

THE LODGE, HOE ROAD, PLYMOUTH PL1 2PA

HERITAGE STATEMENT IN RESPECT OF EXTENSION

APRIL 2022

REV A





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1.0 PURPOSE OF STATEMENT

This assessment has been prepared for the owners of The Lodge in order to consider the potential impact of proposed extension on nearby heritage assets.

The existing building was listed Grade II in November 1998 as Park Keepers Lodge. It is within The Hoe Registered Park and Garden, the Royal Citadel Scheduled Monument and The Hoe Conservation Area.

The list descriptions for these Assets can be found in Appendix 1.

The proposed development comprises a lightweight extension to the rear within the existing yard to provide a larger eating area to accommodate the growing business.

Throughout this report, consideration has been given to Section 66 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990: "In considering whether to grant planning permission 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" and also Section 72: "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 preserving or enhancing the character or appearance of that area."

This assessment focusses on understanding the significance of the nearby listed buildings and conservation areas and how this significance may be impacted by the proposals. It has been provided in accordance with the requirements of the NPPF, paragraph 194:

Para 194: In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes or has the potential to include heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.

As well and international, national and local Heritage policy and guidance, the following Historic England documents have been consulted in the production of this report:

- Advice Note 12 "Statements of Heritage Significance" (October 2019)
- Good Practice in Planning 3 "The Setting of Heritage Assets" (December 2017)
- Advice Note 1 "CA Appraisal, Designation and Management" (February 2019)
- Advice Note 2 "Making changes to Heritage Assets" (February 2016)

This report has been prepared by Katharine Metcalfe IHBC of K Metcalfe Heritage Limited, an appropriately qualified and experienced Heritage professional. Opinions expressed have been reached through primary research, site visits, and reference to previous reports by others.

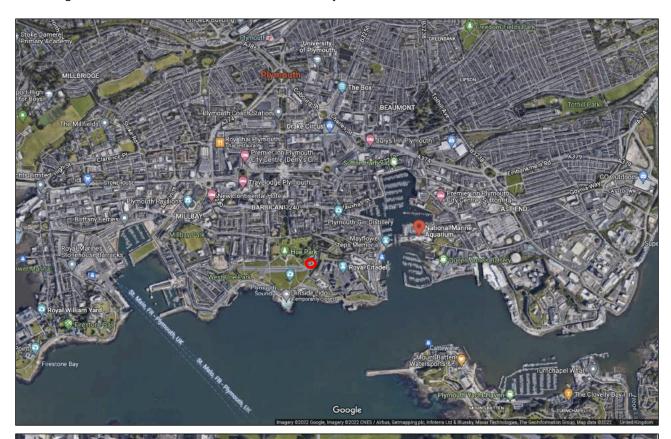
Unless otherwise stated, all plans reproduced in this document are courtesy of V. Glasson Associates, Chartered Architect and all photographs were taken by K Metcalfe Heritage Ltd



2.0 DESCRIPTION OF THE SITE

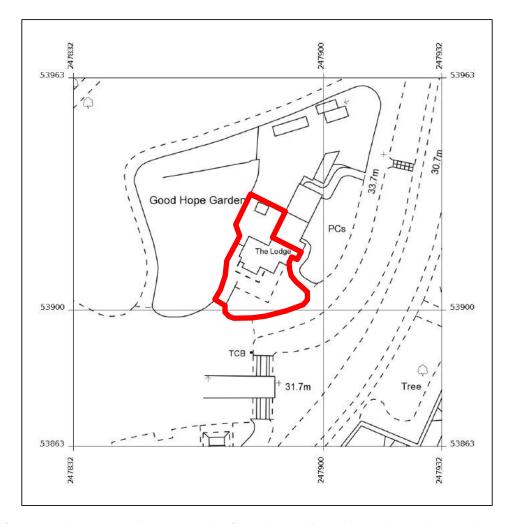
Location

The Lodge is located to the east side of The Hoe in Plymouth centre.





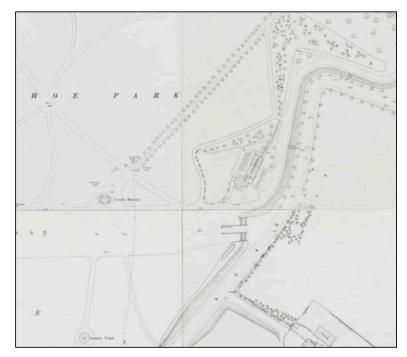




The Lodge faces south with a small garden to the front, the public toilets to the north east, the courtyard to the north west and the Good Hope Garden and The Hoe to the west.

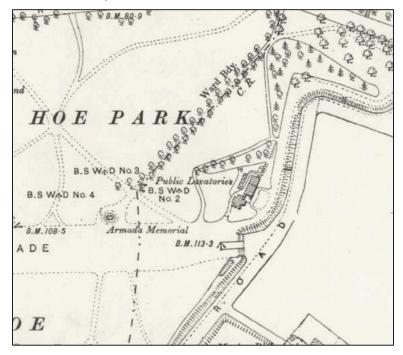
On the 1844 Tithe Map the site is shown as a private garden but the building appears on the 1894 Town

Мар:





And again on the 1904 OS 25 inch Map:



Other than a small infill adjoining the public toilets, the plan appears to be relatively unchanged.

The building was listed as Park Keepers Lodge in 1998, although in 1994 permission was granted for a change of use from dwelling house to tea rooms/cafeteria and this use has continued, through a number of owners, to the present day.

It is a popular venue, given its prime location on The Hoe, close to all the sights.

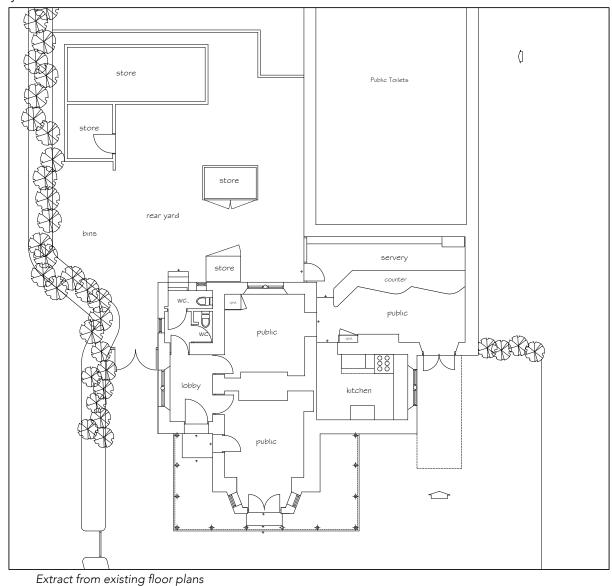




3.0 PROPOSED DEVELOPMENT

The proposal is for a lightweight glazed extension to the rear within the existing yard to provide a better quality covered area.

The existing building does not cate for indoor dining and is therefore weather dependent for trade or take aways.



The rear yard is currently under utilised, providing some limited storage space in temporary structures. It is an un-inviting and un-welcoming space.





Looking north east into the rear yard



Looking south within the yard

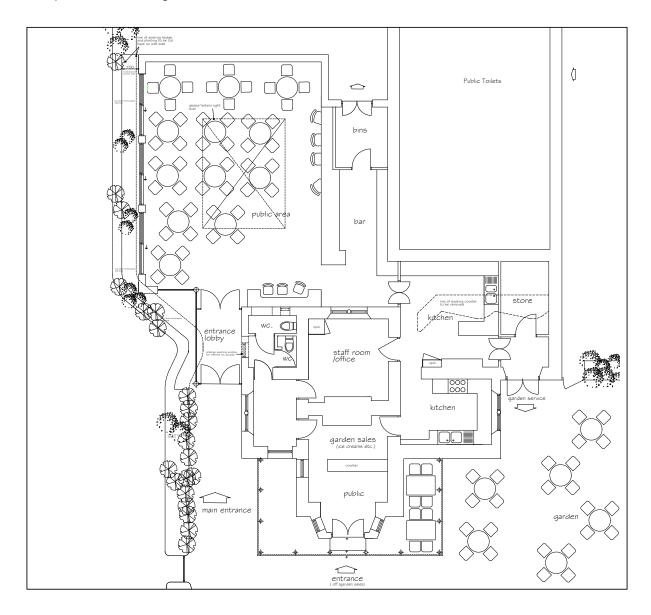


Looking south west within the yard



The rear wall of the public conveniences forms one boundary and the Lodge another. To the north is a fence to the Council yard and to the west is the Garden of Hope, behind an overgrown hedge.

The proposal is to better utilise this space by infilling it with a lightweight glazed conservatory style building, that will provide the seating area.



Whilst mostly enclosed within the yard, there is the opportunity for the west elevation to open out onto the Garden of Hope to provide a pleasant outlook.



4.0 ASSESSMENT OF THE HERITAGE ASSETS AND STATEMENT OF SIGNIFICANCE

The heritage assets identified as potentially being affected by these proposals are:

- The Lodge (Listed Building, Grade II)
- The Royal Citadel (Scheduled Monument)
- The Hoe Registered Park and Garden (Grade II)
- The Hoe Conservation Area.

The significance of any heritage asset lies in its heritage value, derived from its archaeological potential, its aesthetic and architectural merits and its historic interest; these are the values that elevate it from being merely interesting to being worthy of formal designation.

These headings are further defined in the Planning Practice Guidance Notes (July 2019 revision) as:

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 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 skill, 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.

The list description for the Lodge notes that it has Group Value (GV), which is explained in the DCMS guide "Principles of Selection for Listed Buildings" as follows:

When making a listing decision, the Secretary of State may also take into account:

Group value: The extent to which the exterior of the building contributes to the architectural or historic interest of any group of buildings of which it forms part, generally known as group value.

The Secretary of State will take this into account particularly where buildings comprise an important architectural or historic unity or a fine example of planning (e.g. squares, terraces or model villages) or where there is a historical functional relationship between the buildings. Sometimes group value will be achieved through a co-location of diverse buildings of different types and dates.

Whilst not detracting from any individual architectural or historic interest, a GV listing indicates the a major part of a building's significance will be derived from its external appearance as part of an historic grouping.

A brief assessment of each of the heritage assets is noted below:

The Lodge (Listed Building Grade II, November 1998).

The Lodge was constructed in a single phase in 1887-1888 according to the listing and designed by the Borough Surveyor. It was listed as "one of a good group of park buildings on The Hoe" and was clearly constructed as the park keeper's residence.



The ground under the building is part of the scheduled monument (although the structure itself is excluded) and there will be archaeological interest in any proposals that require below ground disturbance.

The architectural and aesthetic interest is found in its design and detailing, particularly in the ornate windows, shaped barge boards and veranda; this would have been a fine residence for the park keeper, particularly given its setting on the edge of the Hoe.





The Royal Citadel (Scheduled Monument, October 1962)

The Reasons for Designation on the entry are noted as:

The Citadel is one of the most complete surviving examples of a bastioned artillery defence in England and is the most extensively intact survival of the important later 17th century group built to defend the principal naval ports.

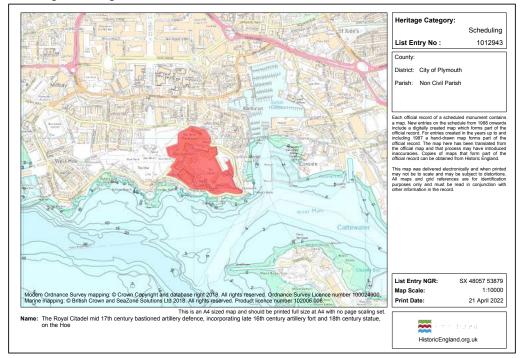
It retains a near- complete circuit of its original walling and extensive survival of its outworks, parts of the latter being masked beneath later features. Within its walling are rare survivals of this form of defences original internal buildings, while extensive areas of the interior are known from partial excavation to retain evidence for other original structures of the Citadel as well as the nature of the Elizabethan fort known to have occupied this site. Designed by Sir Bernard de Gomme, the importance of its surviving remains is supplemented by the wealth of contemporary documentation pertaining to its original design and construction, including de Gomme's own plans showing the development of his ideas. His resulting design was unusual in the irregularity of its plan and in the construction of its substantial walls entirely in stone, though backed with earth and rubble ramparts, both features showing his response to the nature of the site. The original main gateway, designed by an associate of Wren, is a good example of Baroque architecture and is particularly unusual in south west England.

The available historical documentation shows the wider context in which the Citadel was built, confirming its major place in the development of the nation's defences. In 1688 the declaration of the Citadel's garrison in favour of William of Orange soon after his landing was crucial in his securement of Plymouth, the first town in England to declare allegiance to William and a strategically important base from which he eventually deposed James II. The quality of the monument's surviving remains and its documentary support also provides an insight into the historical development of fortifications generally. This is given chronological depth by the radical changes it represented from the earlier fort on the site and by the successive modifications that it incorporates from subsequent episodes, reflecting both changes in defensive technique and shifts of emphasis for the protection of one of the nation's most important naval ports and dockyards. The documented decline of the Citadel's defensive role during the later 19th and 20th centuries marks the culmination of developing techniques and policies which are demonstrated by this monument.

This précis provides the background to the Citadel and its strategic and military importance to the city.



The entry notes that "all modern structures and buildings built after the World War II, those buildings constructed during the 1890-1900s refurbishment and the Chapel of St Katherine on the Hoe are excluded from the scheduling but the ground beneath all of these features is included".

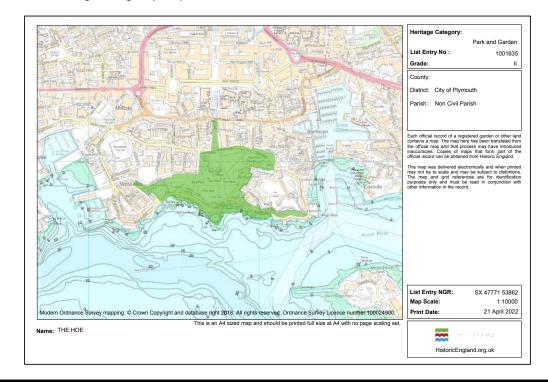


The Lodge is located in the vicinity of the western sallyport and the land is included for its potential for archaeological remains.

The Hoe Registered Park and Garden (Grade II)

The Hoe was designated a registered park and Garden in 2002 and the extensive entry notes the development and provides a detailed description of the area included.

The details note: "A public walk and parade ground of medieval origin, developed in the C19 and C20 as a public park and setting for a group of public monuments."





With reference to the area directly around the lodge, the entry notes:

The principal entrance to The Hoe is situated at the eastern end of The Promenade on Hoe Road. A pair of broad flights of granite steps flanking a central ramp ascend from Hoe Road to The Promenade. To the north of the entrance stands a single-storey late C19 lodge (listed grade II).

Of rendered construction with an ornamental cast-iron verandah to the south facade and ornamental bargeboards, the lodge was designed by the Borough Surveyor in 1887-8 (Minutes, 1887) as part of a scheme of improvements to The Hoe.

An original single-storey wing extending north-east from the lodge contains public conveniences. This wing is screened from the adjacent walk by evergreen shrubbery.

To the west of the lodge a small late C20 formal garden with figurative topiary is enclosed by clipped evergreen hedges.

The Hoe has rich associations from the tale of Drakes game of Bowls, to the giants Gogmagog carved into the ground and Lady Astor's dances during WWII; the Hoe is intrinsically linked with the cultural history of the city.

It is also at the heart of modern Plymouth and provides space for walks, shows, events, tourism and leisure.

The Hoe Conservation Area (designated in 1977, reviewed and boundary adjusted in 2009)

The Hoe Conservation Area Appraisal provides a summary of special interest as:

- A public park in a remarkable setting with spectacular views. A public park with an impressive range of public memorials and other structures, including Lorimer's Naval War Memorial, the Belvedere and Smeaton's Tower.
- A public park with rich historical associations and a long-established focus for Plymothians, which lends itself to public events and ceremonies.
- An accessible waterfront retaining a number of historic bathing structures, most notably Tinside Pool and Colonnade. The waterfront - and Tinside in particular - has been a powerful focus of communal experience over generations.
- Residential streets retaining a high proportion of high quality historic buildings, including a number of early 19th century terraces by Foulston and Wightwick
- A major 17th century fortification retaining important 17th and 19th century buildings, still in its original military use.

This provides a précis of the special character and appearance of the conservation area and the map below shows the quality of the built environment.

This shows the extent of the Scheduled Monument and the Registered Park and Garden, as well as the listed buildings and other buildings that make a positive contribution ti the character and appearance of the area.

It can be seen that this conservation area has a particularly hight quality environment and benefits from the open spaces of the Hoe.



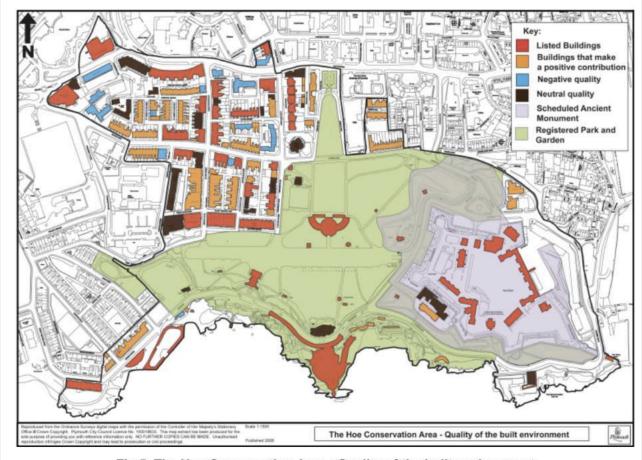


Fig.5. The Hoe Conservation Area: Quality of the built environment

Summary Statement of Significance

There are several heritage assets that have been assessed; the listed building, the scheduled monument, the registered park and the conservation area.

Whilst these all have individual elements of architectural and historic interest, they area also linked through their common history of the development of the Hoe and the Citadel.

Their significance is generally high overall and careful consideration will need to be given to development that affects any element.



5.0 IMPACT ASSESSMENT AND POLICY CONSIDERATIONS

Section 16 (2) and 66 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 both state: "In considering whether to grant listed building consent for any works the local planning authority or 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.

These confirm that alteration or extension of a listed building, or development within its setting, should not affect this setting or any features of special architectural or historic interest it possess.

Section 72 of the Act 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 preserving or enhancing the character or appearance of that area."

This confirms the requirement to preserve the character and appearance of a conservation area.

There are no statutory controls directly related to the protection of a RPG or SM, however as a designated heritage assets, their protection and conservation are outlined in the general paragraphs of Chapter 16 of the NPPF, which are considered below.

The proposed enclosure of the rear yard to provide seating will physically affect each of the heritage assets mentioned in the previous section and assessment of the potential impact is assessed here.

The Lodge (Listed Building, Grade II)

The proposed extension will be physically attached to the building, however it is around the back in the rear yard that does not share the same architectural interest as the principal park-facing elevations.

The yard is currently under-utilised but the proposed lightweight extension will provide an attractive addition and use for this space. Subject to negotiation, opening out onto the Garden of Hope will provide interaction in this space, and if this is not achieved, the building will nevertheless sit quietly within this existing poor quality area, bringing purpose and business to this popular venue, allowing its expansion.

It is acknowledged that there will be minor alterations proposed to the fabric in order to tie in the structure, however the primary significance of this listed building is identified as its architectural detail and group value, and this will not be affected.

However, in terms of the assessment required by the NPPF paragraph 199, the level of harm is considered to be minor less than substantial because of the scale of the extension on a listed building.

The Royal Citadel (Scheduled Monument)

The structure will require some ground disturbance and as such, will directly affect the SM.

Although this is a previously disturbed area, as indicated by the building and concrete slab, a watching brief is therefore likely to be required throughout the groundworks in order to ascertain whether any aspect of the SM is affected.



Whilst the actual level of impact cannot be known until the groundworks commence and a watching brief is followed, due to the previous ground disturbance and lightweight nature of the structure, in terms of the assessment required by the NPPF paragraph 199, the level of harm is considered likely to be neutral.

The Hoe Registered Park and Garden (Grade II)

The proposed structure will be within the RPG boundary and therefore has the potential to affect it directly.

The RPG is vast and primarily concentrated on the open areas of The Hoe and foreshore and whilst the Lodge is noted in the description, it is one of several park buildings of a similar date that are noted, and separately listed for their group value.

As seen from the photographs on p.8, the area of the proposed extension is enclosed and in poor condition, just being used for storage. The proposed structure will enhance the immediate area and whilst not being highly visible within the RPG, if and when it is seen, it will be viewed as a positive but discrete addition to the small and attractive lodge building.

If the hedge is removed between the site and the Garden of Hope to allow access, the structure will become more visible however it will provide a higher quality backdrop to the Garden than the existing hedge and will allow easier access for this small Garden to be enjoyed.

In terms of the assessment required by the NPPF paragraph 199, the level of harm is considered to be neutral to enhancement.

The Hoe Conservation Area.

The proposed structure will be within the RPG boundary and therefore has the potential to affect it directly.

The location of the proposed extension, hidden behind the existing building and public toilets, will mean that it will not be highly visible within the area and as such, there would be no impact on the character or appearance.

If the hedge is removed between the site and the Garden of Hope, the structure will become more visible, however it will be seen as a lightweight structure of appropriate size and construction, behind an attractive lodge, that will allow interaction between it and the Garden.

The proposals are therefore considered to preserve the character and appearance of the conservation area and in terms of the assessment required by the NPPF paragraph 199, the level of harm is considered to be neutral to enhancement.

Summary Assessment of Impact

The proposed extension is considered to be appropriate in terms of scale, massing and materials and will not be detrimental to the significance of any of the identified heritage assets, although minor less than substantial harm is recognised through the proposal to extend this small listed building.



Whilst it is assumed from evidence of previous disturbance that there will be no archaeological impact, it is expected that a watching brief may be required to ensure this.

The proposals will either preserve or enhance both the significance of the RPG and the character and appearance of the conservation area.

Policy Considerations

Considering the proposed development against legislation and policy, the requirements of the Planning (Listed Buildings and Conservation Areas) Act 1990 must be considered.

The NPPF (July 2021) provides guidance on conserving and enhancing the historic environment in chapter 16 and the paragraphs relevant to this application (the setting of heritage assets) are paragraphs 197, 199 and 206.

- 197. In determining 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.
- 199. 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.

Paragraph 200 and 201 deal with substantial harm, which is not the case here, and paragraph 202 relates to less than substantial harm, which has been identified,:

202. 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.

In the Planning Practice Guidance Notes that accompany the NPPF, the section "What is meant by the term Public Benefits" (Paragraph: 020 Reference ID: 18a-020-20190723) provides the following definition:

Public benefits may follow from many developments and could be anything that delivers economic, social or environmental objectives as described in the NPPF. Public benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits, for example, works to a listed private dwelling which secure its future as a designated heritage asset could be a public benefit.

Examples of heritage benefits may include:

- sustaining or enhancing the significance of a heritage asset and the contribution of its setting
- reducing or removing risks to a heritage asset
- securing the optimum viable use of a heritage asset in support of its long term conservation



It is important to note from the above that benefits do not always have to be visible or accessible to the public in order to be genuine public benefits.

The public benefits that will flow from this development will be contributing to the economic and social objectives of the NPPF through the improvement of the facilities offered to residents and visitors alike within this prosperous part of the thriving waterfront.

Paragraph 206 considers proposals that preserve those elements of the setting:

206. 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.

The Plymouth and South West Devon Joint Local Plan (March 2019) contains policy DEV 21; Development affecting the historic environment which states:

"Development proposals will need to sustain the local character and distinctiveness of the area by conserving and where appropriate enhancing its historic environment, both designated and nondesignated heritage assets and their settings, according to their national and local significance. The following provisions will apply:

- 1. The significance, character, setting and local distinctiveness of heritage assets should be considered within an appropriate assessment to determine impact.
- 2. Great weight will be given to the conservation of the Plan Area's designated heritage assets. Where development proposals will lead to any harm to the significance of a designated heritage asset, they must be fully justified against:
 - i. the public benefits of the development, and whether there are substantial public benefits in cases where there would be substantial harm
 - ii. whether it has been demonstrated that all reasonable efforts have been made to sustain the existing use, find new uses or mitigate the extent of harm to the assets significance and if the work is the minimum required to secure its long term use."

In addition, the Plymouth and South West Devon Joint Local Plan Supplementary Planning Document (July 2020) contains section 6 - Place Shaping and Heritage and contains further guidance on the application of DEV 21 in relation to development and the impact on the setting of listed buildings.

- 6.53 Impact on the setting of a listed building must be considered when applying for planning permission. The LPAs are under a duty to carefully consider whether proposed development is harmful and represents substantial or less than substantial harm.
- 6.54 Where substantial harm is identified then the development is unlikely to be regarded as acceptable.
- 6.55 Where less than substantial harm is identified then the LPA is required to consider whether other public benefits arising from the proposed development outweigh this harm. If this is considered to be the case, then the development may be approved.

The impact assessment provided concludes minor less than substantial harm to the listed building, but neutral impact or enhancement to the other heritage assets. This minor harm has been weighed against public benefits in this section.



6.0 CONCLUSIONS

The purpose of this document has been to understand the significance of the heritage assets and assess the potential impact of the proposals on this.

It has been undertaken in accordance with NPPF and Historic England guidance to provide an assessment that has further provided an understanding of the potential impact of the proposal to a level proportionate to the importance of the heritage assets.

The summary statement of significance notes:

There are several heritage assets that have been assessed; the listed building, the scheduled monument, the registered park and the conservation area.

Whilst these all have individual elements of architectural and historic interest, they area also linked through their common history of the development of the Hoe and the Citadel.

Their significance is generally high overall and careful consideration will need to be given to development that affects any element.

And the summary impact assessment notes:

The proposed extension is considered to be appropriate in terms of scale, massing and materials and will not be detrimental to the significance of any of the identified heritage assets, although minor less than substantial harm is recognised through the proposal to extend this small listed building.

Whilst it is assumed from evidence of previous disturbance that there will be no archaeological impact, it is expected that a watching brief may be required to ensure this.

The proposals will either preserve or enhance both the significance of the RPG and the character and appearance of the conservation area.

Consideration fo the relevant legislation and policy has shown that there will be public benefits that will outweigh the very minor harm identified and as such, provide the balance required in order to allow the proposal.

As such it is considered that the proposals comply with national and local historic environment legislation and policy and, in accordance with NPPF 206 and the JLP(SPD) paragraph 6.55, the proposals should be approved.



Appendix 1 - Links to Listing descriptions



PARK KEEPERS LODGE, THE PROMENADE

Heritage category: Listed Building

Grade: II

List Entry Number: 1386465

Date first listed: 09 Nov 1998

https://historicengland.org.uk/listing/the-list/list-entry/1386465?section=official-list-entry

THE ROAYL CITADEL

Heritage Category: Scheduled Monument

List Entry Number: 1012943

Date first listed: 29 Oct 1962

Date of most recent amendment: 25-Aug-1995

https://historicengland.org.uk/listing/the-list/list-entry/1012943?section=official-list-entry

THE HOE

Heritage Category: Park and Garden Grade: II

List Entry Number: 1001635

Date first listed: 15-Jul-2002

https://historicengland.org.uk/listing/the-list/list-entry/1001635?section=official-list-entry





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