



HOVERCRAFT TERMINAL,
SOUTHSEA, PO5 3AD

**BUILT HERITAGE
STATEMENT**

PREPARED BY PEGASUS GROUP
ON BEHALF OF GRIFFON HOVERWORK

P20-2927 | JANUARY 2021



Document Management				
Version	Date	Author	Checked/approved by:	Reason for revision
1	9 th December 2020	JT	GS	-
2	7 th January 2021	JT	GS	Amendments following changes to redline and design

Pegasus Group

Pegasus House | Querns Business Centre | Whitworth Road | Cirencester | Gloucestershire | GL7 1RT
T 01285 641717 | F 01285 642348 | W www.pegasusgroup.co.uk

Birmingham | Bracknell | Bristol | Cambridge | Cirencester | Dublin | East Midlands | Leeds | Liverpool | London | Manchester | Newcastle | Peterborough

DESIGN | ENVIRONMENT | PLANNING | ECONOMICS | HERITAGE



BUILT HERITAGE STATEMENT

HOVERCRAFT TERMINAL, SOUTHSEA, PO5 3AD

ON BEHALF OF: GRIFFON HOVERWORK

Pegasus Group

Pegasus House | Querns Business Centre | Whitworth Road | Cirencester | Gloucestershire | GL7 1RT
T 01285 641717 | F 01285 642348 | W www.pegasusgroup.co.uk

Birmingham | Bracknell | Bristol | Cambridge | Cirencester | Dublin | East Midlands | Leeds | Liverpool | London | Manchester | Newcastle | Peterborough

DESIGN | ENVIRONMENT | PLANNING | ECONOMICS | HERITAGE

CONTENTS:

1.	INTRODUCTION	1
2.	SITE DESCRIPTION AND PLANNING HISTORY	3
3.	PROPOSED DEVELOPMENT	12
4.	METHODOLOGY	13
5.	PLANNING POLICY FRAMEWORK	19
6.	THE HISTORIC ENVIRONMENT	28
7.	SETTING ASSESSMENT	35
8.	CONCLUSIONS	54

APPENDICES:

APPENDIX 1: MAP OF DESIGNATED HERITAGE ASSETS

APPENDIX 2: SOUTHSEA COMMON REGISTER ENTRY

APPENDIX 3: TRAFALGAR MONUMENT LIST ENTRY

APPENDIX 4: CHESAPEAKE MONUMENT LIST ENTRY

APPENDIX 5: PEEL OR SHANNON NAVAL BRIGADE MONUMENT LIST ENTRY

APPENDIX 6: QUEEN'S HOTEL LIST ENTRY

PLATES:

PLATE 1: SITE LOCATION PLAN.	1
PLATE 2: HOVERCRAFT TERMINAL, PRINCIPAL NORTH-EAST ELEVATION.	3
PLATE 3: HOVERCRAFT TERMINAL, NORTH-WEST FLANK AND REAR (SOUTH-WEST) ELEVATIONS VIEWED FROM CLARENCE PIER.	3
PLATE 4: SINGLE-STOREY ELEMENT OF THE HOVERCRAFT TERMINAL.	3
PLATE 5: NORTH-FACING VIEW INTO THE SITE FROM THE PUBLIC BEACH TO THE SOUTH-EAST.	4
PLATE 6: NORTH-WEST-FACING VIEW TOWARDS THE SITE AFTER THE ARRIVAL OF A HOVERCRAFT.	5
PLATE 7: FIRST EDITION (1868–81) ORDNANCE SURVEY MAP.	6
PLATE 8: 1898 ORDNANCE SURVEY MAP.	7
PLATE 9: 1909 ORDNANCE SURVEY MAP.	7
PLATE 10: 1932 AERIAL PHOTOGRAPH TAKEN FROM THE WEST.	8
PLATE 11: 1946 AERIAL PHOTOGRAPH TAKEN FROM THE WEST.	9
PLATE 12: 1950–52 ORDNANCE SURVEY MAP.	10
PLATE 13: 1978 ORDNANCE SURVEY MAP.	10
PLATE 14: 1999 SATELLITE IMAGE OF THE SITE AND ITS ENVIRONS.	11
PLATE 15: EXTRACT OF THE PROPOSED SITE / FLOOR PLANS.	12
PLATE 16: EXTRACT OF PROPOSED ELEVATIONS.	12
PLATE 17: MAP SHOWING THE SITE (OUTLINED IN RED) IN RELATION TO THE WESTERN PART OF THE SEAFRONT CONSERVATION AREA (SHADED YELLOW).	30
PLATE 18: WEST-FACING VIEW TOWARDS THE SITE FROM CLARENCE ESPLANADE.	31
PLATE 19: EAST-FACING VIEW ACROSS THE SITE FROM CLARENCE PIER.	31
PLATE 20: LONG-RANGE, NORTH-WEST-FACING VIEW TOWARDS THE SITE (NOT READILY VISIBLE DUE TO INTERVENING BUILT FORM) ALONG CLARENCE ESPLANADE.	32
PLATE 21: LONG-RANGE, WEST-FACING VIEW TOWARDS THE SITE (LOCATION OUTLINED IN RED) FROM SOUTHSEA COMMON.	32
PLATE 22: NORTH-WEST-FACING VIEW TOWARDS THE SITE FROM THE BEACH FOLLOWING THE ARRIVAL OF THE HOVERCRAFT.	33
PLATE 23: NORTH-WEST-FACING VIEW ACROSS THE COMMON FROM SERPENTINE ROAD.	36

PLATE 24: WEST-FACING VIEW TOWARDS THE SITE (LOCATION OUTLINED IN RED) FROM WITHIN THE WESTERNMOST (NEAREST) PART OF SOUTHSEA COMMON.	39
PLATE 25: TRAFALGAR MONUMENT, NORTH-EAST ELEVATION VIEWED FROM CLARENCE ESPLANADE.	40
PLATE 26: SOUTH-WEST-FACING VIEW TO THE TRAFALGAR MONUMENT FROM THE OPPOSITE SIDE OF CLARENCE ESPLANADE.	42
PLATE 27: NORTH-WEST-FACING VIEW TO THE TRAFALGAR MONUMENT FROM THE BEACH.	42
PLATE 28: NORTH-EAST-FACING VIEW TO THE TRAFALGAR MONUMENT FROM THE BEACH.	42
PLATE 29: NORTH-WEST-FACING VIEW TOWARDS THE TRAFALGAR MONUMENT AND THE SITE FOLLOWING THE ARRIVAL OF A HOVERCRAFT.	42
PLATE 30: CHESAPEAKE MONUMENT, NORTH-EAST ELEVATION.	44
PLATE 31: NORTH-WEST-FACING VIEW TO THE CHESAPEAKE MONUMENT.	45
PLATE 32: PEEL MONUMENT, SOUTH-EAST ELEVATION VIEWED FROM CLARENCE ESPLANADE.	46
PLATE 33: NORTH-WEST-FACING VIEW TOWARDS THE PEEL MONUMENT FROM THE BEACH. THE SITE CAN BE GLIMPSED IN THE BACKGROUND.	48
PLATE 34: NORTH-WEST-FACING VIEW TO THE PEEL MONUMENT AND THE SITE DURING THE ARRIVAL OF A HOVERCRAFT.	49
PLATE 35: QUEEN'S HOTEL, SOUTH AND WEST ELEVATIONS VIEWED FROM CLARENCE PARADE.	49
PLATE 36: EAST-FACING VIEW FROM THE ENTRANCE TO THE HOVERCRAFT TERMINAL (THE SITE) ON CLARENCE ESPLANADE.	52
PLATE 37: WEST-FACING VIEW IN THE DIRECTION OF THE SITE (LOCATION OUTLINED IN RED) FROM SOUTHSEA COMMON CAR PARK (IMMEDIATELY OPPOSITE THE WEST FAÇADE OF QUEEN'S HOTEL).	53

1. Introduction

1.1 Pegasus Group have been commissioned by Griffon Hoverwork to prepare a Built Heritage Statement to consider the proposed erection of a temporary, two-storey portacabin at Southsea Hovercraft Terminal to provide additional office and welfare facilities. The Hovercraft Terminal (hereafter also referred to as 'the site') is shown on the Site Location Plan provided at Plate 1.

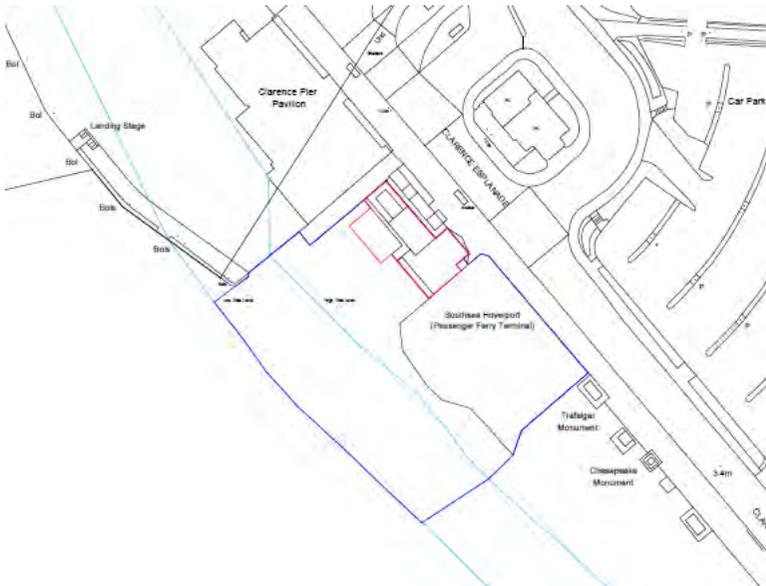


Plate 1: Site Location Plan.

1.2 The Hovercraft Terminal is located on the south-west side of Clarence Esplanade and immediately south-east of Clarence Pier. The site is located within the Seafront Conservation Area. There are no other designated heritage assets within the site, although the National Heritage List for England (NHLE) incorrectly plots the Grade II Listed Peel Monument (NHLE 1386972) within the boundary of the broader Hovercraft Terminal site (that which is in the applicant's leasehold). This monument is located c. 130m south-east of the site. Besides the Peel Monument, there are several other designated heritage assets in the vicinity of the site, including Grade II Registered Southsea Common, additional Grade II Listed monuments positioned along the nearby seafront, and the Grade II Listed Queen's Hotel.

1.3 This Built Heritage Statement provides information with regards to the significance of the historic environment to fulfil the requirement given in paragraph 189 of the Government's National Planning Policy Framework (the NPPF¹) which requires:

*"an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting."*²

¹ Ministry of Housing, Communities and Local Government (MHCLG), *National Planning Policy Framework (NPPF)* (London, February 2019).

² MHCLG, *NPPF*, paragraph 189.

- 1.4 In order to inform an assessment of the acceptability of the scheme in relation to impacts to the historic environment, following paragraphs 193 to 197 of the NPPF, any harm to the historic environment resulting from the proposed development is also described, including impacts to significance through changes to setting.
- 1.5 As required by paragraph 189 of the NPPF, the detail and assessment in this Report is considered to be "*proportionate to the asset's importance*".³

³ MHCLG, NPPF, paragraph 189.

2. Site Description and Planning History

- 2.1 The site comprises Southsea Hovercraft Terminal which provides the hovercraft service between Portsmouth and Ryde (Isle of Wight). All built elements within the site are modern structures associated with the hovercraft service and do not constitute heritage assets.
- 2.2 The main terminal building (Plate 2 & Plate 3) is a two-storey structure faced predominantly in yellow, buff bricks and houses a lobby, reception, waiting area, office, store, and (at first-floor level) WCs. The gabled north-east elevation is the main entrance and is dominated by glazing and signage. To the rear, the tiled roof is hipped with gablet. Planning records indicate that the building was erected c. 1988 (LPA ref. A* 33848/AB).



Plate 2: Hovercraft Terminal, principal north-east elevation.



Plate 3: Hovercraft Terminal, north-west flank and rear (south-west) elevations viewed from Clarence Pier.



Plate 4: Single-storey element of the Hovercraft Terminal.



Plate 5: North-facing view into the site from the public beach to the south-east.

2.3 Adjoining the main terminal building to the north-west is a single-storey structure (Plate 4) that accommodates additional WCs, another waiting area, and an open-air cycle store. It appears to have been erected c. 1995 (LPA ref. A*33848/AH) and is largely of concrete construction with a corrugated metal roof and painted timber casement windows along the rear elevation. Immediately north of this structure, but outside the site boundary, is a row of single-storey retail units.

2.4 The south-east area (beyond the application site boundary) is occupied by a concrete landing stage for the hovercrafts, while the remainder of the site is pebbled beach. The boundary of the Hovercraft Terminal is demarcated by a combination of metal railings, concrete barriers, brick walling, and eight large, padded columns (Plate 5).



Plate 6: North-west-facing view towards the site after the arrival of a hovercraft.

Visibility of the terminal building is largely obscured by the landed craft.

Site Development

- 2.5 The First Edition (1868–81) Ordnance Survey map (Plate 7) was published after the levelling of Southsea Common and the construction of Clarence Esplanade in the mid-19th century. At that time, the site was a section of undeveloped beach. Clarence Esplanade, several monuments (including the Peel Monument) and three gun stands were located in close proximity to the site. Clarence Pier, which had been constructed in 1861, is illustrated immediately north-west of the site and, at that time, was surmounted by a band stand, with the Southsea Assembly Rooms located further to the north. More monuments are recorded to the north and south-east of the site.

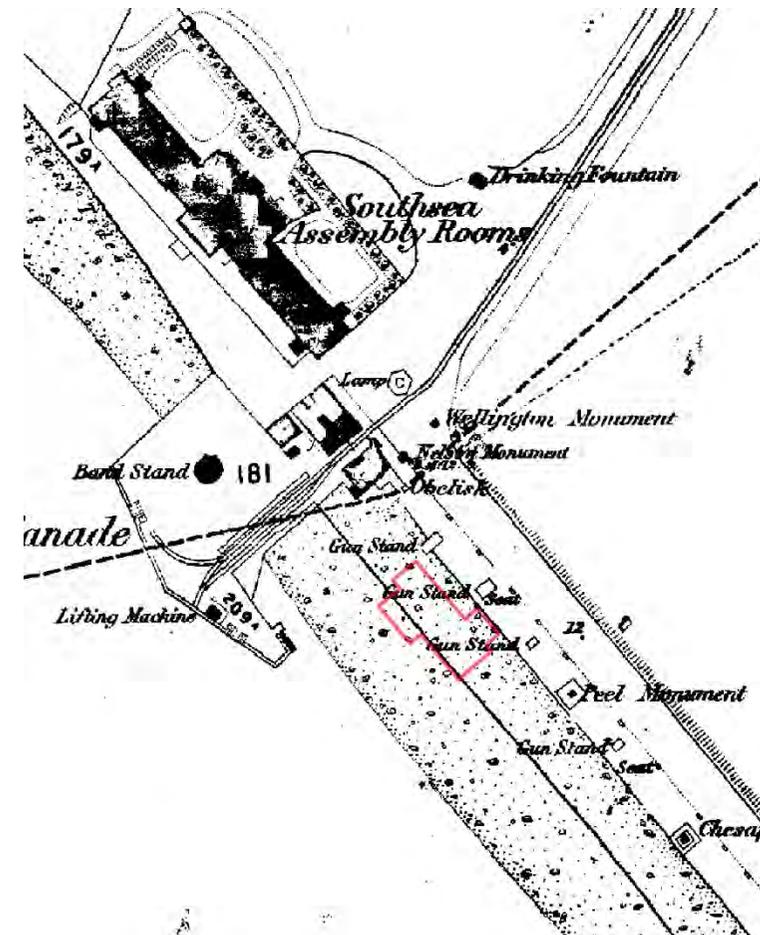


Plate 7: First Edition (1868–81) Ordnance Survey map.

Site outlined in red.

2.6 The subsequent 1898 Ordnance Survey map (Plate 8) shows minimal change within the site. In the immediate vicinity, the Trafalgar Monument had been relocated to the stand south-east of the site (where it is still located today), a pavilion had been erected on the adjacent pier, a urinal had been constructed to the north-east, and some of the gun stands had been removed.

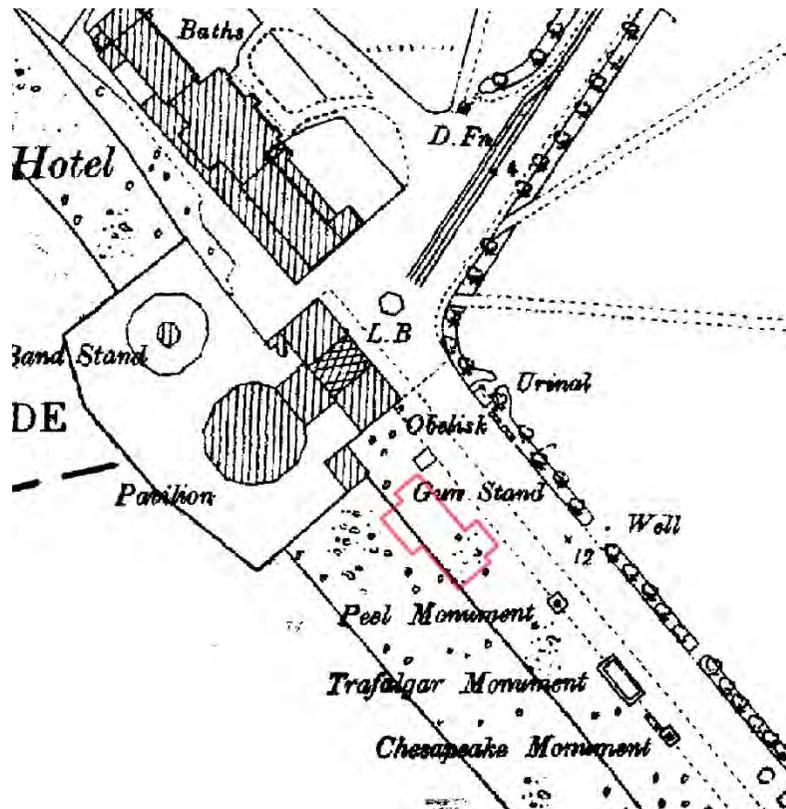


Plate 8: 1898 Ordnance Survey map.

Site outlined in red.

2.7 The 1909 Ordnance Survey map (Plate 9) illustrates no notable changes within the site or in its immediate vicinity.

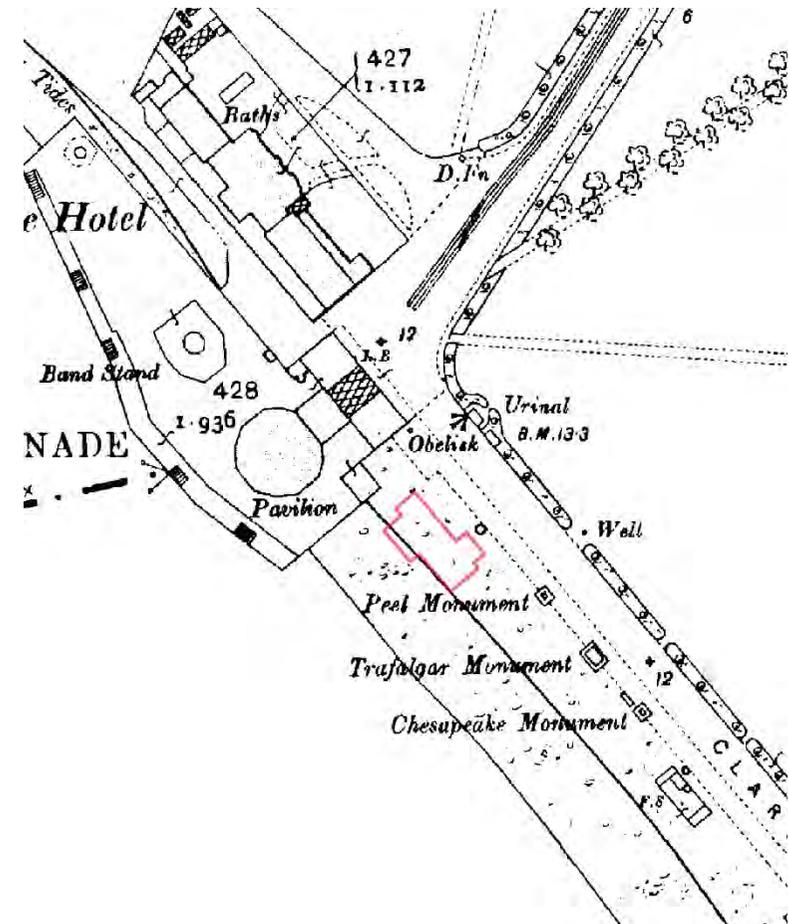


Plate 9: 1909 Ordnance Survey map.

Site outlined in red.

- 2.8 An aerial photograph taken in 1932 (Plate 10) shows the site occupied by bathers. There appear to have been several beach shelters located within the north-eastern part of the site at that time, as well as the Peel Monument. To the north of the site, and as corroborated by the 1933 Ordnance Survey map, a toilet block had been erected to replace the previously recorded urinals.
- 2.9 A subsequent aerial photograph taken in 1946 (Plate 11) shows

the site and its surrounds in the aftermath of WWII. The site itself remained largely unchanged, although the beach shelters had been removed. Clarence Pier is shown in a ruined state, having been bombed during WWII air raids. Inland, military structures appear to have been erected on Southsea Common. The toilet block immediately north-east of the site had been rebuilt, being replaced with a single-storey flat-roofed structure that appears to correspond with the present-day Clarence Pier public toilet block.

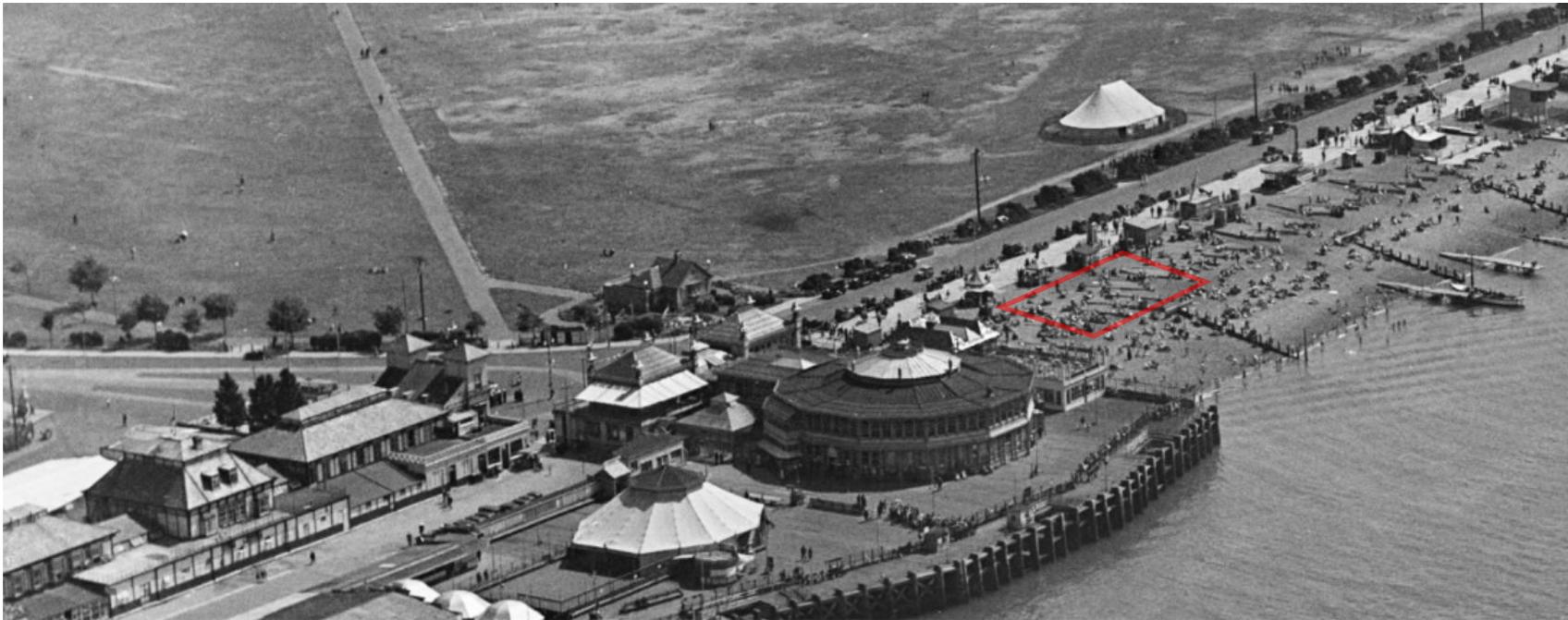


Plate 10: 1932 aerial photograph taken from the west.

The approximate site location is outlined in red. Source: Britain from Above, ref. EPW039678.



Plate 11: 1946 aerial photograph taken from the west.

The approximate site location is outlined in red. Source: Britain from Above, ref. EPW003003.

2.10 The 1950–52 Ordnance Survey map (Plate 12) illustrates no change within the site but does show the new plan of Clarence Pier which was then in the process of being rebuilt. A large car park had been established directly opposite (east) of the site.

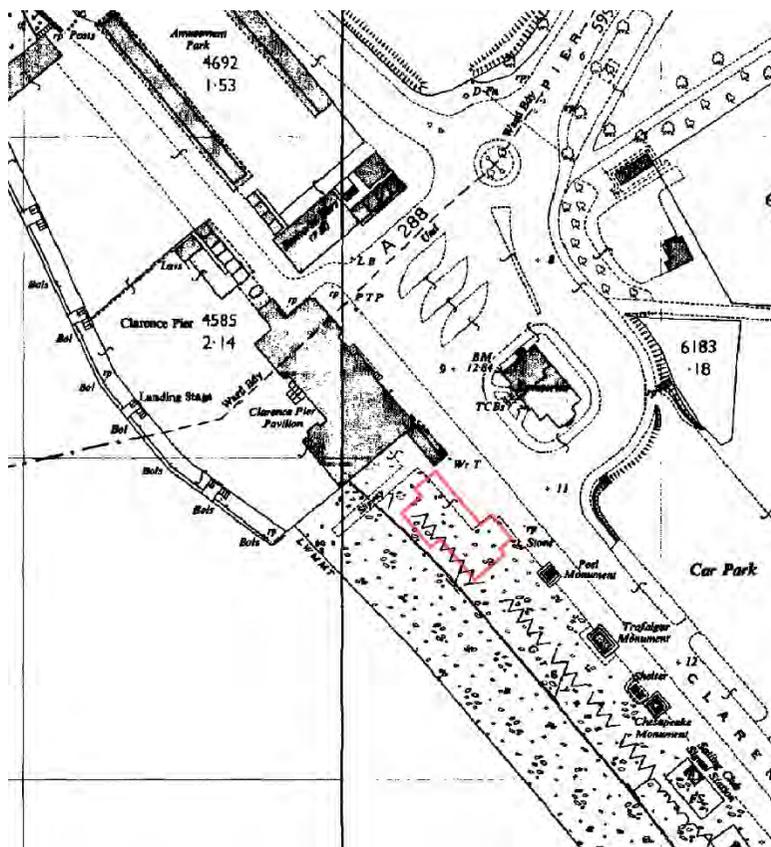


Plate 12: 1950–52 Ordnance Survey map.

Site outlined in red.

2.11 The Hovercraft Terminal was established on the site c. 1965 (LPA ref. A*25761) and is first illustrated on Ordnance Survey mapping from the 1970s (Plate 13). At that time, the terminal occupied a smaller area. A satellite image captured in 1999 (Plate 14) shows that the terminal had been expanded by that year and the buildings extant today had been erected. The car park opposite had been extended to the east and north-east.

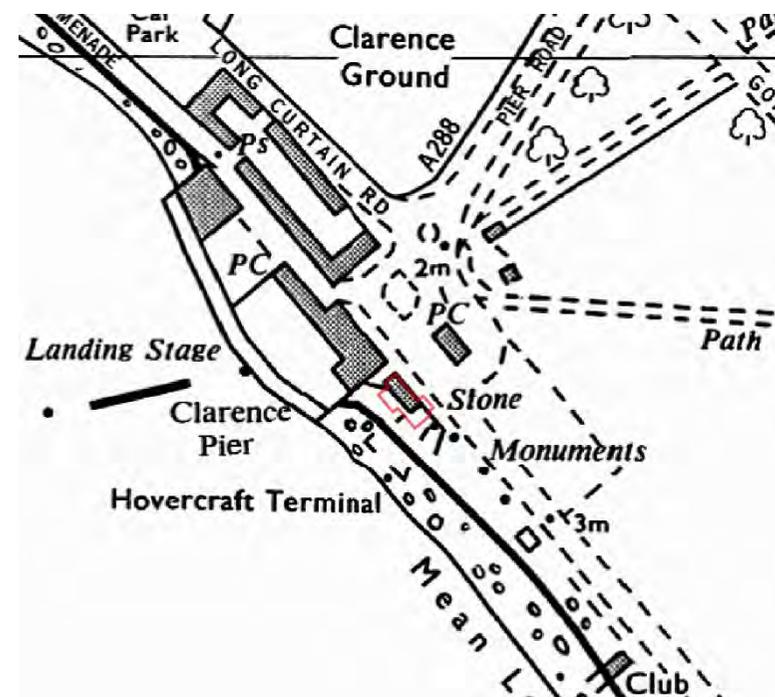


Plate 13: 1978 Ordnance Survey map.

Site outlined in red.

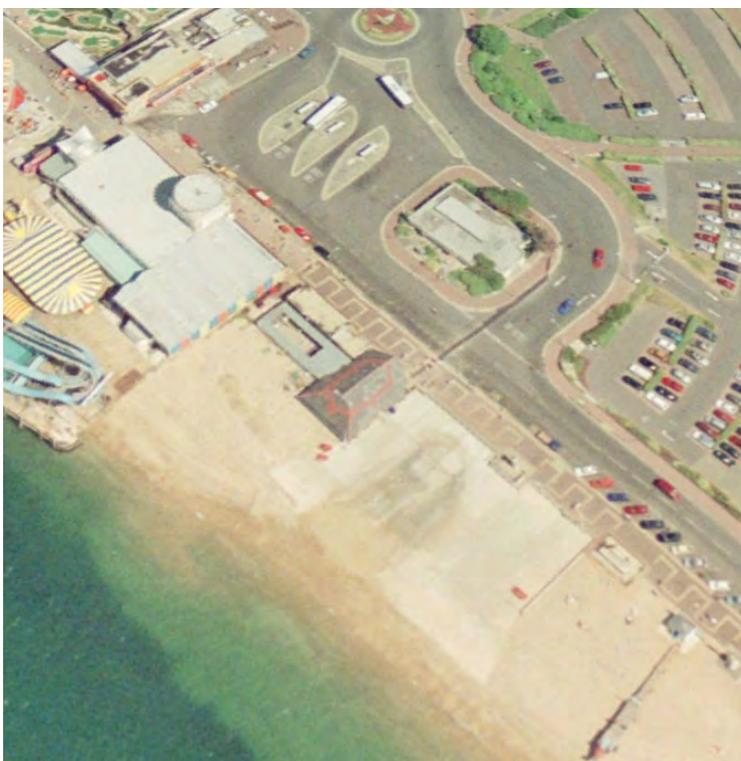


Plate 14: 1999 satellite image of the site and its environs.

Source: Google Earth Pro.

2.12 Subsequent satellite imagery shows that by 2005, the Peel Monument had been moved to its present location further south-east. More substantial barriers were also gradually erected around the Hover Terminal.

Planning History

2.13 There are numerous planning history records held online by Portsmouth City Council which relate to the site. These records have been cited above where they relate to important phases in the development of the site. More generally, these records date from 1965 to 2011 and document the development of the Hovercraft Terminal from its initial inception *c.* 1965 as a temporary hover ferry station to a permanent, expanded fixture of the Southsea seafront.

4. Methodology

4.1 The aims of this Built Heritage Statement are to assess the significance of the heritage resource within the site, to assess any contribution that the site makes to the heritage significance of the identified heritage assets, and to identify any harm or benefit to them which may result from the implementation of the development proposals, along with the level of any harm caused, if relevant. This assessment considers built heritage.

Sources

4.2 The following key sources have been consulted as part of this assessment:

- The National Heritage List for England for information on designated heritage assets;
- Heritage Gateway, for information on the recorded heritage resource and previous archaeological works;
- *The Seafront Conservation Area Guidelines for Conservation* as prepared by Portsmouth City Council; and
- Online resources, including historic maps, aerial photographs, and Google Earth satellite imagery.

4.3 Heritage assets in the wider area were assessed as deemed appropriate (see Section 7).

Site Visit

4.4 A site visit was undertaken by a Heritage Consultant from Pegasus Group on 26th November 2020, during which the site and its surrounds were assessed. Selected heritage assets were assessed from publicly accessible areas.

4.5 The visibility on this day was clear. There is limited vegetation surrounding the site, however the deciduous vegetation that is present was not fully in leaf at the time of the site visit and thus a clear indication as to potential intervisibility between the site and the surrounding areas could be established.

Assessment of significance

4.6 In the NPPF, heritage significance is defined as:

“The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting. For World Heritage Sites, the cultural value described within each site’s Statement of Outstanding Universal Value forms part of its significance.”⁴

4.7 Historic England’s *Managing Significance in Decision-Taking in the Historic Environment: Historic Environment Good Practice*

⁴ MHCLG, *NPPF*, p. 71.

*Advice in Planning: 2*⁵ (hereafter GPA 2) gives advice on the assessment of significance as part of the application process. It advises understanding the nature, extent, and level of significance of a heritage asset.

4.8 In order to do this, GPA 2 also advocates considering the four types of heritage value an asset may hold, as identified in English Heritage's *Conservation Principles*.⁶ These essentially cover the heritage 'interests' given in the glossary of the NPPF⁷ and the online Planning Practice Guidance on the Historic Environment⁸ (hereafter 'PPG') which are **archaeological**, **architectural and artistic** and **historic**.

4.9 The PPG provides further information on the interests it identifies:

- **Archaeological interest:** "As defined in the Glossary to the National Planning Policy Framework, there will be archaeological interest in a heritage asset if it holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point."
- **Architectural and artistic interest:** "These are interests in the design and general aesthetics of a place. They can arise from conscious design or

⁵ Historic England, *Managing Significance in Decision-Taking in the Historic Environment: Historic Environment Good Practice Advice in Planning: 2* (2nd edition, Swindon, July 2015).

⁶ English Heritage, *Conservation Principles: Policies and Guidance for the Sustainable Management of the Historic Environment* (London, April 2008). These heritage values are identified as being 'aesthetic', 'communal', 'historical' and 'evidential', see *idem* pp. 28–32.

⁷ MHCLG, *NPPF*, p. 71.

fortuitously from the way the heritage asset has evolved. More specifically, architectural interest is an interest in the art or science of the design, construction, craftsmanship and decoration of buildings and structures of all types. Artistic interest is an interest in other human creative skills, like sculpture."

- **Historic interest:** "An interest in past lives and events (including pre-historic). Heritage assets can illustrate or be associated with them. Heritage assets with historic interest not only provide a material record of our nation's history, but can also provide meaning for communities derived from their collective experience of a place and can symbolise wider values such as faith and cultural identity."⁹

4.10 Significance results from a combination of any, some or all of the interests described above.

4.11 The most-recently issued guidance on assessing heritage significance, Historic England's *Statements of Heritage Significance: Analysing Significance in Heritage Assets*, *Historic England Advice Note 12*,¹⁰ advises using the terminology of the NPPF and PPG, and thus it is that terminology which is used in this Report.

⁸ Ministry of Housing Communities and Local Government (MHCLG), *Planning Practice Guidance: Historic Environment (PPG)* (revised edition, 23rd July 2019), <https://www.gov.uk/guidance/conserving-and-enhancing-the-historic-environment>.

⁹ MHCLG, *PPG*, paragraph 006, reference ID: 18a-006-20190723.

¹⁰ Historic England, *Statements of Heritage Significance: Analysing Significance in Heritage Assets*, *Historic England Advice Note 12* (Swindon, October 2019).

4.12 Listed Buildings and Conservation Areas are generally designated for their special architectural and historic interest. Scheduling is predominantly, although not exclusively, associated with archaeological interest.

Setting and significance

4.13 As defined in the NPPF:

“Significance derives not only from a heritage asset’s physical presence, but also from its setting.”¹¹

4.14 Setting is defined as:

“The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.”¹²

4.15 Therefore, setting can contribute to, affect an appreciation of significance, or be neutral with regards to heritage values.

Assessing change through alteration to setting

4.16 How setting might contribute to these values has been assessed within this Report with reference to *The Setting of Heritage*

*Assets: Historic Environment Good Practice Advice in Planning Note 3*¹³ (henceforth referred to as ‘GPA 3’), particularly the checklist given on page 11. This advocates the clear articulation of “what matters and why”.¹⁴

4.17 In GPA 3, a stepped approach is recommended, of which Step 1 is to identify which heritage assets and their settings are affected. Step 2 is to assess whether, how and to what degree settings make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated. The guidance includes a (non-exhaustive) checklist of elements of the physical surroundings of an asset that might be considered when undertaking the assessment including, among other things: topography, other heritage assets, green space, functional relationships and degree of change over time. It also lists aspects associated with the experience of the asset which might be considered, including: views, intentional intervisibility, tranquillity, sense of enclosure, accessibility, rarity and land use.

4.18 Step 3 is to assess the effect of the proposed development on the significance of the asset(s). Step 4 is to explore ways to maximise enhancement and minimise harm. Step 5 is to make and document the decision and monitor outcomes.

4.19 A Court of Appeal judgement has confirmed that whilst issues of

¹¹ MHCLG, *NPPF*, p. 71.

¹² MHCLG, *NPPF*, p. 71.

¹³ Historic England, *The Setting of Heritage Assets: Historic Environment Good Practice Advice in Planning Note 3* (2nd edition, Swindon, December 2017).

¹⁴ Historic England, *The Setting of Heritage Assets: Historic Environment Good Practice Advice in Planning Note 3* (2nd edition, Swindon, December 2017), p. 8.

visibility are important when assessing setting, visibility does not necessarily confer a contribution to significance and also that factors other than visibility should also be considered, with Lindblom LJ stating at paragraphs 25 and 26 of the judgement (referring to an earlier Court of Appeal judgement)¹⁵:

Paragraph 25 – “But – again in the particular context of visual effects – I said that if “a proposed development is to affect the setting of a listed building there must be a distinct visual relationship of some kind between the two – a visual relationship which is more than remote or ephemeral, and which in some way bears on one’s experience of the listed building in its surrounding landscape or townscape” (paragraph 56)”.

Paragraph 26 – “This does not mean, however, that factors other than the visual and physical must be ignored when a decision-maker is considering the extent of a listed building’s setting. Generally, of course, the decision-maker will be concentrating on visual and physical considerations, as in Williams (see also, for example, the first instance judgment in R. (on the application of Miller) v North Yorkshire County Council [2009] EWHC 2172 (Admin), at paragraph 89). But it is clear from the relevant national policy and guidance to which I have referred, in particular the guidance in paragraph 18a-013-20140306 of the PPG, that the Government recognizes the potential relevance of other considerations – economic, social and historical. These other considerations may include, for example, “the historic relationship between places”. Historic England’s advice in GPA3 was broadly to the same effect.”

¹⁵ *Catesby Estates Ltd. V. Steer* [2018] EWCA Civ 1697, para. 25 and 26.

Levels of significance

- 4.20 Descriptions of significance will naturally anticipate the ways in which impacts will be considered. Hence descriptions of the significance of Conservation Areas will make reference to their special interest and character and appearance, and the significance of Listed Buildings will be discussed with reference to the building, its setting and any features of special architectural or historic interest which it possesses.
- 4.21 In accordance with the levels of significance articulated in the NPPF and the PPG, three levels of significance are identified:
- **Designated heritage assets of the highest significance**, as identified in paragraph 194 of the NPPF, comprising Grade I and II* Listed buildings, Grade I and II* Registered Parks and Gardens, Scheduled Monuments, Protected Wreck Sites, World Heritage Sites and Registered Battlefields (and also including some Conservation Areas) and non-designated heritage assets of archaeological interest which are demonstrably of equivalent significance to Scheduled Monuments, as identified in footnote 63 of the NPPF;
 - **Designated heritage assets of less than the highest significance**, as identified in paragraph 194 of the NPPF, comprising Grade II Listed buildings and Grade II Registered Parks and Gardens (and also some Conservation Areas); and
 - **Non-designated heritage assets**. Non-designated heritage assets are defined within the PPG as “buildings, monuments, sites, places, areas or

landscapes identified by plan-making bodies as having a degree of significance meriting consideration in planning decisions, but which do not meet the criteria for designated heritage assets".¹⁶

4.22 Additionally, it is of course possible that sites, buildings or areas have **no heritage significance**.

Assessment of harm

4.23 Assessment of any harm will be articulated in terms of the policy and law that the proposed development will be assessed against, such as whether a proposed development preserves or enhances the character or appearance of a Conservation Area, and articulating the scale of any harm in order to inform a balanced judgement/weighting exercise as required by the NPPF.

4.24 In order to relate to key policy, the following levels of harm may potentially be identified for designated heritage assets:

- **Substantial harm or total loss.** *It has been clarified in a High Court Judgement of 2013 that this would be harm that would "have such a serious impact on the significance of the asset that its significance was either vitiated altogether or very much reduced";¹⁷ and*
- **Less than substantial harm.** *Harm of a lesser level than that defined above.*

4.25 With regards to these two categories, the PPG states:

¹⁶ MHCLG, PPG, paragraph 039, reference ID: 18a-039-20190723.

¹⁷ *Bedford Borough Council v Secretary of State for Communities and Local Government* [2013] EWHC 2847 (Admin), para. 25.

"Within each category of harm (which category applies should be explicitly identified), the extent of the harm may vary and should be clearly articulated."¹⁸

4.26 Hence, for example, harm that is less than substantial would be further described with reference to where it lies on that spectrum or scale of harm, for example low end, middle of the spectrum and upper end of the less than substantial harm scale.

4.27 With regards to non-designated heritage assets, there is no basis in policy for describing harm to them as substantial or less than substantial, rather the NPPF requires that the scale of any harm or loss is articulated. As such, harm to such assets is articulated as a level of harm to their overall significance, with levels such as negligible, minor, moderate and major harm identified.

4.28 It is also possible that development proposals will cause **no harm or preserve** the significance of heritage assets. A High Court Judgement of 2014 is relevant to this. This concluded that with regard to preserving the setting of a Listed building or preserving the character and appearance of a Conservation Area, 'preserving' means doing 'no harm'.¹⁹

4.29 Preservation does not mean no change; it specifically means no harm. GPA 2 states that "**Change to heritage assets is inevitable**

¹⁸ MHCLG, PPG, paragraph 018, reference ID: 18a-018-20190723.

¹⁹ *R (Forge Field Society) v Sevenoaks District Council* [2014] EWHC 1895 (Admin).

but it is only harmful when significance is damaged".²⁰ Thus, change is accepted in Historic England's guidance as part of the evolution of the landscape and environment. It is whether such change is neutral, harmful or beneficial to the significance of an asset that matters.

4.30 As part of this, setting may be a key consideration. For an evaluation of any harm to significance through changes to setting, this assessment follows the methodology given in GPA 3, described above. Again, fundamental to the methodology set out in this document is stating "what matters and why". Of particular relevance is the checklist given on page 13 of GPA 3.

4.31 It should be noted that this key document also states that:

*"Setting is not itself a heritage asset, nor a heritage designation..."*²¹

4.32 Hence any impacts are described in terms of how they affect the significance of a heritage asset, and heritage values that contribute to this significance, through changes to setting.

4.33 With regards to changes in setting, GPA 3 states that:

"Conserving or enhancing heritage assets by taking their settings into account need not prevent change".²²

4.34 Additionally, it is also important to note that, as clarified in the Court of Appeal, whilst the statutory duty requires that special regard should be paid to the desirability of not harming the setting of a Listed Building, that cannot mean that any harm, however minor, would necessarily require Planning Permission to be refused.²³

Benefits

4.35 Proposed development may also result in benefits to heritage assets, and these are articulated in terms of how they enhance the heritage values and hence the significance of the assets concerned.

²⁰ Historic England, *GPA 2*, p. 9.

²¹ Historic England, *GPA 3*, p. 4.

²² Historic England, *GPA 3.*, p. 8.

²³ *Palmer v Herefordshire Council & Anor* [2016] EWCA Civ 1061.

5. Planning Policy Framework

5.1 This section of the Report sets out the legislation and planning policy considerations and guidance contained within both national and local planning guidance which specifically relate to the site, with a focus on those policies relating to the protection of the historic environment.

Legislation

5.2 Legislation relating to the built historic environment is primarily set out within the *Planning (Listed Buildings and Conservation Areas) Act 1990*,²⁴ which provides statutory protection for Listed Buildings and Conservation Areas.

5.3 Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that:

“In considering whether to grant planning permission [or permission in principle] for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State, shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.”²⁵

5.4 In the 2014 Court of Appeal judgement in relation to the

Barnwell Manor case, Sullivan LJ held that:

“Parliament in enacting section 66(1) did intend that the desirability of preserving the settings of listed buildings should not simply be given careful consideration by the decision-maker for the purpose of deciding whether there would be some harm, but should be given “considerable importance and weight” when the decision-maker carries out the balancing exercise.”²⁶

5.5 A judgement in the Court of Appeal (‘Mordue’) has clarified that, with regards to the setting of Listed Buildings, where the principles of the NPPF are applied (in particular paragraph 134 of the 2012 draft of the NPPF, the requirements of which are now given in paragraph 196 of the revised NPPF, see below), this is in keeping with the requirements of the 1990 Act.²⁷

5.6 With regards to development within Conservation Areas, Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states:

“In the exercise, with respect to any buildings or other land in a conservation area, of any powers under any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability

²⁴ UK Public General Acts, *Planning (Listed Buildings and Conservation Areas) Act 1990*.

²⁵ *Planning (Listed Buildings and Conservation Areas) Act 1990*, Section 66(1).

²⁶ *Barnwell Manor Wind Energy Ltd v (1) East Northamptonshire DC & Others* [2014] EWCA Civ 137. para. 24.

²⁷ *Jones v Mordue* [2015] EWCA Civ 1243.

of preserving or enhancing the character or appearance of that area."

- 5.7 Unlike Section 66(1), Section 72(1) of the Act does not make reference to the setting of a Conservation Area. This makes it plain that it is the character and appearance of the designated Conservation Area that is the focus of special attention.
- 5.8 Scheduled Monuments are protected by the provisions of the *Ancient Monuments and Archaeological Areas Act 1979* which relates to nationally important archaeological sites.²⁸ Whilst works to Scheduled Monuments are subject to a high level of protection, it is important to note that there is no duty within the 1979 Act to have regard to the desirability of preservation of the setting of a Scheduled Monument.
- 5.9 In addition to the statutory obligations set out within the Planning (Listed Buildings and Conservation Area) Act 1990, Section 38(6) of the *Planning and Compulsory Purchase Act 2004* requires that all planning applications, including those for Listed Building Consent, are determined in accordance with the Development Plan unless material considerations indicate otherwise.²⁹

National Planning Policy Guidance

The National Planning Policy Framework (February 2019)

- 5.10 National policy and guidance is set out in the Government's

National Planning Policy Framework (NPPF) published in February 2019. This replaced and updated the previous NPPF 2018 which in turn had amended and superseded the 2012 version. The NPPF needs to be read as a whole and is intended to promote the concept of delivering sustainable development.

- 5.11 The NPPF sets out the Government's economic, environmental and social planning policies for England. Taken together, these policies articulate the Government's vision of sustainable development, which should be interpreted and applied locally to meet local aspirations. The NPPF continues to recognise that the planning system is plan-led and that therefore Local Plans, incorporating Neighbourhood Plans, where relevant, are the starting point for the determination of any planning application, including those which relate to the historic environment.
- 5.12 The overarching policy change applicable to the proposed development is the presumption in favour of sustainable development. This presumption in favour of sustainable development (the 'presumption') sets out the tone of the Government's overall stance and operates with and through the other policies of the NPPF. Its purpose is to send a strong signal to all those involved in the planning process about the need to plan positively for appropriate new development; so that both plan-making and development management are proactive and driven by a search for opportunities to deliver sustainable

²⁸ UK Public General Acts, *Ancient Monuments and Archaeological Areas Act 1979*.

²⁹ UK Public General Acts, *Planning and Compulsory Purchase Act 2004*, Section 38(6).

development, rather than barriers. Conserving historic assets in a manner appropriate to their significance forms part of this drive towards sustainable development.

5.13 The purpose of the planning system is to contribute to the achievement of sustainable development and the NPPF sets out three 'objectives' to facilitate sustainable development: an economic objective, a social objective, and an environmental objective. The presumption is key to delivering these objectives, by creating a positive pro-development framework which is underpinned by the wider economic, environmental and social provisions of the NPPF. The presumption is set out in full at paragraph 11 of the NPPF and reads as follows:

"Plans and decisions should apply a presumption in favour of sustainable development.

For plan-making this means that:

- a. plans should positively seek opportunities to meet the development needs of their area, and be sufficiently flexible to adapt to rapid change;*
- b. strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within neighbouring areas, unless:
 - i. the application of policies in this Framework that protect areas or assets of particular importance**

provides a strong reason for restricting the overall scale, type or distribution of development in the plan area; or

- ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.*

For decision-taking this means:

- a. approving development proposals that accord with an up-to-date development plan without delay; or*
- b. where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:
 - i. the application policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or*
 - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.*³⁰*

5.14 However, it is important to note that footnote 6 of the NPPF applies in relation to the final bullet of paragraph 11. This

³⁰ MHCLG, *NPPF*, para. 11.

provides a context for paragraph 11 and reads as follows:

*"The policies referred to are those in this Framework (rather than those in development plans) relating to: habitats sites (and those sites listed in paragraph 176) and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, an Area of Outstanding Natural Beauty, a National Park (or within the Broads Authority) or defined as Heritage Coast; irreplaceable habitats; designated heritage assets (and other heritage assets of archaeological interest referred to in footnote 63); and areas at risk of flooding or coastal change."*³¹ (our emphasis)

5.15 The NPPF continues to recognise that the planning system is plan-led and that therefore, Local Plans, incorporating Neighbourhood Plans, where relevant, are the starting point for the determination of any planning application.

5.16 Heritage Assets are defined in the NPPF as:

*"A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing)."*³²

5.17 The NPPF goes on to define a Designated Heritage Asset as a:

"World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and

³¹ MHCLG, *NPPF*, para. 11, fn. 6.

³² MHCLG, *NPPF*, p. 67.

³³ MHCLG, *NPPF*, p. 66.

*Garden, Registered Battlefield or Conservation Area designated under relevant legislation."*³³ (our emphasis)

5.18 As set out above, significance is also defined as:

*"The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting. For World Heritage Sites, the cultural value described within each site's Statement of Outstanding Universal Value forms part of its significance."*³⁴

5.19 Section 16 of the NPPF relates to 'Conserving and enhancing the historic environment' and states at paragraph 190 that:

*"Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal."*³⁵

5.20 Paragraph 192 goes on to state that:

³⁴ MHCLG, *NPPF*, p. 71.

³⁵ MHCLG, *NPPF*, para. 190.

"In determining planning applications, local planning authorities should take account of:

- a. the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;*
- b. the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and*
- c. the desirability of new development making a positive contribution to local character and distinctiveness."³⁶*

5.21 With regard to the impact of proposals on the significance of a heritage asset, paragraphs 193 and 194 are relevant and read as follows:

"When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance."³⁷

"Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting),

³⁶ MHCLG, *NPPF*, para. 192.

³⁷ MHCLG, *NPPF*, para. 193.

should require clear and convincing justification. Substantial harm to or loss of:

- a. grade II listed buildings, or grade II registered parks or gardens, should be exceptional;*
- b. assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional."³⁸*

5.22 In the context of the above, it should be noted that paragraph 195 reads as follows:

"Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- a. the nature of the heritage asset prevents all reasonable uses of the site; and*
- b. no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and*

³⁸ MHCLG, *NPPF*, para. 194.

- c. *conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and*
- d. *the harm or loss is outweighed by the benefit of bringing the site back into use.*³⁹

5.23 Paragraph 196 goes on to state:

*"Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use."*⁴⁰

5.24 The NPPF also provides specific guidance in relation to development within Conservation Areas, stating at paragraph 200 that:

*"Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably."*⁴¹

5.25 Paragraph 201 goes on to recognise that *"not all elements of a World Heritage Site or Conservation Area will necessarily contribute to its significance"*⁴² and with regard to the potential

³⁹ MHCLG, *NPPF*, para. 195.

⁴⁰ MHCLG, *NPPF*, para. 196.

⁴¹ MHCLG, *NPPF*, para. 200.

harm from a proposed development states:

*"Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 195 or less than substantial harm under paragraph 196, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole."*⁴³ (our emphasis)

5.26 With regards to non-designated heritage assets, paragraph 197 of NPPF states that:

*"The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset."*⁴⁴

5.27 Overall, the NPPF confirms that the primary objective of development management is to foster the delivery of sustainable development, not to hinder or prevent it. Local Planning Authorities should approach development management decisions positively, looking for solutions rather than problems so that applications can be approved wherever it

⁴² MHCLG, *NPPF*, para. 201.

⁴³ *Ibid*.

⁴⁴ MHCLG, *NPPF*, para. 197.

is practical to do so. Additionally, securing the optimum viable use of sites and achieving public benefits are also key material considerations for application proposals.

National Planning Practice Guidance

- 5.28 The then Department for Communities and Local Government (now the Ministry for Housing, Communities and Local Government (MHCLG)) launched the planning practice guidance web-based resource in March 2014, accompanied by a ministerial statement which confirmed that a number of previous planning practice guidance documents were cancelled.
- 5.29 This also introduced the national Planning Practice Guidance (PPG) which comprised a full and consolidated review of planning practice guidance documents to be read alongside the NPPF.
- 5.30 The PPG has a discrete section on the subject of the Historic Environment, which confirms that the consideration of 'significance' in decision taking is important and states:

*"Heritage assets may be affected by direct physical change or by change in their setting. Being able to properly assess the nature, extent and importance of the significance of a heritage asset, and the contribution of its setting, is very important to understanding the potential impact and acceptability of development proposals."*⁴⁵

- 5.31 In terms of assessment of substantial harm, the PPG confirms

⁴⁵ MHCLG, PPG, paragraph 007, reference ID: 18a-007-20190723.

that whether a proposal causes substantial harm will be a judgement for the individual decision taker having regard to the individual circumstances and the policy set out within the NPPF. It goes on to state:

"In general terms, substantial harm is a high test, so it may not arise in many cases. For example, in determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. It is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting.

*While the impact of total destruction is obvious, partial destruction is likely to have a considerable impact but, depending on the circumstances, it may still be less than substantial harm or conceivably not harmful at all, for example, when removing later inappropriate additions to historic buildings which harm their significance. Similarly, works that are moderate or minor in scale are likely to cause less than substantial harm or no harm at all. However, even minor works have the potential to cause substantial harm."*⁴⁶ (our emphasis)

Local Planning Policy

- 5.32 Planning applications within Southsea are currently considered against the policy and guidance set out within the Portsmouth Core Strategy (Local Plan). The Local Plan was adopted on 24th

⁴⁶ MHCLG, PPG, paragraph 018, reference ID: 18a-018-20190723.

January 2012.

5.33 The Portsmouth Local Plan contains no discrete policy that considers the historic environment, although elements of Policy PCS23 'Design and Conservation' do relate to heritage. Policy PCS23 reads as follows:

"All new development must be well designed and, in particular, respect the character of the city.

The following will be sought in new development:

- *Excellent architectural quality in new buildings and changes to existing buildings*
- *Delight and innovation*
- *Public and private spaces that are clearly defined, as well as being safe, vibrant and attractive*
- *Development that relates well to the geography and history of Portsmouth, particularly the city's conservation areas (see map 26), listed buildings, locally listed buildings and scheduled ancient monuments*
- *Protection and enhancement of the city's historic townscape and its cultural and natural heritage, in particular its links to the sea*
- *Appropriate scale, density, layout, appearance and materials in relation to the particular context*
- *Protection and enhancement of the city's important views and settings of key*

buildings across the sea, harbours and from Portsdown Hill

- *Creation of new views and juxtapositions that add to the variety and texture of a setting*
- *Flexibility to respond to future changes in use, lifestyle and demography*
- *Promotion and encouragement of public art*
- *Car parking and cycle storage should be secure, well designed, integral to the scheme and convenient to users*
- *Active street frontages in town centre uses*
- *Consideration of how to reduce crime through design*
- *Accessibility to all users*
- *Protection of amenity and the provision of a good standard of living environment for neighbouring and local occupiers as well as future residents and users of the development."*

Local Plan Policies with regards to the NPPF and the 1990 Act

5.34 With regard to Local Plan policies, paragraph 213 of NPPF states that:

"...existing policies should not be considered out-of-date simply because they were adopted or made prior to the publication of this Framework. Due weight should be given to them, according to their degree of consistency with this Framework (the close

the policies in the plan to the policies in the Framework, the greater the weight that may be given).⁴⁷

5.35 In this context, where local plan policy was adopted well before the NPPF, and does not allow for the weighing of harm against public benefit for designated heritage assets (as set out within paragraph 196 of the NPPF) or a balanced judgement with regards to harm to non-designated heritage assets (see NPPF paragraph 197) then local planning policies would be considered to be overly restrictive compared to the NPPF, thus limiting the

weight they may be given in the decision-making process.

5.36 In this case, the Portsmouth Local Plan was adopted before the inception of the NPPF and makes no reference to the weighing of harm against public benefits during the decision-making process.

Emerging Policy

5.37 Preparation of a new Portsmouth Local Plan is currently underway; however, a draft has not yet been published.

⁴⁷ MHCLG, *NPPF*, p. 213.

6. The Historic Environment

The Seafront Conservation Area

- 6.1 The Seafront Conservation Area was first designated on 4th November 1971 and its boundary subsequently extended twice in 1977. At approximately 100ha in area, the Seafront Conservation Area is the largest in Portsmouth, extending from Clarence Pier at its western edge to South Parade Pier in the east.
- 6.2 The history and development of the Seafront Conservation Area is described in *The Seafront Conservation Area Guidelines for Conservation* (hereafter referred to as the 'Conservation Area Appraisal'),⁴⁸ therefore only the salient points are reproduced below.
- 6.3 Historically, the Seafront area was open, often marshy, land surrounding the coastal fortifications of Old Portsmouth, which included Southsea Castle, Lumps Fort, the Long Curtain, King's Bastion, and Spur Redoubt. For this reason, there are few buildings that pre-date the 19th century. There is a recorded tradition of the area being used for sea bathing from as early as c. 1770.
- 6.4 The modern development of the Seafront began around the

middle of the 19th-century, first with the levelling of Southsea Common between 1831 and 1843, and then with the construction of Clarence Esplanade in 1848. Clarence Pier was first erected in 1861, although the present structures dates from 1953–1961. Within the eastern part of the Conservation Area, the Canoe Lake was dug in 1886, and South Parade Pier was constructed in 1908 to the design of G. E. Smith but substantially rebuilt following a fire in 1975. Many new leisure facilities and amenities were developed along the Seafront during the interwar period.

- 6.5 There are many approaches to the Conservation Area, by road, on foot, and by boat. Of all the routes through the Conservation Area, Clarence Esplanade and Clarence Parade are the busiest thoroughfares.
- 6.6 The Conservation Area Appraisal does not present a systematic assessment of all the key views towards, within and from the Seafront; however, it does describe several important examples, including:
- Views out to sea that include glimpses of Haslar, Gilkicker, the Isle of Wight, and sea forts, such as Nab Tower;

⁴⁸ Portsmouth City Council, *The Seafront, Southsea, Conservation Area No 10: Guidelines for Conservation* (second edition, October 2006).

- North-west-facing views from Southsea Common to Old Portsmouth, which include glimpses of the masts of HMS Warrior;
- East-facing views towards the Conservation Area from Old Portsmouth; and
- Views towards the Conservation Area when approaching Portsmouth by boat.

6.7 The Conservation Area Appraisal specifically notes the changeability of these views as a result of the changing seasons and large public events, such as the annual Southsea Show.

Statement of significance

6.8 The Conservation Area Appraisal identifies many of the elements that contribute to the special character and appearance, and hence the heritage significance, of the Southsea Conservation Area. These elements comprise:

- The overwhelming sense of openness, largely perpetuated by Southsea Common, which is of historic interest as a public, designed space of the mid-19th century and facilitates many of the important long-range views described above;
- Clarence Esplanade, which forms the spine of the Conservation Area and is of historic interest as a designed townscape element of the mid-19th century;
- The many heritage assets within the Conservation Area which contribute to the archaeological, historic, architectural and artistic interest of the Seafront, the most notable being Southsea Castle, South Parade Pier, Southsea Common, and the various monuments

(principally arranged along Clarence Esplanade);

- Surviving elements of early 19th-century street furniture, including tall street-lighting columns and ornamental shelters, which contribute to the historic interest of the Seafront; and
- The sense of hustle and bustle, especially during the summer months when the Seafront becomes a popular tourist attraction and the Common hosts special events.

6.9 Elements of the setting (or surrounds) of the Seafront Conservation Area also make some contribution to its overall heritage significance. Those principal elements of setting which positively contribute comprise:

- The sea, which bounds the Conservation Area to the south, constitutes a key approach to the Seafront, and facilitates many key views; and
- The several neighbouring Conservation Areas, specifically Old Portsmouth (north-west), The Terraces, Castle Road, Owens Southsea, East Southsea, Craneswater and Eastern Parade (north), and Eastney Barracks (north-east).

The contribution of the site

6.10 Most of the site is located within the Seafront Conservation Area, with the south-west portion of sea and beach being located just outside the designation boundary (Plate 17).

6.11 As the terminal to the hovercraft route between Portsmouth and Ryde, the site constitutes an important modern approach and access point to the Conservation Area by sea.

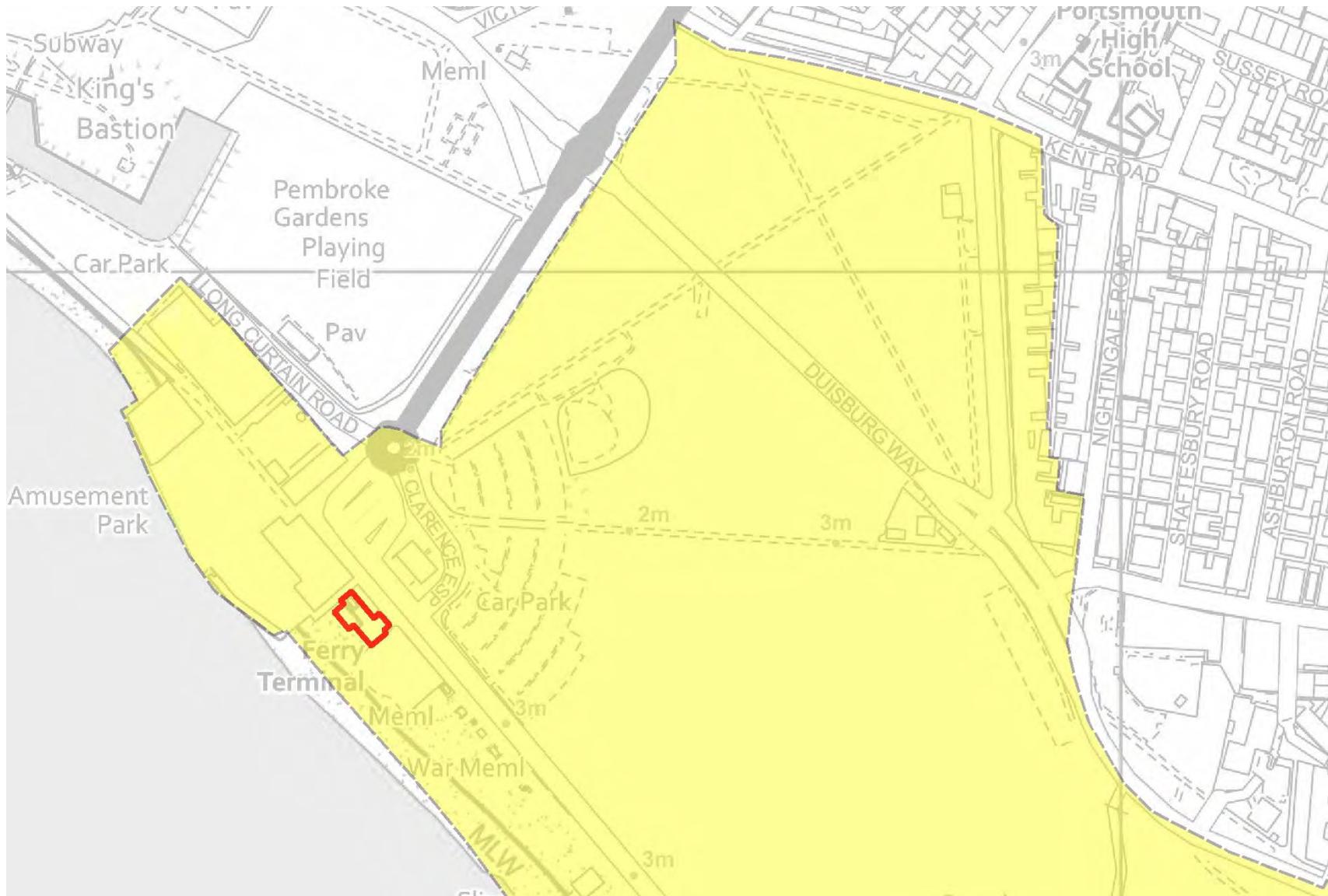


Plate 17: Map showing the site (outlined in red) in relation to the western part of the Seafront Conservation Area (shaded yellow).

- 6.12 The structures that occupy the site date from the late 20th-century and are of no individual historic interest or architectural merit interest, forming part of a small and utilitarian transport terminal.
- 6.13 The site is most visible in the immediate vicinity, including views towards the Conservation Area from the sea, sequential views along Clarence Esplanade (Plate 18), and views across and out of the Conservation Area from the adjacent pier (Plate 19) and beach area. The nearby Clarence Pier Public Toilet Block obstructs views to the site from the north-east.
- 6.14 In medium- and long-range views towards the site, the hovercraft terminal structures are overshadowed by, and ultimately blend with, the taller and more dominant neighbouring built form of Clarence Pier, or are otherwise obstructed by intervening built form along the seafront, which includes beach shelters and monuments (Plate 20). In addition to this, a large, modern car park intervenes in west and south-west-facing views from the Common (Plate 21). Therefore, while the site does form part of the content of some views towards, within and out from the Conservation Area, it is a relatively unobtrusive and architecturally insignificant element of the seafront and is not an integral part of any key views.



Plate 18: West-facing view towards the site from Clarence Esplanade.



Plate 19: East-facing view across the site from Clarence Pier.



Plate 20: Long-range, north-west-facing view towards the site (not readily visible due to intervening built form) along Clarence Esplanade. The tower of Clarence Pier (which is adjacent to the site) can be clearly seen in the background.

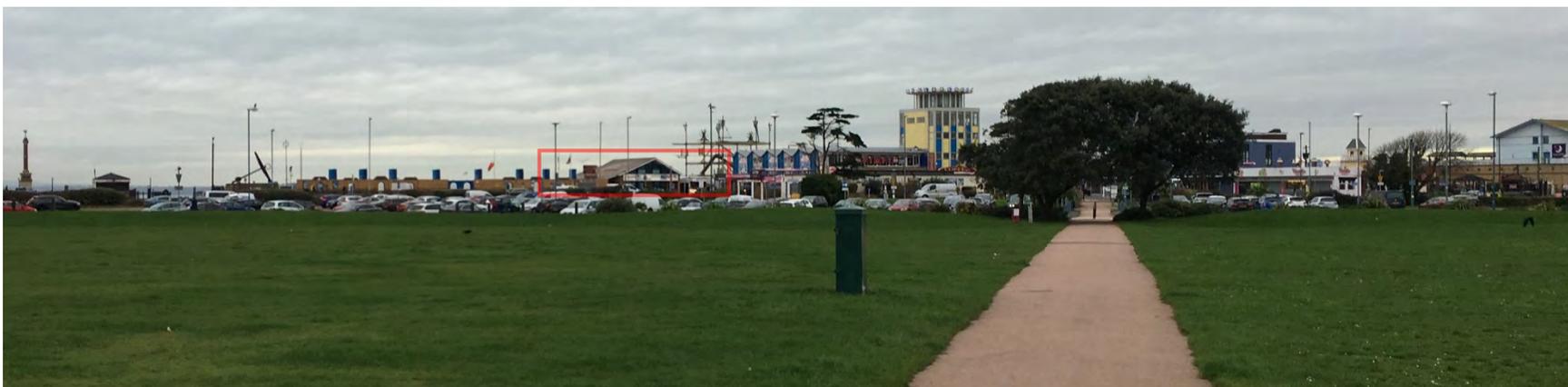


Plate 21: Long-range, west-facing view towards the site (location outlined in red) from Southsea Common.

6.15 The regular arrival and departure of hovercrafts from the terminal also contributes to the experience of noise and activity within the Conservation Area, with the landed hovercrafts being temporary elements of the landscape (Plate 22).

6.16 Overall, the site is considered to make a neutral contribution to the character and appearance of the Seafront Conservation Area.



Plate 22: North-west-facing view towards the site from the beach following the arrival of the hovercraft.

Assessment of potential heritage harm or benefits

6.17 When considering potential impacts of the proposed development on the character and appearance of the Seafront Conservation Area, it is important to recognise that the Conservation Area covers a large area, and includes a wide variety of areas of differing characters. The site itself represents an extremely small portion of the total area covered by the

Conservation Area and, as noted in the NPPF at paragraph 201, it is necessary to consider the relevant significance of the element which has the potential to be affected and its contribution to the significance of the designation as a whole, i.e. would the application proposals undermine the significance of the Conservation Area as a whole?

6.18 The proposed development will introduce a two-storey portacabin to the western part of the site which is located within the Seafront Conservation Area and is currently a pebbled area of beach. From the outset, it should be emphasised that the portacabin will be a temporary structure and it is essential for the continued effective running of the hovercraft terminal.

6.19 Based on the proposed elevations, it is anticipated that the portacabin will be most visible when stood immediately north-east of the site on Clarence Esplanade (though only the upper floor would be visible), when looking across the site from the pier to the north-west, and on the immediate approach to the terminal by hovercraft. These are not considered to be key views towards, within and out from the Conservation Area, the principal reason being that the existing terminal structures are of no special interest.

6.20 From the public beach to the south-east, visibility of the proposed portacabin will be partly obstructed by the existing terminal building, as well as temporarily landed hovercrafts.

6.21 In the medium- and long-range views towards the site described and illustrated above, it is anticipated that the portacabin will

blend with the existing terminal building and the built form of Clarence Pier immediately to the north-west, thus forming an indistinct and unobtrusive element of key vistas towards, within and out from the Conservation Area.

- 6.22 For these reasons, it is anticipated that the proposal will cause no harm to the character and appearance, and hence the heritage significance, of the Seafront Conservation Area.

7. Setting Assessment

- 7.1 Step 1 of the methodology recommended by the Historic England guidance GPA 3 (see Methodology above) is to identify which heritage assets might be affected by a proposed development.
- 7.2 Development proposals may adversely impact heritage assets where they remove a feature that contributes to the significance of a heritage asset or where they interfere with an element of a heritage asset's setting that contributes to its significance, such as interrupting a key relationship or a designed view.
- 7.3 Consideration was made as to whether any of the heritage assets present in the vicinity include the site as part of their setting, and therefore may potentially be affected by the proposed development.

Step 1

- 7.4 Assets in the vicinity identified for further assessment on the basis of their proximity to and intervisibility with the site comprise:
- Grade II Registered Southsea Common (NHLE 1001624), c. 20m to the north-east;
 - The Grade II Listed Trafalgar Monument (NHLE 1386988), c. 50m to the south-east;
 - The Grade II Listed Chesapeake Monument (NHLE 1386939), c. 75m to the south-east;

- The Grade II Listed Peel or Shannon Naval Brigade Monument (NHLE 1386972), c. 130m to the south-east, although incorrectly plotted within the site on the NHLE; and
- The Grade II Listed Queen's Hotel (NHLE 1470617), c. 425m east of the site.

7.5 Assets excluded on the basis of their distance from and/or lack of intervisibility (designed or otherwise) with the site comprise:

- Scheduled Long Curtain, King's Bastion and Spur Redoubt (NHLE 1008754);
- Grade I Listed Portsmouth Naval War Memorial (NHLE 1386975); and
- Scheduled Southsea Castle (NHLE 1001869).

7.6 Clarence Pier, which is located immediately north-west of the site, is an example of a 1950s seaside building displaying influence from American Googie architecture. The building was explicitly excluded from the NHLE in April 2013. In this decision, it was concluded that *"the design lacks the consistency and panache of US and English comparators in this genre"* and that *"poor-quality ad hoc alterations and extensive recladding have undermined the integrity of the original design"*.

7.7 Clarence Pier is not included on the Local List for the City of Portsmouth; however, it does have the potential to be regarded as a non-designated heritage asset, being a striking local

landmark of some interest and rarity, but ultimately of low historic and architectural interest.

- 7.8 Following a site inspection, it was concluded that the site makes no specific contribution to the significance of the pier through setting, and that the proposals would not obstruct any key views to the pier or undermine its visual dominance in the locality. For these reasons, Clarence Pier has not been taken forward for further setting assessment.
- 7.9 A map showing the location of all designated heritage assets in the vicinity of the site is included at Appendix 1.

APPENDIX 1: MAP OF DESIGNATED HERITAGE ASSETS



Plate 23: North-west-facing view across the Common from Serpentine Road.

Step 2

Asset 1: Grade II Registered Southsea Common

- 7.10 Southsea Common was added to the National Register of Parks and Gardens of Special Historic Interest on 21st June 2002. A full copy of the Register Entry is included at Appendix 2.

APPENDIX 2: SOUTHSEA COMMON REGISTER ENTRY

- 7.11 Historically, the Common was part of the medieval manor of Fratton and was predominantly waste ground until the 19th century. In the 1780s, the Common was demarcated as a 'field of fire' around Southsea Castle.

7.12 The present character and appearance of Southsea Common can be largely attributed to development around the middle of the 19th century. The Common was levelled between 1831 and 1843, and thereafter gradually laid out as a pleasure ground, first with the construction of Clarence Esplanade in 1848 and later with the erection of the piers and the establishment of the Canoe Lake. Many of the recreational facilities and structures within Southsea Common date from the interwar period and the second half of the 20th century.

7.13 The Register Entry for Southsea Common notes that vehicular and pedestrian access to the Common can be gained from numerous points and directions, although it makes explicit mention of Serpentine Road, Avenue de Caen and Duisburg Road as being key routes to and through the asset.

7.14 Regarding views, there are many long-range vistas across the Common, out towards the sea, and towards the many monuments which are predominantly located along the south-western boundary of the Common.

Statement of significance

7.15 As a Grade II Registered Park and Garden, Southsea Common is a designated heritage asset of less than the highest significance as defined by the NPPF, with this significance being consolidated by its inclusion within the boundary of the Seafront Conservation Area. There is currently no statutory protection for Registered Parks and Gardens.

7.16 The Common covers a large area and contains a large number

of structures and features, many of which contribute to its overall heritage significance. Those elements which principally contribute to the significance of the Common comprise:

- The large areas of green space and overwhelming sense of openness, which is illustrative of Victorian municipal planning;
- Southsea Castle, which dominates the southern part of the Common and, as a Scheduled Monument, contributes to the archaeological, historic and architectural interest of the Common;
- Clarence Esplanade (specifically the section located within the designation boundary) which was laid out soon after the Common was levelled and contributes to its historic interest;
- The monuments, many of which are individually Listed and were erected soon after the Common was levelled, and thus contribute to the historic and artistic interest of the asset;
- Other Listed structures within the Common, such as Grade II Listed Cumberland House, which contribute to its historic and architectural interest;
- The Canoe Lake and Rock Gardens, which are of historic interest as recreational features that were created in the late 19th century and 1920s, respectively;
- The Southsea Recreation Area, which comprises tennis courts, putting and bowling greens, and pavilions set out during the interwar period;
- Surviving examples of early 20th-century street furniture and shelters, which contribute to the historic interest of the Common; and

- Remnants of the avenues of holm oaks, which were deliberately planted in the later 19th century and contribute to the historic interest of the Common as well as views across it.

7.17 The setting of Southsea Common also contributes to its significance, although the significance derived from its setting is less than that derived from those elements located within the designation boundary (as described above). The principal elements of the physical surrounds and experience of the Common (its 'setting') which are considered to contribute to its heritage significance comprise:

- The sea, which forms the backdrop to numerous views across and out from the Common;
- Those sections of Clarence Esplanade located beyond the designation boundary, which are of near-contemporary with the establishment of the Common;
- South Parade and Clarence Piers, which are important landmarks in views out from the Common;
- The historic terraces, townhouses and hotels laid out along the north-eastern boundary of the asset, which were positioned to take advantage of open vistas across the Common to the sea; and
- Old Portsmouth to the north-west and the suburb of Southsea to the north, for which the Common historically served as a recreational seaside resort.

The contribution of the site

7.18 The site is located immediately south-west of Southsea Common on the opposite side of Clarence Esplanade, thus any

contribution to its heritage significance will be via setting.

7.19 The Hovercraft Terminal was not established until c. 1965, while the present terminal structures appear to be later additions. In its present function and appearance, the site does not reflect the historic surrounds of the Common.

7.20 As per the previous assessment of the Seafront Conservation Area, the site is visible in some views across the Common towards the sea. However, in long-range vistas especially, the terminal buildings are an indistinct element of broader built form along Clarence Esplanade, being particularly overshadowed by Clarence Pier.

7.21 Existing views towards the site from the north-western part of the Common are dominated by the intervening large, modern car park which currently occupies the westernmost part of the Common, while the nearby footpaths are orientated to face Clarence Pier rather than the site. Historic maps (illustrated in Section 2) confirm that this part of the Common was deliberately laid out to maximise views to the pier, with the site being a peripheral element.

7.22 Overall, the site does not contribute to the understanding of the development or historic experience of Southsea Common, therefore it makes no contribution to the heritage significance of the Grade II Registered Park and Garden through setting.

Assessment of potential heritage harm or benefits

- 7.23 It is anticipated that when looking towards the site from within the north-westernmost part of Southsea Common (see Plate 21, above, and Plate 24), there will be glimpses to the upper floor of the proposed temporary portacabin.
- 7.24 As per the preceding impact assessment for the Seafront Conservation Area, the proposed portacabin will blend with the existing Hovercraft Terminal structures and the dominant built form of Clarence Pier to the north-west.
- 7.25 The change to the overall setting of the Common will be negligible: it will not undermine any key, designed views out from asset, and it will not erode any of the special interests which currently contribute to the heritage significance of the Common.
- 7.26 It is anticipated that there will be no harm to the heritage significance of Grade II Registered Southsea Common through change to its setting.



Plate 24: West-facing view towards the site (location outlined in red) from within the westernmost (nearest) part of Southsea Common.

This part of the Common is occupied by a large, modern car park.

Asset 2: Grade II Listed Trafalgar Monument

7.27 The Trafalgar Monument (Plate 25) comprises the anchor of HMS Victory set upon an inscribed granite plinth. It was added to the National List on 25th September 1972.

7.28 The List Entry describes the monument as follows:

"Monument. Anchor from HMS Victory (ship laid down in 1759, launched in 1765) set on battered granite stone plinth with 2 granite stepped bases. Inscription reads 'The Victory's Anchor Oct. 21st 1805'. Main inscriptions read 'The Battle of Trafalgar. The British fleet consisted of 27 sail of the line; that of the allies of France and Spain 33, of these 19 were taken or destroyed by Lord Nelson' and 'Near this memorial on the 14th September 1805, Admiral Lord Nelson embarked for the last time, being killed on the following 21st October at the victorious Battle of Trafalgar'."

7.29 A full copy of the List Entry is included at Appendix 3.

APPENDIX 3: TRAFALGAR MONUMENT LIST ENTRY

7.30 It is reported that the anchor was first set-up as a memorial to Lord Nelson by Lord Frederick FitzClarence, Lieutenant-Governor of Portsmouth, in 1852. The First Edition (1868–81) Ordnance Survey map shows that the monument was formerly positioned further to the north-west. In the late 19th century, H. Percy Boulnois, Borough Engineer of Portsmouth, designed the granite base and inscriptions and apparently moved the

monument to its present position. The anchor was extensively repaired in 1973.⁴⁹

7.31 Today, the monument is surrounded by metal railings and positioned on the south-west side of Clarence Esplanade, immediately south-east of the Hovercraft Terminal landing stage and opposite The Esplanade Car Park.

7.32 The monument is principally approached from the Esplanade and is best appreciated from this direction or from the beach to the south. Primary views to the monument are highly localised, with the monument being difficult to perceive from a distance.



Plate 25: Trafalgar Monument, north-east elevation viewed from Clarence Esplanade.

⁴⁹ Memorials and Monuments in Portsmouth, *The Trafalgar Memorial*, <http://www.memorialsinportsmouth.co.uk/southsea/trafalgar.htm>.

Statement of significance

- 7.33 The Grade II Listing of the Trafalgar Monument highlights that it is a heritage asset of less than the highest significance as defined by the NPPF. This significance is further cemented by its inclusion within the boundaries of the Seafront Conservation Area.
- 7.34 The heritage significance of the Listed monument is principally embodied in its physical fabric. Historic interest is derived from the anchor, which was an original device of HMS Victory (albeit heavily restored), and the overall composition, which is illustrative of Victorian town planning and commemoration. Conversely, the monument is of no special architectural or artistic interest since the granite base and plinth are of simple designs and there are no accompanying sculptures or other ornament.
- 7.35 The setting of the monument also contributes to the significance of the asset, although the significance derived from the setting is less than that from its historic fabric. The principal elements of the physical surrounds and experience of the asset (its 'setting') which are considered to contribute to its heritage significance comprise:
- The sea, which was the designed backdrop to a monument raised to commemorate a famous admiral and naval engagement;
 - Clarence Esplanade from which the monument was designed to be best viewed and appreciated by passers-by, and which was created around the time

that the monument was first raised;

- The other monuments and memorials along the seafront, many of which are near-contemporary with the Trafalgar Monument, and together are of group value; and
- Southsea Common, which was levelled and laid out shortly before the monument was first raised and therefore forms part of its original setting.

The contribution of the site

- 7.36 The site is located immediately north-west of the Trafalgar Monument. Historically, this was an undeveloped area of beach, but it is now occupied by the Hovercraft Terminal buildings.
- 7.37 The monument and the site are co-visible in localised views from Clarence Esplanade and the beach (Plate 26 to Plate 28). There is also a glimpsed view of the anchor when looking across the site from Clarence Pier (see Plate 19, above), however this does not constitute a key view to the monument.
- 7.38 While the site in its present form does not reflect the historic setting of the monument, it does not prevent the monument being appreciated in key, localised views from Clarence Esplanade and the beach. It must also be recognised that the monument is not in its original location and was formerly positioned further to the north-west (see Plate 7, above).
- 7.39 Therefore, the site makes a neutral contribution to the heritage significance of the Trafalgar Monument through setting.



Plate 26: South-west-facing view to the Trafalgar Monument from the opposite side of Clarence Esplanade.

The boundary of the Hovercraft Terminal is visible right of frame.



Plate 27: North-west-facing view to the Trafalgar Monument from the beach.

The Hovercraft Terminal and Clarence Pier are visible in the background.



Plate 28: North-east-facing view to the Trafalgar Monument from the beach.

The boundary of the Hovercraft Terminal is visible left of frame.



Plate 29: North-west-facing view towards the Trafalgar Monument and the site following the arrival of a hovercraft.

Assessment of potential heritage harm or benefits

- 7.40 The portacabin is proposed in the part of the site furthest away from the monument and beyond the existing main terminal building.
- 7.41 At most, there will be glimpses of the new portacabin in the background of views to the south-east, flank elevation of the monument (Plate 27). The portacabin and monument are also likely to be co-visible in north-facing views along the beach, however they will be visibly separate and the portacabin will blend with the existing built form of the Hovercraft Terminal and Clarence Pier.
- 7.42 It should also be noted that the arrival and departure of hovercrafts at regular intervals will alter and disrupt co-visibility of the monument and the portacabin. For example, it is anticipated that a landed hovercraft will obstruct glimpsed visibility of the portacabin when looking north-west from the monument (Plate 29).
- 7.43 The portacabin will not disrupt key views to the monument from Clarence Esplanade or the beach, nor will it undermine the ability to appreciate the historic interest of the monument. Therefore, it is anticipated that the proposal will cause no harm to the heritage significance of the Grade II Listed Trafalgar Monument through change to its setting.

Asset 3: Grade II Listed Chesapeake Monument

- 7.44 The Chesapeake Monument (Plate 30) was raised in 1862 to commemorate those killed during the assault on Taku Fort, China, on 25th June 1859. It was added to the National List on 25th September 1972 with the following description:

“Monument. 1862. By TJ Willis and SJ Nichol. Granite, stone and bronze. Polished granite column set on square sandstone base and corniced pedestal, foliated stone capital surmounted by bronze tripod and naval crown. Base of column has bronze relief, scroll band and dolphin heads at corner. Monument commemorates “Their comrades who fell in battle or died from disease and accident during an eventful commission (of HMS Chesapeake of 4 years [1857-61])”. It bears several inscriptions; a list of those killed and those who died of wounds at the attack on the Taku Fort, China, June 25th 1859; the members of the crew and marines who died during the commission; a bronze relief showing seamen and marines landing to assault the Taku forts, and place names Peiho, Peking, Jeddah and Calcutta and India 1857-58, Arabia 1859-59, and China 1859-60-61.”

- 7.45 A full copy of the List Entry is included at Appendix 4.

APPENDIX 4: CHESAPEAKE MONUMENT LIST ENTRY



Plate 30: Chesapeake Monument, north-east elevation.

7.46 The Chesapeake Monument is located on the south-west side of Clarence Esplanade and it is from here that the monument is primarily approached and viewed, and best appreciated, being set against the backdrop of the sea. Historic mapping illustrates that the monument has always been in this position, though it has since been cemented to the ground.

Statement of significance

7.47 The Grade II Listing of the Chesapeake Monument highlights that it is a heritage asset of less than the highest significance as defined by the NPPF. This significance is consolidated by its inclusion within the boundaries of the Seafront Conservation Area.

7.48 The heritage significance of the Listed monument is principally embodied in its physical fabric. It derives historic interest from its form as a High Victorian commemorative monument and is illustrative of town planning in the mid-19th century. The monument also possesses architectural and artistic interest as an inscribed column with fine metalwork and neo-classical carved decoration, especially the sculpted Corinthian capital and carved dolphins.

7.49 As per the previous assessment of the Trafalgar Monument, those elements of setting which make a small contribution to the significance of the Chesapeake Monument through setting comprise the sea, Clarence Esplanade (historic interest), the other near-contemporary monuments along the seafront (group value), and Southsea Common (historic interest).

The contribution of the site

- 7.50 The site comprises part of the modern setting of the Chesapeake Monument, having historically been an undeveloped area of beach.
- 7.51 The site and the monument are co-visible from Clarence Esplanade and the beach (Plate 31), as well as in long-range views across Southsea Common, although views to the monument from its immediate surrounds are the most important. In north-west-facing views to the monument from Clarence Esplanade, the site is partly visible in the background, albeit screened by an intervening beach shelter and the Trafalgar Monument, and blending with the more prominent built form of Clarence Pier.
- 7.52 As per the previous assessment of the Trafalgar Monument, the site makes a neutral contribution to the heritage significance of the Grade II Listed Chesapeake Monument through setting.

Assessment of potential heritage harm or benefits

- 7.53 As per the previous assessment of the Trafalgar Monument, the proposed portacabin has the potential to be co-visible with the Chesapeake Monument in north-west-facing views from Clarence Esplanade and the beach. However, the portacabin will be a peripheral, glimpsed element of these particular views to the monument; the portacabin will blend with the existing Hovercraft Terminal structures; and glimpses to the portacabin from the south-east will regularly be obstructed by hovercrafts stationed on the landing platform.

- 7.54 It is anticipated that the proposal will cause no harm to the heritage significance of the Chesapeake Monument through change to its setting.



*Plate 31: North-west-facing view to the Chesapeake Monument.
The site can be glimpsed in the background.*

Asset 4: Grade II Listed Peel or Shannon Naval Brigade Monument

7.55 The Peel Monument (Plate 32) was erected in 1860 to commemorate Captain Sir William Peel and other members of the Shannon's Naval Brigade who were killed during a mutiny in 1857–58. The monument was added to the National List on 25th September 1972 with the following description:

"Monument. 1860. Granite and stone. 4-sided tapering pier with polished pink granite panels framed in white granite supports, cornice with shell ornamentation to frieze surmounted by elaborate bronze finial. Monument sits on stepped stone plinth with canon bollards at corners. Bronze finial was cast from the metal of a gun captured at Lucknow and presented to Shannon's Brigade by General Lord Clyde, GCB, C-in-C of the army. The monument was erected in 1860 by the Officers and Crew of HMS Shannon in memory of Captain Sir William Peel, KCB, Captain Thos. Gray, RN, Mr MP Gavuey, mate, Mr MA Daniel, midshipman, the seaman and marines of the Shannon's Naval Brigade who fell whilst employed in the NW Provinces of India during the mutiny 1857–58."

7.56 A full copy of the List Entry is included at Appendix 5.

APPENDIX 5: PEEL OR SHANNON NAVAL BRIGADE MONUMENT LIST ENTRY

7.57 Historic mapping records that the Peel Monument was formerly located to the north-west (within the site, see Section 2 above), beyond the nearby Trafalgar Monument, and it was in this position when it was added to the National List in 1972.



Plate 32: Peel Monument, south-east elevation viewed from Clarence Esplanade.

7.58 In or shortly after 2004, and following the modern expansion of the Hovercraft Terminal, the Peel Monument was moved to its present position (LPA refs. A*38701/AA & A*38701/AB).

7.59 As per the previously discussed monuments, the Peel Monument was designed to be approached and best appreciated from Clarence Esplanade. There are additional views to the monument from the beach and from Southsea Common.

Statement of significance

7.60 The Grade II Listing of the Peel Monument highlights that it is a heritage asset of less than the highest significance as defined by the NPPF. This significance is consolidated by its inclusion within the boundaries of the Seafront Conservation Area.

7.61 The heritage significance of the Listed monument is principally embodied in its physical fabric. It possesses historic interest as an example of a High Victorian commemorative monument and is illustrative of town planning in the mid-19th century. The monument derives architectural and artistic interest from its high-quality materials, elaborate bronze finial, and carved shell cornice and frieze.

7.62 Although the Peel Monument was moved from its original position c. 2004, its general surrounds are the same. As per the previous assessments of the Trafalgar Monument and Chesapeake Monument, those elements of setting which make a small contribution to the significance of the Chesapeake Monument through setting comprise the sea, Clarence Esplanade (historic interest), the other near-contemporary monuments along the seafront (group value), and Southsea Common (historic interest).

The contribution of the site

7.63 The Peel Monument was originally positioned in the current location of the hovercraft landing stage; however, it was moved to its present location following the expansion of the Hovercraft Terminal. The present use of the site no longer reflects the historic setting of the monument.

7.64 As per the previous assessments of other monuments along Clarence Esplanade, the Peel Monument is co-visible with the site, principally in north-west-facing views along the Esplanade and the beach (Plate 33). However, the site forms a peripheral, glimpsed element of such views; it is partly screened by intervening beach shelters and monuments; the Hovercraft Terminal buildings blend with the more dominant built form of Clarence Pier; and the site is regularly obstructed from view by landed hovercrafts (Plate 34).

7.65 Therefore, the site makes a neutral contribution to the heritage significance of the Grade II Listed Peel Monument through setting.

Assessment of potential heritage harm or benefits

7.66 By extension, and as per the previous assessments, the development proposal is anticipated to cause no harm to the heritage significance of the Peel Monument through change to its setting. At most, there will be temporary, peripheral glimpses to the proposed portacabin in the background of views to the monument.



Plate 33: North-west-facing view towards the Peel Monument from the beach. The site can be glimpsed in the background.



Plate 34: North-west-facing view to the Peel Monument and the site during the arrival of a hovercraft.

Asset 5: Grade II Listed Queen’s Hotel, Southsea

7.67 The Queen’s Hotel (Plate 35) was added to the National List on 20th October 2020. The List Entry, reproduced at Appendix 6, contains a detailed description of the fabric and history of the hotel, therefore only the salient points are reproduced here.

APPENDIX 6: QUEEN’S HOTEL LIST ENTRY

7.68 The hotel was constructed between 1903 and 1904 to a design by the architect Thomas William Cutler. Arranged over four storeys, the building is constructed in a Free Baroque style and exhibits carvings by the sculptor Frederick E. E. Schenck. It was enlarged by Sir Arthur Blomfield and Sons between 1909 and 1910.



Plate 35: Queen’s Hotel, south and west elevations viewed from Clarence Parade.

7.69 The main entrance to the hotel is on the west elevation, via a large, glazed porch of interwar date and a flight of steps. This entrance is accessed from the modern-day car park which is itself entered from Clarence Parade or Osborne Road. There are further entrances on the north elevation, via Osborne Road, and on the south elevation, via the private garden area.

7.70 Regarding views, the high-quality architectural detailing and carvings on the north, south and west façades of the building demonstrate that it was designed to be appreciated from multiple angles, befitting its prominent corner location next to Southsea Common. The hotel is best appreciated in east-facing views from around the junction of Clarence Parade and Osborne Road, since it is from here that the west façade and the prominent, canted north-west tower can be fully experienced. Other key views are to the south façade from the private garden area and Clarence Parade to the south, and to the north façade from Osborne Road. The hotel is a highly visible landmark in long-range views across Southsea Common.

7.71 The hotel was designed and orientated to facilitate south-facing across the garden area towards Southsea Common, elements of Southsea Castle, and the sea beyond. There were also designed views out from the west elevation windows, across the Common towards Clarence Pier. The main changes to the content of these historic designed views have been the rebuilding of Clarence Pier (1950s) and the creation of The Esplanade Car Park to the west, and the establishment of recreational facilities (including the modern Blue Reef Aquarium) on the Common to the south.

Statement of significance

7.72 The recently composed List Entry for the Queen's Hotel describes the reasons for designation, and hence those elements which contribute to its heritage significance, as follows:

“Architectural interest:

- *for its lively design, demonstrating the versatility of the architect, TW Cutler; the careful early addition by the renowned firm of Sir Arthur Blomfield and Sons is also of interest;*
- *each of the three public elevations has a distinct character, expressing a different aspect of this prominent seaside hotel;*
- *for the extensive and creative use of architectural terracotta in the elevations;*
- *the inclusion of figurative and relief sculpture in terracotta by the noted architectural sculptor Frederick Schenk is of particular interest;*
- *the grand ground-floor public spaces retain their plan, reflecting the original circulation and use;*
- *the interiors retain original features including scagliola columns, marble flooring, chimneypieces and plasterwork, as well as a suite of decorative paintings reflecting the maritime setting of the hotel;*
- *the building has an unusual porte-cochère, altered but legible, with a semi-circular carriageway contained within the envelope of the building.*

Historic interest:

- *Portsmouth's principal hotel, the building demonstrates the development of Southsea as a seaside destination, its success in the C19 continuing into the Edwardian period;*
- *the hotel has played host to a number of notable people; Winston Churchill, Charles de Gaulle and General Eisenhower were all guests during the Second World War.*

Group value:

- *with Southsea Common, laid out as a pleasure ground in the mid-C19, and registered at Grade II;*
- *with the numerous listed memorials on the seafront, notably the Portsmouth Naval War Memorial to the south, listed at Grade I;*
- *with nearby mid-C19 listed buildings, including examples by TE Owen and HF Gauntlett."*

7.73 Based on the reasons for designation and an independent assessment of the building and its surrounds, those elements of setting which contribute to the heritage significance of the hotel can be summarised as follows:

- Its curtilage, including the legible remains of a semi-circular carriageway and the garden area to the south;
- Southsea Common, across which there are designed views from the hotel;
- Clarence Pier, which was the focal point of designed

views from the west elevation of the hotel, although it has since been rebuilt;

- Contemporary, or near-contemporary, elements of the surrounding town- and sea-scape, including the seafront monuments and mid- to late 19th-century buildings in the vicinity; and
- The sea and wider coastal landscape which was designed to be visible from within the hotel.

The contribution of the site

7.74 The site makes no direct contribution to the heritage significance of Queen's Hotel through setting and is located over 400m to the west; however, there is intervisibility between the Hovercraft Terminal and the hotel across Southsea Common (Plate 36 & Plate 37).

7.75 The site is visible within designed views from the west elevation windows of the hotel towards Clarence Pier. Clarence Pier was first constructed in 1861 and it was clearly the focal point of west-facing views out from the hotel when the latter was built at the beginning of the 20th century. However, the pier has since been rebuilt (in the 1950s after being bombed during WWII) and the content of these historic views have been further altered by the establishment of the modern car park and amusement park next to the pier.

7.76 The site itself is a low-lying, unobtrusive element of modern built form that is barely perceptible in long-range, west-facing views from near the foot of the hotel's west façade. Therefore, it is anticipated that the Hovercraft Terminal structures blend with

neighbouring built form, particularly that of Clarence Pier, in views out from the west elevation of the hotel.

7.77 For these reasons, the site is a neutral element of the setting of the Grade II Listed Queen's Hotel.



Plate 36: East-facing view from the entrance to the Hovercraft Terminal (the site) on Clarence Esplanade. Queen's Hotel (outlined in yellow) is visible in the distance.



Plate 37: West-facing view in the direction of the site (location outlined in red) from Southsea Common Car Park (immediately opposite the west façade of Queen’s Hotel).

Assessment of potential heritage harm or benefits

- 7.78 As per the previous assessments of the Seafront Conservation Area and Southsea Common, it is anticipated that when looking in the direction of the site from the west elevation of the hotel there will be glimpses to the upper floor of the proposed temporary portacabin.
- 7.79 However, the portacabin will be at such a distance from the hotel it is anticipated that it will form an indiscernible part of the wider tableau, blending with the existing Hovercraft Terminal structures and being overshadowed by the considerably taller and more dominant 1950s architectural form of Clarence Pier. Ultimately, the focal point of designed viewed from the west

elevation of the hotel will still be Clarence Pier, albeit in its rebuilt mid-20th-century form, and the sea.

- 7.80 Overall, the proposal will not erode any element of the surrounds of Queen’s Hotel which positively contributes to its heritage significance through setting, nor will it undermine the ability to appreciate the historic, architectural and artistic interest of the Listed building.
- 7.81 The proposed development is anticipated to cause no harm to the heritage significance of Grade II Listed Queen’s Hotel through change to its setting.

8. Conclusions

- 8.1 This Built Heritage Statement has been commissioned Griffon Hoverwork to consider the proposed temporary erection of a two-storey portacabin at Southsea Hovercraft Terminal. The part of the site that is proposed for development is located within the Seafront Conservation Area, and there are several designated heritage assets in the vicinity.
- 8.2 Following a site inspection and appropriate desk-based research, it has been concluded that the proposal would cause no harm to the heritage significance of the Seafront Conservation Area through change to its character and appearance, since the proposed portacabin will blend with the existing built form of the terminal and neighbouring Clarence Pier, and key views towards, within, and from the Conservation Area will be preserved.
- 8.3 Five designated heritage assets in the vicinity of the site were taken forward for further setting assessment, namely Grade II Registered Southsea Common (NHLE 1001624); the Grade II Listed Trafalgar Monument (NHLE 1386988); the Grade II Listed Chesapeake Monument (NHLE 1386939); the Grade II Listed Peel Monument (NHLE 1386972); and the Grade II Listed Queen's Hotel (NHLE 1470617).
- 8.4 The proposed portacabin has the potential to be co-visible and/or intervisible with all these identified heritage assets; however, such views would be glimpsed and/or peripheral, and the portacabin would blend with the existing modern built form of the terminal and the neighbouring pier. Existing views to and experiences of the terminal buildings are already transient and changeable owing to the regular arrival and departure of large hovercrafts. Therefore, the proposal would not undermine the ability to appreciate the special interests of the identified heritage assets, and there would be no harm to their heritage significances through change to their respective settings.

Sources

Legislation and Policy Guidance

English Heritage, *Conservation Principles: Policies and Guidance for the Sustainable Management of the Historic Environment* (London, April 2008).

Historic England, *Managing Significance in Decision-Taking in the Historic Environment: Historic Environment Good Practice Advice in Planning: 2* (2nd edition, Swindon, July 2015).

Historic England, *The Setting of Heritage Assets: Historic Environment Good Practice Advice in Planning Note 3* (2nd edition, Swindon, December 2017).

Historic England, *Statements of Heritage Significance: Analysing Significance in Heritage Assets*, Historic England Advice Note 12 (Swindon, October 2019).

Ministry of Housing, Communities and Local Government (MHCLG), *National Planning Policy Framework (NPPF)* (London, February 2019).

Ministry of Housing Communities and Local Government (MHCLG), *Planning Practice Guidance: Historic Environment (PPG)* (revised edition, 23rd July 2019), <https://www.gov.uk/guidance/conserving-and-enhancing-the-historic-environment>.

UK Public General Acts, *Ancient Monuments and Archaeological Areas Act 1979*.

UK Public General Acts, *Planning (Listed Buildings and Conservation Areas) Act 1990*.

UK Public General Acts, *Planning and Compulsory Purchase Act 2004*.

Court and Appeal Decisions

Catesby Estates Ltd. V. Steer [2018] EWCA Civ 1697.

Bedford Borough Council v Secretary of State for Communities and Local Government [2013] EWHC 2847 (Admin).

R (Forge Field Society) v Sevenoaks District Council [2014] EWHC 1895 (Admin).

Palmer v Herefordshire Council & Anor [2016] EWCA Civ 1061.

Barnwell Manor Wind Energy Ltd v (1) East Northamptonshire DC & Others [2014] EWCA Civ 137.

Jones v Mordue [2015] EWCA Civ 1243.

Cartographic Sources

1868–81 First Edition Ordnance Survey map (1:2,500).

1898 Ordnance Survey map (1:2,500).

1909 Ordnance Survey map (1:2,500).

1933 Ordnance Survey map (1:2,500).

1950–52 Ordnance Survey map (1:2,500).

1972 Ordnance Survey map (1:1,250).

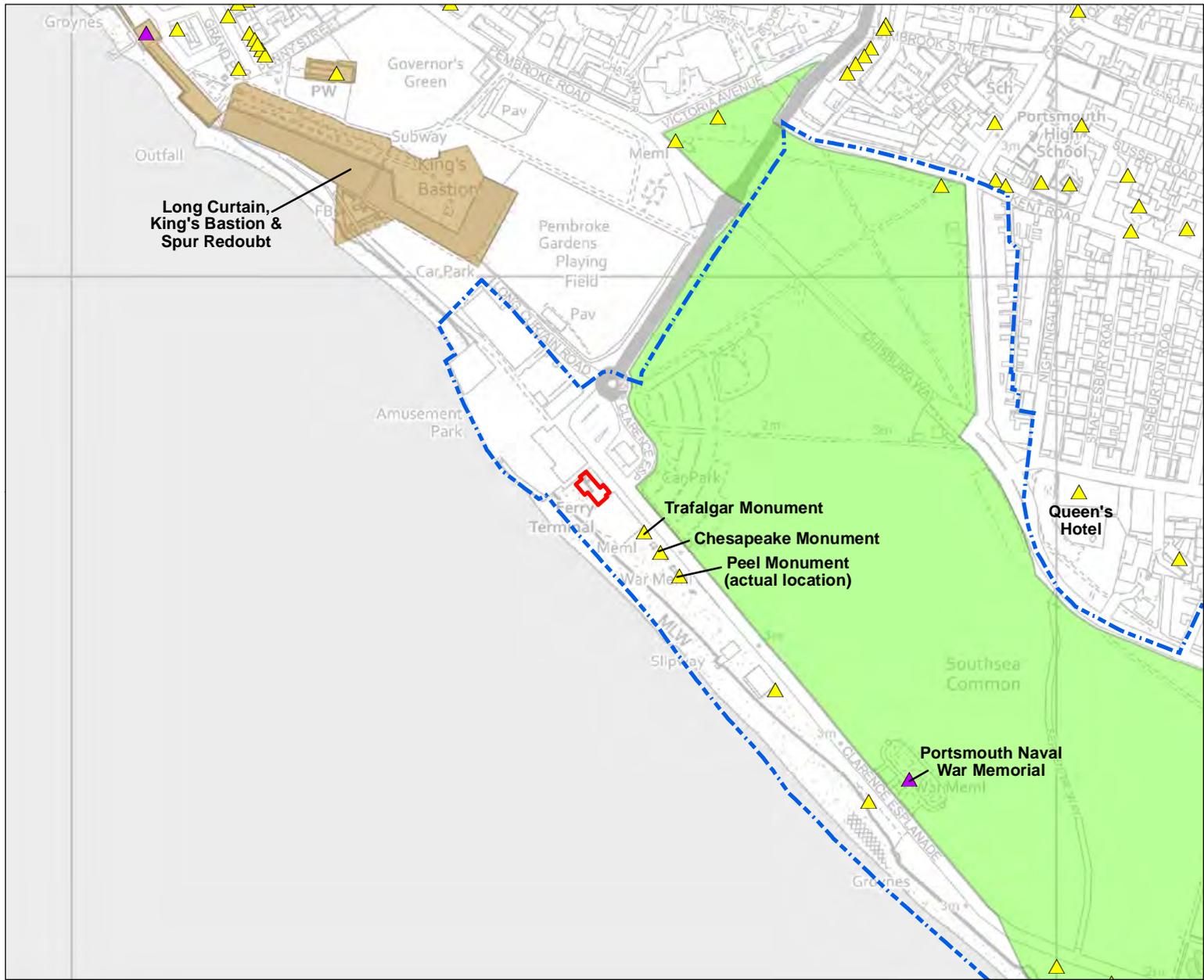
Aerial Photography References

1932 Britain from Above, ref. EPW039678.

1946 Britain from Above, refs. EAW003001, EAW003002 & EAW003003.

1949 Britain from Above, refs. EAW025016 & EAW025019.

Appendix 1: Map of Designated Heritage Assets



KEY

- Site
- Seafront Conservation
- Southsea Common Registered Park and Garden
- Scheduled Monuments

Listed Buildings

- ▲ Grade I
- ▲ Grade II*
- ▲ Grade II

Appendix 1: Map of Designated Heritage Assets

Southsea Hovercraft Terminal

Client: Griffon Hoverwork
 DRWG No: P20-2927 Sheet No: - REV:-
 Drawn by: JT Approved by: GS
 Date: 07/01/2021
 Scale: 1:6,000 @ A4



Appendix 2: Southsea Common Register Entry

Overview

Heritage Category: Park and Garden

Grade: II

List Entry Number: 1001624

Date first listed: 21-Jun-2002



Location

The building or site itself may lie within the boundary of more than one authority.

District: City of Portsmouth (Unitary Authority)

District: City of Portsmouth (Unitary Authority)

Parish: Southsea

National Park: N/A

National Grid Reference: SZ 64299 98267, SZ 65609 98363

Details

A large common developed as pleasure grounds from the C19 and purchased from the War Department in 1922 by Portsmouth City Council for use as a public park.

HISTORIC DEVELOPMENT

Southsea Common was part of the manor of Fratton or Froddington on Portsea Island, and at the time of the Dissolution of the Monasteries was vested with the Hospital of St Nicholas the Domus Dei. The hospital surrendered the land in 1540 to Henry VIII, who wished to strengthen the fortifications along the south coast. Southsea Castle was largely built in 1544 and it was from Southsea Castle that the King witnessed the sinking of his flagship, the Mary Rose, in 1545. The ground to the north continued to be used as a common but much of it

was waste ground known as the Great Morass and Little Morass. In the 1780s boundaries were put up around the Common to prevent development and ensure an open space around the Castle for a 'field of fire'.

Southsea began to develop from the 1810s as a residential suburb of Portsmouth and a seaside resort. Southsea Common was levelled in 1831⁷⁴³ and gradually laid out as a pleasure ground, with Clarence Esplanade constructed in 1848. Housing development to the north and east of the Common continued in the 1840s and 1850s under Thomas Ellis Owen, a local speculator. Avenues of holm oaks had been planted around some of the roads by 1870 and after the Council took a lease of the Common in 1884, a walk known as the Ladies' Mile (1884) was laid out for parades, the Canoe Lake (1886) was formed, and various avenues were planted in the late C19 and early C20. The housing development to the north was largely complete by 1900 but the Common was further planted and developed with gardens after 1922, when it was purchased from the War Office by Portsmouth City Council for use as a public park. Further sports and recreational facilities were added between the wars and during the second half of the C20. Southsea Castle remained in military use until c 1960 when it was purchased by Portsmouth City Council. The later additions were demolished and the C16 part of the Castle was restored and opened as a museum. The Common remains (2002) in municipal ownership.

DESCRIPTION

LOCATION, AREA, BOUNDARIES, LANDFORM, SETTING Southsea Common is situated in the Southsea area of Portsmouth and covers an area of c 82ha. It lies between residential and retail districts within Southsea to the north and the English Channel to the south, and consists of two irregularly shaped sites connected by South Parade. The larger, western part of the Common is bounded by Pier Road (A288) and Pembroke Road to the north-west, Southsea Terrace to the north, Western Parade, Clarence Parade, and South Parade (A288) to the north-east, Clarence Esplanade to the south-west, and the sea to the south. The eastern part of the Common is bounded by St Helen's Parade to the north-west, Eastern Parade to the north, playing fields and a miniature golf course to the east, and the Esplanade to the south. The Common is on uneven but largely level ground. The boundaries of the western part are open on all sides but the eastern

part is partly enclosed by short sections of wall and fencing. There are extensive views within the Common, and across the sea, especially from the batteries of Southsea Castle.

ENTRANCES AND APPROACHES Vehicular access is from the roads which surround and cross the Common including Serpentine Road and Avenue de Caen which run north/south across the western part, and Duisburg Road which runs from north-west to south-east across the north-west corner of the western part of the Common. The main points of entrance for pedestrians are the principal paths which run from the boundaries. Further pedestrian access to Southsea Common can be gained from most points around its boundary.

OTHER LAND The area to the west of Serpentine Road in the western part of the Common is largely open, with a few scattered trees on the grass. Rows of holm oaks line some of the edges and the roads which cross the Common. There are good views throughout, across the Common and to the sea, which are dominated by the monuments around the edges of the Common. At the north-west end is Clarence Pier (outside area here registered), which was rebuilt in 1961. There is a series of large Victorian monuments along Clarence Parade, on the south-west boundary of the Common, including, from north-west to south-east: the Peel or Shannon Naval Brigade Monument (1860, listed grade II); the Trafalgar Monument (listed grade II); the Chesapeake Monument (T J Willis and S J Nichol 1862, listed grade II); the Trident Memorial (Macdonald Field and Co c 1860, re-erected 1877, listed grade II); the Aboukir Memorial (Baker of Southsea c 1875, restored 1984, listed grade II); and the Crimean Monument (1857, listed grade II), a Portland stone obelisk by H J Andrews, erected by the Portsmouth Debating Society. Nineteen early C20 cast-iron lamp columns (together listed grade II) are placed along the south side of Clarence Esplanade.

The main feature on the west side of the western part of the Common is the Royal Naval War Memorial (1920⁷⁴, listed grade II) by Sir Robert Lorimer, which has a slightly tapered square column on a stepped base. The Second World War memorial was added to the north, and has a low walled enclosure terminating in winged pavilions.

In the north-west corner of the Common between Pembroke Road and Pier Road is a monument to Lieutenant-General Fitzclarence (1852,

listed grade II) by J Truefitt, and on the north side of the Common, along Southsea Terrace, are a drinking fountain in memory of Charles McCheane (1889, restored 1977, listed grade II), and an early C20 tram shelter (listed grade II).

The east side of the western part of the Common (to the east of Serpentine Road) is laid out in four main parts, divided by roads. To the north-west (between Serpentine Road, Clarence Parade, Avenue de Caen, and Clarence Esplanade) there is a series of tennis courts and putting and bowling greens with pavilions, known as the Southsea Recreation Area (laid out in the 1920s and 1930s), and to the north-east (east of Avenue de Caen) there is a large late C20 roller-skating rink on the site of an early C20 bandstand. Running from north-west to south-east across these two areas, to the north of the sports development, is the late C19 Ladies' Mile Walk with a double avenue of elms (many late C20 replacements but with some earlier trees).

The southern part of the Common is dominated by Southsea Castle (scheduled ancient monument) and its C19 batteries. Adjoining the West Battery are a late C20 Sea Life Centre immediately to the west, and a car park and the D-Day Museum to the north. To the south of the West Battery the grass-sided banks slope down to an open grassed area with a small early C20 bandstand or pavilion. There are extensive views from the top of the earthwork batteries, which were partly demolished in the 1960s. A bedding scheme between two paths runs north from a five-sided pond by Southsea Castle to a floral clock, and is aligned on Avenue de Caen. A lighthouse (1828, listed grade II) is situated on the north face of the Western Gallery gun platform of the Castle. To the east of the Castle is the East Battery with a lawn to the north of it, flanked to the east by a late C20 swimming pool complex (Pyramids Leisure Centre) and its car park. To the east of the complex, in the triangular-shaped piece of land between Castle Esplanade to the south and Clarence Esplanade to the north, is a 1920s rock garden with winding paths between rocks, plantings, and pools. Along Castle Esplanade is a row of early C20 lamp columns (together listed grade II) and three cast-iron and timber shelters (each listed grade II) of c 1900.

The narrow, rectangular section between South Parade to the north and Clarence Esplanade to the south was laid out in the 1920s as two sunken Italian gardens. These now (2002) have a simplified formal

scheme of bedding set in a lawn, bounded by paths and low walls. Along the south side of South Parade Pier are three early C20 lamp columns (together listed grade II). The easternmost part of these gardens is a low-lying section known as The Dell.

The two parts of the Common are joined by South Parade, which runs east through a narrow strip of ground between buildings to the north and the sea to the south, with South Parade Pier (listed grade II), built by G E Smith in 1908?9 in iron, timber and stucco, to the south (outside area here registered). To the east of the Pier the road divides, with St Helen's Parade running north-east and the Esplanade continuing to the east; the triangular plot of land between the roads is planted with a bedding scheme. The late C19 Canoe Lake occupies the north-west side of the eastern part of the Common and is surrounded by lawns with scattered trees and a row of holm oaks along St Helen's Parade. To the south-west of the lake are lawns with areas of formal bedding and the Emanuel Emanuel Memorial Drinking Fountain (c 1870, listed grade II). To the south-east is a playground and a car-parking area adjoining the Esplanade.

To the north-east of the lake is a C20 single-storey cafe and store, with the walled garden to the south of Cumberland House (listed grade II) immediately beyond to the east. Cumberland House, a two-storey villa built in c 1830?40, is now the Natural History Museum. Within the walled garden to the south is a late C20 butterfly house against the south wall of House, shrubberies around the walls, and formal bedding on the lawn in the centre.

To the east of the Canoe Lake and playground is an open stretch of grass, terminated to the east by the mid C19 Lumps Fort which was purchased by the Council in 1932. The fort, which was partly dismantled, is laid out with a 1930s formal rose garden in the centre and a model village at the west end. The rose garden is laid out with formal beds on grass quarters formed between two crazy-paving paths which cross at a sundial in the centre. A path with a pergola circuits the edge of the garden and there are entrances to the north, south, and east. To the north-west of the fort and east of Cumberland House are bowling greens, with grass and hard tennis courts to the east.

REFERENCES

N Pevsner and D Lloyd, *The Buildings of England: Hampshire* (1967), pp 459-63 *The Growth of Southsea as a Naval Satellite and Victorian Resort*, (Portsmouth Papers No 16, July 1972) W Curtis, *Southsea: Its Story* (1978) *Memories of Southsea*, (Portsmouth WEA Local History Group 2000) A Triggs, *Sunny Southsea: Memories of a Golden Age* (2001) *The Seafront, Southsea Conservation Area, An Appraisal*, (Consultation Draft prepared by Portsmouth City Council Planning Service, June 2001) [copy on EH file]

Maps I T and C Lewis, *Island of Portsea, 1833* (Portsmouth Records Service) Bacon, *Map of Portsmouth, 1883* (Portsmouth Records Service) E Stanford, *Map of Portsmouth, 1866* (Portsmouth Records Service)

OS 6" to 1 mile: 1911 edition OS 25" to 1 mile: 1st edition surveyed 1862, published 1867 2nd edition revised 1896, published 1898

Description written: May 2002 Register Inspector: CB Edited: November 2002

Legacy

The contents of this record have been generated from a legacy data system.

Legacy System number: 5122

Legacy System: Parks and Gardens

Legal

This garden or other land is registered under the Historic Buildings and Ancient Monuments Act 1953 within the Register of Historic Parks and Gardens by Historic England for its special historic interest.

End of official listing

Appendix 3: Trafalgar Monument List Entry

Overview

Heritage Category: Listed Building

Grade: II

List Entry Number: 1386988

Date first listed: 25-Sep-1972

Statutory Address: TRAFALGAR MONUMENT, CLARENCE ESPLANADE



Location

Statutory Address: TRAFALGAR MONUMENT, CLARENCE ESPLANADE

The building or site itself may lie within the boundary of more than one authority.

District: City of Portsmouth (Unitary Authority)

Parish: Southsea

National Grid Reference: SZ 63582 98743

Details

PORTSMOUTH

SZ6398NE CLARENCE ESPLANADE, Southsea 774-1/25/8 Trafalgar Monument 25/09/72

II

Monument. Anchor from HMS Victory (ship laid down in 1759, launched in 1765) set on battered granite stone plinth with 2 granite stepped bases. Inscription reads 'The Victory's Anchor Oct. 21st 1805'. Main inscriptions read 'The Battle of Trafalgar. The British fleet consisted of 27 sail of the line; that of the allies of France and Spain 33, of these 19 were taken or destroyed by Lord Nelson' and 'Near this memorial on the 14th September 1805, Admiral Lord Nelson embarked for the last time, being killed on the following 21st October at the victorious Battle of Trafalgar'. (Berridge DW: Monuments and Memorials in the City of Portsmouth: 1984-).

Listing NGR: SZ6425599150

Legacy

The contents of this record have been generated from a legacy data system.

Legacy System number: 474404

Legacy System: LBS

Sources

Books and journals

Berridge, D W , Monuments and Memorials in the City of Portsmouth, (1984)

Legal

This building is listed under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended for its special architectural or historic interest.

End of official listing

Appendix 4: Chesapeake Monument List Entry

Overview

Heritage Category: Listed Building

Grade: II

List Entry Number: 1386939

Date first listed: 25-Sep-1972

Statutory Address: CHESAPEAKE MONUMENT, CLARENCE ESPLANADE



Location

Statutory Address: CHESAPEAKE MONUMENT, CLARENCE ESPLANADE

The building or site itself may lie within the boundary of more than one authority.

District: City of Portsmouth (Unitary Authority)

Parish: Southsea

National Grid Reference: SZ 63599 98722

Details

PORTSMOUTH

SZ6398NE CLARENCE ESPLANADE, Southsea 774-1/25/328
Chesapeake Monument 25/09/72

II

Monument. 1862. By TJ Willis and SJ Nichol. Granite, stone and bronze. Polished granite column set on square sandstone base and corniced pedestal, foliated stone capital surmounted by bronze tripod and naval crown. Base of column has bronze relief, scroll band and dolphin heads at corner. Monument commemorates "Their comrades who fell in battle or died from disease and accident during an eventful commission (of HMS Chesapeake of 4 years [1857-61])". It bears several inscriptions; a list of those killed and those who died of wounds at the attack on the Taku Fort, China, June 25th 1859; the members of

the crew and marines who died during the commission; a bronze relief showing seamen and marines landing to assault the Taku forts, and place names Peiho, Peking, Jeddah and Calcutta and India 1857-58, Arabia 1859-59, and China 1859-60-61. (Berridge DW: Monuments and Memorials in the City of Portsmouth: 1984-: 5).

Listing NGR: SZ6425599150

Legacy

The contents of this record have been generated from a legacy data system.

Legacy System number: 474355

Legacy System: LBS

Sources

Books and journals

Berridge, D W , Monuments and Memorials in the City of Portsmouth, (1984), 5

Legal

This building is listed under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended for its special architectural or historic interest.

End of official listing

Appendix 5: Peel or Shannon Naval Brigade Monument List Entry

Overview

Heritage Category: Listed Building

Grade: II

List Entry Number: 1386972

Date first listed: 25-Sep-1972

Statutory Address: PEEL OR SHANNON NAVAL BRIGADE MONUMENT,
CLARENCE ESPLANADE



Location

Statutory Address: PEEL OR SHANNON NAVAL BRIGADE MONUMENT,
CLARENCE ESPLANADE

The building or site itself may lie within the boundary of more than one authority.

District: City of Portsmouth (Unitary Authority)

Parish: Southsea

National Grid Reference: SZ 63565 98764

Details

PORTSMOUTH

SZ6398NE CLARENCE ESPLANADE, Southsea 774-1/25/331 Peel or
Shannon Naval Brigade 25/09/72 Monument

II

Monument. 1860. Granite and stone. 4-sided tapering pier with polished pink granite panels framed in white granite supports, cornice with shell ornamentation to frieze surmounted by elaborate bronze finial. Monument sits on stepped stone plinth with canon bollards at corners. Bronze finial was cast from the metal of a gun captured at Lucknow and presented to Shannon's Brigade by General Lord Clyde,

GCB, C-in-C of the army. The monument was erected in 1860 by the Officers and Crew of HMS Shannon in memory of Captain Sir William Peel, KCB, Captain Thos. Gray, RN, Mr MP Gavuey, mate, Mr MA Daniel, midshipman, the seaman and marines of the Shannon's Naval Brigade who fell whilst employed in the NW Provinces of India during the mutiny 1857-58. (Berridge DW: Monuments & Memorials in the City of Portsmouth: 1984-: 7).

Listing NGR: SZ6425599150

Legacy

The contents of this record have been generated from a legacy data system.

Legacy System number: 474388

Legacy System: LBS

Sources

Books and journals

Berridge, D W , Monuments and Memorials in the City of Portsmouth, (1984), 7

Legal

This building is listed under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended for its special architectural or historic interest.

End of official listing

Appendix 6: Queen's Hotel List Entry

Overview

Heritage Category: Listed Building

Grade: II

List Entry Number: 1470617

Date first listed: 20-Oct-2020

Statutory Address: 2 Osborne Road, Southsea, PO5 3LJ

Location

Statutory Address: 2 Osborne Road, Southsea, PO5 3LJ

The building or site itself may lie within the boundary of more than one authority.

District: City of Portsmouth (Unitary Authority)

Parish: Non Civil Parish

National Grid Reference: SZ6402798784

Summary

The Queen's Hotel, Southsea, built in 1903-1904 (dated 1903) to the designs of Thomas William Cutler in Free Baroque style, with sculpture by Frederick E E Schenck. Enlarged by over a third in 1909-1910 by Sir Arthur Blomfield and Sons.

Reasons for Designation

The Queen's Hotel, Southsea, built in 1903-1904 (dated 1903) to the designs of Thomas William Cutler, with sculpture by Frederick E E Schenck, and enlarged by over a third in 1909-1910 by Sir Arthur Blomfield and Sons, is listed at Grade II for the following principal reasons:

Architectural interest:

* for its lively design, demonstrating the versatility of the architect, TW Cutler; the careful early addition by the renowned firm of Sir Arthur Blomfield and Sons



is also of interest; * each of the three public elevations has a distinct character, expressing a different aspect of this prominent seaside hotel; * for the extensive and creative use of architectural terracotta in the elevations; * the inclusion of figurative and relief sculpture in terracotta by the noted architectural sculptor Frederick Schenk is of particular interest; * the grand ground-floor public spaces retain their plan, reflecting the original circulation and use; * the interiors retain original features including scagliola columns, marble flooring, chimneypieces and plasterwork, as well as a suite of decorative paintings reflecting the maritime setting of the hotel; * the building has an unusual porte-cochère, altered but legible, with a semi-circular carriageway contained within the envelope of the building.

Historic interest:

* Portsmouth's principal hotel, the building demonstrates the development of Southsea as a seaside destination, its success in the C19 continuing into the Edwardian period; * the hotel has played host to a number of notable people; Winston Churchill, Charles de Gaulle and General Eisenhower were all guests during the Second World War.

Group value:

* with Southsea Common, laid out as a pleasure ground in the mid-C19, and registered at Grade II; * with the numerous listed memorials on the seafront, notably the Portsmouth Naval War Memorial to the south, listed at Grade I; * with nearby mid-C19 listed buildings, including examples by TE Owen and HF Gauntlett.

History

Southsea began to develop from the 1810s as a residential suburb of Portsmouth, and a seaside resort, with the developer Thomas Ellis Owen playing a major role in the area to the north and east of the current Queen's Hotel from the 1830s to the 1850s. In 1830-1843 Southsea Common, to the west and south, was levelled and laid out as a pleasure ground, with the Clarence Esplanade being created in 1852, and the Clarence Pier constructed in 1861, as a promenade pier and landing place for steamers.

It was in 1861 that the local architect Augustus Livesay built Southsea House, a large Italianate private residence on the site of the current Queen's Hotel; this building was later converted to hotel use, but burned down in the 1901. Thomas William Cutler's designs for a new purpose-built hotel were submitted

by the owner GH King in 1902; the building, accommodating 63 guests and 33 staff, opened in May 1904. In 1909, the year of Cutler's death, the firm of Sir Arthur Blomfield and Sons was taken on to enlarge the building by more than a third, closely following the style and detailing of the original. The hotel established itself as Portsmouth's principal hotel, playing host to numerous illustrious visitors; Winston Churchill, Charles de Gaulle, and General Eisenhower were all guests during the Second World War. The hotel remains in use.

Thomas William Cutler (1841/42-1909) began in practice in 1866, becoming FRIBA in 1879. A versatile architect, Hermann Muthesius (The English House, 1904) mentions him amongst outstanding domestic architects of the day working in London, best-known for published projects for simple country houses in Vernacular Revival style; Cutler's illustrated 'Cottages and Country Buildings' was published in 1896. However, Cutler also produced large-scale works in Classical and historicist modes. From 1888 he was responsible for the extravagant Italianate rebuilding of Avery Hill House, Eltham, complete with a vast winter garden (both buildings are listed at Grade II). Cutler had an expertise in hospital building, serving as architectural adviser to a number of medical bodies, and designed hospital buildings including the Grade II-listed Italian Hospital in Queen Square (1898-1899). His hotel work included the Grade II-listed 1895 Metropole Hotel at Folkestone (apparently plans were originally produced by James D'Oyley), as well as enlargements and rebuildings. His seaside designs included unrealised plans in 1899 for an entertainment complex (or Kersaal) at Ramsgate. Cutler was also a student of design: his 'A Grammar of Japanese Ornament and Design' published in 1880 helped promote enthusiasm for Japanese design in Britain. He is known to have been responsible for designing wallpaper, as well as church furnishings.

Arthur (later Sir Arthur) William Blomfield (1829-1899) set up his practice in 1856, becoming renowned for Gothic revival ecclesiastical work, as well as for educational and public buildings. His sons Charles James Blomfield (1863-1935) and Arthur Conran Blomfield (1862-1932) joined the practice in 1890, continuing through the first part of the C20; AC Blomfield in particular established a reputation as an architect of note in his own right. Architect to the Bank of England, the Grocer's Company, and to Edward VII at Sandringham, the firm's commissions for work on churches, country houses and public and commercial buildings included a number of notable alterations and additions, with both new works and additions being represented on the List.

Details

Hotel, built in 1903-1904 (dated 1903) to the designs of Thomas William Cutler in Free Baroque style, with sculpture by Frederick EE Schenck. Enlarged by over a third in 1909-1910 by Sir Arthur Blomfield and Sons.

MATERIALS: red brick laid in English bond, with lavish use of buff terracotta, facing the raised ground floor and basement – with large mullioned and transomed windows to the ground floor – and as dressings, including the entablature with dentil cornice, pediments, banded quoins, window surrounds – many being eared, with triangular or segmental pediments broken by heavy keystones – and balconies. The mansard roofs are covered with slate, the roof to the 1909 section being slightly higher, with steeper slopes. There are brick ridge stacks with stone caps, those to the later part of the building being taller. The majority of the windows are uPVC replacements, though some original frames do remain, and the windows in the mansard roofs have mainly been replaced. A parapet which originally partially obscured the dormer windows was removed before 1909. Original cast-iron rainwater goods survive.

PLAN: the original 1903 range was roughly square on plan, slightly narrowing towards the east; the 1909 addition continues to narrow eastwards, creating a somewhat wedge-shaped plan. The original main entrance is to the north; this has now been superseded by the western entrance, from the parking area. The long southern elevation faces towards the sea, with entrances to both sections of the building. Each section of the building has a lightwell, that to the western section being partially filled at ground-floor level by a central domed vestibule, and by a lift shaft inserted in the 1920s or 1930s.

EXTERIOR: arranged over four storeys, with basement and attic, each public elevation has a distinct character, the variety of detailing providing both diversity and unity across the building. The hotel is announced by the prominent canted north-west corner, which rises to a tower in four stages, with a window bay to either side. At ground-floor level there is a decorative frieze above a bay window, the delicately moulded terracotta depicting young women in diaphanous dress forming corner piers, linked by floral swags, and with a central cartouche. Above, a tall blank frame containing applied metal lettering in place since early in the C20, reading 'QUEENS HOTEL' is topped by an open-bed pediment with swags framing the date '1903'. This supports a terracotta-faced octagonal stage with Doric columns enclosing a recessed window, the whole surmounted by a gadrooned terracotta dome supported on volutes.

The west-facing elevation, which faces towards Southsea Common and the (rebuilt) Clarence Pier, and is entered from what is now the parking area, has a symmetrical seven-bay frontage, defined by banded quoins, with an additional bay to the north, linking with the corner tower. The central three-bay section

contains the entrance, now enclosed by a large glazed porch – thought to be interwar in date, this is of Classical inspiration, with corner columns topped by urns, a roundel frieze, arched windows to the front, and a ceiling of Vitriolite panels; the fascias are new. The stair itself appears to be a replacement (the original having been of similar type to those on the south front). The doorcase has pilasters with a form of Composite capital, and a segmental pediment filled by a swagged cartouche. The inner doorway to the hotel was originally preceded by a form of portico in antis, with balustrades openings to either side of the entrance; these have now been converted to windows with inserted mullions and transoms. The upper part of the section is recessed, with engaged giant Ionic columns separating lower windows with eared surrounds and heavy keystones, and upper oculi of the type seen at Wren's Hampton Court, wreathed with laurel and garlanded. The pediment above is enriched with a festooned cartouche. In the outer bays, the windows to first and second floors have terracotta balconies with solid fronts decorated with Jacobean-inspired strapwork.

Facing Osborne Road, the north elevation of the original building is of eight bays, being symmetrical apart from the westernmost bay which is represented by the corner. The central three-bay section is slightly lower and slightly recessed: at the centre is the original main entrance, intended for carriage access, the doorway flanked by Ionic columns on which kneel large draped semi-nude female figures, supporting an open-bed segmental pediment, and creating a frame for a tall mullioned overdoor light. In the frieze to either side the words, 'QUEEN'S' and 'HOTEL' are moulded in the terracotta. The eared doorcase has a scrolled keystone and a pulvinated frieze with a projecting cornice festooned with pomegranates. This was designed for the use of carriages, and to either side of the central doorway is an arched opening which gave access to a semi-circular carriageway, lined with terracotta, by means of which guests could be delivered to an inner, bolection-moulded doorway with a central cartouche below a modillion cornice. This function appears to have come to an end during the building's first decade: the plans for the 1909 alterations show the openings as they are at present, with the lower part filled with terracotta, leaving a lunette above with glazing bars incorporating a pediment. The carriageway now contains timber partitioning, but original terrazzo flooring and cast-iron drain covers survive. Above the entrance is a double-height aedicule representing the main stair having a convex opening containing a pedimented window beneath an arched window, the pediment of the aedicule breaking through the cornice. The central section is flanked by narrow four-storey projecting bays with banded quoins, distinguished by swags above an eared ground-floor window with a heavy keystone, and an oculus at third-floor level. The 1909 extension complements the original work without imitating it, using similar window surrounds and banded quoins. Maintaining the rhythm of the frontage, the Blomfield addition balances the three taller easternmost bays of the original with three bays to the east, defined by banded quoins, and topped by a square dome with a smaller cupola, balancing the dome to the

north-west. The central entrance section, balancing that in the original section, is lower, and five windows wide. The doorcase – the terracotta now largely painted – has a broken pediment; above, a frontispiece of terracotta rises through the first and second floors, having an œil-de-bœuf to the first floor with a festoon above. The ground-floor windows to the east of the entrance have been formed the two glazed shopfronts shown on the 1909 plans.

The eastern elevation of this range is not given an architectural treatment, presenting blind walls to the north and south ranges, to either side of a light-well. The elevation is partly obscured by a later building.

On the south elevation, facing towards the garden with the sea beyond, the original frontage has a six-window section between two wider and slightly projecting 'pavilion' bays, with banded quoins, and pediments broken by festooned oculi. A central stair leads to a loggia at raised ground-floor level, fronting the dining room; the terracotta balustrade of both stair and loggia has enriched mirror balusters. The stair narrows towards the top, opening to a section which breaks forward from the terrace creating additional circulation in front of the central column. The loggia has an arcade on Ionic columns, the two western bays now glazed. The loggia supports a balcony with a continuous strapwork front; a balcony in similar style extends across four bays at second-floor level. To either side the bays have double-height projections clad in terracotta, their mullioned windows having a central arched section, topped by brickwork balconies with central terracotta cartouches. Opening on to these are tripartite windows in a Serlian arrangement beneath a segmental pediment. The 1909 addition almost mirrors these details, creating a new symmetry by transforming the original eastern pavilion into the central one, and adding a further six-window section, with a terminating pavilion. On the later section, however, the loggia – incorporated into the ballroom – projects slightly; stone frames within the arched openings, and a stone backing to the balustrade, indicate that this section was always glazed. The staircase is wider, spanning two archways, thus removing the need for the projecting upper section.

INTERIOR: the west entrance gives access to a grand lobby with a coffered ceiling, painted panelling and a floor of black and white chequered marble. Beyond a screen of red scagliola Ionic columns, at the centre of the original building, is a domed vestibule; columns support the roof on four sides, framing arched openings to north and south, and a neoclassical marble chimneypiece with console brackets to the east. The lunettes are painted with scenes of British maritime history, whilst the pendentives appear to illustrate the four winds. The glass of the dome is painted with grotesque ornament, with framed heads representing the months. The base of the dome is encircled by a gilded wreath of fruit and flowers. The northern entrance provides access to the entrance lobby and vestibule via a stair which divides at the top, leading northwards to a small porter's room overlooking the entrance (now a WC), and southwards to a stair lobby, protected by a balustrade of mirror balusters. The

lobby has a barrel roof, the ribs decorated with wreathed flowers, fruit and acanthus; the main stair rises to the north, with the domed vestibule to the south. To the north of the entrance lobby, the corner is occupied by the tea room, entered through a scagliola doorway fitted with later doors, truncated by an inserted reception area. The tea room retains a modillion cornice, a screen of black scagliola Ionic columns, and raised and fielded panelling. There is a large bar, recently installed. To the south of the lobby is the bar area, also with a modern bar; this room has an elaborate Edwardian Baroque chimneypiece and overmantel arrangement, the eared chimneypiece flanked by consoles, with a strapwork frieze, and with festoons surrounding a mirror. The dining room along the south front is accessed by glazed doors in keyed arched openings from the bar and domed vestibule. The ceiling is in three compartments with console cornices, the compartments enriched by panels with eared plasterwork frames of wreathed flowers and fruit. The walls are defined by applied mouldings. At either end of the room is a circular vent with an ironwork grille surrounded by a plasterwork frame of acanthus and fruit. In the 1909 part of the building, the ballroom reflects the form of the dining room, continuing along the south front, though in this room an additional section is provided by the projecting loggia, divided from the main part of the room by a screen of Ionic columns. There is a buffet area at the east end within the pavilion bay, defined by Ionic pilasters. The ballroom ceiling is coffered, central panels having been added recently concealing lighting. The walls are panelled; at the east end a fireplace is incorporated, though the decoration of the opening cannot be original. The central area of this section of the building contains the lightwell and stairs, whilst the northern area, which is of lesser interest, is given over to offices and WCs, with some partitioning and few historic features.

The main stair, to the north of the 1903 building, is of tight open-well form, somewhat constrained by the angle of the north side of the building; the upper sections are cantilevered, with columns at the turns. The lower section of the moulded mahogany handrail with a terminal oak leaf scroll is supported on brackets; the upper sections to third-floor level are supported on iron balustrades alternating mirror and stick balusters, and above with only stick balusters. The large stair windows have original frames with decorative stained glass. The stair treads are marble to second-floor level. The main stair in the 1909 part of the building has a wider open well, with a geometric iron balustrade. The bedrooms on the first to third floors have undergone modernisation together with some minimal reconfiguration for the provision of bathrooms. Surviving historic features include moulded cornices, skirtings and architraves, and some panelled door openings; all fireplaces have been removed, and doors replaced. In the corridors, panels concealing lighting and services have been inserted below ceiling level on the first and second floors, but original cornices survive above. The third-floor corridors have false ceilings. Some areas were undergoing renovation at the time of inspection (March 2020). On the fourth floor, originally occupied by servants, the layout appears to remain intact. Corridors have plaster skirtings with bead mouldings, and

some plain moulded archways. Timber architraves survive to the doorways and windows, with a panelled doorway to the corner tower room; a small number of simple Edwardian chimneypieces remain though the majority have gone.

The basement is accessed by a number of stairs in the northern part of the building. At the centre of the 1903 building is the former kitchen – a large square room lined with white-glazed bricks, now partly painted – with a doorway and windows opening to a wide passage to the north. The large opening for the kitchen range remains. Within the room, pipes and services have been inserted below ceiling level, and windows have been partly obscured; an unfinished doorway has been broken through to the south-west. In the south-west corner of the building is a former reception room, now disused, with a screen of square panelled columns to the south, a compartmented ceiling with egg and dart moulding to the beams, and an elaborate brown-glazed ceramic chimneypiece, incorporating a mirrored overmantel. Below the western entrance are the men's WCs, which retain a row of tall ceramic urinals of Deco character, probably 1930s in date, retaining original pipework. In the north-west corner of the building is the boiler room, with chimney openings; the boiler has been replaced. To the south-east there was originally a Turkish bath area; this was not inspected, but it is understood that a bath still exists, now lined with later tiles. The eastern part of the basement, in use until recently as a nightclub and restaurant, was not inspected, but photographic evidence suggests that historic features have largely been either removed or concealed, making this area of lesser interest.

SUBSIDIARY FEATURES

A pair of gate piers stands to the south-west of the hotel at the entrance to what is now the car park, on Clarence Parade. The piers are of red brick with moulded capping and bases of buff terracotta, surmounted by scrolled cast-iron finials supporting lanterns; the lanterns are replacements. The gate piers are not contemporary with the first phase of the hotel, but were installed early in the C20, marking one entrance to a semi-circular drive; a second pair which marked the entrance to the north-west of the hotel has been moved, and is not included in the listing.

Sources

Books and journals

Felstead, A (author), Franklin, J (author), Pinfield, L (author), Directory of British Architects 1834-1900, (1993), 231
Pevsner, Nikolaus, O'Brien, Charles, Bailey, Bruce, Lloyd, David W, The Buildings of England: Hampshire (South), (2018), 527

Websites

1946 aerial view of Southsea Common, showing the Queen's Hotel from the west, accessed 1 September 2020

from <https://www.britainfromabove.org.uk/en/image/EAW003001>

Biography of FEE Schenck, accessed 1 September 2020

from <http://www.speel.me.uk/sculpt/schenck2.htm>

Early photo of Queen's Hotel, post extension, accessed 1 September 2020

from <https://portsmouthandsouthsea.co.uk/media/queens-hotel-clarence-parade.262/>

Entries for TW Cutler, Arthur Blomfield and Sons and AC Blomfield, accessed 4 May 2020 from www.scottisharchitects.org.uk

History of the Queen's Hotel, accessed 4 May 2020

from Queenshotelportsmouth.com

Other

Arthur Blomfield and Sons, plans for 1903 alterations

Portsmouth City Council, Guidelines for Conservation. Conservation Area No 10:

The Seafront, Southsea, 2003, 2006

The Builder, vol 84, 16 May 1903, p 514

The Builder, vol 97, 18 December 1909, pp 678-9

Legal

This building is listed under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended for its special architectural or historic interest.

End of official listing



DESIGN



ENVIRONMENT



PLANNING



ECONOMICS



HERITAGE

PEGASUSGROUP.CO.UK

Pegasus Group is a trading name of Pegasus Planning Group Limited (07277000) registered in England and Wales.
Registered Office: Pegasus House, Duerns Business Centre, Whitworth Road, Cirencester, Gloucestershire, GL7 1RT



Royal Institute of
British Architects

