Haslar IRC expansion, Gosport, Hampshire

Heritage Impact Assessment



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wessexarchaeology



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Summary

Wessex Archaeology was commissioned by AtkinsRéalis PPS to prepare a Heritage Impact Assessment to support the proposed expansion of Haslar Immigration Removal Centre (IRC), Dolphin Way, Gosport, Hampshire, centred on NGR 461505 98323.

The purpose of this report is to identify any heritage assets likely to be affected by the proposed development, assess the significance of the identified assets, including any contribution made by their setting, and assess the potential heritage impacts of the proposed development on these assets in line with the requirements of the National Planning Policy Framework (NPPF). This assessment does not consider below ground archaeological remains which may be present within the site as this is considered in a separate report.

The effect of the development proposals on the historic environment resource will be a material consideration in the determination of the planning application. This study has identified no overriding cultural heritage constraints which are likely to prohibit development.

The site lies adjacent to the Haslar Barracks Conservation Area, and the access track to the site crosses through it as the Conservation Area is the location of the existing IRC. The proposed development would entail the construction of four 3-storey accommodation blocks, two 1-storey blocks, and the installation of new [redacted] fencing, recreation areas and a [redacted] garden.

This assessment has identified that the proposed development will have no direct impacts on any designated heritage assets. This assessment has also found that due to the embedded mitigation measures and the incorporation of Historic England's recommendations, the proposed development will have no impact on the significance of any designated heritage assets, including Haslar Barracks Conservation Area and Fort Monckton Scheduled Monument.

Haslar IRC expansion, Gosport, Hampshire

Heritage Impact Assessment

1 INTRODUCTION

1.1 Background

1.1.1 Wessex Archaeology was commissioned by AtkinsRéalis PPS (the 'Client'), to prepare a Heritage Impact Assessment to support the proposed expansion of Haslar Immigration Removal Centre (IRC), Dolphin Way, Gosport, Hampshire, centred on NGR 461505 98323 (hereafter 'the Site').

1.1.2 This study will support an outline planning application for the proposed construction of new accommodation blocks and associated infrastructure, to be submitted to the Planning Inspectorate. This is part of a wider project to update the facilities within the centre and reopen it. The existing IRC is currently being refurbished and is anticipated to open late in 2026.

1.1.3 Previous pre-application advice was provided in November 2024 by Historic England (Appendix 5) which highlighted the Site's proximity to the Haslar Barracks Conservation Area and Fort Monckton which is dual designated as a Scheduled Monument containing two Listed Buildings (the former central magazine at Grade II* and the former officers' mess at Grade II). Historic England recommended a heritage statement should be prepared which details the significance of any affected heritage assets, the potential impacts of the proposed development, a detailed settings assessment, and ways in which any identified harm has been minimised or removed.

1.1.4 Comments were provided on the initial draft of this report by the Conservation Officer at Gosport Borough Council in November 2025. They expressed concerns that the size of the proposed buildings and their proximity to the Conservation Area could cause harm with the potential to have an overbearing relationship with this asset and its associated Locally Listed Buildings.

1.1.5 The purpose of this report is to identify any heritage assets likely to be affected by the proposed development, including any contribution made by their setting. This report does not consider below ground archaeological remains which may be present within the Site as this is considered in a separate report (Wessex Archaeology 2024a).

1.1.6 This assessment has been informed by the Landscape and Visual Impact Assessment undertaken for the project (UBU Design 2025).

1.2 Assessment aims

1.2.1 The purpose of this assessment, in accordance with the requirements of the National Planning Policy Framework (NPPF), is to:

- Identify any heritage assets likely to be affected by the proposed development

- Assess the significance of the identified heritage assets including any contribution made by their setting; and
- Assess the potential heritage impacts of the proposed development on the identified heritage assets.

1.3 The Site

1.3.1 The Site comprises an irregular parcel of land of approximately 4.7 ha located in Haslar, 1.5 km south of the centre of Gosport. The expansion of the IRC forms the second phase of a larger development, with the initial refurbishment works located to the northeast within the Haslar Barracks (**Fig. 1**).

1.3.2 The Site is an open green space that was previously used as a sports and leisure space for the Haslar IRC residents, and it is contained within a tall fence. The car park area within the Site lies outside of the enclosed area and is used as a public car park. The Site also includes an access track along Dolphin Way and through the Haslar Barracks Conservation Area (**Photographs 1-8**).

1.3.3 Beyond Dolphin Way are the walled gardens of Haslar Terrace, which is an 18th century naval hospital building converted into terraced houses. To the west of the Site is Fort Road, along which are modern, semi-detached properties. The Site is bounded to the southeast by the seawall of the Solent, and to the southwest by land used by the Ministry of Defence at Fort Monckton.

1.3.4 The Site is situated on a low but relatively flat area of land at an elevation of approximately 2-4 m OD, immediately adjacent to the shore of the Solent. There is a large sea-defence wall around 3 m high that runs along the southeastern boundary of the Site.

2 PLANNING BACKGROUND

2.1 Introduction

2.1.1 The following section summarises the main components of the national and local planning and legislative framework governing the treatment of the historic environment within the planning process. Further detail is presented in **Appendix 2**.

2.2 Definition and protection of heritage assets

2.2.1 There is national legislation and guidance relating to the protection of, and proposed development on or near, important archaeological sites or historical buildings within planning regulations as defined under the provisions of the *Town and Country Planning Act 1990*. In addition, local authorities are responsible for the protection of the historic environment within the planning system.

2.2.2 A heritage assets is defined in the National Planning Policy Framework (NPPF) as:

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. It includes designated heritage assets and assets identified by the local planning authority (including local listing). (MHCLG 2024, Annex 2)

2.2.3 A designated heritage asset is defined in NPPF as:

A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation.

2.2.4 Non-designated heritage assets as defined by the national planning practice guidance document relating to the Historic Environment 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.

A substantial majority of buildings have little or no heritage significance and thus do not constitute heritage assets. Only a minority have enough heritage significance to merit identification as non-designated heritage assets.

Paragraph: 039 Reference ID: 18a-039-20190723; Revision date: 23 07 2019

2.2.5 Statutory protection is provided to certain classes of designated heritage asset under the following legislation:

- *Planning (Listed Buildings and Conservation Areas) Act 1990*
- *Ancient Monuments and Archaeological Areas Act 1979; and*
- *Protection of Wrecks Act 1973.*

2.2.6 In additional the *Historic Buildings and Ancient Monuments Act 1953* makes provision for the compilation of a register of gardens and other land (parks and gardens, and battlefields). This duty was given to the Historic Buildings and Monuments Commission for England (then English Heritage, now Historic England) under the *National Heritage Act 1983.*

2.2.7 The United Nations Educational, Scientific and Cultural Organisation (UNESCO) World Heritage Committee inscribes World Heritage Sites for their Outstanding Universal Value (OUV); i.e. 'cultural and/or natural significance which is so exceptional as to transcend national boundaries and to be of common importance for present and future generations of all humanity'. The United Kingdom is a signatory of the *UNESCO Convention Concerning the Protection of the World Cultural and National Heritage 1972*. England protects its World Heritage Sites and their settings, through the statutory designation process and through the planning system.

2.3 National Planning Policy Framework

2.3.1 The *National Planning Policy Framework* (NPPF), first published in 2012 and most recently revised in December 2024, sets out the government's planning policies for England and the expectations on how these are to be applied.

2.3.2 Section 16 of the NPPF, entitled *Conserving and enhancing the historic environment*, sets out the principal national guidance on the importance, management and safeguarding of heritage assets within the planning process.

2.3.3 The aim of NPPF Section 16 is to ensure that Local Planning Authorities, developers and owners of heritage assets adopt a consistent and holistic approach to their conservation and to reduce complexity in planning policy relating to proposals that affect them.

2.3.4 To summarise, government guidance provides a framework which:

- recognises that heritage assets are an irreplaceable resource;
- requires applicants to provide proportionate information on the significance of heritage assets affected by the proposals and an impact assessment of the proposed development on that significance;
- takes into account the desirability of sustaining and enhancing the significance of heritage assets and their setting;
- places weight on the conservation of designated heritage assets, in line with their significance; and
- requires developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and impact, and to make this evidence (and any archive generated) publicly accessible.

2.3.5 A selection of excerpts from NPPF Section 16: Conserving and enhancing the historic environment is presented in **Appendix 2, A**.

2.3.6 In 2014 the Department for Communities and Local Government (DCLG) launched the Planning Practice Guidance (PPG) web-based resource. The resource provides additional guidance intended to accompany the NPPF. It includes a section entitled 'Historic Environment' (last updated 23 July 2019), which expands upon the corresponding sections of the NPPF.

2.4 Local planning policy and guidance

2.4.1 The Site is situated within the administrative boundaries of Gosport Borough Council, which adopted the *Gosport Borough Local Plan 2011-2029* in October 2015. The Local Plan is supported by several supplementary planning documents, though none of these relate to the Site or to Heritage and the Historic Environment.

2.4.2 The Local Plan forms the basis of the development plan for the district and sets targets for the provision of new housing and employment for a period up to 2029, as well as setting out general policies in relation to provision of facilities, transport, and protection of natural and historic features.

2.4.3 Local planning policies that relate to the historic environment and may be relevant to the proposed development are presented in **Appendix 2, C**.

2.4.4 It should be noted that Gosport Borough Council also have a new, emerging local plan document called *The Draft Gosport Borough Local Plan 2042.* Consultation ended in December 2021, and the latest timetable anticipates adoption in 2027. The policies within this emerging local plan may hold weight within the decision-making process.

2.4.5 There are three Conservation Areas within 1 km of the Site, and Gosport Borough Council has prepared conservation area appraisals for all three. These comprise the *Haslar Barracks Conservation Area Appraisal* (Gosport Borough Council 2018), *Haslar Peninsula Conservation Area Appraisal* (Gosport Borough Council 2007), and *Anglesey and Alverstoke Conservation Area Appraisal and Management Plan* (Gosport Borough Council 2024).

3 METHODOLOGY

3.1 Introduction

3.1.1 The methodology employed during this assessment was based upon relevant professional guidance, including the Chartered Institute for Archaeologists' *Standard and guidance for historic environment desk-based assessment* (CIfA 2014, revised 2020).

3.2 Study Area

3.2.1 A Study Area was established within a 1 km radius of the centre of the Site. The recorded historic environment resource within the Study Area was considered in order to identify the heritage assets likely to be impacted by the development and provide context for the assessment of their significance.

3.3 Sources

3.3.1 A number of publicly accessible sources of primary and synthesised information were consulted during the preparation of this assessment. These comprised:

- the National Heritage List for England (NHLE), which is the only official and up to date database of all nationally designated heritage assets;
- locally listed heritage assets identified by Gosport Borough Council (2022);
- relevant national, regional and thematic Research Frameworks (e.g., The Solent-Thames Archaeological Research Framework – Hey and Hind 2014);
- historic manuscripts, surveyed maps, and Ordnance Survey maps; and
- relevant primary and secondary sources available online.

3.3.2 A list of all sources consulted is given in the references section of t this assessment.

3.4 Site visit

3.4.1 The Site was visited on 3 October 2025. The site visit involved visual inspection and photography of the Site and surrounding area.

3.4.2 The aims of the site visit were:

- to identify any heritage assets likely to be affected by the development proposal including any previously unidentified features of heritage interest and significance;
- to assess the general aspect, character, condition and setting of the identified heritage assets to understand their heritage significance including any previous impacts to significance not evident from secondary sources;
- to better understand how the development proposal may affect the heritage assets; and
- to take photographs to inform and illustrate the report.

3.4.3 A key objective of the site visit was to identify whether any heritage assets are likely to be affected as a result of the proposed development within their setting, and to gather

observations to describe their heritage significance and setting and the likely heritage impacts (see Section 3.6).

3.5 Assessment of significance

3.5.1 Significance (for heritage policy) is defined in NPPF Annex 2 as:

The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting. For World Heritage Sites, the cultural value described within each site's Statement of Outstanding Universal Value forms part of its significance.

3.5.2 For the purposes of this assessment, the significance of heritage assets is expressed in terms of the 'heritage interests' as defined in NPPF and clarified in the PPG (2019) and Historic England's (2019) *Statements of Heritage Significance: analysing significance in heritage assets*:

Archaeological interest	There will be archaeological interest in a heritage asset if it holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point. (MHCLG 2024, Annex 2)
Architectural and artistic interest	These are interests in the design and general aesthetics of a place. They can arise from conscious design or fortuitously from the way the heritage asset has evolved. More specifically, architectural interest is an interest in the art or science of the design, construction, craftsmanship and decoration of buildings and structures of all types. Artistic interest is an interest in other human creative skill, like sculpture. PPG (2019, Paragraph: 006 Reference ID: 18a-006-20190723)
Historic interest	An interest in past lives and events (including pre-historic). Heritage assets can illustrate or be associated with them. Heritage assets with historic interest not only provide a material record of our nation's history, but can also provide meaning for communities derived from their collective experience of a place and can symbolise wider values such as faith and cultural identity. PPG (2019, Paragraph: 006 Reference ID: 18a-006-20190723)

3.5.3 The assessment is informed by the following national planning and heritage significance guidance documents full details of which are given in the References section:

- The National Planning Policy Framework (NPPF) (MHCLG 2024);
- Historic Environment PPG (2019)

  [1];
- Standard and guidance for historic environment desk-based assessment (CIfA 2020);

[1] https://www.gov.uk/guidance/conserving-and-enhancing-the-historic-environment

- Managing Significance in Decision-Taking in the Historic Environment: Good Practice Advice in Planning Note 2 (Historic England 2015);
- The Setting of Heritage Assets: Historic Environment Good Practice Advice in Planning Note 3 (Historic England 2017);
- Statements of Heritage Significance: Analysing Significance in Heritage Assets in Advice Note 12 (Historic England 2019);
- Principles of Selection for Listing Buildings (Department for Digital, Culture, Media and Sport DCMS 2025);
- Scheduled Monuments & nationally important but non-scheduled monuments (DCMS October 2013); and
- Other relevant advice and guidance published by English Heritage / Historic England.

3.6 Setting

3.6.1 The NPPF Annex 2 defines the setting of a heritage asset as:

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.

3.6.2 Historic England's guidance on *The Setting of Heritage Assets: historic environment good practice advice in planning note 3* (GPA3) (2017, 4) states that:

Setting is not itself a heritage asset, nor a heritage designation, although land comprising a setting may itself be designated…. Its importance lies in what it contributes to the significance of the heritage asset or to the ability to appreciate that significance.

3.6.3 When undertaking a setting assessment, intervisibility between the development and a heritage asset does not, in and of itself, constitute an adverse effect to significance. A specific adverse effect on the significance of an asset, occurring as a result of changes within its setting, must be identified in order for 'harm' to be deemed to occur.

3.6.4 The setting assessment was guided by *GPA3*, which advocates a systematic and staged approach to the assessment of the effects of development:

- Step 1 of the approach is to 'identify which heritage assets and their settings are affected';
- Step 2 requires assessment of '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';
- Step 3 is to 'assess the effects of the proposed development, whether beneficial or harmful, on the significance or on the ability to appreciate it';
- Step 4 is to explore ways to 'maximise enhancement and avoid or minimise harm'; and

- Step 5 is to 'make and document the decision and monitor outcomes'.

3.6.5 In accordance with Step 1, a scoping exercise was undertaken to identify those assets to be scoped in and out of further assessment based on an initial review and the results of the site visit. For each identified asset taken forward for assessment, the following are provided (in accordance with Step 2):

- a description of the asset;
- a brief statement outlining its significance (highlighting the interest that principally constitutes its significance); and
- a description of its setting and how that contributes to the asset's significance.

3.6.6 An indicative assessment of the likely effect on the significance of the heritage asset(s) caused by the change in setting due to the proposed development was then undertaken, and where appropriate ways to minimise harm and provide enhancement were explored (Steps 3 to 4).

3.6.7 Step 5 was not included as part of this assessment, as this is the responsibility of the Local Planning Authority.

3.7 Assumptions and limitations

3.7.1 Data used to compile this assessment consists of information derived from a variety of sources, only some of which have been directly examined for the purposes of this study. The assumption is made that this data, as well as that derived from other secondary sources, is reasonably accurate.

3.8 Copyright

3.8.1 This assessment may contain material that is non-Wessex Archaeology copyright (e.g. Ordnance Survey, British Geological Survey, Crown Copyright), or the intellectual property of third parties, which Wessex Archaeology are able to provide for limited reproduction under the terms of our own copyright licences, but for which copyright itself is non-transferable by Wessex Archaeology. Users remain bound by the conditions of the *Copyright, Designs and Patents Act 1988* with regard to multiple copying and electronic dissemination of this assessment.

4 IDENTIFICATION OF HERITAGE ASSETS

4.1 Introduction

4.1.1 All designated heritage assets on Site and within the 1 km radius Study Area are illustrated on **Figure 2**, and Locally Listed Buildings are shown on **Figure 3**. Designated heritage assets and Locally Listed Buildings are listed in the gazetteer in **Appendix 3**. These are briefly described below. However, only a few are likely to be impacted by the proposed development, and these are identified in the Scoping Exercise in **Section 6.3**.

4.2 Heritage assets within the Site

4.2.1 Access to the development area within the Site crosses through the Haslar Barracks Conservation Area, and runs along Dolphin Way which is adjacent to the Haslar Peninsula Conservation Area and the Royal Hospital Grade II Registered Park and Garden (NHLE

1001558). However, within the main area of the Site where the proposed development is located, there are no recorded heritage assets.

4.2.2 As the proposed development is not located within either of the Conservation Areas or the Park and Garden, it is anticipated that there will be no direct impact on these or any other designated heritage assets. As a result, an assessment has been made, where relevant, of potential impacts on their significance resulting from a change in their setting (see **Section 6**).

4.3 Heritage assets within the Study Area

4.3.1 In addition to the assets listed

4.3.2 in paragraph 4.2.1, designated heritage assets within the Study Area comprise four Scheduled Monuments, one Grade I Listed Building, eight Grade II* Listed Buildings, thirty-six Grade II Listed Buildings, two Grade II Registered Parks and Gardens, and the Anglesey and Alverstoke Conservation Area. There are also forty-nine Locally Listed Buildings within the Study Area

4.3.3 The Scheduled Monuments are all military installations and formed part of the 19th century defences of Portsmouth Harbour. These include Gilkicker Fort (NHLE 1001789) 840 m southwest of the Site, No. 5 Battery (NHLE 1001829) 740 m west of the Site, a Gunboat Traverser System (NHLE 1001810) 540 m north of the Site, and Fort Monckton (NHLE 1001844) which lies adjacent to the south of the Site. Fort Monckton is a bastioned artillery fort built between 1783 and 1790 to defend the western approaches to Portsmouth Harbour. Its listing specifies it is scheduled due to its rarity (there are only eight true bastioned artillery forts in England), its archaeological importance and potential, its historic importance, the high degree of survival despite its vulnerability, the amount of associated documentation, and its group value with other defensive structures around Portsmouth harbour.

4.3.4 Almost all of the other designated heritage assets (the Listed Buildings, and Registered Parks and Gardens) fall within the Anglesey and Alverstoke, and Haslar Peninsula Conservation Areas. The special interest of the Haslar Peninsula Conservation Area, which is 10 m north of the Site, relates to Haslar Hospital, Fort Blockhouse, and the various 19th century residential buildings around them. Haslar Hospital was the first purpose-built naval hospital in England, and was constructed between 1745 and 1762 (Gosport Borough Council 2007). There has been a fort at Fort Blockhouse since the 15th century, though the current fort dates to 1674 with Victorian additions. The fort was used as a submarine base in both World Wars (Gosport Borough Council 2007).

4.3.5 The Anglesey and Alverstoke Conservation Area is divided into three character areas. Two of these (Anglesey and Stoke Lake) lie within the Study Area. The area has a multi-layered history, derived from Alverstoke's origins as small rural community located at the head of Stoke Lake, Anglesey's development as a Regency spa destination overlooking Stokes Bay, and their later 19th and early 20th century residential expansion. The area's proximity and long-standing association with the naval and military industry which dominated nearby Stokes Bay, Haslar and Gosport town provides another layer of history. This historic evolution has left a legacy of architectural interest and character which it is desirable to preserve or enhance (Gosport Borough Council 2024).

4.3.6 The primary interest of Anglesey character area lies in its Regency development where groups of both terraced and individual buildings were conceived as one unified architectural composition. Crescents, terraces and planned streets such as those found here form high points in the history of English urbanism. Later 19th/early-20th century residential

development on St Mark's Road, Clayhall Road, Ashburton Road, Ellachie Road and Fort Road adds to the special interest of the area (Gosport Borough Council 2024).

4.3.7 The Stoke Lake character area has a natural, semi-rural character, dominated by the open water of the lake itself and the areas of low-lying land, especially on the north side. Part of its special interest and significance lies in its historic connections to the Navy, evidenced in the Haslar Royal Naval Cemetery to the south and the surviving boundary markers to be found around the lake (Gosport Borough Council 2024).

4.3.8 Gosport Borough Council upholds a local list, which recognises buildings with special local interest. A number of buildings with special local interest are recorded within the Study Area, which are generally 19th and 20th century in date. Several buildings within the Haslar Barracks Conservation Area are locally listed buildings, and all relate to the use of the barracks in the 18th and 19th centuries. This includes the six former barrack blocks (HHER 63236), the former officers quarters (HHER 63249), the water tower (HHER 63284), the two buildings flanking the parade ground (HHER 63234), the outer wall and all buildings attached to the wall (HHER 63239).

4.3.9 This group of assets was considered for the National Heritage List for England in 2017, but it was felt that the buildings did not meet the criteria for formal listing. Reasons given include that the buildings are architecturally modest and have been heavily altered. The decision summary further specifies that although few infantry-specific barracks are listed, there are a number of other types of barracks on the List, and against these, Haslar Barracks does not compare well.

5 ARCHAEOLOGICAL AND HISTORICAL CONTEXT

5.1 Introduction

5.1.1 The following section summarises the archaeological and historical development of the Site and surrounding area in order to better understand the significance of the identified heritage assets. This information has been collated from the archaeological desk-based assessment previously prepared for the proposed development (Wessex Archaeology 2024a).

5.2 Prehistoric (970,000 BC–AD 43) to Romano-British (AD 43–410)

5.2.1 The Site comprises an area in which there is very little archaeological evidence of activity prior to the 18th century. A limited amount of prehistoric and Romano-British archaeology has been recovered from within the Study Area. The oldest find is a flint implement found in 1924, 580 m to the west of the Site. Supposedly the tool was identified by a curator at the British Museum as Mousterian, which was a Neanderthal culture present in Britain between 60,000 – 40,000 years ago (HHER 19006). There is a general lack of Romano-British archaeology across the Gosport peninsula (Rural Settlement of Roman Britian 2018). The closest Roman site is a low-status, 1st-2nd century farmstead with possible associated field system located off Grange Road in Rowner, 3.8 km to the northwest of the Site. Beyond that, there is a concentration of activity around Fareham, but this was still rural in nature and consisted of several small, disjointed farmsteads.

5.3 Medieval (AD 410–1500)

5.3.1 The closest manor in 1086, at the time of the Domesday Book, was Alverstoke, approximately 1 km west of the Site. It belonged to the Bishop of Winchester, and had a population of 50 households, placing it within the largest 20% of settlements recorded within Domesday (Open Domesday). The first mention of Haslar is not until 1292, when it is

recorded as Haselhorde (HHER 39272). This has been interpreted to have been derived from 'the place where hazels grow', suggesting Haslar may have been wooded at one time.

5.3.2 At some point within Henry VIII's reign, a bastion called Lymden's Bulwark was constructed 820 m to the northeast of the Site, aside an existing timber tower (HHER 17564). The bastion comprised a two-tiered, circular tower with buttresses and battlements. The fortification was already described as 'old and decaying' in 1588 and was reduced to a mound by the early 17th century.

5.4 Post-medieval (AD 1500–1800)

5.4.1 Fort Monckton (NHLE 1001844) was built between 1783 and 1790 in response to Franco-Spanish attempts to seize the Isle of Wight and attacks on Portsea and Gosport in 1779 (HHER 19018, 63312). There were originally 22 gun embrasures along its seaward side, and a wet moat was installed to increase its defence to the north. Its bastions are bound by glacis, which are a type of bank designed to expose attackers to artillery damage (HHER 62380). The main structure of the fort is located 200 m to the southwest of the Site, though the area of scheduling that designates the fort comes further north so to almost abut the proposed extended car park within the west of the Site. This aspect relates to part of the external defences and moat.

5.4.2 The Site was known as 'camp field' in the late 18th century, prior to the construction of Haslar Barracks to the northeast. The barracks were first erected in the 1790s as temporary barracks, which along with other temporary barracks at Weevil Lane, accommodated growing numbers of troops around Gosport and Portsmouth Harbour. This was part of a programme of national defence by Colonel De Lancey, under the newly formed Barracks Department (Gosport Borough Council 2018).

5.5 19th century (AD 1800–1900)

5.5.1 A permanent barracks was constructed within in 1802, and was functioning by 1803. There were six barrack blocks, which were described as 'one storey high, well separated from each other, with one large and two small rooms in each' (Gosport Borough Council 2018). There was also a kitchen, school room, privies, and a small regimental hospital. It is this layout that is visible in the 1840 Alverstoke tithe map (not reproduced) and the 1870 1st Edition Ordnance Survey Map (**Fig. 4a**). The parcel to the south of the barracks, where the proposed works are located, was described as The Barrack Ground.

5.5.2 In 1864, the whole barracks was converted into a hospital, and variably referred to as Haslar Military Hospital, Gosport Garrison Hospital, and Gosport Military Station Hospital in its thirty years of medical use (Gosport Borough Council, 2018). Each barrack block became a ward, between which ran a covered walkway. The former regimental hospital building was dedicated to 'Infectious Wards', with another building to the west becoming an 'Itch Ward'. The former engine room became a day room, and the buildings to the east of the barracks blocks were dormitories for the doctors and nurses (Gosport Borough Council 2018).

5.5.3 Haslar Barracks fell out of use as a hospital in 1892, when it was given to the Royal Engineers. The Royal Engineers' activity within the Barracks is unclear, but it is thought they used the site as an educational facility, which they shared with The School of Electric Lighting (Gosport Borough Council 2018). Curiously, the 1898 Ordnance Survey Map still refers to Haslar Barracks as Gosport Station Hospital, despite that no longer being the case at that time (**Fig. 4b**). The 1898 map also shows that the far west of the Site and the rest of the camp grounds had been converted into a golf course, which was still a relatively new sport in Britain at that time (though gaining in popularity).

5.6 Modern (AD 1900–present day)

5.6.1 The Site underwent dramatic development during this period, with the construction of the Monckton Hutments (**Fig.4c**). The hutments consisted of barracks huts and officers' bungalows for personnel stationed at Fort Monckton and the Haslar Barracks (Moore, no date). The residential buildings were organised around more specialist facilities within the centre of the complex, which a 1940 plan labels as lecture rooms, workshops, stores, garages, and shower rooms. Within the proposed car park area was a chapel and parade ground. By 1938, the barracks huts of the Monckton Hutments had been demolished, leaving just the centre grouping of specialist buildings (**Fig. 4d**). A detailed study into the Monkton Hutments found that whilst the hutments have an historic interest, they are unlikely to have left any substantial archaeological remains. The possible exception to this is the former camp incinerator, located at the eastern edge of the hutments, which is more likely than the other buildings to have left archaeological remains (Wessex Archaeology 2024b).

5.6.2 The Royal Engineers left Haslar Barracks at the end of the 1930s, and by the outbreak of the Second World War, anti-aircraft regiments were stationed at the barracks instead (Gosport Borough Council 2018). A map of planned defences showed two defence posts at the barracks, though it is unclear if these were ever constructed (HHER 71216, 71215). An aerial photograph of the Site dating to 1946 does not appear to show any new structures within the barracks (Historic England Ref. RAF/106G/UK/1322). Two airplane crashes are reported to have happened close to Haslar Barracks during WWII. On the 16th of January 1940, a Beaufort Mk 1 crashed into the Solent within the vicinity of the Barracks (HHER 55570). Later, on 11th October 1945, a Swordfish Mk III collided with a Beaufighter at low level over the bombing range, with the Swordfish losing control and crashing into the Solent, at the loss of its pilot (HHER 55583; RAFCommands Database).

5.6.3 In the early 1950s, Haslar Barracks were occupied by the Royal Army Ordnance Corps, which was the last army branch to use the Site. By 1962, almost all buildings that formed the Monckton Hutments had been demolished, and there was seemingly no change within the Haslar Barracks itself (**Fig. 4e**). It was then repurposed into a Youth Offenders Centre, and labelled as 'HM Detention Centre' on the 1969 Ordnance Survey Map (**Fig. 4f**). The last of the Monckton Hutment buildings was removed, including the old chapel, and a new residential estate was built along the western boundary of the Site. In 2002, the barracks were redesignated as an Immigration Removal Centre, which later closed in 2015 (UK Parliament, 2022). The barracks and the Site has been vacant since.

5.6.4 Recently refurbishment and renovation has been carried out with the existing IRC area, including demolition of some of the modern structures with no historic interest.

6 SETTING OF HERITAGE ASSETS

6.1 Introduction

6.1.1 This section presents an assessment of the potential effects of the proposed development in relation to the settings of heritage assets, carried out in accordance with the methodology detailed in **Section 3.6**.

6.1.2 The planning application for the proposed development will be submitted in outline with exact details of design and materials to be secured at reserved matters stage. However initial plans and elevations have been prepared for the development which have informed this assessment.

6.2 Proposed development

6.2.1 An indicative layout (**Appendix 4**) shows the proposed development comprising:

- Erection of up to four three-storey buildings for accommodation [redacted];
- Erection of a single-storey dining hall and a single-storey care and separation unit (CASU) block [redacted];
- Erection of covered walkway [redacted];
- Refurbishment and/or replacement of the existing perimeter fences;
- Erection of internal zonal fencing, vehicular and pedestrian gates, new site entrance gates and barriers [redacted];
- Creation of internal road(s), car parking (resurfacing of existing "Haslar Sea Wall" car park area in the southwest). Use of existing access/egress on Dolphin Way, use of existing car park access on Fort Road and creation of new pedestrian and vehicular access on Fort Road. Creation of internal roads and hard surfacing and creation of additional parking for staff and visitors. Resurfacing of existing car park on Fort Road and realignment and improvement of coastal path with spaces retained for public use and hard surfacing;
- Installation of lighting columns [redacted] and closed-circuit television (CCTV);
- Installation of rooftop solar photovoltaic panels;
- Installation of infiltration-based SuDS;
- Provision of bunds to re-use excavated materials;
- Creation of recreational space for residents, biodiversity enhancements and landscaping and visual barrier together with [redacted] garden and pedestrian public access;
- Improvements to the coastal path through the existing car park land; and
- Habitat and Biodiversity Net Gain improvements to mitigate the onsite loss resulting from the development.

6.2.2 The following mitigation measures have been embedded into the design of the development to manage the effects of the development on the adjacent Haslar Barracks Conservation Area, and Fort Monckton Scheduled Monument:

- Placement of the proposed buildings approximately 20 m back from the Conservation Area and planting within the intervening area to create a landscape buffer;
- Placement of the proposed single-storey CASU and dining hall to the southwest of the proposed accommodation block (i.e. using the accommodation blocks as a buffer to the Conservation Area; and

- Placement of the security fence between the existing and extended IRC closer to the proposed accommodation buildings to increase the distance between the fence and the Conservation Area.

6.2.3 Consultation with Historic England (see **Appendix 5**) has also informed the design of the proposed development, and the next design iteration will include the use of high-quality building materials, and the careful selection of eaves, windows and window surrounds. Brick facing material is proposed to harmonise with the Conservation Area and adjacent properties. Historic England's recommendation for a pitched roof will not be taken forward as the increased building height would adversely impact nearby residential properties.

6.3 Scoping exercise

6.3.1 The Site lies across a relatively flat, low-lying area of land which has very little topographic undulation and as a result, long views from or towards the Site are limited. The nearest higher area of land is to the north along a ridge where views over Portsmouth are possible. Much of the Site is enclosed by a [redacted] high fence which further limits views and physically and visually separates it from the surrounding area. Some buildings associated with garrison hospital are visible from the Site as they are taller than the other single storey buildings within Haslar Barracks.

6.3.2 The Site is bound to the northwest by residential development, to the southwest by the golf course, and to the southeast by The Solent. The Haslar Barracks borders the Site to the northeast, although access to the development area within the Site crosses through the Haslar Barracks Conservation Area, and runs along Dolphin Way which is adjacent to the Haslar Peninsula Conservation Area and the Royal Hospital Grade II Registered Park and Garden (NHLE 1001558).

6.3.3 The proposed development is expected to comprise four 3-storey accommodation blocks, and two 1-storey blocks located in the eastern half of the Site. It is also proposed to extend the car park in the west further south, and the proposals include a [redacted] garden and recreational space (**Appendix 4**; Indicative Proposed Site Plan). The proposals include retaining much of the existing [redacted] fencing, as well as the addition of further fencing to section areas.

6.3.4 During the site visit, it was observed that visibility to and from the Site, particularly from the areas of proposed development within the Site, is very restricted. This is due to the relatively flat topography and residential development around the Site, as well as the surrounding [redacted] high fencing (**Photograph 2**). Some of the Locally Listed Buildings within Haslar Barracks Conservation Area are visible from the Site (**Photograph 5**), including from the area of the proposed development. Similarly ancillary buildings and the golf course within the Fort Monckton Scheduled Monument are visible from within the southwest of the Site, although the upstanding fortifications are not.

6.3.5 From the access road along Dolphin Way, The Royal Hospital Registered Park and Garden (NHLE 1001558) and some buildings within it are visible. However, from within the development areas of the Site, only a partial long view is available towards Haslar Terrace, a Grade II Listed Building (NHLE 1233482) associated with The Royal Hospital Registered Park and Garden (NHLE 1001558). Despite this partial view, the significance of the terrace is not appreciable from the proposed development area due to the distance and the illegibility of its connection with The Royal Hospital. No other designated heritage assets are visible from within the Site, and the Site does not contribute to the ability to appreciate their significance.

6.3.6 Based on the above, potential views of and from the Site, and the nature of the surrounding landscape, it is considered that the proposed development does not have the potential to affect the way in which heritage assets are experienced at any great distance from the Site. While the Site sits within a wider military zone with assets connected to this shared history, the Site itself has no visual or experiential connection to most of the assets within the Study Area. As a result, it is considered that while development of the Site might result in a change in their wider setting, this would not harm their significance, and most are not scoped in for further assessment. This includes:

- Grade II Listed Haslar Terrace (NHLE 1233482), The Royal Hospital Registered Park and Garden (NHLE 1001558) and associated assets within it. These have been scoped out as the Site makes no contribution to the ability to appreciate the significance of these assets despite partial views towards Haslar Terrace.

- Haslar Peninsula Conservation Area and assets in and around it including the Grade I Listed Gunboat Sheds and Workshops (NHLE 1431190) and Scheduled Gunboat Traverser System (NHLE 1001810). Haslar Peninsula Conservation Area includes The Royal Hospital Registered Park and Garden and as a result views are possible into the Conservation Area from the access track along Dolphin Way. However, these assets have been scoped out due to an inability to appreciate their significance from the area of development within the Site.

- Anglesey and Alverstoke Conservation Area and listed buildings within it. Intervening residential development removes any intervisibility between the Site and these assets and as a result the Site makes no contribution to the ability to appreciate their significance.

- No. 5 Battery Scheduled Monument (NHLE 1001829). This has been scoped out due to a lack of intervisibility because of intervening residential development. As a result there is no connection between the Site and the Scheduled Monument and the Site makes no contribution to the ability to appreciate its significance.

- Gilikicker Fort (NHLE 1001789) and associated listed building. The fort is over 800 m from the Site, and is separated from it by Fort Monckton Scheduled Monument. As a result, there is no intervisibility or appreciable connection between them, and the Site makes no contribution to the ability to appreciate the fort's significance.

- Locally listed buildings northwest and west of the Site. These assets are of local significance and have been scoped out due to a lack of intervisibility. Furthermore, the Site does not contribute to their significance and does no contribute to the ability to appreciate their significance.

6.3.7 Due to the proximity of the Site to the Fort Monckton Scheduled Monument and Haslar Barracks Conservation Area, Historic England has identified that potential impacts to both assets should be assessed.

6.3.8 The Fort Monckton Scheduled Monument (NHLE 1001844) lies in close proximity to the southwest of the Site where the proposed car park will be located (**Photograph 8**), although the main structure of the fort is located approximately 200 m southwest of the Site, the external defences and Scheduled Monument boundary extend up to the edge of the Site. Fort Monckton contains two Listed Buildings; the Grade II* former central magazine (NHLE 1445601), and the Grade II former officers' mess (NHLE 1445604). Both of these are over

350 m southwest of the Site and there is no intervisibility between them and the Site however their historic value also derives from their connection to the fort.

6.3.9 Similarly, Haslar Barracks Conservation Area is immediately adjacent to the proposed development area, and the access track for the Site crosses through the barracks. The Conservation Area contains five Locally Listed Buildings which are all associated with Haslar Barracks. This Conservation Area lies within the existing IRC.

6.3.10 Based on the findings above, the following heritage assets have been scoped in for further assessment. Where practicable based on location or similar/shared interests and/or building character, assets have been grouped together for the purposes of the assessment to reduce repetition:

- Fort Monckton Scheduled Monument and associated magazine and mess hall Listed Buildings (NHLE 1001844, 1445601, 1445604); and
- Haslar Barracks Conservation Area and associated Locally Listed Buildings.

6.4 Fort Monckton Scheduled Monument and associated magazine and mess hall Listed Buildings (NHLE 1001844, 1445601, 1445604)

The assets

6.4.1 Fort Monckton Scheduled Monument (NHLE 1001844) comprises the upstanding remains, earthworks and buried remains of a late 18th century bastioned artillery fort. The fort was built between 1781 and 1790 to defend the western approaches to Portsmouth Harbour. Fort Cumberland, a contemporary artillery fort, defended the eastern approaches to Portsmouth Harbour and survives approximately 7 km east of Fort Monckton.

6.4.2 The main structure of the fort is located 200 m southwest of the Site, however the wider Scheduled Monument includes the external defences which are now not legible and lie within or under the golf course. The external defences and Scheduled Monument boundary extend up to the edge of the Site.

6.4.3 The site of Fort Monckton has been fortified since at least the mid-16th century. The planning and construction of the current Fort Monckton took place during the wars of the late 18th century; a period of concern about threats to naval facilities and possible large-scale invasion. The need for improved defences in the area was influenced by contemporary military events including attacks on the Channel Islands, The American War of Independence and an aborted attack on Plymouth by a combined French and Spanish fleet.

6.4.4 A new defensive work was built at the Fort Monckton site in *c.* 1779 by Lieutenant Colonel John Archer, under the command of the Governor of Portsmouth, Lieutenant General Robert Monckton. This was probably a temporary earthwork structure with three bastions and a magazine which was completed by 1782. Initial plans for a permanent fort were made at the same time but were improved by the Duke of Richmond in 1783, the newly-appointed Master General of the Ordnance. The permanent fort was built on the same site from 1781 and was completed in 1789-90, replacing the temporary fort; it was named after Monckton following his death in 1782. As constructed, the fort was to accommodate 14 officers, two staff sergeants and 298 rank and file soldiers.

6.4.5 The design of Fort Monckton combined established features of a bastioned fortress, as they had developed up to the late 18th century, with advanced features reflecting new concepts

in military planning and the particular requirements of the site. It was constructed to defend the main approach to Portsmouth Harbour from the west, with a main battery of 22 casemated guns facing The Solent. The fort was surrounded by an extensive system of defensive earthworks, originally more than double the area of the fort itself. The former Central Magazine Grade II* Listed Building (NHLE 1445601) was built in the late 18th century and is a single-storey red brick barrel-roofed building with two pedimented doorways either side of a Diocletian window on the main (south) front.

6.4.6 The former Officers' Mess Grade II Listed Building (NHLE 1445604) was built in the early 19th century and was recorded as a 'Recreation Room' in 1892, and an 'Officers' Mess' in 1919. The Officers' Mess and Central Magazine are two early surviving buildings on the parade ground yard.

6.4.7 The construction of improved outer defences for Portsmouth and Gosport in the 1860s, including Fort Gilkicker and the Stokes Bay Lines, saw Fort Monckton being used mainly as barracks and workshops in support of the new defences. It was occupied by the Royal Engineers from 1878, leading to the conversion of casemates into workshops and stores and the former central magazine into a canteen. In the early 20th century the fort continued to fulfil an ancillary role; it was armed with six machine guns on infantry or parapet carriages in 1902. During the First World War it was used to mount anti-aircraft searchlights. Three heavy anti-aircraft (AA) guns were mounted on the south-west and north-east batteries during the Second World War when the fort housed the Gun Operations Room for Gosport AA defence. Between 1939 and 1956 a twin six pounder gun was also mounted at the fort for coastal defence. More extensive additions were made in the late 20th century. The south extension of the barracks block was rebuilt in the 1970s, followed by the addition of large accommodation buildings on the former terreplein (the level surface on top of the rampart) behind the west curtain wall. More recent additional buildings have been added to the north of the barracks block, in the ditch, and outside the northern perimeter of the fort. It remains in Ministry of Defence (MOD) use with no permitted public access.

Statement of significance

6.4.8 The significance of Fort Monckton and its associated listed buildings derive from a few aspects relating to its archaeological and architectural interest. The fort is a rare surviving true bastioned artillery fort, of which there are just eight examples in England, and most of the original built fabric and features survive. The fort also holds a level of archaeological importance as an artillery fort at the forefront of late 18th century British military architecture, and there is a potential for archaeological deposits associated with the construction and use of the fort, which with the built fabric will significantly enhance our understanding of 18th century bastioned forts. Furthermore, there is a potential for archaeological remains associated with earlier 16th century defences on the site which pre-date the fort.

6.4.9 The fort's significance also derives from its historic importance. The fort was built following invasion concerns in the late 18th century, and continued to form a major part of Portsmouth's defences in the earlier 19th century before being used as a base for experimental development of sea mines and electric lighting. The fort's connection with defending Portsmouth Harbour and its association with other contemporary defences in the surrounding area (including Fort Cumberland, as well as Fort Gilkicker, Fort Blockhouses, Fort Grange, Southsea Castle, Portsmouth town defences and Eastney Fort) illustrates the defence of this strategic harbour over a long period of time and further adds to Fort Monckton's significance.

Setting

6.4.10 The fort lies at the mouth of the Langstone Channel, and is bound to the southeast by the water. The visible remains of the fort are surrounded by a golf course which is included in the area of the Scheduled Monument due to below ground archaeological remains, and which lies adjacent to the Site. Residential development lies north of the Scheduled Monument, and Fort Gilkicker Scheduled Monument (NHLE 1001789) lies to the southwest past the golf course.

6.4.11 Historically, the Site contained military hutments consisting of barracks huts and officers' bungalows for personnel stationed at Fort Monckton, although these 20th century structures were not contemporary with the construction of the fort. However, these structures have been demolished, and the Site comprises enclosed scrub and grass land and includes a car park to the northeast of the Scheduled Monument near the golf course (**Photographs 3, 4 and 6**). There are no views from the Site towards the visible elements of the fort, including the listed buildings, although the golf course is visible (**Photograph 8**).

Contribution of setting to significance

6.4.12 The fort remains in MOD use with no permitted public access. It is considered that it's immediate setting, where its architectural and historic significance can be best appreciated and understood, form the aspect of the asset's setting which contributes most to its significance. This also includes the ability to appreciate the significance of the listed buildings within the fort and their connection with both the fort and each other.

6.4.13 Where available, long views both from and towards the fort looking to other contemporary assets or towards Portsmouth harbour also contribute to the significance of the asset. Such views not only illustrate the purpose and history of the fort, but also highlight its connection to other fortifications to defend the harbour during the same period. While the visible detail in these long distance views is limited (see UBU Design 2025, Viewpoints 10-12) the wider setting of the fort and group value of these assets adds to the fort's significance regardless.

6.4.14 Historically, Haslar Barracks has been connected to Fort Monckton and its proximity within the wider setting of the fort adds to its significance. The Site lies between Fort Monckton and Haslar Barracks. Views through the Site towards the upstanding defensive remains of the fort are not available from the barracks, although ancillary buildings and the golf course within the wider extent of the Scheduled Monument are visible from higher elevations within the barracks (**Photograph 1**). While the fort is not accessible to the public, it is anticipated that views towards the barracks from the surviving main fortifications would be limited if at all possible and would make little to no contribution to its significance.

6.4.15 Despite the historic association between the Site and the fort, this is no longer evident on the ground. The hutments within the Site which previously connected it to the fort have been demolished and the Site is physically and visually divided from the upstanding defensive remains of the fort by the golf course and 5.2 m high fencing (see UBU Design 2025, Viewpoints 1-3). While views of ancillary buildings and the golf course within the wider Scheduled Monument area are possible from the extant and proposed car park area in the west of the Site, there are no available views towards the upstanding defensive structure of the fort. As a result, the nature and significance of the fort are not appreciable from the Site as the presence of the golf course means that the Scheduled Monument is obscured.. As a result, it is considered that the Site does not form a part of the asset's setting which contributes to its significance.

Potential effects of the proposed development

6.4.16 The proposed development would see the expansion of the extant car park in the west of the Site, resulting in a larger car park adjacent to the Scheduled Monument. The proposed buildings are located in the east of the Site, approximately 200 m from the edge of the Scheduled Monument and over 300 m from the main upstanding defences of the fort.

6.4.17 The proposed development will result in a visual change within the setting of Fort Monckton which may be visible in views out from the fort, although this cannot be confirmed. From within the wider area of the Scheduled Monument such as within the golf course, this change would mostly comprise the creation of a larger car park in the west of the Site. This change is one of degree rather than kind, and the overall character of this part of the setting would not fundamentally change. However, as the Site does not form a part of the asset's setting which contributes to its significance, it is considered that the proposed development will have no impact on its significance.

6.4.18 While it is not possible to confirm due to the MOD use of the fort, it is expected that the scale and location of the proposed development would also not impact any long views from the fort so the ability to appreciate its connection to Portsmouth Harbour or other contemporary defences would remain unchanged.

6.5 Haslar Barracks Conservation Area and associated Locally Listed Buildings

The assets

6.5.1 Haslar Barracks was developed in 1802 as a permanent regimental infantry barracks within a clearly defined boundary wall. The buildings are red brick, nearly all single storey with the exception of the hospital and water tower, and retain the original plan form. In 1864 the site was converted into a military hospital as part of the first phase of reform to army hospitals following the Crimean War. Additional buildings included a water tower, day room and covered colonnade linking the wards (formerly the barrack ranges). Although one source suggests new wards may have been constructed, a commissioner's report indicates that the existing barrack buildings were converted. The complete plan form of this early army hospital survives. In the 1890s the site was taken over by the Royal Engineers who have very strong connections to the military defences in the Borough and conducted experiments and training in the use of searchlights and mines.

6.5.2 The Locally Listed Buildings within the Conservation Area include:

- Two Buildings Flanking Former Haslar Parade Ground HHER 63234
- Dolphin Way comprising six barracks HHER 63236
- Wall and attached buildings to former Haslar Barracks HHER 63239
- Dolphin Way, Officers' Quarters to former Haslar Barracks HHER 63249
- Dolphin Way, Water Tower HHER 63284

Statement of significance

6.5.3 The significance of the Conservation Area is derived from the special architectural and historic interests of its component elements comprising the Locally Listed Buildings contained within it, and aspects of the spaces and built elements surrounding and connecting them. The character and appearance of the designated area is a result of these features, and the purpose of the Conservation Area is to protect the area's significance, by

protecting this character and appearance. Similarly, the purpose of a Conservation Area is also to form and protect the setting of the heritage assets within it.

6.5.4 The Conservation Area's interest is derived from its use as an infantry barracks and military hospital during the 19th century, and the presence of extant buildings relating to this period. The historical connection of the barracks to the regiments who occupied it also adds to its significance through its connection with the people and military history of the area.

6.5.5 Haslar Barracks is a good example of a small barracks complex built at the height of the Napoleonic wars. Small barracks like this are of historical interest as they illustrate how, in an era of war, the armed forces had become much larger, more sophisticated and were stationed over a much wider area than previously had been the case. While individual buildings have been altered its overall form and layout are intact. The barracks also have a rarity value, as few of these small barrack complexes survive.

6.5.6 The Locally Listed Buildings within the Conservation Area were considered for inclusion on the National Heritage List for England in 2017, but it was felt that the buildings did not meet the criteria for formal listing. Reasons given include that the buildings are architecturally modest and have been heavily altered. The decision summary further specifies that although few infantry-specific barracks are listed, there are a number of other types of barracks on the List, and against these, Haslar Barracks does not compare well. The significance of the buildings largely relates to their historic interest. Architecturally they are predominantly utilitarian in design with repetition of detailing and materials that expresses their military character.

Setting

6.5.7 The Conservation Area is bounded to its east by Dolphin Way, and beyond that lies The Royal Hospital Registered Park and Garden (NHLE 1001558). To the south, the barracks border the Langstone Channel, and to the northwest lies dense residential development. The Site borders the western edge of the Conservation Area but they are separated by a [redacted] high fence.

6.5.8 Within the wider surrounding area are other military sites such as Fort Monckton to the southwest of the barracks.

Contribution of setting to significance

6.5.9 Haslar Barracks was designed as an enclosed site with a clearly defined boundary wall. The asset's significance in terms of layout and design can best be appreciated and understood within this immediate setting.

6.5.10 Historically, the barracks have also been connected to both Fort Monckton and Haslar Hospital and their proximity within the wider setting of the barracks further adds to its significance. However, while some views are possible from the barracks towards the hospital buildings, there are no available views towards the upstanding defensive structure of Fort Monckton. From areas of higher elevation, there are some views towards ancillary buildings and the golf course within the wider Scheduled Monument area.

6.5.11 While the Site has an historic association with the fort, this association is no longer appreciable given the demolition of the hutments, and the Site is physically and visually divided from the barracks by the [redacted] high fence (**Photographs 1 and 5**). Views towards the barracks are possible from the Site, although these views are obstructed by the fencing which limits the ability to appreciate and understand the architectural importance of the buildings and the layout of the barracks. Furthermore, views into and out of the barracks

are of limited importance as the openness of the area is not necessary to appreciate the barracks' significance, given that they were always designed to be an enclosed, rather than an outward looking place. As a result, the Site has a limited contribution to the significance of the barracks.

Potential effects of the proposed development

6.5.12 The Site itself has a limited contribution to the significance of the barracks. The Conservation Area appraisal (Gosport Borough Council 2018) notes that future development could take place here, and Historic England noted that development here need not be harmful to the setting of the Conservation Area. However, the Conservation Area appraisal does state that;

The western boundary to the site should retain a landscaped strip of land between the existing buildings and any future development to its south-west: possibly with consideration given to tree planting and a footpath link to the waterfront to ensure a degree of separation. Any development would need to have regard to the context of the Barracks site to ensure it would not be overbearing in form or harm its setting. (Gosport Borough Council 2018, 22)

6.5.13 It is considered that the extension to the car park in the southwest of the Site is of a satisfactory distance from the barracks and is of such a scale that there would be no impact on the significance of the barracks.

6.5.14 Similarly, the proposed fencing would not impact the significance of the barracks and would result in a very minor visual change given the presence of the existing [redacted] fencing.

6.5.15 The proposed development includes the construction of four 3-storey accommodation blocks, and two 1-storey blocks in the northeast of the Site (**Appendix 4**). The accommodation blocks have been situated in such a way as to mirror the orientation and alignment of the barracks. The following mitigation measures have also been embedded into the design of the development to manage the effects of the development on the adjacent Haslar Barracks Conservation Area:

- Placement of the proposed buildings approximately 20 m back from the conservation area and planting within the intervening area to create a landscape buffer;
- Placement of the proposed single-storey CASU and dining hall to the southwest of the proposed accommodation block (i.e. using the accommodation blocks as a buffer to the conservation area); and
- Placement of the security fence closer to the proposed accommodation buildings to increase the distance between the fence and the Conservation Area.

6.5.16 These proposed buildings will be separated from Haslar Barracks by a [redacted] strip of proposed recreational space featuring trees and vegetation. The Haslar Barracks site generally comprises single storey buildings, with the exception of the water tower and the 2-storey regimental hospital block. Historic England has raised concerns that the 3-storey blocks might appear overbearing compared to the single storey historic barrack buildings, however they have also acknowledged that the barracks were designed as an enclosed, rather than outward looking place (**Appendix 5**).

6.5.17 The proposed 3-storey accommodation blocks would be 12 m tall. When compared to the 7.2 m and 10.8 m buildings within the Conservation Area, this results in a 4.8-1.2 m height

difference. The presence of adjacent taller structures to the Conservation Area and Locally Listed Buildings does not in and of itself cause harm to their significance, this will only arise if it adversely affects the ability to understand and appreciate their interests. It is expected that the proposed 20 m wide strip of recreational space, combined with the [redacted] high fencing would be sufficient to allow a clear visual separation which respects the hierarchy of the historic buildings and highlights the enclosed and separate nature of the barracks.

6.5.18 Final details of the layout, design and materials of the proposed buildings will be secured as reserved matters, however the indicative elevations suggest brick facing material, paired windows with spandrel panels below and a flat roof. Historic England was concerned that the 'starkly utilitarian' appearance would detract from a coherent townscape and negatively impact the barracks. However, it should be highlighted that the barracks itself is largely utilitarian in design and character and feature repetitive design elements. It is anticipated that future iterations of the design will incorporate the features recommended by Historic England including high-quality building materials and careful selection of eaves, windows and window surrounds. Historic England has suggested that the use of these features would minimise this impact. With the incorporation of these features, and the embedded design mitigation and alignment of the accommodation blocks, the proposed development will remain distinct but complementary to the Conservation Area.

6.5.19 As a result of both the embedded mitigation measures and the incorporation of Historic England's recommendations, this assessment has found that the proposed development would result in no harm to the significance of the Conservation Area. In addition the scheme would ensure the continued maintenance of the Locally Listed Buildings within the Conservation Area and provide public benefits including a community garden, continued use of the expanded car park and pedestrian access to the coastal path.

7 CONCLUSIONS

7.1.1 The effect of development proposals on known and potential heritage resource is be a material consideration in determination of a planning application. This assessment has identified no overriding cultural heritage constraints which are likely to prohibit development at Haslar IRC.

7.1.2 The assessment has identified that the proposed development will have no direct impacts on any designated heritage assets. Due to the embedded mitigation measures and the incorporation of Historic England's recommendations, the proposed development will have no impact on the significance of any designated heritage assets, including Haslar Barracks Conservation Area and Fort Monckton Scheduled Monument, though a change in their setting.

7.1.3 During consultations with Historic England, Haslar Conservation Area and Fort Monckton Scheduled Monument were identified as assets which the proposed development might impact through a change in their setting. This assessment has found that due to a lack of architectural or appreciable historic association with the fort, and the lack of legibility of the fort's significance from within the Site, the Site does not form a part of the asset's setting which contributes to its significance. Furthermore, the scale of the proposed development is such that any long views from the fort which add to the ability to appreciate its connection to Portsmouth Harbour or other contemporary defences, would not be impacted. The proposed development would therefore have no impact on the significance of Fort Monckton Scheduled Monument.

7.1.4 The Site lies adjacent to the Haslar Barracks Conservation Area and makes a limited contribution to its significance as views from the Site towards the Conservation Area allow for the appreciation of the enclosed nature of the barracks and some appreciation of the significance of the Locally Listed Buildings within it. This assessment has concluded that the extension to the car park in the southwest of the Site is of a satisfactory distance from the barracks and is of such a scale that there would be no impact on the significance of the barracks. Similarly, the proposed fencing would not impact the significance of the barracks and would result in a very minor visual change given the presence of the existing [redacted] high fencing.

7.1.5 By incorporating recommendations from Historic England and embedded mitigation measures the proposed development will remain distinct from but complementary to the Conservation Area. This assessment has found that the 20 m wide landscaped buffer between the proposed accommodation blocks and the Haslar Barracks Conservation Area would provide sufficient visual separation of these two elements. Furthermore, the proposed development would ensure the continued maintenance of the Locally Listed Buildings within the Haslar Barracks Conservation Area. This assessment has therefore found that the proposed development would result in no harm to the significance of the Conservation Area.

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All URLs accessed on 08/10/2025

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Figure 1: Site, location and Study Area

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460000 461000 462000 463000

99000 98000 97000

B3333 Bury Road Stoke Rd Foster Road The Ave Anglesey Rd Park Rd Seafield Broad Street Alverstoke Little Anglesey Rd Clayhall Rd Fort Rd Haslar Rd

Anglesey and Alverstoke Conservation Area

Haslar Peninsula Conservation Area

Haslar Barracks Conservation Area

1276418 1276566 1233495 1276567 1234059 1233081 1233033 1276302 1233169 1233042 1276701 1276705 1001829 1428094 1435448 1428092 1428144 1428138 1428514 1428142 1001844 1445601 1445604 1001789 1276716 1432296 1431192 1434287 1001810 1479230 1431241 1276719 1376513 1424209 1233484 1431190 1233486 1376514 1424218 1233242 1233479 1276601 1233472 1431191 1413978 1233560 1480177 1479229 1001558 1233482 1414020

Site boundary
Study Area
Scheduled Monument
Grade II Park and Garden
Conservation Area
Grade I Listed Building
Grade II* Listed Building
Grade II Listed Building

0 500 m

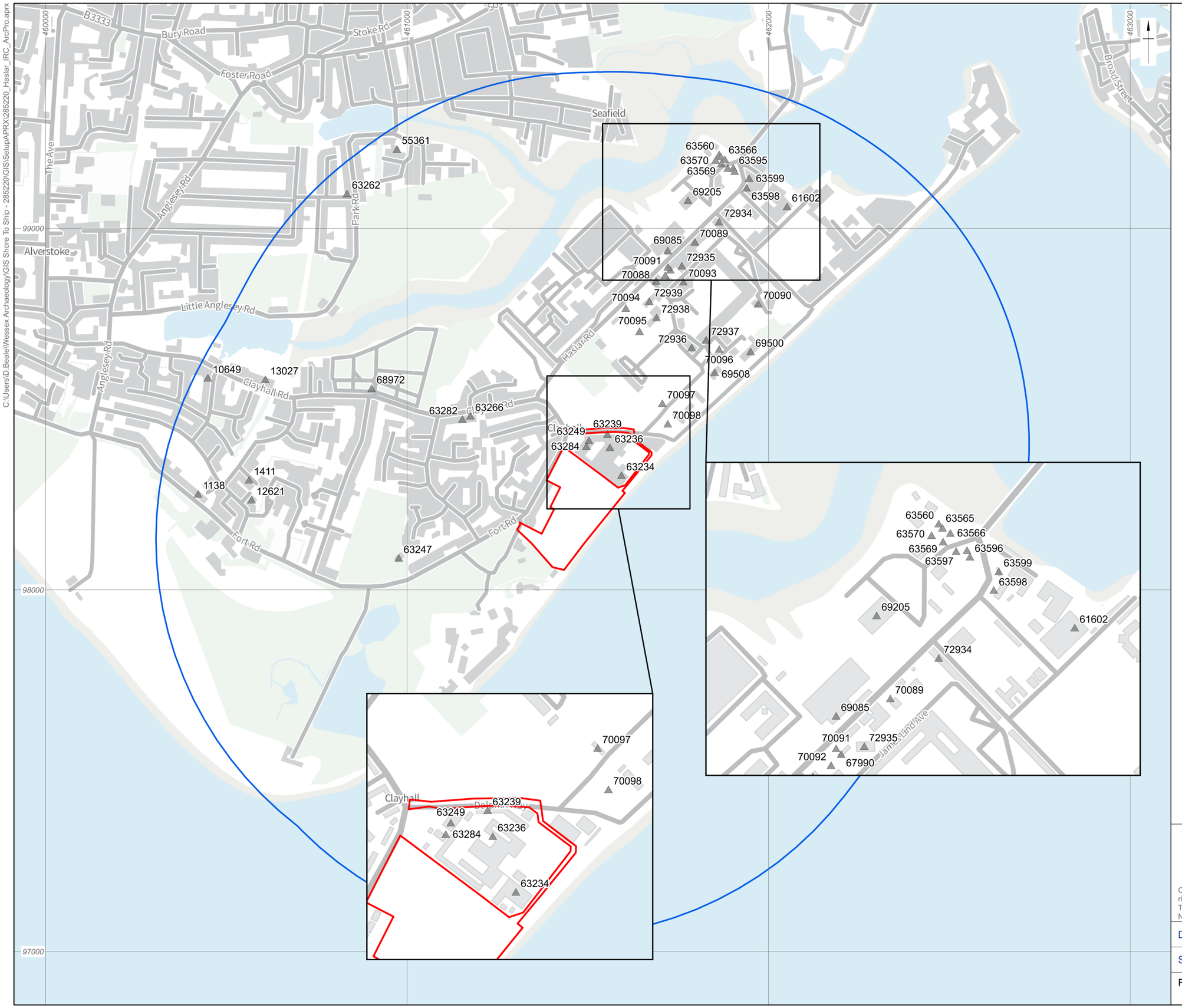
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Figure 2: Designated heritage assets

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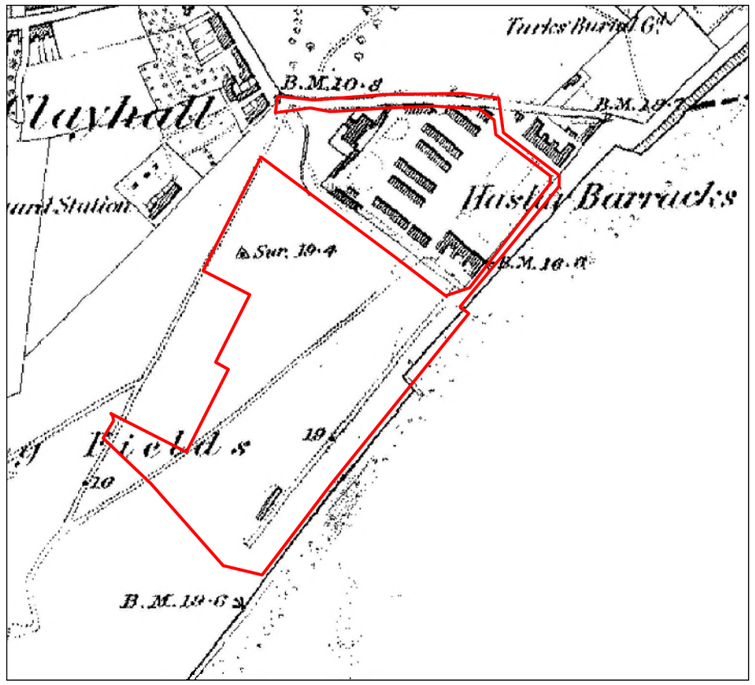
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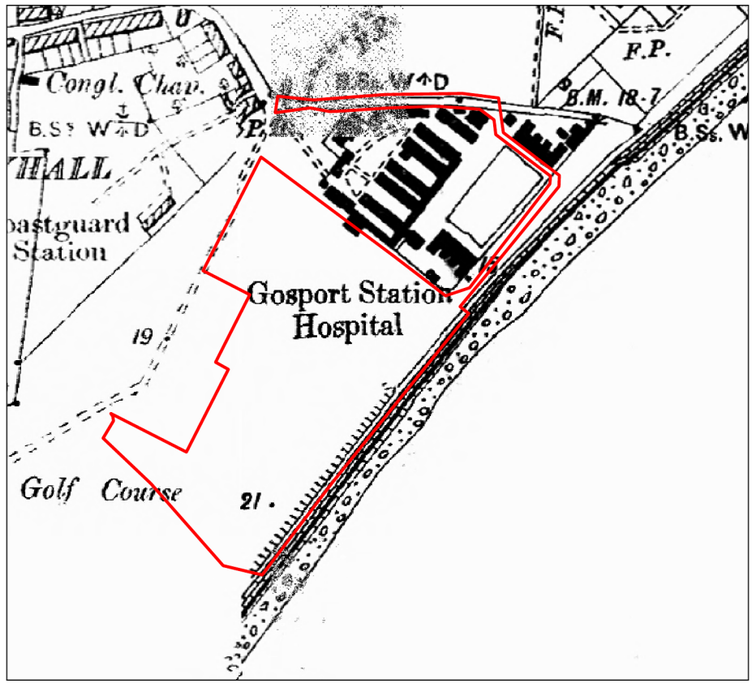
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Figure 3: Locally Listed Buildings

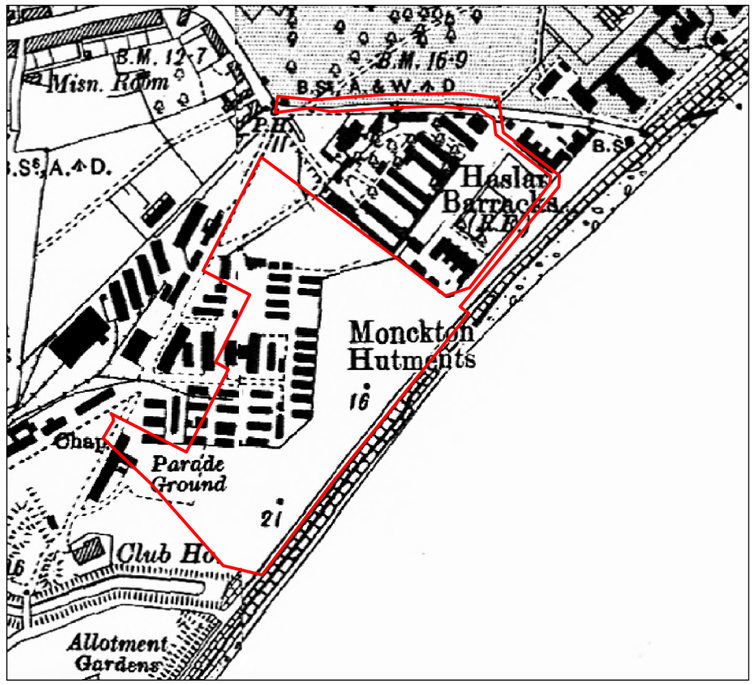
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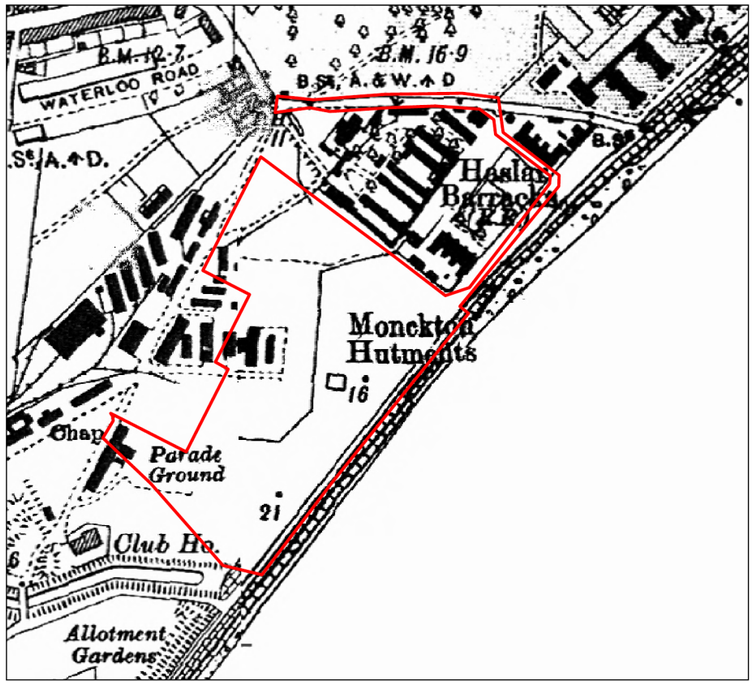
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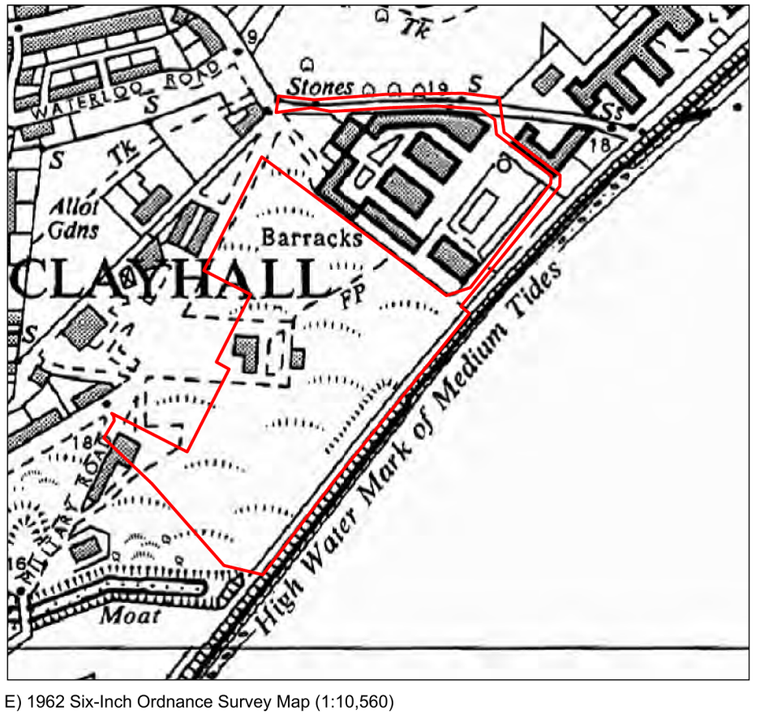
B) 1898 Six-Inch Ordnance Survey Map (!:10,560)



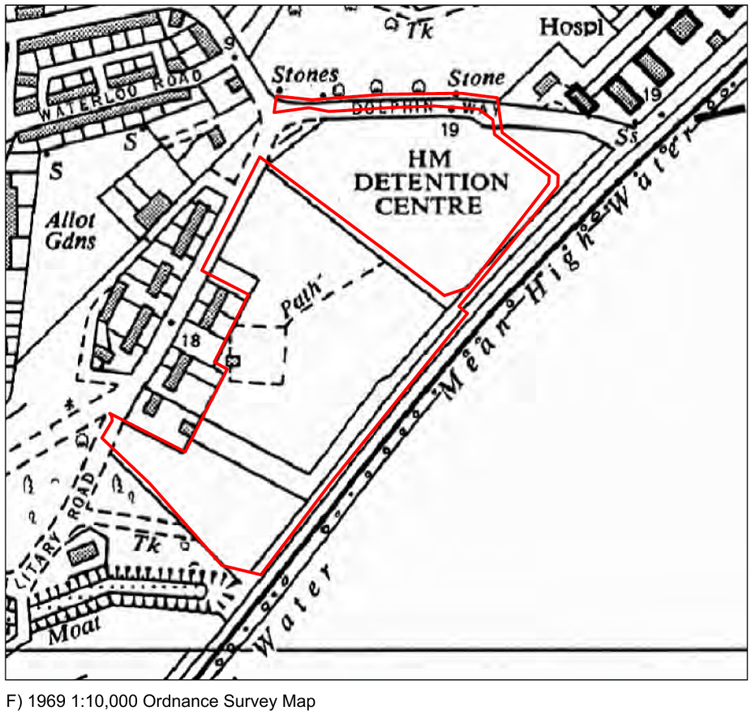
C) 1931 Six-Inch Ordnance Survey Map (1:10,560)



D) 1938 Six-Inch Ordnance Survey Map (1:10,560)



E) 1962 Six-Inch Ordnance Survey Map (1:10,560)



F) 1969 1:10,000 Ordnance Survey Map

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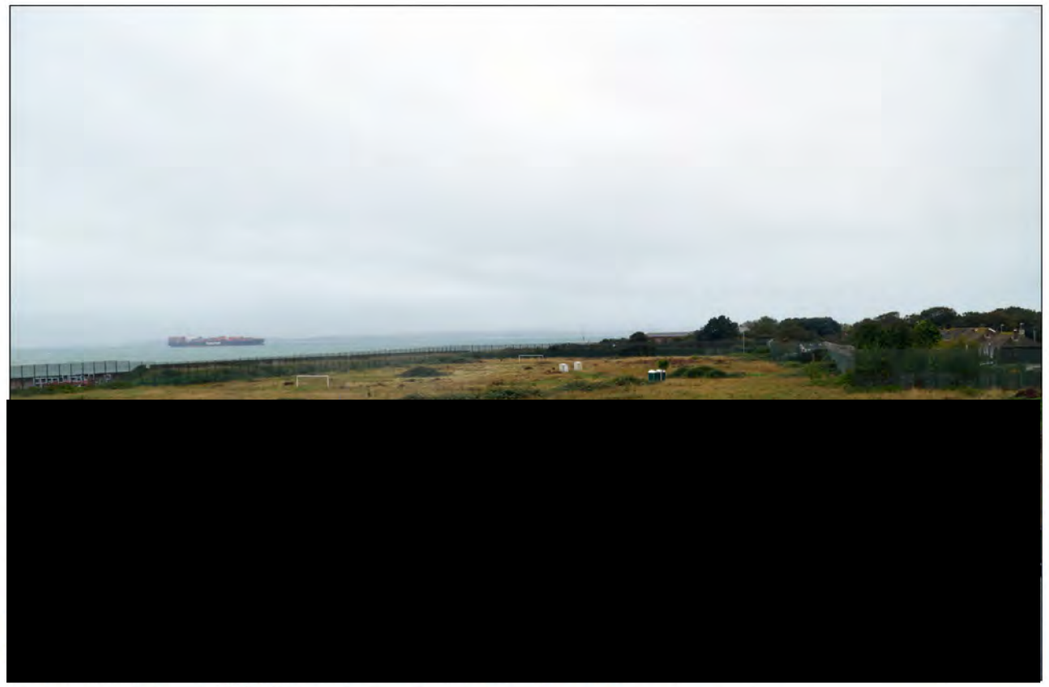
Site boundary

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Figure 4: Historic maps

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Photograph 1: View of the Site from within Haslar Barracks Conservation Area, looking southwest towards Fort Monckton.



Photograph 2: View from Fort Road looking south towards the Site which is bound by 5.2 m high fencing, with residential development on the right.



Photograph 3: View of the existing car park within the southwest of the Site, looking southeast.



Photograph 4: View of the scrub and grass area south of the existing car park within the southeast of the Site, looking north towards the rest of the Site which is separated by a 5.2 m high fence.

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Photographs 1-4			

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Photograph 5: View from the Site looking north towards Haslar Barracks, with the Water Tower (HHER 63284) visible on the left, rooftops of associated barrack buildings on the horizon, and Haslar Terrace (NHLE 1233482), a building associated with The Royal Hospital, in the background.





Photograph 6: View from the northeast corner of the Site, looking southwest towards the nearby residential development.



Photograph 8: View from the southern corner of the Site, looking southwest towards Fort Monckton Scheduled Monument.

Date: 07/10/2025	Created by: DB	Revision: 0	
Photographs 5-8			

APPENDICES

Appendix 1 Terminology

Glossary

The terminology used in this assessment follows definitions contained within Annex 2 of NPPF:

Archaeological interest	There will be archaeological interest in a heritage asset if it holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point.
Conservation (for heritage policy)	The process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance.
Designated heritage asset	A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation.
Heritage asset	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. It includes designated heritage assets and assets identified by the local planning authority (including local listing).
Historic environment	All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora.
Historic environment record	Information services that seek to provide access to comprehensive and dynamic resources relating to the historic environment of a defined geographic area for public benefit and use.
Setting of a heritage asset	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.
Significance (for heritage policy)	The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting. For World Heritage Sites, the cultural value described within each site's Statement of Outstanding Universal Value forms part of its significance.

Other definitions have been taken from Government's Planning Practice Guidance relating to the Historic Environment
:

Architectural and artistic interest	These are interests in the design and general aesthetics of a place. They can arise from conscious design or fortuitously from the way the heritage asset has evolved. More specifically, architectural interest is an interest in the art or science of the design, construction, craftsmanship and decoration of buildings and structures of all types. Artistic interest is an interest in other human creative skill, like sculpture. Paragraph: 006 Reference ID: 18a-006-20190723; Revision date: 23 07 2019
Historic interest	An interest in past lives and events (including pre-historic). Heritage assets can illustrate or be associated with them. Heritage assets with historic interest not only provide a material record of our nation's history, but can also provide meaning for communities derived from their collective experience of a place and can symbolise wider values such as faith and cultural identity. Paragraph: 006 Reference ID: 18a-006-20190723; Revision date: 23 07 2019

Non-Designated heritage asset	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. A substantial majority of buildings have little or no heritage significance and thus do not constitute heritage assets. Only a minority have enough heritage significance to merit identification as non-designated heritage assets. Paragraph: 039 Reference ID: 18a-039-20190723; Revision date: 23 07 2019

Chronology

Where referred to in the text, the main archaeological periods are broadly defined by the following date ranges:

Prehistoric	**Palaeolithic**	970,000–10,000 BC
	Mesolithic	10,000–4000 BC
	Neolithic	4000–2400 BC
	Bronze Age	2400–700 BC
	Iron Age	700 BC–AD 43
Historic	**Romano-British**	AD 43–410
	Anglo-Saxon	AD 410–1066
	Medieval	AD 1066–1500
	Post-medieval	AD 1500–1800
	19th century	AD 1800–1899
	Modern	1900–present day

Appendix 2 Legislative and planning framework

A: Designated Heritage Assets

Designation	Associated Legislation	Overview
World Heritage Sites	-	The United Nations Educational, Scientific and Cultural Organisation (UNESCO) World Heritage Committee inscribes World Heritage Sites for their Outstanding Universal Value (OUV) – *cultural and/or natural significance which is so exceptional as to transcend national boundaries and to be of common importance for present and future generations of all humanity.* England protects its World Heritage Sites and their settings, including any buffer zones or equivalent, through the statutory designation process and through the planning system. The National Planning Policy Framework sets out detailed policies for the conservation and enhancement of the historic environment, including World Heritage Sites, through both plan-making and decision-taking.
Scheduled Monuments and Areas of Archaeological Importance	*Ancient Monuments and Archaeological Areas Act 1979*	Under the *Ancient Monuments and Archaeological Areas Act 1979*, the Secretary of State (DCMS) can schedule any site which appears to be of national importance because of its historic, architectural, traditional, artistic or archaeological interest. The historic town centres of Canterbury, Chester, Exeter, Hereford and York have been designated as Archaeological Areas of Importance under Part II of the *Ancient Monuments and Archaeological Areas Act 1979.* Additional controls are placed upon works affecting Scheduled Monuments and Areas of Archaeological Importance under the Act. The consent of the Secretary of State (DCMS), as advised by Historic England, is required for certain works affecting Scheduled Monuments.
Listed Buildings	*Planning (Listed Buildings and Conservation Areas) Act 1990*	In England, under Section 1 of the *Planning (Listed Buildings and Conservation Areas) Act 1990*, the Secretary of State is required to compile lists of buildings of special architectural or historic interest, on advice from English Heritage/Historic England. Works affecting Listed Buildings are subject to additional planning controls administered by Local Planning Authorities. Historic England is a statutory consultee in certain works affecting Listed Buildings. Under certain circumstances, Listed Building Consent is required for works affecting Listed Buildings.
Conservation Areas	*Planning (Listed Buildings and Conservation Areas) Act 1990*	A Conservation Area is an area which has been designated because of its special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance. In most cases, Conservation Areas are designated by Local Planning Authorities. Section 72 (1) of the *Planning (Listed Buildings and Conservation Areas) Act 1990* requires authorities to have regard to the fact that there is a Conservation Area when exercising any of their functions under the Planning Acts and to pay special attention to the desirability of preserving or enhancing the character or appearance of Conservation Areas. Although a locally administered designation, Conservation Areas may nevertheless be of national importance and significant developments within a Conservation Area are referred to Historic England.
Registered Parks and Gardens and Registered Battlefields	*Historic Buildings and Ancient Monuments Act 1953* *National Heritage Act 1983*	The Register of Parks and Gardens was established under the *National Heritage Act 1983*. The Battlefields Register was established in 1995. Both Registers are administered by Historic England. These designations are non-statutory but are, nevertheless, material considerations in the planning process. Historic England and The Garden's Trust (formerly known as The Garden History Society) are statutory consultees in works affecting Registered Parks and Gardens
Protected Wreck Sites	*Protection of Wrecks Act 1973*	The *Protection of Wrecks Act 1973* allows the Secretary of State to designate a restricted area around a wreck to prevent uncontrolled interference. These statutorily protected areas are likely to contain the remains of a vessel, or its contents, which are of historical, artistic or archaeological importance.

B: National Planning Policy Framework (NPPF)

NPPF Section 16: Conserving and enhancing the historic environment	
Para. 207	In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets 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. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.
Para. 208	Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.
Para. 210	In determining applications, local planning authorities should take account of: a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and c) the desirability of new development making a positive contribution to local character and distinctiveness.
Para. 212	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.
Para. 213	Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of: a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional; b) 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[75]. [75] Non-designated heritage assets of archaeological interest, which are demonstrably of equivalent significance to scheduled monuments, should be considered subject to the policies for designated heritage assets.
Para. 214	Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply: a) the nature of the heritage asset prevents all reasonable uses of the site; and b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and d) the harm or loss is outweighed by the benefit of bringing the site back into use.
Para. 215	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.
Para. 216	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 directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.
Para. 218	Local planning authorities should require developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible[76]. However, the ability to record evidence of our past should not be a factor in deciding whether such loss should be permitted.

NPPF Section 16: Conserving and enhancing the historic environment	
	[76]Copies of evidence should be deposited with the relevant historic environment record, and any archives with a local museum or other public depository.
Para. 219	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.
Para. 220	Not all elements of a Conservation Area or World Heritage Site will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 214 or less than substantial harm under paragraph 215, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole.
Para. 221	Local planning authorities should assess whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies but which would secure the future conservation of a heritage asset, outweigh the disbenefits of departing from those policies.

C: Local Planning Policy

Gosport Borough Local Plan 2011-2029 (Adoption October 2015)		
Policy ref.	**Title**	**Scope**
LP11	Designated Heritage Assets including Listed Buildings, Scheduled Ancient Monuments and Registered Historic Parks & Gardens	1. The Borough Council will work with landowners, developers, Historic England and other stakeholders to: a) ensure that new development conserves or enhances designated heritage assets; b) ensure that historic buildings are appropriately re-used as soon as possible to prevent deterioration of condition; c) reduce the number of buildings on the "Buildings at Risk" Register; and d) make information about the significance of the historic environment publicly accessible. 2. When considering an application that would affect a designated heritage asset, an applicant will be required to describe the significance of the asset with a proportionate level of detail relating to the likely impact a proposal could have on the asset's historic, architectural and archaeological interest. 3. Planning permission will not be granted for development proposals which would harm the significance of a Listed Building, Registered Park & Garden or Scheduled Ancient Monument. 4. Planning permission will be granted for proposals that make a positive contribution to, or better reveal the significance of the setting of a designated heritage asset. 5. If it is determined through the relevant evidence that currently undesignated buildings, structures, landscapes or archaeology are of national significance, the above points (1-4) will apply.
LP12	Designated Heritage Assets: Conservation Areas	1. The Borough Council will aim to: a) conserve or enhance the character or appearance of existing Conservation Areas; b) produce and update Conservation Area Appraisals; and c) where appropriate, identify additional Conservation Areas. 2. Proposals for development in Conservation Areas will be permitted provided that: a) the location, form, scale, massing, density, height, layout, landscaping, use and external appearance conserves or enhances the special historic or architectural interest of the Conservation Area; and b) it conserves or enhances the setting of the Conservation Area and is not detrimental to inward or outward views. 3. Proposals for consent to demolish a building in a Conservation Area will be permitted provided it has been demonstrated that: a) the building does not contribute to the character or appearance of the area; b) the building is of no historic or architectural interest or is wholly beyond repair and is not capable of beneficial use; and c) new development proceeds after the loss has occurred within a reasonable and agreed timescale and that the new development is of architectural merit which conserves and enhances the character of the Conservation Area.
LP13	Locally Important Heritage Assets	1. The Borough Council will aim to conserve or enhance locally important heritage assets and will consider revisions to the Local List of Heritage Assets dependent on any new information. 2. Planning permission for a development which affects a locally important heritage asset will be permitted provided that: a) the location, form, scale, massing, density, height, layout, landscaping, use and external appearance of the proposal conserves or enhances the asset; and b) an appropriate historic desk based study, or field evaluation in the case of archaeological

Gosport Borough Local Plan 2011-2029 (Adoption October 2015)		
Policy ref.	**Title**	**Scope**
		interest, has been carried out demonstrating how the proposal will conserve or enhance the locally important heritage asset. 3. Planning permission will only be granted where a proposal could result in harm to, or the loss of, a locally important heritage asset if it: a) can be demonstrated that the benefits of the development outweighs the asset's historical, architectural or archaeological significance; b) demonstrates that any new development would proceed within a reasonable and agreed timescale; and c) ensures all appropriate recording of the building, structure or other feature has taken place before it is lost. 4. If it is determined through the relevant evidence that currently undesignated buildings, structures landscapes or archaeology are of local significance, the above points (1-3) will apply.

Gosport Borough Local Plan 2042 (Consultation Draft, Sept 2021)		
Policy ref.	**Title**	**Scope**
D10	Heritage Assets	The NPPF defines a heritage asset as 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. Heritage assets comprise of the following: • Designated Heritage Assets • Listed Buildings • Conservation Areas • Scheduled Ancient Monuments • Registered Parks and Gardens • Protected Wrecks • World Heritage Sites Locally Important Heritage Assets • Locally Listed Buildings • Parks and Gardens of Local Historic Interest • Sites of Archaeological Interest • Wrecks of Local Historic Interest • Historic Landscapes Unidentified Heritage Assets Heritage assets yet to be identified which could become designated or locally important as a result of further assessment. Unidentified Heritage Assets – Heritage assets yet to be identified which could become designated or locally important as a result of further assessment.
SS7	Haslar Barracks	Haslar Barracks is allocated for heritage-led, mixed-use regeneration. The Council will positively consider the re-use of Haslar Barracks heritage assets for residential dwellings and viable commercial use or sui generis uses where it is clearly demonstrated that the significance of heritage assets is sustained and enhanced and is consistent with their long-term conservation. Planning permission will be granted providing this and the following criteria are met: a) Approximately 225 residential dwellings (either Class C2 and/or C3) in a suitable mix of tenures and sizes; b) Residential typologies which address, through their design, current and forecasted flood risk from all sources; c) Provision of safe vehicular and pedestrian access and egress from the site taking flood risk into account; d) Publicly accessible pedestrian and cycle routes between Fort Road and the Solent shoreline; e) Removal of all security infrastructure associated with the former use of the site to improve local visual amenity; and f) Proposals will need to accord with the NPPF and Policy DE5 relating to protecting the integrity of internationally important habitat including suitable mitigation to address the protected Brent geese. Ancillary small-scale commercial uses will also be considered appropriate at the Haslar Barracks site.

Gosport Borough Local Plan 2042 (Consultation Draft, Sept 2021)		
Policy ref.	**Title**	**Scope**
		Development proposals could in lieu of on-site open space provision provide a commuted sum towards the improvement of the adjacent Fort Road site into a new public park.

Appendix 3 Gazetteer

NHLE No.	HER No.	Name	Designation	Easting	Northing
1001789	n/a	Gilkicker fort	Scheduled Monument	460672	97511
1001810	n/a	Gunboat Traverser System	Scheduled Monument	461700	99006
1001829	n/a	No. 5 Battery, Stokes Bay Lines	Scheduled Monument	460485	98103
1001844	n/a	Fort Monckton	Scheduled Monument	461055	97843
1431190	n/a	Gunboat Sheds and Workshops	Grade I Listed Building	461721	98936
1233242	n/a	Ward Blocks A, B, C, D, E, F And Centre At Royal Naval Hospital, Haslar	Grade II* Listed Building	461902	98874
1233560	n/a	Chapel Of St Luke, Royal Naval Hospital, Haslar	Grade II* Listed Building	461761	98739
1276716	n/a	Fort Gilkicker	Grade II* Listed Building	460657	97494
1428092	n/a	HMS Eurydice Memorial	Grade II* Listed Building	461017	98634
1431191	n/a	Gunboat Yard boundary walls, watchtowers and gates	Grade II* Listed Building	461565	98768
1431192	n/a	Guard House	Grade II* Listed Building	461837	99164
1434287	n/a	Police Barracks	Grade II* Listed Building	461863	99138
1445601	n/a	Fort Monckton: The Former Central Magazine	Grade II* Listed Building	461160	97841
1233033	n/a	7 And 9, Clayhall Road	Grade II Listed Building	460566	98596
1233042	n/a	Holmfirth (Flats 1 To 5)	Grade II Listed Building	460550	98265
1233081	n/a	3 And 5, Clayhall Road	Grade II Listed Building	460543	98604
1233169	n/a	Bramley House (Flats 1 To 7)	Grade II Listed Building	460530	98278
1233472	n/a	Numbers 11 And 12 And Attached Railings, Royal Naval Hospital, Haslar	Grade II Listed Building	462005	98801
1233479	n/a	Numbers 1-5 (Consecutive) Royal Naval Hospital, Haslar	Grade II Listed Building	462045	98831
1233482	n/a	Haslar Terrace, Royal Naval Hospital, Haslar	Grade II Listed Building	461609	98592
1233484	n/a	Central Gateway And Railings To North East Of Royal Naval Hospital, Haslar	Grade II Listed Building	461956	98930
1233486	n/a	Boundary Wall To North East Of Royal Naval Hospital, Haslar	Grade II Listed Building	461938	98948
1233495	n/a	5 And 6, Little Anglesey Road	Grade II Listed Building	460662	98783
1234059	n/a	Odd Corner	Grade II Listed Building	460451	98596
1276302	n/a	Boundary Wall Of Graveyard Of Former Church Of St Mark	Grade II Listed Building	460456	98457
1276418	n/a	116 And 116a, Park Road	Grade II Listed Building	460841	98933
1276566	n/a	1 And 2, Little Anglesey Road	Grade II Listed Building	460631	98779
1276567	n/a	3 And 4, Little Anglesey Road	Grade II Listed Building	460647	98781
1276601	n/a	Water Tower, Royal Naval Hospital, Haslar	Grade II Listed Building	461719	98851
1276701	n/a	White Lodge And Eastern House And White Gates	Grade II Listed Building	460565	98255
1276705	n/a	Monckton House	Grade II Listed Building	460636	98208
1276719	n/a	Numbers 13 And 14 Moic's Residence And Attached Railings, Royal Naval Hospital, Haslar	Grade II Listed Building	461832	98980
1376513	n/a	Medical Stores North West Of Main Entrance, Royal Naval Hospital, Haslar	Grade II Listed Building	461915	98966
1376514	n/a	Medical Stores South East Of Main Entrance, Royal Naval Hospital, Haslar	Grade II Listed Building	461995	98883

NHLE No.	HER No.	Name	Designation	Easting	Northing
1413978	n/a	No. 2 Cavitation Tunnel (Buildings 46 and 47), Haslar Road, Gosport	Grade II Listed Building	461421	98744
1414020	n/a	Submarine Escape Training Tank (SETT), HMS Dolphin	Grade II Listed Building	462318	99021
1424209	n/a	Laundry, Royal Naval Hospital, Haslar	Grade II Listed Building	461772	98924
1424218	n/a	Dead House, Royal Naval Hospital, Haslar	Grade II Listed Building	461731	98887
1428094	n/a	HMS Thunderer Memorial	Grade II Listed Building	461019	98670
1428138	n/a	Submariners' Memorial	Grade II Listed Building	460972	98594
1428142	n/a	HMS Boadicea Memorial	Grade II Listed Building	460944	98552
1428144	n/a	HMS L55 Memorial	Grade II Listed Building	460948	98591
1428514	n/a	Clayhall Royal Naval Cemetery Chapel	Grade II Listed Building	460912	98577
1431241	n/a	Gunboat Yard Engine House Complex	Grade II Listed Building	461752	98957
1432296	n/a	Gunboat Yard Jetty and Crane	Grade II Listed Building	461737	99163
1445604	n/a	Fort Monckton: The Former Officers' Mess	Grade II Listed Building	461153	97794
1479229	n/a	Number 1 Ship Tank, Haslar Marine Technology Park (former Admiralty Experiment Works)	Grade II Listed Building	461338	98685
1479230	n/a	Manoeuvring Tank (now known as Ocean Basin), Haslar Marine Technology Park (Former Admiralty Experiment Works)	Grade II Listed Building	461529	98969
1480177	n/a	Number 2 Ship Tank, Haslar Marine Technology Park (former Admiralty Experiment Works)	Grade II Listed Building	461506	98763
1001558	n/a	THE ROYAL HOSPITAL, HASLAR	Grade II Registered Park and Garden	461748	98690
1435448	n/a	Clayhall Royal Naval Cemetery	Grade II Registered Park and Garden	460986	98620
n/a	n/a	Anglesey No. 2	Conservation Area	460615	98648
n/a	n/a	Haslar Peninsula No. 13	Conservation Area	461960	98899
n/a	n/a	Haslar Barracks No.17	Conservation Area	461596	98373
n/a	1138	2 Morfa	Locally Listed Building	460422	98266
n/a	1411	2 Ellachie Mews, Alverstoke	Locally Listed Building	460563	98305
n/a	10649	4 St Marks Road	Locally Listed Building	460449	98587
n/a	12621	The Shambles	Locally Listed Building	460570	98250
n/a	13027	17 Clayhall Road, Alverstoke	Locally Listed Building	460608	98583
n/a	55361	Remains Of Alverstoke Workhouse	Locally Listed Building	460972	99220
n/a	61602	Boat Shed At Haslar	Locally Listed Building	462051	99061
n/a	63234	Two Buildings Flanking Former Haslar Parade Ground	Locally Listed Building	461593	98318
n/a	63236	Dolphin Way	Locally Listed Building	461561	98395
n/a	63239	Wall & Attached Buildings To Former Haslar Barracks	Locally Listed Building	461554	98431
n/a	63247	Fort Road, Pavilion Monckton Sports Ground	Locally Listed Building	460977	98089
n/a	63249	Dolphin Way, Officers Quarters To Former Haslar Barracks	Locally Listed Building	461503	98414
n/a	63262	Park Road No. 71 (The Park Hotel Ph)	Locally Listed Building	460834	99097
n/a	63266	Clayhall Road No 78 (Fighting Cocks Ph)	Locally Listed Building	461175	98482
n/a	63282	Clayhall Road (Between No. 76 And No. 78) St Francis Church)	Locally Listed Building	461153	98473
n/a	63284	Dolphin Way, Water Tower	Locally Listed Building	461496	98398

NHLE No.	HER No.	Name	Designation	Easting	Northing
n/a	63560	Building 144 HMS Dolphin	Locally Listed Building	461863	99205
n/a	63565	Building 143 HMS Dolphin	Locally Listed Building	461868	99199
n/a	63566	Building 142 HMS Dolphin	Locally Listed Building	461879	99192
n/a	63569	Building 141 HMS Dolphin	Locally Listed Building	461869	99180
n/a	63570	Building 146 HMS Dolphin - Shower And Changing Block	Locally Listed Building	461853	99189
n/a	63595	Building 72 HMS Dolphin	Locally Listed Building	461902	99168
n/a	63596	Building 73 HMS Dolphin	Locally Listed Building	461906	99159
n/a	63597	Building 83 HMS Dolphin	Locally Listed Building	461887	99167
n/a	63598	Building 47 HMS Dolphin	Locally Listed Building	461939	99113
n/a	63599	Building 48 HMS Dolphin	Locally Listed Building	461946	99139
n/a	67990	Dead House, Royal Naval Hospital	Locally Listed Building	461728	98886
n/a	68972	Cross Of Sacrifice	Locally Listed Building	460902	98558
n/a	69085	Workshops	Locally Listed Building	461721	98939
n/a	69205	Maintenance Shed - Haslar Gunboat Yard	Locally Listed Building	461777	99078
n/a	69500	Canada Block, Royal Haslar, Gosport	Locally Listed Building	461950	98660
n/a	69508	G Block, Royal Haslar, Gosport	Locally Listed Building	461851	98602
n/a	70088	Guard House	Locally Listed Building	461689	98855
n/a	70089	Electricity Sub-station	Locally Listed Building	461796	98963
n/a	70090	Electricity Sub-Station	Locally Listed Building	461971	98792
n/a	70091	Maintenance store	Locally Listed Building	461721	98894
n/a	70092	Cabin	Locally Listed Building	461714	98871
n/a	70093	Hyperbaric Laboratory	Locally Listed Building	461764	98853
n/a	70094	Boiler house complex	Locally Listed Building	461605	98780
n/a	70095	Administration block	Locally Listed Building	461643	98716
n/a	70096	Squash courts	Locally Listed Building	461863	98667
n/a	70097	Works garage	Locally Listed Building	461706	98517
n/a	70098	Office block	Locally Listed Building	461721	98460
n/a	72934	Pharmacy Stores	Locally Listed Building	461863	99019
n/a	72935	Pathology laboratory	Locally Listed Building	461760	98897
n/a	72936	Surgeons Quarters	Locally Listed Building	461787	98671
n/a	72937	Mackenzie Building	Locally Listed Building	461827	98692
n/a	72938	Officer Patient Block	Locally Listed Building	461690	98754
n/a	72939	Errol Hall	Locally Listed Building	461670	98799

Appendix 4 Indicative drawings

NOTE: THIS IS A CONCEPT DESIGN ONLY



1 0250 INDICATIVE PROPOSED SITE PLAN Sheet 1 of 2

SCALE 1 : 500

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Verify all dimensions on site prior to construction. This drawing is to be read in conjunction with all relevant documents and drawings. Report all discrepancies to MoJ immediately.

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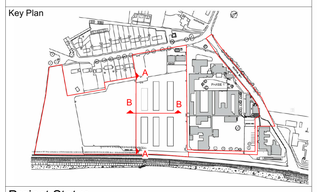
Notes

LEGEND

- Site Application Boundary
- Existing Fence
- New Fence
- Existing Fence to be removed
- Main Entrance to the Units
- 3-Storey Accommodation Units
- 1-Storey Units

Rev	Issued by	Issued to	Date	Description
P08	ATR		02/04/2026	For information
P07	ATR		18/03/2026	Car park updated
P06	ATR		08/12/2025	Trees updated as for Arbicoltural survey
P05	ATR		29/09/2025	Trees removed
P04	ATR		13/03/2025	Phase 2 Revised Design Final Submission - BPRN updated
P03	ATR		07/02/2025	Car Parking amended
P02	ATR		29/11/2024	Revised Stage 2 package
P01	ATK	MoJ	29/09/2023	Phase 2 RIBA Stage 2 Final Submission

Key Plan



Project Status
Outline Planning Application

Client
Ministry of Justice

Project
Haslar IRC

Ministry of Justice, 102 Petty France, London, SW1H 9AJ

Project Description / Site
Indicative New Buildings

Project Address
Dolphin Way,
Gosport,
Hampshire
PO12 2AW

Building Type
SITE PLAN

Drawing Title
INDICATIVE PROPOSED SITE PLAN

Originator Logo
AtkinsRéalis

Drawn By: MG
Checked By: AP
Approved By: TC

Drawing Number
323319-15207-ATR-000-GF-DR-A-0250-S2-D0100

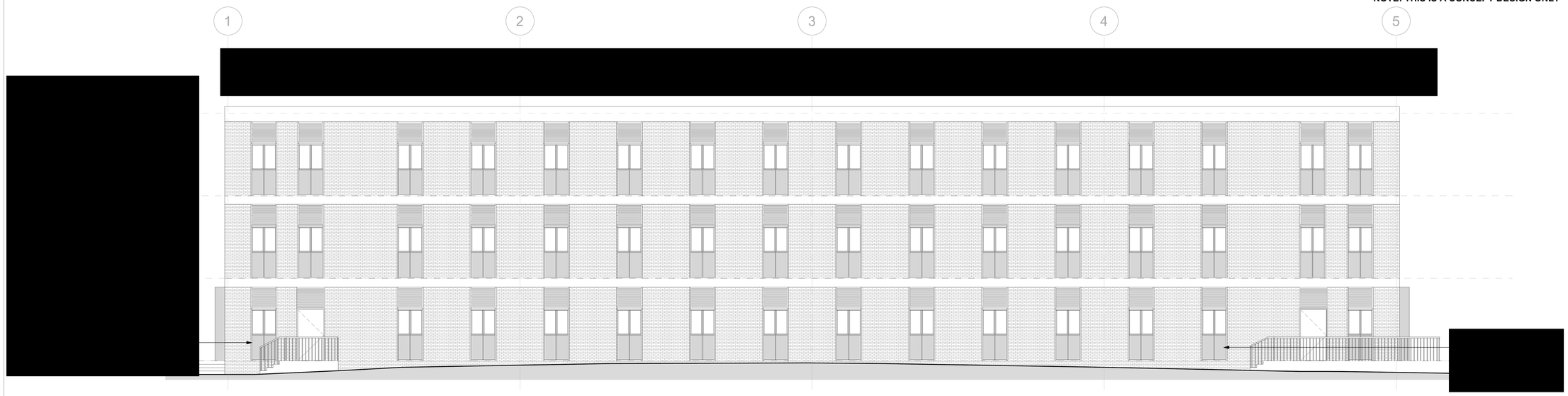
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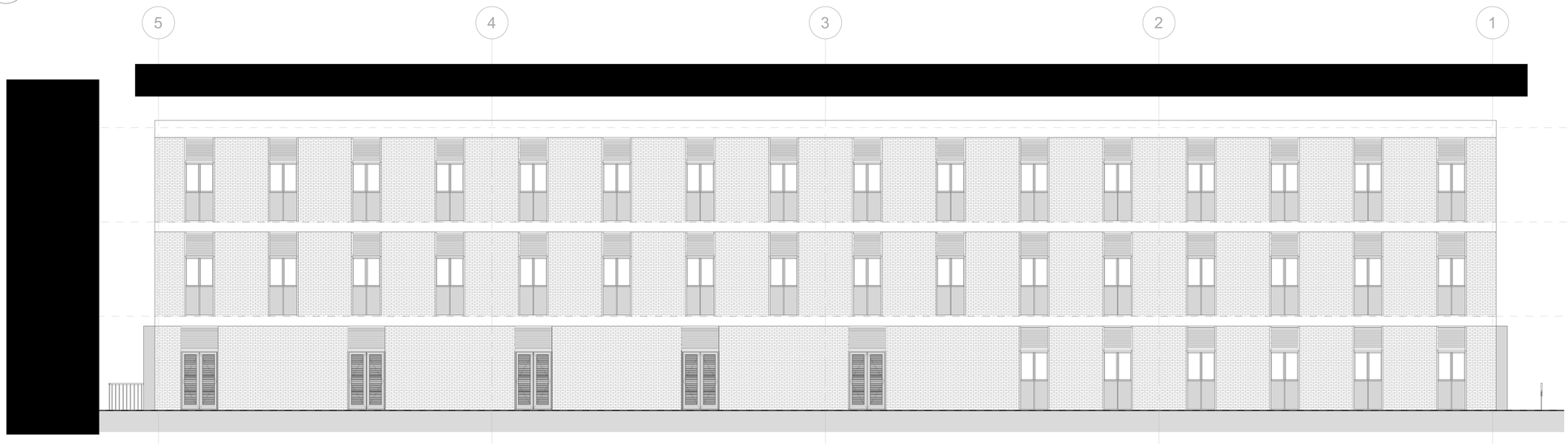
Suitability
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Stantec Rev. P01

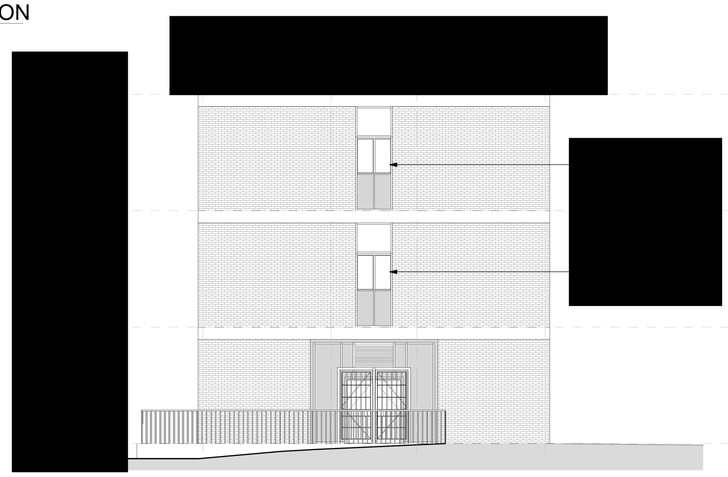
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5 / 1400 — 023 EAST ELEVATION
SCALE 1 : 100



2 / 1400 — 023 WEST ELEVATION
SCALE 1 : 100



1 / 1400 — 023 NORTH ELEVATION
SCALE 1 : 100



4 / 1400 — 023 SOUTH ELEVATION
SCALE 1 : 100

0m 1m 5m 10m
Scale 1:100

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Notes

Rev	Issued by	Issued to	Date	Description
P05	ATR		24/11/2025	Issued for Planning
P04	ATR		31/07/2025	Issued for Pre-Application
P03	ATR		13/03/2025	Phase 2 Revised Design Final Submission - BPRN updated
P02	ATR		29/11/2024	Revised Stage 2 package
P01	ATK	MoJ	29/09/2023	Phase 2 RIBA Stage 2 Final Submission

Key Plan



Project Status
Outline Planning Application

Client
Ministry of Justice

Project
Haslar IRC

Ministry of Justice, 102 Petty France, London, SW1H 9AJ

Project Description / Site
Indicative New Buildings

Project Address
Dolphin Way,
Gosport,
Hampshire
PO12 2AW

Building Type
023 ACCOMMODATION & SHOP BLOCK

Drawing Title
INDICATIVE GENERAL ARRANGEMENT
ACCOMMODATION [redacted] ELEVATIONS

Originator Logo
AtkinsRéalis

Drawn By: MG/AM
Checked By: AP
Approved By: TC

Drawing Number
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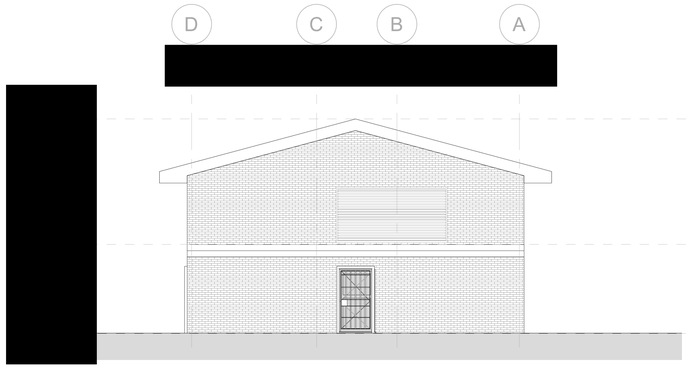
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Data Security Classification
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Suitability
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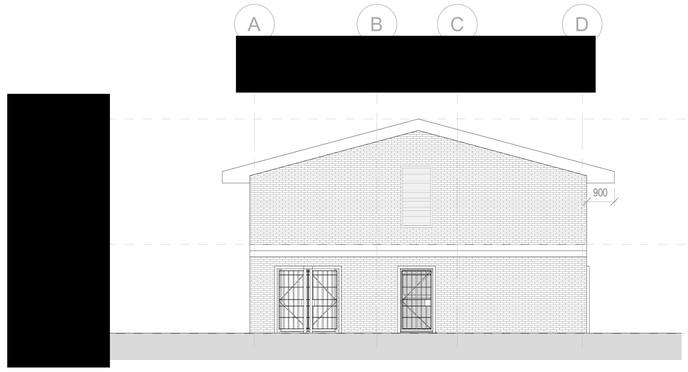
Template Rev: P01

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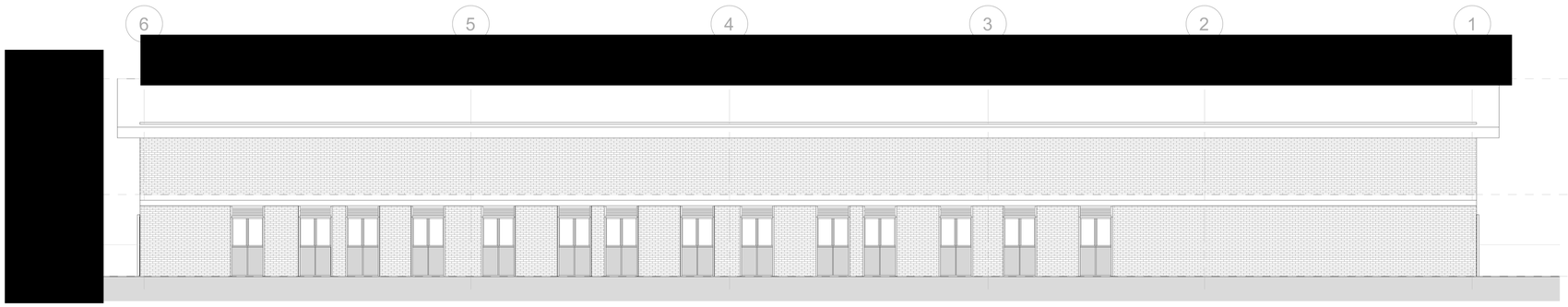
1 / 1400 — 027 SOUTH ELEVATION

SCALE 1 : 100



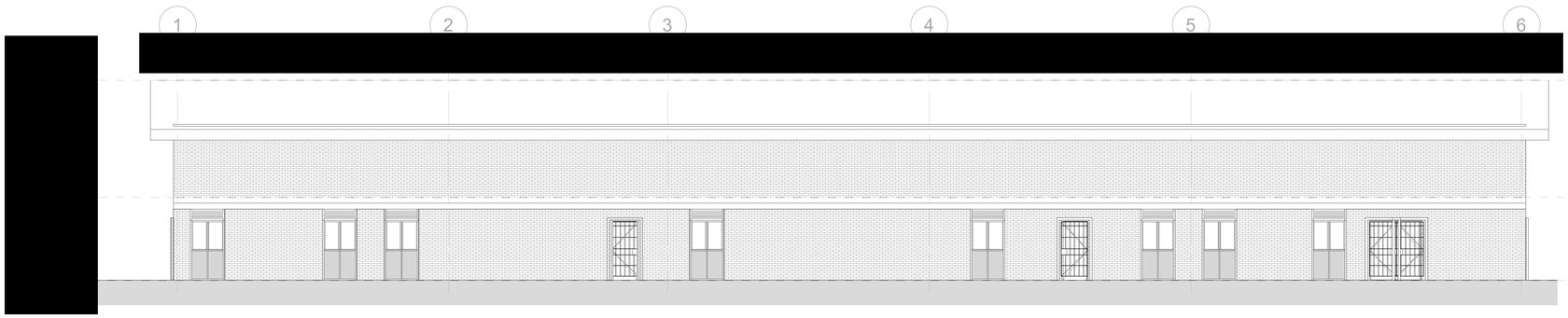
2 / 1400 — 027 NORTH ELEVATION

SCALE 1 : 100



3 / 1400 — 027 EAST ELEVATION

SCALE 1 : 100



4 / 1400 — 027 WEST ELEVATION

SCALE 1 : 100

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Notes

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P01	ATK	MoJ	29/09/2023	Phase 2 RIBA Stage 2 Final Submission

Key Plan



Project Status

Outline Planning Application

Client

Ministry of Justice

Project

Haslar IRC

Ministry of Justice, 102 Petty France, London, SW1H 9AJ

Project Description / Site

Indicative New Buildings

Project Address

Dolphin Way,
Gosport,
Hampshire
PO12 2AW

Building Type

027 CASU

Drawing Title

INDICATIVE GENERAL ARRANGEMENT
CASU ELEVATIONS

Originator Logo

AtkinsRéalis

Drawn By: MG/AM

Checked By: AP

Approved By: TC

Drawing Number

323319-15207-ATR-027-ZZ-DR-A-1400-S2-D0100

Sheet No.	Scale	Orig. Sheet Size	Rev.
of	1 : 100	@ A1	P05

Data Security Classification

OFFICIAL [redacted]

Suitability

S2

Titleblock Rev. P02

Appendix 5 Historic England response November 2024

Historic England

Ms [redacted]
Home Office - Detention, Strategy and Programmes

Direct Dial: [redacted]

Our ref: PA01202212
28 November 2024

Dear [redacted]

Pre-application Advice

HASLAR IRC, GOSPORT, HAMPSHIRE

The proposals concern the construction of new buildings in order to reinstate and extend the facilities of the Haslar IRC. The new buildings are located on land comprising a former sports field and is located adjacent to the Haslar Barracks Conservation Area. It is also close to Fort Monckton which is dual designated as a Scheduled Monument containing two Listed Buildings (the former central magazine at Grade II* and the former officers mess at Grade II).

Significance of the designated heritage assets

Haslar Barracks is a good example of a small barracks complex built at the height of the Napoleonic wars. Small barracks like this are of historical interest as they illustrate how, in an area of total war, the armed forces had become much larger, more sophisticated and were stationed over a much wider area than previously had been the case. While individual buildings have be altered its form and layout are intact. The barracks also have a rarity value, few of these small barrack complexes survive.

Fort Monckton, to the south, comprises a bastioned artillery fort built between 1781 and 1790 (with later additions). Its purpose was to defend the western approaches to Portsmouth Harbour. It is one of just eight surviving true bastioned forts in England, retaining a high diversity of features. Its development from being part of Portsmouth defences to becoming a base for the experimental development of sea mines and electric lighting add to its significance.

Impact of the proposals

The construction of new buildings in the land adjacent to these two designated heritage assets could have the potential to harm the significance of these sites by impacting their setting or character.

Policy considerations

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The DCMS document Scheduled Monuments and nationally important but non-scheduled monuments (October 2013) sets out Government policy on the identification, protection, conservation and investigation of nationally important sites and buildings for the benefit of current and future generations.

One of the principal objectives of the National Planning Policy Framework (NPPF 2021) is the conservation of historic environment (paragraph 20). In particular the following paragraphs of the NPPF are applicable to these proposals - 195, 200, 201, 205, 206 and 208.

A Conservation Area Appraisal for the Haslar Barracks Conservation Area has been prepared by Gosport Borough Council.

Historic England's position

With regard to Haslar Barracks - while the high security fences associated with its current use mean that this is not an attractive area, this use will not necessarily continue indefinitely. Like nearly all early 19th century buildings the barracks were designed to conform to classical proportions and built using quality local materials that gives them an inherent architectural quality. They have the potential to be sensitively restored and reused in future and become a handsome group of buildings.

This potential is recognised in the conservation area appraisal prepared by Gosport Borough Council, which sets out guidance for development on the adjacent land. This states that:

"The western boundary to the site should retain a landscaped strip of land between the existing buildings and any future development to its south-west: possibly with consideration given to tree planting and a footpath link to the waterfront to ensure a degree of separation. Any development would need to have regard to the context of the Barracks site to ensure it would not be overbearing in form or harm its setting."

Development to the west of the barracks need not be harmful to the setting of the conservation area. Openness of this area is not necessary to appreciate the barracks' significance, given that they was always designed to be an enclosed, rather than an outward looking place. However, anything built here ought to be a good neighbour to the historic buildings adjacent. To do this it would need to give the barracks enough space, be well designed so form a coherent townscape and, as the conservation area appraisal states, avoid being overbearing in form.

The current proposals do provide a bit of space between the conservation area and the detention centre buildings but could not be described as good neighbours. At three storeys they are rather larger than the single storey historic barrack buildings - probably large enough to appear overbearing.

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The precise impact of buildings of this size would need to be demonstrated, contextual elevations and visualisations (wire frames giving an indication of relative height in views of the barracks would probably be sufficient). However, there is likely to be some harm to the significance of the barracks.

This harm would be of a low level, and certainly would come nowhere near what the National Planning Policy Framework terms 'substantial harm'. However, the NPPF is clear that any harm to a designated heritage asset such as a conservation area requires clear and convincing justification and needs to be weighed against the public benefits of the proposals (NPPF 206 & 208).

Ideally the buildings would be a storey lower to avoid any impact on the Conservation Area. If it is not possible to reduce the height of these buildings any forthcoming application would need to explain why this is and put forward public benefits that outweigh the harm.

The starkly utilitarian appearance of the proposed buildings also prevents them acting as good neighbours to the historic buildings of the Conservation Area and creating coherent townscape. Any harm that they cause cannot be said to minimised (as is required by paragraph 201 of the NPPF) until this is addressed. This could be addressed relatively easily. Aside from being too tall, the layout of the buildings works well as it replicates the layout of the barracks, but the detailing could do with being less utilitarian. A pitched roof would help. While this would make the buildings slightly higher the softening in appearance would outweigh the slight increase in size. Eaves, windows and window surrounds need to be carefully detailed. The choice of brick, which is undoubtedly the right material for the scheme, is crucial. A high-quality brick would create a feeling of quality, a poor choice the reverse.

The impact on the setting of Fort Monckton of the new buildings is likely to be low given their location on the northern end of the site, away from the fort. Any visual impact form the extension of the car park could be mitigated by planting and we would encourage this. However, any new planting should be kept low so as to not impede views from the ravelin towards the harbour entrance, the location it was historically designed to defend.

Next Steps

As with any application for development close to highly designated heritage assets we would expect a heritage statement to be prepared for any application submitted to the relevant authority, which details the significance of the affected heritage assets, the potential impacts the proposal could cause and ways in which any identified harm has been minimised or removed. The heritage statement should also include a detailed settings assessment as part of this assessment.

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This letter concludes our free cycle of Initial Pre-application advice. If further advice is required, we can offer our Extended Pre-application service, which is charged on a cost-recovery basis. Further information on our Pre-application service can be found on our website at www.HistoricEngland.org.uk/EAS. If you would like to discuss this option further, please do contact me.

Yours sincerely

[redacted]
Inspector of Ancient Monuments
E-mail:[redacted]

HASLAR IRC, GOSPORT, HAMPSHIRE
Pre-application Advice

Information Provided
151124 Haslar IRC NN & Heritage Impacts Technical Note
323319-8128-ATK-000-GF-DR-A-0250-S2-D0100
323319-8128-ATK-023-ZZ-DR-A-1400-S3
323319-8128-ATK-027-ZZ-DR-A-1400-S3
Haslar Phase 2 Option 8 Frozen design

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