

**SOUTHSEA SEAFRONT FROM LONG CURTAIN MOAT IN THE WEST TO EASTNEY MARINE BARRACKS IN THE EAST**

**APPLICATION TO SEEK APPROVAL OF DETAILS RESERVED BY CONDITIONS 2 (PHASING PLAN); 3 (POTENTIAL FOR SOIL CONTAMINATION); 11 (PROTECTION OF BIRDS); 16 (SOFT LANDSCAPING); 17 (EARTH BUND DESIGN); 18 (DRAINAGE); 19 (CEMP); 20 (CTMP); 21 (LIGHTING); 22 (STREET FURNITURE); 23 (FLOOD GATES AND BOARDS); 24 (HARD SURFACING MATERIALS); 26 (ROADS AND FOOTPATHS); 28 (LAMPS); 29 (MONUMENTS); 32 (SCALE OF SECONDARY DEFENCES); 33 (SCALE OF ROCK REVETMENTS); AND 34 (SCALE OF PRIMARY DEFENCES) OF PLANNING PERMISSION 23/00896/VOC.**

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**Application Submitted By:**

Portsmouth City Council

**On behalf of:**

Portsmouth City Council

Coastal Partners on behalf of Portsmouth City Council

**RDD:** 12th December 2023

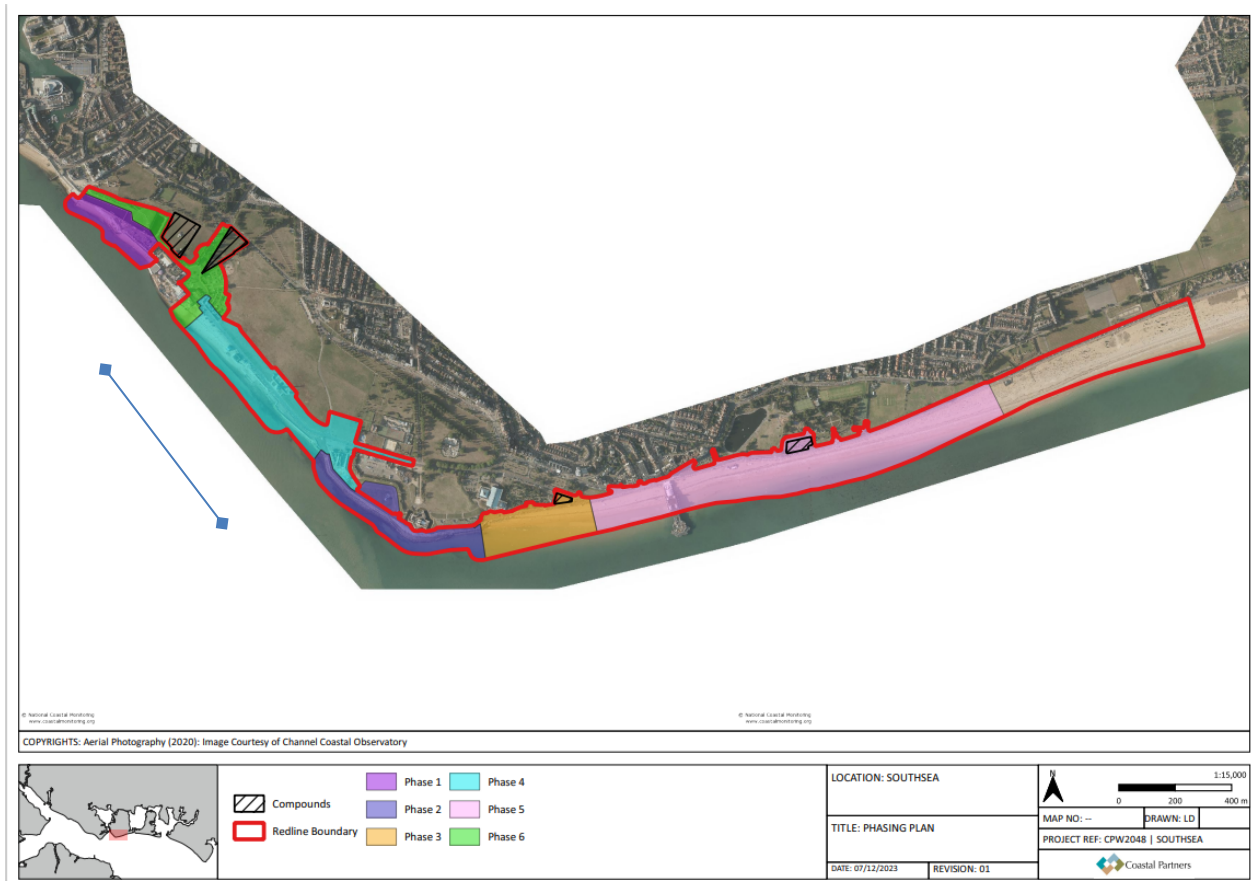
**LDD:** 6th February 2024

**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 the Planning Committee meeting for the original full application, Members discussed how they were keen to ensure that the public participated in the development of the finer design details such as materials, landscaping, public art and street furniture. They also requested that certain conditions, those related to these public realm elements, came back to Members for a decision, rather than being determined by the case officer. Those conditions were:
  - 17 (soft landscaping),
  - 22 (lighting),
  - 23 (street furniture),
  - 25 (hard surfacing),
  - 26 (feature walls),
  - 27 (roads and footpaths)
  - 38 (public art and interpretation).
- 1.4 Please note these condition numbers have subsequently been updated since the original decision notice was issued. The new numbers are:

- 16 (soft landscaping),
- 21 (external lighting),
- 22 (street furniture),
- 24 (hard surfacing),
- 25 (feature walls),
- 26 (roads and footpaths)
- 35 (public art and interpretation)

- 1.5 Since the original approval, two subsequent approvals under Section 73 of the Town and Country Planning Act 1990 have been received, seeking minor amendments to sub-frontage 4 (Ref. 21/00820/VOC) and sub-frontage 5 West (Ref. 22/01720/VOC).
- 1.6 A further S73 application was submitted in July 2023 for minor material amendments to sub-frontage 3, and the western extent of sub-frontage 4) (Southsea Common - Hover Travel to Blue Reef). which was subsequently approved on 12th October 2023 (Ref 23/00896/VOC).
- 1.7 The conditions on the original planning decision notice, and those repeated on the new S.73 decision notices, were drafted such that the required information could be submitted and approved prior to each phase commencing. Permission is now being sought to discharge the relevant planning conditions in order to commence construction Phase 4 (highlighted in light blue below) of the scheme.



## 2.0 SITE DESCRIPTION

- 2.1 The application site covers 55.75 hectares. The linear shape site extends along a seafront frontage of 4.5km, from Long Curtain Moat (in the west) to Eastney Esplanade (in the east).
- 2.2 The seafront is characterised by long stretches of pebble beach separated to the west and east by Southsea Castle. A continuous promenade runs along the beach edge. An array of Victorian era street furniture includes (listed) cast-iron lamp columns and

shelters. The promenade also hosts seven (listed) memorials/monuments including the RN War Memorial (Grade I). The application site covers three Conservation Area designations and three Scheduled Ancient Monuments.

2.3 Parkland, including Southsea Common (Grade II listed park and garden), extends along most of the seafront providing critical green infrastructure for the city. Military defensive landscapes including King's Bastion, the east and west batteries of Southsea Castle and Lumps Fort also define the local landscape and views of the city from the sea.

2.4 The site contains, or is adjacent to, several ecologically designated sites:

- Portsmouth harbour: SPA and Ramsar, SSSI
- Chichester and Langstone Harbours: SPA and Ramsar, SSSI
- Solent Maritime SAC
- Solent and Dorset Coast pSPA
- Eastney Beach SINC (Site of Interest for Nature Conservation)
- Land north and west of Fort Cumberland SINC

### 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 December 2023) 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

Application Ref.	Proposal	Decision & Date
22/01722/LBC	Removal, refurbishment and relocation of 3no. Grade II Listed seafront shelters	Approve
22/01721/LBC	Removal, repair and relocation of 7no. Grade II Listed lamp columns along the seafront	Approve
21/01788/DOC	Application to seek approval of details reserved by conditions 3 (Contaminated Land), 15 (BMEP), 19 (Drainage), 20 (CEMP), 21 (CTMP), 36 (Rock), and 37 (Primary defences) of planning permission 21/008201VOC	10/02/22
21/01077/DOC	Application to seek approval of details reserved (revised archaeology), 36 (additional rock scales) and 37 (additional	Approve, 03/11/22

	primary defence scales) of planning permission 21/008201VOC by conditions 2 (revised phasing plan), 5	
22/01236/NMA	Non-Material Amendment to planning, permission 21/008201VOC, to allow slight realignment of the vertical sea defences at sub- frontage 1: Long Curtain Moat	Approve 20/09/22
21/008201VOC	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]	Grant, 19/08/21
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.	Grant, 05/12/19

## 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 16 Soft Landscaping Scheme

- 6.2 In response to the public feedback and to improve biodiversity, additional areas of soft landscaping have been incorporated into the scheme in this section. Raised planters and large sunken boulders will edge the back of the promenade area west of Blue Reef.
- 6.3 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 and will provide an attractive setting to this seating area. The planting bed will be made up of varying depths of flint gravel, providing a natural barrier against weeds and reducing future maintenance requirements.

- 6.4 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.

### **Condition 21 (external lighting)**

- 6.5 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 3 and the western extent of subfrontage 4. These will be spaced at appropriate intervals, with new, modern lighting placed along the new buffer strip between the cycle lane and parking. These new, modern lamp columns will 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 not covered by this statement (Condition 28).
- 6.6 A selection of four types/heights of modern lighting columns will be used throughout this phase, in addition to the historic lamps:
- 7m lighting columns with a metal, powder coated finish (drawing code LCL7)
  - 5m lighting columns with a metal, powder coated finish (drawing code LCL5)
  - 5m timber lighting columns (drawing code LC1B)
  - 7m lighting columns with a metal, powder coated finish(drawing code LCSO7)
- 6.7 The 5m timber columns (LCL5) feature along the promenade in front of the Naval War Memorial. 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 on the promenade to allow the significance of the historic lamps to be maintained (adjacent to the highway).
- 6.8 The remaining columns (LCL1B and LCSO7) are used when appropriate on the open land west of Blue Reef Aquarium.

### **Condition 22 (street furniture)**

- 6.9 The street furniture for Phase 4/sub-frontage 3 follows 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 for 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.
- 6.10 This condition is considered to include all proposed street furniture, including seating, balustrading and handrails, bins, and any play area features. Lighting is considered under a separate condition (Condition 21 – see section 3.4)
- 6.11 More details on the street furniture proposed can be found on the relevant submitted plans within Appendix E (Street Furniture Plans).
- Seating
- 6.12 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.
- 6.13 The mix of seating, and in particular the terraced seating, helps create a sense of place for this section. The area west of Blue Reef will become a focal point and destination, rather than somewhere to pass through.

#### Balustrading & handrails

- 6.14 The design has been kept simple, with the provision of anodised aluminium 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, with a clear coated kebony handrail top. The balustrading along the landward edge of the vehicle access ramp is a simple metal post and tension cable design in RAL 7044.

#### Bollards

- 6.15 There are three different types of bollards that feature along this section: removable, timber and seating cubes.

#### Bins

- 6.16 Power coated bins that do not clutter the promenade will be provided, to match the other metal work.

#### Life buoys

- 6.17 To be provided as per the submitted plans.

#### Cycle stand

- 6.18 To be provided as per the submitted plans

### **Condition 24 (hard surfacing)**

- 6.19 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.
- 6.20 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 decorate 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.
- 6.24 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.
- 6.25 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, a high-quality setting to the seafront is achieved and retained, for as long as possible.
- 6.26 The full details of the proposed hard finishes can be found within the plans in Appendix F (Hard Works Plans), but they are summarised below:
- Promenade surfacing – 3mm etch exposed aggregate finish, Southsea shingle mix, (matches SF1 surfacing east of Spur Redoubt and SF4 surfacing east and west of Southsea Castle).
  - Naval War Memorial – Directly in front of the Naval War natural yorkstone paving will be used.
  - Primary/secondary defence walls – smooth concrete in warm white (matches SF1 and SF4 primary defence walls)
  - Cycle lane – coloured tarmac, buff, 6mm
  - Buffer strip – smooth asphalt surfacing
  - Highway – asphalt surfacing (except in front of the Naval War Memorial). In front of the Naval War Memorial the highway will consist of granite sett pavers.

### **Condition 25 (feature walls)**

- 6.27 No feature walls are proposed. There are no feature walls within sub -frontage 3 and Public Art along the seafront is now being delivered by PCC's Culture and Leisure department, separate to the Southsea Coastal Scheme.

### **Condition 26 (roads and footpaths)**

- 6.28 The highway layout remains as per the approved plans submitted with planning application ref 23/00896/VOC. The highway layout consists of the following:
- 1 way west bound traffic carriageway. The carriageway width will predominantly be 4.2m wide, reducing locally to 3.2m in front of the Naval War Memorial.
  - A mixture of echelon and parallel parking.
  - 3m two-way cycleway, with an additional 2m buffer strip between the cycleway and the parking. The trafficked areas are segregated from the adjacent promenade and cycle lanes.
- 6.29 The construction of this section is expected to take place from mid - October 2024 to mid -July 2026, however these timescales are indicative and subject to change . The full layout of the highway is shown in Appendix G (Highways Plans).

### **Condition 35 (public art and interpretation)**

- 6.30 There is no requirement for heritage interpretation boards in this sub-frontage, these are only to be installed at sub-frontages 1 (Long Curtain Moat) and 4 (Southsea Castle) as these located within/adjacent to Scheduled Ancient Monuments

## **7.0 CONSULTATIONS**

- 7.1 Historic England No comment
- 7.2 Environment Agency (In respect of Condition 19 (CEMP) only) No objection
- 7.3 Ecology No objection
- 7.4 Natural England No comment
- 7.5 Landscape Architect No objection, subject to consideration being given to planting Elm trees (*Ulmus*) in lieu of Alder (*Alnus glutinosa* 'Laciniata').
- 7.6 Principal Conservation and Design Officer Has confirmed that the proposals are considered acceptable in terms of their conservation/ heritage impacts and are therefore capable of conservation support. As such, there is considered to be no conservation impediment to the discharge of all of these conditions without any further delay.

## **8.0 REPRESENTATIONS**

- 8.1 One public comment has been received supporting the scheme.

## **9.0 PLANNING CONSIDERATIONS AND CONCLUSION**

- 9.1 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 to improve the quality of the promenade and support the sensitive integration of the sea defences into the local environment. These technical details are considered to comply fully with Policy PCS9, and other relevant policies of the Portsmouth Plan 2012 and support the enhancement of the seafront.

9.2 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**