

# **Heritage Strategy for Portsmouth**

Considering heritage as an integral part of our city's future success

# Foreword



I am pleased to introduce this Heritage Strategy for Portsmouth. Our great waterfront city has over 1,000 designated and undesignated heritage assets and we are rightly proud of the contribution they make to the city for both residents and visitors alike. In recent years a number of significant heritage projects have taken place in and around the city: at Spitbank Fort in the Solent, 18 gun battery; the First World War monitor HMS M33; at Boathouse 4 and the former cell blocks within the historic dockyard; and in the development of the Hotwalls Studios in Old Portsmouth.

The city has a duty to its heritage, one the council and our partners take seriously. Despite significant past achievements there is still much that we can and must do for the heritage of our city, and this strategy seeks to set out our vision for the city's heritage and how we will deliver on that.

We, and other partners in the city, are stewards of the city's cultural heritage and historic built environment, preserving and developing these for future generations. We will integrate the historic and contemporary in a way that creates a distinctive and exciting urban landscape and lifestyle.

As we emerge from the challenges of the global pandemic, I am excited about the possibilities for the future of Portsmouth, and believe that our heritage can play a dynamic part in building that future. I invite you to join me in this hopeful vision, and in celebrating and championing Portsmouth's distinctive heritage so that generations to come can grow to understand and love our city in the way that we do now.

## **Cllr Ben Dowling**

Cabinet Member for Culture, Leisure and Economic Development  
Portsmouth City Council

## **Cllr Lee Hunt**

Heritage Champion  
Portsmouth City Council

# Introduction

This strategy sets out how we will conserve and interpret the heritage of Portsmouth, so that it continues to reflect the rich history that it is part of and supports our new shared City Vision towards 2040. Our heritage has shaped what and how we are as a city, and will continue to influence where we are going.

Portsmouth is a city that has been shaped by its unique geography as an island city, which created a role for Portsmouth in the national story as a centre of military significance and industrial innovation. This heritage is an important part of the city's past and will continue to be part of its future - the naval base remains an important part of the city's economic base and strategic sectors for growth include advanced manufacturing and marine. Naval and shipping connections are part of what have made Portsmouth a Great Waterfront City. Portsmouth and its people have long had a front row seat in world history.

Understanding and interpreting the heritage story for the city is hugely important, to foster the sense of civic identity, but also because of the importance of our heritage in creating the future for Portsmouth. Heritage themes and assets are crucial to our economic success in years to come. Understanding the past gives us a sense of the present and confidence for the future.

*"I think heritage defines Portsmouth more than other cities...you associate yourself with the dockyard and with the naval heritage"*

(National Lottery Heritage Fund survey, local respondent)

The challenges of 2020 and into 2021, as the world has contended with a global pandemic, mean that there are huge issues that we now need to contend with. Issues around inequality, health and wellbeing have been thrown into sharp focus, and there will be huge pressures on the public purse. However, we believe that with a vital and strong vision, heritage can be relevant and central to the recovery in our city.

This strategy sets out how heritage can play that part in the future of the city, setting a bold vision to create a city where our heritage is understood, celebrated and integral to the city's life and success. The strategy will guide heritage related activity and investment in the medium term, in support of the wider vision for the city.

# What is Heritage?

Heritage is defined by UNESCO as:

## Tangible cultural heritage:

- movable cultural heritage (paintings, sculptures, coins, manuscripts)
- immovable cultural heritage (monuments, archaeological sites, and so on)
- underwater cultural heritage (shipwrecks, underwater ruins and cities)

## Intangible cultural heritage:

- oral traditions
- performing arts
- rituals

## Natural heritage:

Natural sites with cultural aspects such as cultural landscapes, physical, biological or geological formations.

## In Portsmouth this could include, but is not limited to:

- The built environment on land and 'at sea', including scheduled monuments and listed buildings
- Our museum and archive collections
- Our natural habitats
- Archaeological sites and collections
- Intangible heritage such as stories, history and traditions
- Underwater heritage, particularly shipwrecks, as well as other maritime archaeology

# Our Visions

## ... for the city

Over the last year, there has been a wideranging, community-led exercise in Portsmouth to describe a vision for the city's future – including reflecting the issues that matter to people in the light of the pandemic. Thousands of contributions were received and considered by a steering group of public, private and third sector agencies in the city to enable a vision for Portsmouth in 2040 to be articulated.

This vision reflected not just the things people wanted to see, but also the way they want the city to feel. Values described by residents included a community focus, collaboration, equality, respect and innovation.

One of the themes that came through very strongly was the importance of heritage and a statement emerged in the vision that in 2040:

People in Portsmouth enjoy a vibrant cultural scene that makes the most of our location, our heritage and our creative energy. We are full of things to do and places to be, welcoming locals and visitors with diverse events, attractions and venues that positively benefit our people and our city. We are known locally, regionally and internationally as a great waterfront and city destination that brings people together.

## ...for our heritage

**Our vision is to create a city where our heritage is understood, celebrated and integral to the city's life and success**

To achieve this vision we will:

- reinforce and develop Portsmouth's distinct historic identity
- invest in the fabric of historic assets and realise viable uses
- ensure that heritage is an integral part of the economic success for the city in the future
- Engage and actively involve people - residents and visitors - in our heritage environment, assets and stories.

The city council will play a leading role in this as the owner of many of the city's heritage assets, but other partners will be critical to the success of this strategy, including national stakeholders such as Historic England and English Heritage, through to local city partners such as the Nava Base Property Trust and the Portsmouth Society. All have a part to play, and all are welcome, to help us achieve our vision.

# Portsmouth's rich heritage story

Portsmouth is unique in being largely an island city, with a rich and diverse historic built environment. It has been shaped for most of its history by the strategic advantages of its excellent deep water harbour and its association with the Royal Navy which stretches back almost a thousand years.

Evidence of Bronze Age activity has been found on Portsea Island, along with archaeological finds from the Palaeolithic period in Langstone Harbour and from the Neolithic and Iron Ages on and around Portsdown Hill. The first well-documented human presence in the Portsmouth area was at Portchester Castle, where the Romans and then successive medieval kings maintained a fortification and used the natural harbour to assemble their ships for crossings to France. As the upper reaches of the harbour became silted up settlement in the area moved to the mouth of Portsmouth Harbour, in the area now known as Old Portsmouth.

The Domesday Book lists settlements at Buckland, Copnor and Fratton on Portsea Island and Cosham, Wymering and Drayton on the mainland. At this time the population of Portsmouth was no larger than two or three hundred people.

Sometime between 1170 and 1180 Jean de Gisors, a French merchant, purchased the manor of Buckland. On this land he founded the town of Portsmouth, including building what would later become Portsmouth Anglican Cathedral. In 1194 Portsmouth was granted its first Charter by Richard I. The charter granted the right to hold a weekly market and an annual Fair, the Free Mart Fair, which ran until 1847.

The city continued to develop in importance and its role in national and international events. The town's fortifications were developed, including the Round Tower and Square Tower built in the 15<sup>th</sup> century. The fortifications continued to evolve over time as new technology was introduced. Portsmouth also continued to play a role in national and international events out of proportion to its size.

In 1545 Henry VIII watched the Mary Rose sink in the Solent during an engagement with the French Fleet and in 1628 the Duke of Buckingham - the de facto Prime Minister - was murdered at what is now Buckingham House. During the English Civil War Southsea Castle was stormed by the Parliamentarians. In 1662 Catherine of Braganza landed in Portsmouth prior to her marriage to Charles II at the Garrison Church. It is believed that Catherine of Braganza brought with her the first tea to be drunk in England.

During the mid-19<sup>th</sup> century Southsea began to develop as a middle-class suburb and seaside resort. This development was led by Thomas Ellis Owen, an architect who was active from 1834 onwards. Southsea became home to naval and army officers and retired professionals and also developed as a seaside resort. The city has very rarely seen protest or disorder, but in one notable incident in 1874 that became known as 'the Battle of Southsea' local people rioted over proposals to fence off part of the promenade next to Clarence Pier.

The presence of the town and dockyard fortifications constricted development until their demolition in the 1860s and 1870s. When the railway arrived in 1847, for example, the new Town Station had to be built in Landport, well away from what was then the High Street. This led to the development of a new Town Centre around the Station. The route of the railway was also affected by military land use.

For many centuries the fortunes of the town depended largely on whether England was at war, and who with. During times of war the town was often booming, while peace often brought unemployment as the Royal Navy contracted.

The Dockyard saw booms from 1689 to 1698 during preparation for the Spanish war of succession, during the Seven Years War 1756 to 1763, from 1793 to 1815 during the revolutionary and Napoleonic Wars. In 1787 the first fleet left Portsmouth carrying convicts to Botany Bay, in what would become Australia.

In the 19<sup>th</sup> century, the city cemented its status as the pre-eminent naval base of the world's leading maritime and commercial power. Admiral Lord Nelson left Britain for the last time from Portsmouth in 1805, shortly before the Battle of Trafalgar. The expansion of the Royal Navy and the dockyard led to an expansion of the city's population. Among the workers drawn to the city were Charles Dickens' father John who worked in the Pay Office. The physical legacy of this period is exceptional - one of the greatest concentrations of historic military architecture in Europe, not only in the number of grade I and II\* listed buildings in the historic dockyard but also the diverse range of listed and scheduled fortifications in the city.

The Great Extension of 1867 to 1881, when war with France was feared, and during the re-armament from 1880 to 1914 the fortunes of the town were clearly influenced by government policy and by extension, national and international events.

The expansion of the Dockyard continued during the late nineteenth century with the introduction of ironclad and steam driven warships leading a huge expansion of the facilities at the yard. This created one of the single largest industrial sites in the world. At its peak in the mid-20<sup>th</sup> century the yard employed over 25,000 people, stamping its mark on the city and its inhabitants. It also led to an enviable reputation for scientific and engineering innovation. This is nowhere more evident than in the grade II\* listed Block Mills, the site of Marc Brunel's revolutionary machine tools which heralded the age of mass production.

The city's rise to industrial powerhouse was mirrored by rapid expansion, the legacy of which includes a stock of over 60,000 terraced houses, most of them built for labourers and artisans in the dockyard. Some of the best examples are protected within a number of the city's 25 conservation areas.

The identity of Portsmouth as the "home of the Royal Navy" means that it also hosts a number of historic ships:

- HMS Victory - Nelson's flagship, the visual centrepiece of the historic dockyard and the UK's only surviving Georgian warship
- HMS Warrior - UK's first ironclad warship
- The Mary Rose - Henry VIII's iconic flagship
- M33 - a 'monitor' launched in 1915

In 2020 the city also became home to Landing Craft Tank 7074, one of few surviving D-Day landing craft of her type.

The Dockyard continued to be busy during the 'Dreadnought race' of the early 20<sup>th</sup> Century, when the yard was launching on average one battleship a year. This led to a huge expansion in the town's population, in terms of sailors, dockyard workers and their families, and other supporting infrastructure. By 1911 10,439 labourers were working in the Dockyard, 56% of the industrial workers in the town.

During this period Portsmouth also played host to Fleet Reviews in the Solent to mark significant national events such as coronations and jubilees - which were usually attended by Royalty and often attracted foreign navies.

The city was devastated by the two world wars. The First World War saw in excess of 6,000 people killed - the figure is believed to be much higher - and almost 1,000 people died in the influenza pandemic of 1918. Due to its significant role in national affairs Portsmouth was made a city in 1926, and the Mayor became a Lord Mayor. Of course, the military strength in the city also marked it out as a target. In the Second World War, Portsmouth was amongst the most heavily bombed cities in Britain. Over 900 people were killed. 6,000 buildings were totally destroyed, and tens of thousands damaged. Reconstruction was relatively slow and has left its mark, in the shape of large post-war housing estates but also in the administrative and commercial heart of the city, which is graced with a number of high quality modernist buildings, such as the Norrish Central Library.

Although Portsmouth's industries have been dominated by the dockyard and shipbuilding, a significant supportive infrastructure grew around this, supplying materials and equipment to the Royal Navy, the Dockyard and the people of the town. Commercial shipping in the area was relatively limited until the post-war period due to the control of the Government through the Royal Navy. However the Camber Dock was home to a small coastal trade, including coal and fish.

Brewing was a notable industry, due to the presence of so many sailors, soldiers and dockyard workers in the town - Portsmouth traditionally had one of the highest concentrations of pubs in the country, and was dubbed "Pub Capital of the UK" in a light-hearted survey in 2018, that found the city had more pubs per square mile than any other city in the country.

Other notable traditional industries included ironworks, such as Treadgolds and Sperrings, as well as Chubb locksmiths. The city also long had an established corset-making industry. This was stimulated by the large number of women living in the town looking for employment while men were at sea.

In more recent years the city has become more known for its high-tech industries, still linked to the role of the city in national defence, including aerospace, with companies such as Airbus and BAE Systems having a presence in the city and providing employment for hundreds of residents.

In the early 19<sup>th</sup> century, the city started to develop in other ways. Under the initial direction of local architect Thomas Ellis Owen, Southsea emerged as a picturesque and elegant satellite resort town serving the needs of military officers and a burgeoning middle class. Its historic core is now a conservation area and has a wealth of listed gothic influenced villas. The area is served by Southsea Common, an extensive pleasure ground and one of the three registered historic parks in the city. In combination with several miles of seafront promenade, it creates a waterfront unusually free of development - a feature that is unrivalled by any city of comparable size in the country.

Other highlights include the exuberant civic pride of the Guildhall, and the birthplace of Charles Dickens, perhaps the city's most famous son and one of a number of the great British writers - including HG Wells, Sir Arthur Conan Doyle and Rudyard Kipling - that lived and worked in the city.



# How heritage has shaped Portsmouth's identity

*"Heritage is not just old stuff. It connects us, provides a sense of rootedness and place, and it is vital to understanding who we are and what we would like to become. "*

*Peter Ainsworth, Chairman, The Heritage Alliance*

The history of Portsmouth has shaped the city we now know in many profound ways. The city is one of the most densely populated in Europe, and most residents live in close proximity to each other with relatively little open space between them. This density occurred relatively quickly - in the early 19<sup>th</sup> century Portsea Island was relatively rural, yet by 1900 the island was almost completely developed.

As a natural harbour and a port, Portsmouth has long welcomed visitors and settlers. These have included sailors during the Napoleonic Wars, Polish settlers in the 19<sup>th</sup> century, Irish immigration during the famine era, Jewish people fleeing persecution in Eastern Europe, a number of Italian families who became well-known for their ice cream such as the Pitassis, the Verrechias and the Dagostinos, and post-war settlers in the form of the Windrush generation, and from South Asia and China.

As a city that has long been home to a large number of sailors, soldiers and dockyard workers, Portsmouth has played host to a range of **colourful leisure pursuits**. Portsmouth has been well known for its large number of pubs, many of which date from the height of the dockyard. In 1871 the city had 323 pubs. Notable local pub architects include A.E. Cogswell and A.H. Bone. The city is also home to two Frank Matcham Theatres - the New Theatre Royal opened in 1900, and the Kings Theatre in 1907.

Since its formation in 1898 **Portsmouth Football Club** has played a significant role in local identity. It is the most successful football club on the south coast and has a well-known loyal following. The Dockyard also led to the development of the Dockyard Football League, which saw departments of the dockyard forming their own teams. From the mid-19<sup>th</sup> century Portsmouth has also developed as a seaside resort. The seafront promenades and piers date from this period.

**Faith** has also played a significant role in life in the city. The first church on Portsea Island, St Mary's, opened in 1164. The first Synagogue in the city opened before 1749.

Portsmouth's population has long had a complex set of **gender roles** with women playing an important role in life in the city. Many men often spent years away from home with the navy or the army. This left wives alone for long periods to bring up families, but a number of industries based around the skills of the women flourished, such as corsetry.

The impact of the army and navy presence in Portsmouth meant that the city developed very differently to other places. The purpose of the Dockyard and the Army Garrison shaped behaviours and attitudes within the city. The presence of Government control in the form of the armed forces, meant that historically there

were limits on commercial activity, which affected the ability of the inhabitants to develop income levels, class structures and spending habits typical of other cities.

## Our heritage environment

There are three registered parks and gardens in Portsmouth, which meet the criteria of special historic interest:

**Southsea Common** (registered Grade II, 2002) - at 82 hectares, the Common is by far the largest expanse of open space in the city and serves an important function in terms of informal recreation as well as for organised events, particularly in the summer months. Historically the site of a large swamp known as the Great Morass, the area was maintained as open space by the military to provide an open field of fire for the nearby scheduled Southsea Castle (c.1540). Purchased by the city in the late 19<sup>th</sup> century although not legally a common, the Common was gradually laid out as a pleasure ground. Dominated by a large expanse of open grassland it also incorporates a diverse variety of different elements, including a series of tree-lined avenues, rock gardens and a canoe lake.

**Kingston Cemetery** - southern section (registered grade II, 2003) - Kingston Cemetery was opened in 1856 in response to the Burial Board Act of 1854. The cemetery was later extended and reached its present-day extent of around 20 hectares in 1910. The grounds contain a pair of grade II listed neo-gothic chapels by local architect George Rake, who also designed the entrance gates. It also contains a number of listed memorials.

- **Victoria Park** (registered grade II, 2002) - a charming and formally planned picturesque park established in 1878, Victoria Park is a city centre oasis. At 3.5 hectares the site is perhaps the most attractive area of open green space in the city, and is home to a variety of individually listed monuments, an original fountain and a popular aviary and small animal enclosure. Victoria Park is currently the subject of a National Lottery Heritage Fund (NLHF) grant which was awarded in 2019.

There are also many buildings and structures which add interest to the city's character, and are of architectural and/or historic interest, that are not protected by listed building status. Domestic buildings, schools, churches, shops, libraries and public houses - particularly from the Victorian and Edwardian periods - all contribute interest and variety to the city's streetscapes and are often landmarks in areas of terraced housing. There are also significant examples of civic pride and municipal function, such as the Guildhall, the Park Building, Eastney Beam Engine House, Kingston Prison and the former Workhouse.

The extensive development of historic and modern Portsmouth has left the city poorer in pre-urban archaeological remains, with few ancient monuments. There are for example no hill forts, Roman villas or burial mounds. However, artefacts recovered during development over the decades do indicate that prehistoric, Roman and

medieval occupation must have existed on Portsea Island and areas not compromised by modern development have the potential to shed light on this otherwise lost component of Portsmouth's past. Recent excavations in Fratton have shed light on one of the earliest settlements on Portsea Island.

# Heritage Impact - our strengths

Recent National Lottery Heritage Fund research on Portsmouth demonstrated that people place a high value on the city's heritage. A number of heritage assets, including the historic dockyard, are already key elements of the city's image and make a significant contribution to the local economy.

In addition, the Historic Environment Record (HER) has 1676 records relating to sites in the City of Portsmouth. This figure includes:

- 751 historic buildings (including 454 Listed Buildings and buildings on the City of Portsmouth Local List of Buildings of Architectural and Historic Interest)
- 18 Scheduled Monuments
- 3 Registered Parks/Gardens
- 190 Archaeological find spots

The HER also has 232 records relating to archaeological investigations within the city. The HER has recently launched a Facebook page which will aim to crowd-source heritage, for example encouraging residents to send photos of historic street furniture for recording on the HER.

## Visitor economy

Regional economic aspirations are set out in the Solent LEP's Strategic Economic Plan, which identifies a number of strategic growth sectors, including marine/maritime and advanced manufacturing; and the visitor economy.

The Solent region has a robust visitor economy founded on significant heritage and natural assets. The Solent visitor economy is worth £3bn, supporting nearly 63,000 jobs. The sector is an increasingly important factor in the diversification away from reliance on traditional industries and larger public sector employers. A November 2013 report by Deloitte highlighted that the tourism economy was set to grow at 3.8% per annum, faster than manufacturing, construction, and retail - with inbound tourism the key driver of growth.

Analysis suggests that the Solent has a lower proportion of the visitor economy workforce that the national average, which indicates that there is scope for growth in the sector.

A recent study commissioned by Portsmouth City Council on the economic impact of tourism in Portsmouth highlighted that visitor expenditure in the city is in the region of £463m, supporting almost £601m of income for local business through additional indirect and induced effects. This expenditure is estimated to have supported around 12,500 actual jobs (c.9000 FTEs when part-time and seasonal work patterns are accounted for).

Clearly there is strength within Portsmouth's local visitor economy and opportunities for further growth. Historic places and buildings attract visitors and are an essential element of the city's tourism offer, encouraging domestic and overseas visitors.

However, we also recognise that there are some challenges that come with these associations, such as a city image that can be perceived as narrow and overly

military-history focused - these are gradually being overcome through strong, coordinated marketing, and an increased association with prestigious, large-scale events, that nonetheless showcase the heritage in the city. This synthesis of the old and the new is key to driving development of the visitor economy in the city, to a more diverse, vibrant, year round offer.

## Culture

Heritage and context are an essential part of cultural wellbeing. They are a physical embodiment of human achievement in the arts, design and construction - and provide opportunities to reflect on other areas of excellence such as science and engineering. As such, the heritage of an area has intrinsic value. In Portsmouth, heritage buildings provide theatre spaces, libraries, museums and attractions, places of worship and reflection. The historic context provides inspiration for art, entertainment and for intellectual and civic engagement - recent projects to highlight the sacrifices made by men in the First World War and on D-Day by posting notices in the streets where they lived have demonstrated the power of heritage to engage residents to feel and think and find common purpose and understanding in a way that few other types of engagement can manage.

There are a number of recent examples of the city's heritage inspiring cultural regeneration. The Victorious Festival, Strong Island and Pompey Banana Club are all examples of creative and cultural entrepreneurs mobilising the city's heritage as social capital in new and exciting ways. The success of these brands show how successful heritage-led regeneration can be, including using intangible heritage.

# Community engagement

In February 2015 the National Lottery Heritage Lottery Fund published a report, *20 years of heritage lottery funding in local areas: Portsmouth*. The report fed back on a survey of local people's attitudes to heritage in the city and analysed the impact of the NLHF's substantial investment in the area. The NLHF had awarded a total of £58m to 67 projects in the Portsmouth area in the past 20 years, but we are ambitious about attracting funding in the future.

Recent NLHF supported projects have included:

- The transformation of the Mary Rose Museum, which re-opened in 2012.
- The Dickens Community Archive project, which coincided with the bicentennial of Charles Dickens' birth in 2012.
- The Lest We Forget community project which marked the centenary of the outbreak of the First World War in 2014.
- Several community projects to mark the 70<sup>th</sup> anniversary of D-Day in 2014, including 'Launching the Invasion' which looked at D-Day Heritage locally.
- The transformation of the D-Day Museum into the D-Day Story, which reopened in March 2018.
- Wild About Portsmouth, a project to shed light on the city's natural history collections
- Capturing the Spirit, a project to capture the memories of the first generation of people to move to Paulsgrove in the late 1940s.
- Landing Craft Tank 7074, a partnership project between Portsmouth City Council and the National Museum of the Royal Navy to display LCT 7074, a D-Day landing craft, outside the D-Day Story

The research confirmed that people's awareness of local heritage is high, particularly in relation to some of the most prominent sites, such as the historic dockyard. It highlighted that participation is a mixed picture, but that overall satisfaction with sites and projects is high.

By comparison with the other 11 cities surveyed as part of the same project Portsmouth residents were more satisfied with the heritage on offer in their area, and perceived that it had improved in recent years. However, there was more criticism than elsewhere about the distribution of investment in different areas of the city. There was general agreement amongst survey respondents that heritage and investment in heritage have a positive impact on Portsmouth's environment - 81% of respondents agreed that Portsmouth's heritage sites and projects make it a better place to live.

# Our Challenges

## Accommodating growth aspirations

The council has set out significant aspirations for growth, including in the numbers of homes that are provided in the city. However we recognise that these aspirations will be challenging to achieve in the context of land constraints in the city. Sites for development at a strategic level are few, and have a number of complexities including ecological sensitivities and in some cases, heritage buildings and structures that will need to be taken into account. The Local Plan review process, through the related Housing and Economic Land Availability Assessment (HELAA) and through the identification and allocation of Major Sites, has identified instances where development has the scope to impact on heritage assets. These include:

- The city centre and related road scheme: potential increases in building density and an increase in for tall buildings have the scope to impact on designated assets such as All Saints and St Agatha's churches, designated assets within HMNB Portsmouth and nearby sites including Victoria Park.
- St James' Hospital site: conversion and new build development proposals on this site may affect both the fabric and setting of this large grade II listed hospital, and its related listed Chapel.
- Lennox Point: proposals under consideration for this radical development at Tipner will affect the fabric and setting of a number of structures on the peninsular associated with historic use as a magazine.

There are other smaller development opportunities in proximity to assets that will require careful consideration through the plan-making process. In some cases, sympathetic reuse of the assets will be key to delivery of sites. We believe firmly that heritage, both tangible and intangible, far from being a barrier can be a valuable asset.

## Deteriorating heritage condition

Heritage at Risk is a programme initiated by Historic England (HE) in the late 1990s to help protect and manage certain classes of designated heritage asset. It identifies (using a checklist of published criteria) those sites it considers to be most at risk of being lost as a result of neglect, decay or inappropriate development. These assets are entered onto an 'At Risk Register' that is maintained and updated by HE on an annual basis. It is used by them to raise awareness around their condition, and to engage with stakeholders around identifying positive solutions for assets on the register. The scope of the register extends to places of worship, archaeological sites, conservation areas, registered parks and gardens and protected wreck sites. It covers buildings and structures listed at Grade I and II\*, but with the exception of places of worship, those listed at Grade II are not covered.

Portsmouth has [17 entries on the 2019 register](#). This is a small increase on previous years, which has occurred as a result of the recent inclusion of a number of churches.

The exclusion of Grade II buildings from the HE register means this does not capture all of the challenges in the city. HE encourages local authorities to produce their own *at risk* registers, to support the identification of assets for regeneration and enhancement. This is an area that may need to be taken forward to support prioritisation, particularly in the context of constrained resources.

## Population health and wellbeing

There are a number of areas where Portsmouth's broad outcomes across a range of issues affecting health and wellbeing compare unfavourably with other areas.

We know that after the early years foundation stage educational attainment in Portsmouth declines relative to other areas. The progress children make between Key Stage 1 and Key Stage 2 is not as good as nationally, and by GCSE level (Key Stage 4), Portsmouth pupils have some of the lowest outcomes in England. The city is now seeking to drive improvement in educational attainment in Portsmouth through a new strategy that takes account of the changing landscape relating to education, and seeks to address key issues, including teacher recruitment and parental engagement.

The city has high levels of unemployment and economic inactivity compared with the rest of the South East region and the Hampshire Economic Area (4.9% unemployment compared with 3.5% in HEA and 3.4% in the South East). Despite recent improvements, the city also has a higher proportion of 16-18 year olds not in education, employment or training than in neighbouring areas and in the region (5.6% in Portsmouth compared to 3.9% in the SE region). More adults in the city have no qualifications than in surrounding areas, and fewer adults are skilled at the highest levels. Life expectancy for both Portsmouth males and females is now significantly shorter than the England average.

The pandemic has increased some of these challenges. There are fewer people in employment than before the pandemic, and impacts in issues such as mental health, physical wellbeing and educational attainment have yet to be fully understood, although there are early signs of some of these issues bubbling up.

We need to link the role of heritage in the city to this critical moment of recovery. Matt Hancock, former Secretary of State for Health and Social Care commented in 2018, before the pandemic, that "what the NHS does is life-saving. But what the arts and social activities do is life-enhancing." As we move into a new phase, there is an opportunity to position heritage sites and stories as avenues enable calm and peace, and be places of awe and beauty that can appeal to residents and visitors alike. We know from our work that heritage can be a valuable route in to engagement and social inclusion too, a hook that enables residents and visitors to access not just heritage but so many other elements of our work.



# Inequality

We know that some of our population experience a range of challenges, and so engagement and involvement with heritage issues are not always equal. Health inequality is worsening across the city and is linked to a range of determinants, including financial circumstance, education levels, housing, environments and social inclusion. Black and minority ethnic groups are often disproportionately represented in poorer health outcomes, and across a number of the other domains. For some of our population there are challenges and circumstances which means that it can be harder to engage with communities around heritage issues. It also means that sometimes a negative perception of the city can grow. These are important contextual challenges to consider when articulating the role of heritage in the city and demonstrating its value.

The DCMS regular "Taking Part" survey had repeatedly found that visitors to museums and galleries are disproportionately made up of well-educated professionals in the 55-75 age bracket, and the Understanding Society survey found that adults are less likely to visit heritage sites if they are aged 16-25, of Asian or Black ethnic origin or in poorer financial circumstances. Locally, the "20 years, twenty places" report highlighted that younger people, those in the DE socio-economic groups and black and minority ethnic people are still all less involved in heritage than others. Inequality remains a huge challenge for the country and city alike, but research demonstrates that heritage can play a powerful role in bringing people together and helping to improve perceptions of quality of life.

# Our Opportunities

## Levelling up

In his foreword to the Annual Report 2020 of the Heritage Alliance, Nigel Huddleston MP, Minister for Sport, Tourism and Heritage, wrote:

"As we move forward, heritage should remain instrumental in supporting our wellbeing and building a brighter future for our nation. Heritage helps to strengthen our towns and cities, levelling up places across the country and fostering close community cohesion."

There are many areas where Portsmouth has challenges, including around employment and skills levels, and educational attainment, where the city lags behind the performance of the wider south east region. In identifying the levers to bring the city up to the levels of wellbeing and prosperity enjoyed elsewhere, the city has identified the need to leverage both the visitor economy and cultural and creative sector in the city, including the heritage offer. These themes have been central to an early bid made to Government's Levelling Up fund.

## Partnership working

The historic environment facilitates and encourages civil society in the city. It supports positive leisure, cultural and educational activities for individuals and wider communities. Heritage assets can also act as a catalyst, galvanising local groups and third sector organisations (such as charitable trusts) into action. Examples of this in Portsmouth include the trusts tasked with running the city's three principal performance venues. Preservation trusts have also emerged to conserve and improve the medieval Wymering Manor (the oldest building in the city), the 1930s Hilsea Lido and the Southsea Skatepark.

This richness of interest and expertise provides the city with a significant platform to take forward further schemes. The city also has a track record of working with other developers and trusts to bring forward successful heritage-based schemes. Highlights include the numerous enhancements which have taken place within the Historic Dockyard over the last 10 years, and outside of the dockyard the prominent success is the Hotwalls artists studio project in the 17<sup>th</sup> Century fortifications at the mouth of Portsmouth Harbour.

# JOINING UP WORKING IN THE CITY

In line with the values set out in the city vision, the work that we will be taking forward on heritage in the city will have collaboration at its heart. It will therefore recognise other key documents and frameworks that influence developments in the city:

**The Local Plan** - The planning policy framework for Portsmouth is currently provided by:

- The Portsmouth Plan (The Portsmouth Core Strategy) adopted in January 2012 and
- Two Area Action Plans for Somerstown and North Southsea (2012) and Southsea Town Centre (2007).
- This framework is supplemented by a number of saved policies from the Portsmouth City Local Plan (2006).

The Local Plan is currently being refreshed and this new document will update and replace the three documents currently in use. It will include policies for the development and protection of land and site allocations for new development or for the re-development of existing buildings. The Local Development Scheme gives a timetable of activity that may be updated as the plan progresses, and a Statement of Community Involvement sets out how we consult when dealing with planning applications and preparing the new Local Plan.

The NPPF requires that:

*“Local planning authorities should maintain or have access to a historic environment record. This should contain up-to-date evidence about the historic environment in their area and be used to:*

*a) assess the significance of heritage assets and the contribution they make to their environment; and*

*b) predict the likelihood that currently unidentified heritage assets, particularly sites of historic and archaeological interest, will be discovered in the future.*

The approach to heritage and conservation in the current plan is guided by policy PCS23. This sets out that all new development must be well designed and, in particular, respect the character of the city. One of the key objectives of the policy is to protect and enhance the city's conservation areas, listed buildings and other heritage assets.

**Economic development and regeneration strategy** - The city's economic development and regeneration strategy will help businesses and organisations in the city to work to a common goal for the next ten years or more.

It was finalised after a year of consultation, research and working with economic experts. Residents, businesses and local organisations were able to give their feedback, to make sure the final strategy would meet the needs of the city. By having an agreed strategy, the city will be in a stronger position to claim funding from government and boost economic growth.

The overall aim is to make Portsmouth Britain's premier waterfront technology and innovation city – a great place to invest, learn, live, work and visit, and the most attractive place for starting, growing or locating a business.

Portsmouth Creates - Portsmouth Creates is a catalyst organisation, with to enable change, nurture careers, foster business growth and to raise the aspirations and ownership of culture within the city. With a core principle that culture is a right, not a privilege, and that everyone deserves access to the benefits that cultural engagement brings, and to see themselves and their communities represented in the best of what the city has to offer. One of the key tasks for Portsmouth Creates is the development of a cultural strategy for the city that will set the path for the development of the local cultural scene, including how the heritage offer can thrive as part of this.

## INFORMATION AND EVIDENCE

If we are to meaningfully manage and promote the city's heritage then we need to hold good information and records about this. Heritage information has a wide number of applications, and importantly, it is a statutory evidence base used to inform planning applications and some of the city's most valuable assets.

The information we hold about our past feeds into education and research, and is an important resource to local people investigating their heritage.

Key sources of evidence and information include:

**Portsmouth Historic Environment Record** - The Historic Environment Record (HER) is the primary source of information for archaeology and historic sites within the city of Portsmouth.

The HER database includes details of archaeological sites, finds and historic buildings that date from the Prehistoric period to the present day. The database is linked to a series of digital maps marking the location of sites recorded. There is also an archive of excavation reports, slides, photographs, research files and journals, which are held within the museum archaeology collection.

The database has been compiled using a variety of sources, such as archaeological reports, publications, historic documents and maps.

It includes:

- Stray finds (e.g. objects found in the garden or on the beach)
- Archaeological sites and investigations
- Scheduled Monuments & Listed Buildings
- Buildings recorded on The City of Portsmouth Local List of Buildings
- Non-listed buildings
- Parks and gardens
- Monuments and memorials
- Historic sites known from documentary sources

HER data is primarily used to inform planning decisions and is consulted by planners, developers and archaeologists working on a variety of projects, including housing and coastal defence. The HER is also an invaluable tool for anyone interested in the archaeology or historic environment of the city, whether for academic research or personal interest.

**Conservation Areas** - Portsmouth has 25 conservation areas, including Old Portsmouth, Thomas Ellis Owen's Southsea and the older part of HM Naval Base.

Designation as a conservation area means new development should help preserve or enhance the character and appearance of areas of architectural or historic interest. Designation also controls works to trees and demolition of buildings. Some conservation areas in Portsmouth have additional protection called Article 4 Directions. All of the Conservation Areas have a strong research and evidence base which explains the significance of the areas and identified the key features.

**National List of Buildings** - A listed building must possess special architectural or historic interest to be included on the Historic England national list of buildings of architectural or historic interest. Buildings under ten years old cannot be listed. Read more about the different types of building listing in the leaflet below.

Portsmouth's listed buildings are typically:

- almost all those buildings built before 1700
- most Georgian period buildings (1714 to 1837)
- buildings of definite quality from the Victorian and Edwardian periods (1840 to 1914)
- twentieth century buildings of exceptional quality.

The Portsmouth list includes:

- over 600 listed buildings, including 12 Grade I listed buildings
- 17 ancient monuments
- three historic parks and gardens.

**Local List of historic buildings** - There are many buildings and structures of visual interest not protected because they do not meet national criteria, but they do add interest to the character and variety of Portsmouth. Schools, churches and public houses (particularly from the Victorian and Edwardian periods) all contribute interest and variety to the streetscape and are often landmarks in areas of terraced housing.

To help highlight and protect these buildings of local interest, the council compiled its own local list of historic buildings and structures, with 267 entries referring to about 500 addresses. You can download the local list below.

The policy concerning buildings of local interest is included in the Portsmouth City Local Plan.

Other buildings in the city have blue plaques commemorating the people who once lived and worked there.

**Portsmouth Papers** - A series of essays by local historians examining aspects of the city's history, drawing on the wealth of sources available locally.

## Portsmouth History Centre and Records Office

The Portsmouth History Centre is on the second floor of Portsmouth Central Library and comprises:

- City Records Office Archive
- [Library resources on family, local and naval history](#)
- [Arthur Conan Doyle and Charles Dickens collections](#)

Resources available include:

- **Parish records from Anglican Churches in the Portsmouth Diocese**
- **Records from Portsmouth City Council, including** Quarter sessions records 1670 – 1882; School records; Rate books; Civil defence records from the second world war
- **Records from workhouse, including** Board of Guardians minute books and Creed registers 1879-1953 (which served as admission registers).
- **Records from the City Librarian's collection (known as 11A)** - documents collected by the City Librarian including settlement certificates, apprenticeship indentures, correspondence and antiquarian papers.
- **Records from the police** - staff and administration records
- **Records from Royal Naval & Royal Marines Orphanage**

A number of the documents can be made available for public examination, although there are restrictions on some due to their very fragile nature. .

# A heritage strategy for Portsmouth

Our vision:

*A city where heritage is understood, celebrated and integral to the city's life and success.*

To achieve this ambitious vision, we have three main aims

- reinforce and develop Portsmouth's distinct historic identity
- invest in the fabric of historic assets and realise viable uses
- ensure that heritage is an integral part of the economic success for the city in the future
- Engage and actively involve people - residents and visitors - in our heritage environment, assets and stories

## AIM ONE

### Reinforce and develop Portsmouth's distinct historic identity

In recent decades cities have tended to become increasingly homogenous in their character - similar architecture, facilities and increased chain businesses have all contributed to this trend. Portsmouth is no exception, and yet it remains a city with a distinct sense of place, an identity derived from its unique geography, long association with the Royal Navy and the special character of its historic environment.

This distinctiveness is all part of the civic personality of the city. This personality is conveyed in the character which the city presents to residents, visitors or investors. It finds tangible expression in historic buildings, spaces, symbols and rituals. Investment in the physical and cultural historic fabric contributes directly to the robustness and resilience of the civic personality and to the retention of the distinctiveness of the city.

In support of this aim, we have developed two key objectives:

**Objective A:** Broaden the appeal of the city's heritage offer and widen participation.

Portsmouth is as it is because of what has happened in its rich history. That history will shape and influence the future, so it is right that we should aim to engage and excite the people of the city (and visitors and partners) about the heritage stories. There are so many tales to tell and implications to explore from these that have direct relevance to the city now.

This includes the imprint of 600 years of military history. But sometimes the wider stories in the city are forgotten against this. There are different stories to tell - for example, the stories of the women in the city, and more recent stories such as the contribution of communities newer to Portsmouth - the Windrush generation for example. We want to tell the rich and varied stories of the people of the city, particularly those that are not widely known or understood, or may even be difficult or uncomfortable.

The city rightly celebrates its extraordinary military associations, but this doesn't speak to everyone, and for some, even has negative connotations. And whilst it is an important part of the heritage story and offer, it is not the only story. We need to continue celebrating this - but recognise that there is so much more to our beautiful and fascinating city. There are many stories that are yet to be told widely - military wives, war widows and orphans, immigrants and settlers.

**Objective B:** Develop the understanding of and engagement in the city's heritage

We need to develop a stronger shared understanding of some of the opportunity for heritage to contribute to the city's future success across the economic, environmental and social domains. There are pockets of incredible passion for heritage in the city, with individuals and groups doing incredible work to safeguard assets and stories, but more could be done to share this knowledge and contextualise it other work taking place. A shared understanding of heritage could help in articulating a vision for the city, developing a cohesive look and feel for certain elements to tie things together and assist in prioritising bids for resource.

To achieve these objectives, we will:

- Work through our museums and libraries and archives service, and with communities to develop a programme of exciting heritage related activities and events, building on the success of the Portsmouth Revisited exhibitions.
- Portsmouth Papers - we will review this landmark series - which recently published its 80th edition since 1967 - to ensure that it works for modern audiences and contributes to developing a place narrative for the city.
- Be less Southsea/Old Portsmouth centric - we want heritage to be for everyone in the city. Heritage does not have to be about particular areas, as every part of the city will have its own unique story. In terms of ownership we want residents to feel that heritage is everywhere, and for everyone. Heritage does not have to be limited to particular buildings. The story of the city is all around us, in street names, road layouts, historic street furniture.
- Widen participation with heritage services and venues, particularly in demographic segments that are not currently reached.



## AIM TWO

### Invest in the fabric of historic assets and realise viable uses

The NLHF research in Portsmouth demonstrates that people place a high value on the city's heritage. With imagination and confidence, the city's heritage has the potential to deliver real regeneration - delivering social and environmental benefits as well as physical and economic benefit. We believe that heritage assets that need to be strengthened and enhanced are not 'liabilities' or 'barriers'. They are opportunities that must be grasped. The key to securing their future lies in finding viable uses that are sustainable over the long term.

In support of this aim, we have developed two objectives:

**Objective A:** Care for, improve and celebrate the city's historic assets

The city council is the freehold or leasehold owner of a range of designated and undesignated heritage assets in the city. These include not only buildings but also street furniture and other structures such as monuments and memorials.

Understanding the condition, value and potential of these assets can be the basis for decision-making about their management, use, alteration or disposal, and can in turn highlight opportunities for change or constraints.

In the authority, it would be useful to develop guidance to steer the sympathetic and appropriate management of the city's heritage assets. The credibility of the Council's role as a steward of its own assets and as a regulator of change to other's historic buildings requires the authority to be seen to achieve the standards it expects of others. We want to mobilise the potential of our heritage assets, place them in context and tell their stories.

As well as this, the authority also maintains a local list, to contribute to our positive strategy for the conservation and enjoyment of the historic environment. Both the identification of the assets and the weight they are afforded in the development management decision process helps the council to deliver better, more 'conservation centric' decision making. However the list has not been reviewed for some time, and the refresh of the Local Plan provides an opportunity for this review to take place and for accompanying policy to be incorporated in the Local Plan. In addition it will be an opportunity for the city to consider how it protects its 20<sup>th</sup> Century heritage.

Alongside this, there is also an opportunity to consider the development of a local 'at risk' register. Work has previously taken place on this, but was not formally adopted at the time. This remains valid and could therefore serve as the basis of a reviewed register for the city. The register would inform future pipeline planning in relation to heritage assets and identify potential projects.

**Objective B:** Identify future options for key heritage to enable the promotion of schemes for improvement.

The strategy for heritage will need to identify the built heritage assets in the city that need conserving and reinventing. There is a good knowledge base around the needs for some of the assets including those not in local authority ownership but there are some assets for which the need and potential are less well understood. The authority has identified a number of potential projects among assets that are a scheduled ancient monument, listed at grade I, II\*, or II, locally listed or public realm within a conservation area.

The assets which have been identified as needing enhancement are not 'fixed'. Assets might be added or removed to the list as more information becomes known. The purpose is to capture as much information as possible to ensure that the authority and partners are in a position to describe the scale of challenge and opportunity for the city in relation to heritage and to capitalise on opportunities for support and funding when they become available.

On land within its ownership or control the city council has the principal role to play in delivering improvement. It cannot however deliver on all sites and cannot deliver alone. Work across the public, private and third sectors will be necessary, as will close collaboration and partnership working with investors and owners.

It is likely that many site specific enhancements will be dependent on external funding. The resources which the local authority can provide will in some cases be financial, but are also likely to take the form of staff time or other forms of support. This will include supporting and promoting bids to funding agencies for the improvement of assets. It is important to note that the financial constraints of recent years have not resulted in an end to investment in heritage assets in the city - on the contrary, a number of high profile and important schemes have been brought forward. This demonstrates the grasp that key stakeholders in Portsmouth have of the funding landscape, and the capacity to achieve high impact outcomes.

Where the disposal of an asset is under consideration, it should clearly set out that the over-riding aim of the disposal will be to secure an optimal end purpose, rather than necessarily the highest price.

To achieve these objectives, we will:

- Draft guidance for the sympathetic and appropriate management of the city's assets.
- Review the Local List and associated policies around inclusion and additions
- Progress work relating to a local 'at risk' register
- Promote schemes and seek funding to address the heritage projects set out in **Appendix A.**

## AIM THREE

### Ensure that heritage is an integral part of the city's future success

There is a direct relationship between the quality of an area's built environment and an area's economic development potential. Well maintained heritage assets help project a positive image, improve investor confidence, attract higher value jobs and create competitive advantage.

The social potential of heritage is also considerable. Heritage plays a huge role in the city's identity today. It enables people to demonstrate and contribute to civil society, encouraging and supporting leisure, cultural and educational activities that are positive for individuals and communities.

There is also positive environmental impact from heritage. Heritage buildings have already demonstrated resilience, and by reusing these, the damaging effects of new construction are avoided - the regeneration and reuse of historic assets is an inherently sustainable activity that retains the embodied energy that has already been consumed in their construction. Reuse is likely to be the least resource and carbon intensive form of development.

In support of this aim, we have developed two objectives:

**Objective A:** Recognise the role of the heritage offer in positioning Portsmouth's future economic development strategy, including through the cultural offer.

Culture and leisure help to make Portsmouth a great place to live, work and visit. The leisure and visitor economy is the largest employer in Portsmouth with in excess of 10,000 jobs. Since 2010 creative industries has seen the strongest growth in employment of all sectors with 10% per year. Our approach to developing heritage spaces to support small businesses, particularly artisanal business, is directly aligned with the wider regeneration objectives.

In June 2019 Portsmouth welcomed royalty and heads of state to the city for the national commemorative event for D-Day 75, which showcased the city as leading remembrance and reflection. The D-Day Story re-opened in March 2019 after a £5m redevelopment and was shortlisted for the European Museum of the Year Award. Our associations with significant events and history present unique opportunities that we will continue to build on, driving economic benefit across the city.

**Objective B:** Recognise the role of the historic environment in the supporting the wider wellbeing of the city

In order to provide a pleasant environment for residents, and to be attractive as a proposition to visitors or investors, a city needs to feel welcoming and there needs to be contrast with some of the features of an urban environment that can be overwhelming. Heritage assets can enhance the look and feel of a place,

contributing to a sense of identity in a landscape. This in turn can support positive lifestyle behaviours that contribute to other outcomes - getting out and walking about the local environment, for example. All of these factors came strongly into play in the pandemic, where our open spaces - many of which exist as part of the city's heritage - became vital to the city, providing places for people to exercise or meet people safely.

There are clear opportunities to think about how the links between heritage and wellbeing can be more strongly explored and developed. The links between mental and emotional wellbeing and engagement in heritage are well evidenced, and pulled together helpfully in the Heritage Alliance report from 2020, which noted that active engagement with heritage supports the five pillars of mental wellbeing identified by the New Economics Foundation. But we also need to explore options around the physical wellbeing of the city, and exploring how we can use heritage walks, for example, to get people moving, and linking the heritage offer to the social prescribing offer.

Since the Civic Amenities Act (1967), Planning Authorities have been able to designate areas of 'special architectural or historic interest, the character of which it is desirable to preserve and enhance.' Portsmouth's first conservation area, Stanley Street, was designated in 1968. Since that first designation, a further 28 areas have been designated. These conservation areas are important in preserving wider public realm and protect attractive areas within the city. These areas are listed on the City Council website. Local practice was recognised in the English Heritage document "Valuing Places: Good Practice in Conservation Areas).

The majority of the city's conservation areas have been subject to gradual evolutionary change and the impact has been relatively modest. There are a number of supporting appraisal and policy documents, and for the most part these remain factual and credible, although they do require a refresh to ensure compliance with the National Planning Policy Framework and most recent guidance from Historic England. This process will be an opportunity to consider afresh where there might be opportunities for more overt interpretation of the historic environment, or where there could be more enhancement.

It is not considered that further areas of the city should be designated as conservation areas. The comprehensive historic coverage of existing conservation areas (medieval to late 19<sup>th</sup>/early 20<sup>th</sup> century) make 20<sup>th</sup> century townscape the most likely future candidate for consideration, although there are no obvious examples at present.

To achieve these objectives, we will:

- Champion heritage spaces as enablers to cultural and business development
- Champion heritage as a cornerstone of the city's visitor offer
- Refresh existing conservation area appraisals and identify further opportunities for enhancement of the heritage landscape.
- Develop the city's heritage offer of events, including Heritage Open Days
- Embed heritage within wellbeing and engagement in the city

# Governance and Delivery

The Heritage Strategy will be led by Cabinet Member for Culture and City Development, who will receive an annual report on progress against the objectives set out in this plan.

In addition, to drive the themes set out in this document, the local authority will convene a "Heritage Working Group" to build on previous good work in the city and drive a next phase. This group will comprise a range of relevant stakeholders including representatives from the Portsmouth Naval Base Property Trust, the University of Portsmouth, Historic England and the Portsmouth Society as well as community representatives. The local authority representation will include planning expertise, property services and the museums service to consider wider opportunities for joint working in bringing the city story to life.

Noting the importance of ensuring diverse representation, and tackling barriers to accessing the heritage environment and offer, we will also seek to broaden the representation on the group to go beyond the usual representatives and bring different perspectives. We will build on the hugely successful public engagement around the Imagine Portsmouth vision work in order to achieve this.

The group will collectively consider the prioritisation of projects and how to capitalise on opportunities as they emerge, bringing their wide range of skills, knowledge and expertise to bear. It will not be confined exclusively to issues relating to the built environment, but will also consider any other heritage or conservation issues that need to be considered.

## Dedicated Heritage Champion

Portsmouth City Council also has a Heritage Champion, currently Cllr Lee Hunt. The role of the Champion is

*"To act as a positive focus for officers and the local community at elected member level in respect of the relevant section of the community or range of activities designated by the Council through its committees or panels so as to ensure that full consideration is given to the impact of Council activities and decisions upon that section of the community or range of activities."*

*The key tasks of the Champion are:*

To make contact with local organisations concerned with the designated section of the community or range of activities and to establish effective and regular consultation arrangements with those organisations.

(b) To represent the views of such organisations to officers, the Council, the Cabinet, Overview and Scrutiny Panels and other committees, on all relevant aspects of the Council's activities.

(c) To act as an advocate on behalf of the relevant section of the community or range of activities within the council as an organisation and its wider community

- (d) To become familiar with the needs and priorities of the relevant section of the community, or range of activities concerned, and to weigh up interests expressed in order to provide sound advice on the implications of alternative courses of action
- (e) To feedback decisions of the Council and to explain the Council's position on specific issues of concern to relevant organisations and to individuals involved.

# Appendix A - Potential Heritage Projects

Understanding and expressing the values and benefits which the historic environment and its regeneration offers is essential in recognising the potential of individual buildings or sites. To an investor, funder or the community, evidence of this understanding is typically an early and crucial step in 'making a case' for funding or support. The pages here set out a range of projects where we will be seeking opportunities to progress improvement and development projects.

In addition to an asset being affected by one of more of the following issues:

- deteriorating or poor physical condition
- vulnerable due to current or future funding issues
- unoccupied, or partially/under-occupied;

A number of evaluation criteria have been identified against which to help prioritise future heritage projects in the city. These include:

- heritage status: if we are looking at a built asset, we will consider the designation and prioritise Scheduled Ancient Monuments, listed at Grade I,II\* or II, locally listed or public realm within a conservation area
- public benefit: we will consider the extent to which the proposed heritage project delivers public benefit
- local significance: any heritage project will be considered in the light of the significance to the local community
- strategic overlap: the project may have a relationship or 'fit' with relevant strategies, policies or initiatives of the council or other stakeholders.

We have broadly categorised these as follows:

- Historic Fortifications
- Working Naval Base
- Portsea
- Wider Cultural & Industrial Heritage
- Public realm

# Historic Fortifications

Project 1	Fort Widley and Fort Purbrook
Description	Large historic military forts, both structures are located on Portsdown Hill overlooking the city. Their size makes repairs and ongoing maintenance costly. Both are Scheduled Ancient Monuments, and are in use as youth activity centres run by a charity. Fort Purbrook is on the Historic England 'at risk' register. The Barrack Block bridges are in particularly poor repair and work is underway to explore a grant-funding solution for their repair, as well as a route to putting future repair and maintenance on a sustainable footing.
Objectives supported	Care for, improve and celebrate the city's historic assets
Potential outcomes	Improved condition of significant hill forts, supporting ongoing usage
Lead organisation/partners	Historic England, Portsmouth City Council, Peter Ashley Trust
Potential sources of funding	Historic England funding; Portsmouth City Council and Peter Ashley Trust match funding
Timescale	Work to establish suitable lease to enable funding to be put in place underway in 2020.
Project 2	Hilsea Lines and Linear Park
Description	<p>Located on the northern edge of Portsea Island, Bastion 5 is part of the Hilsea Lines, an historic defensive structure and Scheduled Ancient Monument owned by the city council. This part of the lines is unoccupied and has also been placed by Historic England on their 'At Risk' register. At present, the bastion can only be reached on foot, and this inaccessibility contributes to its poor condition and makes maintenance difficult. The bastion has deteriorated to the point where the level of investment required to sustain a new use is not commercially viable.</p> <p>A survey, funded by Historic England, has been undertaken to fully understand the issues around the repairs necessary to the structure and their costs. As a result of this the council is now:</p> <ul style="list-style-type: none"> <li>• Working to secure a vehicular means of access to the bastion</li> <li>• Identify a tenant/partner that would be able to apply for funding for the necessary restoration works to the bastion</li> </ul> <p>The work on the bastion supports wider objectives in the area to bring together as a single concept the leisure offer, ecological value, heritage value and connectivity opportunities to create a unbroken linear park along the north of the island, supporting a wider rebalancing of the visitor economy to the north of the city.</p> <p>Also involved in the scheme is <b>Hilsea Lido</b>, a 1930s lido site, now maintained and operated by a charitable trust. The site does not have a heritage designation but is much-loved locally and is seen to be an example of "living heritage". Progress has been made with the site but considerable investment is necessary. A previous Coastal Communities scheme was unsuccessful, but there remains an</p>



	opportunity to consider how the site can function at the heart of a redeveloped offer for the north of the city.
Objectives supported	Care for, improve and celebrate the city's historic assets; Identify future options for key heritage assets in the future to enable the promotion of schemes for improvement
Potential outcomes	Repair of the bastion completed; future uses secured.
Lead organisation/partners	Portsmouth City Council; Historic England; Hilsea Lido Pool for the People Trust; Hampshire and Isle of Wight Wildlife Trust.
Potential sources of funding	To be confirmed - some PCC capital has been applied and the Hilsea Park concept is subject to a Levelling Up Fund bid.
Timescale	As part of wider linear park development, developments to take place up to 2021.

<b>Project 3</b>	<b>Fort Cumberland</b>
Description	Rare 18 <sup>th</sup> century 'Star Fort' scheduled monument in ownership of Historic England, and an operational site for the HE archaeology division. A masterplan started to be developed for the site exploring diversification and new/additional uses for the historic site to generate footfall and income. A bid to Coastal Communities Fund was made which was unsuccessful but attracted very positive feedback.  Given the existing operation uses for the Fort, Historic England are now taking time to reflect on the future plan for the site.
Objectives supported	Care for, improve and celebrate the city's historic assets; Identify future options for key heritage assets in the future to enable the promotion of schemes for improvement
Potential outcomes	Future uses secured - sustainability for the asset.
Lead organisation/partners	Historic England; Portsmouth City Council
Potential sources of funding	To be confirmed in line with Historic England intentions towards the site.
Timescale	

<b>Project 4</b>	<b>Southsea Castle (including Southsea Lighthouse)</b>
Description	A very prominent historic 16 <sup>th</sup> century Henrician Castle, part of the city's Museums Service portfolio and a scheduled monument. The building's current condition is considered reasonable, however the structure requires expensive ongoing maintenance.  The range of uses on site has been expanded and now incorporates a restaurant, wedding venue and is home to businesses including a micro-brewery. It is well visited, particularly in the summer months, and is increasingly important as a centre for events such as the annual Reading Challenge celebration and as a showcase area during Victorious Festival or the Americas Cup events.

	<p>Parts of the site would benefit from further repair and renovation, including the tunnels and the Lighthouse. The city council has secured a grant from the Coastal Revival Fund towards this.</p> <p>There are discussions about the likely impact of the coastal defences work on the structure of the Castle, the setting and the usage; and the extent to which this could create opportunities as well as having a negative impact. There is dialogue with NLHF about possible funding support. There is also ongoing consideration of how expanding the range of uses and commercial opportunities could help secure the Castle in the long term.</p>
Objectives supported	Identify future options for key heritage assets in the future to enable the promotion of schemes for improvement; recognise the role of the historic environment in the supporting the wider wellbeing of the city
Potential outcomes	Structure secured and increased vibrancy as a destination
Lead organisation/partners	Portsmouth City Council
Potential sources of funding	National Lottery Heritage Fund
Timescale	Bidding in 2020

<b>Project 5</b>	<b>Horse Sands Fort</b>
Description	Mid/late 19 <sup>th</sup> century Solent sea fort. Abandoned structure in a state of dereliction with difficult access. Purchased in 2012 by a property developer, and consent for residential conversion applied for. There are possible options for conversion to a museum, and in all cases, repair. Adaptation and re-use are to be encouraged, but at this point there are no firm plans for the site.
Objectives supported	Identify future options for key heritage assets in the future to enable the promotion of schemes for improvement;
Potential outcomes	Fort condition improved and future secured
Lead organisation/partners	Tbc
Potential sources of funding	Tbc
Timescale	Tbc

<b>Project 6</b>	<b>Tipner Magazine</b>
Description	Grade II listed late Georgian powder magazines, stores and associated office buildings. The magazine is in poor condition. A major regeneration project for the whole of Tipner Point has been initiated. Repair, adaptation and reuse of the magazines within the context of the wider project is encouraged.
Objectives supported	Identify future options for key heritage assets in the future to enable the promotion of schemes for improvement; Recognise the role of the heritage offer in positioning Portsmouth's future economic development strategy, including through the cultural offer.
Potential outcomes	Repair and potential reuse of the magazine

Lead organisation/partners	Portsmouth City Council and Tipner Development Partner (when appointed)
Potential sources of funding	Tbc - possibly through wider Tipner Regeneration (Lennox Point scheme)
Timescale	Tbc as part of wider Tipner Regeneration (Lennox Point scheme)

<b>Project 7</b>	<b>Lumps Fort</b>
Description	Grade II listed Victorian coastal fort. This asset is considered to have the opportunity for enhancement through siting of public art, new planting and footpaths - consideration is being given to reuse of building in the Rose Garden as café/tea rooms to enhance the Seafront, and this is encouraged as an appropriate usage which will give sustainability to the asset.
Objectives supported	Identify future options for key heritage assets in the future to enable the promotion of schemes for improvement; Recognise the role of the heritage offer in positioning Portsmouth's future economic development strategy, including through the cultural offer.
Potential outcomes	Appropriate usage secured for the site; enhancement of the local area offer
Lead organisation/partners	Portsmouth City Council
Potential sources of funding	Private investment ; possible NHLF support
Timescale	TBC

# Historic Naval Base

Project 8	Historic Naval Base - programme to work on a number of at risk assets
Description	<p><b>Block Mills</b> - site of Marc Brunel's seminal Block Mills, a very early example of factory production and a scheduled monument. Not in use and currently in the ownership of the MoD, transfer to the Portsmouth Naval Base Property Trust is anticipated. There is the possibility of conversion to a museum as part of the wider Historic Dockyard portfolio.</p> <p><b>Number 6 Dock, Basin 1</b> - Early historic dock (c.1690) rebuilt 1737. The structure is in poor condition suffering from rotation and damage to its stonework and is listed as at risk. Transfer to Portsmouth Naval Base Property Trust is a possibility. Repair and reuse of the dock essential to securing its future.</p> <p><b>Old Naval Academy</b> - Former Georgian Naval training college, a Grade II* listed building. Unoccupied for several years, despite some efforts at remediation, the building continues to suffer from a range of problems including damp and fungal attack at ground level, and water ingress through the roof. The future of the building is currently uncertain, however reuse as officer accommodation is understood to be a possibility. Further, more urgent remedial works needed to direct water away from the roof are necessary. The building is on the at risk register and repair and reuse of the building is encouraged.</p> <p><b>No 25 Store HMNB</b> - Grade II* listed late 18<sup>th</sup> century storehouse. In conjunction with a number of other structures located in the working Naval Base and under MoD ownership it is unoccupied and facing an uncertain future. The condition of the building is considered reasonable, however investment in ongoing repair and maintenance and finding a viable new use for the structure are necessary. The building is on the at risk register.</p> <p><b>Iron and Brass Foundry</b> - Grade II* listed mid-Victorian iron and brass foundry built to support expansion of iron navy. The principle part of the building has been converted (2003) to an office, and is occupied by BAE systems. Rear wing of the building remains unoccupied and is affected by water ingress. Repair and ongoing maintenance, and new use for the rear wing, are encouraged. The building is on the at risk register.</p> <p><b>2-8 Parade HMNB</b> - 1Grade II* listed 715-1719 former lodgings for dockyard officers, converted to office use by the MoD in the mid-1990s. A number of buildings (not all) in the terrace are affected by water ingress and damp leading to rot. Repair, maintenance and new uses encouraged. On the at risk register.</p>
Objectives supported	Identify future options for key heritage assets in the future to enable the promotion of schemes for improvement; recognise the role of the heritage offer in positioning Portsmouth's future economic development strategy, including through the cultural offer.
Potential outcomes	Appropriate usage secured for the site; enhancement of the local heritage offer in conjunction with the Historic Dockyard.

Lead organisation/partners	MoD/DIO, Portsmouth Naval Base Property Trust
Potential sources of funding	Tbc
Timescale	Tbc

# Portsea

Project 9	Portsea
Description	<p>The wider Portsea area is one of the city's conservation areas and there are a number of opportunities to invest in some of the features and the interpretation to improve the heritage dimension of this area.</p> <p><b>The Beneficial School</b> - A rare early charitable school (1794), now operating as a theatre and drama/theatre school. The structure (roof and windows) is in poor repair, and capital investment will be necessary. Grade II listed, at risk register.</p> <p><b>St George's Church</b> - Unusual mid-17<sup>th</sup> century Georgian church (1754) built by dockyard workers. This Grade II listed building is at risk due to defects to roofs, parapets, rainwater goods, windows and bellcote. The church has developed a relationship with the local community volunteer group 'Portsmouth Men's Shed'. An application was previously made to the NLHF churches fund to grant aid repairs.</p> <p><b>Treadgolds</b> - Grade II listed former ironmongers and a rare Victorian time capsule. The site is in the hands of a dedicated trust, and a range of potential uses are under consideration. Work has commenced (2015) on submission of an NLHF bid for repair, conversion and reuse. Several phases of work have been completed to date.</p> <p><b>Former Portsmouth Harbour Signal Box</b> - A 1930s 'streamline modern' signal box overlooking The Hard. There are potential opportunities for reuse and adaptation and a bid has been submitted to the Network Rail community fund to support this.</p> <p><b>Queen Street and the Hard</b> - The Hard is the key waterfront gateway to the city. The public realm of the Hard has been improved recently with the works to upgrade the bus interchange, and it is clear that the area north of the interchange would also benefit from new surfacing and integration with the rest of the Hard and the Historic Dockyard. Similarly, Queen Street - the historic main road linking the Hard with the city centre - would also be improved though enhanced street surfacing and higher quality integrated street furniture.</p> <p>There is a strong and vibrant community association in the area - the Portsea Action Group - who will be integral to the work that can be done in Portsea and there is potential to explore a Partnership Scheme in Conservation Areas (PSICA) project in this area.</p>
Objectives supported	Care for, improve and celebrate the city's historic assets
Potential outcomes	A vibrant local heritage story with improved condition of some key sites and improved public realm in a gateway area of the city.
Lead organisation/partners	Portsmouth City Council, Historic England, PNBPT, Network Rail, Portsea Action Group
Potential sources of funding	Tbc - bids to Historic England and Network Rail
Timescale	Ongoing - some projects already in train

# Wider Cultural and Industrial Heritage

Project 10	Cultural heritage
Description	<p><b>St Mary's Church</b> - A large and imposing late Victorian church in knapped flint. Past repairs to the roof and towers have been grant aided, and further investment is necessary to add repairs. Grade II* listed, on the at risk register.</p> <p><b>Wymering Manor</b> - manor house with significant elements of medieval fabric. Acquired by a dedicated trust in 2013. The Trust have had some success in obtaining funding which has been invested in repairs and a project to explore possible new uses for the site. Progress is being made. Delivery of structural repair, further renovation and a new, sustainable use remain necessary. Grade II* listed, on the at risk register.</p> <p><b>Carnegie Library</b> - Early 20<sup>th</sup> century Carnegie library still in use as a lending library operated by the local authority. Additional new uses are to be found for the building to ensure space used as efficiently as possible and income generated to secure its future. Grade II listed.</p> <p><b>Kings Theatre</b> - one of the city's two principal Edwardian Theatres (1907) designed by noted architect Frank Matcham. The theatre is run by a dedicated trust who have developed ambitious plans for a redevelopment project which will support the sustainability of the theatre as a cultural venue and drive increased income for investment in the building. The trust are working in partnership with the local authority to bring the scheme forward, and consulting extensively with Historic England around the heritage asset. Grade II* listed.</p> <p><b>Eastney Beam Engine House</b> is a Grade II -listed Victorian engine house and a scheduled monument. Dating from 1887, the Engine House contains two 150 horsepower James Watt &amp; Co. beam engines. The pumps were built as part of a plan to improve Portsmouth's sewage system. The other element of the plan was large holding tanks which held the sewage until the pumps could empty them into the ebb tide. The Engine House is now open to the public as a museum, owned by Portsmouth City Council but largely operated by volunteers; consequently is only open on the last weekend in every month. There are significant repairs required to the building and opportunities to rethink the wider site to better showcase the heritage assets. The wider site has much potential for heritage-led regeneration.</p>
Objectives supported	Care for, improve and celebrate the city's historic assets; Recognise the role of the heritage offer in positioning Portsmouth's future economic development strategy, including through the cultural offer; Recognise the role of the historic environment in the supporting the wider wellbeing of the city.
Potential outcomes	Improved condition of assets contributing to the unique sense of the city's identity.
Lead organisation/partners	Portsmouth City Council, Kings Theatre Trust, Church of England.
Potential sources of funding	Tbc - various sources may be applicable to the specific projects.
Timescale	Various

# Public Realm

Project 11	Public realm
Description	<p>Clarence Esplanade - The promenade east of Clarence Pier would benefit from enhancement with new surfacing incorporating an embedded pattern - this will be interdependent with the work on sea defences.</p> <p>Victoria Park - A Grade II listed park first opened in 1878 as 'the people's park' and has been an important part of life in the city ever since. The environment around it has changed significantly throughout its lifetime, particularly in the past few years with the development of student accommodation, a new Travelodge and the newly improved war memorial space. Further major developments will be taking place in the next few years including the University of Portsmouth's recently announced development on the former Victoria Swimming Bath's site. All of these developments mean that the park now has a rich and diverse audience of neighbours, residents, students and visitors to the city and it plays a more important role than ever before as a green space and a meeting place.</p> <p>Victoria Park is currently the subject of a £2.77m project, including from the National Lottery Heritage Fund, to revitalise the park and protect its heritage. Development work has included a conservation plan that will restore, improve, uncover and celebrate the park's heritage and create a more inclusive space, so that more people can use the park and to improve their wellbeing.</p> <p>Linked to this, the city's principal civic space - Guildhall Square and surrounding area - would benefit from de-cluttering of street furniture and the cleaning and enhancement of other townscape features to make it more appealing for activity outside of working hours.</p> <p>Southsea Common - historic waterfront park and the city's largest area of open space. A range of opportunities exist for this large and important asset. Including restoration of the historic landscaping and features, improved connections, surfacing and furniture and tree planting - a recent tree planting scheme added to the Ladies Mile. Grade II listed park.</p> <p>Conservation areas - although there are no plans to designate further conservation areas in the city, there are ongoing opportunities to consider how these can be enhanced further in terms of their appeal and function in creating the sense of identity - recent work has taken place looking at improvements that might be possible in the Castle Road area, for example. We will also work with our highways partner, Colas, to better understand and monitor works carried out in conservation areas or within the setting of designated heritage assets to ensure this is delivered sensitively.</p>
Objectives supported	Care for, improve and celebrate the city's historic assets; Recognise the role of the heritage offer in positioning Portsmouth's future



	economic development strategy, including through the cultural offer; recognise the role of the historic environment in the supporting the wider wellbeing of the city
Potential outcomes	Enhanced civic space and public realm encouraging more activity to take place
Lead organisation/partners	Portsmouth city council, NLHF, Colas
Potential sources of funding	NLHF
Timescale	Work underway from 2020 onwards

<b>Project 12</b>	<b>Review/Update of Conservation Area Appraisal/Guideline documents</b>
Description	<p>Both legislation (Sec 69 (2) of the Planning (Listed Buildings and Conservation Area) Act 1990, and Planning Practice Guidance make clear that LPAs should review their conservation areas from 'time to time'.</p> <p>Portsmouth has 22 Conservation Areas each one with an Appraisal/Guideline documents. The age and/or last review date of all of these documents, in combination with subsequent changes to national planning policy, now leaves components of them potentially quite dated. In light of this their review and update is acknowledged as desirable. This does not however concede that the current documents are in any way 'invalidated' by their age. They retain a high degree of effectiveness both as a guide to stakeholders, and as a current and ongoing tool in planning decision making.</p>
Objectives supported	Care for, improve and celebrate the city's historic assets; Identify future options for key heritage assets in the future to enable the promotion of schemes for improvement.
Potential outcomes	Enhanced civic space and public realm encouraging more activity to take place
Lead organisation/partners	Portsmouth city council
Potential sources of funding	
Timescale	Tbc