

Gosport Borough Council

Local Development Framework

Marine Parade Area of Special Character

Supplementary Planning Document

May 2007

*Delivering
for Gosport*



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PREFACE

This Supplementary Planning Document (SPD) for the Marine Parade Area of Special Character in Lee-on-the-Solent provides a further guidance to Policy R/DP10 in the Gosport Borough Local Plan Review.

This document was approved by the Council's Transportation and Planning Sub Board on 20 March 2007 and published in May 2007.

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CONTENTS

1.0 INTRODUCTION

2.0 HISTORIC DEVELOPMENT OF MARINE PARADE

3.0 EVOLUTION OF A SPECIFIC POLICY

4.0 ANALYSIS OF THE SPECIAL CHARACTER OF MARINE PARADE

5.0 DESIGN GUIDANCE

APPENDIX A – Policy Extract from Gosport Local Plan Review

**APPENDIX B – Photo montage of Marine Parade Area of Special
Character**

APPENDIX C – Plan of Marine Parade Area of Special Character

1.0 INTRODUCTION

- 1.1 The coastal frontage of the Marine Parade Area of Lee-on-the-Solent has a particular seaside character. The importance of this distinctive character is recognised in the Gosport Borough Local Plan Review. The Plan which was adopted in May 2006 contains a policy (R/DP10) specially relating to Marine Parade seafront area at Lee-on-the-Solent, identifying it as an Area of Special Character.
- 1.2 Under the procedures set out in the Planning and Compulsory Purchase Act 2004 the Council is required to prepare a Local Development Scheme identifying all the plans and policies it intends to save and those it intends to prepare in the future. The Council will save Policy R/DP10 until such a time as it needs to be reviewed in a future Development Plan Document.
- 1.3 This Supplementary Planning Document has been prepared to provide further detail and guidance to support Policy R/DP10. It has been prepared having regard to the Supplementary Planning Guidance which was published for this area in June 2004 and current Government Guidance.
- 1.4 As part of the process of preparing the Supplementary Planning Document a Sustainability Appraisal of the document has been undertaken. The Sustainability Appraisal together with a Non Technical summary have been published as separate documents.

2.0 HISTORIC DEVELOPMENT OF MARINE PARADE

- 2.1 Prior to 1884 Lee-on-the-Solent was a small scattered settlement of isolated properties within a landscape that had changed little over many centuries. In that year the development potential of the area was noted by Mr C E Newton Robinson, and with the financial backing of his father Sir J C Robinson they purchased a large Estate then on the market that covered much of the area of the modern settlement.
- 2.2 In 1885 plans were drawn up and parcels of land offered for sale under the direction of the Robinson family to develop the area as a seaside health resort for prosperous Victorians under the title of 'Seaside Watering Place'. The first steps towards development consisted of laying out a grid pattern of streets along which numerous plots were marked. Central to the development was the attraction of the seafront itself and Marine Parade East and West were laid out over a mile in length, along with parkland (West Cliff Park and East Cliff Park), promenades, and the centrepiece Pier (Completed by 1888). A new 'village centre' soon appeared with the shops along Pier Street and the Pier Hotel.
- 2.3 The speculative development of Lee-on-the-Solent was not a great success. Some large houses were built, particularly north west of the High Street, but most of the limited development which predated the First World War was on a more modest scale.
- 2.4 In the First World War the Lee area was identified as being an excellent location for the development of facilities for a naval aviation base and the site which later became HMS Daedalus was constructed.
- 2.5 The 1920s and 1930s are without doubt the dominant era in the development of the modern character of much of Lee-on-the-Solent and in particular the extensive seafront development along Marine Parade. By the end of the 1930s virtually all of the plots on the frontage had been developed. The style of this new generation of buildings was very modest and follows a pattern of (mostly) two storey, detached houses, along the building line and plots marked out by the Victorians. As a central focus shops in Art Deco style appeared on Pier Street and the adjacent frontage of Marine Parade West

reinforcing this area as the focal point for the development. The leisure complex of Lee Tower was also completed in 1935. It is important to emphasise that the inter-war scale and external appearance of buildings defined the style of development for many years and best represents the historic and architectural character of the seafront. Proposals that enhance this character, and follow the guidelines detailed within this document, will be welcomed.

- 2.6 The 1960s and 1970s saw the first major change to the established seafront character with a series of applications for flat developments on the sites of more modest development. This pattern has continued, albeit relatively slowly, ever since, with planning policies introduced to control development along Marine Parade.

3.0 EVOLUTION OF A SPECIFIC POLICY

- 3.1 An initial Development Control policy for flat development was established in 1975. This simply stated:
- “Flat redevelopment fronting Marine Parade East and Marine Parade West, Lee-on-the-Solent will be permitted to a maximum height of 4¹/₂ storeys”
- 3.2 In July 1989 a revised and far more detailed policy was prepared at a time when a number of planning applications were being submitted for flat development at Marine Parade. This policy was subsequently amended as a consequence of an appeal decision and in this general form was carried forward to be incorporated into the Gosport Borough Local Plan (GBLP).
- 3.3 The GBLP was subject to a public Local Inquiry in July-August 1993 and a number of amendments were made as a result of representations and the Inspector’s recommendations to form Policy BE7, together with supporting paragraphs 6.28 to 6.32, and Appendix 12. The Plan was adopted by the Borough Council in April 1995.
- 3.4 The end date of the GBLP was 2001, and a Review of the Plan was required to roll it forward to 2016 and bring it into conformity with the Hampshire County Structure Plan 1996-2011 (Review) which was adopted in March 2000. The Gosport Borough Local Plan Review First Deposit (GBLPR) was published in December 2002, with Policy R/DP10 setting out the Borough Council’s proposed policy for the Marine Parade Area of Special Character. Apart from revision to the wording of the policy to reflect current guidance the format of the policy and its intent remained largely the same as Policy BE7 of the adopted Local Plan.
- 3.5 A number of representations were received as a result of the consultation on the GBLPR First Deposit. The general themes of these representations are that there should be tighter controls on the scale and height of the buildings, that there should be no more flat development, and that commercial and community facilities should be protected from redevelopment for other uses. In addition a campaign organised by a local newspaper *‘to establish a determined policy to protect the special character of Lee-on-the-Solent*

seafront', resulted in 614 responses supporting the campaign being sent to the Council.

- 3.6 As a result of public consultation the policy in the Gosport Borough Local Plan Review Revised Deposit version (GBLPR) made a number of revisions to the policy for the Marine Parade Area of Special Character. Supplementary Planning Guidance (June 2004) was prepared to support the policy.
- 3.7 The GBLPR Revised Deposit was subject to public consultation and received a number of objections to this policy which resulted in the issue being heard at a Public Inquiry. The Inspector who held the Inquiry, whilst recognising the distinctive character of Marine Parade, considered that the proposed policy was too prescriptive and contrary to National and Regional Guidance. He considered that *"the overriding objective should be to obtain a high standard of design and for the scale and form of new development to improve the general appearance of the frontage buildings and the locality"*. He recommended that Policy R/DP10 be reworded by removing all the specific references to height.
- 3.8 The Inspector's proposed wording was included as a Modification to the Revised Deposit. This was subject to further consultation and is now part of the statutory Gosport Borough Local Plan Review which was adopted in May 2006. This policy is reproduced in Appendix A.
- 3.9 As the Supplementary Planning Guidance (June 2004) was based on the policy in the GBLPR Revised Deposit it is necessary to revise it so that it is inline with the adopted policy. However, much of this Supplementary Planning Guidance is still relevant so it will form the basis of this new Supplementary Planning Document.

4.0 ANALYSIS OF THE SPECIAL CHARACTER OF MARINE PARADE

4.1 Marine Parade is a straight road over a significant part of its length, and over much of its course is low lying and level. This contributes to the seafront's unified appearance. In general terms the following characteristics are evident throughout the Area of Special Character:

- A significant preponderance of 2 to 3 storey buildings, with some flat developments of 4 storeys and two of 5 storeys. Some properties have semi basements.
- A visual consistency in the height of the eaves/parapet and ridge lines along significant groups of buildings.
- A consistency in the building line.

4.2 There are two designated Conservation Areas which include parts of Marine Parade: Pier Street and HMS Daedalus. The former focuses on the predominantly Victorian Character of Pier Street and Manor Way and incorporates the original Railway Station, War Memorial, and shops immediately west of Pier Street. The latter relates mainly to the historic core of HMS Daedalus, including Westcliffe House, the Wardroom, a group of World War 1 Seaplane Hangers, and former Married Quarters.

Analysis of Key Characteristics

4.3 In detailed terms the scale and built form of Marine Parade is best described in four principal Sections (See the Photographs and Plan in Appendices B & C).

A. Eastern Section: No.6 Marine Parade East to No.68 Marine Parade East (Queens Road)

4.4 With the exception of some flatted development this area is characterised by:

- Eaves/parapet line generally no higher than 2 storeys, with a preponderance of hipped, gabled or pitched roofs above: some including attic conversions.
- The majority of buildings date from the 1930s or earlier.
- The majority of buildings have pale, painted or rendered, facades.
- In most cases, the buildings are built within the historic plots marked out in the 1880s (most buildings are detached).
- There is a consistent building line, with properties set back behind front gardens or courtyards of similar depth (approximately 6m).
- The front boundaries are in nearly every case marked by low walls, fences or hedges of similar height.
- Except where there are low-level rear extensions, most buildings fall within a narrow band of development on the southern (seaward) half of the plots.

The ground rises from Beach Road in an easterly direction, levelling off from the vicinity of Cambridge Road.

4.5 The limited number of flat blocks in this eastern section tends not to follow the precedent set by the earlier development. One of these blocks, Island Court has also been developed forward of the approximate 6 metre line from the pavement edge. The detrimental impact of some flatted blocks is, however, lessened in part by their location in the low-lying land adjacent to Beach Road. Overall, however, the character of this area remains dominated by buildings of up to 2 storeys.

B. Central Section: 30 Marine Parade West to Bembridge Lodge Flats, Marine Parade East.

4.6 The ground levels off at Bembridge Lodge Flats and the character and built form distinctly changes. The natural focus and defining point is the group of

buildings within the Pier Street Conservation Area. These include the original Pier Hotel built in the 1880s, and the striking 1930s shops leading up to Milvil Road. In this section the buildings are generally higher. The ridges of the oldest buildings have largely determined the scale of subsequent development. Although the external treatment of buildings varies, there is a consistent building line. The bulk of the buildings are largely restricted to the southern half of the plots to ensure that they have a limited detrimental impact on properties located to the rear in the High Street and Montserrat Road. Properties are again generally set back behind low boundary walls.

- 4.7 Recent development has generally retained the height determined by the few Victorian and Edwardian properties. The special character of the Conservation Area will be an additional factor in determining any proposals in this section.

C. Western Section: The Drift to Drake Road

- 4.8 East of Richmond Road this area is strongly defined by an attractive group of properties mostly dating from the 1930s or earlier. The buildings are generally of 2 storeys in height, with pale rendered or painted facades, hipped or gabled roofs, relatively consistent plot widths and a consistent building line set back behind low boundary walls or fences. West of the Daedalus slipway and hangars the same pattern of development continues. The slipway marks a change in direction for Marine Parade and beyond Drake Road there is an equally distinct change in character.

- 4.9 The Daedalus Conservation Area is within the central part of this section and has a distinct character of its own. It is defined by the WW1 slipway and hangars and the setting of Westcliffe House. Any proposals within this area will need to have special regard to the setting of the historic buildings.

D. Far Western Section: West of Drake Road

- 4.10 The buildings west of Drake Road are of more modern character and vary in texture. The buildings vary between 2 and 4 storeys in height and follow the form of development evident in Central Section B. As with the rest of Marine Parade they are set back from the road on a relatively consistent building line.

5.0 DESIGN GUIDANCE

- 5.1 This section of the Supplementary Planning Document provides guidance to support Policy R/DP10 of the adopted Gosport Borough Local Plan Review (see Appendix A). It should also be considered with Policy R/DP1 of the adopted Plan.
- 5.2 The Design Guidance sets out in greater detail those elements of design which the Borough Council will wish to see incorporated into any proposal for development in the Marine Parade Area of Special Character at Lee-on-the-Solent. The aim of the guidance is also to discourage a proliferation of an inappropriate scale and form of development that has begun to erode the Area's special character. The analysis indicates that there is the opportunity to reinforce the established character of the area as defined in the four Sections.
- (i) New development should seek to follow and reinforce the rhythm of the regular plot widths along Marine Parade and avoid long, unbroken, horizontal blocks.
 - (ii) Roof forms above the eaves/parapet line should be hipped pitched or gabled following the traditional pattern characteristic along Marine Parade. Scope for attic conversions within such roof spaces will be dependent on the impact of such proposals on the amenity of neighbouring properties including houses to the rear and being in accordance with this guidance.
 - (iii) Where considered permissible any development above eaves/parapet line should have a character that is noticeably lighter, and subservient to, the mass of the building below: the slope of a roof should remain the dominant feature.
 - (iv) Variations in roof form are encouraged in order to maintain the visual interest of the area, provided they respect established pitches and building lines and they do not cause problems of overlooking or shadowing.

- (v) To achieve a reasonable degree of separation adequate space between the flank walls of buildings and boundaries should be retained and have regard to the guidance in Appendix B of the Local Plan Review.
- (vi) A minimum of 6 metres should be retained as the building line between the most forward of any part of the proposed building and the back of the north side footway to Marine Parade.
- (vii) The design and layout of the proposed development should ensure that reasonable visual privacy is provided for the residents within the dwellings and the private gardens to rear.
- (viii) Sections A and C of Marine Parade are characterised by pale or rendered facades (with the exception of a number of buildings in the Daedalus Conservation Area). They also follow a rhythm of relatively uniform building widths. The pattern and design of future development should retain the impression established by this predominant form.
- (ix) Sections B and D are more variable in character and the buildings are generally on wider plots. New buildings should reflect this variety: having regard to the details contained within the rest of this guidance.
- (x) Having considered the above guidance buildings should then also be designed to fit within the general character of the street scene as defined in each Section and explained in the Analysis of the Special Character of Marine Parade (Section 4). Equal consideration should be given to the design of each elevation of a building in terms of its visual impact and the potential impact on the amenity of properties within its setting.
- (xi) The layout and design of new development should provide adequate space to facilitate sorting and storage of waste materials prior to collection with a minimum storage capacity of 2 x 240 wheeled bins externally or provision for equivalent capacity for a flatted development.

5.3 The Borough Council will consider the additional impact of ancillary roof structures such as aerials and heating vents on the appearance of both the

buildings and the surrounding area. Such structures should be discretely located and blend in with surrounding materials and the overall design of the building.

- 5.4 All proposals should be designed having regard to the need to conserve energy. Policy R/ENV14 of the Local Plan Review supports development where energy efficiency measures are incorporated within the proposal including measures that assist in reducing water consumption. The Environment Agency suggests that a per capita consumption of 120 litres is feasible. In line with the principles established under Policy SH14 in the draft South East Plan design proposals for all new development should seek to achieve as a minimum, an energy efficiency rating that is equivalent to the Ecohomes/BREEAM 'Very Good' standard (see www.breeam.org).
- 5.5 In accordance with policy SH14 in the draft South East Plan, all proposals for housing development over 10 units are encouraged to provide at least 10% of their energy demand from renewable energy sources.
- 5.6 Development proposals should ensure that where practicable, the re-use of construction and demolition materials from secondary and recycled sources within the proposed scheme can be maximised.

APPENDIX A

Policy extract from the adopted Gosport Borough Local Plan Review

Marine Parade Area of Special Character**Policy R/DP10**

Within the Marine Parade Area of Special Character (as shown on the Proposals Map) development proposals will be permitted subject to the following criteria:

- i. new development schemes reflect the scale and layout of nearby development;**
- ii. a high standard of design and layout is achieved that reflects the townscape qualities and visual appearance of the seafront;**
- iii. there is proper and adequate protection given to the residential amenities of adjoining properties; and**
- iv. vehicular access is achieved via rear service areas, except where it has been demonstrated that it would be preferable to gain access from Marine Parade in terms of maintaining road safety, there would be no significant increase in traffic flow or detriment to the overall character and design of the new scheme.**

- 3.72 When viewed in its entirety, the seafront at Lee-on-the-Solent forms one of the most distinctive stretches of urban coastline on the Solent. It is characterised by a preponderance of detached 2 to 3 storey buildings with some higher development of 4 and 5 storeys set in regular plots and forming a continuous urban edge behind the Promenade and clifflands.
- 3.73 Lee-on-the-Solent began to develop in the 1880s when a grid pattern of streets was laid out. A key part of this was the long seafront of Marine Parade, facing areas of parkland dropping down to the beach. The plots were largely developed by the late 1930s giving the area a distinct character of inter war detached and semi-detached housing to the west and east of Pier Street (the centre of the Victorian new town).
- 3.74 This character has been eroded in part by larger-scale post-war flat developments, but there remains a relative uniformity in the height of development along Marine Parade that is separated into four distinct areas (West of Drake Road; Drake Road to 'the Drift'; 30 Marine Parade West to Bembridge Lodge Flats Marine Parade East, and No.6 Marine Parade East to Queens Road). Two of these areas, No.6 Marine Parade East eastwards, and the area between Drake Road and The Drift are distinctly lower in massing and scale. Although there are a few examples of late Victorian seaside architecture, the buildings are of more value as a group. Given their combined townscape quality and visual prominence along the seafront and from the Solent, the Borough Council regards the overall appearance and character of the seafront area as meriting special consideration in determining proposals for development.

- 3.75 The Council will seek to encourage innovative design that improves the overall appearance and character of Marine Parade. While helping to safeguard the local distinctiveness of the area, new development should also be of a high standard of design and appropriate scale and form that helps enhance both the buildings' immediate context and the area's special character. Equal consideration should be given to the design of each elevation of a building in terms of its visual impact and the potential impact on the amenity of properties within its setting including those to the rear of Marine Parade. Appendix B (*of the Gosport Borough Local Plan Review*) provides further guidance for residential development.
- 3.76 The distinct townscape qualities which are evident along Marine Parade include:
- the rhythmic quality to the pattern of development with many buildings within the original Victorian plots;
 - the consistent building line set back from the pavement;
 - buildings largely developed on the southern half of the plots;
 - the relative uniformity in ridge and parapet heights along key groups of buildings (within the four areas described); and
 - the predominance of hipped and pitched roofs.

These are all important qualities which define the area's built form and can help guide potential development. A Supplementary Planning Document will be prepared to provide further detailed guidance about the special character of the area.

- 3.77 Marine Parade is a classified road (C410 and B3333) linking the southern area of the Borough with neighbouring parts of Fareham. The Local Highway Authority does not support proposals for new access onto classified roads and in this case recommends the use of the rear accessway which runs parallel to Marine Parade for its full length. The accessway is regarded as a more appropriate means of accessing redevelopment proposals in terms of road safety and convenience. However, the Borough Council recognises that the accessway may not have sufficient capacity in its existing form to serve an unlimited number of redevelopment schemes and therefore where rear access is needed the Borough Council will, if necessary, seek to widen the accessway by negotiation with developers as part of the development proposal. In exceptional circumstances access may be permitted onto Marine Parade where the developer can demonstrate that a development proposal would not be at the expense of maintaining a high standard of design, would not result in increased traffic flows, would not be detrimental to highway safety and the access point can be provided to meet current highway design standards

Far Western Section: West of Drake Road



Western Section: Drake Road to 'The Drift'



Daedalus Conservation Area
(not shown)



'The Drift'

Central Section: No. 30 Marine Parade West to Bembridge Lodge Flats



No. 30 Marine Parade West



Part of Pier Street Conservation Area

Bembridge Lodge Flats

East Section: No. 6 Marine Parade East to 68 Marine Parade East



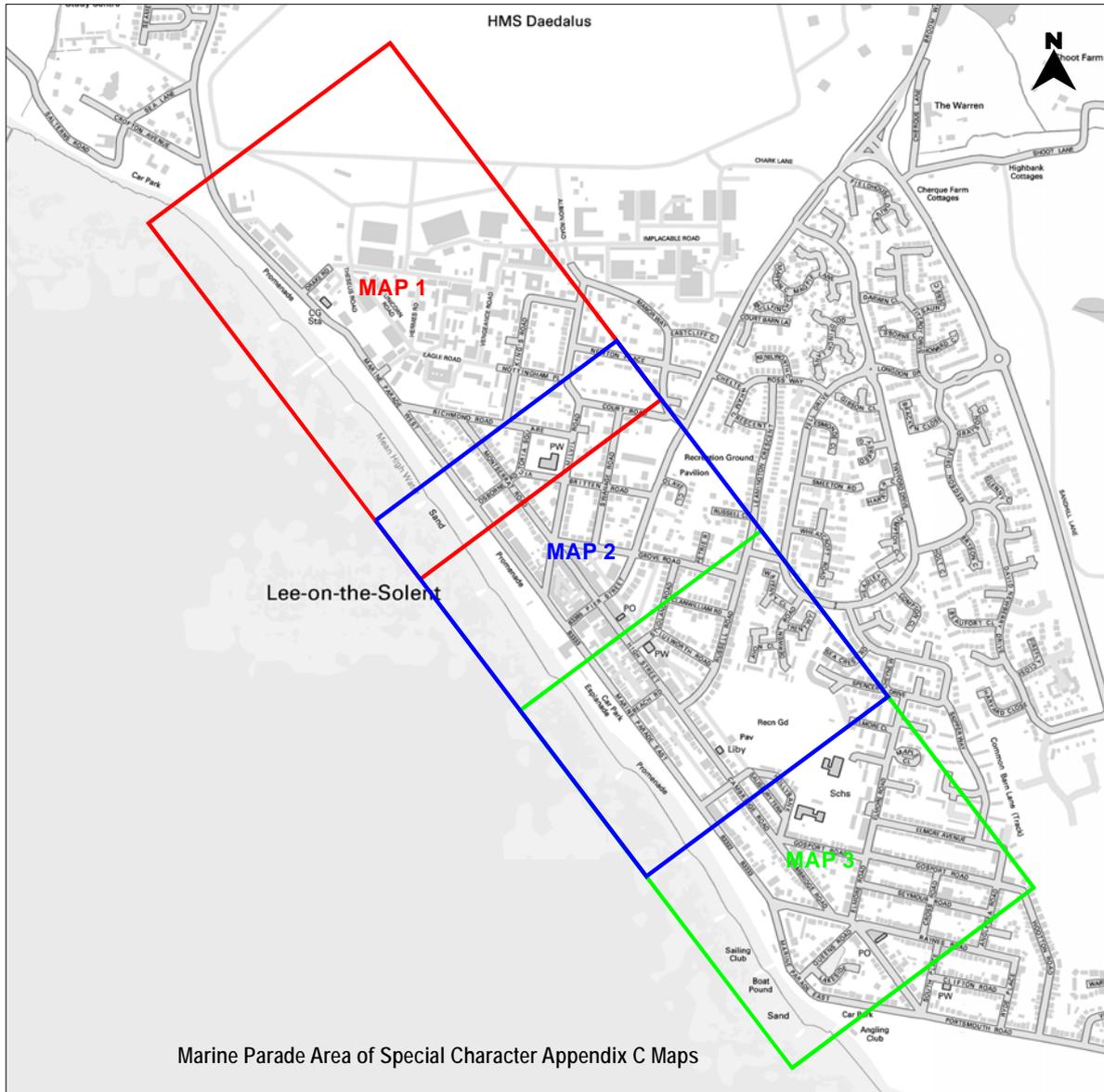
No. 6
Marine Parade East



68 Marine Parade East



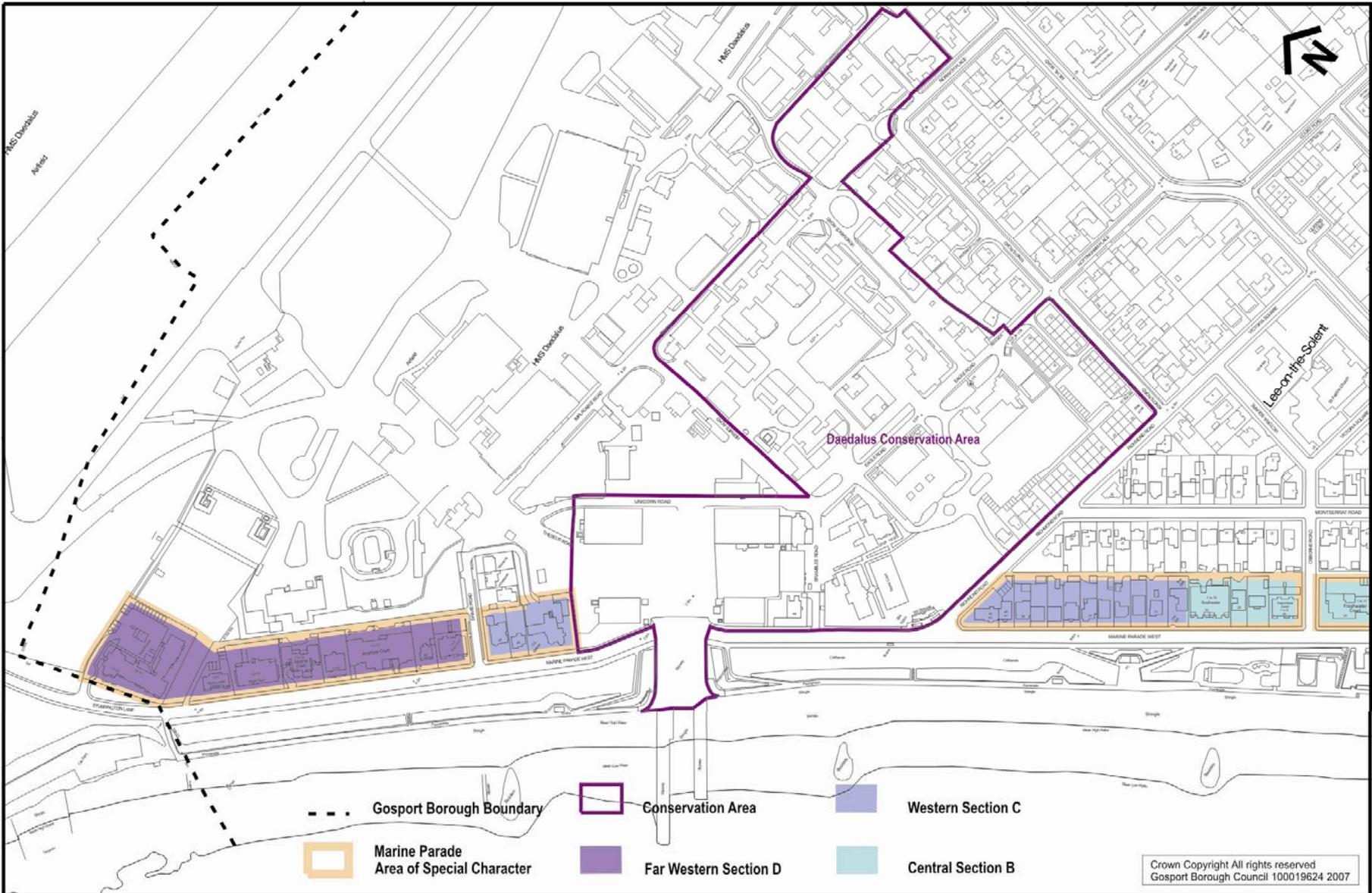
APPENDIX C



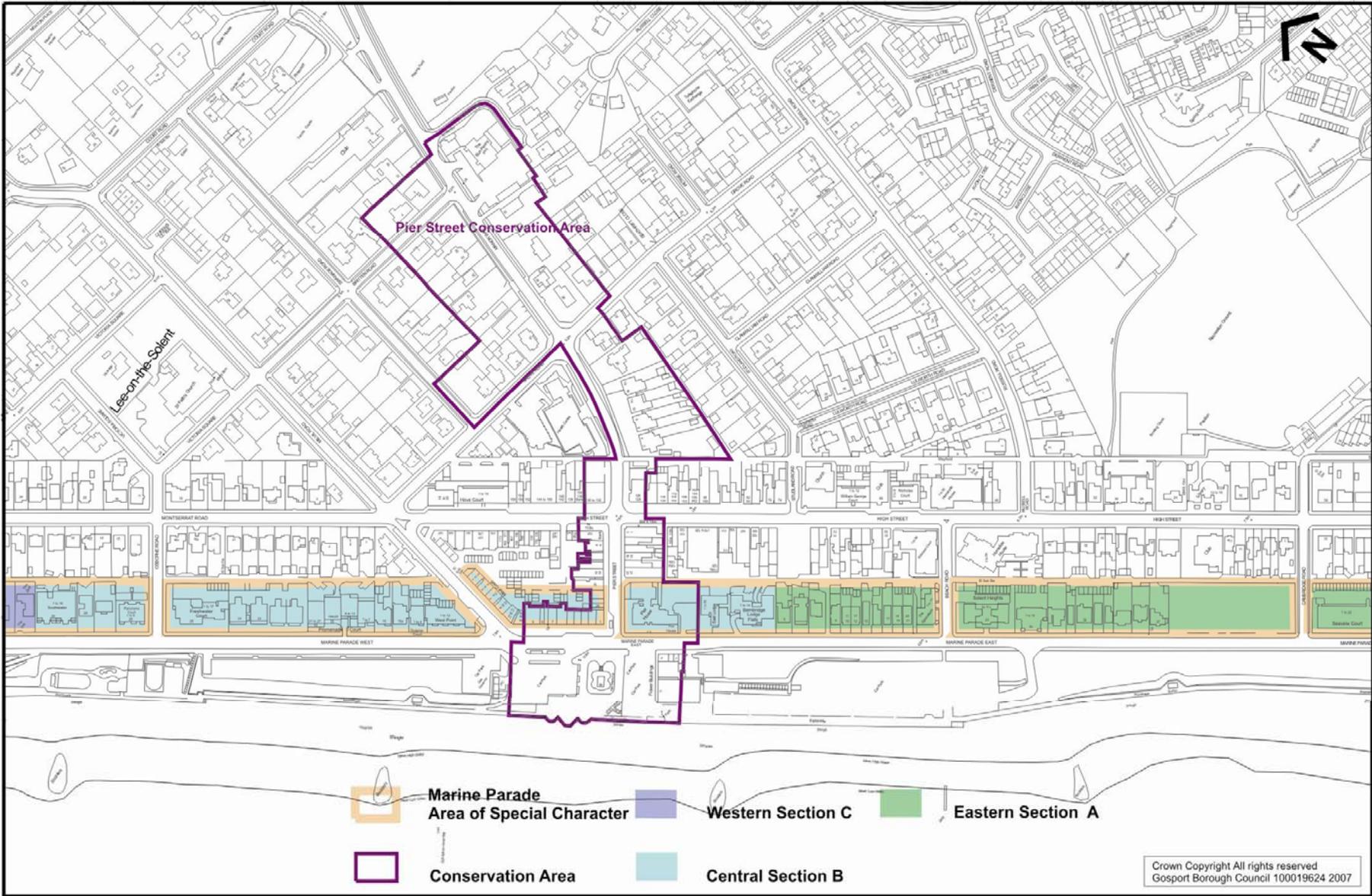
Marine Parade Area of Special Character Appendix C Maps

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Map 1



Map 2



Map 3