

FAREHAM

BOROUGH COUNCIL

Report to Planning and Development Policy Development and Review Panel

Date **1 March 2016**

Report of: **Director of Planning and Regulation**

Subject: **PERFORMANCE REVIEW: CONSERVATION SERVICES**

SUMMARY

The following report reviews the Council's Conservation Services for the Historic Environment. It provides details of the broad areas the Conservation Service covers and explains the recent changes made to the service to ensure that it meets the needs of our customers.

RECOMMENDATION

Members are invited to note the content of the report.

INTRODUCTION

1. This Council's Conservation Service is provided by the Development Management Team; the Development Management team contains a dedicated Conservation Planner.
2. The Conservation service comprises a number of key work areas that include:
 - Determination of applications for listed building consent and applications for planning permission within conservation areas
 - Advice to development management on applications that affect the architectural and historic interest or setting of historic buildings and the character and appearance of conservation areas
 - Responding to formal applications for pre-application advice
 - Provision of informal advice concerning the historic environment to members of the public, elected members, planning agents, building contractors, other council departments and external organisations
 - Preparation and review of Conservation Area Character Appraisals
 - Preparation of Article 4 directions
 - Maintenance of the Council's Local List of buildings of Special Architectural or Historic Interest

LISTED BUILDING CONSENT AND PLANNING PERMISSION

3. In determining applications for development the council has a statutory duty to have special regard to the desirability of preserving a listed building its setting or any features of special architectural or historic interest it possesses and to pay special attention to the desirability of preserving or enhancing the character or appearance of a conservation area. Government guidance in the National Planning Policy Framework expects the Council to give great weight to the conservation of heritage assets in decision making.
4. The conservation service provides the Council's specialist advice relating to the borough's historic buildings and conservation areas in the light of these statutory requirements.
5. During the last 18 months, the Vanguard Intervention within Development Management has changed the way the conservation service is delivered to our customers to ensure it meets their needs. One of the key aims has been to ensure that wherever possible customers speak directly with the Officer with the relevant expertise.
6. For example, in the past this Council's Conservation Planner responded to consultations from Development Management on applications for listed building consent, planning permission and pre-application advice where the borough's historic buildings and conservation areas would be affected. Now listed building applications, accompanying planning applications and some applications that affect the character

and appearance of a conservation area are being dealt with directly by the Conservation Planner.

7. The changes to the service, following the Vanguard Intervention, have resulted in increased dialogue with customers when applications and written enquiries are submitted. The Conservation service seeks to achieve a positive outcome for customers through negotiation and amendment of proposals wherever possible. Since the Intervention, the Conservation Planner has dealt with 71 applications; as a result of discussion and amendment only one of these applications was refused.
8. The Conservation Planner continues to provide expert advice in respect of larger applications that affect the borough's heritage to Development Management Planners.

PRE-APPLICATION PLANNING ADVICE AND GENERAL LISTED BUILDING ADVICE

9. The service provides pre-application advice relating to all historic environment matters to a wide range of customers. This includes responding to formal enquiries submitted through the Council's pre-application advice service, which the Conservation Planner now deals with directly.
10. In addition to applications for advice using the council's formal pre-application service the Conservation Planner deals with a large number of enquiries on a day to day basis from customers. These enquiries include proposals for the alteration and repair of listed buildings, guidance concerning the need for listed building consent, along with more detailed discussions concerning possible extension work. A common example would be the consideration and discussion of schedules of repair for listed buildings with owners and their contractors.
11. The maintenance and repair of listed buildings is to be welcomed as it secures their future but it is important that it is undertaken using appropriate materials and techniques or their historic interest and fabric can be easily harmed. Frequent examples are brickwork and roof maintenance which are often undertaken as part of on-going routine maintenance on all types of building. In most cases once an appropriate schedule of work has been agreed the repairs can continue without a formal application.
12. Discussions concerning alterations such as residential extensions or internal changes to listed buildings, often desired in connection proposed changes of use, are also commonplace.
13. Where listed buildings have been left unused for some time or appear to be deteriorating through a lack of maintenance, the Conservation Planner has made direct contact with owners. This has in turn led to meetings where owner's intentions are established and advice offered on the work which should be carried out. This contact with owners has also opened up discussions on the potential use of buildings which in turn help to secure their repair and future upkeep.
14. Informal advice is also provided to other Council Departments and external bodies, notably the Highway Authority, where their proposed works would affect the setting of listed buildings or the character and appearance of conservation areas. Examples include the retention of historic street materials as part of road improvements in

Titchfield and repairs to the spire of the listed chapel at Wickham Road cemetery.

15. Lengthy discussions with Hampshire County Council concerning the street lighting public finance initiative, which replaced and upgraded equipment county-wide, resulted in appropriate lamps and columns being retained or added to conservation area locations. An example of this is the new columns in Wickham Road that were specially designed to complement the listed Victorian columns of the High Street.

CONSERVATION AREA CHARACTER APPRAISAL

16. A Conservation Area Character Appraisal identifies the aspects of each conservation area that give it heritage significance. The Conservation Service has been reviewing the Council's adopted conservation area character appraisals in a 're-appraisal' programme that began in 2009. The programme has been updating the existing character assessment documents for each of the borough's 13 conservation areas which were originally prepared and adopted between 1998 and 2008. Historic England advises that appraisals should be regularly updated and suggests every 5 years as good practice; it should be stressed that this does not however mean that Appraisals cease to have weight in decision making once they are more than 5 years old.
17. The character of a conservation area can derive from the age and style of individual buildings, the way groups of buildings are arranged, the spaces between them, their historical significance in the development of an area and their use. Other factors such as; open spaces, landscaping, trees and important views all interact to form an area's overall character. In order to make informed decisions about development that affects the character of a conservation area it is important to have a clear understanding of its heritage significance in an up to date character appraisal document. The completed documents are used as evidence in support of the policies of the Fareham's Local Plan and as such they are a material consideration in the determination of planning applications.
18. In line with current Historic England guidance the updated character appraisals are in a new format that includes a management strategy setting out the council's approach to the conservation of each area. This outlines the procedures currently in place to manage change and proposes additional measures and opportunities for enhancement where these are considered appropriate. Examples include the use of article 4 directions to control potentially harmful alterations, further additions to the local list and reviews of the current boundary.
19. The appraisal documents have been used successfully in support of local plan policy, in decision making and at appeal. They have also been used to inform environmental improvements ensuring that schemes respond to and enhance the character and appearance of historic areas. The documents also have a general role to play in informing local residents and others about the history of the borough's older settlements and those aspects of their character and appearance that it is important to protect. The adopted character assessments and the revised appraisal and management strategy documents are available on the Council's website.
20. Since the last progress report to the Panel concerning the conservation area character appraisal programme a further 3 character appraisals have been completed at Titchfield Abbey, Portchester (Castle Street) and Wallington. To date revised character appraisals have been completed for 8 of the Council's 13

Conservation Areas. These are Sarisbury, Swanwick Shore, Warsash, Hook, Titchfield, Titchfield Abbey, Portchester (Castle Street) and Wallington. Re-appraisals are yet to be completed for Osborn Road, High Street, Town Quay, Catisfield, and Cams Hall.

ARTICLE 4 DIRECTIONS

21. Permitted Development Rights apply nationally and allow some minor alterations and demolitions to be undertaken without making a planning application to the council. The council has no control over changes that are permitted development or the impact, which may be harmful, that may result to the character and appearance of a conservation area.
22. An Article 4 Direction makes a planning application necessary for work that was previously permitted development. It allows the Council to properly consider the impact of changes on the character and appearance of a conservation area and to decide whether any particular alteration should go ahead. It does not necessarily prevent changes occurring but it does allow proposals to be properly considered, discussed and maybe amended, and for neighbour consultation to take place. There is no fee for a planning application resulting from an article 4 direction.
23. The possible use of an Article 4 Direction to control the exercise of permitted development rights in a conservation area is considered as part of the conservation area character appraisal review process. To date the review process has recommended the use of an Article 4 Direction in 7 of the borough's 13 conservation areas. Article 4 directions have been served in 5 of these at Sarisbury, Swanwick, Hook, Warsash and Portchester (Castle Street) which was confirmed in April 2015. Article 4 directions that were recommended as part of a conservation area character appraisal are yet to be served in the conservation areas at Titchfield and Wallington.

THE LOCAL LIST OF BUILDINGS OF SPECIAL ARCHITECTURAL OR HISTORIC INTEREST

24. The Council's Local List of Buildings of Special Architectural or Historic Interest plays an important role in recognising the significance of heritage at the local level that does not have the required national interest to be included on the Statutory List of Buildings of Special Architectural or Historic Interest compiled by Historic England. The list has 107 entries. Possible additions to the list are identified through everyday planning casework or through conservation area appraisal.
25. Although local listing does not offer the same extent and weight of control as statutory listing through the listed building consent procedure they are recognised as having heritage significance and as 'non-designated heritage assets' by the NPPF. Their status is a material consideration in the determination of planning applications. Additional control is afforded to those buildings that are within the boundary of a conservation area including some restricted permitted development rights, control over their demolition and a duty to pay regard to the character, appearance and setting of the conservation area concerned. Policy DSP5 of the Local Plan seeks to conserve the architectural and historic interest of locally listed buildings and their settings.
26. The most recent additions to the local list were 12 buildings in 2013 and a further 2 buildings have been recommended for addition following the adoption of the

conservation area character appraisal for Wallington in May 2014. The local list is attached at appendix 1.

27. FUTURE WORK PROGRAMME

28. Much of the recent focus has been to ensure that the Conservation Service meets the needs of its customers; considerable progress has been made in this area.

29. There is a need to ensure that the Conservation Area Character Appraisal Programme is progressed and its resulting recommendations implemented. These recommendations include serving Article 4 Directions for Titchfield and Wallington and the addition of two further buildings to the Local List of Buildings of Special Architectural or Historic Interest.

30. It is intended that the two outstanding Article 4 Directions are served, and the recommended additions to the local list are completed this calendar year before reviews of the remaining Conservation Area Character Appraisals are progressed.

31. RISK ASSESSMENT

32. There are no significant risk considerations in relation to this report.

Appendix A – Fareham Borough Council Local List of Buildings of Special Architectural or Historic Interest.

Background Papers:

None

Reference Papers:

None

Enquiries:

For further information on this report please contact Mike Franklin (01329 824380)

Appendix A

Fareham Borough Council Local List of Buildings of Special Architectural or Historic Interest	
Listed Building Ref	Location
11 / 217	175 Castle Street, Portchester
11 / 224	157 Castle Street, Portchester
11 / 222	Nelson Cottages, 163 & 165 Castle Street, Portchester
24 / 397	Littlecroft and adjoining house, 27 & 35 Catisfield Lane, Catisfield
24 / 398	The Cottage, 23 Catisfield Lane, Catisfield
24 / 400	Elm Cottage, Catisfield Lane, Catisfield
6 / 324	1 Church Path, Titchfield
6 / 355	2 Church Path, Titchfield
6 / 356	4 Church Path, Titchfield
6 / 325	5, 7, 9, 11, 13, 15 & 17 Church Path, Titchfield
11 / 243	The Cottage, 196 Castle Street, Portchester
15 / 524	Outbuilding along street facade to north of granary at Great Brook, Brook Lane, Warsash
24 / 11007	14 Beacon Bottom, Park Gate
25 / 11006	Fairlawns, 266 Botley Road, Burrridge
6 / 121	28 Bridge Street, Titchfield
6 / 257	30 Bridge Street, Titchfield
6 / 253	32 Bridge Street, Titchfield

6 / 332	36 & 38 Bridge Street, Titchfield
23 / 367	Barn at Great Chilling Farm, Chilling Lane, Hook
23 / 368	Granary to west of little chilling, Chilling Lane, Hook
14 / 258	Farm Buildings at Solent Court , Chilling Lane, Hook
3 / 113	11, 12 & 13 Cams Hill, Fareham
3 / 111	2, 3, 4, 5 & 6 Cams Hill, Fareham
21 / 323	30 Cams Hill, Fareham
6 / 357	1 & 2 Church Street, Titchfield
6 / 354	19 & 21, Church Path, Titchfield
6 / 433	3 Coach Hill, Titchfield
6 / 434	5 Coach Hill, Titchfield
9 / 180	Granary at south east of Crofton Farmhouse, Crofton Lane, Hill Head
1 / 55	Former House , The Surgery, 15 East Street, Fareham
6 / 518	13, 15 & 17 Coach Hill, Titchfield
6 / 447	22, 24 & 26 East Street, Titchfield
6 / 446	14, 16 & 18 East Street, Titchfield
9 / 176	Former granary at crabthorn farmhouse, Farm Lane, Hill Head
22 / 365	Crockerhill Farm, Forest Lane, Fareham
22 / 364	Barn at Crockerhill Farm, Forest Lane, Fareham
2 / 98	45 High Street, Fareham
15 / 273	Rose Cottage, Havelock Road, warsash

6 / 333	2, 4 & 6 Frog Lane, Titchfield
10 / 196	Former reading room, 1 & 3 Gosport Road, Stubbington
6 / 470	44 High Street, Titchfield
21 / 330	Hill Farm Cottage, 18 Highlands Road, Fareham
21 / 331	Cottages known as Holly Cottages, 3 & 4 Holly Grove, Fareham
27 / 11003	Fynone, 91 Holly Hill Lane, Sarisbury
14 / 261	Wellside Cottages, 1 & 2 Hook lane, Hook
14 / 269	Barn to north of great abshot farm, Little Abshot Road, Hook
4 / 497	Former warehouse at eastern entrance to lower quay close, Lower Quay Close, Fareham
4 / 134	7, 9 & 11 Mill Road, Fareham
4 / 135	13 Mill Road, Fareham
4 / 136	15, 17, 19, 21, 23, 25, 27, 29 & 31 Mill Road, Fareham
15 / 272	1, 2 & 3 Warsash Cottages, Havelock Road, Warsash
20 / 309	Newgate Cottage, Newgate Lane, Peel Common
27 / 425	Newtown Farmhouse, Newtown Road, Warsash
21 / 363	Uplands Cottage, Old Turnpike, Fareham
2 / 102	Former Fareham county primary school, Ashcroft Arts, Osborn Road, Fareham
5 / 168	Former Lodge , 1 Park Lane, Fareham
21 / 345	Bridge over river wallington adj. Spurlings farm, Pook Lane
21 / 348	Barn at Park View Cottages, Pook lane, Fareham
21 / 346	Spurlings Farm Cottages, Pook Lane, Fareham

8 / 521	Small barn between cart shed and Great Posbrook, Posbrook lane, Titchfield
8 / 172	Cart shed & Pigsties at Great Posbrook Farm, Posbrook lane, Titchfield
8 / 520	Store to north west of eastern barn at Great posbrook Farm, Posbrook lane, Titchfield
2 / 108	37, 38 & 39 North Wallington, Wallington
15 / 270	34 & 36 Shore Road, Warsash
6 / 478	21 South Street, Titchfield
6 / 485	24 & 26 South Street, Titchfield
8 / 171	Lodge at Westhill Park, St Margarets Lane, Titchfield
9 / 182	85 Stubbington Lane, Stubbington
16 / 290	Granary at Friends Farm, Swanwick Lane, Swanwick
10 / 190	46 Titchfield Road, Stubbington
10 / 191	48 Titchfield Road, Stubbington
5 / 522	9, 11, 13 & 15 Trinity Street, Fareham
5 / 120	59, 61 & 63 Trinity Street, Fareham
5 / 121	65 & 67 Trinity Street, Fareham
5 / 166	84 Trinity Street, Fareham
15 / 11004	Dairy Cottage, 2 Thornton Avenue, Warsash
1 / 83	17 & 19 West Street, Fareham
5 / 144	149 West Street, Fareham
5 / 154	160, 162, 164, 166, 168, 170, 172, 174, 176, 178, 180, 182 & 184 West Street, Fareham
5 / 145	179, 179a & 181 West Street, Fareham

5 / 146	205 & 205c West Street, Fareham
5 / 147	207 West Street, Fareham
5 / 148	209 & 211 West Street, Fareham
6 / 493	Outbuilding adjoining east side of 3 West Street, Titchfield
1 / 80	9 & 11 West Street, Fareham
1 / 81	13 West Street, Fareham
6 / 491	1 West Street, Titchfield
6 / 515	Old Inn House, 26 & 28 West Street, Titchfield
6 / 502	33 West Street, Titchfield
6 / 511	Clematis Cottage, 73 West Street, Titchfield
6 / 506	53 West Street, Titchfield
6 / 507	Paddock Cottage, 57 West Street, Titchfield
6 / 504	Ridgeway Cottages, 39 & 41 West Street, Titchfield
6 / 517	44 West Street, Titchfield
24 / 11000	Mansion & various buildings at Coldest Hospital, Bridge Road, Locks Heath
27 / 424	Church Lodge, Church Road, Warsash
24 / 11001	Holly Hill Mansion, Barnes Lane, Warsash
2 / 110	Former brewery behind the White Horse, Drift Road, Wallington
27 / 11002	Inwood, Holly Hill Lane, Sarisbury
20 / 308	Barn at Foxbury Farm, Newgate lane, Peel Common
15 / 11005	Petrol House, 1 & 2 Clocktower Building & 4, 6, 8, 10, 12, 14, 16 & 18 Shore Road, Warsash

20 / 301	Wall to south of former Shoot Farmhouse, Shoot Lane, Chark Common
21 / 325	Downend Farmhouse, Paradise Lane, Fareham
24 / 11008	The Parish Rooms, 217 Barnes Lane, Sarisbury
24 / 11009	216-220 Barnes Lane, Sarisbury
5 / 11010	28 Osborn Road, Fareham
5/ 11011	32 Osborn Road, Fareham
5 / 11012	34 Osborn Road, Fareham
2 / 11014	38 Osborn Road, Fareham
2 / 11013	36 Osborn Road, Fareham
3 / 11015	Lowlands, Wallington Shore Road
15 / 11016	1 Church Road, Warsash
6 / 11017	37-41 High Street (The Square), Titchfield
6 / 11018	1 Coach House Mews, South Street, Titchfield
6 / 11019	The Parish Rooms, High Street, Titchfield
15 / 119	The Old Dovecote, Crofton Way , Warsash
20 / 306	Former granary at Peel Farm, Newgate Lane, Fareham
6 / 456	25 & 25a, High Street, Titchfield
6 / 471	46 High Street, Titchfield