

Section 5 Impact Assessment

- 5.1 The current proposals for the site are set out within the supporting Planning Statement, Design and Access Statement and masterplan documents.
- 5.2 There are five sites identified within the site for residential development and a further six sites identified for the rationalisation and enhancement of the racecourse operations, these include the rationalisation of the stables and paddock area, the erection of a hotel, new family enclosure area in the centre of the course, the rationalisation of car parking in the centre of the course, and improvements to the existing car park. These sites are identified within accompanying planning documentation and on **Plans EDP 1 and 2**.
- 5.3 Additionally, racecourse widening is sought in full. These involve some limited earthworks at the south-western corner to level the track and reposition the white fence. The eastern bend involves movement of the fence only, with no associated earthworks.
- 5.4 This section examines each proposal site in terms of potential impacts on heritage assets, including built heritage and archaeological remains. It also considers the archaeological potential of each site and any recommended response, as necessary.
- 5.5 The outline element of the application (with all matters reserved aside from access), includes the following operational enhancement and facilitating proposals:
- Site 1 (Residential Mews) – demolition of the existing facilities to be replaced by new flatted mews development (Use Class C3), associated access off More Lane, parking and landscaping. Building height ranges between two to three-storeys, comprising a mixture of one and two-bedroom properties;
 - Site 2 (Residential Urban Frontage) – demolition of the existing buildings to be replaced by new flatted development (Use Class C3) fronting Esher High Street with associated access, parking and landscaping. Building height will range from three to four-storeys, comprising a mixture of one and two-bedroom properties. The parking area will be covered by a landscaped deck over;
 - Site 3 (Residential Villas) – demolition of existing buildings to be replaced by new residential villa development (Use Class C3) fronting the racecourse, with and associated access off Lower Green Road, parking and landscaping. The buildings will be three-storeys in height, comprising a mixture of one and two-bedroom properties;
 - Site 4 (Residential Crescent) – development of new residential units (Use Class C3), associated access off Station Road, basement parking and landscaping. Building heights will be split into three elements – four-storeys, five-storeys and six-storeys, comprising a mixture of studio, two and three-bedroom properties;

- Site 5 (Residential Villas and Day Nursery/Community Use) – development of new residential units (Use Class C3) and re-provision of a Class D1 children’s nursery with associated access, parking and landscaping. Separate accesses are proposed to serve the residential use off Portsmouth Road. The access to the proposed nursery will continue via the main entrance to Sandown Park Racecourse. The flatted residential development will be four-storeys comprising a mixture of one, two and three-bedroom properties, the new nursery comprises two-storeys;
- Site A (Racecourse Operational Facilities) – redevelopment and rationalisation of the stables, the paddock area, pre-parade ring, horse box parking area and re-provision of stable staff accommodation and associated facilities;
- Site B (Hotel or Hotel with element of residential) – the erection of a circa 150-room hotel (Class C1);
- Site C (Family/Community Zone) – remodelling of the existing kart track area to accommodate a new family/community zone including outdoor recreational areas, cycle track, indoor soft play and ancillary café buildings; and
- Site D (Rationalisation of Car Park) – improvement of the car park through the establishment of reinforced grass system with surface water treatments or similar, gravel bound tarmac or similar and hardstanding in part, within the centre of the site. Access shall continue to be provided via More Lane;
- Site F (Improvements to the existing car park) – this area is identified for the improvements of the existing car park. This comprises amendments to layout through soft and hard landscaping, including relocation of the existing broadcasting compound, turnstiles/kiosk elsewhere within Site F and installation of a new ring main unit. No details are available at this stage and the extent of the work will be subject to future detailed design.

5.6 The full element of the application includes the following:

- Site E (Proposed Racetrack Widening) – The proposal is to widen the two bends of the existing racecourse track (the south-west and east), which primarily involve a minor ground levelling with repositioning of the white fence.

5.7 The illustrative development framework allows for a sufficient level of detail of the proposals such as to enable an accurate assessment of the likely impacts, necessary mitigation, and shows one possible way in which the proposed quantum of development could be delivered. It is anticipated that the principles of the masterplan will be refined and interpreted at a detailed level as part of future reserved matters applications.

5.8 The findings of EDP’s early and ongoing field appraisals have been fed into the evolving proposals in order to ensure that the masterplan has taken into account any sensitive factors in relation to heritage assets. These are discussed on a site by site basis below. In addition to these site-specific proposals, more general additional heritage-based

enhancements will be provided in the form of interpretation boards detailing the history of the racecourse and potential other aspects of local history. The detail of these are to be confirmed following consent.

Site 1

- 5.9 This site is located in the south-western part of the racecourse and is currently in use as overflow stabling with access taken from More Lane to the west. Currently, a roadway runs through the site on two levels, and has clearly been terraced (**Image EDP 32**). It is currently proposed for residential mews style development of two and three-storey height.

Designated Heritage Assets

- 5.10 In terms of heritage designations, the western part of this site, comprising the access and adjacent former firestation building, is located within the Esher CA, whereas the remainder of the site is located within its setting. The conservation area boundary at this point runs along the southern boundary of this site. There is also a group of four listed buildings to the west of the site (Cobblestones, Orangery, Garden Reach Cottage and listed Walls) and one listed building to the south (Ekwalls), on Esher Green.
- 5.11 Due to the largely enclosed nature of the site and conservation area, as explored in **Section 4**, this site does not make any particular contribution to either the conservation area or the listed buildings. The current character of the site clearly relates to the racecourse being in use for ancillary functions.
- 5.12 However, in order for the proposals to respond appropriately to the conservation area, they have been carefully designed in terms of scale. As such, although it may be possible to glimpse some elements of the proposals from areas of the Green, they will not dominate or adversely affect the role of the Warren in forming a backdrop to the conservation area.
- 5.13 The proposals will also directly improve the appearance of the conservation area in terms of the access from More Lane, which is located within it. Although there is a current access here, and, as such the re-use of this would not be out of character with the area, the removal of the large green metal gates would be an enhancement to the general appearance of this access.
- 5.14 As such, it is clear from the analysis in **Section 4**, that the proposals for new development within Site 1 would preserve and enhance the conservation area. Further matters in relation to suitable detailed design could be secured at reserved matters stage.
- 5.15 Due to the enclosed nature of Site 1, it is not anticipated that there will be any adverse impacts on the four listed buildings to the west (Cobblestones, Orangery, Garden Reach Cottage and listed Walls).

Archaeology

- 5.16 In terms of archaeology, the site lies on Bagshot Sands to the south of the 'Area of High Archaeological Potential'. However, it is clear from the site visit that it has been terraced (**Image EDP 32**), and as such would have removed any archaeological remains. For this reason, it is not considered necessary to undertake any archaeological work in relation to this site's development.
- 5.17 Nonetheless, the council's archaeological advisor has requested further information to be secured as a condition on the outline application and provided at reserved matters stage.

Site 2

- 5.18 Site 2 is located towards the southern boundary of the site along the Portsmouth Road. It is currently in use as car parking and an accommodation lodge (**Image EDP 6**). There is mature boundary vegetation of the southern boundary of the site, which screens the car parking and current lodge building from the Portsmouth Road. The site benefits from an extant application for a hotel, which was a building of three to four-storeys set back from the road frontage.
- 5.19 This site is currently proposed for residential development of three to four-storeys with associated parking area. More generally, proposals envisage general landscaping and improvements to the southern boundary treatment, subject to detailed design.

Designated Heritage Assets

- 5.20 In terms of heritage designations, the Grade II Travellers Rest is located adjacent to the southern boundary of the site, whilst Sandown House is located opposite.
- 5.21 As noted in **Section 4**, the site does not make any particular contribution to the significance of the Travellers Rest listed building, although currently the boundary treatment of the racecourse, being a close board fence and overgrown, does not present a pleasant environment to appreciate the building. In line with the previous application on this site, a financial contribution will be made to the refurbishment of the Travellers Rest to secure its condition, which will result in a direct enhancement to this listed building. Furthermore, improvements to the boundary treatment of Site 2 will enhance the way in which the listed building is experienced. As such, overall, the proposals represent an enhancement to the listed building of the Travellers Rest.
- 5.22 In relation to Sandown House, again the assessment in **Section 4** identifies that the site does not contribute to its significance, and that the wider area is characterised by large scale mixed-use development. As such, the proposals, representing three to four-storey development on the opposite side of the road, would not be out of character with the wider area and would not cause any harm to the significance of Sandown House. Furthermore, boundary improvements to Site 2 would enhance the general character of the area in which Sandown House is experienced.

Archaeology

- 5.23 In terms of archaeology, the site visit confirmed that the site appears to have been levelled, it rises up in a steep bank from the rear of the pavement and is levelled in the area of the current lodge, suggesting terracing and ground disturbance, with some areas of the site, particularly near the road frontage likely to have been built up. The proposals envisage some ground reduction across the site, to accommodate undercroft parking.
- 5.24 The site does not lie in an area of high archaeological interest and it is considered that there is a low potential to encounter previously unknown archaeological remains. As such, it is considered that no archaeological work should be required in relation to the proposals. This position is supported by the existing hotel application, where no archaeological works were required.
- 5.25 Nonetheless, the council's archaeological advisor has requested further information to be secured as a condition on the outline application and provided at reserved matters stage.

Site 3

- 5.26 Site 3 is located in the north-western part of the racecourse, with access from Lower Green Road to the north. The site is currently occupied by single and two-storey dwellings providing staff accommodation and maintenance compounds (**Image EDP 33**). The northern part of this area contains trees and vegetation. This site is currently proposed for residential development.

Designated and Non-designated Built Heritage

- 5.27 There are no heritage designations on or within close proximity to this site. As such, there will be no impacts on any designated heritage assets as a result of this scheme proceeding.
- 5.28 There are three locally listed buildings located to the north of this site, whereby the assessment above notes that the vegetated nature of the northern part of the site screens the existing buildings within it. Due to this screening effect, the site is more open to More Lane to the west and south-west, relating more to the large villa style apartments along the western side of More Lane rather than Lower Green Road to the north.
- 5.29 The assessment in **Section 4** identifies that the site makes no contribution to the significance of these locally listed buildings. Nonetheless, existing landscape features on the northern boundary of Site 3 will be reinforced with additional planting measures in order to maintain the 'green' effect to the south of Lower Green Road and help to maintain the wider character of these listed buildings. As such, it is considered that there will be no adverse impacts on these buildings as a result of the scheme proceeding.

Archaeology

- 5.30 In terms of archaeology, the assessment has identified the potential for later medieval and post-medieval features to be present associated with Lower Green. These may have been related to low-status structures on the fringes of the Green most likely in association with the enclosure of the wider common in the later medieval and post-medieval periods. The later mapping suggests that any such evidence would be within the northern part of the area, within the wooded area or within the footprints of the current buildings and of negligible value.
- 5.31 As such, the council's archaeological advisor has requested further information to be secured as a condition on the outline application and provided at reserved matters stage.

Site 4

- 5.32 Site 4 is located in the eastern part of the racecourse, bordered by Station Road in the east, retail and office accommodation to the west and Cafe Rouge to the south. The racecourse is located to the north. Access is from Station Road to the east. The site is currently occupied by single grassland paddock (**Image EDP 34**). This site is currently proposed for residential development of four to six-storeys.
- 5.33 There are no heritage designations on this site, although the listed and scheduled White Lady Milestone is located 30m to the south of the site. The assessment in **Section 4** identifies that there is no contribution made by the site to the significance of the milestone and that there is limited experience of it due to the built nature of its surroundings to the north and north-west.
- 5.34 Given the relationship of the site to the milestone, it is considered that there will be no harm arising as a result of the proposals.
- 5.35 In terms of archaeology, the assessment has identified that this part of the racecourse has a very low potential to encounter archaeological remains. As such, it is considered that no archaeological work is necessary in relation to this site's future development. Nonetheless, the council's archaeological advisor has requested further information to be secured as a condition on the outline application and provided at reserved matters stage.

Site 5

- 5.36 Site 5 is located towards the south-eastern boundary of the site along the Portsmouth Road. This site contains the locally listed tollhouse and grounds, and an open coach/car park area (**Image EDP 35**). This site is currently proposed for residential development of four-storey apartments in 'villa' style blocks with a separate two-storey nursery.
- 5.37 In terms of heritage designations, the Grade II listed coal tax post lies adjacent to the south-eastern boundary, and the Grade II listed gates and railings to Sandown Park

Racecourse is located to the south-west. The locally listed Tollhouse is located within the site.

- 5.38 The proposals retain the earlier part of the locally listed tollhouse and the proposed development is set back from Portsmouth Road, being supported by new tree planting along the southern boundary.

Designated and Non-designated Built Heritage

- 5.39 In relation to the Grade II listed coal tax post, the assessment above identifies contributory factors to its significance being its former boundary location and relationship to the Portsmouth Road. It is currently proposed to retain this *in situ* whilst its wider context, being the earlier part of the Tollhouse, will be retained, preserving its experience.
- 5.40 In terms of its wider setting, listed posts elsewhere demonstrate that such features do not derive significance from the character of their surroundings. Furthermore, given the wider context of the post, which demonstrates the capacity of the setting to absorb change, the proposals will cause no harm to the Grade II listed coal tax post.
- 5.41 In relation to the Grade II listed gates, the assessment above has identified links between the Portsmouth Road, the racecourse facilities and the wider racecourse to be positive contributors to its significance. The specific area of Site 5, although readily appreciated from the listed gates, does not make any particular contribution to its significance. Indeed, the focus of attention is more drawn to the modern racecourse facilities to the north, rather than the non-descript area of open land to the east.
- 5.42 Given that the built form of the current proposals at Site 5 are located some distance from the gateways, it is considered that the links with the gates and the racecourse would be maintained and the openness still appreciable. Site 5 has an alternative vehicle access and the current position, being used only on race days and for major events, will remain the same albeit currently uncontrolled. It is proposed that the access through the gates will be controlled through the use of bollards to limit vehicular movements, as requested by the council as an enhancement. As such, it is considered that the proposals will not result in any harm to the Grade II listed gates and indeed increase protection measure represent an enhancement.
- 5.43 In terms of the locally listed Tollhouse, the assessment in **Section 4**, demonstrates its local value and low heritage significance, invested primarily within the earlier eastern section of the building. This section will be retained and the later, heavily altered, western section will be demolished. As such, the retention of this feature will represent no adverse impact in relation to the locally listed Tollhouse and the loss of non-significant part of the fabric justified to facilitate the access and to facilitate the development to occur.

Archaeology

- 5.44 In terms of archaeology, Site 5 lies in an '*Area of High Archaeological Potential*' relating to the potential presence of a medieval hospital within the site. The site of the hospital is conjectural and relies on documentary evidence, which means the veracity of the hospital site remains unproven. Nonetheless, it is recommended that a suitable scheme of archaeological investigation should be secured as a condition on any successful consent to ensure that any remains, if present, are adequately identified and recorded in advance of development. This position has been confirmed by the council's archaeological advisor.

Sites A-D

- 5.45 These sites relate to the rationalisation and enhancement of existing infrastructure and currently few details are available.

Designated Heritage Assets

- 5.46 In relation to heritage matters, only Site B (hotel) has any relationship with designated heritage assets, this being the Grade II listed gates to Sandown Racecourse.
- 5.47 The proposed hotel is likely to be visible from the gates, however as effectively being viewed as an extension to the existing facilities, it will clearly be seen within the context of the already modern and large-scale grandstand. Clearly such features are to be expected within a modern and evolving sporting facility and represents the addition of an element not uncharacteristic to the surrounding area. The proposed hotel will not alter the links between the gates and the racecourse which would be maintained and the openness between them still appreciable. As such, this element represents no harm to the Grade II listed gates.
- 5.48 It is not considered that any of the other racecourse enhancement sites has the potential to result in any harm to any designated or non-designated built heritage assets.

Archaeology

- 5.49 In terms of archaeological potential, it is considered that all these sites are located in areas with low archaeological potential. Nonetheless, the council's archaeological advisor has requested further information to be secured as a condition on the outline application and provided at reserved matters stage.
- 5.50 Site A is located close to the '*Area of High Archaeological Potential*' relating to The Warren. However, the assessment in **Section 4** notes that those parts of the hill within Site A which would have had archaeological potential, have been terraced and levelled thus removing any associated remains that may have previously been present. The remainder of Site A has a low archaeological potential and should not require any archaeological work.

- 5.51 Site B is the proposed location of the hotel. This is in an area of low archaeological potential where buildings identified within this area on aerial photographs (since removed) are likely to have disturbed ground levels upon the construction on the new stand in the 1970s. As such, this area should not require any archaeological works in relation to the current proposals
- 5.52 Site C relates to the removal of the kart track and consolidation of the existing buildings to rationalise the current arrangement. This area has a low archaeological potential, other than potential former medieval or post-medieval boundary features of low value. Furthermore, aerial photographs demonstrate the presence of buildings here during the Second World War, and this, along with the subsequent building and kart track, is likely to have removed any potential archaeological remains. Taking these factors into account, it is considered that no archaeological work is necessary at this site.
- 5.53 Site D is currently utilised for car parking with some area of hardstanding, and it is proposed to be utilised as car parking, with details of materials yet to be confirmed. Although the HER records cropmarks in this area, nothing was identified from a search of the aerial photographs at the HEA in Swindon. They may relate to circular features identified in the golf-course area as greens/bunkers. The assessment above identifies that this site has a low archaeological potential and that no further work should be necessary.

Site E Track Widening

- 5.54 Track widening is proposed at two places of the racecourse. This involves some levelling work at the south-western bend of the racetrack, and associated positioning of the white railing at both the south-western and eastern bends. These works would not affect any designated heritage assets.
- 5.55 In terms of archaeological impacts, the proposals are located in areas of low archaeological potential. The details of the work indicate that the ground reduction works are minor, those changes at the south-western bend are mainly fill, involving only minor localised ground reduction. As such, these impacts are not sufficient to disturb any potential archaeological remains.

Site F Improvements to Existing Car Park

- 5.56 The existing car parking area in between the racecourse and Portsmouth Road is included so that appropriate improvements and parking rationalisation can be made at a later date. There are, as yet, no detailed proposals.
- 5.57 Nonetheless, although a detailed assessment cannot be made, given the existing nature of the area as existing parking, it is considered that there would be no in principle constraints with regards to designated heritage assets as a result of this element coming

forward. It is considered that any factors which may need consideration, potentially in relation to the area close to the Grade II listed gates, through enhanced boundary treatments which could be achieved through sensitive design at the detailed application stage,

- 5.58 In terms of archaeology, Site F lies in an area of low archaeological potential and it is considered that, dependent on the nature of the detailed proposals, that no further archaeological works are necessary at this stage.

Section 6

Conclusions

- 6.1 This Archaeological and Heritage Assessment has been prepared to assess the potential impacts on heritage assets in relation to a hybrid planning application for residential development and enhancements at Sandown Park Racecourse, which would realise the objectives of its wider development.
- 6.2 Sandown Park Racecourse requires significant upgrades and enhancements of the existing racecourse infrastructure, facilities and venues to secure a premier racecourse status for its long-term future and to improve the guest experience and community provision. A review of the potential enhancements and rationalisation of the Racecourse has led to the identification of potential sites for residential development on a small proportion of Sandown Park Racecourse, without having a detrimental impact on racing operations. These sites will provide the opportunities to contribute to Elmbridge Borough's housing needs and the release of the sites will facilitate the capital raised to be reinvested into the business to deliver Sandown Park Racecourse's vision to secure its long term successful future. The proposed racecourse enhancements and the facilitating residential developments are to be delivered through a masterplan-led application.
- 6.3 The report considers the potential impacts of the proposals, it assesses 12 designated heritage assets which could potentially be affected. The report has considered the significance and settings of these designated heritage assets. In all cases, given their largely suburban context, it is considered that proposals would not cause any harm to any designated heritage asset as a result of the scheme proceeding.
- 6.4 Indeed, the report identifies that there will be enhancements to the Grade II listed Travellers Rest through financial contributions for its upkeep and improvements in its experience through improved boundary treatments.
- 6.5 Further heritage-based enhancements are proposed in the form of interpretation boards, the contents and locations of which will be established following outline consent, and enhanced boundary treatments in relation to the Grade II listed gates along with additional traffic control measures.
- 6.6 Site 1 lies within the setting of the Esher CA, whereby its access lies within its northern extremity. The assessment has identified that Site 1 does not make a positive contribution to the character and appearance of the conservation area, although the higher ground of The Warren to the north presents a wooded backdrop to traditional buildings fronting Esher Green. Nonetheless, it is considered that the proposals have had due consideration to and appropriate scale, such that the proposals will not dominate within views from Esher Green. Therefore, it is considered that the character and appearance of the conservation area would be preserved.
- 6.7 The locally listed Tollhouse is located within the south-eastern part of the site. Being locally listed, it is a non-designated heritage asset and a material consideration within

planning applications. The assessment has established that this is of local value. The current proposals retain the earlier core of the tollhouse and removes the later, heavily altered, western addition. Thereby the most important aspect of the tollhouse is retained, thus meeting the requirements of local planning policy.

- 6.8 In relation to archaeological potential, the assessment has identified two '*Areas of High Archaeological Potential*'. One of which is located on the hilltop of The Warren in the south-western part of the site in relation to potential prehistoric and Anglo-Saxon evidence. Evidence indicates that this activity is localised and is unlikely to have spread down the slope into the development areas.
- 6.9 The second '*Area of Archaeological Potential*' lies within part of Site 5 and relates to the possible location of a medieval hospital. Should development be proposed here, it is considered that a suitable scheme of further investigation could be secured by a condition on any successful consent to ensure that any remains, if present, are adequately identified and recorded in advance of development.
- 6.10 There is considered to be a low potential for significant archaeological remains to be present within the remainder of the site. Such evidence potentially relates to former field boundaries and other agricultural activity from the medieval period to the late 19th century of negligible significance. Specific site circumstances have demonstrated localised areas of ground disturbance which would have disturbed any potential underlying archaeological remains in these areas, if present.
- 6.11 As such, in terms of the Historic Environment, it is considered that the proposals are compliant with legislation and both local and national planning policy.

Section 7

Bibliography

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Webber, R. J. 1972. 'Esher: Sandown Park.' *Surrey Archaeological Society Bulletin*, No. 92.

List of Consulted Websites

<https://historicengland.org.uk/listing/the-list/>
<http://mapapps.bgs.ac.uk/geologyofbritain/home.html>

List of Consulted Maps

1790 Cary Map
1843 Tithe Map
1871 First Edition Ordnance Survey Map
1897 Second Edition Ordnance Survey Map
1914-20 Edition Ordnance Survey Map
1935 Edition Ordnance Survey Map
1957 Edition Ordnance Survey Map
1975 Edition Ordnance Survey Map

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Images



Image EDP 1: Gates and Railings to Sandown Park Racecourse listed as Grade II, looking north.



Image EDP 2: Gates and Railings to Sandown Park Racecourse listed as Grade II, looking west, showing the context of the railings in relation to the grandstand and racecourse beyond.



Image EDP 3: View of the listed Gates and short avenue of trees within the site, looking north-west towards the racecourse.



Image EDP 4: View of the southern side of Portsmouth Road showing the current setting of the Gates looking south-east. These buildings are in the former parkland for Sandown House.



Image EDP 5: View of the Travellers Rest, looking north-east. The site boundary is formed by the close board fence and evergreen planting in the background.



Image EDP 6: View of Sandown House, opposite the Travellers Rest, looking south-east. Although broadly contemporary, there are no known links between the two features.



Image EDP 7: View of the Travellers Rest, looking north-west. This shows its current context, which, although an historic route, is overtly modern in character. The site lies beyond the close board fencing and treed boundary.



Image EDP 8: View of the site adjacent to the Travellers Rest, looking south-west. This shows its current context, of the listed building, which cannot be experienced from the site due to local topographic circumstances and the screening effect of the trees. Nonetheless, this area makes no contribution to the significance of the listed building.



Image EDP 9: View of the cast iron listed customs post (to left) with unknown, non-designated post to right.



Image EDP 10: View of the cast iron listed customs post (to left) within its setting looking north-east along Portsmouth Road.



Image EDP 11: View of Sandown House from the west, looking east, showing its principal elevation from the Portsmouth Road. The section to the left is a later addition, and the whole is now converted into apartments. The forecourt space and boundary treatments make a positive contribution to the significance of the house.



Image EDP 12: View of Sandown House from the west, looking north-east, showing its principal elevation and relationship to the Portsmouth Road. Also note the large-scale office building within its setting to the northeast.



Image EDP 13: View of Sandown House from the north-west, looking south-east, showing its principal elevation and relationship to the inter-war three-storey shopping parade within its setting.