

SOUTHSEA SEAFRONT FROM THE PYRAMIDS CENTRE IN THE WEST TO SPEAKERS CORNER IN THE EAST

APPLICATION TO SEEK APPROVAL OF DETAILS RESERVED BY CONDITIONS 2 (PHASING PLAN), 3 (POTENTIAL FOR SOIL CONTAMINATION), 5A AND B (ARCHAEOLOGY), 17 (SOFT LANDSCAPING SCHEME), 19 (DRAINAGE), 20 (CONSTRUCTION ENVIRONMENTAL MANAGEMENT PLAN), 21 (CONSTRUCTION TRAFFIC MANAGEMENT PLAN), 22 (EXTERNAL LIGHTING), 23 (STREET FURNITURE AND WALLS), 25 (HARD SURFACING MATERIALS), 30 (REINSTATEMENT OF LISTED SHELTERS), 35 (SCALE OF SECONDARY DEFENCES) AND 37 (SCALE OF PRIMARY DEFENCES) OF PLANNING PERMISSION 22/01720/VOC

WEBLINK: THE PLANS AND DOCUMENTS ASSOCIATED WITH THE APPLICATION CAN BE VIEWED [HTTPS://PUBLICACCESS.PORTSMOUTH.GOV.UK/ONLINE-APPLICATIONS/APPLICATIONDETAILS.DO?ACTIVETAB=DOCUMENTS&KEYVAL=RU50FNMOIK00](https://publicaccess.portsmouth.gov.uk/online-applications/applicationdetails.do?activetab=documents&keyval=RU50FNMOIK00)

Application Submitted By:
Portsmouth City Council

On behalf of:
Portsmouth City Council
Coastal Partners on behalf of Portsmouth City Council

RDD: 5th May 2023
LDD: 10th July 2023

1.0 SUMMARY OF MAIN ISSUES

- 1.1 The Southsea Coastal Scheme is a Flood and Coastal Erosion Risk Management (FCERM) scheme to upgrade the existing coastal defences along a 4.5km length of frontage at Southsea. It extends from Long Curtain Moat in the west to the Eastney Barracks in the east.
- 1.2 A planning application, 19/01097/FUL, for the flood defence works was submitted in July 2019. It constituted Environmental Impact Assessment (EIA) development and was accompanied by an Environmental Statement. It was determined by the Planning Committee on 4 December 2019 and planning permission granted, subject to conditions. The decision notice (dated 5 December 2019) includes the conditions worded such that the required information could be submitted and approved prior to each phase of flood defences commencing.
- 1.3 At that Planning Committee meeting, Members also requested that certain conditions, relating to public realm elements, came back to Members for a decision rather than being determined under officer's delegated powers. The specified conditions were:
- 17 - SOFT LANDSCAPING SCHEME
 - 22 - EXTERNAL LIGHTING
 - 23 - STREET FURNITURE AND WALLS
 - 25 - HARD SURFACING MATERIALS
- 1.4 The conditions on the original planning decision notice, and those repeated on the new S.73 decision notice were drafted such that the required information could be submitted and approved prior to each phase commencing. The Applicants are now seeking to discharge the relevant planning conditions in order to commence construction Phase 3 of

the scheme. Phase 3 comprises of part of sub-frontage 5 (known as sub-frontage 5 west (The Pyramids Centre to Speakers Corner)).

2.0 SITE DESCRIPTION

2.1 The Southsea Seafront stretches for 4.5 km from Long Curtain Moat in the west to Eastney Esplanade in the East. This application relates to Sub Frontage 5 (SF5) which is the section between The Pyramids Centre and South Parade Pier as shown, highlighted, below. :



3.0 POLICY CONTEXT

3.1 The relevant policies within The Portsmouth Plan would include:

- PCS9 (The Seafront)
- PCS12 (Flood Risk)
- PCS13 (A Greener Portsmouth)
- PCS14 (A Healthy City)
- PCS16 (Infrastructure and community benefit),
- PCS17 (Transport)
- PCS23 (Design and Conservation)

3.2 In addition, the Seafront Masterplan SPD (adopted 19.8.21) and National Planning Policy Framework (updated 20 July 2021) are also relevant considerations.

4.0 STATUTORY DUTIES

4.1 The Local Planning Authority has statutory duties relating to the determination of the application which are set out in the following legislation:

- i. Section 70 of The Town and Country Planning Act 1990
- ii. Section 38(6) of The Planning and Compulsory Purchase Act 2004
- iii. The Equality Act 2010

5.0 RELEVANT PLANNING HISTORY

5.1 Of relevance to the determination of this application are (most recent first):

- i. 22/01720/VOC - Application to vary condition 1 of planning permission 21/00820/VOC to seek approval of amended plans relating to sub-frontage 5 (pyramids centre to speakers corner)
- ii. 21/00820/VOC - Application to vary condition 2 [approved plans] of planning permission 19/01097/FUL: flood and coastal erosion management scheme comprising a combination of vertical sea wall, raising and realignment of the promenade, construction of stepped revetment, rock armour revetments and groynes, secondary defence walls and bunds, beach widening and management, and all associated works, highway alterations, removal of trees and landscaping. Scheme includes the removal and repositioning of 34no. Grade II listed lamp columns, 3no. Grade II listed shelters and 6no. Grade II listed monuments, works affecting the grade II listed South Parade Pier, regrading and works to the grade II listed Southsea common and works to the grade I listed naval memorial [the proposal constituted an EIA development]. This application, under section 73 of the town and country planning act 1990, seeks approval of amended plans relating to sub-frontage 4 (Southsea Castle) and is accompanied by the original environmental statement [July 2019] with an addendum [May 2021]
- iii. 19/01097/FUL - Flood and coastal erosion management scheme comprising a combination of vertical sea wall, raising and realignment of the promenade, construction of stepped revetment, rock armour revetments and groynes, secondary defence walls and bunds, beach widening and management, and all associated works, highway alterations, removal of trees and landscaping. Scheme includes the removal and repositioning of 34no. Grade II Listed lamp columns, 3no. Grade II Listed shelters and 6no. Grade II Listed monuments, works affecting the Grade II Listed South Parade Pier, regrading and works to the Grade II Listed Southsea Common and works to the Grade I Listed Naval Memorial. The proposal constitutes EIA development.

6.0 PROPOSAL

6.1 Approval is sought for the discharge of 13 conditions of planning permission 22/01720/VOC. At the Committee's request, four conditions addressing public realm elements are brought for its consideration, as set out below:

Condition No	Text & Reason	Documents submitted
17	<p>Soft Landscaping Scheme</p> <p>No development shall take place within each approved phase until there has been submitted to and approved by the Local Planning Authority a scheme of tree and any other relevant soft landscaping works; the scheme shall specify species, planting sizes, spacing and numbers of trees/shrubs to be planted in the area of that phase. The approved tree works (and other planting where relevant) shall be carried out in the first planting season following the completion of the development within each approved phase. Any trees or plants which, within a period of 5 years from the date of planting in each approved phase, die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species.</p>	<p>Condition Discharge Statement</p>

	<p>Reason: In the interests of visual amenity, to protect the biodiversity of the site and preserve the character and appearance of the 'listed' park/conservation areas and the setting of other heritage assets, in accordance with policies PCS13 and PCS23 of the Portsmouth Plan (2012) and the aims and objectives of the NPPF (2019).</p>	
22	<p>External lighting No development shall take place in each approved phase until details (including siting/alignment, type and appearance including materials/finishes) of the proposed external lighting (including any proposed decorative/festoon feature lighting) in the area of that relevant phase have been submitted to and approved in writing by the local planning authority. The development shall thereafter be carried in strict with the approved details.</p> <p>Reason: To preserve the character and appearance of the listed park and conservation areas and the setting of other designated heritage assets across the whole of the site addressing an existing uneven distribution along the promenade and enhancing the sense of safety for all users by sub-frontage, in accordance with policies PCS9, PCS17 and PCS23 of the Portsmouth Plan (2012) and the aims and the objectives of the NPPF (2019).</p>	Condition Discharge Statement
23	<p>Street Furniture and walls No development shall take place in each approved phase until details (including siting/alignment, type and appearance including materials/finishes) of the proposed street furniture and secondary defence walls (including include refuse bins, signage, seating, bollards, railings and other means of enclosure) in the area of that relevant phase have been submitted to and approved in writing by the local planning authority. The development shall thereafter be carried in strict with the approved details.</p> <p>Reason: To preserve the character and appearance of the listed park and conservation areas and the setting of other designated heritage assets across the whole of the site, in accordance with policies PCS9 and PCS23 of the Portsmouth Plan (2012) and the aims and the objectives of the NPPF (2019).</p>	Condition Discharge Statement
25	<p>Hard Surfacing Materials No works shall take place at each approved phase which involves the provision of promenade or other hard surfacing materials until details of the materials to be used in the relevant area have been submitted for the prior written approval of the local planning authority. Thereafter the works shall be fully implemented in accordance with the approved details. The details for approval shall include a detailed scheme of (a) type/texture/colour finishes (including any samples as may be necessary) including natural stone blocks at key public realm and historic areas; and (b) the proposed pattern treatments to add local distinctiveness within the floorspace at key public realm areas.</p> <p>Reason: To preserve the character and appearance of the listed park and conservation areas and the setting of other designated</p>	Condition Discharge Statement

	<p>heritage assets across the whole of the site and deliver attractive textural interest to the public realm by sub-frontage, in accordance with policies PCS9, PCS17 and PCS23 of the Portsmouth Plan (2012) and the aims and the objectives of the NPPF (2019).</p>	
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7.0 CONSULTATIONS

7.1 Relevant responses have been received from:

- i. Landscape Group - in summary, the landscape proposals have been developed in a consistent manner to marry in well with the neighbouring proposals for Phase 2 as well as what has been built at Long Curtain Moat already. All that gives confidence in anticipating what to expect next. A concern is raised however requesting that further work be done to ensuring that the planting installed is helped to establish. The planting at Long Curtain Moat has suffered due to human interaction and this sub frontage will be a popular and well used area. As such the planting and turfed areas will need protective measures to help them establish. Subject to replacement of the Tamarisk in the Rock Gardens and the introduction of a more diverse range of plants in the wildflower turfed verge at The Pyramids, the landscaping proposal are acceptable.
- ii. Environment Agency - no objection. Condition 20 (CEMP) can be discharged.
- iii. Highways Engineer - no objections
- iv. Natural England (Condition 20) - response of 'No comment'
- v. Historic England - response of 'No comment'
- vi. Heritage Consultant - Any comments received will be reported at the meeting.

8.0 REPRESENTATIONS

8.1 No third-party representations have been received. Applications for details reserved by planning condition(s) are not normally subject to publicity. Discretionary publicity by site notices were displayed seeking comments by 9 June 2023.

9.0 PLANNING CONSIDERATIONS / COMMENT

Condition 17 - Soft Landscaping Scheme

- 9.1 The applicant has stated that in response to public feedback, additional areas of soft landscaping have been incorporated into the scheme in this section. Raised planters to edge the back of the promenade seaward of the Rock Gardens will be installed along with large sunken boulders. Planted terraces will soften the area seaward of the Lifeguard building and The Briny, with more terraced planting at Speakers Corner. The scheme has also been amended to respond to the Landscape Group's comments.
- 9.2 The introduction of this planting will help to soften the general appearance and transition in levels along this section. The planting has been chosen to reflect the existing character of vegetated shingle along the seafront.
- 9.3 The planting bed will be made up of varying depths of flint gravel, providing a natural barrier against weeds and reducing future maintenance requirements.
- 9.4 There are three distinct species habits – evergreen, seasonal and annual wildflowers. The palette has been designed for the evergreen species to provide year-round structure

and colour. The seasonal plants are a mixture of those existing on the local beaches and additional plants with biodiversity interest. The annual wildflowers should be seen as providing sparks of colour throughout the year, their flowering periods will ebb and flow, changing locations year after year as they self-seed and colonise.

- 9.5 Amended landscape details proposing trees in front of The Pyramids has been welcomed by the council's landscape architect subject to the species being changed to Black Pine (*Pinus Nigra*) and Common Alder (*Alnus glutinosa*).

Condition 22 - External Lighting

- 9.6 Listed Building Consent has been granted for the removal and reinstatement of the historic lamp columns (see Figure 5 below) within the extent of sub-frontage 5 west. These will be spaced at appropriate intervals, with new, modern lighting placed in between to provide the appropriate level of lighting. The details regarding the methods of removal, refurbishment and reinstatement of the historic lamps are all covered by a separate condition (Condition 31).
- 9.7 A selection of four types/heights of modern lighting columns are proposed throughout sub-frontage 5 west, in addition to the historic lamps:
- 7m lighting columns with a metal, powder coated finish in Silk Grey (RAL7044) (drawing code LCL7)
 - 3m lighting columns with a metal, powder coated finish in Silk Grey (RAL7044) (drawing code LCL3)
 - 5m timber lighting columns comprising a metal base section (1.3m) with a square timber column above (drawing code LC1B)
 - 8m timber lighting columns comprising a metal base section (1.3m) with a square timber column above (drawing code LCO8)
- 9.8 The 5m timber columns (LC1B) feature at the western end of this section, at the transition between sub-frontage 5 west and subfrontage 2 (Southsea Castle), matching the new lamp columns approved around the east and Battery areas. The 7m metal 'stick' columns (LCL7) are then used as the main functional lighting columns, interspersed with the historic lamps. They are set further back towards the land on the promenade to allow the significance of the historic lamps to be maintained. The remaining columns (LCL3 and LCO8) are used when appropriate around Speakers Corner. The tall 8m LCO8 columns are used adjacent to the highway.
- 9.9 The proposed layout of all lighting columns and design details, which can be found in Appendix D (Lighting Plans) of the Condition Discharge Statement available to view on the website, are acceptable.

Condition 23 - Street Furniture and walls

- 9.10 As per the condition, details of materials proposed for the street furniture and secondary defence walls have been submitted. The street furniture for Phase 3/sub-frontage 5 west will follow the style and design of that already approved for other frontages of the scheme to ensure a consistent appearance along the seafront. Within this overall style though, each sub-frontage has bespoke features that have been designed for the specific character and context of the location. As with the previous street furniture proposals, everything has been designed and selected to both provide resistance to the harsh exposed coastal conditions of Southsea and complement the existing environment including the heritage assets.
- 9.11 This condition is considered to include all proposed street furniture, including:
- Seating:
With regard to seating, As per previous phases, the seating design comprises a mix of softwood timber benches in a variety of bespoke styles and configurations. Some

are stand-alone and some are built onto the terraces and secondary defence walls. The full proposed details can be found on the submitted plans.

The mix of seating, and in particular the terraced seating, is considered to help create a sense of place for this section; the applicant hopes that Speakers Corner will become a focal point and destination, rather than somewhere to pass through

- balustrading and handrails:
The design has been kept simple, with the provision of anodised aluminium in order to over-come existing problems of rust encountered by using steel and stainless steel. The handrails that accompany the various pedestrian steps are the same design as at SF1, consisting of powder-coated aluminium in RAL7044 (Silk Grey), with a clear coated kebony handrail top. The balustrading along the landward edge of the vehicle access ramp is proposed to be simple metal post and tension cable design in RAL 7044 (Silk Grey)
- bins:
Power coated bins that do not clutter the promenade will be provided, to match the other metal work,
- play area features:
The play area proposed at Speakers Corner would consist of various timber balance beams, surrounded by the planted terraces as shown in the illustration below:



Figure 12: Visual showing proposed play equipment

- 9.12 Lighting is considered under a separate condition (Condition 22 – see section 3.3) as are the works to the existing seafront shelters (Condition 31 – not covered by this statement).
- 9.13 The proposed details, summarised above are considered to be acceptable.

Condition 25 - Hard Surfacing Materials

- 9.12 The hard surfacing materials were discussed in great detail with Historic England in relation to the sections of the scheme around Long Curtain Moat and Southsea Castle, two scheduled monuments. It was agreed that two surface finishes would be used, one for around these significant heritage assets and one for the remaining promenade. Both finishes were an in-situ decorative aggregate but with different etched finishes. The 'historic' finish was a smoother 0.5mm etch, with the 'normal' promenade being a 3mm etch. This ensures that the historic areas are clearly visible, and that the seafront is coherent as a whole. The plate below (extracted from the application document) shows the approved two types of finish (the left and right photos).



Figure 14: In-situ decorative surfacing etch and aggregate finishes ranging from the 0.5mm (left) to approx. 3mm (right)

- 9.13 The shingle to be used in the aggregate finish is a locally sourced bespoke Southsea mix to ensure the finish blends well with the local context.
- 9.14 In terms of future maintenance requirements, the surfacing will outlast any other surface that could be used within such a harsh marine environment. By removing the requirement and reliance for regular future maintenance visits and repairs, the applicant is ensuring that a high-quality setting to the seafront is achieved and retained, for as long as possible
- 9.15 The full details of the proposed hard finishes can be found within the plans in Appendix F (Hard Works Plans) of the Condition Discharge Statement. However these are summarised below and are considered to be acceptable.
- Promenade surfacing – 3mm etch exposed aggregate finish, Southsea shingle mix, (matches SF1 surfacing east of Spur Redoubt)
 - Primary/secondary defence walls – smooth concrete in warm white (matches SF11 primary defence walls)
 - Stepped revetment/terraces – Etched concrete in warm white (matches SF1 stepped terraces) with timber slats where seating proposed
 - Speakers Corner – Coloured tarmac, buff, 6mm etched for pedestrianised areas.

10.0 Conclusion

10. On the basis of the information submitted with the application pursuant to these conditions and to their consideration above, the details submitted pursuant to Conditions 17, 22, 23 and 25 for this phase only are considered acceptable.
- 10.2 It should be noted that this application (23/00556/DOC) also seeks Officer delegated approval for the details submitted pursuant to the following conditions:
- i. Condition 2 - Phasing
 - ii. Condition 3 - Potential for Soil Contamination
 - iii. Condition 5A and 5B - Archaeology
 - iv. Condition 19 - Drainage Scheme
 - v. Condition 20 - Construction Environmental Management Plan
 - vi. Condition 21 - Construction Traffic Management Plan
 - vii. Condition 30 - Reinstatement of Listed Shelters
 - viii. Condition 35 - Scale of Secondary Defences
 - ix. Condition 37 - Scale of Primary Defences

RECOMMENDATION

Approve details submitted pursuant to Conditions 17, 22, 23 and 25