



Consultations  
Fareham Borough Council  
Civic Offices, Civic Way  
Fareham  
Hampshire, PO16 7AZ



8<sup>th</sup> December 2017

Dear Sir or Madam,

### Fareham Draft Local Plan 2036

Historic England has become aware of the consultation on the Draft Fareham Local Plan. There are many issues and matters in the draft plan that are beyond the remit and concern of Historic England and our comments are, as required, limited to matters relating to the historic environment and heritage assets. However, we are pleased to make the following general and detailed comments.

The National Planning Policy Framework (NPPF) makes it clear that the conservation and enhancement of the historic environment is an integral part of sustainable development and sets out a number of specific requirements for the historic environment in local plans. Local plans should:

- *set out a positive strategy for the conservation and enjoyment of the historic environment [126];*
- *include strategic policies to deliver the conservation and enhancement of the historic environment [156];*
- *contain a clear strategy for enhancing the natural, built and historic environment [157];*
- *identify land where development would be inappropriate, e.g. for its environmental or historic significance [157];*
- *be based on adequate, up-to-date and relevant evidence about the historic environment [158 and 169].*

It should be noted that the definition of "historic environment" in the NPPF is wide-ranging, encompassing more than just the built 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.*" This strategic approach can inform all aspects of the planning system by recognising and reinforcing the historic significance of places.

We have produced a revised Good Practice Advice Note: 1: "The Historic Environment in Local Plans", available on the Historic England website: (<http://historicengland.org.uk/images-books/publications/gpa1-historic-environment-local-plans/>) which provides advice on the requirements of the National Planning Policy Framework. Our comments below reflect this published advice.

Although the last of the requirements above, an adequate, up-to-date and relevant evidence base to underpin the strategy and policies of the Local Plan is really the starting point. We note the references to the Plan's evidence base in paragraphs 1.11, 1.12, 1.18 and 3.4 of the Draft Plan and the Heritage and Historic Buildings Background Paper.

This is a very detailed document and sets out a comprehensive list of heritage assets in the Borough. However, when gathering evidence, it is important to bear in mind that this is not simply an exercise in setting out known sites but, rather, in understanding the value to society (i.e. the significance) of sites both known (such as those on the National Heritage List for England, see [www.HistoricEngland.org.uk/listing/the-list](http://www.HistoricEngland.org.uk/listing/the-list)) and potential, without which an understanding of the sometimes subtle qualities of the local distinctiveness and character of the local area may be easily lost. We would therefore have liked to see more about the value of heritage to the Borough in the Background Paper.

As regards the required positive strategy for the conservation and enjoyment of the historic environment required by the National Planning Policy Framework, the Framework advises that it include heritage assets most at risk through neglect, decay or other threats. It also advises that, in developing this strategy, local planning authorities should take into account:

- *the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;*
- *the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;*
- *the desirability of new development making a positive contribution to local character and distinctiveness; and*
- *opportunities to draw on the contribution made by the historic environment to the character of a place.*

We consider that the positive strategy for the conservation and enjoyment of, and the clear strategy for enhancing, the historic environment is not a passive exercise but requires a plan for the maintenance and use of heritage assets and for the delivery of development including within their setting that will afford appropriate protection for the asset(s) and make a positive contribution to local character and distinctiveness.

We also consider that the positive and clear strategy should comprise recognition throughout the Plan of the importance of the historic environment, of the historic environment's role in delivering the Plan's vision and the wider economic, social and environmental objectives for

the Plan area, and of the potential impacts of the Plan's policies and proposals on the historic environment.

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We therefore welcome and support the identification of heritage assets in the [REDACTED] Borough in **paragraph 1.39** and to the protection of heritage assets in the **Vision** [REDACTED] although we would prefer the Vision to refer to the protection (or "conservation") and enhancement of heritage assets, as part of the positive strategy for conserving and enjoying, and clear strategy for enhancing, the historic environment required by paragraphs 126 and 157 of the National Planning Policy Framework.

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We also welcome and support **Key Strategic Priorities 3 and 10**, although again we would like to see the word "enhance", in accordance with the clear strategy for [REDACTED] enhancing the historic environment as required by paragraph 157 of the National [REDACTED] Planning Policy Framework. [REDACTED]

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We note Section 3 of the Plan setting out the Council's **Development Strategy**. As regards site allocations, whatever the potential sources of land for development, Historic England expects the selection of sites to be allocated for housing (or any development) to be based on, inter alia, full and proper consideration of the potential impacts of development on the historic environment; in particular on heritage assets and their setting, and the need to conserve and enhance those assets.

We are therefore pleased to see that each potential site in the SHLAA has been assessed against a sustainability objective of "*conserve and enhance built and cultural heritage*" as part of the Stage 1 high level assessment (although "historic parks and gardens" should be included in the list of constraints) with further Stage 2 detailed assessment.

We have prepared specific advice on The Historic Environment and Site Allocations in Local Plans, <http://www.historicengland.org.uk/images-books/publications/historic-environment-and-site-allocations-in-local-plans/>. Advice on the setting of heritage assets is given in Historic England's Good Practice Advice in Planning Note 3: The Setting of Heritage Assets (<http://www.historicengland.org.uk/images-books/publications/gpa3-setting-of-heritage-assets/>). We comment later on individual site allocations having regard to this advice.

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We would like to see a reference within **Policy SP4** to the conservation and enhancement of historic buildings within Fareham Town Centre as part of the positive strategy for conserving and enjoying, and clear strategy for enhancing, the historic environment required by paragraphs 126 and 157 of the National Planning Policy Framework.

It is not correct to state, as in **paragraph 5.5**, that "*It is important that Fareham Borough's (Objectively Assessed) Housing Need is met in order to ensure compliance with the requirements of the NPPF*". Paragraph 14 of the National Planning Policy Framework states:

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*“Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless:*

- any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or*
- specific policies in this Framework indicate development should be restricted.”<sup>9</sup>*

Footnote 9 to this paragraph sets out examples of the specific policies that indicate development should be restricted, which include those relating to designated heritage assets.

It is therefore perfectly possible for the Local Plan to comply with the NPPF without meeting the full Objectively Assessed Housing Need, provided that the Council can justifiably demonstrate that either or both of the two circumstances set out in paragraph 14 of the Framework apply.

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Historic England welcomes and supports criterion c) of **Policy H3: Affordable Housing Exception Sites**, although we would prefer the criterion to be reworded: *“It is sensitively located and designed to reflect the character of the neighbouring settlement, to minimise any adverse impact on the landscape and, if relevant, the Strategic Gaps, and to avoid any adverse impacts on the significance of heritage assets”*, as part of the positive strategy for conserving and enjoying, and clear strategy for enhancing, the historic environment required by paragraphs 126 and 157 of the National Planning Policy Framework.

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Historic England welcomes and supports criterion c) of **Policy H10: Gypsies, Travellers and Travelling Showpeople** as part of the positive strategy for conserving and enjoying, and clear strategy for enhancing, the historic environment required by paragraphs 126 and 157 of the National Planning Policy Framework, although we would prefer the criterion to read *“...that cannot be avoided or satisfactorily mitigated and/or compensated;...”*.

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Historic England welcomes and supports criteria g), h) and i) of **Policy E4 Employment Development Outside of the Urban Area** as part of the positive strategy for conserving and enjoying, and clear strategy for enhancing, the historic environment required by paragraphs 126 and 157 of the National Planning Policy Framework.

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Historic England welcomes and supports criterion a) of **Policy E5: Boatyards** as part of the positive strategy for conserving and enjoying, and clear strategy for enhancing, the historic environment required by paragraphs 126 and 157 of the National Planning Policy Framework.

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Historic England welcomes and supports the requirement in **Policy R1: Hierarchy of Centres** for new town centre uses to be *“designed at a scale and character which reflects the..... distinctive qualities of the centre”* as part of the positive strategy for conserving and enjoying, and clear strategy for enhancing, the historic environment required by paragraphs 126 and 157 of the National Planning Policy Framework.

Historic England welcomes and supports criteria d) and e) of **Policy R4: Out-of-Town Shopping** as part of the positive strategy for conserving and enjoying, and clear strategy for enhancing, the historic environment required by paragraphs 126 and 157 of the National Planning Policy Framework.

Historic England welcomes and supports criterion b) of **Policy CF1: Community and Leisure Facilities within the Urban Area** as part of the positive strategy for conserving and enjoying, and clear strategy for enhancing, the historic environment required by paragraphs 126 and 157 of the National Planning Policy Framework.

Historic England welcomes and supports criterion b) of **Policy CF2: Community and Leisure Facilities Outside of the Urban Area** as part of the positive strategy for conserving and enjoying, and clear strategy for enhancing, the historic environment required by paragraphs 126 and 157 of the National Planning Policy Framework.

Historic England welcomes and supports the reference to the (historic) Forest of Bere in **paragraph 8.29** as part of the positive strategy for conserving and enjoying, and clear strategy for enhancing, the historic environment required by paragraphs 126 and 157 of the National Planning Policy Framework.

Historic England would welcome and support the inclusion of "*of historic significance*" in the list of potential attributes of open spaces in **paragraph 8.33** as part of the positive strategy for conserving and enjoying, and clear strategy for enhancing, the historic environment required by paragraphs 126 and 157 of the National Planning Policy Framework.

Historic England welcomes and supports **Policy NE1: Landscape** but would like to see "*historic significance*" as an additional consideration as part of the positive strategy for conserving and enjoying, and clear strategy for enhancing, the historic environment required by paragraphs 126 and 157 of the National Planning Policy Framework.

Historic England welcomes and supports the reference to the historic environment in **paragraph 9.27** as part of the positive strategy for conserving and enjoying, and clear strategy for enhancing, the historic environment required by paragraphs 126 and 157 of the National Planning Policy Framework.

Historic England welcomes and supports the references to the heritage assets in the Borough in **paragraph 10.0** and historic environment in **paragraph 10.1** as part of the positive strategy for conserving and enjoying, and clear strategy for enhancing, the historic environment required by paragraphs 126 and 157 of the National Planning Policy Framework.

Historic England welcomes and supports **Policy D1**, especially criterion a), as part of the positive strategy for conserving and enjoying, and clear strategy for enhancing, the historic environment required by paragraphs 126 and 157 of the National Planning Policy Framework.

Historic England welcomes and supports **paragraphs 10.3 -10.8 and 10-19 - 10.25** as part of the positive strategy for conserving and enjoying, and clear strategy for enhancing, the historic environment required by paragraphs 126 and 157 of the National Planning Policy Framework, although we would like to see "*historically significant features*" added to "valued trees" and "landscape features" in paragraph 10.8 as features to be retained in new development .

As previously noted, the National Planning Policy Framework requires the positive strategy for the conservation and enjoyment of the historic environment to include heritage assets most at risk through neglect, decay or other threats. Currently there are two assets at risk in the Borough on the Register (Titchfield Abbey and fishponds – stables and Fort Fareham), although it should be noted that outside London the Register does not include secular grade II listed buildings at risk, and that other heritage assets may become at risk during the life of the Local Plan.

We therefore welcome **paragraph 10.26** in principle, although we feel that it should explain more about what assets are at risk and why, and could be expanded to refer to alternative courses of action to address heritage assets at risk e.g.:

*"The Council will monitor buildings or other heritage assets at risk through neglect, decay or other threats, proactively seeking solutions for assets at risk through discussions with owners and willingness to consider positively development schemes that would ensure the repair and maintenance of the asset, and, as a last resort, using its statutory powers".*

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Also as previously noted, paragraph 156 of the National Planning Policy Framework requires local plans to include "*strategic policies to deliver the conservation and enhancement of the historic environment*". **Policy DM3** goes some way to fulfilling this requirement, but Historic England has a number of concerns about the policy.

The second paragraph should read "*.....which would affect the significance of a designated.....including, where these.....conservation area, the special interest, character and appearance of the Area,.....*".

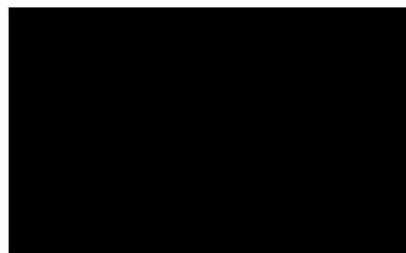
Clause a) should read "*.....sufficient detail, using appropriate references such as the Historic Environment Record and, if necessary, original survey (including, for assets of archaeological interest, an appropriate desk-based assessment and, where necessary, a field evaluation). Is proportionate.....*".

There should be an additional criterion in a) as a new number 3: "*How the development proposals have taken the Heritage Statement into account.*"

Clause a) 3 should read "*In order of preference, how the proposal would better reveal the significance of the asset or provide opportunities to conserve and enjoy heritage assets as well as recording loss and advancing knowledge, how any harm.....*"

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An additional clause should be included:



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*“Where development is permitted that would result in harm to or loss of the significance of a heritage asset, developers will be required to record and advance understanding of the significance of that asset, in a manner appropriate to its importance and the impact, and to make that evidence publicly accessible.”*

Development proposals that would cause harm (whether substantial or less than substantial) to designated heritage assets should not be permitted unless that harm is clearly and convincingly outweighed by the public benefits of the scheme in accordance with paragraphs 132-134 of the National Planning Policy Framework.

Policy D3 should therefore make it clear that development proposals which would harm the significance of a designated heritage asset, including the special interest, character and appearance of a conservation area, will only be permitted where that is the case or the circumstances in paragraph 133 of the National Planning Policy Framework apply. We would be pleased to discuss revised wording with the Council.

Although Policy D3 includes some detailed considerations we would like to see a detailed development management policy or policies setting out the requirements of development proposals and providing a clear indication of how a decision maker should react to a development proposal as required by paragraph 154 of the NPPF.

This policy or policies should include criteria for assessing the potential impact of development proposals on the significance of all relevant heritage assets: designated assets such as listed buildings, Scheduled Monuments, conservation areas and Registered Historic Parks and Gardens, and non-designated assets, such as those of local significance (as identified on local lists), archaeological deposits (as identified on the Hampshire Historic Environment Record) and historic landscapes (as identified in the Hampshire Historic Landscape Character Assessment).

The policy or policies should reflect the requirement in paragraph 132 of the NPPF that any harm or loss of a heritage asset should require clear and convincing justification, most often in the form of public benefits. In accordance with paragraphs 132 - 135 of the NPPF, the more important the asset, the greater the weight that should be given to its conservation – the greatest weight should be given to designated heritage assets of the highest significance, then other designated assets, then non-designated assets (including archaeological remains, except those that are demonstrably of equivalent significance to designated heritage assets, which should be considered subject to the policies for designated heritage assets).


The policy or policies should identify those particular characteristics of each type of heritage asset that should be protected or enhanced through development proposals (further advice on these characteristics can be found in the appendix to this letter).

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As regards the requirements of the National Planning Policy Framework set out at positive strategy for the conservation and enjoyment of the historic environment and contain a clear strategy for enhancing the natural, built and historic environment, we have explained that we believe that this strategy should comprise recognition throughout the Plan of the importance of the historic environment, of the historic



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environment's role in delivering the Plan's vision and the wider economic, social and environmental objectives for the Plan area, and of the potential impacts of the Plan's policies and proposals on the historic environment.

We are therefore pleased to have identified numerous references throughout the plan to the historic environment and/or heritage assets that we have welcomed and supported. Although we have identified other opportunities where we would welcome a reference to the historic environment and/or heritage assets, we are satisfied that the Council has sufficiently demonstrated this approach in the local plan.

However, Historic England thinks that the words "positive", "enhancing" and "deliver" are significant, and we believe that the Plan (and Council) should be proactive in the conservation and enhancement of the historic environment. National Planning Practice Guidance states "*Such a [positive] strategy should recognise that conservation is not a passive exercise*". Conservation is certainly not a stand-alone exercise satisfied by stand-alone policies that repeat the National Planning Policy Framework objectives.

We therefore look to local plans to contain commitments to positive measures for the historic environment e.g. a programme of completing and reviewing conservation area appraisals, the implementation of Article 4 Directions where the special interest of a conservation area is being lost through permitted development, the completion of a list of locally important heritage assets or a survey of grade II buildings at risk.

Without these positive measures we consider that the Plan fails to set out an adequate positive strategy for the conservation and enjoyment of, and clear strategy for enhancing, the historic environment as required by the National Planning Policy Framework and is therefore not sound in this respect.

Finally as regards the requirements of the National Planning Policy Framework for the consideration of the historic environment in local plans, the Council should assess whether or not it should identify any areas where certain types of development might need to be limited or would be inappropriate due to the impact that they might have upon the historic environment (NPPF, Paragraph 157). This might include, for example, tall buildings within any identified sensitive view corridors.

Historic England welcomes and supports **paragraph 11.55** as part of the positive strategy for conserving and enjoying, and clear strategy for enhancing, the historic environment required by paragraphs 126 and 157 of the National Planning Policy Framework (although it should be "heritage assets" rather than "heritage impacts").

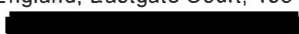
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Historic England welcomes and supports the reference in **paragraph 12.3** to Policy D3 as part of the positive strategy for conserving and enjoying, and clear strategy for enhancing, the historic environment required by paragraphs 126 and 157 of the National Planning Policy Framework.

Historic England has not been able to assess each of the proposed site allocations for their potential impact on heritage assets and we have therefore relied on the Site



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Options Assessment. Our comments below are therefore without prejudice to any comments we may wish to make on any planning application for development on any of the allocated sites.

We note that at least some of the Fareham Town Centre sites are within or adjacent to the Fareham High Street and/or Osborn Road Conservation Areas. We therefore welcome and support criterion i) of Policy FTC1 and criterion c) of Policies FTC8 and, in principle, FTC9 (see our separate comment on this policy), although we would prefer references to the special interest, character and appearance of the conservation areas, in order to ensure adequate protection is afforded to those characteristics of the conservation areas as designated heritage assets in accordance with paragraphs 138 (and 133 and 134) of the National Planning Policy Framework.

We also expected and would like to see a similar criterion in Policy FTC2 and would like to see encouragement for enhancing or better revealing the special interest of the conservation areas in accordance with paragraph 137 of the National Planning Policy Framework.

Historic England notes that outline planning permission has been granted for residential development on the Wykeham House School site but inasmuch as there is still scope for determining the layout and design of the permitted development, we consider that criterion c) of Policy FTC9 is too weak. The Heritage Statement should accord with the requirements of Policy D3 for Heritage Statements (amended as we request).

We note that many of the Town Centre sites, and a number of the other allocated sites, are also within the setting of listed buildings. Some of the HA policies for the other allocated sites include a specific criterion relating to nearby listed buildings and we accept that Policy D3 offers some protection for listed buildings, and would provide greater protection if amended as we suggest, and a new policy specifically on listed buildings added to the Plan that we request would provide even greater protection.

However, we would like to see an additional criterion added to those policies for other sites that are within the setting of listed buildings specifically requiring proposals for development to conserve and enhance the significance of the listed buildings, in order to ensure adequate protection is afforded these designated heritage assets in accordance with paragraphs 132, 133 and 134 of the National Planning Policy Framework.

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Similarly, we note that a number of the proposed allocation sites are partially within a Hampshire County Council Archaeological Notification Area. We consider that the policies allocating these sites should also include a specific criterion requiring pre-determination archaeological assessment, with the developable area and eventual form of the development informed by that assessment.



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Historic England welcomes and supports criteria b) and g) of **Policy HA4** , in order to ensure adequate protection is afforded to potential archaeological heritage assets in accordance with paragraphs 135 and possibly 139 of the National Planning Policy Framework. However, we would also expect the required assessment to include an assessment of the potential impact of the development of this site on the setting and significance of the Fort Nelson Scheduled Monument, to provide it with adequate protection in accordance with paragraphs 132, 133 and 134 of the National Planning Policy Framework.

Historic England is concerned at the potential impact of the development of the site at Warsash Maritime Academy (**Policy HA7**), notwithstanding criteria f) and g) (even if Policy D3 is amended as we request), on the Grade II listed Cadets Residence and Linked Walkway and Refectory Block (which, according to the National Heritage List for England, is the listed building on this site, not the building indicated on the site allocation map).

We consider that an assessment of the likely impact of the development of the site on the significance of this listed building should be undertaken and it ascertained that there would be no significant harm to that significance before these sites are taken forward, in order to ensure adequate protection is afforded to the listed building in accordance with paragraphs 132, 133 and 134 of the National Planning Policy Framework.

We are not clear if this assessment was undertaken as part of the Stage 2 detailed assessment of potential housing sites, but without confirmation that this has been done and that it concludes that there would be no unacceptable harm to the significance of the listed building, Historic England objects to **Policy HA7**.

Historic England is concerned at the potential impact of the development of the sites at Pinks Hill, Wallington (**Policy HA8**) and Military Road, Wallington (**Policy HA16**), on the significance of the Grade II listed Fort Wallington. We consider that criteria i) and h) are too weak and that an assessment of the likely impact of the development of the sites on the significance of Fort Wallington should be undertaken and it ascertained that there would be no significant harm to that significance before these sites are taken forward, in order to ensure adequate protection is afforded to the listed building in accordance with paragraphs 132, 133 and 134 of the National Planning Policy Framework.

We are not clear if this assessment was undertaken as part of the Stage 2 detailed assessment of potential housing sites, but without confirmation that this has been done and that it concludes that there would be no unacceptable harm to the significance of the listed Fort, Historic England objects to **Policy HA8** and **Policy HA16**.

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Historic England welcomes and supports criterion i) of **Policies EA1** and **EA2** , in order to ensure adequate protection is afforded to potential archaeological heritage assets in accordance with paragraphs 135 and possibly 139 of the National Planning Policy Framework.

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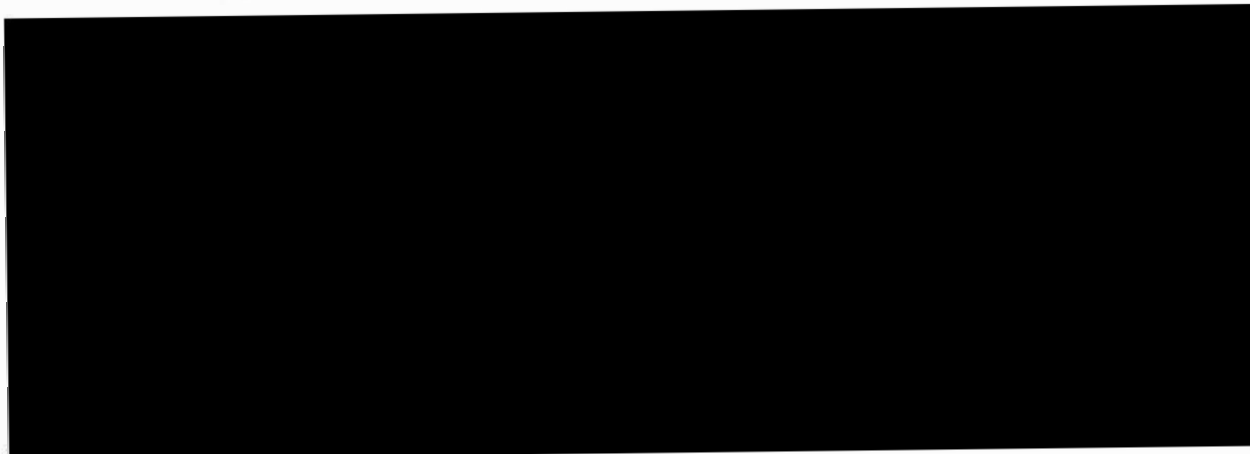


However, we note that the Site Options Assessment notes that there are fourteen non-listed historic buildings on Daedalus East (Faraday) and six on Daedalus West (Swordfish). We consider that there should be further assessment of the historic significance of these buildings, ideally before this site goes forward and certainly before any demolition is allowed, and that this requirement should be reflected in the policy. Without that, Historic England objects to **Policies EA1 and EA2**.

We hope these comments are helpful. Please contact me if you have any queries. We would be pleased to discuss any historic environment issues or comments we have raised.

Thank you again for consulting Historic England.

Yours faithfully,



## Appendix 1: Considerations for Development Management policies

### Archaeology

- The preservation of scheduled monuments and other nationally important archaeological sites and their settings; and
- The preservation, in situ, of other archaeological remains or, in those cases where this is not justifiable or feasible, provision is made for excavation recording; and

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- Requiring that an appropriate assessment and evaluation is submitted as part of the planning application in areas of known or potential archaeological interest.
- Appropriate publication/curation of findings

#### Listed Buildings

- Ensuring that proposed alterations, extensions or changes of use to listed buildings, or development in their vicinity, will not have an adverse impact on those elements which contribute to their special architectural or historic interest including, where appropriate, their settings;
- Taking measures to ensure that neglected listed buildings are appropriately repaired and re-used.

#### Conservation Areas

- Ensuring that development within or which would affect the setting of a conservation area will conserve or enhance those elements which contribute to its special character or appearance;
- Safeguarding spaces, street patterns, views, vistas, uses and trees which contribute to the special character or appearance of that conservation area.
- Where they exist, reference to the fact that Conservation Area Appraisals will be used to guide development in those areas.
- Where up-to-date Conservation Area Appraisals are not available developers are required to submit character statements to demonstrate the impact of the development upon their character and appearance of the conservation area.

#### Historic Parks and Gardens

- Safeguarding features which form an integral part of the special character or appearance of the Park or Garden;
- Ensuring that development does not detract from the enjoyment, layout, design, character, appearance or setting of the Park or Garden, key views out from the Park, or prejudice its future restoration;

#### Locally important heritage assets

- Setting out definitions of what constitutes a locally important or 'non-designated' heritage asset.
- Providing criteria for their assessment for development proposals, including alteration and extension, and demolition.
- Ensuring applicants are required to demonstrate significance and setting out information requirements for applications.



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