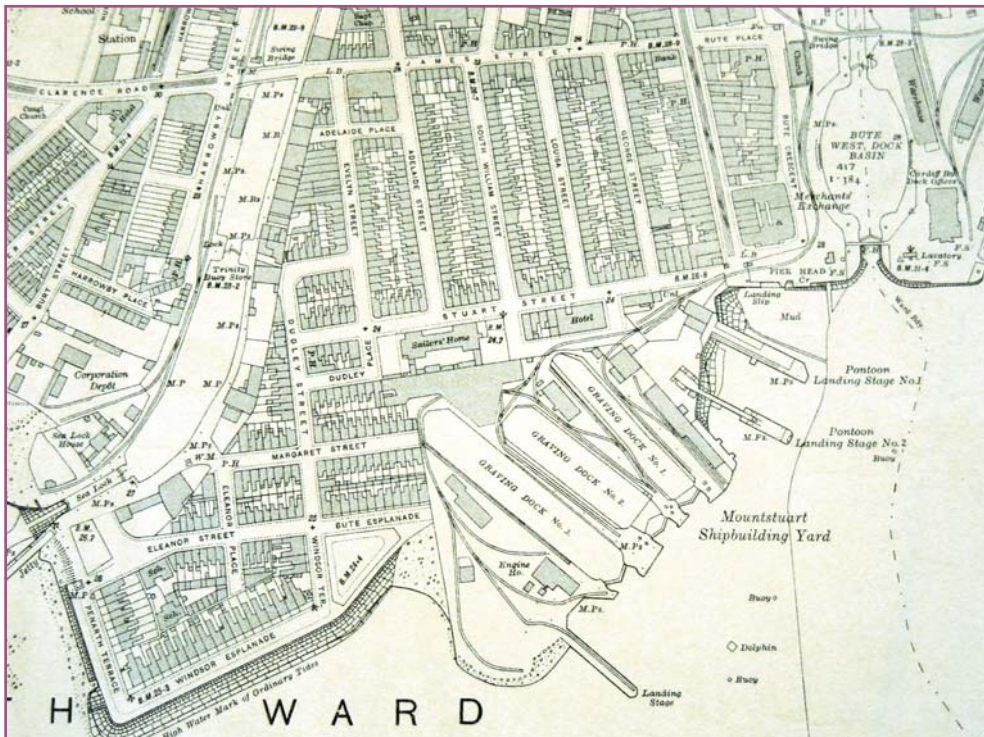
- Pierhead (1895)
- Pierhead (1912)
- Bute Esplanade (Early 20th Century)

a contemporary feel to the area. The result of the historic development of the area and the more recent development of the late 20th Century and early 21st Century is a diverse and unique area with an eclectic mix of buildings, structures, styles, scale and functions that visually tell a tale of how an area developed, prospered, declined and eventually adapted to a new role.

1880



1920



- Dry Dock (1950)
- Stuart Street 1900
- Big Windsor Public House and Pilotage Office, Stuart Street 1894

# 3 character assessment

## 3.1 A Distinctive Quality of Place

Pierhead Conservation Area was designated in 1984 focussing on part of Butetown's historic dock area, giving recognition to its historical and architectural quality. It was subsequently extended in 1992 to include Windsor Esplanade, Windsor Terrace and Bute Esplanade, original residential development designed to house workers associated with the docks. This docks area is unique within Cardiff, and has an important history relevant not only to Cardiff but internationally. Over the past twenty years the Conservation Area has been the subject of a major waterfront regeneration project which has changed its character in a fundamental and dramatic way. Today the Conservation Area is a mix of old and new, where the historic is readily visible and accessible and is complemented by two of Wales's highest quality, high profile, modern landmark buildings, public spaces and public art. Together these create a Conservation Area with a unique sense of history, importance and place, both day and night.



- Windsor Esplanade
- 5-12 Bute Crescent
- Graving Dock 1

## Grouping of Buildings / Structures

Windsor Terrace, Windsor Esplanade and Bute Esplanade are three distinctive groups of residential buildings. Generally, properties within each terrace retain or have reinstated original features, particularly windows and external finishes and railings. All convey each terrace's original rhythm, character and appearance. Each property is afforded additional protection through an Article 4 (1) Direction (Appendix 2).

5-12 Bute Crescent is a distinctive group comprising the remaining buildings of the historic crescent. The design reflects that of the majority of the original Butetown suburb, with their scale and architectural detail (3-4 storeys plus basement with smooth render finish, sash windows and decoration around openings) reflecting their first purpose as accommodation for professionals/merchants. This attractive group partially defines the edge of the entrance to the West Bute Dock.

The three Graving Docks are visually striking. Their size, and monumental stone construction, supporting gates, locks now holding wide expanses of water, and associated dockside structures. The three docks are also an historically significant feature, constituting key operational structures in the former Mount Stuart Shipyard.

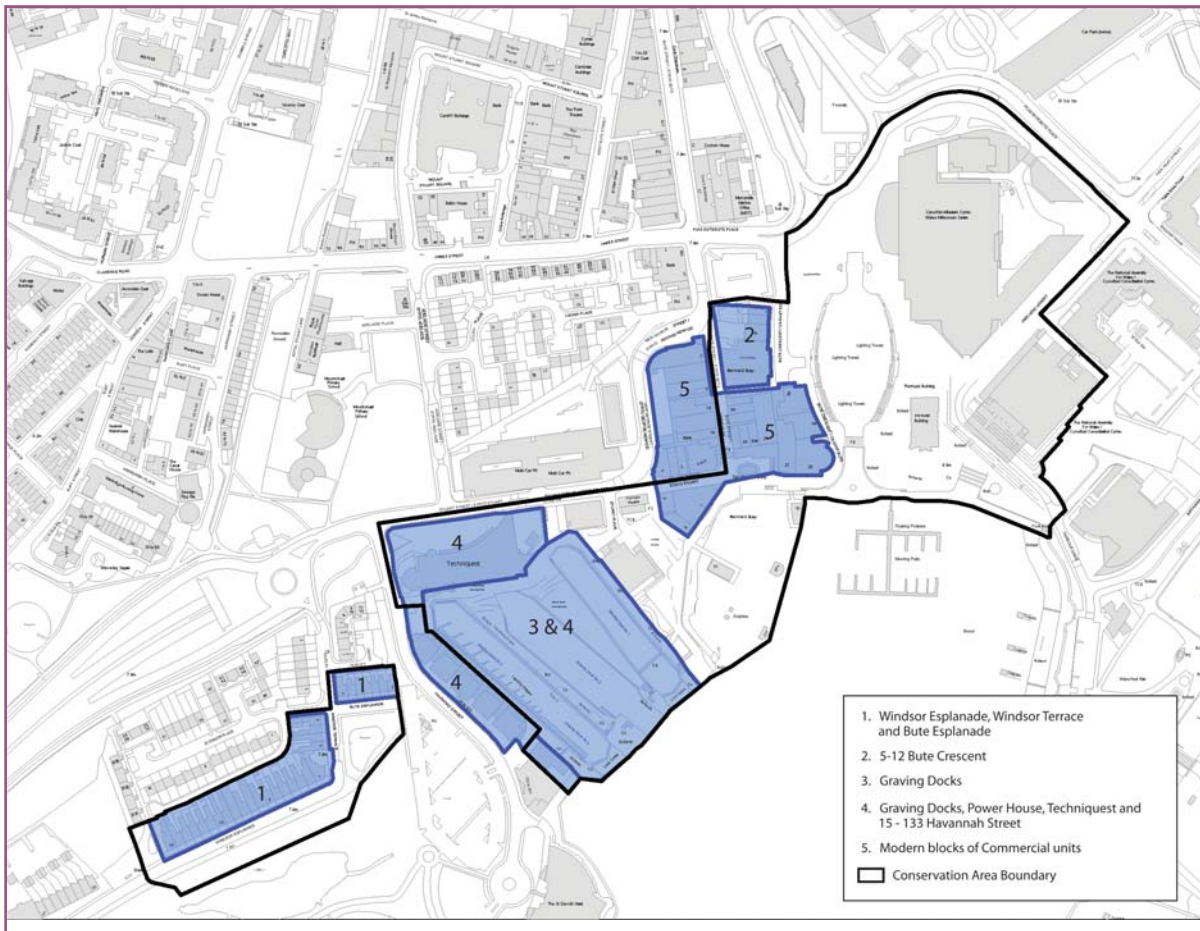
The Graving Docks are also part of a wider group that includes Techniquest and the nearby Graving Docks power house. They add visual and historic context to the Graving Docks and convey a wider picture of the area's industrial heritage.

## Scale

In the main part of the Conservation Area the overall scale is large, both buildings and structures. These are set in an open and expansive landscape. This is in contrast to the domestic scale of properties on Bute Esplanade, Windsor Terrace and Windsor Esplanade.



## Map 2: Groups of Buildings



## Map 3: Key Views and Focal Points



## Views and Vistas

Views are an important part of the Conservation Area and are part of the attraction of the area. Looking out of the Conservation Area key views include the wetlands, Bay, barrage, Penarth Head, the Norwegian Church, historic buildings in the Mount Stuart Square Conservation Area and the Flourish. Within and looking into the Conservation Area key views are of Windsor Esplanade, Windsor Terrace and Bute Esplanade, the Graving Docks and surrounding area including Techniquest, the entrance to the West Bute Dock (Roald Dahl Plass), the sea and dock walls, 5-12 Bute Crescent, the Wales Millennium Centre, the Pierhead Building and the Senedd.



- Bute Crescent: 4 storeys plus a basement
- View of Cardiff Bay
- Public Realm and Open Space
- 'People Like Us' Statue

## Patterns of Use

The Pierhead Conservation Area contains an array of uses. It has a distinct and separate 19th Century residential area incorporating a modern children's play area. The majority of the area is, however, a mix of public spaces, retail units, leisure facilities, 19th Century non-operational docks and the home of the Welsh Assembly Government. Leisure facilities include bars and restaurants, an interactive children's learning centre and performance arts centre.

The majority of the public realm is pedestrianised with only a small element comprising carriageway for vehicles. The space known as Roald Dahl Plass is often used for events in the Bay. Throughout the area public art is used to highlight the dock's history and create local identity.

## Movement

In the 19th Century residential area, movement is generally generated by local residents and is both pedestrian and vehicular. Throughout the remainder of the Conservation Area movement is mainly pedestrian, generated largely by visitors and local workers. Its intensity varies throughout the area and is influenced by the season/weather, time of week or day and events held in the Bay.

There is some vehicular access along Stuart Lane, a short no through road. This area frequently becomes congested with vehicles resulting in vehicular/pedestrian conflict. A water bus also operates from the waterfront, taking people to Penarth and up the river Taff.

## 3.2 The Presence of Landmark Buildings or Landscape Features

For the purpose of this appraisal, a landmark building is one which has significant social and historic links with the development of the area, which is unique within its setting, and which contributes positively to the character of the area.

**The Three Graving Docks** – are listed individually as important to the history of port and shipping at Cardiff. Forming part of the 19th Century Mount Stuart Shipyard they retain their original form and are strong visual features in the area. Constructed from massive brown/grey stone blocks with copings generally of granite they also feature steps and metal dock gates. Housing for gate machinery, tracks, bollards and capstans are located on adjacent docksides which are considered as part of the landmark structures.

**The Dock and Sea Walls** –are visually strong elements within the area, due to their expanse/size. They are constructed from massive brown/grey stone blocks with copings generally of granite and are a fine example of Victorian construction and engineering skills.

**The Pierhead Building** – is listed as being a central and especially important building to the historical and visual dockscape of Cardiff. It is a prominent building by way of its location, use of redbrick and terracotta and intricate architectural detail, such as gargoyles, a clock tower and a relief featuring coats of arms, a train, ship and motto. It is an exceptional Victorian building reflecting the confidence of the period in its flamboyant architectural detail of the Medieval Gothic and French Renaissance styles.

**5-12 Bute Crescent** – These properties, developed by the 2nd Marquis of Bute as prestigious accommodation for professionals, are the only original buildings remaining on Bute Crescent. They are visually prominent in location and design. Designed in a classical style with smooth render, sash windows and railings they contrast with the surrounding modern development which is of a contemporary style. The group is listed for being amongst the earliest residential buildings in Butetown.

**Former Pilotage Office** – This building is one of the few original commercial buildings in the area. It is constructed of rubble stone and features parapets, a central roof tower and a compass indicating wind direction operated by a modern weather vane. Its architecture is very different to that of buildings around it which together with its weather vane make it a prominent building. It is listed for its special interest to the history of Cardiff docks.

**The Former Big Windsor Public House** - this building is an example of an elaborate public house that dates to the time of development of the docks and is one of the few original commercial buildings that still exists. Rebuilt in 1882 this three storey building features sash windows, smooth render, a portico and pilasters.

**Techniquet** – This building is home to a major science education charity. The building comprises the site of a former engineering works, and uses the steel framework of the building as its structure. It is a visually prominent and interesting building due to its large scale, corner location and use of an industrial dock building framework which is visible through its glass exterior.

**Former Dockyard Wall adjacent to Bute Esplanade** – This is a dominant feature of Bute Esplanade which is industrial in scale and design. It is constructed of red brick with large coping stones that step down in places. It creates a strong visual and physical barrier between the commercial and domestic area of the Bay.

**The Wales Millennium Centre** - This building occupies a prominent location and has a substantial bronze/copper coloured stainless steel roof and frontage. The visually striking building helps enclose the former entrance to the West Bute Dock and contributes to local identity through its unique design and presence.

**The Senedd** – This building occupies a prominent location on the waterside. It is visually striking and contributes to both local identity and the area's national significance through its unique design and grand entrance steps.

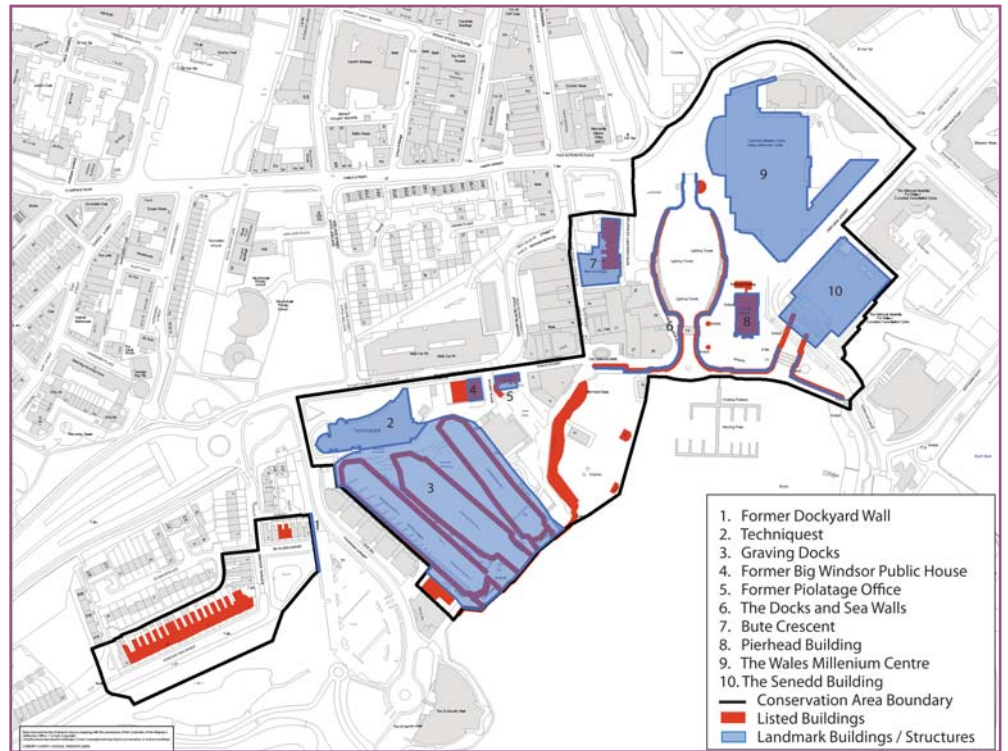


- Graving dock walls
- Dock wall
- Pierhead Building
- 5-12 Bute Crescent

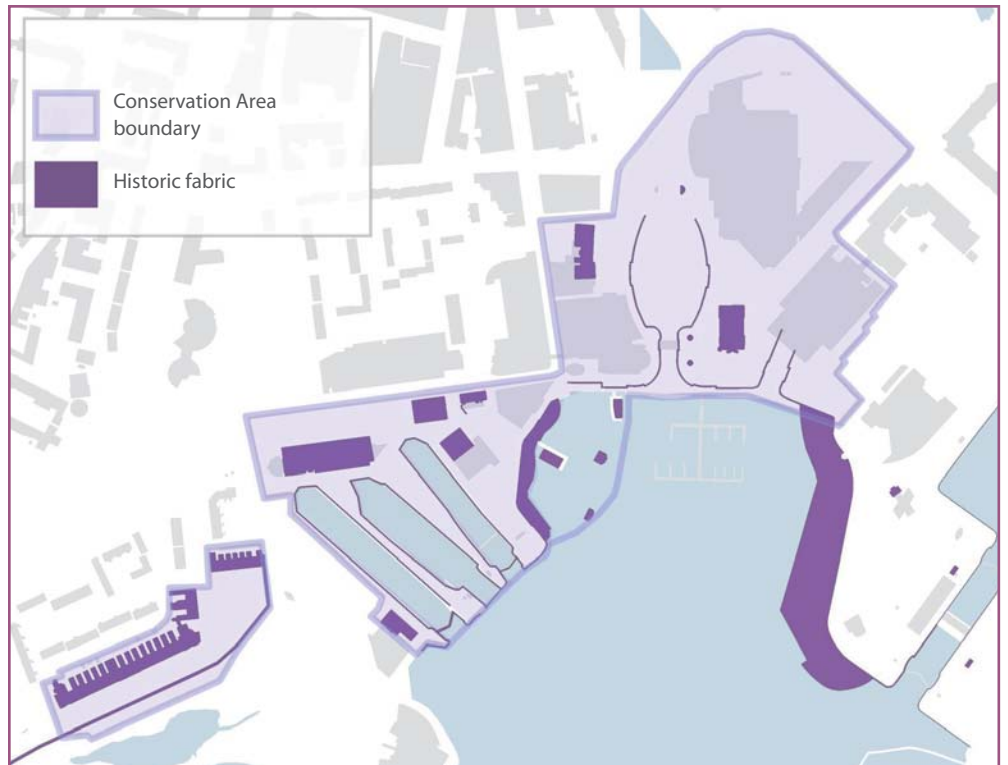
## Map 4: Landmark Buildings/Structures



- Former Pilotage Office
- Former Big Windsor Public House
- Techniquest
- Former Dock yard wall



## Map 5: Historic Fabric



### 3.3 Hierarchies of Public and Private Space

Overall public and private space is readily discernable within the Conservation Area as building frontages and boundary enclosures define the two. Generally there is little private space associated with buildings, the most obvious are the front and rear gardens of Windsor Terrace, Windsor Esplanade and Bute Esplanade, the small forecourt/basement areas and rear garden areas to the properties of 5-12 Bute Crescent and the forecourt of Techniquet.

### 3.4 High Quality Local or Unusual Materials in the Townscape

There are a range of materials in the Conservation Area due to the wide variety and age of structures, buildings and public spaces within it.

Stone is an important material in relation to historic structures and buildings. It is used in massive blocks for the dock and sea walls, for the construction of the pilotage office, the houses of Windsor Esplanade and Windsor Terrace and some boundary walling. The type of stone varies ranging from granite for coping stones on the dock and sea walls to sandstone for the houses, which are also decorated with Bath stone detailing.

Although there is little red brick in the area, it is used to great effect on the Pierhead building. It is also a feature of the listed power house associated with the Graving Docks and of the high boundary wall adjoining Bute Esplanade.

Render is used extensively throughout the area. It is particularly attractive when combined with architectural detail as demonstrated by properties along Bute Esplanade, 5-12 Bute Crescent and the former Big Windsor public house.

Three buildings stand out as using unusual or local materials that contribute to the character of the area:

- The Wales Millennium Centre
- The Senedd
- The Techniquet Building

### 3.5 High Quality Architectural Detailing

Throughout the Conservation Area there are examples of buildings featuring high architectural detail. Residential properties within the Conservation Area display generic architectural styles and unifying features; commercial buildings, however, have been designed as individual units resulting in a variety of building designs and no generic commercial style or unifying features.



- Use of stone
- Use of Red Brick
- Use of render
- Bronze roof of the Millennium Centre



- Architectural features on Windsor Esplanade
- Architectural features on Bute Esplanade
- Pierhead building
- Architectural features on the Powerhouse Building

Windsor Esplanade is the most complete surviving terrace of the original Butetown suburb. It displays many attractive features, either original or restored, such as bathstone dressings, copings, cornices, parapets; rounded attic-dormers, bay windows, red brick chimneys, shaped/Dutch gables, finials and sash windows.

Bute Esplanade properties are of a different style but also have attractive features such as a smooth render finish.

5-12 Bute Crescent was designed as housing for professionals in the original Butetown suburb. Like Bute Esplanade these properties are finished in smooth render and feature sash windows, architraves and cornices.

With regard to commercial buildings, the most outstanding building is the late 19th Century Pierhead building. Constructed of red brick and terracotta it combines Medieval Gothic and French Renaissance styles and displays a variety of attractive features including a clock tower with parapets and gargoyles; a chimney breast incorporating coats of arms, a train, ship and motto; and domed turrets over the building entrance.

Elsewhere, the former Big Windsor is an attractive smooth rendered building featuring details such as parapet, cornice, architraves, sash windows, portico, pilasters and moulded vine leaves and grapes.

Close by the former Pilotage Office is of stark contrast but also rich in architectural detail being constructed of stone and featuring quoins, bracket eaves, parapets, stone chimneys and a central roof tower with a modern weather vane that indicates wind direction on a compass at the base of the tower.

Even the powerhouse building, an industrial building that provided power for dock gates and machinery of the Graving Docks, incorporates attractive architectural features such as corbelled eaves and windows with round headed arches.



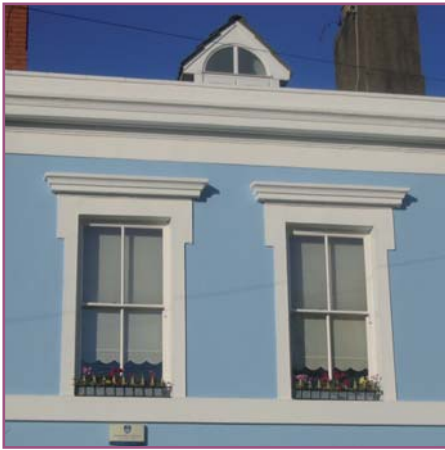
Moulded vine leaves and grapes, Big Windsor



Round headed attic dormer, red brick chimneys and bathstone detailing, Windsor Esplanade



Dutch styled gable with a timber framed sash window and sandstone walling, Windsor Esplanade



Classical styled smooth rendered walling, featuring gabled dormers, sash windows and architraves, Bute Esplanade



Classically styled villas with smooth render detailing and sash windows, Bute Crescent



Red brick walling displaying detailing combining both the Medieval Gothic and French Renaissance styles, Pierhead Building



Clock tower featuring parapets and gargoyle architectural detailing, Pierhead Building



Stone central roof tower with a modern weather vane, Former Pilotage Office



Timber detailing on the underside of the roof of the Senedd

## 3.6 High Quality Hard and Soft Landscaping

The majority of the public realm comprises hard landscaping. There is a wide variety of paving materials, all new apart from the old dock and sea walls, which generally gives the public realm a contemporary feel. Materials include slate, stone paving, granite cobbles, bonded gravel/chips, brick pavements, concrete paving blocks and wooden decking. As such there is no uniform or typical paving material in the area.

In terms of street furniture, Victorian style lamp posts and bollards are prevalent around the Graving Docks area. Elsewhere, lighting and bollards are of contemporary design and materials as is public seating and tables. Signposts are also modern as are information boards.

In terms of soft landscaping trees are located in the residential area, to the north of Roald Dahl Plass, adjacent to the Pierhead building and in the seating area adjacent to the former Pilotage Office. There is also a small garden/border of plants adjacent to Graving Dock 1 as well as some other planting in the seating area adjacent to Harry Ramsden's restaurant. These plants help soften the built environment. Trees in the residential area are mature and deciduous and contribute to the character of this part of the Conservation Area. The small garden/border adjacent to Graving Dock 1 creates a pleasing greened calm space unlike any other in the area.

Limited soft landscaping is provided by private garden areas.



- Example of Victorian style lamp post
- Variation of paving along Roald Dahl Plass
- Public seating area with soft landscaping
- Water feature adjacent to Graving Dock 1



# 4 areas of character

The Conservation Area can be divided into seven distinct areas:

**1. The residential area comprising Windsor Esplanade, Windsor Terrace and Bute Esplanade** – typified by housing of a domestic scale. The area is separated from the commercial area of the Bay by a high brick wall and play area, a substantial stone wall defines the edge of the wetlands reserve.

**2. Graving Docks Area** – comprising of three Graving Docks, their docksides and associated power house, and Techniquest. Features dock related objects, Victorian style lamp posts, public art, stone paving, garden area/planted border and water features.

**3. Former Pilotage Office Area** – comprising of the former Pilotage Office, Harry Ramsden's restaurant, the former Big Windsor Public House and public space adjacent to these buildings. Features stone paving, granite sets, trees and planting, listed railings, a water feature, and a viewing area overlooking the Bay.

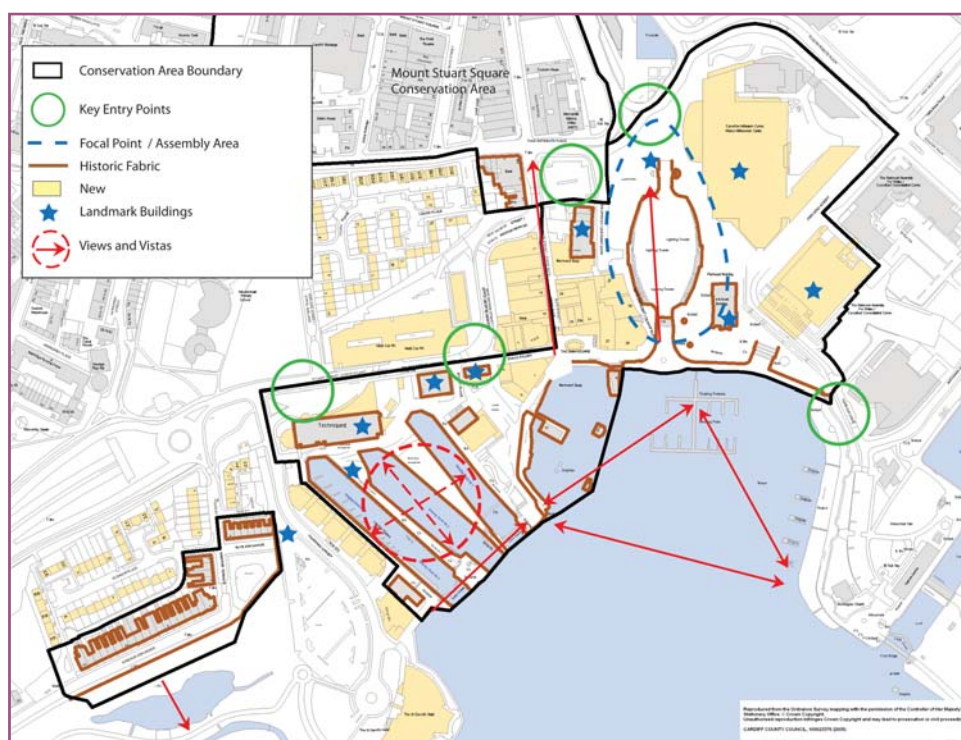
**4. Mermaid Quay Area** – comprising two blocks of modern commercial units and an oval building. Features two pier buildings and public art.

**5. Roald Dahl Plass** – comprising of the former West Bute Dock entrance (now an area of open space named Roald Dahl Plass), other public space, 5-12 Bute Crescent, the Pierhead Building, the Wales Millennium Centre and modern commercial units fronting Roald Dahl Plass. Featuring contemporary lighting columns, a mirrored water feature, dock walls and steps.

**6. The Senedd** – comprising of the Senedd building and the immediate surrounding area. Features an expanse of public space largely surfaced with slate and public art.

**7. Dock Walls Walk and Water Features** – comprising of the wooden decking walkway adjacent to the water front and dolphins and signal platforms in the water. Featuring public art marking the Taff Trail start/end.

Map 6: Townscape



- Residential Area
- Former Pilotage Office
- Dock Walls Walk and Water Features

# 5 Issues and opportunities

## 5.1 Alterations to Buildings

### Issues

- The Conservation Area contains numerous buildings of historic and architectural merit. These buildings contribute to the character and appearance of the area, many constituting a physical reminder of the area's unique dock history. Accordingly it is important that the integrity of these buildings is retained and inappropriate/insensitive alterations to them prevented, to ensure they continue to positively contribute to the area's character and appearance and interpret its history.
- Whilst it is important to encourage the restoration and re-use of historic buildings, inappropriate/insensitive alterations that detract from individual buildings of architectural merit and/or historic importance and groups of buildings of architectural merit and/or historic importance need to be resisted to preserve the Conservation Area's unique character and appearance.
- Loss of buildings of architectural and/or historic importance also needs to be resisted to ensure these assets of the Conservation Area are conserved and to preserve the character and appearance of the Conservation Area.
- Due to the nature of commercial uses in the area, there may be a need to improve physical access to some buildings as a requirement of the Disability Discrimination Act. In respect of 'Listed' Buildings especially, this will have to be considered against what is 'reasonable' in terms of access improvement and the impact of any necessary intervention on the architectural merit of the building.

### Enhancement Opportunities

- Ensure that alterations to buildings are undertaken in a sensitive manner to respect the original design and character of the building.
- Ensure that alterations incorporate high quality materials that match or complement the historic buildings.
- The area's continuing evolution and adaptation to change should complement the historic environment by ensuring that development proposals have regard to the key characteristics identified in the appraisal such as scale, massing, building rhythm, and materials. It is important that proposals for development are considered as part of a wider group.
- Ensure that the impact of alterations to exposed side and rear elevations is not detrimental to the building or intrusive in short and longer distance views. Seek to enhance these elevations and encourage the removal of inappropriate features.
- Ensure that development proposals are considered as part of a wider group and are of an appropriate scale and design.
- Ensure that physical access into historic buildings is achieved without damaging their architectural integrity or the appearance of the Conservation Area.

- Seek to ensure that development proposals for buildings outside of the Conservation Area but with a direct impact on it are sympathetic to its character and appearance.

## 5.2 Preservation of Historic Structures and Features/Artefacts

### Issues

- The Conservation Area contains numerous historic structures, primarily dock and sea walls. These structures are unique to the Bay area and contribute both individually and as a collection to the character and appearance of the area.
- Insensitive alterations to and the loss of original features or historic structures erodes the Conservation Area's historic and architectural assets and character.
- Due to the nature of commercial uses in the area, there may be a need to improve physical access to some structures/features as a requirement of the Disability Discrimination Act. In respect of 'Listed' Buildings especially, this will have to be considered against what is 'reasonable' in terms of access improvement and the impact of any necessary intervention on the architectural merit of the building.
- Throughout the Conservation Area are a variety of features / artefacts relating to the historic docks. It is important that these are preserved and retained in situ, as they are intrinsic features of the area's history, helping illustrate how it functioned, and contribute to its character and appearance.

### Enhancement Opportunities

- Ensure the integrity of historic structures is retained, having regard to appearance and overall design, and ensure inappropriate/insensitive alterations and proposals that would detract from historic structures, individually or as part of a group, are prevented to preserve them and the Conservation Area's unique history, character and appearance.
- Ensure that original features are retained, maintained and sensitively enhanced as opportunities arise to ensure these assets of the Conservation Area are conserved. Loss of original features erodes the Conservation Area's historic and architectural assets and character.
- Resist loss of structures of architectural and/or historic importance to ensure these assets are conserved and to preserve the character and appearance of the Conservation Area.
- Retain in situ and conserve/enhance the variety of features/artefacts relating to the historic docks.
- Ensure that the integrity of historic structures, buildings and dock artefacts/features is respected by any future uses proposed for the area/buildings/structures.
- Ensure physical access into/across historic buildings/structures/features is achieved without damaging their architectural integrity or the appearance of the Conservation Area.

## 5.3 New development

### Issues

- A key feature of the Conservation Area is its expanses of public spaces and feeling of openness.
- With regard to development, the Conservation Area is marked by domestic scale residential development to the west with the remaining area dominated by large scale spaces and buildings. Any development proposed within the Conservation Area needs to take these features into account to ensure that the character and appearance of the Conservation Area is not compromised.
- Architecturally there is a wide range of styles and detail. Generally there is a particularly high quality of architectural detail and innovative design. There is also a wide range of materials which are used imaginatively and displayed to best advantage through architectural detail.

### Enhancement Opportunities

- Development in important public spaces should be resisted.
- Any new development needs to be of high design quality and must preserve and enhance the aesthetic quality, unique identity/character, important views and the heritage and historic context of the Conservation Area.
- Scale varies within the Conservation Area, ranging from domestic scale houses to large scale, nationally important buildings. The scale of any development must be sensitive to its setting to ensure the character and appearance of the Conservation Area is not compromised.
- Whilst there is no specific architectural style throughout the area many buildings exhibit high quality architectural detail and innovative design. Any new development should replicate this high level of design, detail and innovative style to complement existing structures and spaces.
- A wide range of materials are used throughout the area. The best buildings and spaces use these imaginatively to create features of interest. Any new development should seek to use high quality materials and use them to create high quality buildings and spaces of interest.
- Proposals that would result in inactive frontages, either day or night, particularly at ground floor level should be resisted. Advise against the covering up of commercial windows internally as this detracts from the character and appearance of the Conservation Area and makes the area less welcoming and less vibrant.

## 5.4 Vacant Buildings

### Issues

- Vacant buildings / units can negatively impact on the area.

### Enhancement Opportunities

- Seek to ensure that any vacant buildings, particularly historic buildings, are adequately weather-proofed and maintained so that they do not deteriorate but continue to contribute to the character and appearance of the area.

## 5.5 Boundary Enclosures

### Issues

- One of the rear spaces to 5-12 Bute Crescent lacks an appropriate means of enclosure detracting from the appearance of the area.
- Some original boundary enclosures have been lost to residential properties.

### Enhancement Opportunities

- Seek to encourage appropriate means of enclosing the rear of all properties from 5 -12 Bute Crescent.
- Seek to encourage reinstatement of stone walls enclosing residential gardens using materials and style appropriate to the character of the area.
- Stone walls enclosing residential gardens should be retained and repaired and maintained to protect the character and appearance of the area. Stone work and mortar need to respect the original structure; the use of lime based mortars is recommended.
- Where railings traditionally form part or the entire boundary these should be retained and maintained. If replacement of original railings is required the design should be traditional.

## 5.6 Public Realm

### Issues

- The design of the public realm is contemporary and of good quality. However, scope exists to better relate parts of the public realm to their historic context so that they complement and respect the character of the Conservation Area and its historic buildings/structures.
- Some areas do not work well as public spaces such as the area adjacent to the former Pilotage Office and the area with a shelter and wooden platform near Graving Dock 1. Scope exists to review the use and design of the public realm within the Graving Docks area to establish how the public realm can be enhanced, having regard to context and location within the surviving dockland area.
- The Taff Trail cycle and pedestrian route starts/ends in the area but there is only a small level of cycle stand provision and no promotion of where cycle stands are located.

### Enhancement Opportunities

- Introduce a high quality, consistent approach to the design of the public realm so that it meets modern needs whilst complementing the area's historic buildings and context.
- Seek the highest quality of design of the public realm and spaces having regard to the unique heritage and identity of the area as well as aesthetic quality and use of the area.

- Encourage the use of high quality surfacing materials, street furniture and landscaping (including art, lighting and landmark features) that contribute to, complement and respect the character of the Conservation Area and its historic context, buildings and structures.
- Encourage the rationalisation of the variety of surface materials and design of street furniture to improve the appearance and quality of the public realm and help it flow better from one space to another.
- Consider reviewing the use and design of spaces in the area to establish how they can be enhanced having regard to their historic context.
- Ensure that any redesigning / enhancement of the public realm includes the retention/incorporation of historic artefacts/features in situ into the design of the public realm.
- Investigate the removal of barriers to pedestrian movement.
- Ensure that any obsolete/out of date signage for pedestrians and traffic within and along entrance routes to the area is removed. Pedestrian and traffic signage needs to be up to date, 'recognisable', simple and must not visually compete with the built form.
- Ensure that any redesigning/enhancement of the public realm creates distinctive spaces that complement the historic environment and strengthen links with surrounding areas.
- Investigate whether there is a need to enhance cycle stand provision in terms of quantity and location. Any provision of cycle stands need to be carefully considered in terms of design and siting.

## 5.7 Views and Vistas

### Issues

- Views are an important feature of the Conservation Area.

### Enhancement Opportunities

- Important lines of vision and views within, into and out of the area need to be maintained.

## 5.8 Patterns of Use

### Issues

- The Pierhead Conservation Area contains an array of uses, many of which are very different to its historic uses. These modern uses form a distinct part of the area's character and have, through redevelopment, partly shaped the built form of the area today. However, numerous historic structures, buildings and dock artefacts still remain.

## Enhancement Opportunities

It is important that the integrity of historic structures, buildings and dock artefacts is respected by any future uses proposed for the area/buildings/structures.

### 5.9 Movement

#### Issues

- Whilst the majority of the area is pedestrianised there is some vehicular access along Stuart Lane, a short no through road. This area often becomes congested with cars resulting in some reversing on to the main highway. This area is also shared with pedestrians and as such vehicular congestion can result in vehicular/pedestrian conflict.
- Vehicles are frequently parked on the double yellow lines and pavements on the junction of Bute Street and New George Street. This is a key entrance point into the Conservation Area for pedestrians, though there is no crossing provided at this location but further along the street. The presence of illegally parked vehicles at this junction can give rise to pedestrian/vehicle conflict.
- A bus shelter near the Wales Millennium Centre is located adjacent to a row of bollards on the edge of Roald Dahl Plass. Frequently temporary railings are located adjacent to the bollards directing pedestrians to walk in front of the shelter. When passengers board/alight buses pedestrian flow is impeded as the shelter cannot be walked around.
- The Bay area is an important visitor attraction in Cardiff readily accessible by private and public vehicular transport and by rail. However, its assets, location and routes to it are little promoted at key public transport interchanges in the city centre or at main vehicular routes in to the Bay e.g. Queensgate roundabout.
- Scope exists to strengthen links between the Conservation Area and surrounding areas, including those that link to the city centre and the Wetlands Reserve.

#### Enhancement Opportunities

- Seek to enhance Stuart Lane to prevent vehicular congestion and vehicles having to reverse on to the main highway and to minimise vehicular/pedestrian conflict.
- Seek to enhance the pedestrian entrance point into the Conservation Area at the junction of Bute Street/New George Street. Investigate incorporating a formal pedestrian crossing and measures preventing vehicles being parked on the pavement and double yellow lines.
- Seek to enhance access for pedestrians in the vicinity of the bus shelter near the Wales Millennium Centre through the removal/resiting of street furniture that acts as a physical barrier to pedestrian movement.
- Where feasible, reduce potential conflict between pedestrians/ vehicles/cyclists.
- Seek to promote the presence of the Bay and its heritage/attractions/assets at key public transport interchanges and vehicular entrances to the Bay.
- Seek to ensure that pedestrian and vehicular signage within the area and along entrance routes is up to date.

## 5.10 Local Identity

### Issues

- Despite the importance of the docks to the growth, wealth and international reputation of Cardiff, there is a lack of on-street promotion and interpretation of the area's historic context and no identification that many structures and buildings from the working dock era now function as contemporary uses. The area's history and that of its historic buildings, structures and artefacts need to be better promoted/interpreted.
- Public art is an important characteristic of the area and contributes significantly to the area's local identity. There is, however, little provision of on site information about each artwork. A key artwork is the Celtic Ring. There is poor on site promotion of the Ring, however, which denotes the start/end of the Taff Trail cycle and pedestrian route.

### Enhancement Opportunities

- Seek to improve public awareness of the area's industrial and maritime heritage through the introduction/upgrading of on-site promotion/ interpretation, such as information panels and plaques, and other tourist information, such as leaflets, that relate the area's origins and identify its historic buildings, structures and artefacts.
- Seek to provide tourist information panels that promote the attractions and facilities within Cardiff Bay at entrances into the Bay including at the Bay train station, water taxi stops, bus stops and car parks.
- Continue to protect, build upon and promote the Bay's collection of high quality public art. Consider provision of on site information about each piece of artwork in the area as well as wider information on artwork in the area. Ensure where new public art is proposed that it is appropriate in terms of context and siting.
- Promote better, through signage, on site information and/or other means, the Celtic Ring that identifies the start/end point of the Taff Trail cycle and pedestrian route.
- Investigate potential for a heritage trail through the area which can link to the commercial core of the historic Butetown area around Mount Stuart Square.
- Lighting has been used effectively in the area. Further opportunities to sensitively illuminate buildings, structures, spaces and features of historic and architectural interest exist.



# 6 framework for action

## 6.1 Introduction

Earlier sections of the document describe the features, which make up the special character of the Conservation Area and identify potential for its enhancement. Once adopted, the appraisal and guidance will be used:

- To provide guidance on the area's special qualities and how to preserve and enhance them,
- To inform a scheme of enhancement to guide development in the area,
- To inform the assessment of planning applications in accordance with Policy 2.53 of the deposited UDP until such time as the Local Development Plan is adopted,
- To set out priorities for the management and enhancement of the public realm in the future,

and by:

- Ensuring that new development is sensitive to the character of the Conservation Areas and well integrated within its existing form and layout.
- Increasing public awareness and appreciation for the area's special character and history,
- Providing support for property owners, businesses, groups, and community leaders in their efforts to preserve and enhance the Conservation Area,
- Keeping it an attractive place within which to live, work, and visit,

## 6.2 Working in Partnership

**Land and Property Owners.** The most effective way to enhance the Conservation Area is to ensure that those planning work or development understand its character. Sections 3-4 of this document outline the character of the Conservation Area.

**The Council.** Although the Planning (Listed Buildings and Conservation Areas) Act 1990 places a duty on the Local Planning Authority (LPA) to prepare a scheme of enhancement for a Conservation Area, there is no identified budget or mechanism for its achievement. This means that enhancement can only be achieved in association with other strategies, in cooperation with other Council Service areas or in partnership with others.

The following initiatives are those where the Council could have a significant role in influencing and bringing forward enhancements:

- Through the use of the Appraisals as a material consideration to guide the assessment of planning applications. Design Statements submitted in support of planning applications will be expected to show that development has taken account of the character identified in this document.

- Through the management and maintenance of the Council's estate.
- Through the promotion of an understanding of the area's cultural and historic significance through links with the Museum of Cardiff, schools, libraries and community groups, and the Council's adopted Public Art Strategy.
- Through the effective management of existing Council budgets, for example in building repair, highway improvement and repair, and traffic management.
- Through the support of initiatives to enhance and strengthen the tourist, shopping and business role of the area through initiatives identified within the City Centre Strategy and its key objectives.

## The City Centre Strategy

The Cardiff City Centre Strategy plays an important role in the enhancement of the character of the Conservation Area and provides a vision for the continuing regeneration of Cardiff City Centre for the period 2007 – 2010, and includes proposals for its development and management. The Strategy outlines key issues, current initiatives and future aspirations for the City Centre as a whole and for individual strategy areas. Pierhead falls within the 'Waterfront' Strategy Area. A 'Strategy Area Appraisal' has been produced for the Waterfront area, providing additional information on Public Realm proposals for it.

The Heritage & Culture chapter of the Strategy recognises the importance of the historic environment in describing Cardiff's past and shaping its future.

## 6.3 Recommendations

**The following recommendations summarise action to be taken on adoption:**

- The character assessment and the recommendations above be confirmed as the basis for the integration of the historic environment within the Framework provided by the City Centre Strategy, and its supporting area appraisals.
- The appraisal serves as a framework for the assessment of planning applications in compliance with Section 72 of the Act.
- The boundary change recommended in the first stage of the review be adopted and advertised in accordance with the Act.
- Promote an understanding of the area's cultural and historic significance through links with the Museum of Cardiff, schools, libraries and community groups, and the Council's adopted Public Art Strategy.

## 7.1 Consultation

**This document has been adopted following local consultation.**

Details of listed buildings together with other policy documents may be obtained from the Conservation Team on 02920 873485.

# glossary

<b>Active frontage</b>	A street frontage where the buildings are used for a purpose such as shops that involves public access at street level.
<b>Architraves</b>	The moulding around a door or window
<b>Bracket</b>	A small supporting piece of stone or other material
<b>Cadw</b>	The Welsh Assembly government's historic environment division.
<b>Capstan</b>	A device used on board ship and on dock walls for heaving-in or veering ropes
<b>Conservation Area</b>	An area of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance.
<b>Coping</b>	Capping or covering to a wall.
<b>Corbel</b>	A projection from the wall face either used for decoration or a support for a beam or other structural component.
<b>Cornice</b>	A projecting horizontal ledge with decorative moulding on the underside, crowning a building or feature such as a window or door.
<b>Dressings</b>	Carved stonework used around openings or any feature
<b>Dutch Gable</b>	A gable with sweeping curved or stepped sides.
<b>Eaves</b>	The underpart of a sloping roof overhanging a wall.
<b>Enclosure</b>	The containment of space by buildings, structures, trees or other features to create an identifiable place.
<b>Finial</b>	An ornamental feature situated at the end of a roof
<b>French Renaissance</b>	Incorporation/revival of architectural detail used in France from the late 15th Century to the early 17th Century.
<b>Gabelled Dormer</b>	A window with a triangular shaped roof set into a sloping roof
<b>Gothic</b>	Gothic architecture flourished in Europe during the high and late medieval period. Its characteristic features included the pointed arch. The style was revived in the later half of the 18th Century and was popular throughout the 19th Century.
<b>Listed building</b>	A building or other structure of specific architectural or historic importance which is afforded statutory protection by Cadw.
<b>Mass / Massing</b>	The mass of a building refers to its volume and shape and is therefore the combination of its height, width and depth.
<b>Parapet</b>	A low wall or barrier at the edge of a balcony or roof.
<b>Pilaster</b>	A flat representation of a column attached to the wall, rectangular in plan and projecting slightly.

<b>Portico</b>	An entrance to a building comprising of a covered area often featuring columns
<b>Quoins</b>	Stones or bricks used as a decorative feature to accentuate the corners of a building. They are usually laid so that their faces are alternately large and small
<b>Render</b>	A plaster, lime or cement coating for outside walls.
<b>Rhythm</b>	The pattern created by the regular repetition of buildings, or features on a building such as pilasters, columns or windows.
<b>Rubble stone</b>	Stones of irregular shape and size set in mortar
<b>Sash Window</b>	A window with sliding glazed frames running in vertical grooves.
<b>Scale</b>	The proportions of a building in relation to people and the surrounding context.
<b>Terracotta</b>	Moulded and fired clay, used for architectural detailing.
<b>Vista</b>	A distant, wider view.

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## Acknowledgements

- The Conservation Area Advisory Group (City Centre and Bay area).
- The Glamorgan Record Office.
- Cadw Welsh Historic Monuments.

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# appendix 1

## Boundary Review

A review of the Conservation Area boundary was carried out to ensure that the Conservation Area continues to demonstrate clear architectural and historic interest.

The assessment of the Conservation Area confirmed that the area still has a special character. However, since its designation in 1984 and extension in 1992 the area has changed significantly so that some parts of the original boundary that were 'logical' at these times no longer remain so, justifying redefining parts of the boundary. In addition some historically important elements of the 19th Century docklands were only partially included in the existing Conservation Area and warrant total inclusion. For these reasons the following alterations were proposed to the Conservation Area boundary and are illustrated on the Map opposite.



- Graving Dock 2
- Technique
- Roald Dahl Plass

### **Inclusion of Graving Docks 2 and 3, their docksides and the powerhouse building that provided power for the dock gates and the dockside machinery**

The three Graving Docks, the docksides and powerhouse building are important to the history of the port and shipping at Cardiff, once forming part of the 19th Century Mount Stuart Shipyard. Only one dock was included in the original Conservation Area boundary, however, the three Graving Docks, the docksides and powerhouse building are inextricably linked and an important part of the area's historic maritime character. It is important they are considered as a whole and as such were proposed for inclusion in the Conservation Area to further protect the docks and their setting.

### **Inclusion of Techniquet**

An interesting building that incorporates an historic industrial building framework, visible through a glass exterior. This building also helps provide a dock context for the Graving Docks through its scale and form.

### **Inclusion of the rear spaces of 5-12 Bute Crescent**

The original Conservation Area boundary followed the rear building line of these properties. It was proposed to amend the boundary to incorporate the rear private spaces associated with each property to reflect the original and current boundaries of these historic properties.

### **Redefining the North East Boundary**

The area around the Roald Dahl Plass, formerly the entrance to the Bute West Dock, has seen significant change since the area was designated a Conservation Area. The entrance to the Bute West Dock, for example, no longer contains buildings but is an open public space and surrounding it are several new buildings and a new road network.



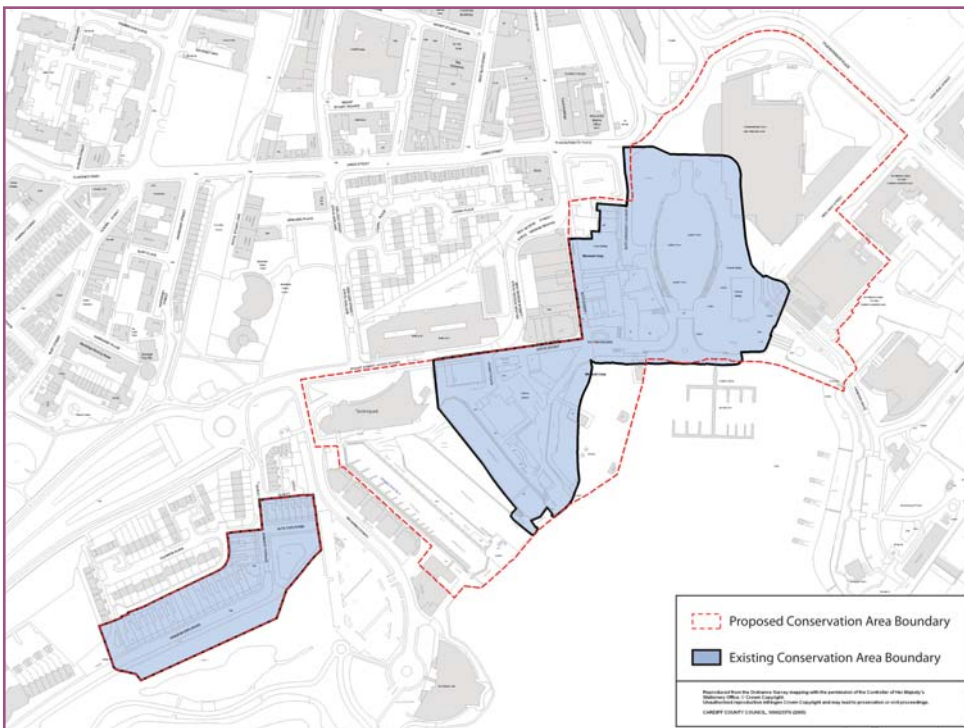
In terms of this part of the Conservation Area boundary, the new road system and other development means that the original Conservation Area boundary is not always identifiable by physical objects and cuts across new open spaces and new buildings. As such it was proposed to amend the Conservation Area boundary to include all the public space around Roald Dahl Plass and in front of and south east of the Senedd (including the walls of the entrance to the former East Dock and the walkway adjacent to the water) as well as the 'Wales Millennium Centre' and 'Senedd' buildings.

The Wales Millennium Centre and Senedd are modern landmark buildings which contribute to the quality of place and character of the area; the former also helps enclose and define the Roald Dahl Plass. The review includes them and surrounding public space in their entirety, up to a point where the character of the public space changes.

### Redefining the Southern Boundary

The two 'pier' buildings and a section of the floating pontoons are partially within the original Conservation Area boundary.

It was proposed to amend the southern boundary to include the two listed signal platforms associated with the former docks which contribute to the area's historic wealth and understanding of how the docks formerly operated. This results in the total inclusion of the two pier structures, which influence/ have an impact on the Conservation Area's appearance and character.



- Wales Millennium Centre
- Senedd
- View of Conservation Area
- View of Conservation Area

# appendix 2

## Article 4 Direction

In January 1994 a Direction under Article 4 (1) of the Town and Country Planning General Development Order 1988 (amended 1995) became operative, which further enhanced the protection of properties located in Windsor Esplanade, Windsor Terrace and Bute Esplanade of the Conservation Area through the control of minor development.

In simple terms, the effect of the Direction is to remove Permitted Development rights which would otherwise allow owners to carry out minor extensions or alteration works affecting the appearance of the properties within the Article 4 Direction area, such as the replacement of windows or doors, construction of porches, construction of new boundary walls and alteration of roof materials. Further details of the Article 4 (1) Direction may be obtained from the Conservation Team on 02920 873485.

The Article 4 Direction continues to be relevant to the Conservation Area and to its continued protection. No amendments are proposed to the Direction, or to the boundaries of the Article 4 area.



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