



# Torpoint Neighbourhood Plan Allocations – Town Centre Torpoint, Cornwall

*Built Heritage Assessment*



*Report prepared for:*  
Torpoint Town Council

CA Project: AN0433

CA Report: AN0433\_01

January 2022



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CA Project: AN0433

CA Report: AN0433\_01

prepared by	Heather Hall, Historic Building Consultant
date	January 2022
checked by	Sacha Hunter, Historic Building Consultant
date	January 2022
approved by	Duncan Coe, Principal Heritage Consultant
signed	
date	January 2022
issue	1

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<b>Cirencester</b> Building 11 Kemble Enterprise Park Cirencester Gloucestershire GL7 6BQ  t. 01285 771022 f. 01285 771033	<b>Milton Keynes</b> Unit 8 – The IO Centre Fingle Drive, Stonebridge Milton Keynes Buckinghamshire MK13 0AT  t. 01908 564660	<b>Andover</b> Stanley House Walworth Road Andover Hampshire SP10 5LH  t. 01264 347630	<b>Suffolk</b> Unit 5, Plot 11 Maitland Road Lion Barn Industrial Estate Needham Market Suffolk IP6 8NZ  t. 01449 900120
e. <a href="mailto:enquiries@cotswoldarchaeology.co.uk">enquiries@cotswoldarchaeology.co.uk</a>			

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## SUMMARY

**Project Name:** Torpoint Neighbourhood Plan Allocations – Town Centre

**Location:** Torpoint, Cornwall

**NGR:** 243902 55093

Cotswold Archaeology was commissioned in September 2021 by Torpoint Town Council to produce a built heritage appraisal in relation to the town centre regeneration sites in the draft Torpoint Neighbourhood Plan, comprising the areas encompassed by Harvey Street, Fore Street and the 'bottom end of town' (aka lower end of Fore Street). The area forms part of the built-up area of Torpoint in Cornwall and represents the commercial town centre. The site-specific policies are for regeneration. They do not propose any specific schemes, but rather set out strategic priorities as informed by the Vision for Torpoint and provide a set of guidelines to be followed in any future redevelopment.

The purpose of the report is to understand and assess the historic environment of the three areas in order to inform the draft Neighbourhood Plan policies in respect of heritage considerations. The report provides a general assessment of the character of the three areas and identifies heritage opportunities and constraints which could be used as part of any site-specific policies to set out what is deemed to be positive new development in each area and therefore positively guide development from its inception.

There are no area-based heritage designations which cover the Site itself though it does encompass a small number of grade II listed buildings and there are further designated assets, including a grade II\* listed building and a Scheduled Monument, within the environs. The heritage assets are principally grouped within Fore Street, to the west of Harvey Street and south-west of the town centre. Together these represent a cross-section of the town's interests from the 18th century, including a terraced dwelling converted to a shop, a Naval ballast pond and warehouses, a polite townhouse, an Anglican Church and a Methodist Chapel. Additionally, there is a wealth of surviving historic fabric within Torpoint which currently has very little heritage protection.

Based on this assessment and the wealth of the heritage resource in Torpoint (irrespective of designation), there is an opportunity to add greater emphasis on protection of the historic environment within the site-specific policies and/or provide design parameters to guide development. More generally, the draft Neighbourhood Plan could greatly emphasize heritage considerations in the determination of planning applications, which to this date appears to have been rather haphazardly applied (if at all).



 Site



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Andover 01264 347630  
 Cirencester 01285 771022  
 Milton Keynes 01908 564660  
 Suffolk 01449 900120

W [www.cotswoldarchaeology.co.uk](http://www.cotswoldarchaeology.co.uk)  
 E [enquiries@cotswoldarchaeology.co.uk](mailto:enquiries@cotswoldarchaeology.co.uk)

**PROJECT TITLE**  
 Torpoint Neighbourhood Plan Allocations  
 Town Centre, Torpoint, Cornwall

**FIGURE TITLE**  
 Site Location Plan

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## 1. INTRODUCTION

- 1.1. In September 2021, Cotswold Archaeology was commissioned by Torpoint Town Council (TTC) to produce a heritage desk-based assessment in relation to the town centre regeneration sites in the draft Torpoint Neighbourhood Plan, comprising the area encompassed by Harvey Street and Fore Street, the ‘bottom end of town’ (aka lower end of Fore Street), collectively referred to as ‘the Site’ throughout. The area forms part of the built-up area of Torpoint in Cornwall (NGR 243902 55093; Fig. 1) and represents the commercial town centre.
- 1.2. There are no area-based heritage designations which cover the Site itself though it does encompass a small number of listed buildings, all listed at Grade II; and there are further listed buildings within the setting of the town centre, one of which has ‘more than special interest’ recognised by its Grade II\* listing. The heritage assets are principally grouped within Fore Street, to the west of Harvey Street and south-west of the town centre. Together these represent a cross-section of the town’s interests from the 18th century, including a terraced dwelling converted to a shop, a Naval ballast pond and warehouses, a polite townhouse, an Anglican Church and a Methodist Chapel. The town also shares an historic association with the Antony estate situated to the north-west, with a Grade I listed mansion house and grade II\* registered park and garden.
- 1.3. The site-specific policies in the current draft of the Torpoint Neighbourhood Plan for the ‘Lower End of Fore Street’ (TOR/SS2), Harvey Street (TOR/SS3), Fore Street (TOR/SS4) and ‘The Waterfront’ (TOR/SS5) by their nature address a broad range of objectives, with heritage being only one part. The purpose of this report is to inform the site-specific policies with regard to heritage, with the objective of safeguarding the more general heritage resource and the character of the area which is fundamental to the identity of Torpoint.

### *Objectives and professional standards*

- 1.4. The assessment has been commissioned to understand the composition and development of the historic environment within the Site and wider townscape, in order to inform the site-specific policies of the Torpoint Neighbourhood Plan relating to regeneration of Fore Street, Harvey Street and the ‘bottom end of town’. The aim of this appraisal was to identify the particular character of each of the areas, and any related opportunities or constraints presented by the historic environment resource

within them; and in turn, inform the development of the site-specific policies to ensure heritage considerations are taken into account and to underpin plans for the future of these areas.

### **Statute, policy and guidance context**

- 1.5. The Site is located on the extreme eastern edge of Cornwall, with Cornwall Council (CC) as the local planning authority. The Cornwall Local Plan was formally adopted in November 2016 to provide the planning policy framework for the area. The Local Plan is supported by a suite of Development Plan Documents (DPDs), Supplementary Planning Documents (SPDs) and other planning guidance including the Chief Planning Officer’s Advice Notes which cover ‘Good Design in Cornwall’, ‘Town Renewal and Priorities Assessment’ and ‘Coastal Change’. Cornwall Council are also in the process of adopting an SPD on the Cornwall Historic Environment which is currently in draft format (CC 2016).
- 1.6. The Torpoint Neighbourhood Development Plan Steering Group and Torpoint Town Council are progressing work towards the next submission stage of the Torpoint Neighbourhood Plan. Informed by the award-winning ‘A Vision for Torpoint’ (Clifton Emery Design, *et. al.* 2016), the first draft was submitted to Cornwall Council and the supporting statutory planning authorities for consultation. The current draft follows on from the initial feedback and will once again be put out for consultation.
- 1.7. This assessment has been undertaken within the key statute, policy and guidance context presented within Table 1.1. The applicable provisions contained within these statute, policy and guidance documents are referred to, and discussed, as relevant, throughout the text. Fuller detail is provided in Appendix 1.

<b>Statute</b>	<b>Description</b>
<b>Planning (Listed Buildings and Conservation Areas) Act (1990)</b>	Act of Parliament placing a duty upon the Local Planning Authority (or, as the case may be, the Secretary of State) to afford due consideration to the preservation of Listed Buildings and their settings (under Section 66(1)), and Conservation Areas (under Section 72(2)), in determining planning applications.
<b>National Heritage Act 1983 (amended 2002)</b>	One of four Acts of Parliament providing for the protection and management of the historic environment, including the establishment of the Historic Monuments & Buildings Commission, now Historic England.
<b>Conservation Principles (Historic England 2008)</b>	Guidance for assessing heritage significance, with reference to contributing heritage values, in particular: <i>evidential</i> (archaeological), <i>historical</i> (illustrative and associative), <i>aesthetic</i> , and <i>communal</i> .

<b>Statute</b>	<b>Description</b>
<b>National Planning Policy Framework (2021)</b>	Provides the English government's national planning policies and describes how these are expected to be applied within the planning system. Heritage is subject of Chapter 16 (page 55).
<b>National Planning Practice Guidance (updated July 2021)</b>	Guidance supporting the National Planning Policy Framework (2021).
<b>Good Practice Advice in Planning Note 2 (GPA2): Managing Significance in Decision-Taking in the Historic Environment (Historic England 2015)</b>	Provides useful information on assessing the significance of heritage assets, using appropriate expertise, historic environment records, recording and furthering understanding, neglect and unauthorised works, marketing and design and distinctiveness.
<b>Historic England Advice Note 12 (HEAN12): Statements of Heritage Significance (2019a)</b>	Provides guidance on the NPPF (2021) requirement for applicants for heritage and other consents to describe heritage significance to help local planning authorities to make decisions on the impact of proposals for change to heritage assets.
<b>Understanding Place: Historic Area Assessments (Historic England 2017)</b>	Provides guidance on how to undertake Historic Area Assessments in order to understand and explain the heritage interest of an area, define its significance and provide a sound evidence base for the informed management of the historic environment.
<b>Cornwall Local Plan (2016)</b>	Comprises the local development plan (local plan), as required to be compiled, published and maintained by the local authority, consistent with the requirements of the NPPF (2021). Intended to be the primary planning policy document against which planning proposals within that local authority jurisdiction are assessed. Where the development plan is found to be inadequate, primacy reverts to the NPPF (2021).
<b>Consultation Draft of the Torpoint Neighbourhood Plan 2010-2030 (Jillings Heynes Planning and Clifton Emery Design)</b>	Sets out the community of Torpoint's vision for their neighbourhood aimed at shaping the development and growth of the local area. When adopted, the Neighbourhood Plan will set planning policies that form part of the development plan used in determining planning applications.
<b>Cornwall Historic Environment Supplementary Planning Document (Format Draft, November 2016) (Cornwall Council)</b>	Guidance on dealing with the historic environment of Cornwall to wherever possible enhance and make significance more widely known, and inform sustainable and positive change through understanding of a place's character.

**Table 1.1** Key statute, policy and guidance

## 2. METHODOLOGY

### *Data collection, analysis and presentation*

- 2.1. This assessment has been informed by available historic environment information. The data examined is considered a proportionate level of information sufficient to understand the composition and development of the historic environment, in order to understand the composition of the historic environment in Torpoint town centre, and the potential constraints and opportunities for development in these areas. This approach is in accordance with the provisions of the NPPF (2021) and the guidance issued by ClfA (2020). The data has been collected from a wide variety of sources, summarised in Table 2.1.

Source	Data
<b>National Heritage List for England (NHLE)</b>	Current information relating to designated heritage assets, and heritage assets considered to be 'at risk'.
<b>Cornwall Historic Environment Record (CHER)</b>	Heritage sites and events records, Historic Landscape Characterisation (HLC) data, and other spatial data supplied in digital format (shapefiles) and hardcopy.
<b>Published and grey literature, online sources</b>	Historic documentation, publications, grey literature, and other materials specific to the locality.
<b>Cornwall and Isles of Scilly Urban Survey for Torpoint (CC 2005)</b>	Evidence base and character assessment aimed at contributing positively to successful and sustainable regeneration through identifying the quality and distinctive character of the historic environment.
<b>Aerial and satellite imagery</b>	Online aerial and satellite photography collections including Britain from Above, Cambridge Air Photographs, National Collection of Aerial Photography and Google Earth.
<b>Genealogist, Envirocheck, National Library of Scotland &amp; other cartographic websites</b>	Historic (Ordnance Survey and Tithe) mapping in digital format.
<b>A Vision for Torpoint: Connecting a Cornish town with its community, waterfront and hinterland (Torpoint Town Council)</b>	Framework to guide and give focus to future change within Torpoint. Includes a series of prospective proposals which, if implemented, will contribute towards stimulating positive change.
<b>History of Fore Street in Torpoint, Cornwall (Trethewy and Payne 2019)</b>	Publication on the historic development and past use of individual buildings within Fore Street, researched and published by Torpoint Archives.

**Table 2.1** Key data sources

- 2.2. The historic baseline information and characterisation of the areas has been informed by the historic 'Characterisation for Regeneration' project by Cornwall and Scilly

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Urban Survey (CSUS) of Torpoint from 2005, itself informed by the 'Torpoint Regeneration Study' (Caradon District Council 2000), and relevant HER data pertaining to the Site. A 500m study area, measured from the boundaries of the defined Town Centre, was considered sufficient to provide the necessary context for understanding the heritage significance in respect of the Site. Site visits were also undertaken as part of this assessment on the 21st September 2021 and on the 20th and 21st October 2021, with a wide variety of weather conditions. The primary objectives of the site visit were to assess the Site's historic townscape context.

### ***Character Appraisal***

- 2.3. The purpose of the character appraisal is to assess the historic character and appearance of the regeneration areas and identify key built heritage assets. This is strongly informed by the CSUS of Torpoint from 2009. The appraisal constitutes a comprehensive analysis of the different areas within the Site and has been used to identify heritage opportunities and constraints, which in turn has informed the set of recommendations. Further guidance on researching and identifying the character of the historic environment is set out in the publication 'Understanding Place: Historic Area Assessments' by Historic England (2017).

### ***Assessment of heritage significance***

- 2.4. The significance of known and potential heritage assets within the Site, and any beyond the Site which may be affected by the proposed development, has been assessed. Determination of significance has been undertaken according to the industry-standard guidance on assessing heritage value provided within 'Conservation Principles' (English Heritage 2008). This approach considers heritage significance to derive from a combination of discrete heritage values, principal amongst which are: i) evidential (archaeological) value, ii) historic (illustrative and associative) value, iii) aesthetic value, iv) communal value, amongst others. Further detail of this approach, including the detailed definition of those aforementioned values, as set out, and advocated, by Historic England, is provided in Appendix 1 of this report.
- 2.5. At this stage, the report is intended to set out the broad heritage constraints and opportunities of the Site. The overall significance of the town centre is described, informed by the conclusions of the CSUS. Where relevant, the significance of individual designated and non-designated heritage assets is also described. Any

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development of the Site will require a detailed assessment of potential development effects, including impacts on significance.

*Limitations of the assessment*

- 2.6. This assessment is principally based upon a desk-based assessment and site visits, supplemented by secondary information derived from a variety of sources, only some of which have been directly examined for the purpose of this assessment. The assumption is made that this data, as well as that derived from other secondary sources is reasonably accurate. The data sources utilised are felt to be sufficiently informative as to allow a full and robust assessment of the historic environment and understanding of heritage significance.
- 2.7. Site visits were conducted within the Site and its environs as available from public rights of way in September and October 2021 in a variety of weather conditions and at varying times of day. Sufficient access from public rights of way was afforded to the designated heritage assets to enable an understanding of their settings.

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### 3. HISTORICAL BACKGROUND

#### *Landscape context*

- 3.1. Torpoint lies in the south-eastern corner of Cornwall, on the Rame Peninsula, bounded to the north by the tidal River Lynher (also known as the St Germans River), to the south by the coast of the English Channel and separated from the county of Devon to the east by the Hamoaze and River Tamar. Historically within the parish of Antony, the Site itself is in the civil parish of Torpoint, created in 1875. The Town Centre lies on south-eastern edge of the settlement, adjacent to the water. Within it, the topography descends gently from the north to south and more steeply from west to east, with views out over the Hamoaze.

#### *Designated Heritage Assets*

- 3.2. The study area encompasses eight listed buildings, one of which, the Ballast Pond (Fig. 2, **E**), is also a scheduled monument. Of the eight listed buildings, only Tor House (**D**) is listed at Grade II\*, largely in response to the high quality of its interiors. Otherwise, the assets comprise Grade II Listed structures, including St James' Church (**C**), the Methodist Church (**B**), No. 60 Fore Street (**A**) and an 18th century warehouse (**F**).

#### *Historical context and development*

- 3.3. There is little to no evidence for activity on the southern tip of the peninsula prior to the medieval period, with recorded settlements at East Antony (corresponding with Antony House today), as well as at Thanckes, Carbeile and Trevol. The dispersed settlement pattern in the medieval period suggests an economy based on agriculture and small-scale industrial activities. Torpoint itself did not begin to develop until the late-17th century, spurred on by the establishment of the Royal Naval Dockyard at Davenport in the 1690s.
- 3.1. Large houses were built for high-ranking officers of the Navy at Thanckes in 1713, and at Gravesend House in 1750, each with ornamental grounds and landscape features (Fig. 3, **1** and **2**). A ferry was established across the Hamoaze as early as 1730, on the south-eastern tip of the peninsula known then as 'Tar Point'. Over time, the ferry would be a key element in the development of Torpoint, and an influence on the whole south-east of Cornwall in its links to Plymouth (CC 2005).



-  Study Area
-  Grade II\* Listed Building
-  Grade II Listed Building
-  Site boundary
-  Scheduled Monument



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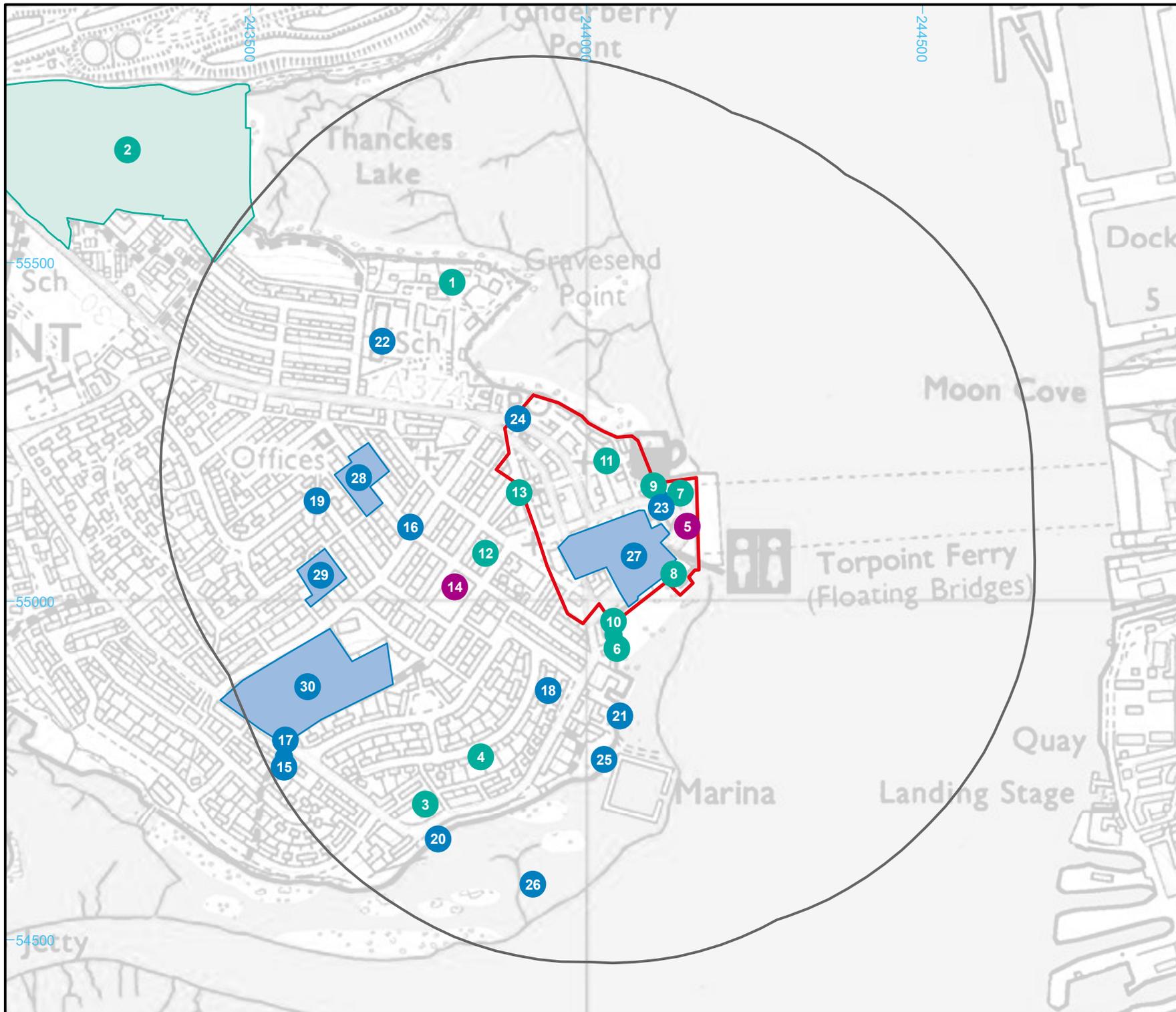
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Milton Keynes	01908 564660
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www.cotswoldarchaeology.co.uk  
enquiries@cotswoldarchaeology.co.uk

**PROJECT TITLE**  
Torpoint Neighbourhood Plan Allocations  
Town Centre, Torpoint, Cornwall

**FIGURE TITLE**  
Designated Heritage Assets

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- Study Area
- Town Centre
- Post-medieval
- Modern
- Multi-period



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 Cirencester 01285 771022  
 Milton Keynes 01908 564660  
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 enquiries@cotswoldarchaeology.co.uk

**PROJECT TITLE**  
Torpoint Neighbourhood Plan Allocations  
Town Centre, Torpoint, Cornwall

**FIGURE TITLE**  
**Historic features**

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- 3.2. The first mention of Torpoint is a print of the harbour dated 1734. Although Torpoint did not begin to develop in earnest until 1750 with enlargement of the dockyard at Plymouth, masons and carpenters residing at Torpoint were engaged in repairs at Antony Church in 1745 suggesting there was an informal settlement at that time (Torpoint Town Council 2021). Such trades would have been valuable in development of the dockyards and growth of this labour force, with easy access across the Hamoaze, would have likely been an attraction (Torpoint Archives n.d.).
- 3.3. The CSUS notes that Thomas Martyn mapped a small hamlet at the ferry head in Torpoint in 1748, said to comprise a 'passage house' and two more houses at the ferry, reached by a road passing through Carbeile. By the late 1760s, other developments were beginning to take place in Torpoint, which was still at that time quite small, with 22 residents (CC 2005).
- 3.4. The settlement at Torpoint grew more rapidly with the Navy's engagement in the Seven Years War and American War of Independence. By 1767 Thomas Clark had warehouses and lime kilns (Fig. 3, **9**) on his own quay where the ferry car park is now. Boat building is said to have been occurring in the same area at 'Mr Hoopers Building Slip' (CC 2005). Mr Hooper is also said have been the Innkeeper at The Kings Arms, located at the bottom of the present Fore Street (Trethewey & Payne 2019). Abraham Roberts and partners had established another quay, possibly to the north-east of Carew Terrace (**6**), and tar, hemp, spinning and rope houses which extended along the coast approximately corresponding with Marine Drive. At this time there was another ropewalk, New Rope Walk, corresponding with Salamanca Street. Two further ropewalks, 'Old Rope Walk' at Carbeile Road (**15**) established prior to 1784, possibly corresponding with a nearby quay (**20**); and another pre-1840 ropewalk (**4**) which bisected Cremyll Road, Hamoaze Road and Marine Drive to the south-west of the town centre (CC 2005).
- 3.5. Recognising potential to capitalise on the Navy's activity at Plymouth, Reginald Pole-Carew of Antony had plans drawn up for a new town in 1774 (Fig. 4). The Carew family, originally from Pembrokeshire, had acquired property at Antony, on the northern side of the peninsula, in the early-15th century. Antony House was built in 1718-29 for Sir William, the fifth Baronet who had inherited the estate in 1692, including land along the foreshore known as 'Tar Point'. Carew's son, Sir Coventry, inherited the estate in 1743 and witnessed some early house building at Torpoint

before he died in 1748. He was succeeded by his cousin, Reginald Pole-Carew, who saw the opportunity to develop the estate land at 'Torpoint Field' (Baronet 2011).



**Fig. 4** Plan of Torpoint, c. 1774, with Fore Street highlighted in red

- 3.6. At the time when Carew's plans were drawn up in 1774, the town comprised two ropewalks, a store, tar house, hemp house, spinning house and ropemakers house, in addition to the lime kiln (Torpoint Archives 2009). Carew's residential streets, laid out to the north of the late-17th and early-18th century area, were implemented with a grid of streets designed to provide views over the harbour in both directions. By the 1770s, houses were going up, especially in Fore Street, though early progress was slow and based on Gardner's map of 1784-6, building along Fore Street had only progressed as far as part way between Tamar and Quarry Streets at that time (CC 2005). Much of Fore Street had been constructed using stone from a quarry at the eastern end of Quarry Street (hence the name). Other streets were named for notable early residents, such as carpenter Samuel Harvey who was in charge of much of the building work in the town and gave his name to Harvey Street (Torpoint Town Council 2021 and Bowden 2011).
- 3.7. The construction of the ballast pond in 1783 (Fig. 2, E) reflects the growing importance of the area for the repair of ships at the naval dockyard. By then other warehouses had also been built to house goods coming in from the ports and from

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all over Cornwall. Not far from the pond, Joshua Row established Torpoint Manufactory in 1792 (F), for the production of varnish, tar, pitch, turpentine, etc. In c. 1811 Row built himself a grand townhouse, known as Tor House (D), fronting onto St James Road (then known as Nelson Road) on what was that time the western edge of the town. The manufactory expanded in 1853 to become Western Counties General Manure Co. Ltd., joined to the east by the location of a quay or slipway (Fig. 3, 21), indicated on the 19th century Ordnance Survey maps. Another quay is located to the north-east, adjoining the Good Templars' Lodge Room in Ferry Street (6) and, given its proximity, may have also been related at one time to the blacksmiths workshop (10) or other working structures on the foreshore.

- 3.8. The 20-year period between c. 1793 and c. 1813 is said to be *'two of the most exciting decades in [the town's] history'*, in large part owing to the 1791 Act of Parliament establishing a permanent ferry at Torpoint, which really heralded the growth of the town (CC 2005). This, coupled with the new turnpike road, facilitated a stagecoach service from Torpoint, serviced by several inns in the lower part of the town, now surviving largely as The Kings Arms at the corner of Ferry Street and Fore Street which was in place by the end of the 1790s. A map held by Utrecht University entitled *'The environs of Plymouth, Devonport and Stonehouse'* by John Cooke from 1830 shows the turnpike road passing Thanckes Park and continuing southwards to Torpoint, where a toll house was built at the ferry port (Fig. 3, 7).
- 3.9. John Wesley had first visited Cornwall in 1743 and would set the stage for widespread adoption of Methodism and other forms of nonconformist worship in the county. The unstable religious world of the English Reformation gave birth to the rise of 'nonconformists' who can trace their origins to the 16th century. During the middle part of the 18th century, Methodism emerged with John Wesley and George Whitefield as its most famous leaders (HE 2016). Historic England notes that *'As a movement, Methodism was not tied to traditional settlement patterns and, consequently, suited the dispersed character of Cornwall's population'* (HE 2019). Initially, denied access to many Anglican pulpits, Wesley established a network of preaching houses and more than 1,300 new chapels opened in the second half of the 18th century (HE 2016). Once established, the chapels became part of the community, offering a range of activities beyond their spiritual role, including education, sporting and social events. Success of Methodism, particularly in burgeoning towns, helped also to revive other nonconformist forms of worship

throughout the 19th century, including the Baptists and Congregationalists (HE 2016 and 2019).

3.10. Within this context, John Wesley visited Torpoint to preach in 1787 and inspired a flourishing Methodist community in the town. The Wesleyan church was completed in Fore Street in 1795 (Fig. 2, **B**), not without controversy as it upset Carew's plans for a chapel of ease within the town. The Congregationalists meeting house, now Cornerstone Court (Fig. 3, **13**) in Rowe Street was completed by 1810 (Bowden 2011 and CC 2005). Carew's plans for an Anglican 'chapel of ease' in Antony Parish were finally realised in 1817 with the construction of St James Church (Fig. 2, **C**).



**Fig. 5** Map of 1840, showing the extent of the Town in those days, Fore Street highlighted in red

3.11. The core area of Pole-Carew's planned town was completed by 1821 and work had begun on planned extensions; first south-westwards based on Wellington and Rowe Streets, as shown on a plan of c. 1840 (Fig. 5). The expanding town was also

complemented in 1822 with a new National School in an elegant Regency designed building, built across St James Road from Tor House (Fig. 3, 12).

3.12. By the end of the 19th century, expansion had continued south-westwards following the earlier alignment with the laying out of Cambridge Field and surrounding houses which were steadily encroaching towards Carbeile (Fig. 6). In 1839, Cornwall's first Workhouse was built at lower end of Carbeile Road for the St Germans Union (Fig. 3, 3), amongst extensive allotment gardens surrounding the Vicarage on the outer edge of town.

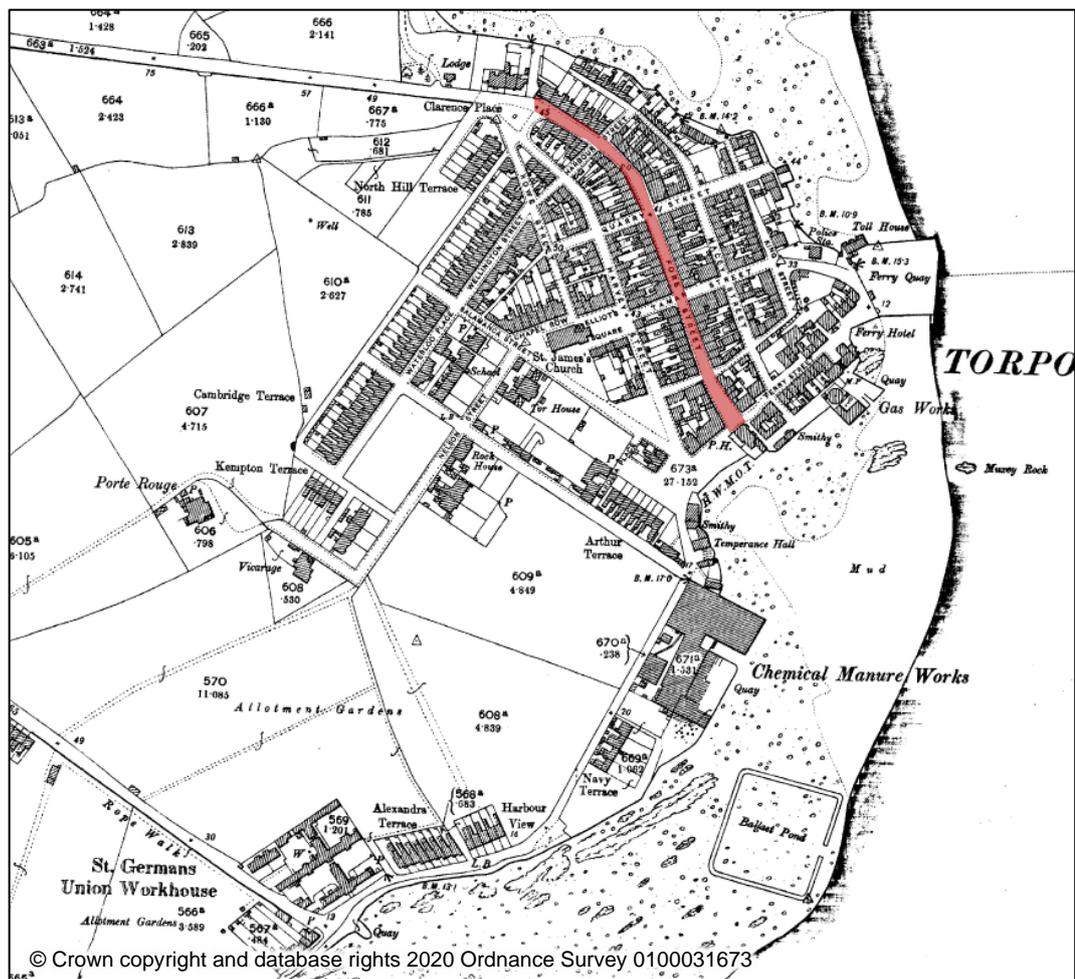


Fig. 6 1894 OS Map of Torpoint, with Fore Street highlighted in red

3.13. Within the centre, the 19th century had witnessed the construction of many important public buildings, including the Mechanic's Institute and East Cornwall House (council offices), both situated in Tamar Street (Fig. 7) and built in the 1840s. The Wesleyan Day School opened in Macey Street in 1872 (Fig. 3, 11) and a Masonic Lodge was established in Ferry Street in the late-19th century.

- 3.14. The town's fortunes had long been tied to the ferry connection with Hamoaze and from 1825, it became critically important again when a new steam ferry designed by James Meadows Rendell was installed at Torpoint; but the strategic importance of the ferry diminished again in 1859 with the construction of Brunel's railway bridge at Saltash (CC 2005).



S36—D37; Reproduced with the permission of Torpoint Archives

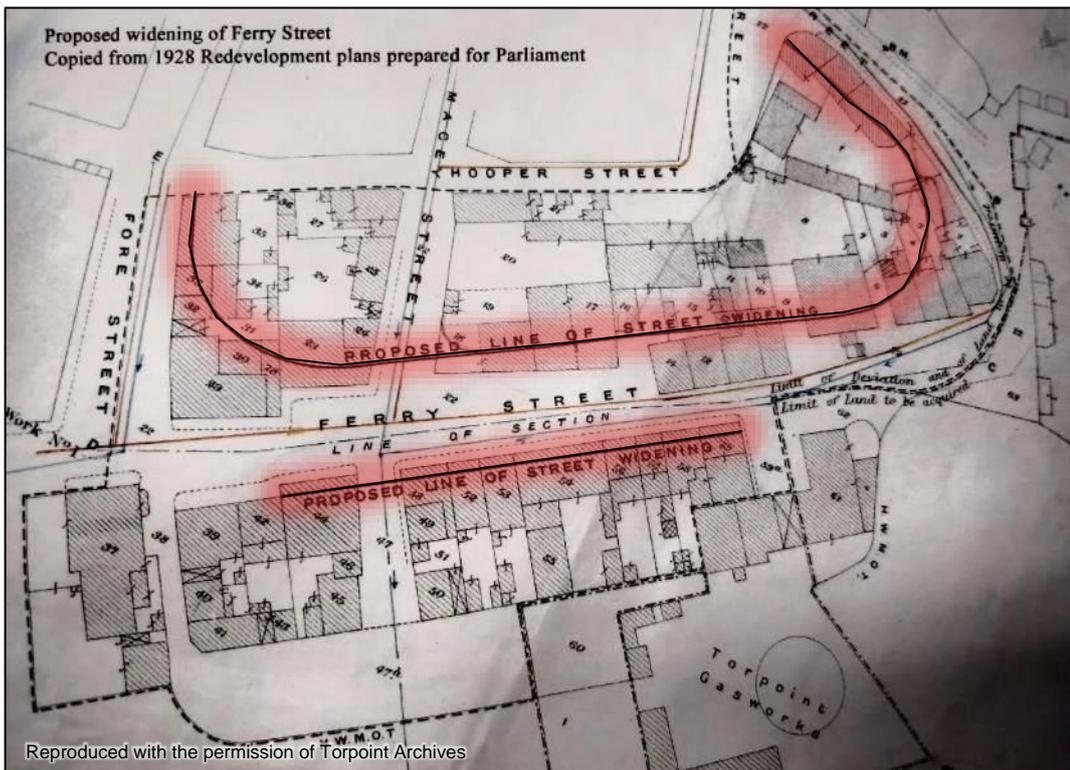
**Fig. 7** View east down Tamar Street c. 1910, with the Mechanic's Institute on the left and East Cornwall House on the right (compare with Photo 17)

- 3.15. By 1914, extensive areas of late-Victorian and Edwardian artisan terraces had been built on the western and southern edges of town, nearly doubling its size. The CSUS notes that the '*Torpoint would have appeared as an active and vibrant town during this period*' with a '*confident and cheerful design*' and numerous amenities such as the new school in Albion Road, built 1910 (Fig. 3, **22**). Historic photographs from the early 20th century show the commercial centre in Fore Street thriving (Fig. 8). The third iteration of Thanckes House was demolished in 1909, and removed to Portwrinkle where it was rebuilt as the Whitsand Bay Hotel, with the surviving walled gardens and parkland turned into a public park (**2**) in the mid-20th century.



Reproduced with the permission of Torpoint Archives

**Fig. 8** Fore Street in 1902-4, view south from just beyond the junction with Quarry Street (compare with Photo 12)



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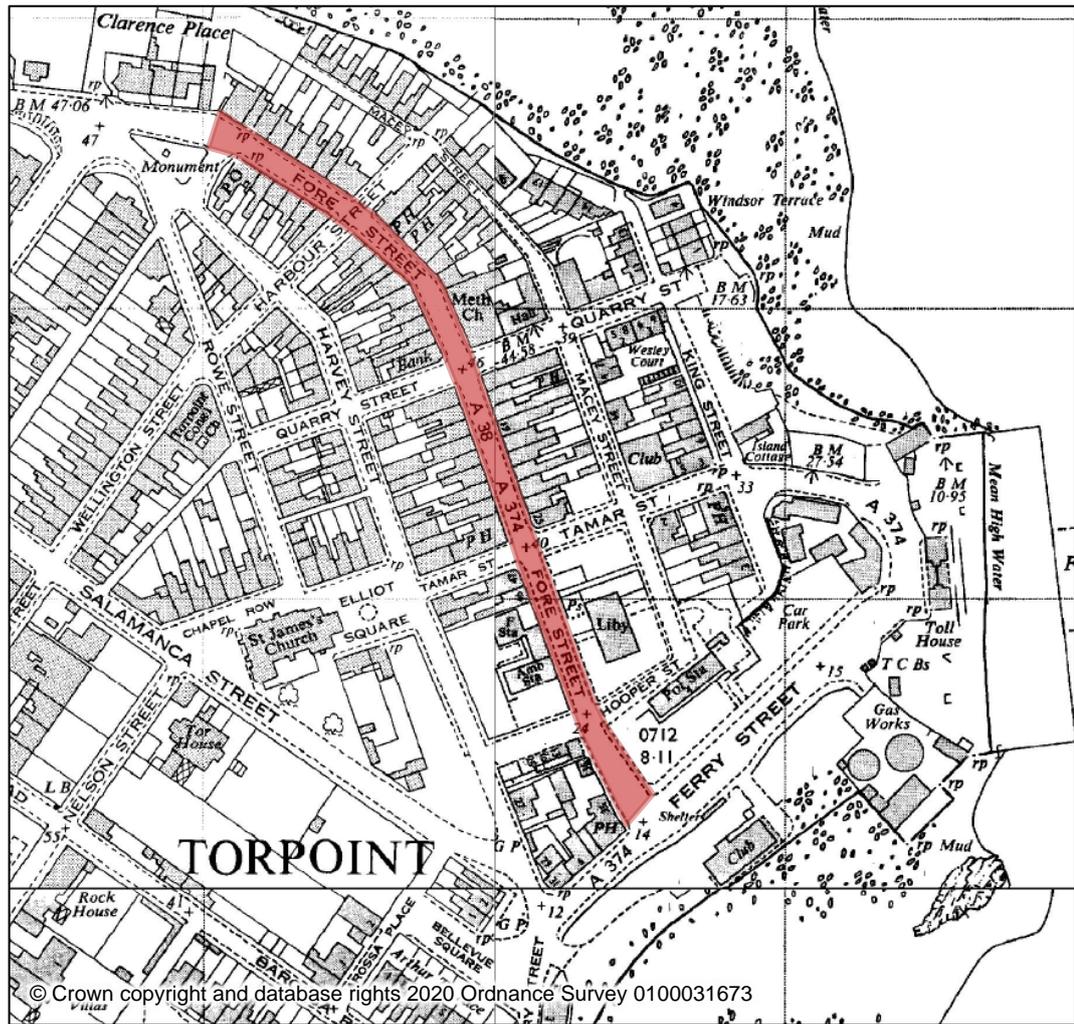
**Fig. 9** Widening of Ferry Street proposed in 1928 and carried out thereafter

3.16. In 1929 the ferry slips (Fig. 3, 5) were widened to allow two steam chain ferries to operate at the same time. To facilitate this, many of the original 18th century buildings in Ferry Street, including the former Ferry Inn and a 19th century blacksmith's

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workshop (10), were demolished to make way for the new access to the slips following Ferry Street (Fig. 9), whereas it had previously followed Tamar Street (CC 2005). On the southern foreshore, Torpoint Gasworks (8) had been run by the Torpoint Gas and Coke Company since c. 1856 and survived the remodelling of Ferry Street, but was closed in 1969 and is now the site of Rendell Park.

- 3.17. The Royal Navy had plans to establish a boys training school at Trevol, to the west of Torpoint, as early as 1905 and from 1940 had established the Royal Naval Artificer Training Establishment (later known as HMS Fisgard) on the western edge of Torpoint. The Royal Naval Training Centre known as HMS Raleigh lies on the south side of Trevol Road and smaller military installations have been recorded in the study area and wider environs including a gun emplacement in Cambridge Field (Fig. 3, 14), a number of barrage balloon sites (18 and 19), water tanks (16 and 17) and fuel stores at Thanckes and Trevol.
- 3.18. Plymouth was hit by a raid of German bombers in the spring of 1941, with many stray bombs hitting nearby Torpoint. More than 112 houses were destroyed and a further 700 properties were damaged. The lower end of Fore Street was affected the worst, when a bomb fell at the junction of Macey and Tamar Streets (Fig. 3, 27), destroying the Mechanic's Institute and East Cornwall House; with further damage to the west (28-30), and possibly along the coast to the south (25 and 26). The former police station at the eastern end of Tamar Street was also partially destroyed (23).
- 3.19. Throughout the remainder of the 20th century, there were few more defining moments than the post-war redevelopment of this lower part of the town (Fig. 10). Following the extensive damage, the area was redeveloped as a new municipal centre, including a new police station, new fire station (relocated from the northern end of Fore Street; Fig. 3, 24) and the public library. The site of the former East Cornwall House (council offices) was turned into a small public car park in the 1960s at the heart of this new area, which survives today.



**Fig. 10** 1894 OS Map of Torpoint, with Fore Street highlighted in red

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## 4. CHARACTER APPRAISAL

### *Introduction*

- 4.1. The majority of the Town Centre corresponds with the 'Eighteenth Century Planned Town' character area of the CSUS. The CSUS notes that the town's character depends on the survival of the original grid layout and that it is still possible to experience the '*original scale, type, detailing and character of the built fabric as envisaged at its inception*' (CC 2005, 4). It is therefore these aspects which are most sensitive to change. Each of the three areas identified in the site-specific policies for Fore Street (TOR/SS4), Harvey Street (TOR/SS3) and the 'Lower End' (TOR/SS2) reflect these characteristics to varying degrees and have distinct issues to address.
- 4.2. Prior to 1774, the town had grown steadily but in an unplanned manner, with a generally industrial character associated with a variety of working buildings. Prospective planned towns and terraces enjoyed a growing popularity throughout the 18th century, with wealthy landowners influenced by continental planning and the various London squares which were appearing as formal pieces of urban design. The built-fabric of the historic core of Pole-Carew's plan was largely completed by 1821, but had progressed fairly slowly, with the earliest developments at the lower end of the town. Within the grid of streets the widths are controlled to allow for designed vistas which work with the natural topography to emphasize the relationship of the town with the water and the ports across the Hamoaze, which had greatly influenced its development.
- 4.3. Torpoint Archives have done a great deal of work on understanding the process of change that has affected Fore Street since its inception. They note that little is known about the process or sequence of development that took place in realising Pole-Carew's plans for Torpoint, with the reasonable assumption that leaseholders were free to construct their own properties subject to certain covenants, as was fairly typical of the period. Whilst Pole-Carew provided prospective builders with suggested elevations of three-storeyed houses with 18-foot frontages; a specification that was generally followed, by the late-18th century pattern books for builders were common and there was an availability of both variety and choice. This manifested itself as an element of variability in the particular treatment of elevations and decoration of buildings within the plan. Unusually, the properties were not planned or built as 'back-

to-back’, meaning that Harvey Street and Macey Street had more of a ‘backland’ character.

- 4.4. The degree to which Carew’s original plan was strictly followed also varies. Construction of the Methodist Chapel in 1794-5 in particular caused some disruption, both in terms of Carew’s desire to build a chapel of ease and in terms of its impact on the rhythm of the plots (occupying three plots and later expanded further). We also have evidence of fairly rapid change, with the rebuilding of Nos. 24 and 25 and construction of the Mechanic’s Institute in 1843-4, replacing two earlier dwellings on their site. Immediately opposite the Institute, East Cornwall House was constructed in 1847-51, replacing earlier buildings along Tamar Street. Whilst this secondary emphasis along Tamar Street did not fit with the initial plan, it naturally addressed the primary entrance into the town from the ferry and complemented the composition of the view towards Elliot Square and St James’ Church. It is also apparent that commercialisation began to occur early, as evidenced by the late-18th century shopfront window at No. 60 (Fig. 2, A; Photo 1) which indicates that the front room was converted to a shop quite early.



**Photo 1** Grade II Listed No. 60 Fore Street (extent indicated by red arrow)

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4.5. As set out in the CSUS, the significance of the town (as a whole) is linked to its historical development as an '*unusual 18th century planned town*' (CC 2005, 36), with the elements that are 'special' and contribute to a highly accessible historic environment (even if not immediately appreciable as such) identified throughout as:

- the importance of the ferry and links to Plymouth in the development of the town and the south-eastern part of Cornwall;
- compared with most Cornish towns, Torpoint is unusually well defined, planned and laid out;
- the relative intactness of its historic fabric and integrity of the built environment in terms of Carew's vision of the town;
- one of the finest examples of Georgian, Regency and early-Victorian urban design in Cornwall (related principally to the 19th century core and mid-19th century planned extension to the south-west based on Wellington Street, St James Road, Salamanca Street and Barossa Road);
- expansion in the late Victorian and Edwardian periods was fairly unusual in Cornish towns and this is also of high quality; and
- the unusually accessible designed 18th century landscape (Thanckes Park).

4.6. In general, the 'Regeneration Opportunities' provided within the CSUS effectively communicate the range of historic environment character-based issues, and it is clear that the Vision for Torpoint has been influenced by these. A significant amount of this report, whilst over 15-years old now, still appears to be relevant in terms of Torpoint's 'sense of place', though some of the context for its aspirations may now be outdated, for instance, with the decline of the high street and the impacts of a global pandemic.

#### **Fore Street**

4.7. Fore Street was at the core of Pole-Carew's plans for the town and as a result it was designed as inward facing. The intention also appears to have been for the cross streets - Hooper Street, Tamar Street, Quarry Street and Harbour Street - to be largely subservient, with buildings presenting side elevations rather than secondary frontages onto them. This is perhaps testament to the original planning of the town as purely residential. The execution of Carew's plans did see some units address their corner positions including Boots at No. 16, together with the new building opposite at No. 56; towards the lower end of Fore Street, Nos. 47 and 25 with their complementary canted corners; the former bank at No. 57; and with less positive

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effects, Nos. 66 and 67 flanking Harbour Street. Tamar Street also evolved as a primary route across the town linking the ferry with Antony Road, and as a result received greater emphasis in the buildings along it (see discussion of the 'bottom end of town' below).

- 4.8. Today Fore Street generally survives intact in terms of its Georgian layout, fabric and character, with a good amount of integrity surviving in the three-storeyed buildings which enclose the street. The original plot rhythm, comprising fairly narrow building widths of typically two-bays wide, and overall grain remains apparent and the pavements are defined by granite kerbing. Ridges typically run parallel to Fore Street, presenting their eaves onto the street following a fairly stable or level line; some of the buildings have garret roofs (similar to mansard style with two varying pitches) suggesting use of the upper floors as attic accommodation. Along the street, there are only two instances of 'gables', where smaller gables break the line of the eaves, both in the lower part of Fore Street between Quarry St and Tamar Street (at Nos. 18 and 53 Fore Street).
- 4.9. Whilst the general fabric and street character survive, most of the three-storey 18th century buildings in Fore Street have had their windows, roofs and shopfronts renewed. Timber windows are especially susceptible in exposed, coastal environments such as this, with the result there has been a high degree of loss of historic windows, both in terms of fabric and the multi-paned sash design, with the majority of windows today being storm profiled, casement opening UPVC in a variety of styles. That being said, the overall fenestration patterns have to a large extent survived.
- 4.10. There are only a small number of designated heritage assets in the town centre. Within Fore Street these comprise No. 60 Fore Street, listed as 'Veras' in January 1987 (Fig. 2, **A**) which is an 18th century dwelling, converted to a shop in the 19th century, with 20th century alterations; and the 1795 Methodist Church on the corner of Fore Street and Quarry Street (**B**), listed in March 1986 (both seen in Photo 5). It is somewhat unclear why No. 60 Fore Street is the *only* converted residential building in the street which would be listed, albeit representing a '*rare survival in Cornwall of a late 18th century shop front*' (CC 2005) which likely contributed to its designation. Many of the other buildings appear contemporary with No.60, including Nos. 9 and

70 which retain their late-18th or early-19th century frontages and period porch hood details (albeit with loss of the windows on the upper floors).

*Upper Fore Street (from Sparrow Park to Harbour Street)*

- 4.11. Sparrow Park acts as the northern entrance to the town, with a small public space that provides an important visual connection to the water from the upper part of the town (Photo 2). Until the early-20th century, much of the upper portion of Fore Street (north of Harbour Street) retained a domestic character, as seen in historic photographs (Fig. 11).



**Photo 2** View north-east across Harvey Street and Sparrow Park to the water beyond



**Fig. 11** Early-20th century photograph of the junction of Fore Street with Harvey Street, where Sparrow Park is today

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4.12. The importance of this space as the transition between Fore Street and the later development beyond is undermined somewhat by the primacy of Harvey Street here. The buildings on the eastern side of the square form part of Antony Road and retain their residential character despite later alterations including prominent solar panels on the roof of No. 4 and the loss of the solid stone walls in front of Nos. 2-6. Whilst a later addition, the 1913 Post Office serves to anchor the small square and provides the transition into Fore Street. The former Fire Station, now No. 1 and Harbour Lights, presently has little legibility as such within the square, though a small section of cobbled paving still survives in front.

4.13. At the threshold of Fore Street, the extensions to either side of No. 1 tend to confuse the general grain, which is much stronger within Fore Street, where the scale of the buildings in terms of their widths and the vertical emphasis largely remains intact (Photo 3). In the views down Fore Street, the dormer on No. 1, together with those on No. 9 further along Fore Street, tends to detract from the regularity of the roofscapes; while in the inverse views, up Fore Street, the solar panels on No. 4 have a rather more jarring effect (Photo 4).



**Photo 3** View south on Antony Road towards the top of Fore Street



**Photo 4** View north in the upper part of Fore Street, with the modern replacement building on the left

- 4.14. In longer views along Fore Street, the loss of chimneys is also particularly apparent, partly owing to the gentle curve. On hill slopes, terraced properties had a natural structural advantage, enhanced by the general massing and regularity of chimney breasts. Traditionally, these would add character to the street and reinforce the sense of rhythm and the grain of the original plots, as they continue to do where they survive.
- 4.15. In the upper part of Fore Street, Nos. 9 and 70 represent rare survivals in terms of retaining their original domestic frontage with similar historic 'porch' decorations over the doors, and lacking shopfront interventions. For the most part, the shopfronts within this upper part of Fore Street are low quality, although some historic shopfront elements do survive at No. 1, as well as ornamentation of the upper floor windows and rustication of the corner on the extension to the north. There is also a unique early-20th century shopfront at No. 7-8 which is fairly successful in bridging the amalgamation of the units compared with elsewhere within the street. The modern building on the corner (No. 67; Photo 4) is particularly incongruous due to the use of bare-faced brick, the blocky flat roof and height of the eaves which is inconsistent with the other buildings in the street (albeit this varies).

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*Mid Fore Street (between Harbour Street and Quarry Street)*

- 4.16. The central part of Fore Street contains the most important buildings and affords quality views both up and down the street, which strongly contribute to its sense of place (Photos 5 & 6). The listed Methodist Chapel and former Lloyds Bank at the junction of Quarry Street acts as an anchor for Fore Street, around which the whole composition tends to revolve; notably including significant views east taking in the Victorian school and the boat sheds of the docks across the Hamoaze (Photo 7), as well as providing an important pedestrian connection point with the foreshore.
- 4.17. This part of Fore Street generally appears to be the most intact, perhaps partly owing to the designated buildings. In particular, some historic features survive including the timber sash windows on Nos. 60 and 61, and at first floor on Torpoint Hardware at No. 9 Fore Street. Historic shopfronts and elements survive in group at Nos. 9-11 (Photos 8 and 10-11), with architraves ornamenting the upper windows on Nos. 10 and 11 (Photos 8) and No. 65 opposite (Photo 9).



**Photo 5** View south from the middle of Fore Street, with views over the Hamoaze to Mount Edgecumbe



**Photo 6** View north from the junction of Quarry Street with Fore Street



**Photo 7** View east on Quarry Street, with views over the Hamoaze to Plymouth



**Photo 8** Nos. 10 and 11 Fore Street, note the historic console bracket on the extreme left, which forms part of the historic shopfront on No. 9 Fore Street



**Photo 9** Nos. 64 and 65 Fore Street, note the architrave frames to the upper floor windows on No. 65



**Photos 10 & 11** No. 9 Fore Street (left) and detail of the traditional console bracket of the shopfront (right)

- 4.18. Immediately opposite this key group, there has been some amalgamation of Nos. 64 and 65; and although it retains two separate frontages, these are quite poorly designed and the unified signage across both buildings tends to exacerbate the negative effect (Photo 9). The dormers in the front roof slope of No. 9 Fore Street (Photo 10) do not relate particularly well with the garret roof and give the building a 'top heavy' appearance which interrupts the pattern of the street and competes for prominence with the Methodist Church in some views. As elsewhere, there has also been noticeable loss of some of the chimneys, which are both distinctive and archaeologically valuable from a historic buildings point of view.

*Lower Fore Street (between Quarry Street and Tamar Street)*

- 4.19. The lower part of Fore Street, above Tamar Street, is potentially the most compromised as compared with its historic form, evidenced in historic photographs<sup>1</sup>. Although it retains a number of more historically decorative buildings, this perhaps tends to highlight the more considerable loss at ground level. On the western side of Fore Street in particular, there has been considerable amalgamation of the shopfronts, most notably in terms of the Co-op which occupies four separate buildings (Nos. 50-53; Photo 12), immediately adjacent to Nos. 54-55 which has also been

<sup>1</sup> <https://i0.wp.com/www.cornwall24.net/wp-content/uploads/img-Tom296.jpg>

amalgamated. The bulk and depth of the elements at the rear interrupts the 'double depth plan' of the rest of the town as it is presented onto Harvey Street. At the important junction with Quarry Street, the re-fenestration and remodelling of No. 56 is poor. The Quarry House extension at the rear has an overly horizontal emphasis as four and five bays wide fronting Quarry Street, with a somewhat overbearing height on Harvey Street.



**Photo 12** Nos. 50-53 (left to right), now unified as the Co-op, note the decoration to the upper floors

- 4.20. Despite this, this part of the street also has a number of quality historic features. It appears to have had a higher status in the past, evidenced in the pedimented first floor windows and cornice on No. 50 and dentilled eaves at Nos. 51-52, whereas most other buildings have timber facias at eaves level, with very little overhang.
- 4.21. Unusually, the corner shops here also address Quarry Street, as historically, though the shopfront details themselves are more modern (Photo 13), and the side elevation of Boots at No. 16 is poor in the context of the Methodist Chapel opposite. This part of the street also retains more of the distinctive undulation of shopfronts, many with recessed front doors (including the renewed shopfront on No. 56 Fore Street) and canted bays or extruding shopfront windows, which contrasts with the somewhat flat

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appearance in other parts of Fore Street. Historic photographs<sup>2</sup> of Fore Street also show considerable height variations to the shopfronts, though today many adopt a more static level. As noted above, this part of the street is earlier, generally pre-1800 and may have more enthusiastically adopted or converted commercial uses than the later parts of the Fore Street at the top end of town. The effect of the flat frontage and continuous signage on the Co-op is unfortunately all the more emphasized because of the variety on the east side of the street here.

- 4.22. Some of the shopfronts may retain traditional elements, including No. 18 (where the console brackets appear to have been boxed in), possibly No. 19 (also boxed in and/or obscured by modern signage); and on No. 56 (boxed in). The use of mathematic tiles on the Jubilee Inn (No. 17) is particularly unusual, albeit now obscured by paint (Photo 14).



**Photo 13** View south on Fore Street from the junction with Quarry Street, note the variety of the composition on the left compared with the 'flatter' appearance on the right

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<sup>2</sup> <https://i1.wp.com/www.cornwall24.net/wp-content/uploads/img-Tom295.jpg>



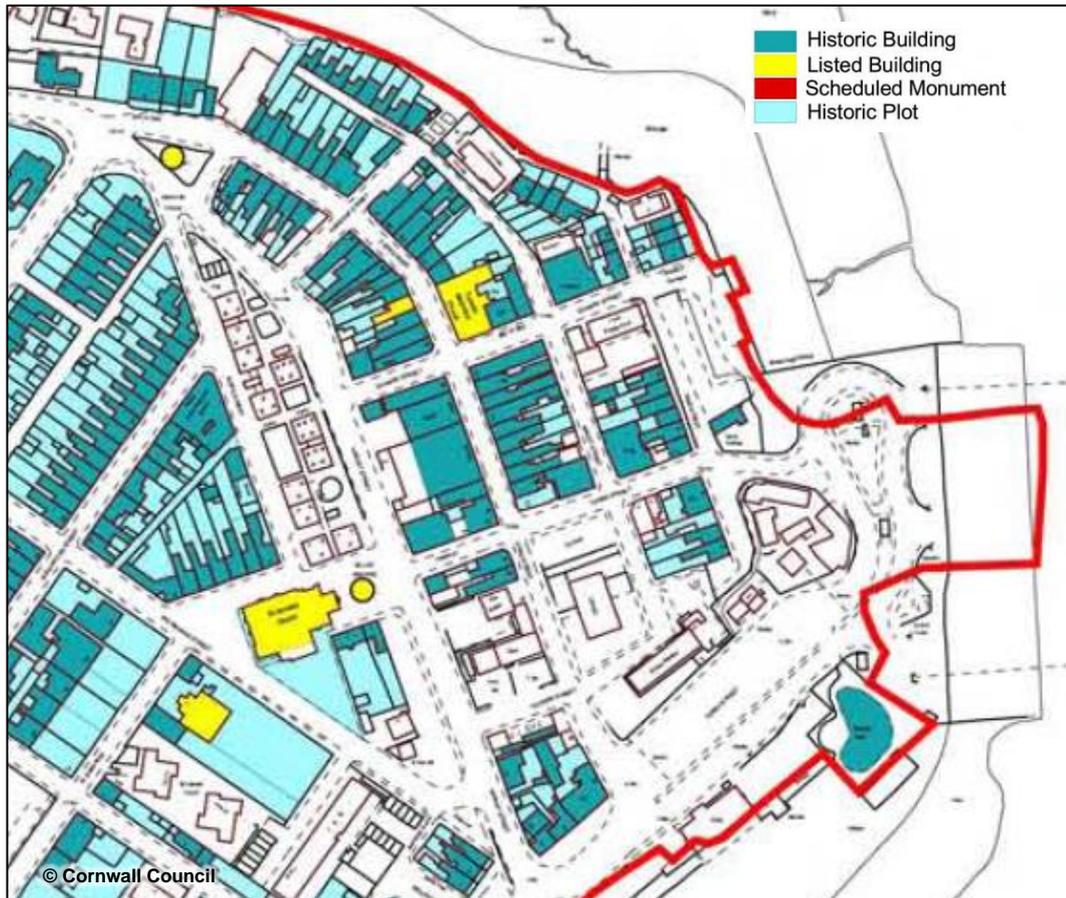
**Photo 14** Jubilee Inn at No. 17, note what appears to be boxed in console brackets on No. 17 and No. 18 to the right

- 4.23. As above, the unencumbered sea views, particularly southwards (Photo 13 above) but also east from the junction along Quarry Lane (Photo 7), add to the overall character and are important in terms of the sense of place in this location.

#### *Opportunities and recommendations*

- 4.24. Despite a wealth of surviving historic fabric evidenced by the CSUS (extracted as Fig. 12), there are only a small number of designated heritage assets within the town centre. These are perhaps the more expected structures, such as churches/chapels, commemorative monuments, and higher-status dwellings, with only one of the 18th century converted domestic buildings being listed (No. 60). The CSUS notes that a designation review could be a key theme in regeneration (see page 36) and clearly had some influence in the draft wording of TOR8 covering 'Conservation'.
- 4.25. In the absence of, or until such time as there is, a designated area (such as a Conservation Area), the Town Council and NP Steering Group could explore with Cornwall Council whether Article 4 Directions would be effective in protecting remaining historic features, particularly in Fore Street. In this vein, it may be

advantageous for the draft Neighbourhood Plan to identify a 'Local List' of buildings which are especially considered to contribute positively and/or retain historic features which are desirable to maintain, against which the Article 4 Direction(s) could be applied. Such a list could feasibly be researched and produced partially through engagement with local history groups and interested volunteers.



**Fig. 12** Extract of CSUS showing surviving historic components (Reproduced from Figure 5 of the Cornwall and Scilly Urban Survey, Cornwall Council 2005)

4.26. Building on the excellent work that the Torpoint Archives have done with the Fore Street publication, there is also a particularly good opportunity to introduce shopfront and window guidance aimed at incrementally reinstating traditional character in the replacement of shopfronts and in re-fenestration schemes. Where there is photographic evidence for historic shopfronts, for instance, this might be used to inspire the design of new, traditionally designed shopfronts. The wealth and relative availability of the historic photographic resource, particularly relating to Fore Street, would enable schemes which would generally have a positive impact on the townscape. This could be tied to locally (or otherwise) funded heritage grants for

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improvements, or a pilot scheme focusing on the locations where historic shopfront elements survive, reinstating the rest of the compositions as 'exemplars'.

4.27. More generally, recommendations for Fore Street could include:

- Retain and where necessary, enhance expression of the grid within Fore Street and beyond;
- Protect the historic grain in terms of frontage widths and reinforce verticality - avoid amalgamation of shops at ground floors and respect variety on upper floors and at roof level. Where ground floor units are to be amalgamated, shopfronts should be required to respond to the historic grain and avoid designs which would overly emphasize horizontality at street level;
- Seek retention of traditional features including chimneys, windows, shopfronts, hoods over doors, etc. (and consider engaging Cornwall Council with possible Article 4 Directions to protect existing historic features);
- Signage materials should be traditional and high quality, avoiding poor quality materials such as printed vinyl, acrylic and plastic. Traditional hanging signs and their brackets should be conserved and any new hanging signage following the traditional materials palette;
- Promote and encourage traditional approaches to repair, maintenance and enhancement of historic buildings;
- Reintroduce historic, vernacular materials (such as slate hanging, ashlar-lined render) where appropriate;
- Reduce unnecessary clutter and signage on building frontages (except where these are redundant historic signage fittings which might be reused);
- Retain all historic street furniture, especially the granite kerbing, and reintroduce a coherent and unified lighting design through the town centre.

4.28. One of the more common barriers to the use of upper floors in high street settings is independent access to the upper floors, as it can be difficult to introduce these in historic shopfronts or where historic fabric survives more generally. Torpoint is in a unique position in this regard as the grid layout and way that the buildings in Fore Street back onto Macey Street and Harvey Street, affords a particular opportunity for independent residential use of the upper floors within the town centre, with direct access provided to the upper floors from the rear of buildings. It is not clear to what extent this is already the case in Fore Street though residential uses are clearly

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present throughout the town (and a small number of buildings in Fore Street retain their domestic frontages). Given the clearly defined aspirations for Torpoint and its origins as a residential town, there is likely to be some value in sustaining and encouraging residential uses within the centre.

***Bottom end of town – ‘Gateway to south-east Cornwall’***

4.29. The extreme southern end of Fore Street has been mostly lost, and now forms part of the area known as the ‘bottom end of town’ (Photo 15). This part of the town presents a strong post-war character, dominated by the open spatial characteristics which are otherwise quite alien to the character of Torpoint, though it contains some well-used ‘anchor’ buildings such as the Library. In the development of Torpoint, this area was historically the earliest to be developed from the 1690s and had a more informal character owing to its piecemeal development and the predominance of industrial related uses which supported the nearby dockyards. The area’s quality was undermined in the late 1920s with the demolition of a number of 18th century buildings to make way for a new ferry access; impacts which have been exaggerated by post-war redevelopment in this part of the town, in contrast to the other parts of the town which were more carefully repaired (CC 2005).



**Photo 15** View north-east along Fore Street at the ‘bottom end of town’

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- 4.30. There are a number of important buildings which survive in relation to this part of town, including the 18th century ballast pond (Fig. 2, **E**) and warehouse (**F**), Tor House (**D**; Photo 16) and St James Church (**C**). In particular, these serve to reinforce the town's relationship with the waterfront more generally (Photo 17) and are especially appreciable within the town from the water itself and the ferry approach. Some of the other more important buildings which influence the character of this part of town include the strong group of surviving historic buildings at the junction of Ferry Street with Harvey Street, including the Kings Arms (Photo 21 below); the Queens Arms at the far end of Tamar Street, and the Wheeler's at the centre of Tamar Street where it is crossed by Fore Street.
- 4.31. The importance of Tamar Street as an historic route into the town and vital connection with the ferry cannot be understated, though it has been compromised by the extensive bomb damage and loss of 'commanding buildings' including the Mechanic's Institute and East Cornwall House (Photos 18 and 19). As a result, the effect of the key views westwards climbing the hill following the original ferry route towards St James Church and Elliot Square has been compromised. The effect of St James Church terminating the view is further undermined by the car parking in Elliot Square.



**Photo 16** Grade II\* listed Tor House



**Photo 17** 18th century warehouse and historic stone buildings at the waterfront



**Photo 18** View west (slight south-west) on Tamar Street towards St James church



**Photo 19** View east on Tamar Street (compare with Fig. 7)

- 4.32. The CSUS notes that the loss of almost all of the original buildings in Fore Street and Macey Street in this area of the town '*drastically altered the balance of Torpoint*' (CC 2005). Exacerbating the loss of the key buildings on Tamar Street is that the sense of enclosure and strong direction of views along the historic route have also been lost. Should the opportunity to replace the poor-quality single-storey flat roofed building at No. 10 Tamar Street arise, there is an opportunity to seek to provide something more positive and possibly 'landmark' in this location, formerly the Mechanic's Institute. Ideally this could be coupled with the introduction of some enclosure (whether through planting or built form) on the car park, formerly the location of East Cornwall House. Further opportunities to reinforce the primary nature of this route, directed views and sense of importance on this cross-axis could include redevelopment of No. 2 Tamar Street/No. 22 Macey Street (Photo 19). In particular, this could better address the corner on this important historic route into the town and relate to improved public realm and/or other redevelopment opportunities in the southern end of town.
- 4.33. Views into the lower part of the town from Fore Street are unfortunately dominated by post-war flat roofed buildings (Photo 20). Roofscape plays an important role in the town in terms of expressing the 'orientation' and grain of the built form and is a strong feature of views within, across and towards Torpoint given the changes in topography

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(see discussion below). Large areas of flat roof should generally be avoided in favour of more traditional forms and some articulation at roof level, generally stepping down towards the water.



**Photo 20** View east from Harvey Street along Hooper Street towards the 'bottom end of town'

- 4.34. The Police Station and Abercrombie House have a strong horizontal emphasis as a result of their facades which lack any vertical emphasis or the balanced and rhythmic fenestration of the polite, classically inspired historic frontages. Whilst usefully buffering the ferry traffic, these also tend to act as a physical and visual barrier to connection between the 'bottom end of town' and the waterfront beyond. This is exacerbated by the orientation of the community health clinic in this area, which principally addresses Hooper Street and results in an inactive frontage onto Fore Street here. More generally, the buildings in this lower part of the town could better address their corner positions to engage both the waterfront and the street context.
- 4.35. Torpoint Library is rather more successful in addressing Fore Street, but at a cost to Macey Street. The southern end of Macey Street in particular is poorly articulated, and the 'backland' character behind Nos. 2-4 King Street appears somewhat uncharacteristic here. The police station car park to the south-east, presently fenced off between Macey Street and King Street, could be made into a more pleasant and

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welcoming public space which would reinforce the town's visual relationship with the waterfront and improve permeability across it.

- 4.36. There is one altered but significant historic shopfront at No. 46 Fore Street. The shopfronts at Nos. 47 and 25, with their complementary canted corners, are successful at emphasising the importance of the junction with Fore Street, and could be further enhanced.

#### *Opportunities and recommendations*

- 4.37. Unsurprisingly, the 'bottom end of town' represents the greatest potential for meaningful redevelopment, and represents an exciting opportunity to redefine this part of the town and ideally provide better connections with the waterfront as the Vision for Torpoint aspires to. It also has a particularly important role to play in navigating the dual contexts of the waterfront and the bottom end of Fore Street. In pursuing future change in this area, proposals should be required to demonstrate that they pay careful attention to not further alienating the lower end of the town and ideally take opportunities to positively:

- emphasize historic links between Torpoint and the ferry (and Plymouth);
- reinstate some of the enclosure and directed views towards St James Church on Tamar Street (whether through building or landscaping);
- protect key views southwards and eastwards towards the water and improve permeability to the foreshore;
- reintroduce the grid pattern by continuing Macey Street southwards or incorporate some visual connection through/over any new development on the site of the present Police Station;
- reintroduce the historic scale and grain of development, having regard to vertical emphasis, shared building lines, articulated roofscapes, politely composed elevational treatments, colour and texture of buildings in the town;
- protect the historic use of Wheeler's, the Kings Arms and The Queens Arms as inns/public houses which are important in this part of the town;
- create new areas of accessible well-designed public realm that overlook the waterfront and across to Plymouth, perhaps creatively combining hard and soft landscaping with interpretation and/or public art to allow for some interpretation of the historic experience in this area; and

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- look to reduce the dominance of the roads in this area, serving the ferry and/or look to provide human scale links to the ferry.

4.38. Given the degree of change already encountered in this part of the town, there is potential for contemporary interpretations of the local vernacular while also reinforcing the sense of place, and preference could potentially be given to high quality design over more generic forms of pastiche which use historic forms in an ill-informed or unintelligible way. The preparation of a Design Guide or similar, with policies referring to weight to be given to these, could help to redefine and positively shape the character of this area over time.

4.39. It is fundamental that no proposals prejudice the prominence of Tor House, particularly as seen from the water, or St James Church. The visual effect of Tor House in particular and its relationship with the water is an intrinsic aspect of its design and represents a fairly wide setting which positively contributes to its significance. Proposals for any development in this part of town should therefore ideally be supported by a heritage statement which specifically addresses the impact on the significance of this asset. The same can be said for St James Church, though perhaps less important from the water specifically.

#### *Harvey Street and the waterfront*

4.40. The ferry continues to be a major feature of the town and has ruled its southern and parts of its eastern foreshore since at least the 1920s when a number of buildings were cleared away to widen the ferry lanes (Fig. 9 above). Harvey Street provides the main artery for vehicle traffic, with the advantage that it avoids more direct impacts on the town centre. That said, Harvey Street itself has lost much of its sense of enclosure through road widening and the quality of the post-war redevelopment, which the CSUS refers to as being 'architecturally compromised' (CC 2005), and it acts as a physical barrier at times between the historic core of the town centre and the residential areas to the west.

4.41. Despite the dominance of road infrastructure, there are good quality features at both the historic entrance to the town to the east, at the end of Tamar Street, and in the southern part of the town at the very base of Harvey Street (Photo 21). Both entrances are marked by the presence of pubs, The Kings Head and the Queens Arms respectively, and good quality historic buildings which frame the routes through

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the town. Both incorporate more open spaces, with a green verge on the western side of Harvey Street giving way to Elliot Square, and the car park for the ferry staff at the base of Tamar Street. Further within the town is where the quality of the routes tend to break down, owing partly to the 18th century town planning and more recently to post-war redevelopment.



**Photo 21** Panoramic view north on Harvey Street and east from the junction with Ferry Street

- 4.42. Harvey Street flows northwards on the outer edge of the town centre, with the Fore Street buildings generally backing onto it. As such, the informal backland qualities strongly inform the eastern side of Harvey Street with a predominantly domestic character towards the northern end (Photo 22). Only a small number of properties (most notably No. 70) appears to retain the traditional stone wall fully enclosing and defining the narrow plot, with many of the other areas having given way to parking or other servicing. Some of the properties further along, between Harbour Street and Quarry Street, retain their inner garden boundary walls, though the end walls have been opened up.
- 4.43. Towards the southern end, a small number of buildings more specifically address Harvey Street and represent the commercial nature of the town. Where these have a more positive influence, they generally have informal, workshop or warehouse forms and gable-ends onto the street (Photo 23). More generally, the street is dominated by traffic and lacks any 'active' frontages, with the result that there is no cohesive sense of place along or across it (Photo 24). The bulky development at the rear of the Co-op (Nos. 50-53 Fore Street) is especially poor, and Abercrombie House (fronting onto Hooper Street) is insensitively sited adjacent to the more positive historic buildings towards the southern end of Harvey Street.



**Photo 22** View south-east across Harvey Street from the junction with Rowe Street (compare with Fig. 11)



**Photo 23** View south on Harvey Street from behind the Co-op (Nos. 50-53 Fore Street)

- 4.44. The western side of Harvey Street, north of Elliot Square, is more formally defined by the modern apartment blocks which occupy the space between Rowe Street and Harvey Street and address St James Church (Photos 24, 25 & 26). The four storey blocks replaced smaller late-18th and early-19th century houses, allowing Harvey Street to be widened to accommodate ferry traffic which was rerouted from Tamar

Street in the late 1920s. Historic maps suggest that many of these properties would have fronted directly onto and addressed Harvey Street in a way that the present modern apartment blocks do not (Fig. 13). Some of the plots between Quarry Street and Tamar Street on the eastern side, also appear to have have addressed Harvey Street in some way, perhaps in response to the Elliot Square, though it is not possible to say whether these all would have been subservient in character as suggested by the surviving warehouse style buildings behind Wheelers and adjoining to the north (Photo 23). Few historic photographs of this street appear to survive in comparison with Fore Street, except for showing the northern end (Fig. 11) but it is noted that the clearly defined frontages and long narrow plots (i.e. not back-to-back) facilitated the construction of tenements at the rear, including Nos. 48 and 56 which back onto Harvey Street (Trethewey & Payne 2019).



**Fig. 13** Extract of the 1894 OS County Series 1:2,500 map showing the area around Elliot Square, with building frontages onto Harvey Street/Elliot Square highlighted in blue



**Photo 24** View north on Harvey Street from the junction with Tamar Street

- 4.45. In contrast to the general scale and density of development, the blocks are overtly 20th century in their layout and appearance, with mono-pitched roofs at varying orientations with little regard for the historic grain and orientation of the 18th century planned town. As a result, these buildings have a discordant impact terminating the transverse views westwards on the cross streets (Photo 26) and are overbearing in context with St James Church (Photo 25), though are more peripheral in their impact on Tor House (which is also affected by poorly conceived late-20th century redevelopment immediately south-west of it).



**Photo 25** View north-west across Harvey Street to Elliot Square



**Photo 26** View west on Quarry Street towards Harvey Street

- 4.46. In creating the Harvey Street Flats, through access on Harbour Street and Quarry Street was unfortunately truncated beyond Harvey Street, thereby impacting on expression of the grid. Whilst the current public access through the housing blocks does to some extent facilitate understanding of this as an extension of Quarry Street, it is undermined by the dominance of the blocks. This has also reinforced the primacy of Harvey Street for vehicular traffic and exacerbated the lack of cohesion across it between the 18th century core and high-quality designed town extension to the west.

#### *Opportunities and recommendations*

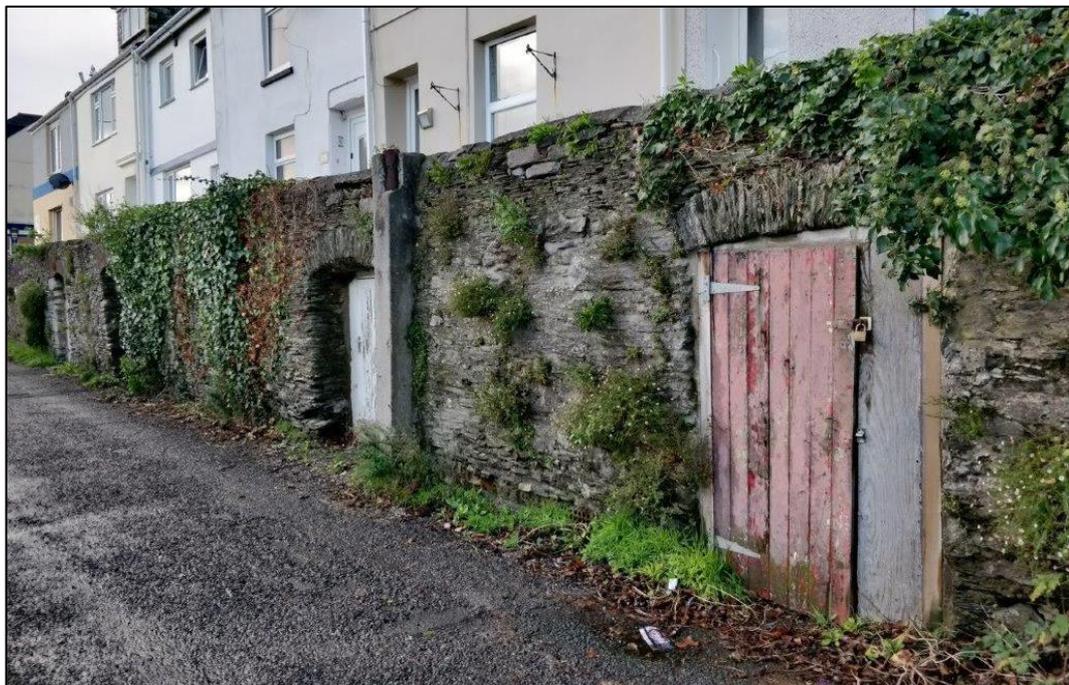
- 4.47. The main issues to overcome with Harvey Street are two-fold and interrelated - the preferential treatment of traffic as compared with pedestrians and improving the character and appearance of the built environment.
- 4.48. One of the main opportunities would also appear to be to encourage and/or introduce more activity onto Harvey Street, especially between Quarry Street and Tamar Street where there could be a more meaningful relationship with Elliot Square. More could also be made of the public realm generally; for instance at the base of the Harvey Street flats, with the verge on the western side of Harvey Street and in Elliot Square. In turn, this could be used to provide and/or reinforce pedestrian routes across

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Harvey Street and reconnect the different parts of the town. There would appear to be at least three opportunities to introduce connections that would be especially beneficial: at the southern end of Harvey Street with correlation to the waterfront; at Elliot Square; and further north with continuation of Quarry Street and/or Harbour Street westwards. Such interventions would probably need to be part of a more comprehensive review of movement patterns within the town centre. Consideration could also be given to whether bespoke wayfinding signs could also be introduced to draw people through and across the town, perhaps as part of a Heritage Trail.

4.49. The extant structures in the central section of Harvey Street have a more informal and subservient, back-land character (i.e. small ‘warehouses’ or ‘workshops’) which could be used to good effect in introducing new elements where the grain/enclosure has been lost. The active use of the rear yards could also be encouraged where this would not prejudice servicing arrangements and exacerbate any traffic issues on Harvey Street.

4.50. Further north along the western side of Harvey Street, the reinstatement of characteristic forms of enclosure could be encouraged at the rear to restore more coherent street quality, as found in King Street where the distinctive cellars provide sense of place (Photo 28), and thereby improve the pedestrian experience.



**Photo 28** Historic cellars in King Street providing enclosure and sense of place

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4.51. More generally, proposals within, adjacent to or affecting Harvey Street in particular should seek:

- to reinstate the grid and connections across the town;
- to improve continuity in particular across Tamar Street to Elliot Square and emphasise the pedestrian experience at this important junction, possibly through careful displacement of the parking and reclaiming the square as a public space;
- redevelop the Harvey Street modern apartment blocks as a denser mass of maximum three-storey buildings with roofscapes which respond positively to the surrounding grain and orientation;
- to experientially buffer the effects of traffic on the town centre through planting schemes which would also help to soften the townscape along Harvey Street;
- to retain all historic street furniture and carry designs through the town centre to the east to reinforce continuity across the town; and
- make traffic signage as minimally obtrusive as possible in future and consider a rationalisation scheme to reduce extraneous clutter.

### **Summary**

4.52. Only a small percentage of the town centre is currently acknowledged as a heritage asset, despite a wealth of surviving historic fabric and a number of retained historic features. The overall historic environment appears to generally be intact within Fore Street, and much more could be made of the surviving elements in Harvey Street and at the lower end of town, as well as reinforced through future redevelopment proposals. There is an opportunity for the Neighbourhood Plan to greatly emphasize heritage considerations in the determination of planning applications, which to this date appears to have been rather haphazardly applied (if at all).

4.53. Reinforced by the Cornwall Historic Environment SPD and informed by Historic England guidance and advice, Policy 24 of the Cornwall Local Plan (CC 2016) sets out that *'All development proposals should be informed by proportionate historic environment assessments and evaluations...identifying the significance of all heritage assets that would be affected by the proposals and the nature and degree of any effects and demonstrating how, in order of preference, any harm will be avoided, minimised or mitigated.'* Any forthcoming application for development, particularly within the 18th century core, should ideally be informed by such

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assessments. As drafted, the suggestion of a Conservation Area in the Neighbourhood Plan, appears to acknowledge the quality of the surviving historic environment. Were this a designated Conservation Area, such policies as above would more clearly apply. However, it would be possible for the Neighbourhood Plan to include a more general policy requiring these types of assessments without specific reference to a 'Conservation Area' but rather based on the 'site-specific' policies of Fore Street, Harvey Street and the Waterfront (which address general areas rather than specific sites).

4.54. Whilst these areas have shared origins as part of the planned 18th century town, the context of each today is likely to necessitate a bespoke response in terms of regeneration efforts. In this respect, it is positive that the site-specific regeneration policies set out in the draft Neighbourhood Plan seek to address these contexts individually. In general, the site-specific policies could be much more detailed on character and/or specific challenges within these areas, as well as provide design parameters (heights, scale, materiality etc.) to clearly identify within the Neighbourhood Plan policies what is deemed to be positive new development in each area and positively guide development from its inception.

4.55. In order for the site-specific policies to address the heritage sensitivities, the draft policy 'TOR8 Conservation' could clearly identify measures for the protection of the heritage assets and the wider historic townscape; for instance, development proposals may generally be expected to (among other considerations):

- Ensure all proposals for change are designed and appraised in terms of their potential for maintaining and enhancing Torpoint's distinctive townscape qualities and positive 'sense of place'; *and*
- Ensure all proposals which affect heritage assets look to sustain and enhance their significance; *and*
- Respect and emphasize the importance of the prevailing scale, grain, orientation and verticality within the townscape (i.e. maximum three stories, clean lines, simple building forms, articulated roofscapes and eaves, shops traditionally one building width in scale, etc.); *and*
- Seek high quality design and well-informed, creative improvements where character and quality in the built environment and public realm have been eroded by inappropriate past interventions.

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4.56. Given the apparent wealth of historic fabric within the town, the buildings themselves are potentially a rich archaeological resource, providing ample opportunities for investigation and recording, which would further our understanding of the historic environment and help to identify individual heritage assets. This would complement the presence of the local archives and could be used in future inform the basis for a designation project with either Cornwall Council (in terms of a Conservation Area) and/or Historic England (in terms of listed buildings).

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## 5. CONCLUSIONS

- 5.1. This heritage appraisal has been prepared to inform the site-specific policies of the Torpoint Neighbourhood Plan relating to regeneration of Fore Street, Harvey Street and the 'bottom end of town'. The aim of this appraisal was to identify the particular character of each of the areas, and any related opportunities or constraints presented by the historic environment resource within them. The assessment is intended to inform the development of these policies to specifically take into account heritage considerations and inform plans for the future of these areas.
- 5.2. The proactive approach of the Neighbourhood Plan Steering Group and Torpoint Town Council is to be applauded in terms of their aim to promote appropriate development and in identifying specific sites where these opportunities exist and have a role to play in the Vision for Torpoint. Naturally, the NP prioritises the most important projects to successful regeneration of the town from the 'Vision for Torpoint' and sets these as the site-specific policies with the aim of safeguarding and enhancing the heritage and character of the areas which are fundamental to the identity of Torpoint.

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### **Cartographic sources**

**1539-40** South west coast of England from Exeter to Land's End (viewed at <https://britishlibrary.georeferencer.com/maps/d345797b-b6f5-50ab-954d-46150cc1c513/>)

**1692** A coloured scheme for fortifying the island of St Nicholas, or Drake's Island, in Plymouth Sound (viewed at <https://britishlibrary.georeferencer.com/maps/844b3704-aa99-5b25-a5a2-df93968f05f3/>)

**1720** General Plan of the Ports of Homouse and Plymouth (viewed at <https://www.bl.uk/onlinegallery/onlineex/kinggeorge/g/003ktop00000011u07600000.html>)

**1830** The environs of Plymouth, Devonport and Stonehouse : also the neighborhood of Exeter with the coast and other principal roads [...] (viewed at <https://uu.georeferencer.com/maps/a23d7fc3-45c9-55a9-ab86-3c4d7c14b7fe/>)

**1840** Antony Tithe Map (viewed at Torpoint Archives)

Ordnance Survey maps viewed at: [www.promap.co.uk](http://www.promap.co.uk) <http://www.envirocheck.co.uk/> and [www.maps.nls.uk/geo/find/](http://www.maps.nls.uk/geo/find/)

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## APPENDIX 1: HERITAGE STATUTE POLICY & GUIDANCE

### *Heritage Statute: Scheduled Monuments*

Scheduled Monuments are subject to the provisions of the Ancient Monuments and Archaeological Areas Act 1979. The Act sets out the controls of works affecting Scheduled Monuments and other related matters. Contrary to the requirements of the Planning Act 1990 regarding Listed buildings, the 1979 Act does not include provision for the 'setting' of Scheduled Monuments.

### *Heritage Statute: Listed Buildings*

Listed buildings are buildings of 'special architectural or historic interest' and are subject to the provisions of the Planning (Listed Buildings and Conservation Areas) Act 1990 ('the Act'). Under Section 7 of the Act 'no person shall execute or cause to be executed any works for the demolition of a listed building or for its alteration or extension in any manner which would affect its character as a building of special architectural or historic interest, unless the works are authorised.' Such works are authorised under Listed Building Consent. Under Section 66 of the Act 'In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any feature of special architectural or historic interest which it possesses'.

### *Note on the extent of a Listed Building*

Under Section 1(5) of the Act, a structure may be deemed part of a Listed Building if it is:

- (a) fixed to the building, or
- (b) within the curtilage of the building, which, although not fixed to the building, forms part of the land and has done so since before 1<sup>st</sup> July 1948

The inclusion of a structure deemed to be within the 'curtilage' of a building thus means that it is subject to the same statutory controls as the principal Listed Building. Inclusion within this duty is not, however, an automatic indicator of 'heritage significance' both as defined within the NPPF (2021) and within Conservation Principles (see Section 2 above). In such cases, the significance of the structure needs to be assessed both in its own right and in the contribution it makes to the significance and character of the principal Listed Building. The practical effect of the inclusion in the listing of ancillary structures is limited by the requirement that Listed Building Consent is only needed for works to the 'Listed Building' (to include the

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building in the list and all the ancillary items) where they affect the special character of the Listed building as a whole.

Guidance is provided by Historic England on '[Listed Buildings and Curtilage: Historic England Advice Note 10](#)' (Historic England 2018).

### **Heritage Statue: Conservation Areas**

Conservation Areas are designated by the local planning authority under Section 69(1)(a) of the Planning (Listed Buildings and Conservation Areas) Act 1990 ('the Act'), which requires that '*Every local planning authority shall from time to time determine which parts of their area are areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance*'. Section 72 of the Act requires that '*special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area*'.

The requirements of the Act only apply to land within a Conservation Area; not to land outside it. This has been clarified in various Appeal Decisions (for example APP/F1610/A/14/2213318 Land south of Cirencester Road, Fairford, Paragraph 65: '*The Section 72 duty only applies to buildings or land in a Conservation Area, and so does not apply in this case as the site lies outside the Conservation Area.*').

The NPPF (2021) also clarifies in [Paragraph 207](#) that '*Not all elements of a World Heritage Site or Conservation Area will necessarily contribute to its significance*'. Thus land or buildings may be a part of a Conservation Area, but may not necessarily be of architectural or historical significance. Similarly, not all elements of the setting of a Conservation Area will necessarily contribute to its significance, or to an equal degree.

### **National heritage policy: the National Planning Policy Framework**

#### **Heritage assets and heritage significance**

Heritage assets comprise 'a building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest' (the NPPF (2021), Annex 2). Designated heritage assets include World Heritage Sites, Scheduled Monuments, Listed Buildings, Protected Wreck Sites, Registered Parks and Gardens, Registered Battlefields and Conservation Areas (designated under the relevant legislation; NPPF (2021), Annex 2). The NPPF (2021), Annex 2, states that the significance of a heritage asset may be archaeological, architectural, artistic or historic. Historic England's 'Conservation Principles' looks at significance as a series of 'values' which include 'evidential', 'historical', 'aesthetic' and 'communal'.

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The July 2019 revision of the Planning Practice Guidance (PPG) expanded on the definition of non-designated heritage assets. It states that *‘Non-designated heritage assets are buildings, monuments, sites, places, areas or landscapes identified by plan-making bodies as having a degree of heritage significance meriting consideration in planning decisions, but which do not meet the criteria for designated heritage assets.’* It goes on to refer to local/neighbourhood plans, conservation area appraisals/reviews, and importantly, the local Historic Environment Record (HER) as examples of where these assets may be identified, but specifically notes that such identification should be *made ‘based on sound evidence’*, with this information *‘accessible to the public to provide greater clarity and certainly for developers and decision makers’*.

This defines *non-designated heritage assets* as those which have been specially defined as such through the local HER or other source made accessible to the public by the plan-making body. Where HERs or equivalent lists do not specifically refer to an asset as a *non-designated heritage asset*, it is assumed that it has not met criteria for the plan-making body to define it as such, and will be referred to as a *heritage asset* for the purpose of this report.

The assessment of *non-designated heritage assets* and *heritage assets* will be equivalent in this report, in line with industry standards and guidance on assessing significance and impact. They may not, however, carry equivalent weight in planning as set out within the provisions of the NPPF, should there be any effect to significance.

### **The setting of heritage assets**

The ‘setting’ of a heritage asset comprises ‘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 may be neutral’ (NPPF (2021), Annex 2). Thus it is important to note that ‘setting’ is not a heritage asset: it may contribute to the value of a heritage asset.

Guidance on assessing the effects of change upon the setting and significance of heritage assets is provided in ‘Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets’, which has been utilised for the present assessment (see below).

### **Levels of information to support planning applications**

Paragraph 194 of the NPPF (2021) identifies that ‘In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets

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affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance'.

### **Designated heritage assets**

Paragraph 189 of the NPPF (2021) explains that heritage assets 'are an irreplaceable resource and should be conserved in a manner appropriate to their significance'. Paragraph 193 notes that '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). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance'. Paragraph 200 goes on to note that 'substantial harm to or loss of a grade II listed building...should be exceptional and substantial harm to or loss of designated heritage assets of the highest significance (notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II\* listed buildings, grade I and II\* registered parks and gardens, and World Heritage Sites) should be wholly exceptional'.

Paragraph 202 clarifies 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'.

### **Development Plan**

The Site is located within the administrative boundary of Cornwall Council. The Cornwall Local Plan: Strategic Policies sets out the local policy framework for Cornwall up to 2030. Relevant policies relating to the historic environment comprise:

#### **Policy 24: Historic Environment**

Development proposals will be permitted where they would sustain the cultural distinctiveness and significance of Cornwall's historic rural, urban and coastal environment by protecting, conserving and where appropriate enhancing the significance of designated and non-designated assets and their settings.

Development proposals will be expected to:

- sustain designated heritage assets;
- take opportunities to better reveal their significance;

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- maintain the special character and appearance of Conservation Areas, especially those positive elements in any Conservation Area Appraisal;
  - conserve and, where appropriate, enhance the design, character, appearance and historic significance of historic parks and gardens;
  - conserve and, where appropriate, enhance other historic landscapes and townscapes, including registered battlefields, including the industrial mining heritage;
  - protect the historic maritime environment, including the significant ports, harbours and quays.

Development within the Site (WHS) and its setting should accord with the WHS Management Plan. Proposals that would result in harm to the authenticity and integrity of the Outstanding Universal Value, should be wholly exceptional. If the impact of the proposal is neutral, either on the significance or setting, then opportunities to enhance or better reveal their significance should be taken.

All development proposals should be informed by proportionate historic environment assessments and evaluations (such as heritage impact assessments, desk-based appraisals, field evaluation and historic building reports) identifying the significance of all heritage assets that would be affected by the proposals and the nature and degree of any effects and demonstrating how, in order of preference, any harm will be avoided, minimised or mitigated.

Great weight will be given to the conservation of the Cornwall's heritage assets. Where development is proposed that would lead to substantial harm to assets of the highest significance, including undesignated archaeology of national importance, this will only be justified in wholly exceptional circumstances, and substantial harm to all other nationally designated assets will only be justified in exceptional circumstances.

Any harm to the significance of a designated or non-designated heritage asset must be justified. Proposals causing harm will be weighed against the substantial public, not private, benefits of the proposal and whether it has been demonstrated that all reasonable efforts have been made to sustain the existing use, find new uses, or mitigate the extent of the harm to the significance of the asset; and whether the works proposed are the minimum required to secure the long term use of the asset.

In those exceptional circumstances where harm to any heritage assets can be fully justified, and development would result in the partial or total loss of the asset and/or its setting, the applicant will be required to secure a programme of recording and analysis of that asset, and

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archaeological excavation where relevant, and ensure the publication of that record to an appropriate standard in a public archive.

Proposals that will help to secure a sustainable future for the Cornwall's heritage assets, especially those identified as being at greatest risk of loss or decay, will be supported.

### **Good Practice Advice 1-3**

Historic England has issued three Good Practice Advice notes ('GPA1-3') which support the NPPF. The GPAs note that they do not constitute a statement of Government policy, nor do they seek to prescribe a single methodology: their purpose is to assist local authorities, planners, heritage consultants, and other stakeholders in the implementation of policy set out in the NPPF. This report has been produced in the context of this advice, particularly 'GPA2 – Managing Significance in Decision-Taking in the Historic Environment' and 'GPA3 – The Setting of Heritage Assets'.

### **GPA2 - Managing Significance in Decision-Taking in the Historic Environment**

GPA2 sets out the requirement for assessing 'heritage significance' as part of the application process. Paragraph 8 notes 'understanding the nature of the significance is important to understanding the need for and best means of conservation.' This includes assessing the extent and level of significance, including the contribution made by its 'setting' (see GPA3 below). GPA2 notes that 'a desk-based assessment will determine, as far as is reasonably possible from existing records, the nature, extent and significance of the historic environment within a specified area, and the impact of the proposed development on the significance of the historic environment, or will identify the need for further evaluation to do so' (Page 3).

### **GPA3 – The Setting of Heritage Assets**

The NPPF (Annex 2: Glossary) defines the setting of a heritage asset as 'the surroundings in which a heritage asset is experienced...'. Step 1 of the settings assessment requires heritage assets which may be affected by development to be identified. Historic England notes that for the purposes of Step 1 this process will comprise heritage assets 'where that experience is capable of being affected by a proposed development (in any way)...'.

Step 2 of the settings process 'assess[es] the degree to which these settings and views make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated', with regard to its physical surrounds; relationship with its surroundings and patterns of use; experiential effects such as noises or smells; and the way views allow the significance of the asset to be appreciated. Step 3 requires 'assessing the effect of the

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proposed development on the significance of the asset(s)' – specifically to 'assess the effects of the proposed development, whether beneficial or harmful, on the significance or on the ability to appreciate it', with regard to the location and siting of the development, its form and appearance, its permanence, and wider effects.

Step 4 of GPA3 provides commentary on 'ways to maximise enhancement and avoid or minimise harm'. It notes (Paragraph 37) that 'Maximum advantage can be secured if any effects on the significance of a heritage asset arising from development liable to affect its setting are considered from the project's inception.' It goes on to note (Paragraph 39) that 'good design may reduce or remove the harm, or provide enhancement'.

### *Heritage significance*

Discussion of heritage significance within this assessment report makes reference to several key documents. With regard to Listed buildings and Conservation Areas it primarily discusses 'architectural and historic interest', which comprises the special interest for which they are designated.

The NPPF provides a definition of 'significance' for heritage policy (Annex 2). This states that heritage significance comprises 'The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic'. This also clarifies that for World Heritage Sites 'the cultural value described within each site's Statement of Outstanding Universal Value forms part of its significance'.

Regarding 'levels' of significance the NPPF (2021) provides a distinction between: designated heritage assets of the highest significance; designated heritage assets not of the highest significance; and non-designated heritage assets.

Historic England's 'Conservation Principles' expresses 'heritage significance' as comprising a combination of one or more of: evidential value; historical value; aesthetic value; and communal value:

- Evidential value – the elements of a historic asset that can provide evidence about past human activity, including physical remains, historic fabric, documentary/pictorial records. This evidence can provide information on the origin of the asset, what it was used for, and how it changed over time.
- Historical value (illustrative) – how a historic asset may illustrate its past life, including changing uses of the asset over time.

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- Historical value (associative) – how a historic asset may be associated with a notable family, person, event, or moment, including changing uses of the asset over time.
  - Aesthetic value – the way in which people draw sensory and intellectual stimulation from a historic asset. This may include its form, external appearance, and its setting, and may change over time.
  - Communal value – the meaning of a historic asset to the people who relate to it. This may be a collective experience, or a memory, and can be commemorative or symbolic to individuals or groups, such as memorable events, attitudes, and periods of history. This includes social values, which relates to the role of the historic asset as a place of social interactive, distinctiveness, coherence, economic, or spiritual / religious value.

### **Effects upon heritage assets**

#### **Heritage benefit**

The NPPF clarifies that change in the setting of heritage assets may lead to heritage benefit. Paragraph 206 of the NPPF (2021) notes that ‘Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably’.

GPA3 notes that ‘good design may reduce or remove the harm, or provide enhancement’ (Paragraph 28). Historic England’s ‘Conservation Principles’ states that ‘Change to a significant place is inevitable, if only as a result of the passage of time, but can be neutral or beneficial in its effects on heritage values. It is only harmful if (and to the extent that) significance is reduced’ (Paragraph 84).

Specific heritage benefits may be presented through activities such as repair or restoration, as set out in Conservation Principles.

#### **Heritage harm to designated heritage assets**

The NPPF (2021) does not define what constitutes ‘substantial harm’. The High Court of Justice does provide a definition of this level of harm, as set out by Mr Justice Jay in *Bedford Borough Council v SoS for CLG and Nuon UK Ltd*. Paragraph 25 clarifies that, with regard to ‘substantial harm’: ‘Plainly in the context of physical harm, this would apply in the case of demolition or destruction, being a case of total loss. It would also apply to a case of serious damage to the structure of the building. In the context of non-physical or indirect harm, the yardstick was effectively the same. One was looking for an impact which would have such a

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serious impact on the significance of the asset that its significance was either vitiated altogether or very much reduced’.

#### **Effects upon non-designated heritage assets**

The NPPF (2021) paragraph 203 guides that ‘The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non-designated heritage assets, a balanced judgment will be required having regard to the scale of any harm or loss and the significance of the heritage asset’.

## APPENDIX 2: GAZETTEER OF SELECTED RECORDED HERITAGE ASSETS

Ref	Description	Grade/ Period	NGR	NHLE ref. HER ref. (Heritage Gateway HER ref)
<b>Designated Heritage Assets (Fig. 2)</b>				
<b>A</b>	Vera's, 60 Fore Street, Torpoint - Late C18 with C19 alterations to windows and C20 alterations.	II	243972 55199	<b>1329161</b> DCO3539
<b>B</b>	Wesleyan Methodist Church - A large C18 Wesleyan chapel on the corner of Quarry Road and Fore Street. Dated 1795 on Quarry Street front. Considerably remodelled in 1908, with datestone on the on Fore Street front of the extension. A row of late 19th century cottages was attached to the church on the Quarry Street side, used as schoolroom and meeting rooms; altered considerably in late-19th or early-20th century.	II	243995 55199	<b>1140586</b> DCO2238 MCO57041
<b>C</b>	Church of St James – 19th century Anglican Parish church, built 1817 as a chapel of ease for Torpoint, then in Antony parish. Chancel and alterations of 1885 by William White. 20th century addition to south.	II	243929 55082	<b>1309738</b> DCO3211 MCO43307 (167255)
-	Lamp Post about 8m east of Church of St James – late 19th century cast iron lamp post on granite plinth; forms a central point for Elliot Square to the east of the Church.	II	243956 55095	<b>1140585</b> DCO2237
<b>D</b>	Tor House and Terrace Walls and Piers – dated 1792.	II*	243897 55051	<b>1162315</b> DCO2911
<b>E</b>	Ballast pond at Torpoint 690m west of North Corner Quay - 18th century ballast pond (or pound) built by the Admiralty in 1783 to facilitate simple storage of ballast-laden barges at the time when this area was made up of shingle, presenting particular operational difficulties, thus allowing the ballast to be efficiently stored without unnecessary over-handling. It reflects the growing importance of the area for the repair of ships at the naval dockyard. As such, it is a key element of naval maintenance history which was superseded by changes in technology.	SM and Grade II	244083 54679	<b>1007261, 1329162</b> DCO14910, DCO3540 MCO23140
<b>F</b>	Warehouse - Late 18th or early 19th century warehouse with 20th century alterations; In 3 ranges forming an overall U-plan.	II	244042 54887	<b>1140584</b> DCO2236 MCO23141 (6039)
	Chemical works - A sulphuric acid and manure works was built here in 1853 by Eastcott, Sheppard and Company as the Western Counties General Manure Company Ltd.	Post- medieval	244040 54880	MCO29379 (42007)
-	Ellis Monument	II	243888 55253	<b>1162248</b> DCO2909

Ref	Description	Grade/ Period	NGR	NHLE ref. HER ref. (Heritage Gateway HER ref)
<b>Historic Features (Fig. 3)</b>				
1	The folly tower on Gravesend Point dated to c.1750.	Post-medieval	243800 55470	MCO23251 (6265)
2	Thanckes Park - Thanckes, formerly the farmstead of Pengelly, was renamed from the Thonke family who acquired it in the reign of Henry V and was passed on through various families until rebuilt as a mansion in 1713. It was extended and ornamented with a small park by the family of Admiral Thomas Graves. The original Thanckes House mansion (now the area of the tennis club) was demolished and replaced in 1871 by a house set back uphill a little way, within the southern of the former house's two large walled gardens (on the site of the present bowling green). In 1911 the replacement house, having failed as a hotel for Torpoint, was itself translated stone by stone to Portwrinkle and rebuilt as the Whitesand Bay Hotel. The grounds of Thanckes were acquired by Torpoint Council in 1952 and since then have been managed as a public park. 20th century developments included a tea hut and a bandstand, the Horseshoe Lake, sports field, bowling green, tennis courts and associated buildings.	Post-Medieval	243297 55662	MCO56265
3	Site of the St Germans Union workhouse, built in 1837-8; designed by Charles Lang. Further buildings at the north of the site may have included an infirmary block.	Post-medieval	243760 54700	MCO23139 (6037)
4	Carew-Pole's 1775 map and the Tithe Award both refer to a Ropewalk in Torpoint; shown on the First edition 25-inch OS map (c. 1867).	Post-medieval	243843 54770	MCO23213 (6166)
5	Torpoint ferry terminal - working passenger and vehicle ferry.	Post-medieval	244150 55110	MCO23253 (6268)
	Slipway, Second World War embarkation hard, and landing point – The landing point for the Torpoint-Devonport ferry incorporates a 19th century slipway and a D-Day embarkation hard but has been greatly expanded in the later 20th century.	Post-medieval	244190 55110	MCO42382 (166311)
	Pier - A jetty to the north of the present Torpoint ferry landing point, recorded on OS maps. On early 20th century maps, an additional ferry crossing is shown from the end of the jetty linking to Devonport, perhaps a foot passenger service.	Modern	244169 55177	MCO59104
6	Slipway - A short linear structure, roughly 18m long, visible above the water line; likely to be a quay or slipway	Post-medieval	244045 54930	MCO44804 (72089)

Ref	Description	Grade/ Period	NGR	NHLE ref. HER ref. (Heritage Gateway HER ref)
7	Toll house - Site of the most westerly toll house belonging to the West Taphouse Liskeard Torpoint turnpike trust. Recorded at this location on the 1st Edition 25-inch OS map c. 1880.	Post-medieval	244140 55159	MCO52695 (176888)
8	Torpoint Gasworks, run by the Torpoint Gas and Coke Company opened in c.1856 and continued in use until 1969. Now the site of Rendel Park.	Post-medieval	244130 55040	MCO6927 (42044)
9	Site of an 18th century lime kiln. In use as early as 1767, when Thomas Clark leased property consisting of a quay with dwelling house, warehouse and lime kiln from John Carew in 1767, and marked on a Manor Map by Carew Pole in 18th century (held by CRO). In 1783 the Admiralty were building a ballast pond nearby and the contractor had taken over Clark's limekiln in order to prepare materials for work. By a census of 1821 a family was living in "the house on the lime kiln", so presumably production had ceased.	Post-medieval	244100 55170	MCO7316 (42053)
10	19th century blacksmiths workshop, recorded as 'smithy' on the 1908 OS 6-inch map.	Post-medieval	244040 54950	MCO9353 (42006)
11	19th Wesleyan Day School in Macey Street. Built in 1872 and extended c1905	Post-medieval	244030 55207	MCO53185 (177391)
12	19th century school - National School, built 1822. Disused in 2005 and considered a local building at risk.	Post-medieval	243850 55070	MCO53184 (177390)
13	19th century Bethel United Reform chapel.	Post-medieval	243900 55160	MCO32150 (137932)
14	A stone and earthwork complex comprising gun emplacements, bunkers and an ancillary building in Cambridge Field.	Post-medieval/ Modern	243804 55021	MCO45278 (72215)
15	Ropewalk marked on the 1908 OS 6-inch map.	Modern	243550 54770	MCO29380 (42009)
16	Six emergency water storage tanks visible on aerial photos. Each has a diameter of roughly 8m. Associated with three tanks located in the south part of Torpoint (prn 72087 – see point 19).	Modern	243738 55109	MCO45276 (72213)
17	Three water storage tanks visible on aerial photos, each with a diameter of 7.5m. Associated with three tanks located in the north part of Torpoint (prn 72213 – see point 18).	Modern	243552 54795	MCO44802 (72087)
18	One of a number of barrage balloon sites in Torpoint.	Modern	243943 54868	MCO44803 (72088)
19	Barrage balloon site visible on aerial photographs.	Modern	243599 55148	MCO45277 (72214)
20	Quay recorded in this location on the 1908 OS 6-inch map.	Modern	243779 54649	MCO4912 (42005)
21	20th century quay marked on the 1908 OS 6-inch map.	Modern	244050 54830	MCO4913 (42008)

Ref	Description	Grade/ Period	NGR	NHLE ref. HER ref. (Heritage Gateway HER ref)
22	County Primary School, Albion Road, built 1910. For boys, girls and infants; still extant and in use as a school.	Modern	243696 55383	MCO53186 (177392)
23	Site of a 20th century police station at Tamar St/Ferry Slip. Partially destroyed during WWII and later fully demolished. The new station is to the south on Hooper St.	Modern	244109 55152	MCO54234 (178458)
24	Redundant early 20th century fire station in Fore Street. Now in commercial use; new station at eastern end of Fore Street.	Modern	243898 55269	MCO54334 (178559)
25	A circular hollow roughly 8m in diameter, visible on air photos in the rocky inter-tidal area on the south side of Torpoint. Possibly the result of an explosion, from either an aerial missile or a mine.	Modern	244026 54766	MCO44805 (72090)
26	Two circular hollows, each of approx diameter 8.5m, visible at low tide on aerial photos and have been plotted as part of the NMP. Likely to be the results of explosions, caused by either an aerial missile or a mine.	Modern	243920 54582	MCO44808 (72094)
27	Bomb damage at the lower end of town centre	Modern	244052 55070	AIM
28	Bomb damage in York Road	Modern	243668 55182	AIM
29	Bomb damage in Peacock Ave	Modern	243605 55037	AIM
30	Bomb damage in Kingsley Road, North Road and Carbeile Road	Modern	243586 54874	AIM

#### **Andover Office**

Stanley House  
Walworth Road  
Andover  
Hampshire  
SP10 5LH

t: 01264 347630

#### **Cirencester Office**

Building 11  
Cotswold Business Park  
Cirencester  
Gloucestershire  
GL7 6BQ

t: 01285 771022

#### **Milton Keynes Office**

Unit 8 - The IO Centre  
Fingle Drive, Stonebridge  
Milton Keynes  
Buckinghamshire  
MK13 0AT

t: 01908 564660

#### **Suffolk Office**

Unit 5, Plot 11, Maitland Road  
Lion Barn Industrial Estate  
Needham Market  
Suffolk  
IP6 8NZ

t: 01449 900120

e: [enquiries@cotswoldarchaeology.co.uk](mailto:enquiries@cotswoldarchaeology.co.uk)

