




City of Plymouth

The Hoe Conservation Area Appraisal and Management Plan 2008

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1 Appraisal

Introduction

Conservation Areas were introduced in 1967. They are '*areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance*' (Planning (Listed Buildings and Conservation Areas) Act 1990).

Conservation Area designation has a number of implications. The principal effect is that special planning permission, known as Conservation Area Consent, is required for the complete or substantial demolition of any unlisted building or structure within the Conservation Area. In addition there are a number of other restrictions that do not apply outside Conservation Areas. The legislation also requires local planning authorities like Plymouth City Council to periodically review their Conservation Areas and publish proposals for their preservation and enhancement.

In response to this, Plymouth City Council is reviewing its existing Conservation Areas and considering the designation of new areas following extensive characterisation studies carried out in 2005/6. [(1)] This work also responds to the policy on the historic environment set out in the adopted Core Strategy of the Local Development Framework (Policy CS03). This states that the Council '*will safeguard and where possible, enhance historic environment interests and the character and setting of areas of acknowledged importance, including scheduled ancient monuments, listed buildings (both statutory and locally listed), registered parks and gardens, conservation areas and archaeological remains*'. It also provides an evidence base and greater guidance for the policies set out in any relevant Area Action Plan (AAP), and will provide area specific detail to inform the Design Strategy Supplementary Planning Document.

The primary purpose of this document is to:

- *confirm the boundaries of the Hoe Conservation Area*
- *undertake a character appraisal of the Hoe Conservation Area*
- *consider what issues affect the Conservation Area, and how they impact upon its character*
- *identify management proposals to address these issues*
- *identify opportunities for the preservation or enhancement of the Conservation Area*
- *assist Development Management decisions and provide a framework for specific projects and development briefs*
- *provide evidence base for the Hoe AAP.*

This document was prepared between August and November 2008. A draft was put to public consultation between 24 November 2008 and 4 January 2009. The final version was adopted at the City Council Cabinet meeting of 7 April 2009.

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1 Plymouth Waterfront Characterisation Study. Alan Baxter and Associates, June 2006

Conservation Area appraisal is by its nature a ‘broad brush’ process and it is therefore quite possible that some individual elements that are important in the Hoe Conservation Area have been overlooked. Omission of any particular building, feature or space should not be taken as meaning that it is considered to be of no value.



The Hoe from the Sound

Conservation Area boundary

Following public consultation, the Hoe Conservation Area was expanded and re-designated at the meeting of the City Council Planning Committee on 5 February 2009. The principal change to the former area (shown in blue on Fig.1) was the inclusion of the area of the Royal Citadel (shown in green on Fig.1) which was formerly included within the Barbican Conservation Area. The inclusion of the Royal Citadel is a recommendation from the Waterfront Characterisation Study (above) on the basis of the strong and long standing historic associations between Hoe and Citadel.

The Waterfront Characterisation Study also recommended the inclusion of the area of Victorian townscape in West Hoe south of Cliff Road to Great Western Road. This was considered as part of this appraisal, but it has been concluded that the quality of the townscape here does not justify Conservation Area designation.

The new Conservation Area occupies an area of approx. 33 ha. between the southern edge of the City Centre and the waterfront. It is focused on the open park overlooking the Sound, and is bounded by the water's edge to the south; the line of Madeira Road, Lambhay Hill and Citadel Road to the east; thence north along part of Zion Street, around the north of Sussex Place, then south along Sussex Street around the south and west sides of the Holiday Inn to Notte Street; west along Notte Street to include a small buildings group on the west side of Lockyer Street; around the New Continental and Duke of Cornwall hotels to the west; then east along Citadel Road; south along Leigham Street, Cliff Road, and the western boundary of West Hoe Park; along the service road at the rear of Grand Parade, then southwards to include the area to the south of 23-39 Grand Parade ('Rusty Anchor') to meet the water's edge.

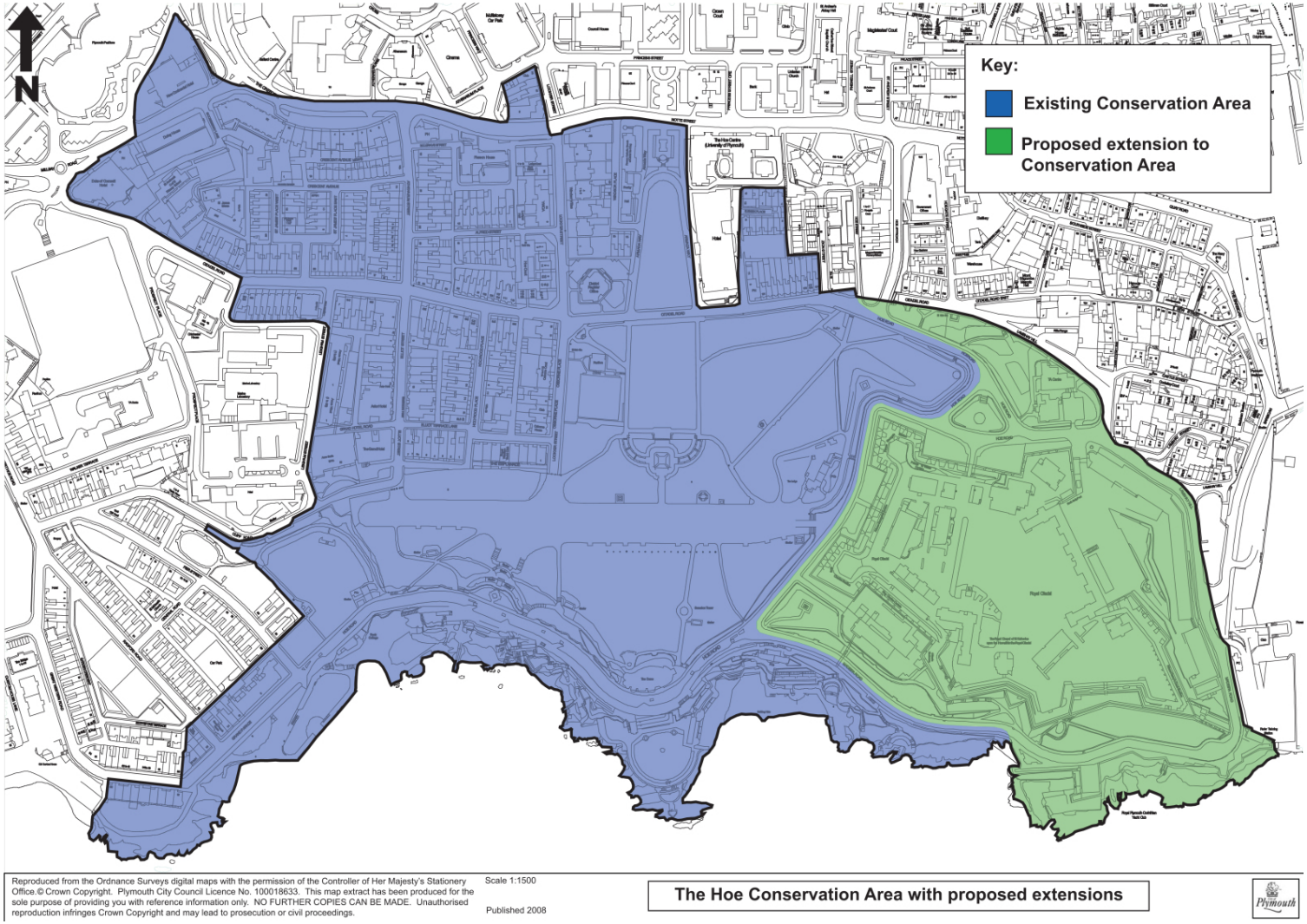
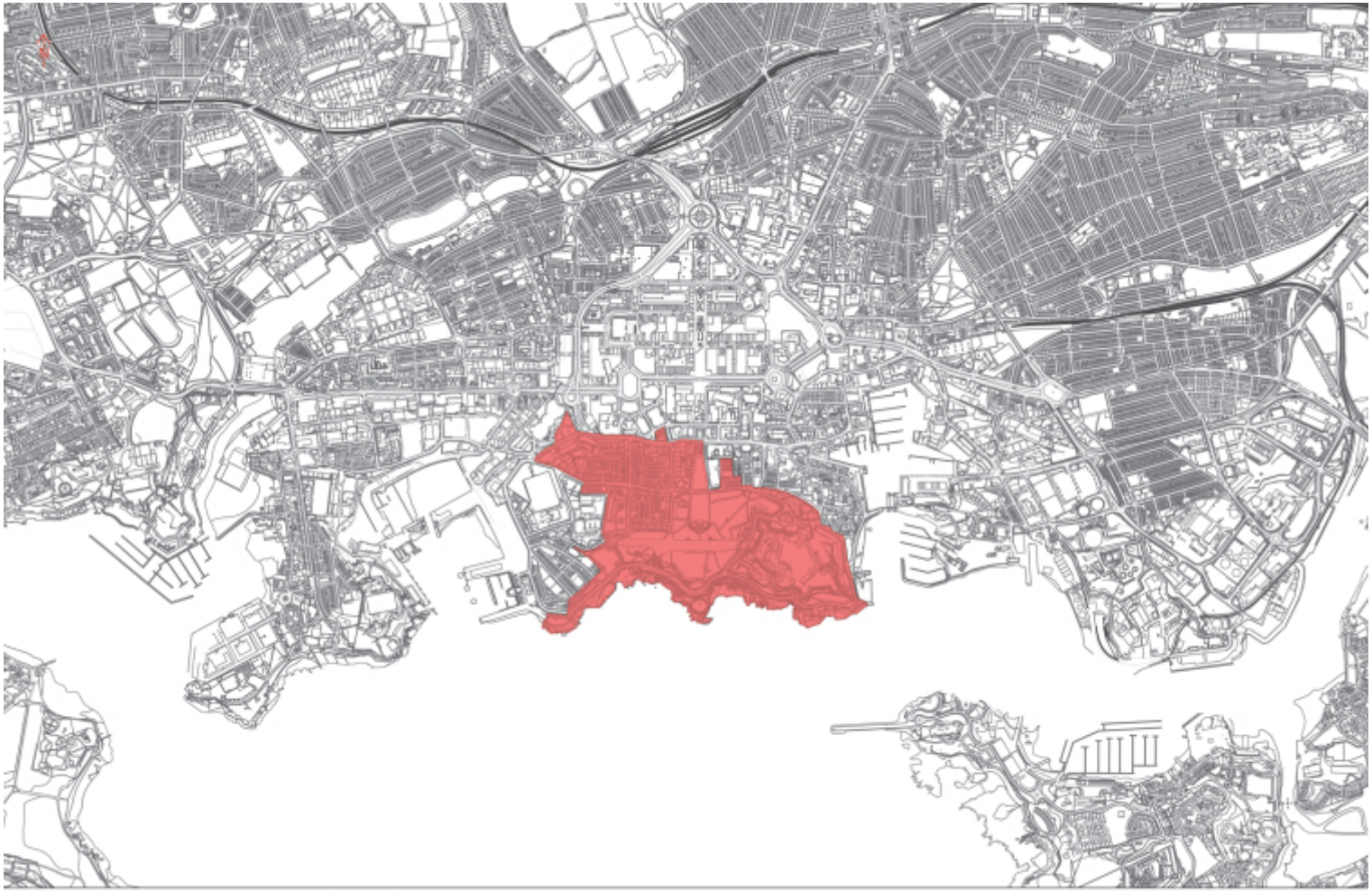


Fig. 1 The Hoe Conservation Area: Boundary

Location, geology and topography



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Published 2008

Scale 1:12000

Hoe Conservation Area: Location

The modern city of Plymouth sits at the mouths of the rivers Plym and Tamar in South Devon, on the western approaches to the Channel and the historic trading routes to the Mediterranean, Africa and the Americas. Its position was a critical factor in its history and development.

Plymouth Hoe lies on the southern side of the city centre overlooking Plymouth Sound. The Hoe - the name derives from the Anglo-Saxon for ‘high place’ – is formed by the ridge of hard grey limestone which runs across the southern edge of the city, in places forming a substantial cliff along the waterfront. The Hoe is one of the highest and most pronounced parts of this ridge and certainly the best known.

The topography of the Hoe Conservation Area is characterised by a long north-facing slope rising from the line of Notte Street at its northern edge, cresting as a relatively flat ridge along what is now the Hoe promenade before dropping sharply down to the sea. A large area of the limestone at the west end of the Hoe was quarried away in the early 19th century, and this has left a dramatic cliff face alongside Cliff Road. This brief description however does not do justice to the drama of the topography, with the approach from the north - the direction in which most visitors approach the Hoe – giving no indication until almost the last moment of the grand vista across Plymouth Sound which the Hoe provides. In 1704 Daniel Defoe described it as 'a scene so serene, so calm, so bright and the sea so smooth, that a finer sight, I think I never saw’.It is truly one of the great world views, in the words of Mackay's '*Vision for Plymouth',* 'a setting of outstanding natural beauty'.



Tinside Pool and the Sound from the Hoe

Historic development

For Plymothians, the Hoe is a place with rich historical associations, whether as the site of the famous, if anecdotal, tale of Drake's game of bowls, or of Lady Astor's morale-raising dances on the Hoe in defiance of the 1941 bombing of the city. The Hoe's place in history has enhanced its civic and symbolic focus as the city's heart, and has attracted visitors for many years. Its history has also left an extensive legacy of fine buildings, monuments, landscape, traditions and uses, which all contribute to the special character of the Hoe.

The limestone contains a large number of fissures and cave systems, and these have produced early animal remains, including mammoth, elephant, rhino, bear and hyena. Elsewhere in Plymouth the limestone caves have also produced early human remains. Entrances to some of these fissures are still visible along the waterfront. In historic times, its exposed situation and thin rocky soil makes it likely that the Hoe was always a largely open space, and the proximity of this space to the historic town, and its commanding aspect over the Sound, would have made it a natural gathering and rallying point from early times. The story that the townspeople maintained a monument on the Hoe, possibly a medieval image cut into the ground of two giants holding clubs ('Gogmagog'), suggests that it had acquired a special significance from an early date, and a medieval chapel (St Katherine's) is known from the 14th century.

Certainly its military potential was recognised early on. The Hoe was an obvious vantage point to warn of approaching danger and to defend the increasingly important port. Guns were regularly mounted on the Hoe and along its foreshore when danger threatened, and the 'Harbour Chart' of 1539 indicates a continuous line of fortifications along the Hoe foreshore running west from Fisher's Nose. After the Armada threat of 1588, work began on a fort at the eastern end of the Hoe in 1592, and parts of this fort were incorporated into the larger Royal Citadel, begun in 1665. A large parade ground was created along the Hoe ridge to the west. The Citadel is still in military use, and its lowering presence dominates the eastern end of the Hoe.



Extract from 'Harbour Chart' 1539

The map evidence makes it clear however that the greater part of the Hoe westwards of the Citadel was effectively undeveloped before the 19th century except for a small area on the east side of Millbay. Development came with the increasing expansion of the historic town to north and west beyond its historic boundaries, and with the developing fashion for public parks. The Hoe was used as a municipal park from 1817, though not formally laid out until 1887, when the military surrendered the earthworks surrounding the Citadel. It subsequently acquired numerous park structures, street furniture, monuments and memorials. John Foulston, Plymouth's foremost architect and town planner of the early-mid 19th century, and his pupil Wightwick, began laying out and building a number of terraces to the north west of the park area from the 1830s onwards, of which Athenaeum Street (c.1829), Lockyer Street and Alfred Street (1820s/30s) and the Esplanade (1836) are prime examples. Some of the limestone for the expansion may have come from extensive quarries at West Hoe, described as 'new' in 1830, later incorporated into the waterfront park. By the end of the 19th century the area between the Hoe park and Millbay was intensively built up.



Plan of Plymouth - Richard Cowl 1778



'Borough of Plymouth' John Cooke 1820

The fashion for public parks was echoed in the fashion for outdoor bathing. Plymouth responded eagerly. Natural rock pools along the Hoe foreshore were enlarged to form bathing pools, and structures began to appear among the rock outcrops to provide dressing rooms and refreshment areas. The resultant mix of natural and man-made forms remains a prominent characteristic of the foreshore. The pier, originally no more than a promenade, was extensively rebuilt in 1891 to include the 2000-seat Pavilion Theatre, as the tourist potential of the Hoe and its popularity with locals expanded. The trend for bathing reached its heyday in the interwar years when Plymouth boasted more than sixty hotels, most within the Hoe area. Between 1932 -1940, successive Borough Engineers J. Wibberley and J Paton Watson commissioned significant redevelopment along the foreshore, with the focus on the design of the new Art Deco pool, Tinside Lido, its bathing house, and the Colonnade behind. Tinside came to have a special place in the consciousness of generations of Plymothians, reflected in the vociferous public support for its restoration in 2003.

The post-war redevelopment of the city centre following Patrick Abercrombie's *Plan for Plymouth* aimed to reinforce the position of the Hoe as the heart of the city and reconnect it to the city centre. It envisaged a whole new geometric street pattern for the centre with the new axis and vista of Armada Way linking North Cross and the railway station through the city centre to the Hoe, focused on Lorimer's naval war memorial of 1924. While this bold vision for the approach to the Hoe became watered down, with development either side of Armada Way failing to respond to the scale of the space as successfully as it should, a new entrance to the Hoe had been created and its civic and symbolic importance revitalised. The Hoe remains the iconic heart of the city - in the words of the MacKay *Vision* 'an extraordinary waterside setting that competes with other waterside cities throughout the UK and Europe. These competing Cities have used their setting and their architecture to establish their credibility on a world stage – Genoa the European City of Culture 2004 – Liverpool the European City of Culture 2008 – it is for Plymouth to build upon the MBM vision to establish itself rightly within the same firmament.'



Lorimer's Naval War Memorial, 1924

Character Areas

The Hoe Conservation Area readily divides into four character areas:

1. The Citadel - built as a fortress, and still in military use.
2. The Hoe Park - an open recreational area and public arena with one of the finest settings in the world.
3. The residential streets - concentrated in the north west of the Conservation Area, much of which was based on Foulston and Wightwick's layouts and designs.
4. The Waterfont - the narrow stretch of rocky foreshore, containing a number of late 19th and 20th century bathing structures.

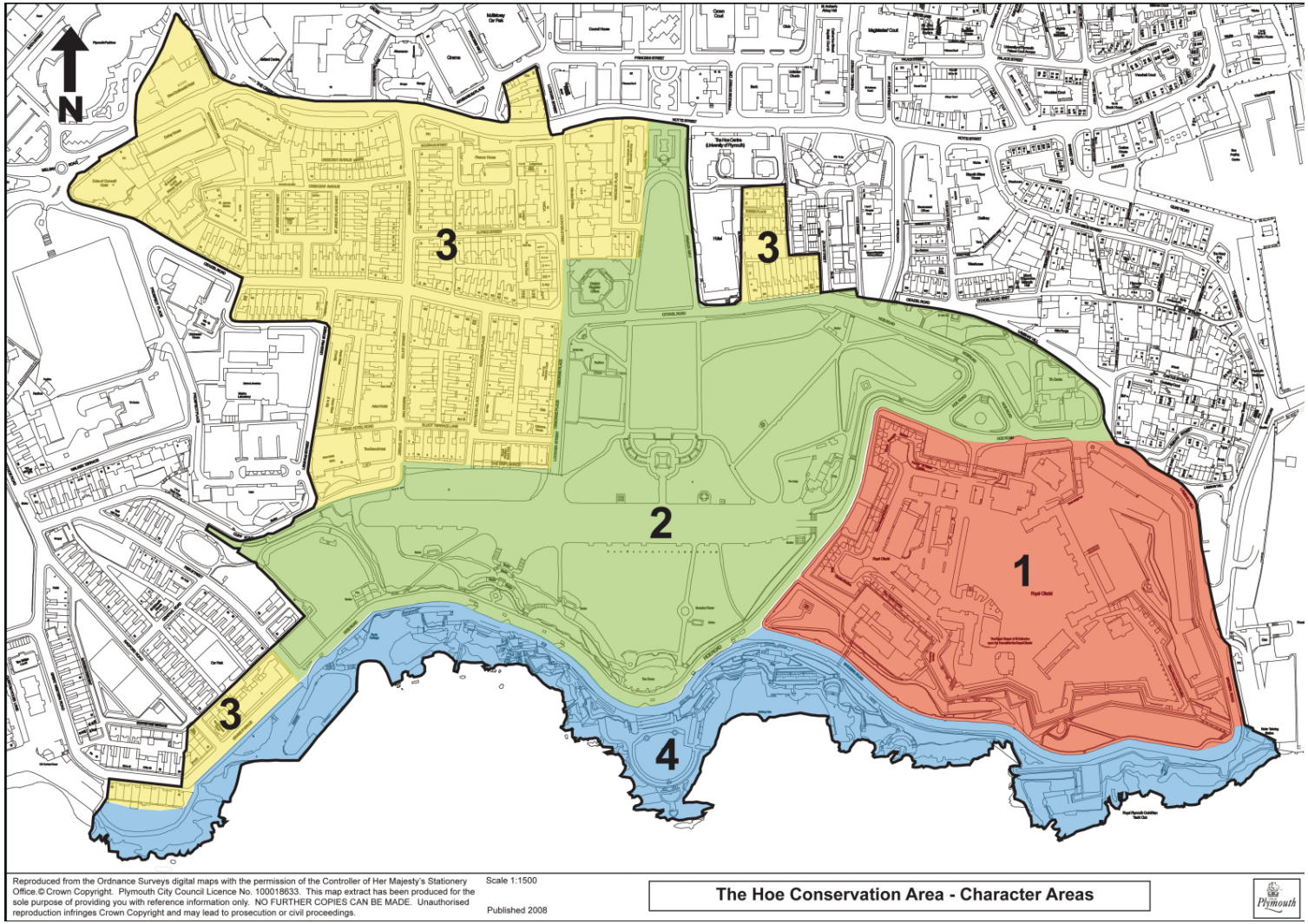


Fig.2. The Hoe Conservation Area: Character Areas

Spaces

The Conservation Area is dominated by the Hoe Park. Its setting on the top of the Hoe ridge with its sweeping views across the Sound reinforced by the steep drop to the Waterfront, provides one of the great world views, and produces an overwhelming sense of space and openness.

This is in marked contrast to the other character areas. While the Citadel has a large central parade ground and large individual buildings, this space is constrained by, and completely hidden from outside view, by the Citadel's towering ramparts, presenting a forbidding public face of a place apart. It forms a major physical and visual barrier between the Hoe and the historic harbour.

Space in the residential streets, concentrated mainly in the north west corner of the Conservation Area, also presents a complete contrast with the open spaces of the park and foreshore. Here the dominant form is two and three-storey terraces, mainly set behind shallow gardens, fronting streets. It is an classic urban townscape.

Views

Views from the Conservation Area are dominated by the panoramic vista from the Hoe Park and waterfront across Plymouth Sound. This view is dramatically enhanced from the Citadel ramparts, and also includes commanding views over Sutton Harbour, though the Citadel is not normally open to the public. Views from Hoe Road on the north side of the Citadel also encompass a broad panorama from the Civic Centre east to Cattedown across the late Victorian and early 20th century city.

The other principal view from the Conservation Area is that northward along Armada Way. Armada Way was designed to be a key vista of the post-War city between the planned entrance to the city centre from the rail station at North Cross and the landmark of the Naval War Memorial on the Hoe. This view has been compromised over the years by subsequent landscaping schemes and the lack of the full realisation of the proposed North Cross development.

The principal view into the Conservation Area is from the Sound. The panorama from the Citadel across the Park to the facades of the Esplanade, Elliot Terrace and the Grand Hotel has become a defining view of the city.

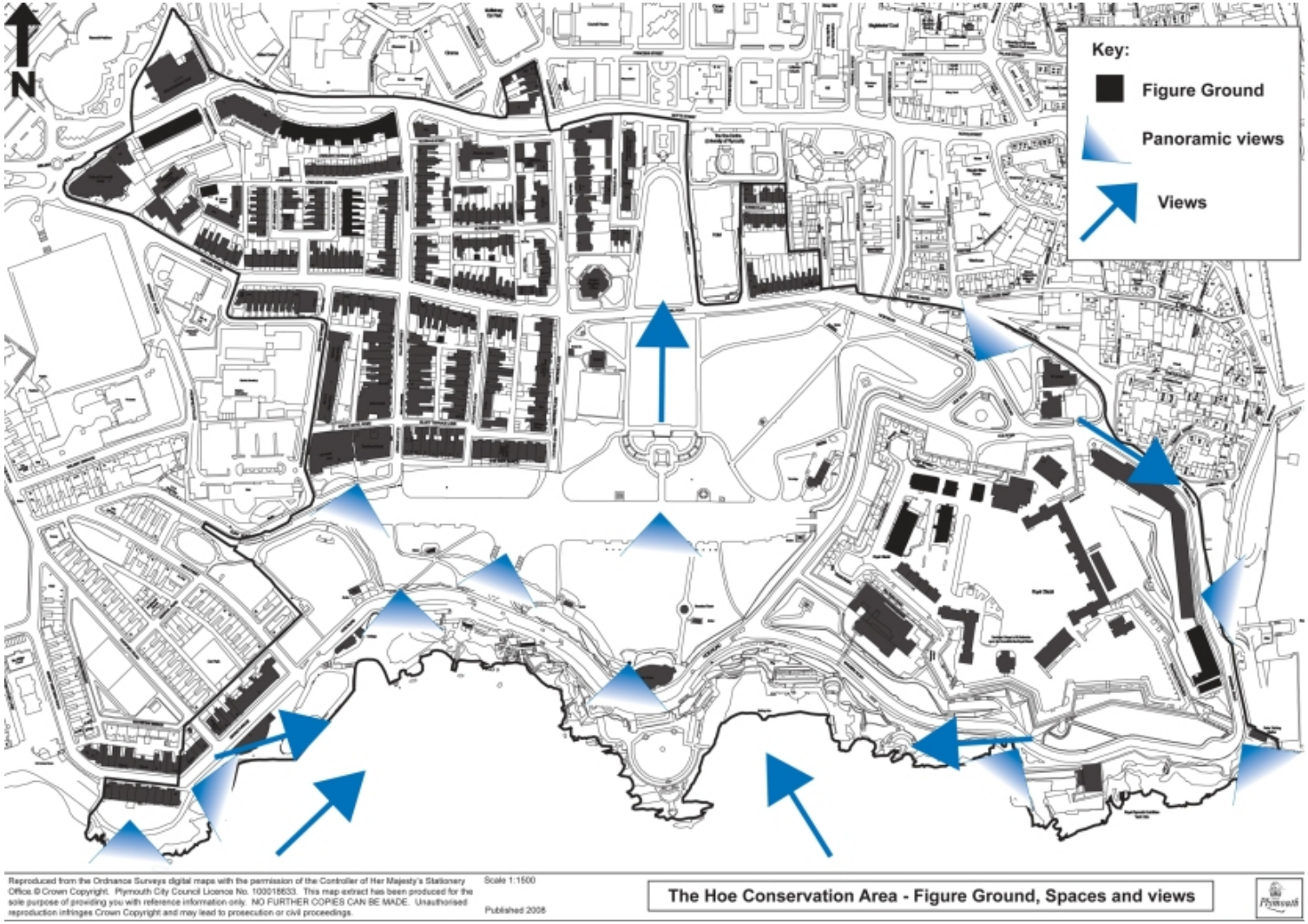


Fig.3. The Hoe Conservation Area:Spaces and Views

Views





Views from the Citadel across the Sound





View from the Citadel across Sutton Harbour



The Sound from the Hoe promenade



West Hoe and Drake's Island from the Hoe



Looking north along Armada Way from the Hoe



The Colonnade and Smeaton's Tower from the Sound



Looking east across the Cattewater from Lambhay Hill



Looking north across the city centre from Citadel Road East



The Royal Citadel. View looking west across the parade ground

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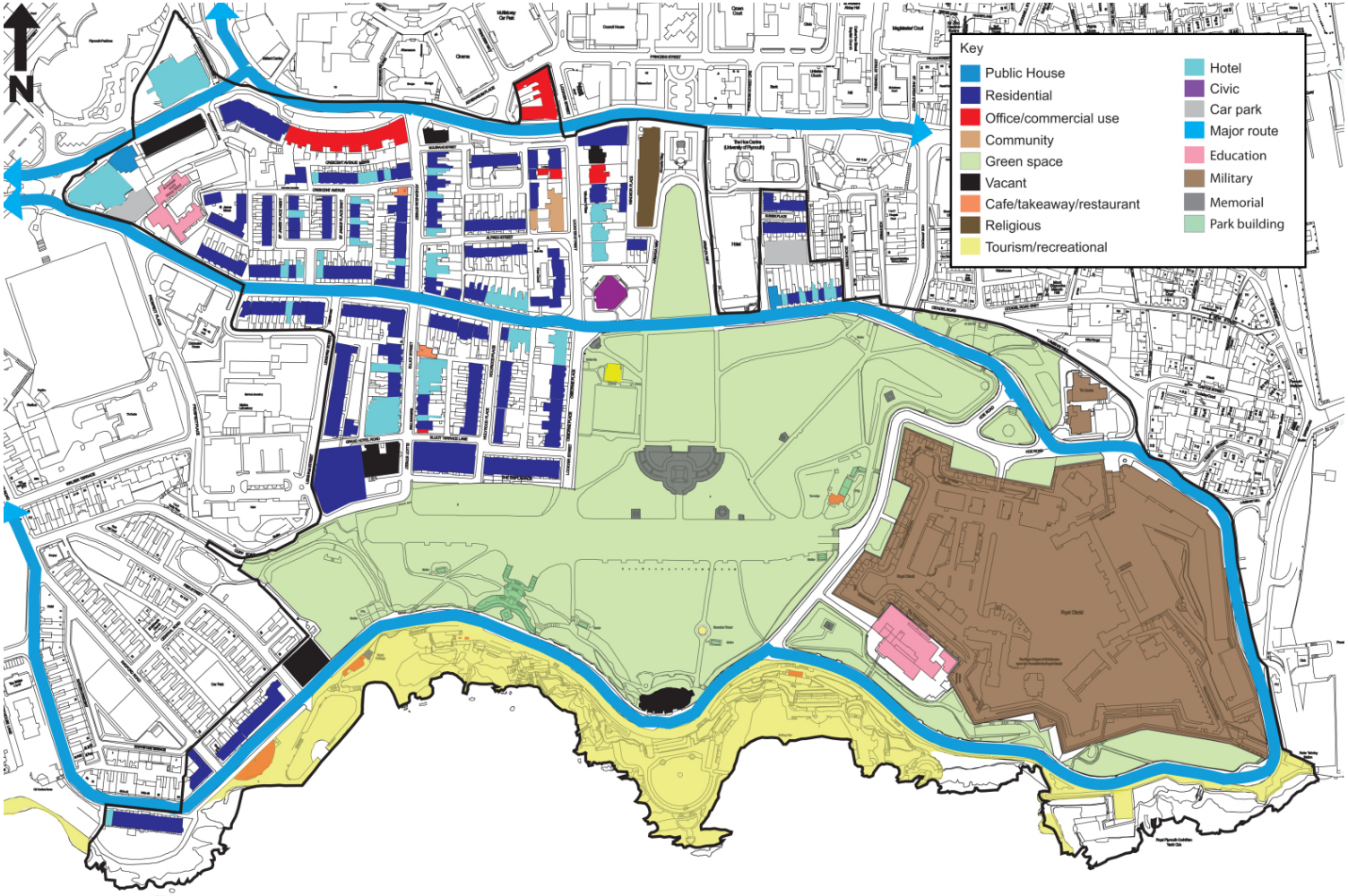
Activity and uses

The greater part of the Hoe Park and Waterfront is given over to informal recreation. The story of Gogmagog, not to mention the famous game of bowls, and structures like the Belvedere, Smeaton's Tower and Tinside Lido, as well as the shelters, walkways, bathing huts and pools throughout the park and along the waterfront remind us that this has long been the case. The Park and Waterfront is one of the most visited and well-used parts of the city, especially when crowds are drawn to the area by events or celebrations, or on weekends and holidays when the sun is shining!

The Hoe has always been more than a recreational area. It has also served for centuries as one of the prime focii of the city's identity, and its inimitable setting lends itself to both civil and military ceremonies and events. This is reflected too in the number of memorials that have accumulated over the years, of which the most striking is Lorimer's Naval War Memorial of 1924, a beautifully crafted monument in Portland stone. The Hoe park contains eight memorials in total, including the 1888 Armada Memorial and JE Boem's 1884 statue of Sir Francis Drake.

The streets, mainly concentrated in the north western corner of the Conservation Area, are primarily a mix of residential (including a considerable amount of multi-occupancy or flats) and commercial (mainly hotel and office) uses. Otherwise there is only one small shop, a church, and the city Register Office.

The Citadel was built as a fortress and is still in military use.



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Scale 1:1500

Published 2008

The Hoe Conservation Area - Land use

Plymouth

Fig.4. The Hoe Conservation Area: Activity and uses

Quality of Built Environment

The overall quality of the built environment in the Conservation Area is very high. It contains a Scheduled Ancient Monument, a Registered Park and Garden, 54 Listed buildings or groups of buildings, and a further 34 buildings or building groups, including several complete terraces, which have been identified as being 'buildings which make a positive contribution to the character or appearance of a conservation area' in terms of Planning Policy Guidance Note 15.

The Hoe Park is a Grade II registered historic park and garden, and contains a number of listed buildings, especially monuments, from the late 19th and early 20th centuries, the most prominent of which are the Belvedere (1891), Smeaton's Tower (1759, re-erected on the Hoe 1882) and Lorimer's Naval War Memorial (1920-24). The Waterfront contains a collection of mainly early 20th century structures of which the most prominent and significant is Tinside Pool and Colonnade (1935). Tinside is one of only three open air seaside lidos now surviving in the UK.

Buildings within the residential streets are also generally of a very high quality, though many have been affected by modern changes such as plastic doors and windows, pebbledash and other modern finishes, and general loss of historic detail. The dominant form is terraces (individual villas in Lockyer Street) of predominantly two or three storeys with attics and basements sometimes with elaborately decorated rendered fronts behind shallow gardens (Fig.7). A surprisingly large proportion retain original railings - there are good examples along Grand Parade, Athenaeum St., Elliot St., Alfred St., Citadel Rd., and Holyrood Place - and geometric tiled entrance paths from the later 19th century also survive on some streets. The earliest buildings date from the early 19th century and comprise a number of streets laid out and built by John Foulston, Plymouth's foremost architect and town planner of the early-mid 19th century, and his pupil Wightwick from the 1830s onwards. These include Athenaeum Street (c.1829), Lockyer Street (1820s/30s), Alfred Street (1820s/30s) and the Esplanade (1836). Notable later buildings include Elliot Terrace, 2-12 the Crescent, 59-77 and 214-220 Citadel Road, and the 'Duke of Cornwall' and 'New Continental' hotels. The Roman Catholic church of Christ the King, built in 1962, is one of the last buildings that Sir Giles Gilbert Scott designed. (Fig. 6).

The Citadel is a Scheduled Ancient Monument, and contains nine Grade II and two Grade II* listed buildings. These include a group dating from the later 17th century, notably St Catherine's church, the Governor's House, and the Storehouse and Guardhouse, and the group of buildings (junior ranks mess, barracks cookhouse, soldiers' school, married quarters and officers' quarters) dating from the redevelopment of the 1890s, a rare example of an architect-designed barracks. Unlike most buildings and structures in the Conservation Area outside the Citadel, the Citadel and most of its buildings are of limestone.



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

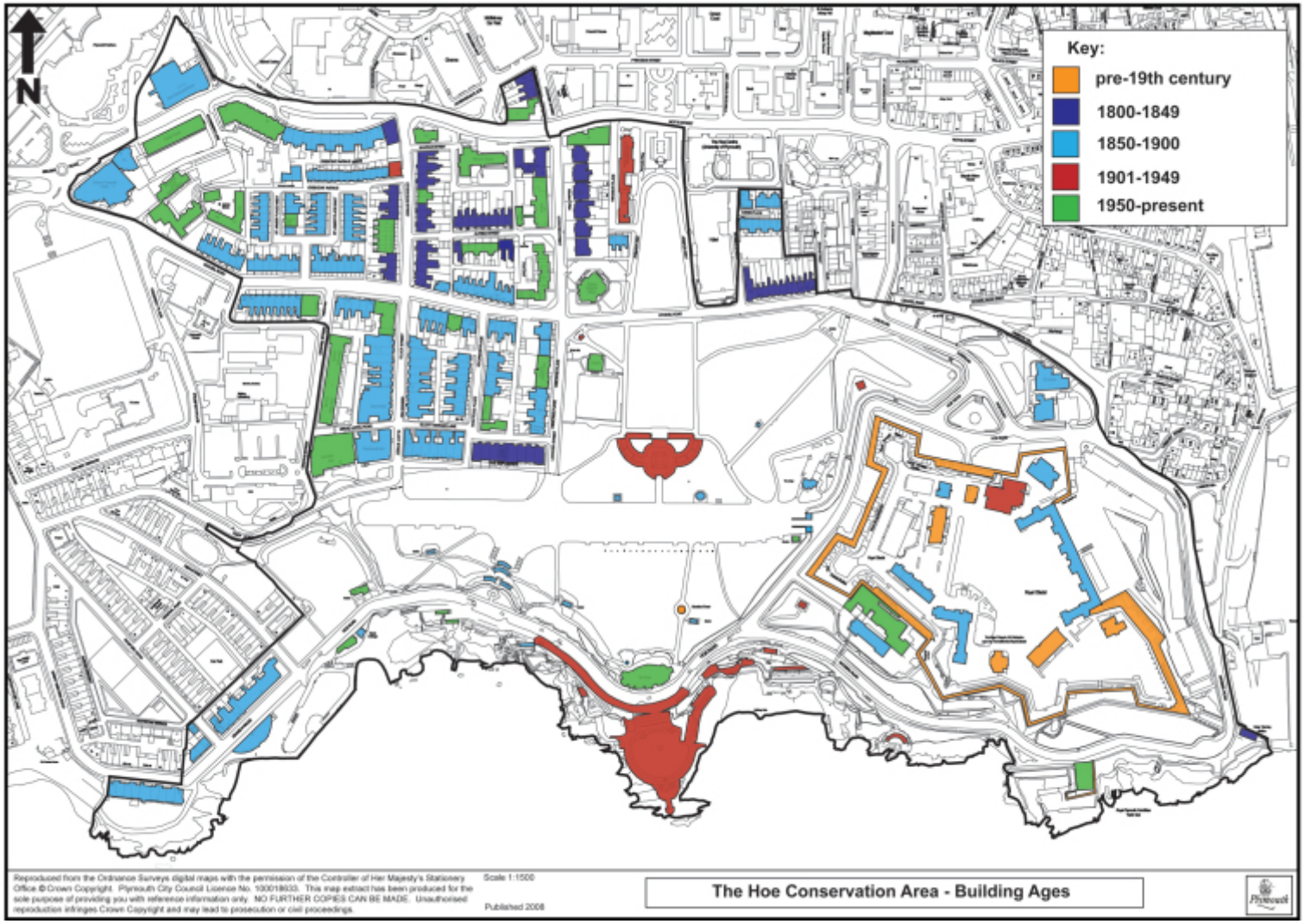


Fig. 6. The Hoe Conservation Area: Building Ages

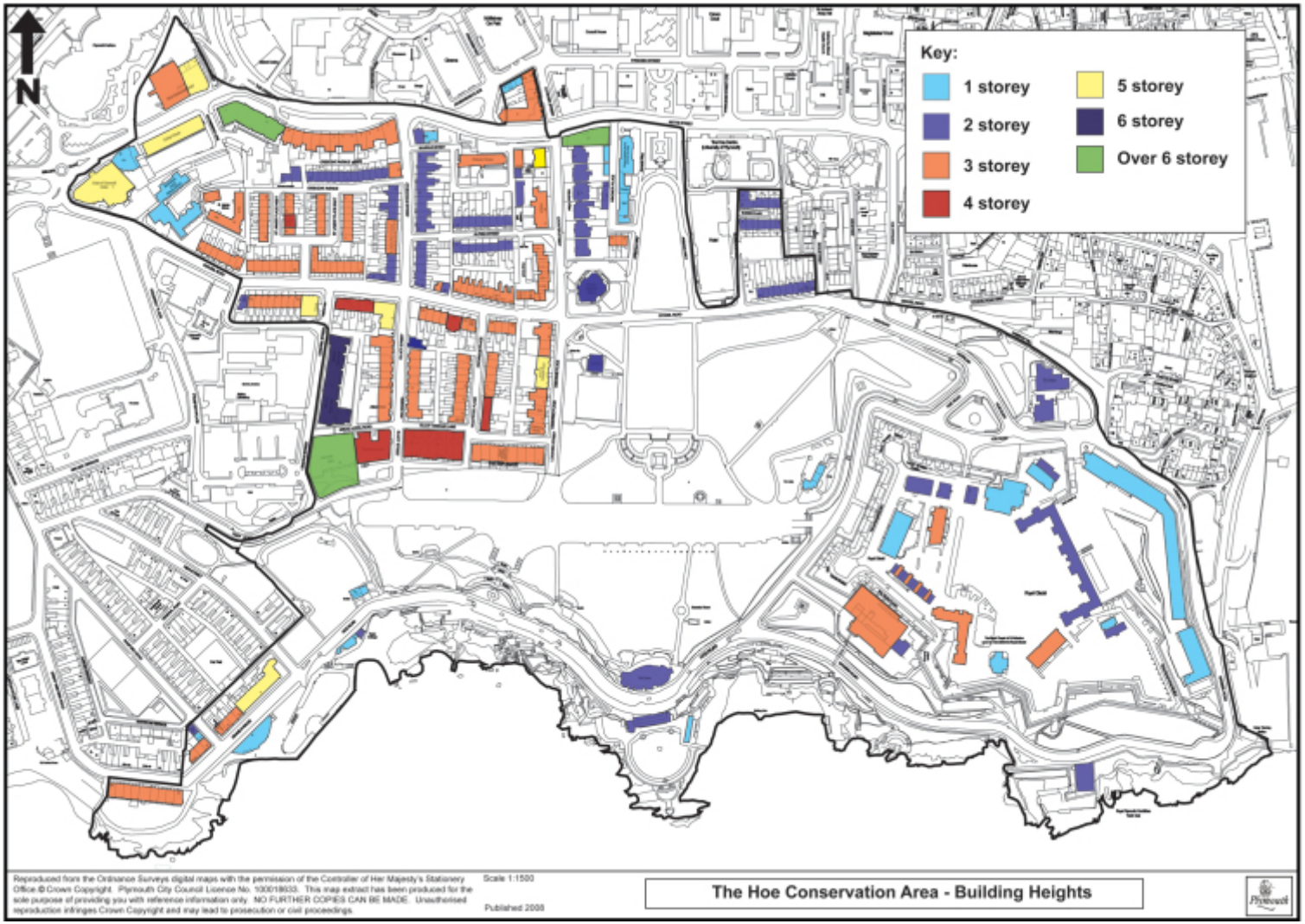


Fig. 7. The Hoe Conservation Area: Building Heights

Quality of Built Environment


Smeaton's Tower


Detail of Armada Memorial


The Naval War Memorial


The Belvedere


The Colonnade looking east


Tinside Pool


1914 Tinside bathing house and sun terrace


1930s Tinside bathing huts


Elliot Terrace and the Esplanade


Elliot Terrace


The Esplanade


The Crescent


Rear of the Esplanade


The Grand Hotel


Grand Parade, West Hoe


23-39 Grand Parade, with the Grand Hotel, Elliot's Terrace and the Esplanade in the background


The New Continental Hotel, Millbay Road


The Duke of Cornwall hotel


Villas in Lockyer Street


1-15 Alfred Street


1-4 Athenaeum Street


10-14 Athenaeum Street


24-25 Athenaeum Street


93-113 Citadel Road


43-73 Citadel Road


1-13 Crescent Avenue


Sussex Place, north side


Sussex Street, east side


Lockyer Street, west side


8-14 St James Place East


4-22 Elliot Street


Osborne Place, Lockyer Street



276-282 Citadel Road


The Marine Laboratory, Hoe Road


Original railings at Grand Parade, West Hoe


Original railings at the Crescent



Original railings in Holyrood Place



Original railings in Elliot Street



Original railings 59 Citadel Road



Church of Christ the King, Armada Way



Governor's house, Royal Citadel, 1667-75.



Main barracks, Royal Citadel, 1897-99



Detail of Great Storehouse, later barracks, 1667-75



The Royal Citadel gate, 1667-75

Prevalent and traditional building materials

The traditional building materials in Plymouth are limestone, granite, and the soft sedimentary shales known locally as 'shillet', with slate used for roofs. While the limestone and granite was often cut and dressed in grand and public buildings, limestone rubble and shillet buildings were usually rendered, and render therefore often predominates as a finish in the city's historic areas. Brick is not widely used before the 19th century, and is then also often rendered.

This is apparent throughout the Conservation Area, where the majority of buildings and structures are finished in render over stone, brick, and more recently, concrete. This is true of the historic terraces of the residential streets, the majority of the waterfront structures including Tinside Pool and Colonnade, and the majority of the park structures. Render is a versatile material, capable of extensive embellishment and decoration, and this has produced a wide range of finishes ranging from the rather restrained pilasters and parapets of the early 19th century terraces to the elaborate decorative corbels and hoods of the later terraces.

While render predominates it is not exclusive. The park retains a number of attractive cast-iron framed shelters, and the park memorials are mainly of granite with cast bronze figures, apart from Lorimer's Portland stone Naval War Memorial. There are also a number of limestone buildings in the Conservation Area of which the most prominent are the Duke of Cornwall hotel, and the Citadel, which is almost entirely built of limestone. The brick construction of the church of Christ the King reflects its later 20th century date.

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Public realm

The Conservation Area is dominated by the large public open space of the Hoe Park and waterfront. The setting and views here are spectacular, and the park is well maintained with a number of imposing memorials and recreational buildings, with areas of carefully considered planting including good tree groups on its north-eastern side. The principal entrances retain original gate piers, cast iron bollards and railings, and granite steps. The area is characterised by an overwhelming sense of openness and space reinforced by the broad promenade along the crest of the limestone ridge. It is a place to stroll and enjoy. The paths and waterfront structures provide both access and interest to the sloping rocky foreshore, and have made it also a place to explore and enjoy. Prominent elements of the public realm here include the bathing huts and terraces to both east and west of Tinside Pool, as well as the lido itself and the Colonnade. Many of the paths and terraces retain distinctive period railings. The mix of natural and man-made forms is a very characteristic aspect of the Hoe waterfront.

There is little surviving historic street furniture across the wider Conservation Area. Only a few back lanes still retain granite setts, though it is likely that setts will survive under modern tarmac elsewhere. Granite kerbs and drain channels are common however, as they are throughout the city's historic areas.

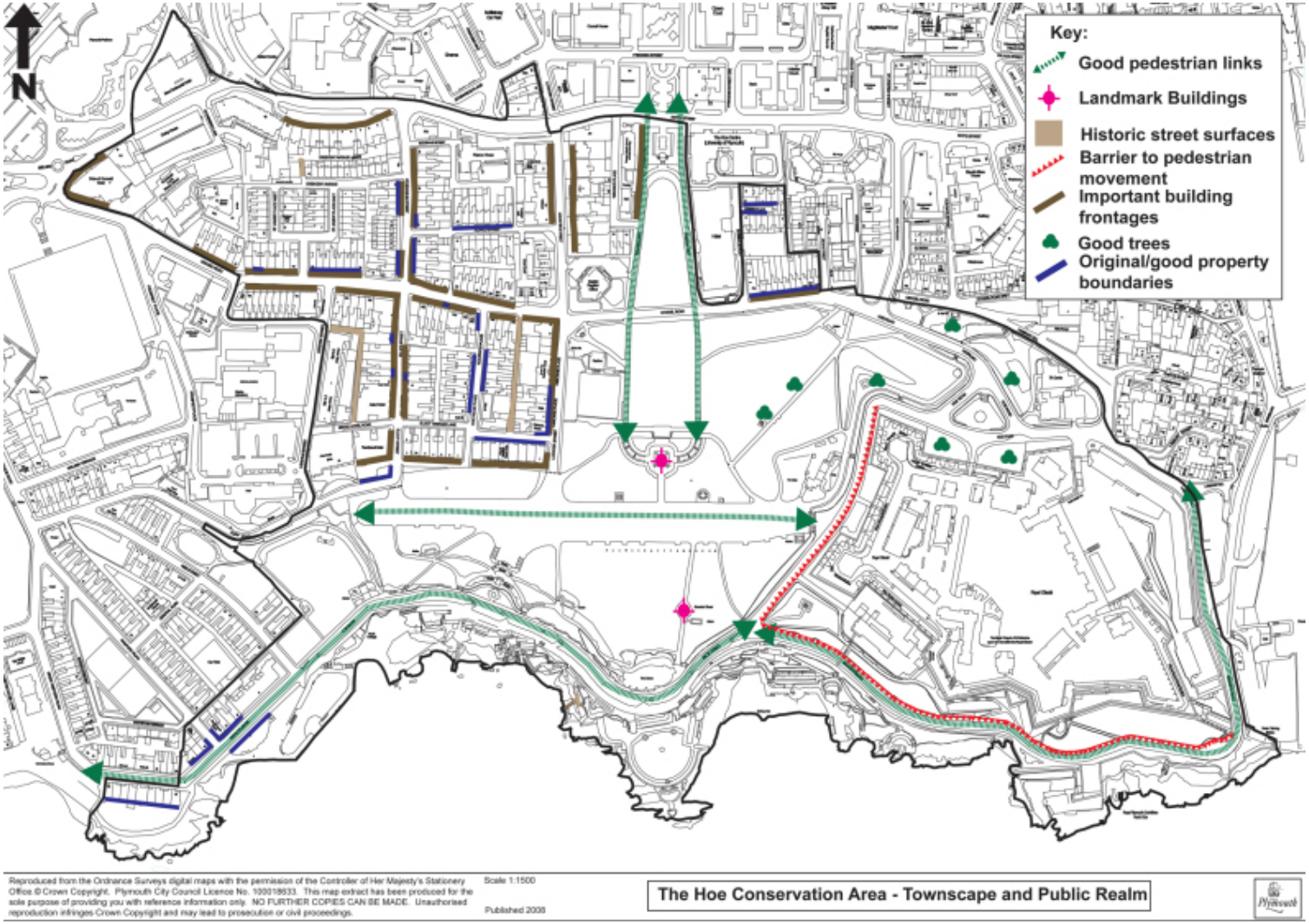


Fig. 8. The Hoe Conservation Area: Townscape and public realm

Public Realm


The Colonnade, 1932, looking east


The Belvedere


The waterfront looking east. The mix of natural and manmade forms is very characteristic


Bathing huts east side of Tinside Pool, 1930s


Bathing huts and terraces east side of Tinside Pool, 1930s


The bathing pavilion and sun terraces, 1910-14


Steps and railings to foreshore


Characteristic railings at entrance to Tinside Pool


Period signage at Tinside


Elaborate lamp standard, Tinside


Victorian entrance piers to Hoe park from Citadel Road


Victorian entrance piers to Hoe park from Lockyer Street


The Hoe promenade looking west


East end of the Hoe and Citadel


The Naval War Memorial 1924


Drake's statue 1884


The Armada Memorial 1888


The Norrington drinking fountain 1881


Prince Christian Victor memorial 1902


Marines War memorial c1920.


RAF memorial


Plymouth war memorial c.1920


Park shelter


Tinside Pool and view of Sound beyond

General condition

The general condition of the Conservation Area is good. The area feels busy and well-used, especially on weekends and holidays, or when the park is the focus for major public events, and the park is well-maintained. There is little dilapidation, and there are few empty or run-down properties. The only area of real concern is the waterfront where a number of the 20th century bathing structures and the 19th century West Hoe Pier have deteriorated due to their extremely exposed situation, and many are unused. **(2)**

A useful indicator of the general condition of the built heritage is the number of buildings and structures that are considered to be 'at risk', either because of poor, or little or no maintenance, or because they are vacant or underused. An audit of 'Buildings at Risk' in Plymouth in 2005 identified 16 buildings and structures within the Hoe Conservation Area. They are:

- 31 Athenaeum Street
- Walls and Railings fronting West Hoe Pier, Grand Parade
- West Hoe Pier, Grand Parade
- 10 Grand Parade
- 18 Grand Parade
- 46 Grand Parade
- Victorian Drinking Fountain, Hoe Park
- Gate Piers, Hoe Road
- Duttons Café, Madeira Road
- 2 St James Place East
- 3 The Esplanade
- The Belverdere, The Promenade
- Central Shelter, The Promenade
- Hoe Shelter, The Promenade
- Lamp Posts, The Promenade
- West Shelter, The Promenade

It is important to understand however that these represent only a very small proportion of the total number of buildings and structures within the Conservation Area, and only two of these buildings are considered to be at be at serious risk **(3)**. This picture supports the general impression of a Conservation Area in good condition.

Nevertheless one of the purposes of this appraisal and management plan is specifically to identify those aspects of the Conservation Area which need improvement, and these are identified in the following sections.

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2 *A continuing programme of repair of dilapidated elements of the waterfront was initiated by the City Council in 2008. In some cases this has included the demolition or removal of structures such as the 'Leander' diving board that had been in place for some decades and had come to be seen as an integral part of the historic Hoe foreshore.*

3 *The current Buildings at Risk Register has not been comprehensively revised since 2005, so some buildings may no longer actually be 'at risk'.*

Negative factors

It is not immediately obvious that there are significant negative factors that affect the Hoe Conservation Area.

The area of greatest concern is probably the waterfront, though as noted above, a programme of repair and refurbishment by the City Council was underway during 2008.

There have also been a number of modern developments within the area that do not ‘preserve or enhance’ the special quality of the Conservation Area, (including both the Holiday Inn on Armada Way and the Quality Inn on Leigham Street, which, while both are strictly speaking outside the Conservation Area boundary, are both so large and of such mundane design, that they impinge significantly on the Conservation Area). These buildings and sites of 'negative quality' are indicated on Fig. 5. If and when these sites come forward for redevelopment, it will be important to ensure that any replacements will be of the highest quality.

Otherwise, as noted above (p.22) many buildings have been adversely affected by common modern changes, while there has also been some loss or degradation of the historic public realm.

Negative Factors


Waterfront looking east


Detail of waterfront looking west


Deterioration at West Hoe pier


'Boatmens Steps', West Hoe


The waterfront east of Tinside pool


The waterfront west of Tinside Pool


West Hoe


The 'Lions Den'


Pierson House, Mulgrave Street


Durley House, Millbay Road


Holiday Inn, Armada Way


Quality Inn, Leigham Street

Summary of special interest

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

Issues

The main issues that adversely affect the 'special interest' of the Hoe Conservation Area are:

- **deterioration of the waterfront**. Many of the historic structures along the waterfront have deteriorated from exposure to the sea over the years, and because of the very high public profile of the waterfront, this has been a major issue. The most prominent example was Tinside Pool, which was in an advanced state of deterioration before its restoration in 2003. The wider issue of deterioration along the waterfont was being addressed by the City Council from 2008 as part of a programme of repair and improvement, and this work has improved the condition and appearance of the waterfront. Issues still remain however, most notably the question of use of many of the historic structures which is key to their retention.

- **inappropriate and insensitive modern development**, identified as of 'negative quality' on Fig. 5. The mundane or poor quality of many of these buildings is in a few cases emphasised by their close juxtaposition to the generally high quality historic buildings within the Conservation Area.

- **unsympathetic modern alterations**. Many buildings have been adversely affected by common modern changes such as plastic doors and windows, pebbledash and other modern finishes, and general loss of historic detail. In some cases this is excacerbated by poor maintenance.

2 Management Plan

'It shall be the duty of the local planning authority from time to time to formulate and publish proposals for the preservation and enhancement of any parts of their area which are Conservation Areas' (s.71(1) Planning (Listed Buildings and Conservation Areas) Act 1990).

General Principles and Approach

In responding to development proposals within the Hoe Conservation Area, the City Council will follow the objectives and policies set out in the Core Strategy of the Local Development Framework, in particular policies CS02 and CS03, which relate to the delivery of a quality city, and the policies of the forthcoming Hoe AAP. Guidance provided in the forthcoming Design Supplementary Planning Document, Planning Policy Guidance Note 15, and English Heritage's '*Guidance on the management of Conservation Areas*' will also be followed, and will be interpreted with reference to the following general principles for the good management of Conservation Areas.

Principle 1 - Proposals to develop or redevelop sites and convert buildings to new uses will be required to preserve or enhance the character of the Conservation Area, and to contribute positively to the wider regeneration of the city.

Principle 2 - The position, scale, massing and materials of new development will be expected to respect the existing character of the Conservation Area.

Principle 3 - Priority will be given to the retention and enhancement of buildings of heritage value identified in the Conservation Area Appraisal and Management Plan.

Principle 4 - New development will be expected to be of the highest quality design that respects and enhances the character of the Conservation Area. High quality contemporary architectural design will be encouraged.

Principle 5 - The character of the existing public space must be carefully respected, and particularly the open nature of, and public access to, the Hoe park and waterfront. There should be early Historic Environment input into all proposals for significant public works within the Conservation Area. Historic surfaces and street furniture should be retained, enhanced, and restored wherever practicable. It is particularly important that the views and vistas shown on Fig. 3 are retained.

Principle 6 - New transport and parking provision will be expected to be limited and respect the character of the Conservation Area. Opportunities will be taken wherever possible to reduce or remove any adverse impact of traffic management or parking provision.

Principle 7 - Advertising and signage proposals will be expected to respect the character and appearance of the Conservation Area in terms of siting, size, number, materials, colours and illumination.

Management proposals

Overall, the Hoe Conservation Area is considered to be in good condition (p.34 above). The area of greatest concern remains the waterfront, where despite recent improvements, a number of historic structures remain at risk from either deterioration or disuse or both. Other concerns identified are the intrusive effect of poor quality modern buildings in an otherwise largely good historic townscape.

On that basis, this management plan is based on three principles:

- **retain** what is important and significant and contributes particularly to the 'special' character of the Conservation Area
- **restore and reuse** those sites or areas that have deteriorated and have begun to have an adverse effect on the special quality of the Conservation Area
- **replace** those sites and structures that have a negative impact on the special quality of the Conservation Area.

Retain

Those buildings and structures shown on Fig. 5 as either listed buildings, or as 'buildings that make a positive contribution to the Conservation Area', have been identified as of particular importance and significance to the character of the Conservation Area. Additionally those elements of the public realm identified on Fig. 8, particularly the historic gate piers and entrances to the Hoe Park, the historic bathing structures along the waterfront and the tree groups on the north-eastern side of the Hoe Park, are also of particular importance to the overall quality and character of the Conservation Area.

The legislation governing Conservation Areas provides the primary protection for these buildings, structures and other features, prohibiting both the demolition of structures without consent, and the removal of, or damage to, trees. Additional options open to the Local Planning Authority to provide extra protection include making recommendations for further statutory listing or placing buildings or structures on a 'local list'. These are considered below.

Statutory listing

As of November 2008, there were 54 buildings, structures, or groups of buildings within the Conservation Area that were listed. These are shown on Fig. 5. Listing is currently the most effective means of protecting important historic buildings and structures from inappropriate change. Further statutory listing was considered as part of this appraisal and management plan, but it was considered that there were no candidates for listing within the Conservation Area as at November 2008.

Proposed action *It is not proposed to recommend any further buildings or structures within the Conservation Area for listing at this time. (11 Sussex Street and 12/13 Sussex Place were put forward to English Heritage for consideration for listing in 2007. No decision had been made as of February 2009).*

Local listing

The City Council has maintained a Local List of Buildings of Architectural or Historic Interest since 1966. Forthcoming legislation (expected 2010) supports this approach and encourages authorities to make more effective use of it. Local listing would mean that the architectural or historic interest of a building would be a 'material consideration' in any planning application, which would allow that interest to be properly considered against development proposals. Local listing could also be supported by appropriate policies in the forthcoming Hoe Area Action Plan.

Proposed action *Possible candidates for any local list will be included within the forthcoming Hoe AAP.*

Restore

There are a number of buildings and structures within the Conservation Area that are important to its special interest but have deteriorated. Opportunities to restore, improve or reuse these structures should be sought. They are:

Waterfront

- the former men's bathing place (the 'Lions' Den').
- the 1931 two-storey limestone bathing huts on the eastern side of Tinside Pool
- the 1914 colonnaded bathing house and stepped terrace to the east of these
- the upper floor of the Tinside Pool changing rooms
- the sun terrace at the extreme southern end of Tinside Pool
- the rendered bathing huts beyond the west end of the Colonnade under the modern kiosks
- West Hoe pier.

Funding for the restoration and /or reuse of the majority of these structures is likely to depend upon a range of possible sources, not all of which may be identifiable now. Possible sources however may include the City Development Company; funds available through the Plymouth Development Tariff (a fund derived from section106 contributions from development), or funding derived from enabling development. The critical requirement is that appropriate opportunities are identified and acted upon.

Proposed action. The City Council, as the Local Planning Authority, will support appropriate proposals that come forward for the positive restoration and reuse of historic structures on the waterfront. It is envisaged that these will include opportunities identified in the forthcoming Hoe Area Action Plan.

Hoe Park

The Park and waterfront are the jewel in the crown of the Conservation Area. The park has benefited from a comprehensive management plan since achieving Green Flag status in 2006 [(1)] . This has seen programmes of restoration and improvement which have included the replacement of all benches, including with replicas of historic examples, and the cleaning and restoration of Drake's statue (2003), the Armada Memorial (2006) and the Belvedere (2007). The Naval War Memorial was also cleaned and restored by the Commonwealth War Graves Commission in 2008. A Landscape Master Plan is also being prepared. As a result the Park is well managed and well-used.

Any further proposals would therefore need to be carefully considered within the context of the on-going management, and it is not immediately obvious that the Park would benefit from significant change. Repaving of the central promenade, re-ordering and floodlighting of the memorials, and improved lighting generally were proposed in the Tinside Conservation Plan [(2)], but there are significant issues of future use in considering replacing the existing promenade surface, and the illumination of the memorials and the park lighting generally is being addressed as part of the existing management plan.

Funding for any improvements to the park is likely to depend upon a similar range of sources as above. The Plymouth Development Tariff specifically includes green space and public realm works in its identified target areas. Again the critical requirement is that appropriate opportunities are identified and acted upon.

Proposed action. The City Council, as the Local Planning Authority, will support any appropriate proposals that come forward for the continuing positive management or enhancement of the Hoe park. It is envisaged that these may include opportunities identified in the forthcoming Hoe Area Action Plan.

The residential streets.

Overall the quality of buildings in the residential streets is very good, but as with virtually every other historic area in Plymouth, many buildings within the Conservation Area suffer from inappropriate additions and alterations, particularly the replacement of traditional doors and windows with plastic alternatives; some removal of historic boundary walls and railings; use of pebbledash and other inappropriate wall finishes, and loss of architectural detail. Cables, conduits and satellite dishes also disfigure many properties. The removal of

1 *The Hoe Management Plan 2006-8*, *Plymouth City Council Parks Services,2006*
2 *Tinside Pool, the Hoe and Hoe Foreshore: A Conservation Plan,* s. 6.3.2, p.74

inappropriate works, and the restoration, where appropriate, of architectural detail, would contribute significantly to the 'preservation and enhancement' of the Conservation Area. Enforcement action may be necessary to address some of these issues, and targeted enforcement programmes have been shown previously in Plymouth to be effective means of preserving and enhancing the special interest of Conservation Areas. The range of powers available to the City Council includes the use of Building Preservation Notices, Urgent Works Notices, Repairs Notices, Dangerous Structures Notices, Tree Preservation Orders and Section 215 ('untidy land') Notices. Enforcement would not be an action of first resort. Informal contact, discussion and advice would always be used first to encourage owners to undertake repairs and maintenance.

Proposed action. The City Council, as the Local Planning Authority, will use the full range of its enforcement powers where it is deemed necessary to prevent loss or deterioration of historic or architectural interest to buildings or sites where this adversely affects the overall special interest of the Conservation Area.

Restore


The 'Lion's Den'


Bathing huts, Tinside extension, 1930s


Tinside bathing pavilion, 1914


Tinside Pool changing rooms


Bathing huts, 1912-14


Bathing huts, c.1935-9


West Hoe pier

Replace

The appraisal has identified a number of specific sites and buildings within the Conservation Area that are considered to have a negative effect on its overall special interest. These are identified as buildings of 'negative quality' on Fig. 5.

They are:

'Durley House' (5-11 Millbay Road); St Andrew's Primary School, Citadel Road; St James Court, St James Place West; 'The Walrus' public house, Notte Street; 14A Athenaeum Street; Pierson House, Mulgrave Street; St Catherine's House, Notte Street; 6-14 Alfred Street; Hoe Court, Lockyer Street; Leigham Court, Leigham Street; 264-266 Citadel Road, and 75 Hoe Road.

It is the objective of this management plan to encourage the appropriate redevelopment of these 'negative' sites. This does not mean that the Council has plans for either the compulsory purchase and/or demolition of these sites or buildings. What it does mean is that **if and when** proposals come forward - through the normal development cycle - for the development or redevelopment of these sites, the Council will particularly seek to ensure that any redevelopment makes a positive contribution to the special interest of the Conservation Area, as is specifically required by section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

Realistically, redevelopment will be the key factor in the replacement of these sites. The Hoe is one of the four priority regeneration areas of the Plymouth Development Company, and it is envisaged that this is likely to be a major driver. Other schemes are also likely to come forward through the normal development process, and these should be considered against their potential for preserving or enhancing the 'special character' of the Conservation Area, and against the 'general principles' above.

Proposed action. The City Council, as the Local Planning Authority, will support appropriate proposals that come forward for the redevelopment of any site within the Hoe Conservation Area that contributes positively to the overall preservation or enhancement of the Conservation Area. It is envisaged that appropriate opportunities will be identified in the forthcoming Hoe Area Action Plan, and that these will include a number of the 'negative' sites identified in the Conservation Area Appraisal.

Buildings of 'negative' impact


Durley House, Millbay Road


Hoe Court, Lockyer Street


Leigham Court, Leigham Street


St Catherine's House, 5 Notte Street


Pierson House, Mulgrave Street


6-14 Alfred Street

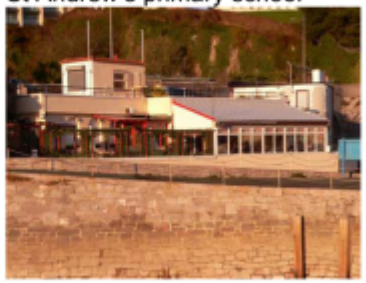

'The Walrus'


St Andrew's primary school


St James' Place West


14A Athenaeum Street


264-66 Citadel Road


75 Hoe Road

Monitoring and review

Progress on each of the main objectives of the management plan will be monitored and reported to the City Council's Historic Environment Champion, and will form part of the City Council's Local Development Framework Annual Monitoring Report.

The Hoe Conservation Area appraisal and management plan will be reviewed every 3-5 years. This may result in a revision or expansion of the existing appraisal and management plan, and will include:

- recording changes
- re-assessing the definition of special interest that warrants designation
- identifying any new issues affecting the Conservation Area, and revising the management plan accordingly.

The input of local stakeholders and local conservation groups in this process, and in the wider management of the historic environment, such as monitoring buildings at risk, will be welcomed.

References

Tinside Pool, the Hoe and Hoe Foreshore: A Conservation Plan, Alan Baxter & Associates, 2002

Plymouth Urban Rapid Character Study, Alan Baxter & Associates, 2005

Register of Parks and Gardens, English Heritage

A Vision for Plymouth, MBM Arquitectes with AZ Urban Studio, 2003

The Hoe Area Action Plan, Issues and Options, March 2005

Plymouth City Council, Buildings at Risk Register, 2005

The Hoe Management Plan 2006-08, Plymouth City Council, Parks Services 2006