APPEAL BY POWERFUEL PORTLAND LTD
AGAINST THE REFUSAL OF DORSET COUNCIL
TO GRANT PLANNING PERMISSION REF: WP/20/00692/DCC

PINS REF: APP/D1265/W/23/3327692

PROPOSED ENERGY RECOVERY FACILITY (ERF) & ASSOCIATED WORKS PORTLAND PORT CASTLETOWN PORTLAND

PROOF OF EVIDENCE

IMPACT UPON THE HISTORIC ENVIRONMENT

FOR

RULE 6 PARTIES

(1) THE PORTLAND ASSOCIATION
(2) STOP PORTLAND WASTE INCINERATOR GROUP

BY

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November 2023

SUBMISSIONV1

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1. AUTHOR

1.1 Qualifications & experience

This proof of evidence has been prepared by Mrs Nichola Burley IHBC, MRTPI, Director, Heritage Vision Ltd. I hold the following qualifications in architecture, conservation and planning: BA (Hons) Arch, Dip Cons Arch, MA T&CP. I am a full member of the Institute of Historic Building Conservation (IHBC) and the Royal Town Planning Institute (RTPI), with HESPR (Historic Environment Service Provider Recognition) status approved for Heritage Vision Ltd by the IHBC. I have worked in both private practice and the public sector as a Conservation Officer and Heritage Planning Consultant for 30 years. Between 1996 – 2004 I was Historic Buildings Officer for Devon County Council and prior to that I held conservation and planning posts with local planning authorities and a private practice in the South West and South of England. For the last 20 years I have practiced as an independant historic environment planning consultant as Director of Heritage Vision Ltd. Notably my work has included providing appeal hearing evidence for local planning authorities and property owners and acting as expert witness at public inquiries with regard to impact upon the historic environment, including in consideration of an onshore wind turbine; a large structure, seeking to reduce reliance on fossil fuels but impacting on the historic environment in doing so.

1.2 Endorsement

The evidence which I have prepared and provide for this appeal, reference APP/D1265/W/23/3327692, in this statement, is true and has been prepared and is given in accordance with the guidance of my professional institutions and I confirm that the opinions expressed are my true and professional opinions.

2. PURPOSE OF THE PROOF OF EVIDENCE

2.1 Support of the Rule 6 Party Statement of Case

The purpose of this evidence is to support the Statement of Case (SoC) of the Rule 6 parties, (1) *The Portland Association* (TPA), (2) *Stop Portland Waste Incinerator Group* (SPWI), as submitted to the Planning Inspectorate (PINS) on 10th October 2023, that:

1. *The Incinerator would result in unacceptable harm to a range of important heritage assets.*
2. *The Incinerator would have significant adverse effects on the quality of the landscape and views of the Isle of Portland within the setting of the Jurassic Coast, Dorset AONB:* where the adverse effect is related to the contribution that the historic environment makes to the significance of the Jurassic Coast World Heritage site and the Dorset AONB.

2.2 The nature of harm to heritage assets: harm to settings

There is agreement in the planning application documents, by the Rule 6 Party, Appellant and the Council, that the proposal would not cause any physical harm to the significance of any heritage assets but would cause harm to their significance through harming their settings. This proof of evidence demonstrates the harm that would be caused to the the historic environment from the proposed ERF and its associated operations being within the settings of heritage assets, and the historic environment in general, is greater than that identified by the Appellant and the Council and that the mitigation proposed by the Appellant offers little to outweigh the harm caused.

2.3 Evidence in addition to that in the Council's Statement of Case

This proof of evidence serves to strengthen the Council's Reasons of Refusal (RfR) 2 and 3 for the proposed ERF by showing that:

1. The number of heritage assets harmed by the proposal is more than that identified by the Appellant and the Council and the proposal would cause general harm to the historic environment of Portland and its setting.

2. The level of harm that would be caused to heritage assets and the historic environment by the proposal is greater than that identified by the Appellant and the Council.

3. The mitigation offered by the Appellant far from compensating for the level of harm caused to heritage assets would, in part, serve to harm a designated heritage asset and overall would provide little or no benefit to heritage assets or the wider historic environment.

3. STRUCTURE OF THE PROOF OF EVIDENCE

The evidence to prove the level of harm that the ERF would cause to the significance of the historic environment is structured in the following way:

Section 4. Preamble

- Review of the importance of *setting* to the significance of a heritage asset
- Explanation of the methodology for assessing whether an element of the historic environment could be impacted by the ERF

Section 5. Identification and description of elements of the historic environment that could be impacted by the proposal.

Section 6. Assessment of the significance of potentially impacted elements of the historic environment to identify whether their setting is part of their significance and the assessment of the level of harm that the ERF proposal would have upon the setting of a heritage asset where setting is identified as a part of its significance.

Section 7. Assessment of whether the mitigation suggested by the Appellant compensates for any of the identified harm caused by the ERF proposal to the historic environment.

Section 8. Conclusion – Further to the evidence laid out in the proof of evidence, the conclusion upon the level of harm to the historic environment that should be fed into the planning balance exercise that will inform the determination of the appeal.

Appendices A – Assessment of the attributes of the historic environment of Portland
B – documents referred to in the Proof of Evidence

4. PREAMBLE

4.1 The importance of *setting* to the significance of heritage assets

4.1.1 The National Planning Policy Framework (NPPF) *Section 16: Conserving and enhancing the historic environment*, para. 189, states that heritage assets are: *an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations.* The NPPF refers to *designated heritage assets*, ie. those identified to be of such significance that they are considered to be of national importance and are consequently provided with statutory protection. Para. 199 states: *When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be).* In duly seeking to protect the significance of designated heritage assets, para. 200 confirms that harm can be caused from *development within its setting*. *Non-designated heritage assets* are also referred to: assets of a local rather than national level of interest, not worthy of statutory protection but worthy of protection for the contribution that they make to the quality of life in accordance with para. 189. NPPF para. 203 states that a *balanced judgement* will be required in assessing the scale of any harm to the significance of a non-designated heritage asset.

4.1.2 The NPPF glossary defines *setting a*s: *The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or maybe neutral*.

4.1.3 The Government's *Planning Practice Guidance* (NPPG) advises that setting can relate to more than visual connection: *the way in which we experience an asset in its setting is also influenced by other environmental factors such as noise, dust, smell and vibration from other land uses in the vicinity, and by our understanding of the historic relationship between places. For example, buildings that are in close proximity but are not visible from*

each other may have a historic or aesthetic connection that amplifies the experience significance of each[1]*.*

4.1.4 The setting of a heritage asset can be as important to its significance as the fabric of the asset itself as it can be an essential part of the ability to interpret and enjoy the asset, as required by NPPF para. 189. If the setting of a designated heritage asset is an important attribute of its significance, in accordance with NPPF 199, great weight must be given to the conservation of the setting. In accordance with para. 200, any harm to the significance of a designated heritage asset, including to its setting, requires *clear and convincing justification.* In assessing whether the level of harm caused to the significance of a heritage asset is acceptable, para. 202 states that: *Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimal viable use.*

4.2 Assessment methodology

4.2.1 The basic methodology that has been adopted to identify heritage assets that could be affected by the ERF being within their settings, is that provided in *The Setting of Heritage Assets Historic Environment Good Practice Advice in Planning: 3 (2nd Edition),* December 2017, Historic England (GPA3):

Step 1: *Identify which heritage assets and their settings are affected*

Step 2: *Assess the degree to which these settings make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated*

Step 3: *Assess the effects of the proposed development, whether beneficial or harmful, on that significance or on the ability to appreciate* it

4.2.2 Step 1 of the methodology, assessing which heritage assets could be affected by the proposal, has not been found to be a simple task because of the unique nature of the Isle of Portland. An isolated isthmus of hard limestone, named Portland Stone, which has

[1] *Planning Practice Guidance*: Paragraph: 013 Reference ID: 18a-013-20190723 Revision date: 23 07 2019

been appreciated as a high quality building material since at least the C11, with a high cliff on its northern edge, low point to the south which juts into the English Channel, joined only to the mainland by the narrow shingle spit of Chesil; the isle is a unique place with special qualities. The arrival experience of crossing to the isle across the narrow spit with the sea either side and the sheer cliff of Verne Hill dominating the skyline and then the slope down to the southern point of Portland Bill with its lighthouse, is found to give an all-pervading sense of exposure in a maritime environment, intimate association with the isle's ever-present geology, isolation from the mainland and comparative tranquillity being set away from the mainland. This arrival experience, which is the only way to arrive on the isle, other than by boat, is considered to form part of the setting of some heritage assets as it helps to explain their function and form and helps their significance to be understood and enjoyed. As noted below this experience can be described as *experiential setting*.

4.2.3 The need to protect the experiential setting of an asset is specifically detailed in the *Dorset and East Devon World Heritage Site Partnership Plan (WHSPP)* which refers to both a functional and experiential context for the Site's attributes. The experiential setting is defined in the WHSPP at page 22: *The* (experiential) *setting should be regarded as the surrounding landscape and seascape, and concerns the quality of the cultural and sensory experience surrounding the exposed coasts and beaches.* While not specifically detailed in the Historic England GPA3 guidance on setting, the concept of experiential setting, such as I find to be an important part of the significance of heritage assets and the historic environment generally of Portland, is acknowledged to be an important part of the consideration of the protection of the World Heritage Site and the concept is considered appropriate to the application of the protection of heritage assets and the historic environment in order to conserve the ability of today's and future generations to enjoy the heritage assets, as required by NPPF para. 189. It is notable that the all-pervading history of the isle and its intimate connection with its geology was recognised by Thomas Hardy, a fictitious version of Portland being described in his novel *The Well-Beloved* as: *The peninsula carved by Time out of a single stone*

4.2.4 How to judge the level of harm that development in the setting of a heritage asset would have upon its significance, when a development and the affected asset/s are complex, is explored in GPA3, at page 8:

Cases involving more significant assets, multiple assets, or changes considered likely to have a major effect on significance will require a more detailed approach to analysis, *often taking place within the framework of Environmental Impact Assessment procedures. Each of the stages may involve detailed assessment techniques and complex forms of analysis such as viewshed analyses, sensitivity matrices and scoring systems. Whilst these may assist analysis to some degree, as setting and views are matters of qualitative and expert judgement, they cannot provide a systematic answer. Historic England recommends that, when submitted as part of a Design and Access Statement, Environmental Statement or evidence to a public Inquiry, technical analyses of this type should be seen primarily as material supporting a clearly expressed and non-technical narrative argument that sets out 'what matters and why' in terms of the heritage significance and setting of the assets affected, together with the effects of the development upon them.* This proof of evidence sets out to provide the recommended narrative.

4.2.5 To provide the recommended narrative in consideration of the elements of the historic environment which could have their significance impacted by the presence of the ERF in their setting and what level of harm could be caused to their significance by the presence of the ERF in their setting, the following steps are taken:

1. Obtain an undertanding of the nature of the ERF development: its location, form and the nature of its operation – this has been done by a careful review of the application submission, details of the proposal are not replicated in this proof of evidence
2. Obtain details of designated and identified non-designated heritage assets that could be impacted by the proposal from lists, registers and records and referecne to the submissions made by the Appellant and the Council.
3. Undertake site visits to the isle and its setting to observe its character and the nature and character of the heritage assets and general historic enviornment that could be impacted by the proposal.
4. Assess the significance of the elements of the historic environment that could be impacted by the proposal to identify whether their setting is part of their significance.

5. For the assets where setting is identified as making a contribution to their signifcance and the ERF would affect that setting, allocate a level of harm to the impact that the ERF proposal would have upon the significance of the asset through affecting its settig.

4.3 Consideration of the Appellant's proposed '*mitigation'*

4.3.1 The NPPF at para. 196 states that: *Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate securing its optimum viable use.* The Appellant, alongside identifying public benefits not relating directly to the historic environment which will be assessed by other witnesses to the Inquiry, has suggested what is referred to by the Appellant as *mitigation* against the harm caused to the historic environment.

4.3.2 The mitigation is in the form of the enhancement of public access to and interpretation material for the historic environment of East Weare and vegetation clearance from a scheduled monument on East Weare that is owned by the Appellant which is outside the red line development boundary but is close to the development site. The consideration of these works as a public benefit of the proposal is considered in this proof of evidence.

4.4 Conclusion

Having demonstrated where harm to the historic environment is caused by the proposal, what level of harm is found to be caused by the proposal and whether the Appellant's offer of *mitigation* goes anyway to balancing the planning scales that weigh harm versus public benefit, an informed conclusion is provided with regard to what level of harm needs to be fed into the planning balance exercise for determining the proposal.

4.5 The need for clear and convincing justification for the proposal

In accordance with NPPF para. 200, but outside the remit of this proof of evidence, is the consideration of the need for any harm to the significance of a designated heritage asset to have *clear and convincing justification.* Having identified the level of harm caused to the historic environment by the ERF proposal in this proof of evidence, in moving to

determine the proposal, it needs to be demonstrated that the harm has clear and convincing justification before the planning balance exercise of harm versus public benefits is undertaken. If there is no clear and convincing justification for the proposal the need to carry out the planning balance exercise is considered to fall away as para. 200 has not been complied with.

4.6 Avoidance of repetition of evidence presented by Dorset Council's heritage witness

The evidence presented by Dorset Council's heritage witness is necessarily restricted to defending the Council's Reasons for Refusal (RfR) 3 and as evidence to support RfR 2. The evidence provided in this proof of evidence shows that the extent of harm to the historic environment goes beyond that stated in RfR 3 which refers to heritage assets within the vicinity of the site. This proof of evidence reviews the impact of the proposal on heritage assets beyond those in the vicinity of the site because the impact of the ERF on experiential setting is found to extend further than the immediate vicinity of the site. The proof of evidence I present on behalf of the Rule 6 Party 1 & 2, is not therefore a mere repetition of the case laid out in the Statement of Case submitted by the Council.

5. IDENTIFICATION OF HERITAGE ASSETS THAT COULD BE AFFECTED BY THE PROPOSAL

5.1 Overview

5.1.1 The Appellant has used a 1km radius to assess what heritage assets could be affected by the proposal; relying principally upon inter visibility as the reason for a setting to be impacted. Observation of the proposed location, size and appearance of the proposal, its impact upon the arrival experience on the isle and an understanding of the vehicle movements associated with its operation, is found to cause the proposal to have the potential to have an impact upon heritage assets well beyond a 1km radius from the site.

5.1.2 It is agreed with the Appellant and the Council that the proposal will not having any physical impact on any designated heritage assets, other than, as stated by the Council's Conservation Officer in a consultation response of 3rd November 2021, that it could impact on a non-designated heritage asset: the tracks of the former Breakwater Branch Railway which run from the port to the Inner Breakwater, itself Grade II listed. The impact of the proposal upon the historic environment would be through the presence of a very obvious, very large, obviously modern structure, far bigger than any other structure on the isle, with its 80 metre stack with red aviation lights and the plume extending beyond the stack for up t a predicted 200 metres. A development that has no connection with the geology, topography or coast of the isle, in the established settings of a diverse range of designated and non-designated heritage assets, all of which relate to the unique geology, consequent topography and the coastal location of Portland.

5.1.3 Buildings and workings associated with the isle's geology and stone working history, its isolated coastal location and the exploitation of that for defence installations and the pattern of settlement and land use that has consequently developed on the isle, are all found to have the potential to have their significance affected by the presence of the ERF on the isle because its location, form, scale and associated operations will impact on the arrival experience on the isle and this in turn impacts upon how heritage assets and the historic environment of the isle is appreciated and enjoyed.

5.1.4 The historic environment of the whole of Portland and its setting on the Dorset Coast has the potential to be impacted by the ERF plant because of its very strong impact upon on the arrival experience on the isle by land, by boat and in views to the isle from the mainland. An assessment of the historic character of Portland that would be impacted by the proposal is included at Appendix A of this proof of evidence.

5.1.5 Heritage assets on the isle are both a major part of its character and they aid an understanding, ability to interpret and an enjoyment of its unique history. Because of the very wide impact of the ERF proposal on the experiential settings of heritage assets, a thematic approach has been taken to the identification of heritage assets both on the isle and in its setting that could be impacted by the proposal.

5.2 Heritage assets relating to geological workings that could be impacted by the proposal

5.2.1 As described in the Appellant's ES Chapter at para. 7.29, the earliest stone quarries on the isle *were located on the Cliff edge on East and West Weare allowing the stone to be transported by sea and the waste stone and overburden to be tipped over the cliffs*. C15 Rufus Castle, a Scheduled Monument, built on the site of an earlier castle off to the south of the site, on the east coast, figure 1 and see para. 5.3.2, was built to defend stone export piers. Quarrying went into decline from the mid C14, due principally to the Black Death, only recovering again in the C17 to supply stone for projects such as the Banqueting House and St Paul's Cathedral. The quarries were expanded on to the common areas above the east cliffs, at Tophill but the east coast was still used for loading the stone. Kings Pier, figures 1 - 3, located on the south east edge of the land, believed to be at least part owned by the Appellant, is recorded as having been constructed in 1619 to support the export of stone to London for Inigo Jones' Banqueting House, listed grade I, the banqueting house for Whitehall Palace, the first Palladian influenced building in England, to notoriously be the building out of which Charles I stepped to his execution, and for Wren's St Paul's Cathedral.

5.2.2 Scree, quarrying scars and notably King's Pier for the export of stone from the C17 remain to the immediate south of the proposal site. King's Pier, an important part of national and local history could be impacted by the proposal as the bulk of the ERF building and its stack will be apparent from the pier which was a key part of some of the nation's most important C17 buildings.

Site of the proposed ERF

King's Pier currently topped with modern railings, see figure 2, marking the southern edge of the Appellants land ownership, which would be seen in conjunction with the ERF plant

Rufus Castle, Scheduled Monument, a caltle built to defend stone export

Figure 1. Location of C17 piers south of the proposal site. OS Licence 100057879

Figure 2. Aerial photograph looking south showing the site with King's Pier off to the south © Google Earth

Figure 3. King's Pier looking north © www.portlandhistory.co.uk

Figure 4. Durdle Pier with the C19/early C20 crane used for stone then for lowering fishing boats into the sea, the crane was lost in the 2014 storms © www.portlandhistory.co.uk

5.2.3 The early east cliff workings, Kings Pier immediately to the south east of the site, then Folly Pier and Durdle Pier, figure 4, to the south of King's Pier, all constructed in the C17 for stone export, could all have their settings impacted by the development.

5.2.4 In the C19 demand for high quality building stone heightened. Quarrying moved inland to Tophill making Durdle and other piers around Church Ope Cove, off to the south, inefficient for use for stone export. Wharfs and piers at Castletown had been developed that were more usable than the earlier east coast piers. In 1826, a first horse drawn and cable-operated railway was opened on a similar route of what is now Incline Road; this allowed stone to be easily transported to the new wharfs at Castletown.

5.2.5 The historic and continuing extraction of high quality Portland stone, and its obvious use in the isle's houses, makes the extraction of stone a major part of the character of Portland. Observation of an aerial photograph of the isle, figure 6, clearly shows the extent of extraction om the isle and driving around the isle, piles of stone, quarry hollows and quarry faces are obvious reminders of the depth of time of the industry. The stone cranes remain in places as a record of past export methods. The stone is an exceptional material, with a sustained world wide demand, figure 5. Limestone working, the use of the stone as a building material and its export from the isle is a major contributor to the character of the isle.

Figure 5. Freestone qualities of Portland stone adding to its value © www.loveportland.co.uk

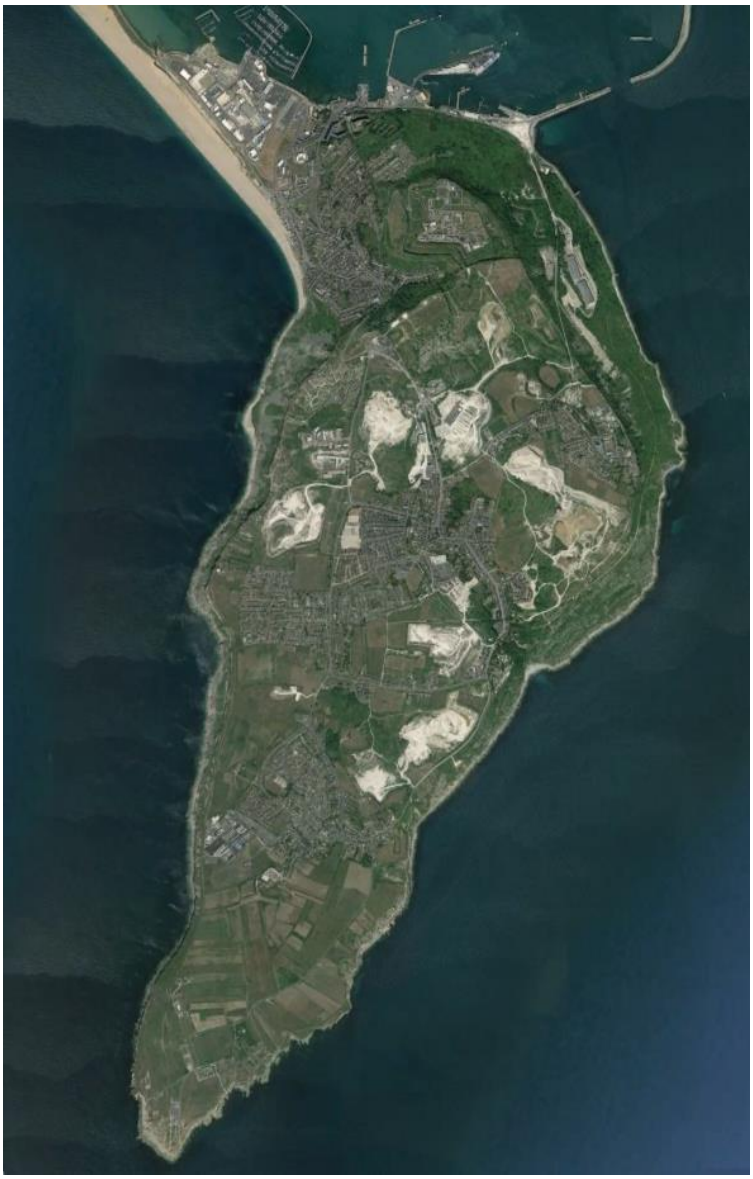

Figure 6. The extent of stone quarrying on the isle © Google Earth

5.2.6 Conclusion

There are no formally identified heritage assets relating to the isle's stone quarrying history in the vicinity of the development site that could have their settings affected but the cumulative grouping of the C17 piers along the east coast of the isle and the C15 castle built to defend stone exports, vestiges of earlier quarrying activity along the cliffs, and the origins of Incline Road all tell of the history of the locally, nationally, indeed globally important, stone quarrying activity on Portland in the close vicinity of the site. The setting of this important group of historic features that tell of the origins of a globally exported material would be impacted by the proposal.

5.3 Heritage assets relating to the defensive role of Portland

5.3.1 Overview

Portland has a strong defensive character; it has a naturally defensive appearance, jutting into the sea, with its steep eastern cliffs and excellent look out opportunities from its highest levels. The isthmus nature of Portland and its elevated topography make it an obvious location for defence; initially, locally, as far back as the Iron Age and by the C16 as part of national defences. As with the impact of the stone working, the impact of Portland's successive defensive roles is a major attribute of its character and significance.

5.3.2 Designated assets relating to defence

Unlike the vestiges of the early stone working industry on Portland which to a degree have been abandoned and are now being reclaimed by natural erosion, the vestiges of the defence structures on and around Portland are far more apparent by virtue of their massive, defensive construction and their conservation through either sustaining a viable use or through formal conservation due to their significance; although some features are sadly not in good condition. Unlike the relics of the stone industry the relics of the isle's defensive structures have been found to be of sufficient historic interest to warrant the provision of statutory protection, ranging from Scheduled Monuments to grade II listing. The earliest, above ground, designated defensive structure is Rufus Castle on the east coast, considered to be a C15 structure built on the site of a C12 building. During the reign of William II, who was also known as Rufus, defences were built at key places to protect from raids and secure stone shipments. The castle is of is of such high importance that it is listed grade I and is a scheduled monument. The castle and C17 stone piers are important features along the east coast of the isle as assessed at Section 5.2 of this proof of evidence.

5.3.3 C16, Henry VIII defences

i. The first series of defences constructed on and around the isle are the defences of Henry VII against the perceived threat from the Holy Roman Empire and France further to Henry's break from the Catholic church. Between 1539 – 1547 a chain of coastal artillery forts were constructed to defend against attack from the south. Portland Roads, then only a sheltered bay not a constructed harbour, offered a good anchorage and was considered to be a potential invasion point.

ii. Henry constructed Portland Castle to the south and Sandsfoot Castle to the north, figure 7. Both castles remain and both are designated as Scheduled Monuments. Portland Castle, figure 8, played an important role in the English Civil War 1642 – 46 and was utilised as a defensive position during the Napoleonic Wars in the early C19. It was converted to use as dwelling related to military needs, with the Captains' House, grade II* being added immediately after the Napoleonic War. It remained as a dwelling until 1952 when it was opened to the public. Listed at grade I the castle with its gardens is an important part of the nation's history. It's paired castle, Sandsfoot, figure 9, did not fair so well; demoted to use as a store house, not maintained and has suffered severe erosion. Grant aid has conserved the building and it too is now open to the public. The proposed development will impact upon the setting of these two C16 designated heritage assets.

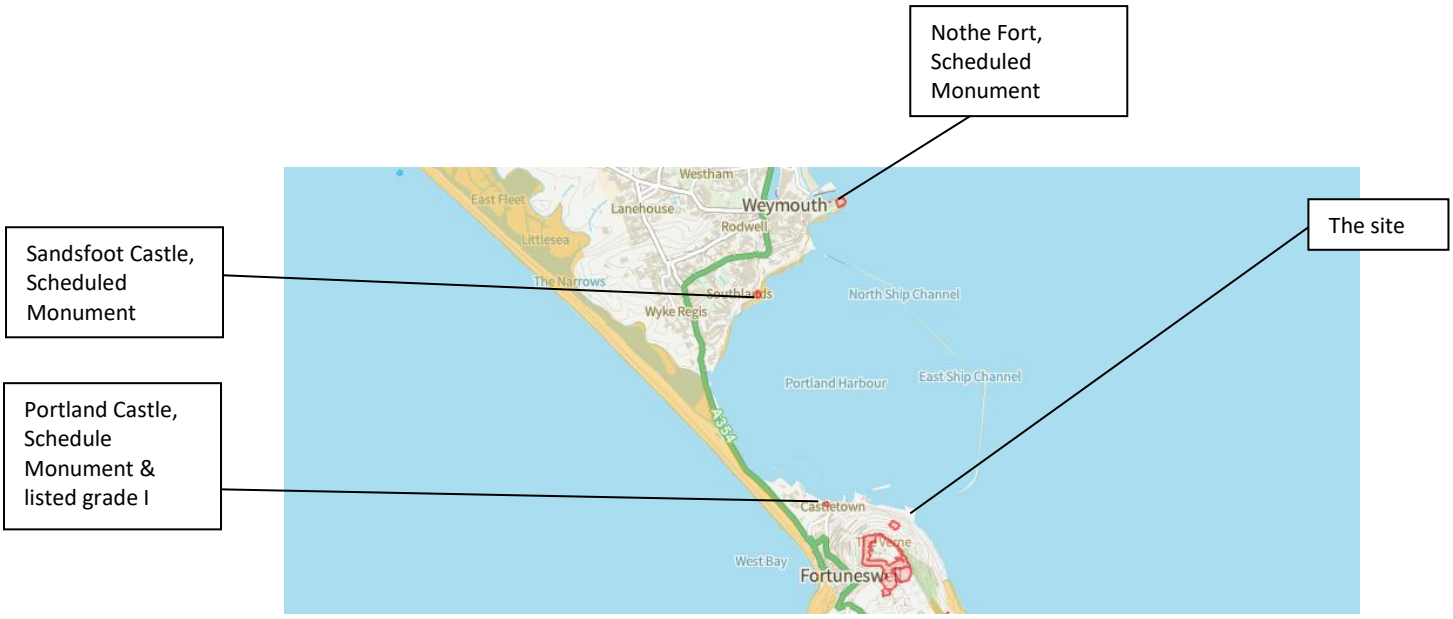

Figure 7. Location of Portland and Sandsfoot Castles protecting Portland Roads


Fig 8. Portland Castle


Fig 9. Sandsfoot Castle looking towards Portland

5.3.4 Napoleonic defences, 1799 – 1815 & Royal Commission defences 1860 - 1870

Portland Castle was adapted and utilised during the Napoleonic Wars. Further to ongoing tension with France, the Royal Commission Report of 1859 recommended a string of fortification. These fortifications represented the largest maritime defence programme since the initiative of Henry VIII. The programme, headed by Lord Palmerston, Prime Minister, sought to provide *'the most effectual means of placing the Kingdom in a complete state of defence'. S*ome 70 forts and batteries in England were constructed, mainly new with some upgrades to existing structures, such as Portland Castle. They are a well defined group with common design characteristics, armament and defensive provisions, known colloquially as `*Palmerston's follies*' as none ever had to defend the UK. Sandsfoot was not upgraded, instead Nothe Fort was developed on the east side of Weymouth, figure 10. In use by 1862, the fort is well preserved, is open to the public and allows a good understanding of the massive, scale, functioning and purpose of the Commission's forts. Nothe and Portland between them were the largest structures in the area and dominated the opposing shores of Weymouth and Portland in order to defend the anchorage of Portland Roads and a potential invasion point. The ERF plant will be within the settings of these designated forts.

Figure 10. Nothe Fort, Weymouth, focused on Portland and Portland Castle where the pair of forts are set to protect Portland Roads anchorage and any threat of invasion. The ERF will be readily apparent on Portland impacting upon the scale and dominance of the two important castles

5.3.5 Naval base – fortified harbour of refuge 1847 - 1880

i. Breakwaters, coaling sheds & jetties

Portland and Nothe Castle defended Portland Roads as an anchorage and as a potential invasion point. In parallel to land defences the United Kingdom strengthened its Navy in the mid C19. In 1845 the Navy launched its first steam driven warships: HMS *Terror* and HMS *Erebus.* The advent of a steam-driven naval fleet necessitated the storage of large quantities of coal, not only at dockyards, but also at strategic locations determined by the likelihood of enemy attack and the limited range of a steamship which was only powred by coal driven engines. Portland, conveniently situated equidistant between Portsmouth and Plymouth and facing the French naval dockyard at Cherbourg, was developed as a *Harbour of Refuge*. The Portland Breakwater Act was passed in 1847. The significance of the works is indicated by the presence of HRH Prince Albert at a ceremony to lay the foundation stone on 25 July 1849. Both breakwaters were constructed from Portland stone. The initial phase of construction comprising the inner and outer breakwaters, the coaling shed, storehouse jetty and coaling jetty are all listed grade II. The breakwaters were then further developed with the addition of forts; the listing extends to include the inner and outer breakwater forts, both of which have been adapted to support advances in military technology, figures 11 - 13. The list description helpfully identifies the architectural interest, historic interest and group value of the listing:

Architectural interest:

**The huge and impressive engineering feat of constructing the breakwaters;*

** An innovative combination of Victorian architecture and hydraulic engineering in response to the problems of coaling the increasingly steam-driven navy of the time;*

** Association with nationally significant engineers, J M Rendel, J Coode and E H Seward;*

** The good degree of survival.*

Historic interest:

** As the first safe anchorage specifically designed to create a harbour of refuge to replenish the navy's fleet of steam-driven warships;*

** Importance of mid-C19 coaling shed in the history of the mechanised fuelling of ships;*

** Breakwater fortification further to the 1859 Royal Commission on the Defence of the United Kingdom, a nationally important period of England's military history;*

** Subsequent adaptation to the fortifications to keep pace with advancing military tactics and technology.*

Group value:

** As part of a largely complete naval base of considerable importance; * With the Grade II listed late C19 Bincleaves Groyne and North-Eastern Breakwater to the north of the harbour.*

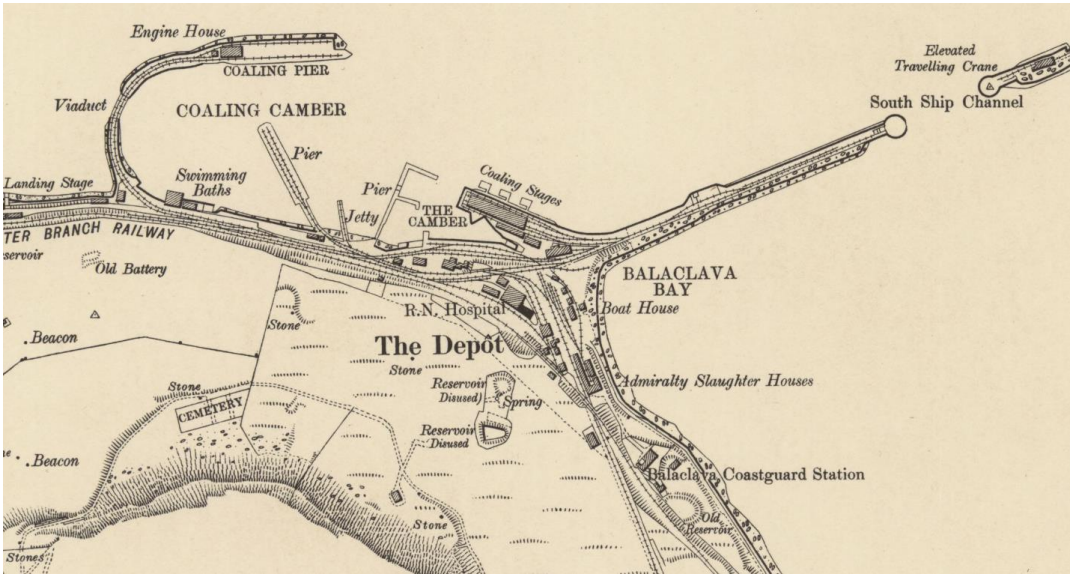

Figure 11. The layout of the west end of the breakwaters c. 1901


Figure 12. The fortified seaward end of the inner breakwater in the foreground. Outer breakwater extending in the background

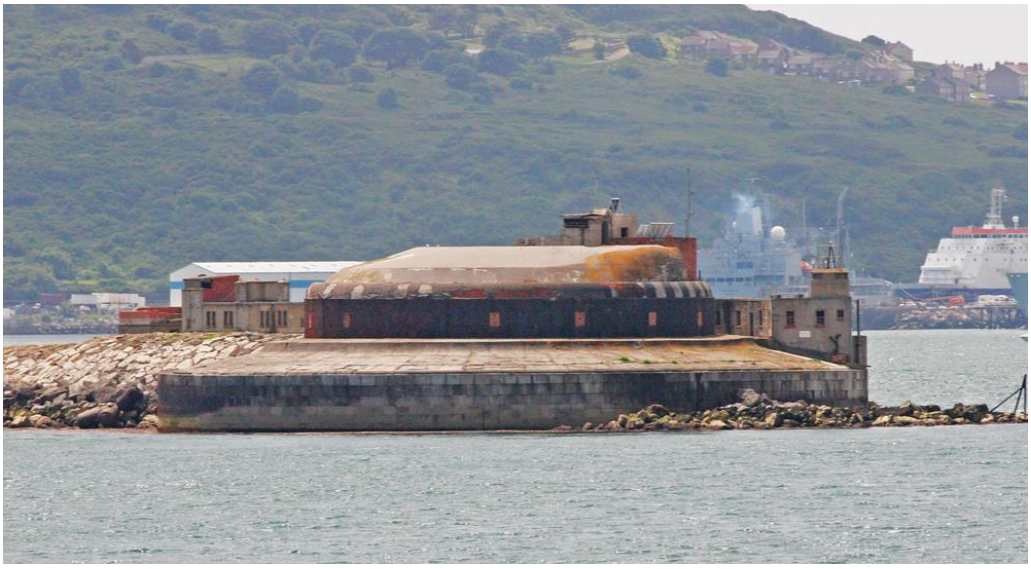

Figure 13. The outer breakwater seaward fort with the site of the propsed ERF in the background

ii. Engineers Office

The breakwater development was managed from a purpose designed Engineer's Office, constructed in 1840, from Portland Stone, figure 14, the building, although much altered and extended, is listed grade II because of its retained significance. The list description reinforces the importance of the group value of the structure with the breakwater listed group and the batteries developed on the Weare, immediately to the north:

Group Value:

* *As part of a complete naval base of considerable importance, specifically designed as the first safe anchorage for the replenishment of the navy's fleet of steam-driven warships;*
* *Portland Harbour and the nearby coast of the Isle of Portland has a significant collection of designated assets associated with the military history of the area, including Portland Castle (Grade I and Scheduled Monument) and the East Weare Defences.*

Figure 14. The Engineers Office, C19/early C20 photo © Historic England

Iii. It is readily apparent that the ERF plant will be a major feature within this important group of mid C19 – later C20 naval defence buildings and structures.

5.3.6 The Verne, Citadel, 1860

i. Reporting in 1860, the Royal Commission on the defence of the United Kingdom stated that: *The fine harbour of Portland, now so nearly approaching completion, affording as it does a secure anchorage of great extent and very easy of access, must at all times be a naval station of great value; but its situation and capabilities will render it of a special importance to this country in the event of war; It is therefore absolutely necessary that it should be so effectually defended as to ensure it's used to ourselves, and deny its possession to an enemy. We consider that the works which have already been approved of will, when completed, be very powerful; And that they will suffice to render the harbour quite secure against attack.* The statement refers to the construction of The Verne Citadel above the harbour on the highest point of Portland, to defend it. The ERF site is located immediately below the Citadel, figure 15.

Figure 15. The Citadel on the highest point of the isle, set above the ERF site

ii. The extraordinary scale of the Citadel, which was part constructed by prisoners which evolved into the prisons on the isle, is clear in the image at figure 15. The northern buildings of the Citadel crown the ridge about the site. The imposing entrance is a dark mouth that is readily apparent on the hillside as you enter Portland along the beach road, figure 16.

Figure 15. Aerial photograph of The Verne Citadel – reproduction licence paid

Figure 16. The massive northern curtain walls and gateway of the Citadel that appears as a gaping black hole on entry to the isle, set above and defending the harbour

iii. The ERF development will evidently be readily apparent within the setting of The Verne, Scheduled Monument with three grade II* listed elements that would have their settings impacted by the ERF proposal.

5.3.7 East and West Weare designated defensive sites

Part of the construction and defense mechanism of the Citadel was the provision of four batteries, camps ad associated features such as a rifle range, on East Weare, figure 17. These features are of high significance in association with the Citadel, all are listed grade II, with the East Weare Battery, the northernmost of the defences, also being designated as a Scheduled Monument. None of these features is publicly accessible as they are within the land owned by the Appellant as part of the secure area of Portland Harbour. The ERF will be very apparent in their settings.

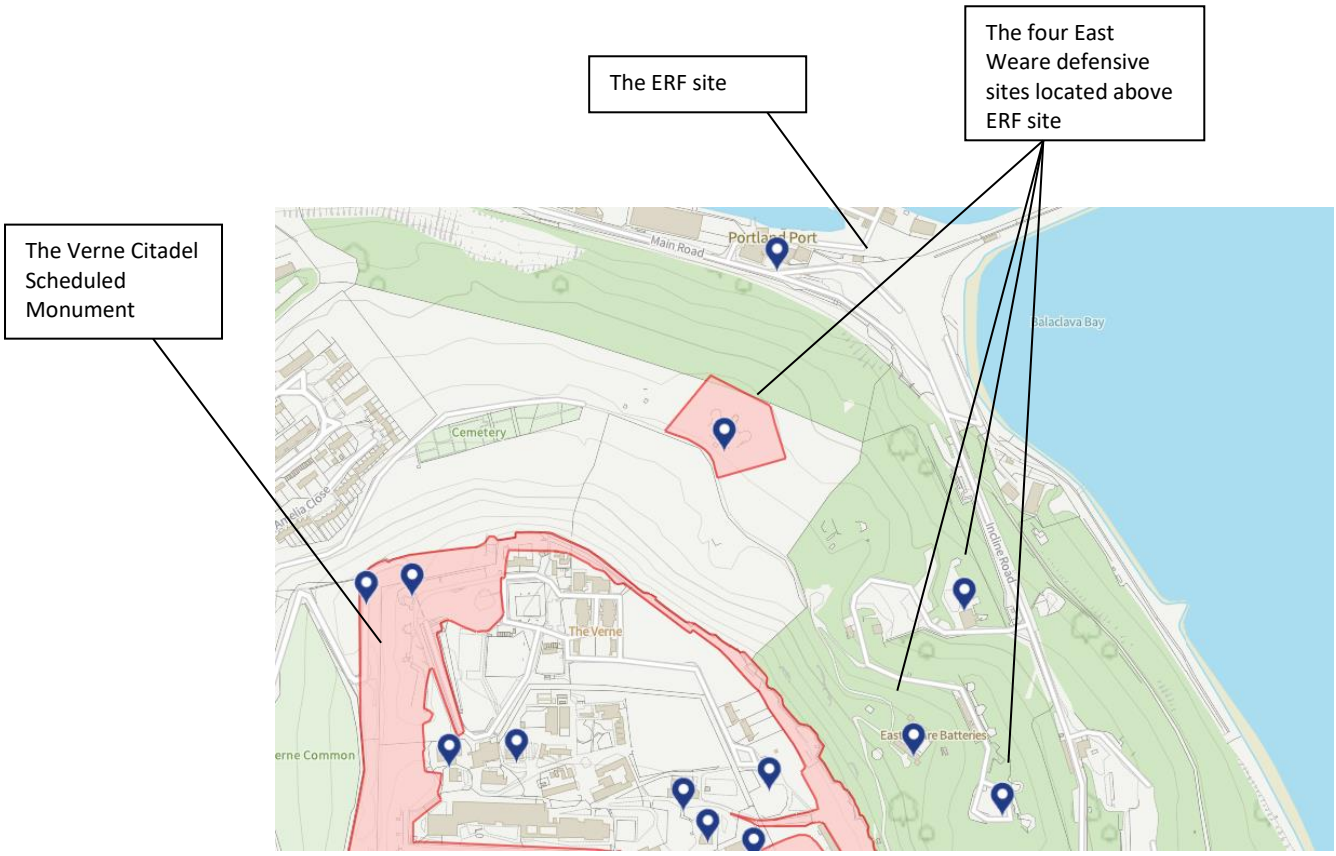

Figure 17. Location of East Weare defences below The Vern Citadel set above the ERF site © National Heritage List, Historic England

5.3.8 C20 defences

i. Within the harbour are two reinforced concrete caissons that formed part of Mulberry Harbor B off of Normandy as part of the Allied landings in 1944, figures 18,19. Ten of the caissons were brought back to Portland to provide shelter for the harbour, only these two remain, the others having being sent to the Netherlands to help secure dykes after the great storm of 1953. The caissons remain as an important relic of the remarkable success of Operation Overlord that led to the WWII victory for the Allies. The caissons are listed grade II. The ERF plant will be in the setting of the listed caissons.

Figure 18. Location of the grade II listed caissons © National Heritage List, Historic England

Figure 19. The grade I listed caissons viewed from the west

ii. As with the other harbour defence features that are designated, the caissons are stated in the list description to have group value with the other naval base features. This group value will be impacted by the presence of the ERF plant:

Group value:

** As part of a complete naval base of considerable importance, specifically designed as the first safe anchorage for the replenishment of the navy's fleet of steam-driven warships;*

** Portland Harbour and the nearby coast of the Isle of Portland has a significant collection of designated assets associated with the military history of the area, including Portland Castle (Grade I) and the East Weare Defences.*

5.4 Portland's Conservation areas and listed buildings in Castletown

5.4.1 Hutchins map of 1710 [2], figure 20, shows development at what are now the settlements of Chiswell and Fortuneswell, each associated with a water source, but there is no development on the route around the southern edge of the isle that was to lead to the harbour, other than C16 Portland Castle. Castletown was to develop along the route that was constructed in order to gain access to the harbour.

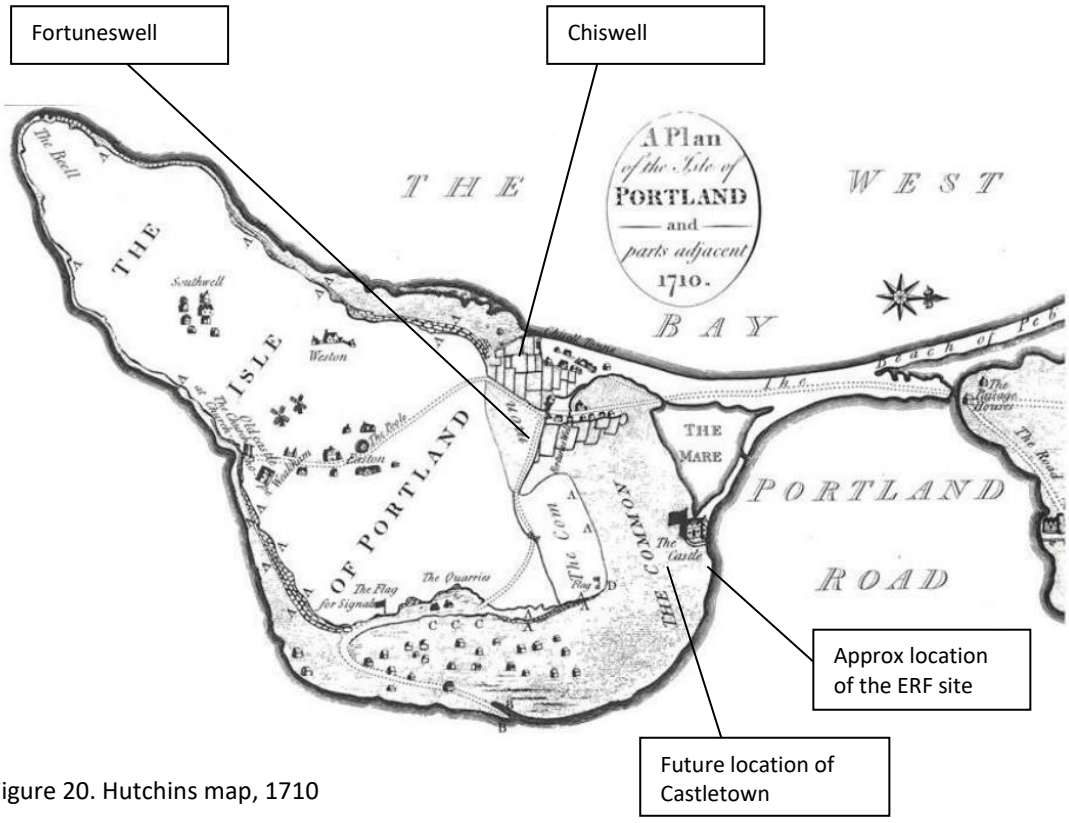

Figure 20. Hutchins map, 1710

[2] *The History & Antiquities of The County of Dorset, Vol. II, 3rd Edition*, Hutchins, J

5.4.2 Chiswell, Castletown and the Merchants Incline, built to transport stone from Tophill down to the new harbour at Castletown developed for the Navy, are designated to have their character and appearance protected as Underhill Conservation Area, figure 21. An annotated map of 1830, figure 22, taken from the Council's *Conservation Area Appraisal* for Underhill[3] shows the area beginning to expand. The construction of the harbour and The Verne Citadel and associated batteries saw the population of Portland nearly triple from 2853 in 1841 to 8468 in 1861.

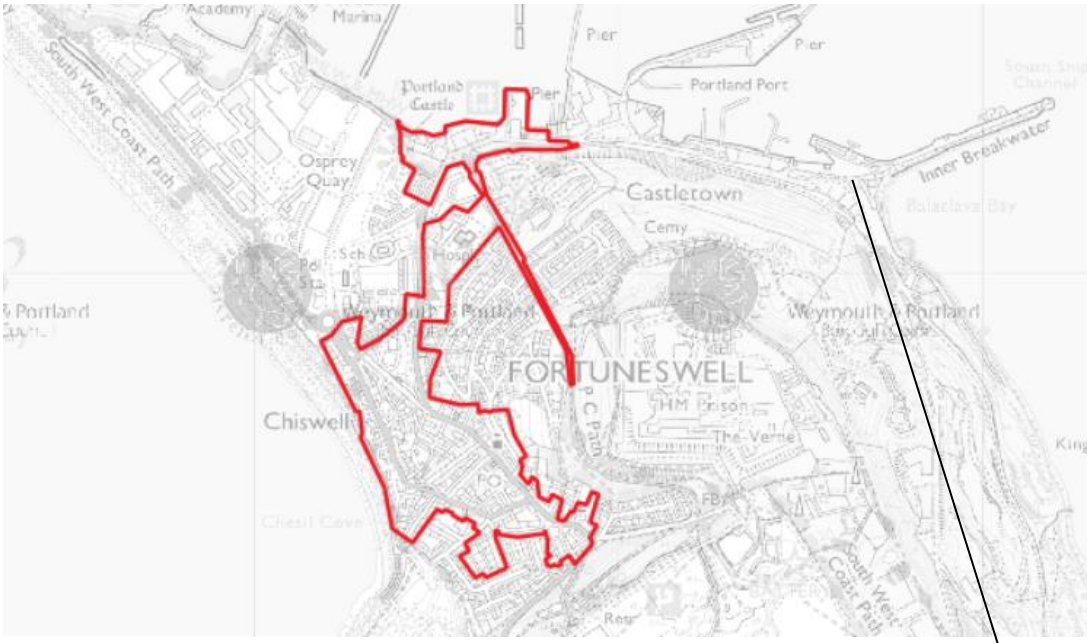

Figure 21. Underhill Conservation Area

Figure 22. 1830 map of the Underhill area

[3] *Appraisal of the Conservation Areas of Portland as amended 2017*, Weymouth & Portland Borough Council

5.4.3 Chiswell and Fortuneswell have a high number of listed buildings at their core, figure 23. The buildings range from earlier workers' houses constructed of Portland Stone to C19 hotels and business presmises, figures 24, 25.

Figure 24. Dense collection of listed buildings in Underhill Conservation Area © National Heritage List, Historic England

Figure 25. Earlier workers houses in Chiswell

Figure 26. Victorian development in Fortuneswell

5.4.4 Castletown has a quite different character to Chiswell and Fortuneswell. It very much comprises one road, the road from Beach Road to the harbour, and is lined with predominantly three storey terraces of buildings, none of which, other than those at the port gates, are constructed of Portland Stone. It is a street that is laid out with premises to benefit from and serve the harbour, figure 27. Two notable buildings are listed grade II: the Portland Stone buildings at the port gates that comprise a former railway station and customs office and/or Police station and the Royal Breakwater Hotel a finely detailed, purpose built Victorian hotel, figures 28, 29.

Figure 27. Castletown, the only road to the port, looking east

Figure 28. 1, Castletown, the only building in Castletown constructed of Portland Stone, an integral part of the Victorian operation of the harbour and port, listed grade II

Figure 29. The Royal Breakwater Hotel, a well preserved, purpose built Victorian hotel, listed grade II

5.4.5 The development will impact upon the setting of the two grade II buildings and the non-deignated buildings along Castletown.

5.5 The Dorset and East Devon World Heritage Site (Jurassic Coast) & Dorset AONB

5.5.1 The World Heritage Site (WHS) and the Dorset AONB relate principally to natural resources: geology, geomorphology and landscape beauty. The proposal can be seen to impact upon the setting of the WHS and AONB and this matter is covered in more detail in the evidence of the Rule 6 Party landscape witness. However, there is justification for reviewing impact of the proposal upon the setting of the WHS and AONB within the heritage evidence as heritage is an acknowledged part of the beauty of the AONB and the character of Portland is derived essentially from its geology and geomorphology which is of interest and is an attribute of the WHS and its setting.

5.5.2 Dorset AONB

i. The frontispiece, full page image of the AONB Management Plan[4] (AONB MP) clearly illustrates the impact that the proposal would have on just one cherished and exceptional view from the AONB, figure 30: the stack would be prominent, with its plume and lights, at the northern end of Portland. The ERF proposal can be seen to affect the setting of the Dorset AONB where heritage is an intrinsic part of the special qualities of the AONB.

Figure 30. Image taken from the frontispeice of the AONB Management Plan: the stack and plume would be prominent in the silhouette of Porland, taking away from the deep sense of history and imited amount of industrial and modern intervention in the area making it a special and beautiful landscape worthy of conservation

[4] *Dorset AONB Management Plan 2019-2024*

ii. The Management Plan at page 50 identifies the importance of the historic environment to the character of the AONB: *The marks of human occupation are integral components of the 'natural' landscape; a record of how people have used the environment and the resources it provides over time. Alongside giving an insight into the lives of previous occupiers of the landscape, they provide a sense of time depth and contribute to uniqueness in a sense of place.* As shown at figure 30, the proposal would evidently be apparent in the setting of the AONB.

5.5.3 Jurassic Coast WHS

i. The World Heritage Site (WHS) stretches from Orcombe Point in the west to Studland Bay in the east, figure 31. Referred to commonly as the Jurassic Coast, it is the only natural WHS in England. A WHS has to have "*Outstanding Universal Value" (OUV): a cultural and/or natural significance which is so exceptional as to transcend national boundaries and to be of common importance for present and future generations of all humanity.* As stated in the NPPF at para. 184, a WHS is a site or building of the highest significance.

Figure 31. Extent of the WHS

ii. The Statement of Outstanding Universal Value (SOUV) advises that: *The Dorset and East Devon Coast has an outstanding combination of globally significant geological and geomorphological features. The property comprises 8 sections along 155 kilometres of largely undeveloped coast. The properties geology displays approximately 185 million years of the earth's history, including a number of internationally important fossil localities.* Importantly the SOUV goes on to state that *The property also contains a range of outstanding examples of coastal geomorphological features landforms and processes …* Chesil Beach as a tombolo attached to Portland is one of those exceptional features.

iii. The site is not within the WHS, the WHS expressly removes the harbour and the northern shore of Portland around to where the Chesil spit is at its narrowest, figure 32. To the north the beach front development of Weymouth is also excluded from the WHS. These areas are excluded because the quality of the geology and geomorphology is not clear and the designation area of the very edge of the land from low water mark to the top of the cliff/beach does not reflect the OUV of the WHS.

Figure 32. The WHS alogn Chesil Beach and around Portland except for the harbour area

iv. It is clear that the ERF plant will impact upon the setting of the WHS.

5.6 Conclusion

The Appellant's SoC advises that the proposal has the potential to impact upon the

- The Dorset and East Devon Coast World Heritage Site (WHS).
- The Verne Citadel including the East Weare batteries on the north-east face of Portland, Scheduled Monument, grade II* and grade II
- Portland Port and Harbour listed structures – grade II listed
- Portland Castle - Scheduled Monument, listed grade I
-

- Sandsfoot Castle – Scheduled Monument
- Listed buildings within Castletown on the route to the Port – listed grade II
- Underhill Conservation Area

In addition, I identify the proposal has the potential to impact upon:

- Nothe Fort, Scheduled Monument
- Dorset AONB
- All conservation areas on the Isle of Portland
- Unlisted historic features along the east coast that are a key part of the stone working history of the isle
- The general experience of arrival on the historic Isle of Portland a place with a strong sense of history

6. IDENTIFICATION OF THE LEVEL OF HARM CAUSED TO HERITAGE ASSETS

6.1 Portland Port and Harbour listed structures

6.1.1 The historic port and harbour relate primarily to naval defence. The export of stone has benefitted from the harbour and port but the harbour has only been in place since the mid C19 initially as a harbour of refuge for the Navy and then as a fortified construction. All of the list descriptions for the structures and buildings in the harbour refer to the importance of the harbour as a record of the evolution of the Navy and associated technologies. Notably the list description of the caissons states that the structures have group value for the following reasons:

As part of a complete naval base of considerable importance, specifically designed as the first safe anchorage for the replenishment of the navy's fleet of steam-driven warships;

Portland Harbour and the nearby coast of the Isle of Portland has a significant collection of designated assets associated with the military history of the area, including Portland Castle (Grade I) and the East Weare Defences.

6.1.2 The harbour represents the history of the support and defence of the Navy from the mid C19 to the mid C20. It is notable for being the largest manmade harbour in the world in the mid C19; that is testament to the innovation and vision of the Government and engineers at the time. The group of listed buildings and structures at present still dominates the harbour in their grouping, figure 33. The vast scale and the prominence that they would have had in the C19 can still be appreciated as they have not been overwhelmed by oversized development in the C20.

6.1.3 Today, most of this important group is inaccessible as it is within the secure confines of the land owned by Portland Harbour. It can be seen from photographs and from The Verne that the historic estate is not well cared for, but that can be understood as the structures are no longer required for defence, but it still places irreplaceable listed buildings at risk of the loss of historic fabric. There appear to be a high number of important features that would be benefit from use; notably the grade II listed Engineer's Office and the grade II listed Coaling Shed. Far from supporting these failing listed buildings the ERF plant will seem to further blight their future use, figures 34 - 36: no plans for these buildings are included within the proposal.

Figure 33. The huge scale of the harbour which will be impacted by the imposition of the vast scale of the ERF which will reduce the historic impact of the scale of the harbour

6.1.4 The scale and prominence of the harbour grouping will be greatly impacted by the presence of the ERF plant which will be built close to the Engineer's Office and Coaling shed with no acknowledgement or design detail to accommodate their significance and grade II listed designation. The perception of the harbour as a vast space, figure 33, once the largest manmade harbour in the world will be hugely impacted by the scale of the ERF; the harbour and its structures will begin to appear diminutive. The attribute of massive scale that was so important at the time of construction and still survives today, will be lost as a result of the scale of the ERF plant in the setting of this important group of listed structures and buildings.

6.1.5 The exceptional scale of the harbour features in the mid C19 is a very important attribute of the important harbour grouping, and the perception of this once unique scale is currently conserved by the modern buildings in the port as none is overly large. The unchallenged scale of the historic harbour features can be appreciated in views from The Verne, figure 33. The view to the massive coaling shed, listed grade II, from The Verne, shown in figure 33, will be blocked by the bulk of the ERF plant.

6.1.6 The harm caused by the siting of the ERF within the setting of the important harbour group is found to cause a **high level of less than substantial harm** to its significance because of its quite remarkable evolution, uniqueness and scale in the mid C19 will become less understandable further to the construction of the very large plant which will dwarf the important, innovative and unique structures and buildings.

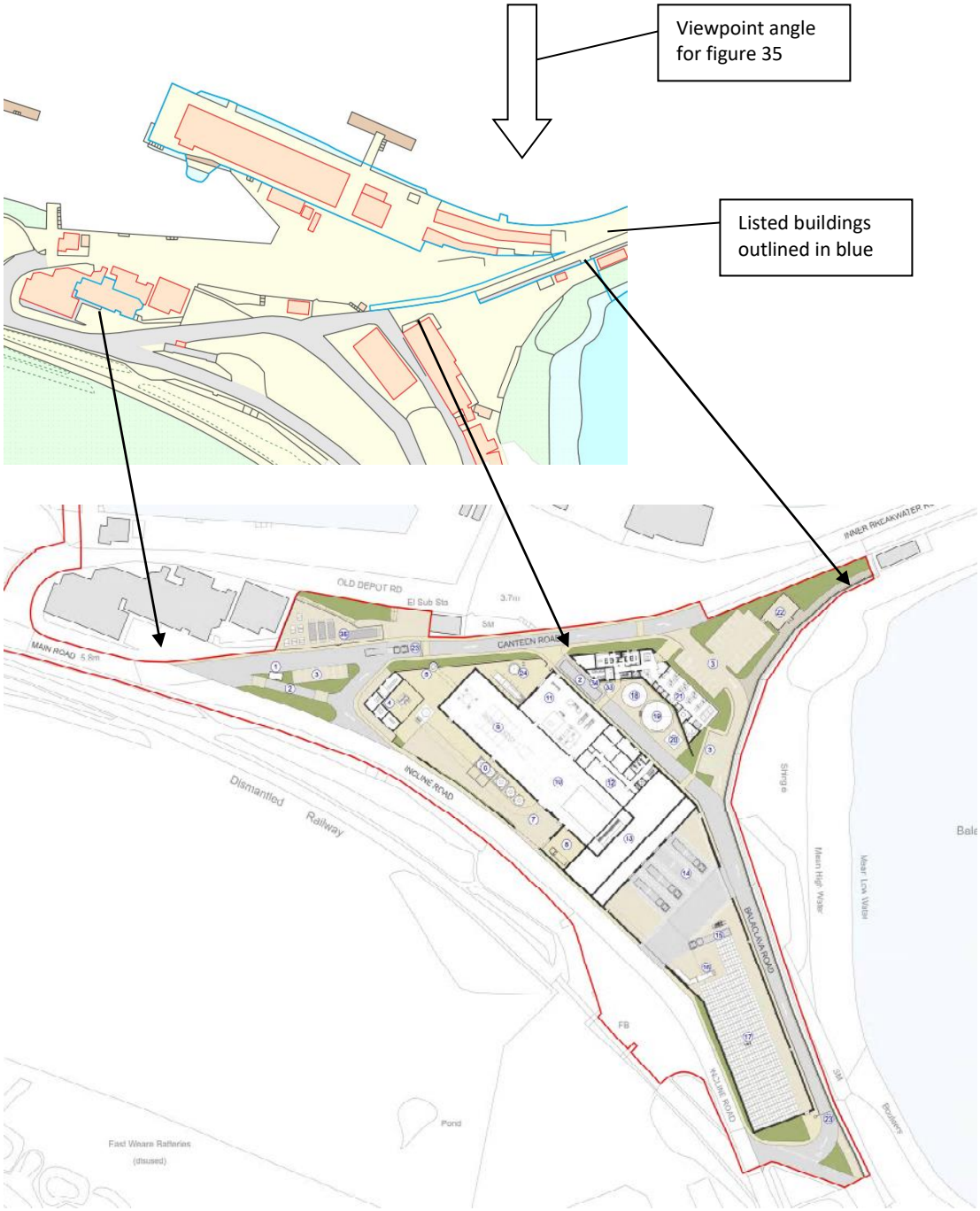

Figure 34. Proximity of the proposed ERF to the listed structures relating to the mid C19 breakwaters and associated structures. Details taken from the Appellant's planning submission.

Figure 35. Perspective of the proposed development, taken from the Appellant's planning application submission. Details taken from the Appellant's planning submission.

Figure 36. The proximity of the ERF plant to listed structures associated with the innovative and mid C19 harbour which was the largest in the world. Details taken from the Appellant's planning submission.

6.2 The Verne Citadel including the East Weare batteries on the north-east face of Portland: Scheduled Monument, grade II* and grade II

6.2.1 As with the impact on the harbour group of listed buildings, it is the scale of the ERF development that will impact upon the significance of what is currently perceived and was designed to be perceived as the massive scale of the Verne Citadel and the East Weare defensive sites. The massive scale of the structures on top of Verne Hill which dominates views of Portland from the north will be severely compromised by the vast scale of the ERF building and by the height of the stack, figure 37.

Figure 37. The huge northern gateway of The Verne that will have its apparent scale reduced further to the presence of the massive ERF in the harbour below; the harbuor which the citadel was developed to defend

6.2.2 The dominance of The Verne and the East Weare defensive structures, albeit that they are currently not apparent due to a lack of vegetation clearance, is an important part of their character and significance, being built to protect the largest harbour in the world. Dominating their setting is an important attribute of their significance. The loss in their dominance of the cliffs below Verne Hill due to the scale of the ERF rising up in front of the cliffs towards the massive defensive structures will cause a **high level of less than substantial harm** to the grouping as it is considered to both interrupt the important relationship between the defending structures on Verne Hill and the massive harbour it was deigned to protect and to diminish the significance of the citadel and batteries by virtue of the great bulk and height of the ERF plant to be introduced.

6.3 C16 Portland Castle, including the Captains House, listed grade II*

Portland Castle has already had its setting impacted by large scale later C20/C21 development, figure 38. The ERF plant will add to the modern development harming the setting of the castle. The presence of the stack and the plume which is understood to extend from the stack will add to the incongruous features within the wider setting of the grade I listed and scheduled castle. It is concluded that there will be a **low level of less than substantial harm** caused to the significance of the castle through the addition of further incongruous modern development, notably the stack, it's aviation lighting and operational plume within the setting of the castle.

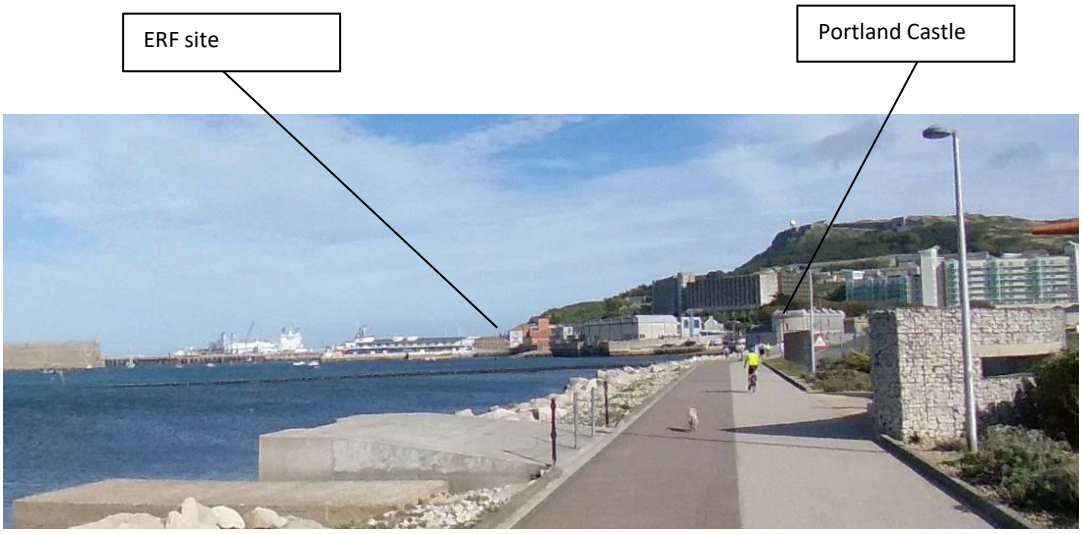

Figure 38. Portland Castle, looking east towards the site, with its setting shown to be already impacted by modern development

6.4 Sandsfoot Castle and Nothe Fort

Both of these important scheduled defence sites, Sandsfoot from the C16 and Nothe Fort from the later C19, look towards Portland across what was Portland Roads in the C16 which is now Portland Harbour. The view that is seen of Portland is however little altered from the two structures to that which would have been appreciated at their origin. From the other side of the harbour Portland is principally seen as a silhouette, figure 39. This silhouette will be impacted by the height of the ERF, notably its stack, plume and the aviation lights that are to be placed at the top of the stack for safety. Through placing a modern and incongruous structure in a setting that currently still allows the orginal views from the structures to be imagined, with little interference, the proposal is found to cause a **moderate amount of less than substantial harm**.

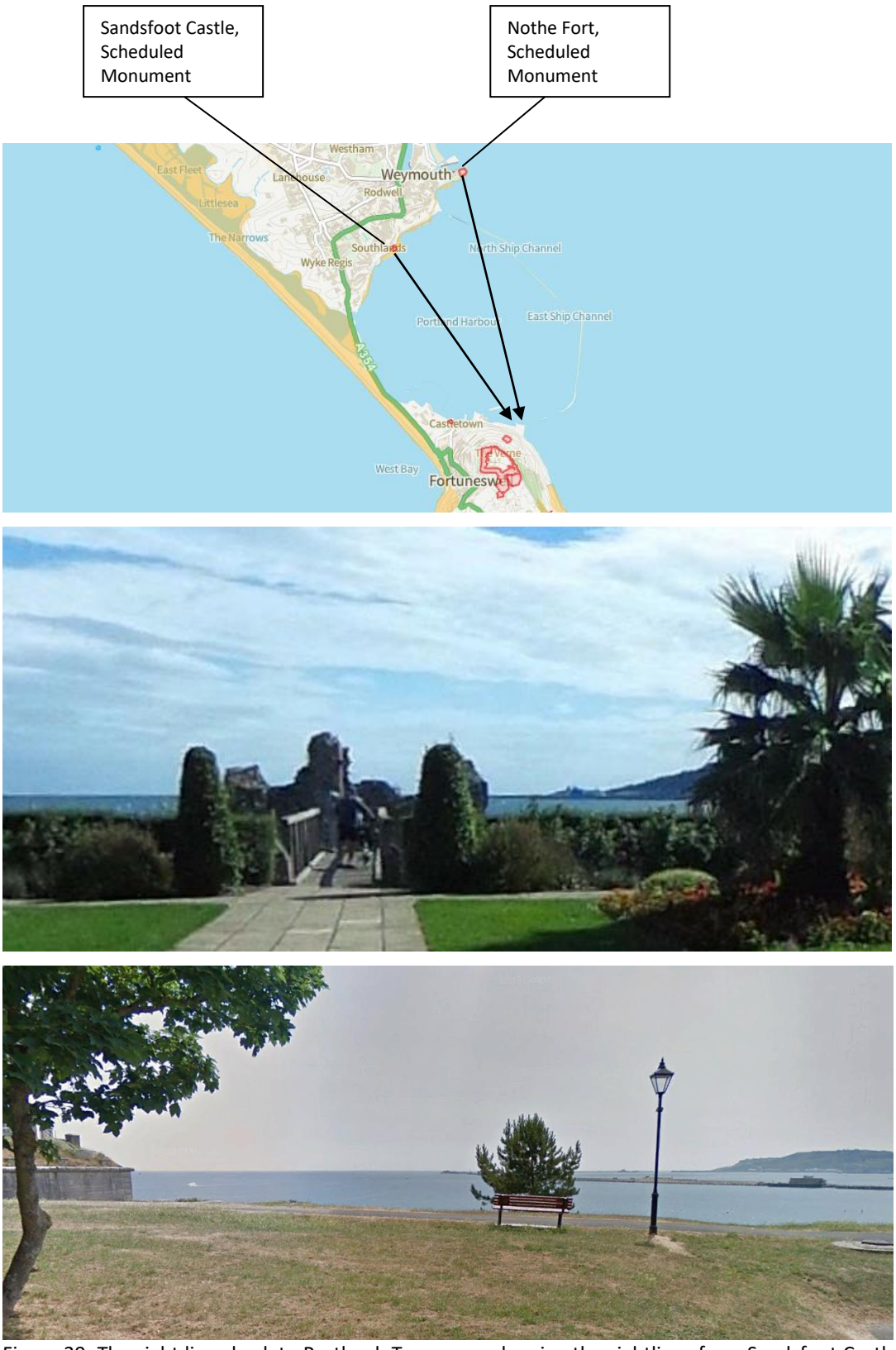

Figure 39. The sight lines back to Portland. Top – map showing the sightlines from Sandsfoot Castle and Nothe Fort. Middle – view over the top of Sandsfoot Castle, from its gardens, to Portland. Bottom – View from the park east of Nothe Fort back to Portland. The ERF plant will be readily apparent in these views where currently Portland is seen in silhouette with little change to the silhouette since the construction of the defense buildings.

6.5 Listed buildings within Castletown on the route to the Port

Two, grade II listed buildings along Castletown, the Royal Breakwater Hotel and 1, Castletown, are found to be impacted by the proposal, firstly by the presence of the ERF plant in views off to the east and secondly by the reported 80 HGV movements a day along the road that are reported as being the operational expectation of the ERF. Expressly built to serve and benefit from the business at the port and harbour; the buildings would not be there if the port and harbour were not there so to be impacted by development in the harbour need not be an inappropriate change to the setting of the listed buildings. The proposed change to the harbour setting is however considered to be extreme by virtue of the scale of the backdrop of the modern plant and its stack and the number of HGV movements resulting in a **moderate level of less than substantial harm**.

6.6 Portland's Conservation Areas

6.6.1 It is due to the consideration of experiential setting that it is suggested that all of Portland's Conservation Areas could be impacted by the proposal, even if there is no direct view of the plant from the conservation area. The approach is taken because it is found that the arrival experience on Portland is such a fundamental part of appreciating the surroundings in which the conservation areas exist, as there is only one way land route on to the isle and crossing the narrow spit is such an unusual experience, that it is part of the character of the conservation areas and that to alter that arrival experience therefore alters their character. The plant will alter the way in which the spaces on Portland are experienced because of the vast scale and very obvious and incongruous appearance of the plant when crossing to the isle along Portland Beach Road, at night and in the day, and also because of the significantly increased volume of HGVs that will be experienced on travelling to and from any of the conservation areas.

6.6.2 While Grove, Portland and Weston Conservation Areas will have no direct sight of the plant, other than en route to the isle across the spit, the Castletown area of Underhill Conservation Area will be directly impacted by the proposal as it will become part of the eastern backdrop to the conservation area. For the Castletown area of Underhill Conservation Area, even though the port is an established part of the setting of the conservation area, the plant will become a prominent and incongruous feature.

6.6.3 The proposal is found to cause a **low level of less than substantial harm** to Grove, Portland and Weston Conservation Areas and a moderate level of harm to Underhill Conservation Area.

6.7 Dorset AONB

6.7.1 As detailed in the evidence of the Rule 6 Party's landscape witness, the proposal will cause harm to the setting of the AONB because of the way it will disrupt the sense of place which is engendered by the evolution of the landscape by man's intervention; everything from earthworks to the C19 Porland Harbour. The AONB MP, page 54 states that: *With relatively little large-scale development, the Dorset AONB retains a strong sense of continuity with the past, supporting a rich historic and built heritage.* The ERF development will introduce a very large scale development into the setting of the AONB, which will be incongruous and take away from its very strong connection with the past.

6.7.2 The AONB MP Policy A2: *Management of land and sea conserves and enhances the historic environment* which specifically states at c. *Discourage practises which are harmful to the AONB'S historic environment*. The setting of the AONB is considered to be part of its environment so Policy A2 is considered to apply. The need to protect the setting of the AONB in order to conserve its attributes is stated at AONB MP Policy C1: *The AONB and its setting is conserved by good planning and development,* where part. c states: *The landward and seaward setting of the AONB will be planned and managed in a manner that conserves and enhances the character and appearance of the AONB. Views into and out of the AONB and non visual effects, such as noise and wider environmental impacts, will be appropriately assessed.* The proposal plainly does not comply with this policy and will cause harm to the AONB by having an obvious and incongruous presence In its setting.

6.7.3 The level of harm that is considered to be caused to the historic environment of the AONB is considered to be a **moderate level of less than substantial harm** because of the exceptional historic environment which would be impacted by the proposal and the wide range of locations from where the perception of the sense of place would be impacted.

6.8 Jurassic Coast World Heritage Site

6.8.1 All of the reasons why the proposal would harm the historic environment of the AONB apply to the impact of the proposal upon the WHS. The proposal will impact upon the current perception of the historic environment of the WHS in views towards Portland where the settlement pattern and stone working history of the isle relates to geology and geomorphology and will impact upon the setting of the Chesil/Portland tombolo as well as impacting upon the general appearance of the north coast of Portland.

6.8.2 As stated in the WHS PP at Policy R4: *Those elements of landscape character, seascape, seabedscape, natural beauty, biodiversity and cultural heritage that constitute the WHS's functional or experiential setting are protected from inappropriate development.* The experiential setting of the WHS will undoubtedly be impacted by the proposal as it will be an incongruous, very large building, with a tall stack, with a plume and aviation lights in very close proximity to the WHS, see figure 36. The development will be in closer proximity to the WHS than it will be to the AONB as the WHS boundary is drawn tighter to Portland Harbour than the boundary of the AONB.

6.8.3 UNESCO and the DCMS have been kept informed of the progress of the development through the planning system and the objections and concerns that it is raising. Both UNESCO and DCMS refer to the role of Historic England in assessing the impact of development upon WHS's. In this case the WHS is natural, not manmade, and this is not within the remit of Historic England, so it is also for Natural England to provide comment. Historic England has however commented in an undated statement submitted to Felicity Hart, Councils' case officer, referring to the Council's letter of 11th September 2023: *The proposal for the energy recycling facility has the potential to impact negatively on the setting of the globally significant geological and geomorphological features. We agree with the Jurassic Coast Trust's view that the proposed development would negatively impact the Outstanding Universal Value of the World Heritage Site as a result of development within its setting.*

6.8.4 It is acknowledged that the AONBs that extend along the Dorset and East Devon coasts provide the poliocy protection and management to protect the setting of the WHS. In finding that the proposal harms the AONB then it must be found that the proposal harms the WHS. It is considered that the proposed development would cause a **moderate level of less than substantial harm** to the historic environment of the WHS because of the negative experiential impact the proposal would have upon the ability to enjoy the WHS as it will have a greater visual impact upon the current appearance of the harbour within the natural environment distracting from the natural and historic character of the setting of the WHS.

6.9 Unlisted historic features along the east coast that are a key part of the stone working history of the isle

6.9.1 Kings Pier, Folly Pier, Durdle Pier, once guarded by C15 Rufus Castle, a Scheduled Monument and listed grade I, and the quarry workings above the piers along East Weare are very important parts of the history of the Isle and its stone working industry. Conservation and potential use of the piers is supported in the Portland Neighbourhood Plan (NP) at Policy EN5. The community recognise the significance of the piers and describe their importance in detail in the NP. The presence of the ERF plant within the setting of the piers and historic stone workings will take away from their historic integrity reducing the ability to enjoy and fully engage with the history of the east coast of the Isle. The east coast is undeveloped other than for a group of large, but low, portal fame buildings, figure 40. The extreme size of the plant and its stack will harm the otherwise unaltered setting of the east coast and the setting of the non-designated heritage assets which the community seek to conserve.

6.9.2 The plant is considered to cause a **moderate level of less than substantial harm** to the historic environment of the east coast because of the impact it will have on an otherwise reasonably well conserved part of the historic stone workings along the coast.

Figure 40. The well conserved east coast of Portland where the historic stone export piers are located. Top – aerial photographs showing the east coast © Google Earth. Botton – the low, but large, portal frame building that are the on development along the east coast

6.10 <u>The general experience of arrival on the historic Isle of Portland</u>

6.10.1 The NP at para. 7.6 states: *Portland is an historic and special environment in so many ways. The built environment is arguably as significant and important as the natural environment.* At para. 7.7. it goes on: *The close relationship between the Island's stone history and its natural and public realm are emphasised by the variety of installations that can be found across the Island. These stretch from more subtle examples such as Nicodemus and Pulpit Rock, to structures such as Lano's Arch or the tipping bridges; all of which have left features which are considered integral parts of the Island's heritage. To these can be added a wide range of sculptures, public realm and art installations such as the Spirit of Portland Sculpture and Boat Crane at New Road, Sculpture Park in Tout*

Quarry, Legacy Trail Cairns, The Memory Stones and Olympic Rings, together with a wide range of memorials including the Cenotaph. The location and setting of many of these are as important as the feature themselves. Encroachment and poorly considered options for land use can undermine their impact and importance just as much as any heritage building.

6.10.2 Portland has a huge sense of connection with its geology and a sense of being apart and away from the mainland. This is sensed acutely as you leave the mainland, cross the Ferry Bridge and venture along the narrow strip of Portland Beach Road running along the shingle spit. It is a different place to the mainland and that difference is obvious and cherished by the community and efforts are made in the NP to protect the things that are special about the Isle. The ERF plant will have a huge visual impact, will cause a large increase in HGV movements on and off the isle and it will bring noise to a place that is generally quiet, other than for the sea and wind. The isle has been used to very noisy industry in the past as well as sounds associated with defence; those sounds were related to uses deeply embedded in the character of the isle; its stone working and defence uses. An energy recovery facility has no integral connection with the isle; its impact has nothing to do with the exploitation of the natural assets of the isle. It will be an alien and incongruous feature on the isle which will diminish its special character,

6.10.3 The ERF is considered to cause a **high level of less than substantial harm** to the overall character of Portland which is a result of its geology and topography and the historic land uses that developed to exploit its assets.

7. CONSIDERATION OF THE APPELLANT'S PROPOSED 'MITIGATION'

7.1 Overview

The Appellant submitted a *Framework Heritage Mitigation Strategy* (FHMS) as an addition to the planning application on 30th July 2021. This strategy sought to provide heritage benefits to outweigh any harm caused to the historic environment by the ERF plant. The benefits were in two parts:

1. Removal of vegetation from East Weare Battery E, scheduled monument

2. Linking up of an historic route that has been truncated by initially the construction of the mid C19 defences and then by the securing of Portland Port, the operation of the Appellant

In February 2023 advice was received from both Historic England and the Conservation Officer, Dorset Council that the mitigation would cause a degree of harm to the historic environment and was not so significant that it would outweigh the harm caused to the historic environment by the ERF proposal. In March 2023 the footpath was expressly removed from the application by the applicant, now the Appellant. Further to the refusal to grant planning permission and the submission of the appeal, the Appellant wishes the footpath to be included the consideration of the proposal at appeal.

7.2 Removal of vegetation from East Weare Battery E

7.2.1 The appellant advises that the East Weare Battery, a scheduled monument, has been on Historic England's Heritage at Risk Register for 10 years. It is clear from the evidence provided in the 'walkover' by the Appellant's commissioned ecologists, in July 2021, see the FHMS, that the battery is entirely cloaked in vegetation, figure 41, only a gun emplacement remaining apparent. The proposal provided in the mitigation strategy is the removal of vegetation; however skilled, careful and lengthy a task that might be. There is noproposal to carry out nay repairs; however minor. The proposal does not allow for the conservation, access to or a new use for the battery. The battery will merely become an apparent feature left open to the exposure of the weather that will be visible from an existing footpath, te footpath that leads south from Cemetery Road, figure 45.

Figure 41. Record of the overgrown nature of Battery from the ecology walkover submitted by the appellant

Figure 42. Proximity of existing public access to Battery E

7.2.2 The FHMS at para. 3.07 states that: *It is concluded that the removal of vegetation from the structure is beneficial to the long-term protection of E Battery and is considered an essential part of an evolving conservation strategy.* There is however no detail of a conservation strategy or commitment to the provision of a conservation strategy or even any emergency repairs.

7.2.3 The Appellant, in the *Structual Inspection* prepared by Mann Williams in 2021, submitted as part of the FHMS, helpfully overlays the form of Battery E on to the current overgrown site, figure 43. The existing path can be seen to be close to the Battery. It is also observed that with just a slightly raised platform that a very good view of Battery E could be obtained from the publicly accessible Jail House Café area of The Verne along with an ability to interprete the remainder of the lost defenisive features that were laid out below the Citadel to help defend the harbour, figures 44 - 46.

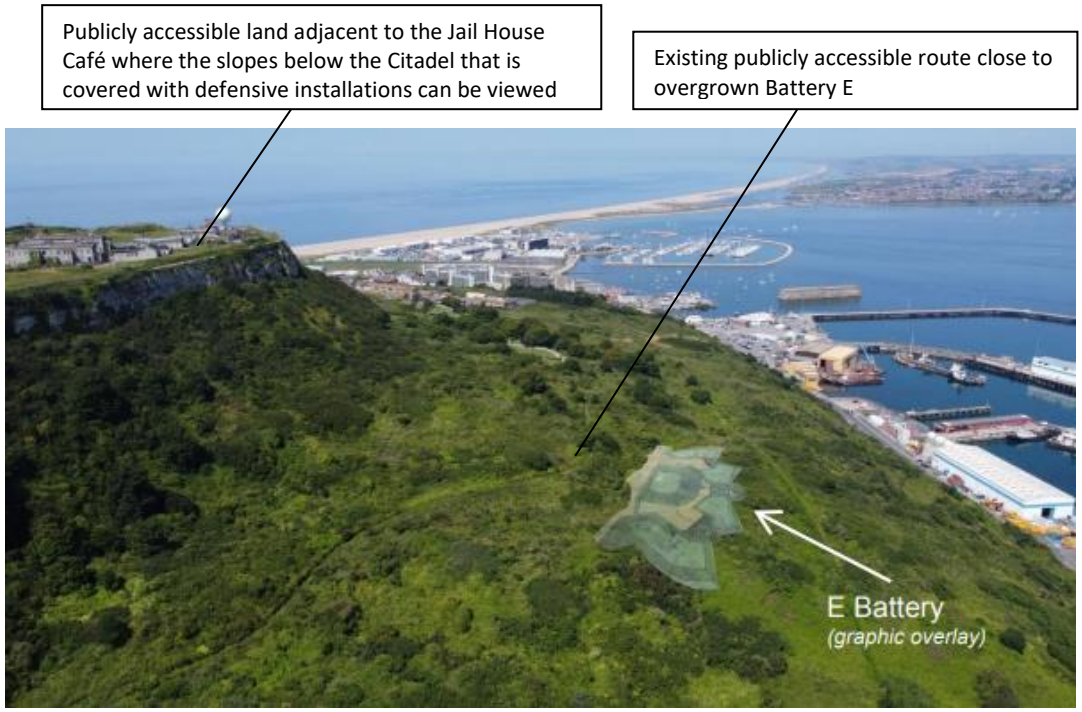

Figure 43. Proximity of existing public access to Battery E – image from the Mann Williams

Figure 44. The view that is currently possible from the publicly accessible area adajcent to the Jail House Café, within The Verne Citadel, which allows the historic harbour and defences to be located and interpreted

Figure 45. The publicly accessible garden area adjacent to the Jail House Café from where the slopes below the Citadel can be seen – see figure 43

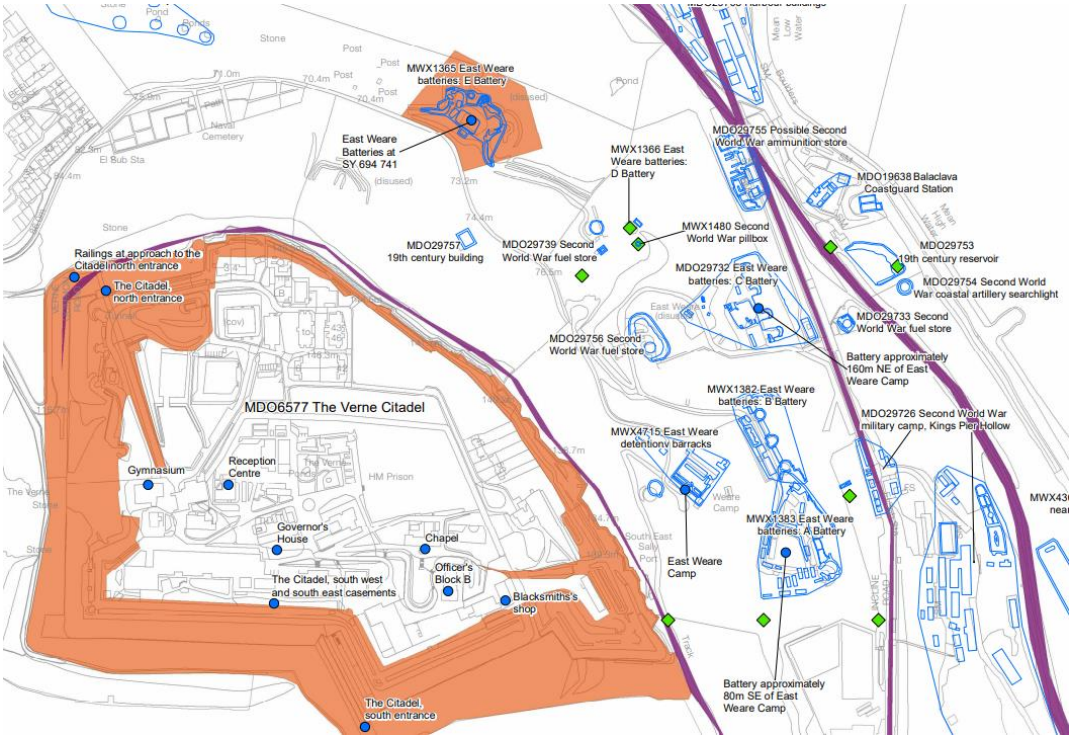

Figure 46. The range of defensive structures lost in the vegetation of the slopes below The Citadel, image taken from the Appellants FHMS

7.3 Provision of a new length of publicly accessible path

7.3.1 The Appellants second element of suggested mitigation to balance out any harm to heritage assets casued by the ERF plant and operations, is the reconnection of a long truncated footpath to permit an alternative footpath route around the isle, passing to the seaward, east, side of The Verne and reporteldy permitting a greater ability to interpret Battery E, scheduled monument and other East Weare defences. It can be seen on the OS map, figure 47, as noted at para. 7.2 above, that a publicly accessible path is already in place close to Battery E, figure 45.

7.3.2 The path that is proposed as an additional public amenity can be seen by virtue of the 1901 OS map, figure 48, to be an historic route that was first truncated when the Weare was taken over for the construction of The Citadel and the associated East Weare defensive installations. The current accessible path, leading on from the cemetery, leads on further than it did in 1901, an improvement in terms of accessibility.

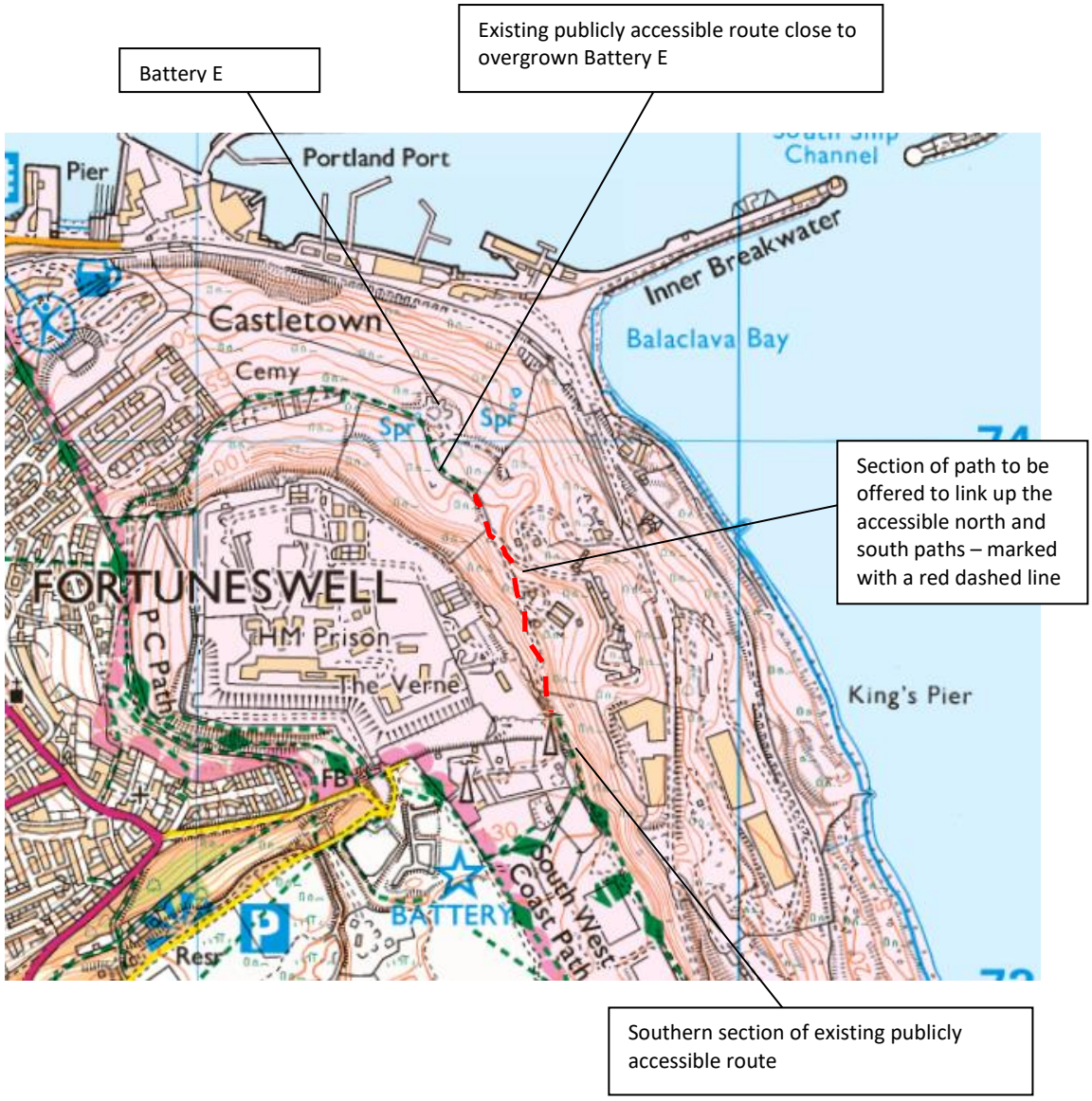

Figure 47. The section of path offered as mitigation against harm to the historic environment by the Appellant. OS Licence 100057879

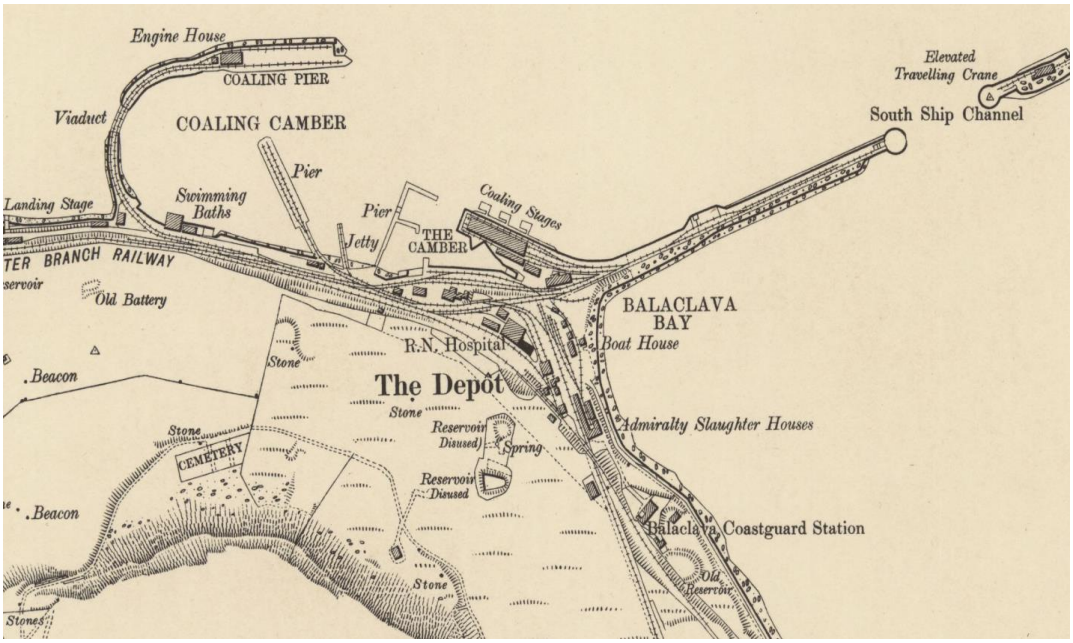

Figure 48. OS map 1901 showing the path around East Weare blocked east of the cemetery.

7.3.3 The proposed path will run along the historic route with security gates at either end in case of the Port Authority needing to secure the route or carry out management as it is noted that the path is the route of a dual pipeline – see application drawing 1081-02-38, issued 11th May 2021: *Proposed Access Route.* The proposed route is shown on updated drawing 1081-02-39-1, August 2023, figure 49, which has been submitted to the appeal by the Appellant as part of the *Updated Access Path Strategy Paper, August 2023.* The August 2023 paper includes details of the fences and gates that are necessary to secure the path as access into the secure port area cannot be permitted. A security fence comprising vertical metal pales, rising to 2.5 metres must be run along the seaward side of the path to secure the port area from public access, figure 50.

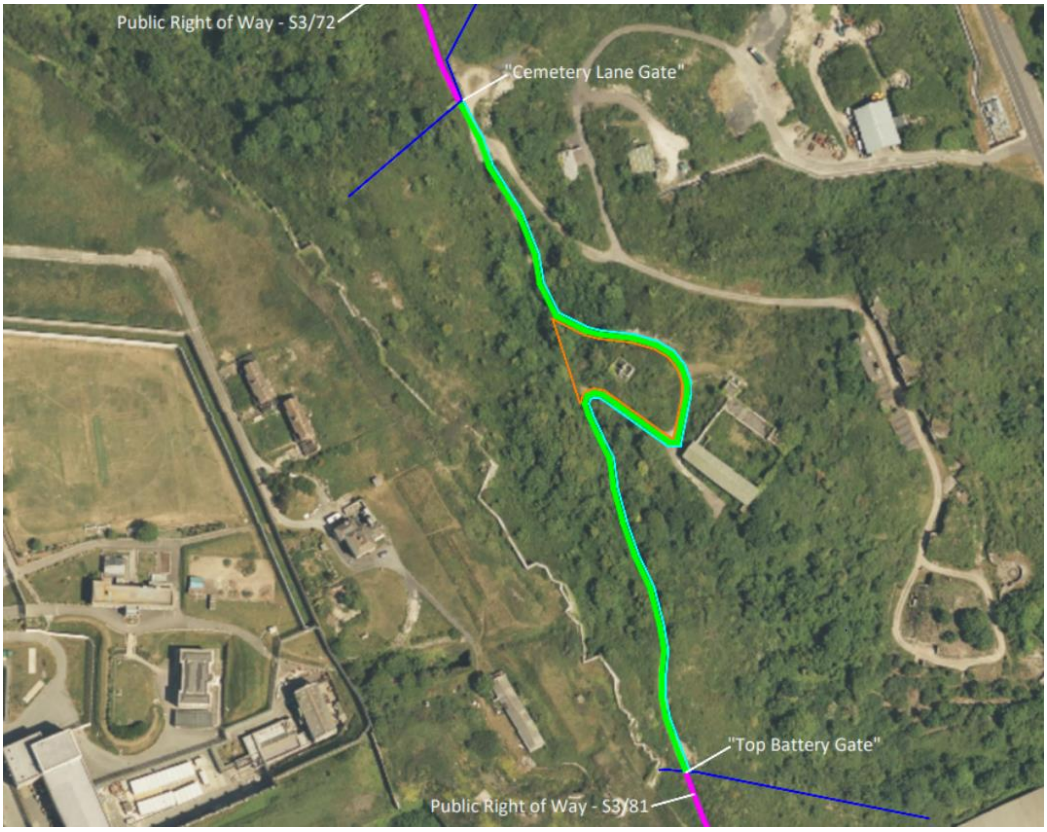

Figure 49. Extract from drawing 1081-02-39-1, August 2023, submitted to the appeal by the Appellant showing the conecting path that is being offered as mitigation against harm to the historic environment

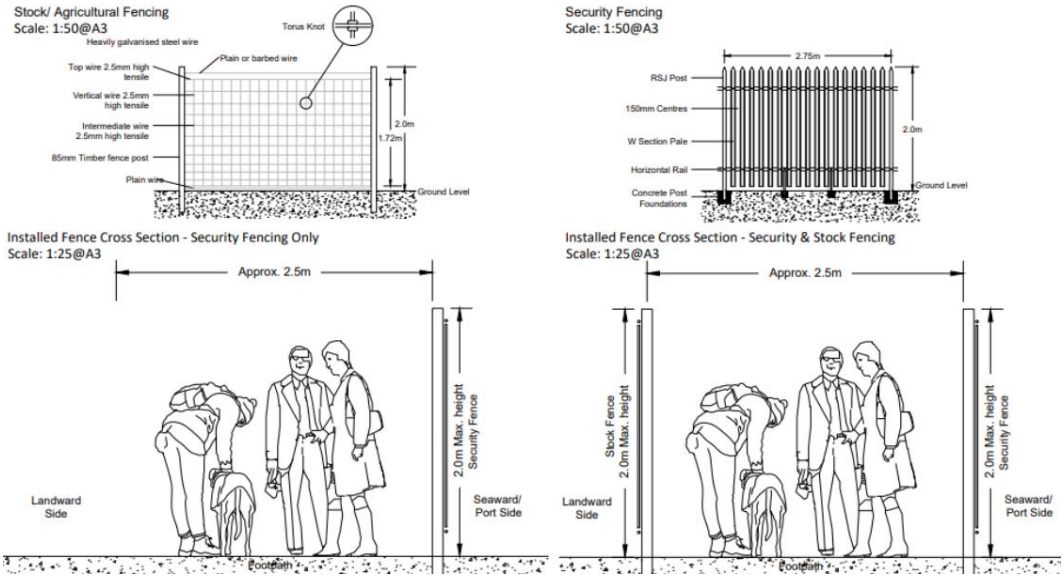

Figure 50. Details of the gates and fences required along the path, details submitted to the appeal by the Appellant in the *Updated Access Path Strategy Paper, August 2023*

7.4 Consideration of the public benefit of the proposal

7.4.1 Off development site benefit

It is to be noted that the proposal is not within the red line of the application, figure 53.

Figure 51. The proposed foot path not shown within the red line plan submitted with the proposal

7.4.2 Consideration of the condition of Battery E

i. Battery E was listed grade II in 1993. The significance of the date of the listing is that the list description of the battery indicates that full access to the structure was possible in 1993. The severe overgrowth, to such an extent that the bulk of the building is inaccessible and cannot be seen, must therefore have occurred since 1993. It is understood that the Navy departed from Portland in 1995; presumably the Appellant has owned the battery since 1995. It is regrettable that no works of basic vegetation clearance have been undertaken since ownership. The NPPG advises that: *Disrepair and damage and their impact on viability can be a material consideration in deciding an application*. *However, where there is evidence of deliberate damage to or neglect of a heritage asset in the hope of making consent or permission easier to gain the local planning authority should disregard the deteriorated state of the asset in any decision. Local planning authorities may need to consider exercising their repair and compulsory purchase powers to remedy deliberate neglect or damage.*

Para: 014 Reference ID: 18a-014-20190723 Revision date: 23 07 2019

ii. It is appreciated that the defence structures on East Weare that have fallen into the ownership of the Port are probably considered to be a liability rather than an asset. However, the reality of the owner benefiting from actions, which in policy terms should not be rewarded, should be considered.

7.4.3 Review of the benefit of the proposal to Battery E

i. It is of conservation concern that the proposed works for Battery E only relate to the removal of vegetation; there is no contingency offered for the management of any collapse, the need for stitching, capping or pointing. There are very real concerns that removal of vegetation along with no contingency for at least emergency repairs could leave the building more at risk than it is at present. While the removal of vegetation, very carefully as specified, is to be welcomed, the removal of vegetation with no plan for solving any structural or construction issues is a major concern. The Mann William report mentions a conservation strategy; none has been presented. As a stand alone proposal, it is held that the removal of vegetation could pose a greater threat to the conservation of the building than taking no action at all. If the Appellant is willing to take on work to Battery E then a management plan should be prepared for the long term welfare of the building.

ii. It is understood that there are interested groups that may well be willing to take on vegetation clearance as part of a long term plan for the battery. Historic England advised in a consultation response of 5th November 2020 that: *Historic England disagrees with this view* (that the battery and other heritage assets have lost any inter-visibility) *and is currently working with volunteers to remove scrub and vegetation from the monument*.

iii. It is suggested that re-routing the security fence around Battery E, as its is close to the footpath, to permit public access and then working with voluntary interest groups to conserve Battery E, is a safer alternative than the current proposal. It is also to be noted that any works to Battery E will require a grant of Scheduled Monument Consent as advised by Historic England in a consultation response of 25th August 2021; no Scheduled Monument Consent appears to have been discussed.

7.4.4 Review of the benefits of the path

The path can readily be seen to offer a good alternative amenity to permit access around the east side of The Verne. The path will however not permit views due to the dense, security fence which will rise to 2.5 metres high so it cannot be seen that it will permit a very good view of the East Weare defences, even with the provision of interpretation boards provided along the path as proposed by the Appellant. Views from The Verne are potentially superior in allowing the East Weare defences to be appreciated than those from the footpath. The path can be seen to be a good amenity for the community and visitors but cannot be considered to be a proposal that enhances the historic environment or benefits the historic environment in anyway.

7.5 Conclusion

The proposed works to Battery E are considered to be of concern. Without a conservation strategy or any contingency for emergency repairs, with no specification for those repairs being provided, the removal of vegetation could threaten historic fabric through collapse and through leaving fabric exposed to severe wind and rain damage. The proposed works to the path while offering a good public amenity, are not considered to provide any form of heritage benefit. It is concluded that what the Appellant describes as mitigation would not provide any direct heritage benefit, could harm a Scheduled Monument/listed building but does provide a small public benefit through enhancing the isle's footpath network.

8. CONCLUSION WITH REGARD TO POLICY COMPLIANCE OF THE PROPOSAL AND THE LEVEL OF HARM TO BE FED INTO THE PLANNING BALANCE EXERCISE

8.1 Ancient Monuments & Archaeological Areas Act 1990 & Government Policy Guidance

8.1.1 Five Scheduled Monuments are considered to be caused less than substantial harm by the proposal, at the following levels:

- The Verne Citadel – high level of less than substantial harm
- Battery E, East Weare – high level of less than substantial harm
- Sandsfoot Castle – moderate level of less than substantial harm
- Nothe Fort – moderate level of less than substantial harm
- Portland Castle – low level of less than substantial harm

The high level of less than substantial harm found to be caused to the significance of The Verne Citadel is concurred by Historic England in a consultation response of 5th November 2020: *We disagree that the proposed development will appear as a localised addition within the foreground of the distinctive and dominant Verne Citadel which holds a commanding presence in views, both near and far. The proposed development will feature as a prominent addition to the foreground of several heritage assets and will have a detrimental effect on their significance as strategic military structures through visual dominance. The group value of the heritage assets adds to their historic interest and makes an important contribution to their significance within their shared setting and surroundings in which they are appreciated. Of particular concern is the impact of views to and from these assets.* For a similar reason, a moderate level of less than substantial harm is found to be caused to Sandsfoot Castle and Nothe Fort. Due to its already impacted setting, a low level of less than substantial harm is found to be cause to Portland Castle.

8.1.2 In addition, the proposal to remove vegetation from Battery E with no contingency for emergency repairs, structural support, future repair or management, is found to have the potential to cause substantial harm to the Scheduled Monument. Scheduled Monument Consent is required for any work to the Battery; none is the apparent in the application or appeal submission.

8.1.3 The legislation within the Monuments Act is not relevant to this proposal, other than the proposed works to the Battery, however the Government Policy Statement relating to scheduled monuments advises that *In addition to their intrinsic value, ancient monuments can contribute to our perceptions of cultural identity and spirit of place, including the character of our landscapes and seascapes.* This matter needs to be addressed when considering the planning balance required by the NPPF as discussed in 7.3 below.

8.2 Planning (Listed Buildings and Conservation Areas) Act 1990 (the Act)

8.2.1 Further to the identification of listed buildings that would have their significance affected by the presence of the ERF plant in their setting, where that setting makes a contribution to the significance of the listed building, the plant is found to fail to preserve the setting of the following listed buildings contrary to the Act S.66, which states that special regard shall be had to *the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses:*

High impact

- The Verne Citadel, gateways and casemates, listed grade II*
- Portland Harbour group of buildings including Engineer's Office, coaling shed and breakwaters, listed grade II
- Defensive structures on East Weare, listed grade II

Moderate

- Royal Breakwater Hotel, listed grade II
- 1, Castletown, listed grade II

Low

- Portland Castle, listed grade I
- Captain's House, listed grade II*
- Numerous grade II listed buildings within The Verne

8.2.2 The proposed ERF plant would impact upon the settings of in excess of twenty listed buildings: 1 grade I listed building (Portland Castle), 5 grade II* listed buildings (The Verne gateways, casemates, Captain's House), and over 15 grade II listed buildings (including East Weare defences, Portland Harbour buildings and structures, Royal Breakwater Hotel and 1, Castletown) contrary to the principle of the Act S. 66. The impact is considered to be high to a large group of buildings including the very important Portland Harbour

grouping and the dominant Verne Citadel and East Weare defences grouping, with its high grade II* listing and numerous grade II listings.

8.2.3 The Act S. 72 (1) requires development to preserve or enhance the character and appearance of a conservation area. All four conservation areas on Portland are considered to have their character impacted by the proposal, with Underhill Conservation Area notably affected. The ERF plant in affecting the arrival experience on the isle which is considered to be a part of the character of the conservation areas and through impacting upon the setting and character of Underhill Conservation Area through its dominance in the harbour and the number of HGV movements that will be generated will fail to accord with the requirements of the Act S. 72.

8.3 NPPF Section 16: Conserving and enhancing the historic environment

8.3.1 NPPF para 193 advises that *When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be give to the asset's conservation. The more important the asset, the greater the weight should be.* Para 194 identifies scheduled monuments, grade I listed buildings and grade II* listed buildings as *designated heritage assets of the highest significance* and advises *that Significance can be harmed or lost through alteration or destruction of the heritage asset or through development within its setting.* The ERF plant is found to impact upon the significance of high significance designated heritage assets at The Verne, East Weare Battery E, Nothe Fort, Sandsfoot Castle and Portland Castle as well as upon a World Heritage Site. In addition, the ERF proposal is found to harm the settings of grade II listed buildings, conservation areas, an AONB and non-designated heritage assets. The level of harm in accordance with NPPF para. 196 is found to cause less than substantial harm, on a scale from high to low. In all cases great weight must be given to the conservation of the designated heritage asset.

8.3.2 The NPF at para. 194 advises that any harm to a designated heritage asset, including from development within its setting, requires clear and convincing justification. It is for others to present evidence of whether there is sufficient justification for the harm.

8.3.3 With designated heritage assets, para 196 advises that public benefits should be weighed against the less than substantial harm. The Appellant has offered 'mitigation' in the form of opening a section of path and removing vegetation from Battery E on East Weare. Other than enhancing an amenity for the public, the mitigation is not found to offer any public benefit. It is for others to review other public benefits of the proposal.

8.4 Weymouth & Portland Local plan 2015

The proposal is found to fail to comply with the requirement that: *Development should conserve and where appropriate enhance the significance*. The ERF proposal is not considered to comply with the requirement to have: *A thorough understanding of the significance of the asset and other appropriate evidence including conservation area character appraisals and management plans should be used to inform development proposals including potential conservation and enhancement measures.* It is for others to debate whether in accordance with policy the harm to the significance of a designated or non-designated heritage asset is justified, whether the harm is outweighed by public benefits of the proposal. It is found that the policies suggestion to seek mitigation for any harm has not been provided in the proposal.

8.5 Dorset AONB Management Plan, CROW 2000 & NPPF

8.5.1 The statutory framework for Areas of Outstanding Natural Beauty (AONB) is provided by the Countryside and Rights of Way Act 2000. This states that*:* "… *the primary purpose of designation is to conserve and enhance the natural beauty of areas designated as AONB."* The 'natural beauty' of AONBs is partly due to nature and is partly the product of many centuries of human endeavour. *AONBs are cultural landscapes, shaped by people. Very little in the English landscape can be described as 'natural', being the result of many centuries of human influence*[5]*.* The historic environment is identified as part of the AONB's natural beauty. The NPPF advises that great weight should be given to the conservation of landscape and the scenic beauty of AONBs. The ERF plant is found to harm the historic environment of the AONB and therefore it also harms the natural beauty of the AONB and subsequently it must be held that it fails to comply with the requirement of the

[5] *South Devon AONB, Management Plan 2014 – 2019,* page 11

Countryside and Rights of Way Act 2000 and the landscape conservation policies of the NPPF; this is discussed further in the Rule 6 party's landscape witness's evidence to the inquiry.

8.5.2 The ERF plant fails to satisfy the historic environment in accordance with Policy A2 which seeks to enhance the historic environment through discouraging practises which are harmful to the historic environment and fails to conserve the setting of the AONB in accordance with Policy C1. The proposal does not comply with the AONB MP as it will cause harm to the AONB by harming its setting.

8.6 Jurassic Coast World Heritage Site

The ERF Plant fails to comply with the WHS PP as it harms the experiential setting of the WHS. UNESCO and the DCMS advise that Historic England will advise on the proposal; Historic England concludes that the proposal will negatively impact upon the Outstanding Universal Value of the World Heritage Site as a result of development within its setting.

8.7 Portland Neighbourhood Local Plan, Policy Port/EN4

The proposal is found to fail to comply with the policy through failing to maintain or enhance the character and setting of any designated or non-designated heritage assets.

8.8 Conclusion

8.8.1 In assessing the planning balance for the ERF plant, evidence for the following findings has been presented in this statement and should be fed into the balancing exercise:

1. The proposal fails to satisfy S.66 and S.72 of the Act, through failing to preserve the setting of listed buildings and not preserving the character and appearance of conservation areas.

2. In accordance with the NPPF the proposal is found to cause a high level of less than substantial harm to a highly graded designated heritage asset, The Verne Citadel, both a scheduled monument and listed grade II*, a high level of less than substantial harm to the very important Portland Harbour grouping of listed buildings, as well as moderate to low levels of less than substantial harm to a range of designated and non-designated heritage

3. assets including highly graded designated heritage assets, notably causing a moderate level of harm to the Jurassic World Heritage Site. A high level of less than substantial harm should be fed into the planning balance exercise.
4. It is for others to decide whether, in accordance with the NPPF, the harm caused to the significance of heritage assets has clear and convincing justification.
5. It is concluded that the mitigation offered by the Appellant provides a footpath that enhances public amenity but offers no direct benefits to the historic environment and could harm the historic environment.
6. It is for others to decide whether, in accordance with the NPPF, there are public benefits that outweigh the harm to the historic environment that has been identified.
7. The ERF plant is found to cause a moderate level of less than substantial harm to the Jurassic Coast WHS and not to comply with policies of the WHS PP.
8. The ERF plant is found to harm the Dorset AONB and not to comply with the AONB MP.
9. The ERF is found to harm non-designated heritage assets of local interest as well as the overall historic character of Portland and not to comply with the Portland Neighbourhood Local Plan.

Overall the proposal can be seen in a number of way to fail to comply with NPPF para. 189 which requires heritage assets to be conserved in a manner appropriate to their significance.

8.8.2 It is considered that the following 2 identified impacts are the most significant and should be given the greatest weight in considering the planning balance for the proposed turbine:

- A **high level of less than substantial harm** to the significance of the highly grade grouping of The Verne Citadel and the associated defences on East Weare along with the Portland Harbour grouping of listed buildings as The Verne and associated defences that were constructed to defend Portland Harbour, the largest manmade harbour in the world in the mid C19, where there are individually important

structures and buildings but cumulatively they are a remarkable, well preserved and globally unique and important grouping.

- A **moderate level of less than substantial harm** to the Outstanding Universal Value of the World Heritage Site because, even though the site is outside the WHS, Portland is an extremely important part of the WHS by virtue of the all- pervading influence of the isle's geology and geomorphology on the evolution and character of the isle and because of the impact of the proposal upon the experiential setting of the WHS.

8.8.3 In summary this statement has found that the proposal will harm the unique character of Portland as it will harm the historic environment which tells of the evolution of the isle and creates the special place that is Portland and contrary to NPPF para. 189 this will impact upon THE ability of today's and future generations to enjoy the heritage assets and the wider historic environment, including the Dorset AONB and Jurassic Coast WHS.

APPENDICES

A The principal attributes of the historic environment of Portland

B Documents referred to in this Proof of Evidence

APPENDIX A: THE PRINCIPAL ATTRIBUTES OF THE HISTORIC ENVIRONMENT OF PORTLAND

A1. Isolated isthmus

A1.1 The comparative resistance of what is now referred to as Portland stone, to the surrounding geology, has resulted in its isthmus form and the geomorphology of the strata tipping down to the south has resulted in Verne Hill with its cliffs to the north and east and the shallow slope down towards Portland Bill to the point at the south. The resistant limestone of the isle has caused it to survive as an isolated land mass linked only to the mainland by a shingle spit; Chesil Beach one of the finest tombolos[6] in the world. A bridge was only constructed in 1839 to permit access from Wyke Regis, figure A1.

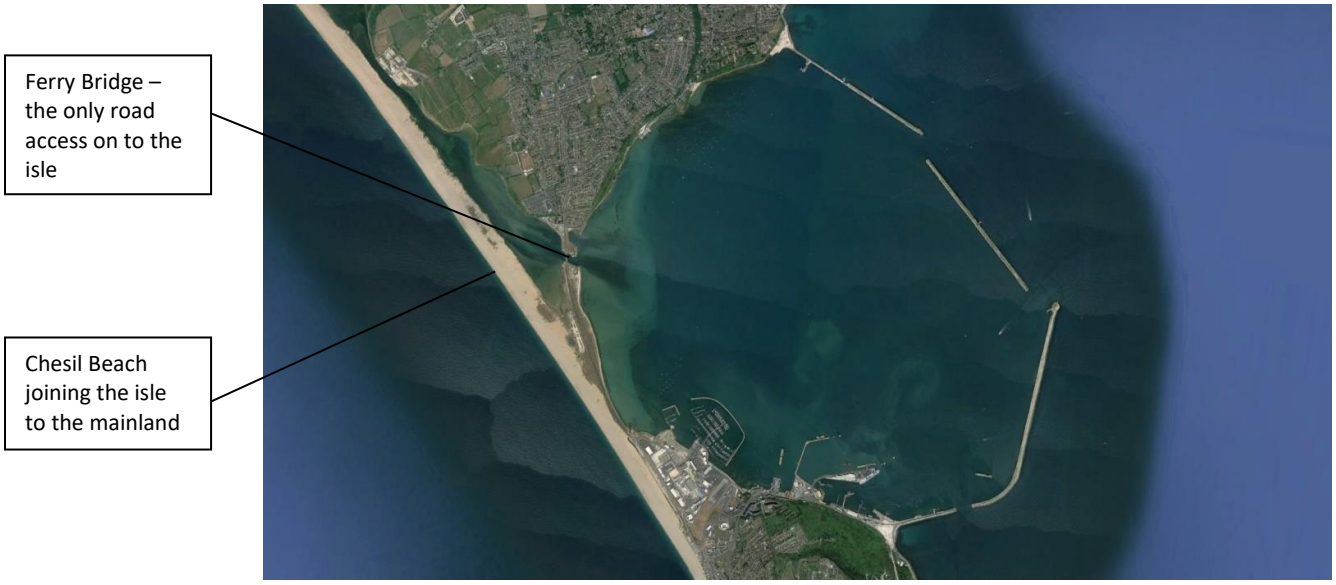

Figure A1. Chesil Beach joining the isle to the mainland and the ferry bridge that is today use for access over which all site traffic will pass

A1.2 The land form created by the resistance of the Portland stone and inherent nature of the stone have resulted in the following key attributes of the isle:

- Defensive location
- Stone working
- Sense of isolation and a consequent strong community

[6] *Tombolo*: a sandy or shingle isthmus. A deposition landform by which an island becomes attached to the mainland by a narrow piece of land such as a spit or bar.

A2. Defensive location

The isle, jutting out into the English Channel, makes it a natural defence location, and it has been since at least the Iron Age. It was a key national point of defence from the C16, becoming a safe and fortified anchorage in the mid C19; the largest manmade harbour in the world at the time and still the fourth largest in the world today. It retained a defensive role until the end of the C20 when the Royal Navy finally left the isle.

A3. Building stone

The geology of the isle has been exploited for centuries for its resistant, consistent, limestone which can be freely carved. The extraction of its world famous, white, Portland Stone continues today and has been used in buildings as diverse as the Tower of London, Exeter Cathedral, the Banqueting House which is the first Palladian detailed building in England, St Paul's Cathedral, the Ashmolean Museum in Oxford which is Britains' first public museum and the cladding of the U N Building in New York.

A4. Isolated coastal location

The coastal location of the isle has made fishing, tourism and sailing, including hosting the National Sailing Academy, important to the character of the isle. The 2012 London Olympics exploited the isle hosting sailing events at Portland and leaving the Olympic village accommodation and the sailing academy as a record of the event.

A5 Resulting character and significance of Portland

A5. 1 Up until the C20, development on the isle was related directly or indirectly to its geology, subsequent topography, coastal location or farming. The land uses on the isle which all relate to its geology, landform and coastal location give Portland a very strong sense of place and character; something that the community and planning policy seek to conserve. Portland is an exposed place where a living has historically been hard won; the resilience and supportive nature of the community is a strong part of its character. It is a place with a single land gateway; access across the land is only possible along the Chesil spit, along Portland Beach Road, the A354.

A5.2 The single land entry point to the isle gives a strong sense of arrival at somewhere different, somewhere which is dominated by the bulk of the cliffs on its north east side. Somewhere exposed to the surrounding sea, hugely influenced by its geology and topography which both have to be accommodated by development and where evidence of quarrying is seen everywhere with the isle's stone being used for its historic buildings. The Isle of Portland is most definitely a place quite separate from the rest of Dorset and indeed the UK and its differences need to be respected if its historic character is to be conserved for the interpretation and enjoyment of today's and future generations as required by NPPN. Para. 189.

APPENDIX B: DOCUMENTS REFERRED TO IN THIS PROOF OF EVIDENCE

National Planning Policy Framework, 2021

National Planning Policy Guidance

Historic England Guidance on the Setting of Heritage Assets. GPA3, 2017

World Heritage Site Partnership Plan

Dorset AONB Management Plan

Portland Conservation Area's Appraisal, Weymouth & Portland Borough Council

Proposal drawing: 1081-02-38 Proposed pathway (original submission drawing)

Portland Neighbourhood Plan

Portland & Weymouth Local Plan, 2015