

ongoing and viable management and maintenance regimes which maximise their use, lifespan and enjoyment, and lower future running costs.

- 2.299 All proposals are expected to achieve high standards of sustainable design and construction as set out in Policy DE1, as well as delivering sustainable neighbourhoods with efficient land use and integrated active travel, as required in Policies H1 and D12.

Policy D10: Historic Environment

Introduction

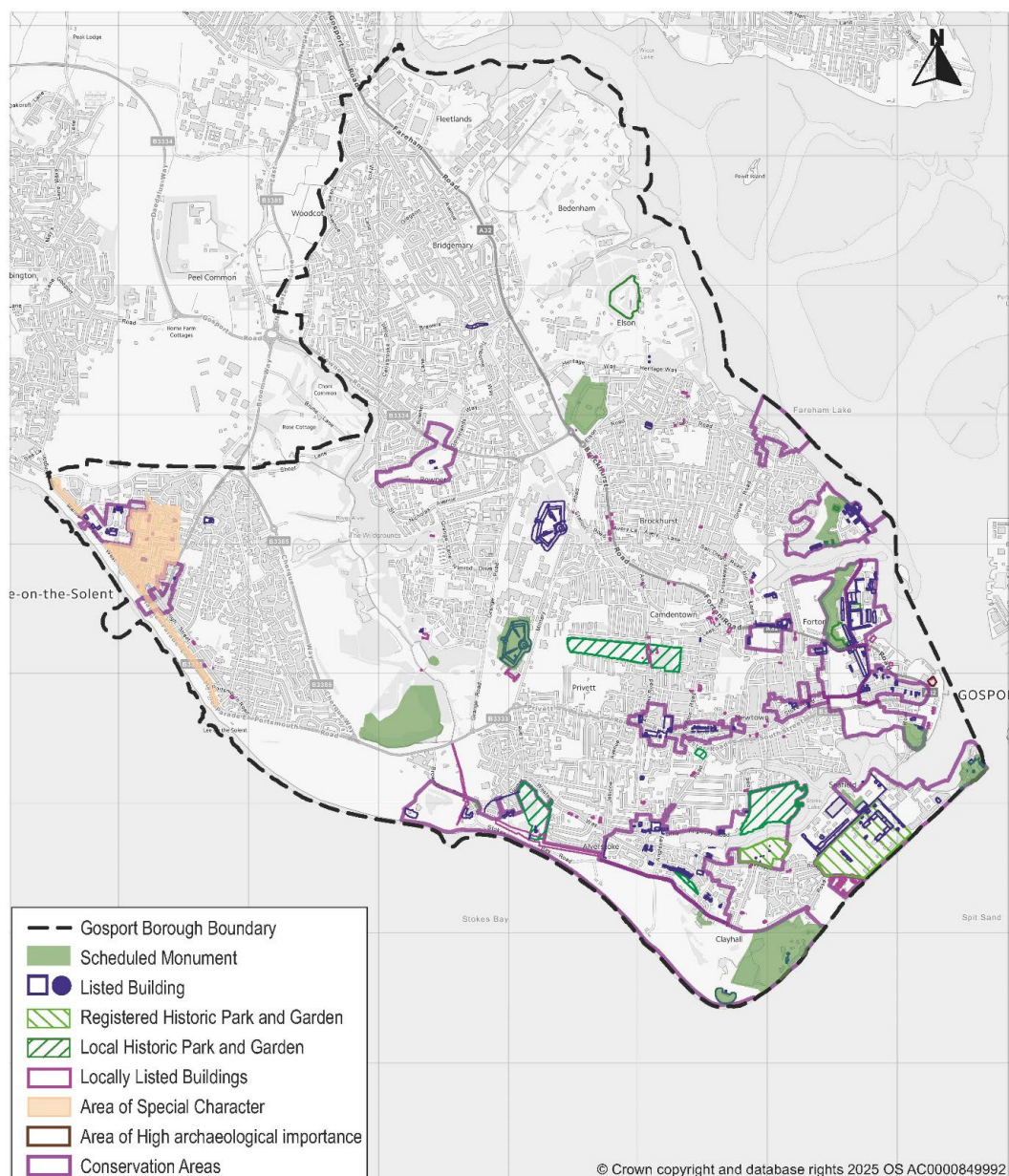
- 2.300 Gosport has an exceptional historical legacy which is visible through its built environment and contributes to its unique sense of place. Indeed, it is ranked within the top 10 nationally in the Royal Society's Heritage index¹²⁴. Key historic sites that have or in the process of being redeveloped include Daedalus, the former Royal Haslar Hospital, Priddy's Hard, St George Barracks, Royal Clarence Yard, and the former Gosport Railway Station. Further sites include Blockhouse 1.
- 2.301 Military heritage has played a particularly significant role in the shaping of the Borough, including the first purpose-built naval hospital in England, the oldest fortified position in the UK still in active use, a series of monumental 19th century Palmerston Forts, and the Grade I listed Haslar Gunboat Sheds. These heritage assets together with those in Portsmouth and further afield, form a very distinct collection of national and international importance in relation to that period when Britain's global maritime power was at its apex.
- 2.302 The Borough has a number of museums celebrating Gosport's history including the Submarine Museum, Explosion Museum of Naval Firepower and the Coastal Forces Museum which form part of the National Museum of the Royal Navy, as well as the Diving Museum and Hovercraft Museum which all utilise various historic buildings. A number of these have bid successfully to the Heritage Lottery for funding to restore historic buildings.
- 2.303 In 2019, Gosport received funding via Historic England's 'Heritage Action Zone' (HAZ) programme. This recognised the Borough's rich heritage strengths and challenges, and provided opportunities for additional conservation advice and funding. The Borough-wide HAZ programme ran until 2024 and consisted of 21 varied projects funded by Gosport Borough Council, with supporting grants from Historic England, the Coastal Communities Fund and National Lottery Heritage Fund. Alongside this, a 'High Street HAZ' scheme ran from 2020-2024, with £1.8m of funding from Historic England and Government funds. The programme delivered built

¹²⁴ www.thersa.org/reports/heritage-index-2020

environment and cultural enhancements to Gosport's historic High Street and Stoke Road.

- 2.304 Over the Plan period the Council aims to enhance and promote the Borough's outstanding heritage, restoring assets, bringing disused properties back into use, and reducing the number of buildings 'at risk'. Since the completion of both HAZ projects in 2024, the Council has sought to build on their legacy and continue the momentum in delivering conservation enhancements. This included setting up a Council-funded Heritage Fund whereby local stakeholders can apply for grants to support heritage projects throughout the Borough, and producing a legacy plan to continue the work started as part of the HAZ.

Plan 10: Gosport Borough's historic environment¹²⁵



¹²⁵ For detailed boundaries see: <https://maps.gosport.gov.uk/gosport-built-heritage/>

Overview

- 2.305 Box 11 lists the various types of heritage assets having regard to the Government's definition of designated heritage assets. These features are key elements that contribute to a unique sense of place and are an irreplaceable resource. It is therefore necessary to conserve them in a manner appropriate to their significance.
- 2.306 The Borough has approximately 540 Listed Buildings and approximately 100 Locally Listed buildings. There are 18 Conservation Areas, which are designated to conserve and enhance the special character of the area. There are 14 Scheduled Monuments, the majority of which are related to Gosport's military fortifications. The grounds of Royal Hospital Haslar and Haslar Cemetery are Grade II Registered Parks of national importance. There are also seven Parks and Gardens of Local Historic Interest¹²⁶.
- 2.307 The Borough also contains a number of important and distinctive archaeological sites, many reflecting the area's military heritage. As well as above ground features, there are a number of below ground remains, which may be of local or national importance. However, only a small proportion of these sites are protected as Scheduled Monuments (these being Designated Heritage Assets). The Historic Environment Record (HER) maintained by Hampshire County Council is a useful source of information on this matter. Their data is also displayed in map form via The Atlas of Hampshire's Archaeology¹²⁷. In liaison with the County Council an 'Archaeological Alert Map' has been prepared and identifies areas in the Borough most likely to contain archaeological remains.
- 2.308 Heritage assets are a finite and valuable resource and the presumption will remain in favour of conserving or enhancing a heritage asset. Some assets should be conserved due to their unique interest and value nationally and/or their value to Gosport. By their very nature some redundant features including for example areas of historic defences may not have obvious economic value but will be of significant historic and social value to the Borough and the sense of place.
- 2.309 The overarching principles in Policy D10 apply to all proposals that may affect heritage assets. Depending on the proposal, consideration also needs to be given to the accompanying heritage Policies DE4: Designated Heritage Assets, DE5: Conservation Areas and DE6: Locally Important Heritage Assets.

¹²⁶ Latest information available online: www.gosport.gov.uk/conservation

¹²⁷ <https://www.hants.gov.uk/landplanningandenvironment/environment/historicenvironment/archaeologyatlas>

Box 11: What are 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 Monuments
- Registered Parks and Gardens
- Protected Wrecks
- Registered Battlefields
- World Heritage Sites

Non-designated heritage assets (termed Locally Important Heritage Assets in the Local Plan)

- Locally Listed Buildings¹²⁸
- 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.

POLICY D10: HISTORIC ENVIRONMENT

- 1. The Council will take a positive approach through its Local Plan, including Policies DE4-7, and its planning processes and decision-making, to promote Gosport's unique historic character and ensure that heritage assets are conserved and enhanced.**
- 2. Gosport's military heritage makes a significant contribution to the character and the historical, architectural and archaeological interests of the town. Developments which would affect military heritage assets or their setting should seek to conserve or enhance their significance.**

¹²⁸ Includes 'buildings of architectural and historic interest' within conservation areas.

- 3. Public access and interpretation measures will be secured wherever possible.**
- 4. Proposals to improve the sustainability of heritage assets, in line with Policies D1, DE1, LE8, LE13 and LE14 will be supported, provided they would not unacceptably harm heritage significance.**
- 5. All development proposals should be informed by proportionate heritage statements and evaluations, identifying the significance of all heritage assets that would be affected by the proposals, the nature and degree of any effects and how any harm will be avoided, minimised or mitigated, in that order.**
- 6. The Council will continue to monitor 'Heritage Assets at Risk' and maintain its own register of 'Buildings at Risk'. The Council will encourage development proposals affecting such assets to improve the condition of those assets.**
- 7. Where appropriate, the Council will produce and update Conservation Area Appraisals and Management Plans, identify additional Conservation Areas and will consider revisions to the Local List of Heritage Assets dependent on any new information.**
- 8. If it is determined through relevant evidence that currently unidentified buildings, structures, landscapes or archaeological remains are:**
 - i. of national significance, Policy DE4 will apply, or**
 - ii. of local significance, Policy DE6 will apply.**

EXPLANATION OF POLICY D10

Strategy for protecting and enhancing the Borough's heritage assets (Point 1 of Policy D10)

- 2.310 The Council will take a positive approach to promoting Gosport's unique historic character by engaging with the local community, site promoters and heritage stakeholders to ensure that all heritage assets are conserved and where possible enhanced, whilst ensuring the Borough has a vibrant economic future. The Council places high value on early discussions at the pre-application stage with the objectives of fully informing site promoters of the issues they are required to address and hence provide a suitable strategy for enhancing and conserving heritage assets.
- 2.311 The Local Plan includes a number of heritage-specific policies: Policies DE4: Designated Heritage Assets, DE5: Conservation Areas, DE6: Locally

Important Heritage Assets and DE7: Areas of Special Character, which provide specific guidance on protecting and enhancing the Borough's heritage. All proposals which will affect heritage assets should ensure they cross-reference the relevant policies.

- 2.312 The Regeneration Areas set out in the Local Plan (Policies RA1-RA10) are characterised by having significant heritage features, historic buildings and Scheduled Monuments. Some are now coming forward for redevelopment via public sector land releases. As such, the regeneration policies set out specific heritage objectives that should be read in conjunction with this policy.
- 2.313 The Gosport Heritage Action Zone (HAZ) and High Street HAZ delivered a number of projects to promote heritage-led regeneration between 2019-2024. The Council is now preparing a HAZ Legacy Plan to continue this successful work, and where possible developments should seek to build on this legacy.
- 2.314 Consideration will also be made to Policy S-HER-1 of the South Marine Plan¹²⁹ which seeks to identify and conserve marine and coastal heritage assets, regardless of their designation status.

Gosport's military heritage (Point 2 of Policy D10)

- 2.315 Gosport's extensive military heritage, both individually and cumulatively, has played a pivotal role in shaping the local character and the historical, architectural and archaeological interests of the town. This has occurred over centuries - and continues to this day - and has been at a level few other settlements in the country can attest to. Indeed in 1968, 48% of the Borough was in military ownership; by 2024, this had reduced to 18%. This has resulted in the release of a significant amount of former MOD land, with notable heritage assets. The Council and Historic England recognise this significant contribution and seek to conserve and where possible enhance the Borough's military assets.
- 2.316 When development that would affect assets with archaeological interest is acceptable in principle, the Council will seek preservation in-situ for remains below ground as a preferred solution, informed by the heritage significance of the asset(s). Development that would affect above-ground military structures and archaeological remains requires sensitive, heritage-led intervention that respects significance (and avoids or mitigates harm) while seeking to ensure viable use.

Public access and interpretation (Point 3 of Policy D10)

- 2.317 Public access and interpretation measures will be secured wherever possible. This could include occasional public access (e.g. heritage open

¹²⁹ www.gov.uk/government/publications/the-south-marine-plans-documents

days), interpretation panels, and education and skills measures (including during construction) which could relate to archaeology and heritage building skills.

Sustainability of heritage assets (Point 4 of Policy D10)

- 2.318 Addressing climate change is a key target for both the Council and Historic England. In 2022, Historic England adopted a Heritage and Climate Change Strategy¹³⁰, which included recognising that retrofitting heritage assets will play an important role in addressing this issue. Historic England has published an Advice Note on Climate Change and Historic Building Adaptation¹³¹, which also recognises the importance of embodied carbon and the need to retain and re-use existing buildings where practicable.
- 2.319 All retrofit measures must find balanced solutions that save energy, sustain heritage significance, and maintain a comfortable and healthy indoor environment. A whole building approach¹³² is recommended for the retrofit of traditionally constructed buildings, informed by heritage expertise. Where an adverse heritage impact is identified, typically it should constitute less than substantial harm, and a submitted heritage assessment should set out how the public benefits of such works would outweigh such harm. Further advice on retrofit and energy efficiency in historic buildings can be found on the Historic England website¹³³.
- 2.320 Sustainability however has a wider scope than just carbon emissions, and includes energy, water, waste and biodiversity considerations. Further policy guidance on achieving sustainability including climate change mitigation and energy, minimising water use and waste, as well as delivering biodiversity net gain, can be found in other policies within this Local Plan (see also Policies D1, DE1, LE8, LE13 and LE14).

Appropriate evidence to support planning applications (Point 5 of Policy D10)

- 2.321 The NPPF provides guidance that should be used alongside this Plan particularly on the identification, significance and protection of heritage assets both designated and undesignated. The Council expects applicants to investigate, assess and describe the significance of these assets, be it archaeological, architectural, artistic or historic interest, including any contribution made by their setting, sufficient to understand the potential impact of any proposal on that heritage significance. Further advice can be found on the Historic England website¹³⁴. Consideration should be given on whether any adverse impacts would constitute substantial harm, or less than

¹³⁰ <https://historicengland.org.uk/content/docs/about/heritage-and-climate-change-strategy/>

¹³¹ <https://historicengland.org.uk/images-books/publications/adapting-historic-buildings-energy-carbon-efficiency-advice-note-18/>

¹³² <https://historicengland.org.uk/advice/technical-advice/retrofit-and-energy-efficiency-in-historic-buildings/whole-building-approach-for-historic-buildings/>

¹³³ <https://historicengland.org.uk/advice/technical-advice/retrofit-and-energy-efficiency-in-historic-buildings/>

¹³⁴ <https://historicengland.org.uk/images-books/publications/gpa2-managing-significance-in-decision-taking/>

substantial harm, as outlined in the NPPF. Proposals need to be appropriately informed with background research proportionate to the significance of the asset or site. As such, site promoters will be required to describe the significance of any heritage asset affected including any contribution made by its setting.

- 2.322 In many cases, the historic significance of an asset may not be entirely obvious due to a lack of readily available information. The asset may have developed over hundreds of years and elements of earlier phases may exist within the external structure or below ground level. In line with the NPPF, applicants are required to consult the Historic Environment Record (HER), which is regularly updated as new information becomes available. Heritage assets should be assessed using appropriate expertise, which may include qualified historic building consultants or archaeologists.
- 2.323 Advice on the information likely to be required in support of an application can be sought from the Council at pre-application stage and careful thought will be given to the proportionate level of information that may be required including the preparation of a heritage assessment or a Heritage Impact Assessment. Large sites involving heritage assets should be masterplan-led and informed by relevant heritage assessments.

Heritage assets at risk (Point 6 of Policy D10)

- 2.324 A key area of concern will continue to be the identification and monitoring of 'Heritage at Risk'. Nationally these are designated heritage assets which are falling into disrepair and are 'at risk' of serious deterioration or loss. They are catalogued on the Heritage at Risk Register maintained by Historic England¹³⁵. The Council also maintains a register of listed buildings at risk within the Borough and will encourage development proposals affecting such assets to improve the condition of those assets. Gosport's complex military legacy has raised particular challenges, but on sites such as St George Barracks and Royal Clarence Yard, heritage has been successfully integrated into new developments. This approach will need to be replicated for new development including those allocated in the Regeneration Areas (RA1-RA10).

Updating Conservation Area Appraisals and related information (Point 7 of Policy D10)

- 2.325 The Council will provide up to date information about the significance of conservation areas, their local distinctiveness and character, and identify features of interest. The Council has produced detailed appraisals for some conservation areas and will continue to produce these and Conservation Management Plans where appropriate. The Council will consider identifying additional conservation areas where evidence suggests that this is appropriate.

¹³⁵ <https://historicengland.org.uk/advice/heritage-at-risk/search-register/>

- 2.326 The latest Local List of Heritage Assets¹³⁶ includes Locally Listed Buildings and Parks and Gardens of Local Historic Interest¹³⁷. From time to time it may be necessary to add further buildings structures and parks to the list and this will be undertaken using the methodology detailed in Appendix 3 of this Local Plan.
- 2.327 Archaeological sites are identified on the HER and selection for inclusion is subject to the agreement of the County Archaeologist.
- 2.328 In appropriate cases the Council will consider the use of Article 4 Directions to remove permitted development rights where this would safeguard historic features of importance and consequently these will be added to the Local List of Heritage Assets for completeness.

Unidentified heritage assets (Point 8 of Policy D10)

- 2.329 There are likely to be buildings, structures, landscapes and archaeological remains within the Borough that are of equivalent significance as designated heritage assets or locally important heritage assets but are currently undiscovered (particularly in relation to archaeology) or their significance has yet to be fully appreciated. Consequently, if as part of the necessary heritage investigations to inform a planning proposal, it has been demonstrated that such assets are present it will be necessary to apply the relevant parts of this policy and Policies DE4 and DE6.
- 2.330 The County Archaeology section advise that there may be further archaeological discoveries in the Borough including from the prehistory period, which is poorly understood, and the Roman period which is currently underrepresented despite Gosport occupying a strategic location at the entrance to Portsmouth Harbour. The paucity of information for these periods is a reflection of the lack of past archaeological investigation rather than necessarily an indication of genuine absence of archaeological remains. There is consequently the potential for previously unidentified archaeological sites to be disturbed by development. Assessment for the potential for previously unidentified archaeological sites should be included within any heritage assessment submitted.
- 2.331 On occasion when the presence of archaeological remains only becomes apparent after development has commenced, the Borough Council will seek to negotiate with the applicant to preserve or excavate the remains as appropriate in consultation with the County Archaeologist or other appropriately qualified archaeologist.

¹³⁶ Currently the Local Listed Buildings can be found at: www.gosport.gov.uk/conservation. A combined 'Local List of Heritage Assets' will be available later.

¹³⁷ Based on research carried out by Hampshire County Council and the Hampshire Gardens Trust.