

LAND AT NEWGATGE LANE (NORTH) FAREHAM HAMPSHIRE

HERITAGE DESK-BASED ASSESSMENT

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Pegasus Group

Pegasus House | Querns Business Centre | Whitworth Road | Cirencester | Gloucestershire | GL7 1RT

T 01285 641717 | www.pegasusgroup.co.uk

Birmingham | Bracknell | Bristol | Cambridge | Cirencester | East Midlands | Leeds | Liverpool | London | Manchester | Peterborough

 **PLANNING**  **DESIGN**  **ENVIRONMENT**  **ECONOMICS**

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HERITAGE DESK-BASED ASSESSMENT

LAND AT NEWGATE LANE (NORTH), FAREHAM, HAMPSHIRE

ON BEHALF OF: FAREHAM LAND LP

PLANNING (LISTED BUILDING AND CONSERVATION AREAS) ACT 1990

Prepared by: Donal Lucey, Senior Heritage Consultant

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Summary

While a number undated gullies of probable agricultural origin were recorded c. 90m to c. 220m south of the Site (along a single sherd of prehistoric pottery and a small amount of flint recorded) during trial trenching associated with the Newgate Lane Relief Road, this does not in itself suggest that prehistoric activity was focused with the Site itself.

There is sparse evidence for Roman-period activity within the 1km study area and there is no evidence to suggest that such activity was focused within the Site.

The Site formed part of the hinterland of the settlement of Ellingham and the outlying hamlet of Stubbington in the early medieval and medieval periods. It is likely that Peel Common, which extended through the western part of the Site, was established in the medieval period. There is no current evidence for medieval settlement associated with the former common, and there is no current evidence to suggest that medieval activity (beyond agricultural use) has taken place within the Site.

A locally listed building recorded within the Site is no longer present. While a number of other structures associated with Peel Farm are located within the Site, the majority are not considered to be heritage assets. One structure, a late 19th-century ancillary farm building, is considered to be a non-designated heritage asset of limited interest.

There is potential for the farmyard area of the Site to contain below-ground archaeological remains of former post-medieval farm buildings at Peel Farm. Such remains would be, at most, of local significance and would not present a constraint to development within the Site.

Designated heritage assets within and beyond a 1km study area were considered during this assessment. The assessment concluded that the proposed development will result in no harm to the significance of the Grade II Listed *Carriston Cottage* or the Grade II Listed *Foxbury Farmhouse Foxbury Cottages*

1. Introduction

1.1 Pegasus Planning Group have been commissioned by Fareham Land LP to carry out a Heritage Desk-Based Assessment of the proposed residential development at Land at Newgate Lane (North), Fareham, Hampshire as shown on the Site Location Plan provided at Plate 1.



Plate 1: Site location plan

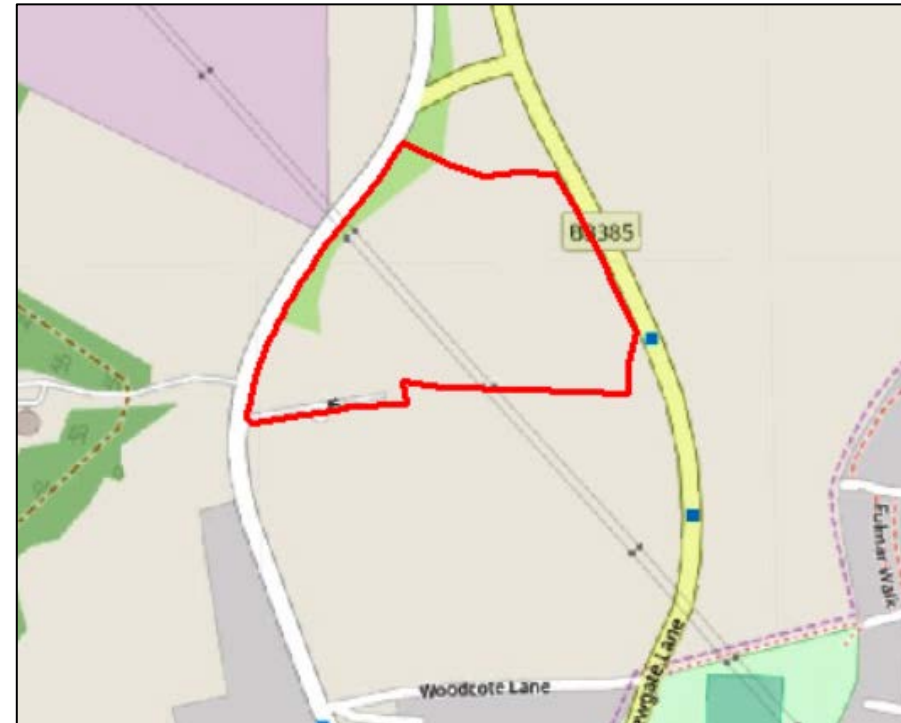


Plate 2: 2018 OpenStreetMap showing new road east and north of Site

1.2 The proposed development site (henceforth, 'the Site') comprises part of the farmstead of Peel Farm, one arable field and an area of subdivided pasture, formerly common land. The River Alver flows through the western part of the Site on a north-south alignment, and is fed by a number of drainage ditches.

- 1.3 The Site is being promoted as an area for housing allocation, to maximise the benefits of the adjacent proposed allocation HA2 within the Draft Fareham Local Plan 2036.
- 1.4 The proposals comprise an Outline Planning Application for the demolition of existing buildings and development of up to 75 dwellings, open space, and a vehicular access point from Newgate Lane and associated and ancillary infrastructure, with all matters except access to be reserved.
- 1.5 This Heritage Desk-Based Assessment provides information with regards to the significance of the historic environment to fulfil the requirement given in paragraph 189 of the Government's National Planning Policy Framework (the NPPF¹) which requires:

“an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting.”

- 1.6 In order to inform an assessment of the acceptability of the scheme in relation to impacts to the historic environment following paragraphs 193 to 197 of the NPPF, any harm to the historic environment resulting from the proposed development is also described, including impacts to significance through changes to setting.
- 1.7 As required by paragraph 189 of the NPPF, the detail and assessment in this Report is considered to be *“proportionate to the asset's importance”*.

¹ NPPF, DCLG, 2018

2. Site Description and Location

2.1 The 3.92ha Site comprises part of the farmstead of Peel Farm, two arable fields and an area of subdivided pasture which was formerly common land. The Site boundary excludes the central and southern parts of the farmstead of Peel Farm (containing Hambrook Lodge). The Site boundary includes a number of ancillary buildings associated with the farm, which are detailed in Appendix 1.

APPENDIX 1: BUILDINGS AT PEEL FARM WITHIN SITE BOUNDARY

2.2 The River Alver flows through the western part of the Site on a north-south alignment. This minor watercourse rises to the north of the Site, and is fed by a number of streams and drainage channels.

2.3 The Site is bounded to the east by the newly-opened Newgate Lane Relief Road, to the south by the remainder of Peel Farm and agricultural land, to the west by Newgate Lane with residential development to the south-west and agricultural land/green spaces to the north-west. A solar park is located c. 70m to the north-west of the Site and a sewage works is located c. 200m to the west. To the north of the Site is a new link road between the old and new routes of Newgate Lane, and a strip of land now flanked by the roads.



Plate 3: View towards south-eastern Site boundary along Newgate Lane Relief Road, looking north



Plate 4: View of northern part of Site, looking east (traffic on relief road visible beyond Site)



Plate 5: North-western part of Site, looking south

Plate 10: North-western part of Site, looking south



Plate 6: View towards northern Site boundary, looking south from new side-road

Topography, Geology and the Palaeoenvironment

- 2.1 The Site is located on level topography at approximately 9m aOD. The solid geology of the Site is mapped² as Whitecliff Sand Member. No superficial deposits are recorded within the Site.

Planning History

- 2.2 A review of the recent planning history records held online by Fareham Borough Council has indicated that Peel Farm and Hambrook Lodge have been the subject of a number of planning applications including:

- **P/11/1042/FP, a withdrawn 2012 application for demolition of a building and erection of three detached dwellings;**
- **P/12/0383/FP, a refused 2012 application for the partial demolition and refurbishment of Hambrook Lodge (outside the Site area), and erection of a new two-storey residential dwelling and two detached double garages – this application was not refused on heritage grounds;**

- **P/12/0771/FP, an approved 2012 application for the partial demolition and refurbishment of Hambrook Lodge and the erection of a new two-storey residential dwelling;**
- **P/13/0278/FP, an approved 2013 application for the demolition of Hambrook Lodge and erection of two residential dwellings; and**
- **P/16/0457/FP, an approved 2016 application to replace an outbuilding following fire damage.**

- 2.3 The Site itself has been the subject of a pair of applications in 2010 (planning reference P/10/0197/FP and P/10/0607/FP) for the provision of new access from Hambrook Lodge to Newgate Lane via the north-western part of the Site. They were refused on grounds that did not include heritage matters.

² <http://mapapps.bgs.ac.uk/geologyofbritain3d/index.html?>

3. Methodology

3.1 The aims of this Heritage Desk-Based Assessment are to assess the significance of the heritage resource within the Site, to assess the contribution that the Site makes to the heritage significance of the surrounding heritage assets, and to identify any harm or benefit to them which may result from the implementation of the development proposals, along with the level of any harm caused if relevant. This assessment considers the archaeological resource, built heritage and the historic landscape.

Sources

3.2 The following key sources have been consulted as part of this assessment:

- **The National Heritage List for England for information on designated heritage assets;**
- **The Hampshire Historic Environment Record (HHER) for information on the recorded heritage resource and previous archaeological works;**
- **The Fareham Borough Council interactive Historic Environment map³;**
- **Archival sources, including cartographic sources, held at the Hampshire Archives and**

Local Studies;

- **Aerial photographs and documentary sources held at the Historic England Archives, Swindon; and**
- **Online sources including aerial photographs and satellite imagery.**

3.3 For digital data sets, information was sourced for a 1km study area. Information gathered is discussed within the text where it is of relevance to the potential heritage resource of the site. A gazetteer of recorded sites and findspots is included as Appendix 2 and maps illustrating the resource and study area are included at the end of this report (Appendix 3).

APPENDIX 2: HERITAGE GAZETTEERS

APPENDIX 3: FIGURES

3.4 Designated heritage assets in the wider area were assessed as deemed appropriate (see Section 6).

3.5 Historic cartographic sources and aerial photographs were reviewed for the site, and beyond this where professional judgement deemed necessary.

³ <http://www.fareham.gov.uk/planning/conservation/intro.aspx>

Site Visit

- 3.6 A site visit was undertaken by Pegasus Group on 12th April 2018, during which the site and its surrounds were assessed. Selected heritage assets were assessed from publicly accessible areas.
- 3.7 The visibility on this day was clear. Surrounding vegetation was not fully in leaf at the time of the site visit and thus a clear indication as to potential intervisibility between the site and the surrounding areas could be established.
- 3.8 An additional site meeting took place on the 13th June 2018 with the Mike Franklin, Conservation Planner, Fareham Borough Council. This meeting confirmed that the Locally Listed Building recorded within the Site is no longer present.

Assessment of significance

- 3.9 In the NPPF, heritage significance is defined as:

“The value of a heritage asset to this and future generations because of its heritage interest. That 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 significance⁴”

⁴ NPPF, DCLG, 2018

⁵ Historic England, 2015, *Historic Environment Good Practice Advice in Planning Note 2: Managing Significance in Decision Taking in the Historic Environment*

- 3.10 Historic England’s *Historic Environment Good Practice advice in Planning Note 2: Managing Significance in Decision Taking in the Historic Environment*⁵ (henceforth referred to as ‘GPA 2: Managing Significance’) gives advice on the assessment of significance as part of the application process. It advises understanding the nature, extent, and level of significance of a heritage asset. In order to do this, *GPA 2: Managing Significance* also advocates considering the four types of heritage value an asset may hold, as identified in Historic England’s Conservation Principles⁶; **evidential, historical, aesthetic and communal**. These essentially cover the heritage ‘interests’ given in the glossary of the NPPF, which comprise archaeological, architectural, artistic and historic interest.

- 3.11 *Conservation Principles* provides further information on the heritage values it identifies:

Evidential value: the potential of a place to yield evidence about past human activity. This value is derived from physical remains, such as archaeological remains, and genetic lines.

Historical value: the ways in which past people, events and aspects of life can be connected through a place to the present - it tends to be illustrative or associative. Illustrative value is the perception of a place as a link between past and present people and depends on visibility. It has the power to aid interpretation of the past through making

⁶ English Heritage 2008 *Conservation Principles, Policies and Guidance for the Sustainable Management of the Historic Environment*

connections with and providing insights into past communities and their activities through shared experience of a place. By contrast, associative value need not necessarily be legible at an asset, but gives a particular resonance through association with a notable family, person, event or movement.

Aesthetic value: the ways in which people draw sensory and intellectual stimulation from a place. Aesthetic values can be the result of conscious design or fortuitous outcome or a combination of the two aspects. The latter can result from the enhancement of the appearance of a place through the passage of time.

Communal value: the meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory. This can be through widely acknowledged commemorative or symbolic value that reflects the meaning of the place, or through more informal social value as a source of identity, distinctiveness, social interaction and coherence. Spiritual value may also be part of communal value.

- 3.12 Significance results from a combination of any, some or all of the values described above.
- 3.13 Listed Buildings and Conservation Areas are generally designated for their special architectural and historic interest. Scheduling is predominantly, although not exclusively, associated with archaeological interest.

⁷ NPPF Annex 2, DCLG, 2018

⁸ Ibid

Setting and significance

- 3.14 As defined in the NPPF:

“Significance derives not only from a heritage asset’s physical presence, but also from its setting.”⁷

- 3.15 Setting is defined 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.”⁸

- 3.16 Therefore, setting can contribute to, affect an appreciation of significance or be neutral with regards to heritage values.

- 3.17 It is also important to note that whilst a physical or visual connection between a heritage asset and its setting will often exist, it is not essential or determinative. This was recently considered in a High Court Judgement⁹ where it was concluded that:

“The term setting is not defined in purely visual terms in the NPPF which refers to the “surroundings in which a heritage asset is experienced”. The word “experienced” has a

⁹ EWHC 1456, Steer v. Secretary of State for Communities and Local Government, Catesby Estates Limited, Amber Valley Borough Council, 2017.

broad meaning, which is capable of extending beyond the purely visual”.

Assessing change through alteration to setting

- 3.18 How setting might contribute to these values has been assessed within this report with reference to *Historic Environment Good Practice Advice in Planning Note 3 (Second Edition): The Setting of Heritage Assets*¹⁰ (henceforth referred to as *GPA 3: The Setting of Heritage Assets*), particularly the checklist given on page 11. This advocates the clear articulation of ‘*what matters and why*’.
- 3.19 In *GPA 3: The Setting of Heritage Assets*, a stepped approach is recommended, of which Step 1 is to identify which heritage assets and their settings are affected. Step 2 is to assess ‘*whether, how and to what degree settings make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated*’. The guidance includes a (non-exhaustive) check-list of elements of the physical surroundings of an asset that might be considered when undertaking the assessment including, among other things: topography, other heritage assets, green space, functional relationships and degree of change over time. It also lists points associated with the experience of the asset which might be considered, including: views, intentional intervisibility, tranquillity, sense of enclosure, accessibility, rarity and land use.

¹⁰ Historic England, 2017, *Historic Environment Good Practice Advice in Planning Note 3 (Second Edition): The Setting of Heritage Assets*

- 3.20 Step 3 is to assess the effect of the proposed development on the significance of the asset(s). Step 4 is to explore ways to ‘*maximise enhancement and minimise harm*’. Step 5 is to ‘*make and document the decision and monitor outcomes*’.
- 3.21 Descriptions of significance will naturally anticipate the ways in which impacts will be considered. Hence descriptions of the significance of Conservation Areas will make reference to their special interest and character and appearance, and the significance of Listed Buildings will be discussed with reference to the building, its setting and any features of special architectural or historic interest which it possesses.

Levels of significance

- 3.22 In accordance with the levels of significance articulated in the NPPF, three levels of significance are identified:
- **Designated heritage assets of the highest significance**, as identified in paragraph 194 of the NPPF comprising Grade I and II* Listed buildings, Grade I and II* Registered Parks and Gardens, Scheduled Monuments, Protected Wreck Sites, World Heritage Sites and Registered Battlefields (and also including some Conservation Areas) and non-designated heritage assets of archaeological interest which are demonstrably of equivalent significance to Scheduled Monuments, as identified in footnote 63 of the NPPF;
 - **Designated heritage assets of less than the highest significance**, as identified in paragraph 194

of the NPPF, comprising Grade II Listed buildings and Grade II Registered Parks and Gardens (and also some Conservation Areas); and

- **Non-designated heritage assets.** Non-designated heritage assets are defined within the Government's Planning Practice Guidance as "*buildings, monuments, sites, places, areas or landscapes identified as having a degree of significance meriting consideration in planning decisions, but which are not formally designated heritage assets*"¹¹.

3.23 Additionally, it is of course possible that sites, buildings or areas have **no heritage significance**.

Assessment of harm

3.24 Assessment of any harm will be articulated in terms of the policy and law that the proposed development will be assessed against, such as whether a proposed development preserves or enhances the character or appearance of a Conservation Area, and articulating the scale of any harm in order to inform a balanced judgement/weighting exercise as required by the NPPF.

3.25 In order to relate to key policy, the following levels of harm may potentially be identified:

- **Substantial harm or total loss.** It has been clarified in a High Court Judgement of 2013¹² that this would be harm that would 'have such a serious impact on the significance of the asset that its significance was either vitiated altogether or very

much reduced'; and

- **Less than substantial harm.** Harm of a lesser level than that defined above.

3.26 It is also possible that development proposals will cause **no harm or preserve** the significance of heritage assets. A High Court Judgement of 2014 is relevant to this¹³. This concluded that with regard to preserving the setting of a Listed building or preserving the character and appearance of a Conservation Area, 'preserving' means doing 'no harm'.

3.27 Preservation does not mean no change; it specifically means no harm. *GPA 2: Managing Significance* states that "*Change to heritage assets is inevitable but it is only harmful when significance is damaged*". Thus, change is accepted in Historic England's guidance as part of the evolution of the landscape and environment. It is whether such change is neutral, harmful or beneficial to the significance of an asset that matters.

3.28 As part of this, setting may be a key consideration. For an evaluation of any harm to significance through changes to setting, this assessment follows the methodology given in *GPA 3: The Setting of Heritage Assets*, described above. Again, fundamental to the methodology set out in this document is stating '*what matters and why*'. Of particular relevance is the

¹¹ DCLG, Planning Practice Guidance, paragraph: 039 (ID: 18a-039-20140306, Revision date: 06 03 2014)

¹² EWHC 2847, R DCLG and Nuon UK Ltd v. Bedford Borough Council

¹³ EWHC 1895, R (Forge Field Society, Barraud and Rees) v. Sevenoaks DC, West Kent Housing Association and Viscount De L'Isle

checklist given on page 13 of *GPA 3: The Setting of Heritage Assets*.

3.29 It should be noted that this key document states that:

“setting is not itself a heritage asset, nor a heritage designation”¹⁴

3.30 Hence any impacts are described in terms of how they affect the significance of a heritage asset, and heritage values that contribute to this significance, through changes to setting.

3.31 With regards to changes in setting, *GPA 3: The Setting of Heritage Assets* states that *“conserving or enhancing heritage assets by taking their settings into account need not prevent change”*.

3.32 Additionally, it is also important to note that, as clarified in the Court of Appeal¹⁵, whilst the statutory duty requires that special regard should be paid to the desirability of not harming the setting of a Listed Building, that cannot mean that any harm, however minor, would necessarily require planning permission to be refused.

Benefits

3.33 Proposed development may also result in benefits to heritage

assets, and these are articulated in terms of how they enhance the heritage values and hence the significance of the assets concerned.

¹⁴ Historic England, 2017, *Historic Environment Good Practice Advice in Planning Note 3 (Second Edition): The Setting of Heritage Assets*

¹⁵ *Palmer v Herefordshire Council & Anor* [2016] EWCA Civ 1061 (4th November 2016)

4. Planning Policy Framework

4.1 This section of the Report sets out the legislation and planning policy considerations and guidance contained within both national and local planning guidance which specifically relate to the application site, with a focus on those policies relating to the protection of the historic environment.

Legislation

4.2 Legislation relating to the Built Historic Environment is primarily set out within the Planning (Listed Buildings and Conservation Areas) Act 1990 which provides statutory protection for Listed Buildings and Conservation Areas.

4.3 Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that:

“In considering whether to grant planning permission [or permission in principle] for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State, shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.”

4.4 In the 2014 Court of Appeal judgement in relation to the Barnwell Manor case¹⁶, Sullivan LJ held that:

“Parliament in enacting section 66(1) did intend that the desirability of preserving the settings of listed buildings should not simply be given careful consideration by the decision-maker for the purpose of deciding whether there would be some harm, but should be given “considerable importance and weight” when the decision-maker carries out the balancing exercise.”

4.5 Recent judgement in the Court of Appeal¹⁷ (‘Mordue’) has clarified that, with regards to the setting of Listed Buildings, where the principles of the NPPF are applied (in particular paragraph 134 of the previous draft of the NPPF, the requirements of which are now given in paragraph 196 of the revised NPPF, see below), this is in keeping with the requirements of the 1990 Act.

4.6 With regards to development within Conservation Areas, Section 72 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states:

“In the exercise, with respect to any buildings or other land in a conservation area, of any powers under any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.”

¹⁶ East Northamptonshire District Council v SSCLG (2015) EWCA Civ 137

¹⁷ Jones v Mordue Anor (2015) EWCA Civ 1243

4.7 Notwithstanding the statutory presumption set out within the Planning (Listed Buildings and Conservations Area) Act 1990, Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that all planning applications are determined in accordance with the Development Plan unless material considerations indicate otherwise.

National Policy Guidance

The National Planning Policy Framework (July 2018)

4.8 National policy and guidance is set out in the Government's National Planning Policy Framework (NPPF) published in July 2018. This replaced and updated the previous National Planning Policy Framework 2012. The NPPF needs to be read as a whole and is intended to promote the concept of delivering sustainable development.

4.9 The NPPF sets out the Government's economic, environmental and social planning policies for England. Taken together, these policies articulate the Government's vision of sustainable development, which should be interpreted and applied locally to meet local aspirations. The NPPF continues to recognise that the planning system is plan-led and that therefore Local Plans, incorporating Neighbourhood Plans, where relevant, are the starting point for the determination of any planning application, including those which relate to the historic environment.

4.10 The overarching policy change applicable to the proposed development is the presumption in favour of sustainable development. This presumption in favour of sustainable

development (the 'presumption') sets out the tone of the Government's overall stance and operates with and through the other policies of the NPPF. Its purpose is to send a strong signal to all those involved in the planning process about the need to plan positively for appropriate new development; so that both plan making and development management are proactive and driven by a search for opportunities to deliver sustainable development, rather than barriers. Conserving historic assets in a manner appropriate to their significance forms part of this drive towards sustainable development.

4.11 The purpose of the planning system is to contribute to the achievement of sustainable development and the NPPF sets out three 'objectives' to facilitate sustainable development: an economic objective, a social objective, and an environmental objective. The presumption is key to delivering these objectives, by creating a positive pro-development framework which is underpinned by the wider economic, environmental and social provisions of the NPPF. The presumption is set out in full at paragraph 11 of the NPPF and reads as follows:

"Plans and decisions should apply a presumption in favour of sustainable development.

For plan-making this means that:

a) plans should positively seek opportunities to meet the development needs of their area, and be sufficiently flexible to adapt to rapid change;

b) strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within neighbouring areas, unless:

- i. the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for restricting the overall scale, type or distribution of development in the plan area; or
- ii. 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.

For decision-taking this means:

- c) approving development proposals that accord with an up-to-date development plan without delay; or
- d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:
 - i. the application policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or

ii. 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.”

4.12 However, it is important to note that footnote 6 of the NPPF applies in relation to the final bullet of paragraph 11. This provides a context for paragraph 11 and reads as follows:

“The policies referred to are those in this Framework (rather than those in development plans) relating to: habitats sites (and those sites listed in paragraph 176) and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, an Area of Outstanding Natural Beauty, a National Park (or within the Broads Authority) or defined as Heritage Coast; irreplaceable habitats; designated heritage assets (and other heritage assets of archaeological interest referred to in footnote 63); and areas at risk of flooding or coastal change.” (our emphasis)

4.13 The NPPF continues to recognise that the planning system is plan-led and that therefore, Local Plans, incorporating Neighbourhood Plans, where relevant, are the starting point for the determination of any planning application.

4.14 Heritage Assets are defined in Annex 2 of the 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)”

4.15 The NPPF goes on to define a Designated Heritage Asset as a:

“World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under relevant legislation¹⁸” (our emphasis)

4.16 As set out above, significance is also defined 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 significance¹⁹”

4.17 Section 16 of the NPPF relates to ‘Conserving and enhancing the historic environment’ and states at paragraph 190 that:

“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”

4.18 Paragraph 192 goes on to state that:

“In determining planning 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”**

4.19 With regard to the impact of proposals on the significance of a heritage asset, paragraphs 193 and 194 are relevant and read as follows:

“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.

¹⁸ NPPF Annex 2, DCLG, 2018

¹⁹ IBID

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"

4.20 Section b) of the above describing assets of the highest significance also includes footnote 63 of the NPPF, which states that 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.

4.21 In the context of the above, it should be noted that paragraph 195 reads as follows:

"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"

4.22 Paragraph 196 goes on to state:

"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"

4.23 The NPPF also provides specific guidance in relation to development within Conservation Areas, stating at paragraph 200 that:

"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.”

- 4.24 Paragraph 201 goes on to recognise that *“not all elements of a World Heritage Site or Conservation Area will necessarily contribute to its significance”* and with regard to the potential harm from a proposed development states:

“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 195 or less than substantial harm under paragraph 196, 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” (our emphasis)

- 4.25 With regards to non-designated heritage assets, paragraph 197 of NPPF states that:

“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.”

- 4.26 Non-designated assets of archaeological interest which are demonstrably of equivalent significance to a scheduled monument will be subject to the policies for designated heritage assets.

- 4.27 Overall, the NPPF confirms that the primary objective of development management is to foster the delivery of sustainable development, not to hinder or prevent it. Local Authorities should approach development management decisions positively, looking for solutions rather than problems so that applications can be approved wherever it is practical to do so. Additionally, securing the optimum viable use of sites and achieving public benefits are also key material considerations for application proposals.

- 4.28 As set out later in this Report, it can be demonstrated that the proposals would serve to preserve the Grade II Listed *Carriston Cottage* and the Grade II Listed *Foxbury Farmhouse Foxbury Cottages*. Thus, outline application for residential development should be granted as per the requirements of paragraph 38 which state that:

“Local planning authorities should approach decisions on proposed development in a positive and creative way. They should use the full range of planning tools available, including brownfield registers and permission in principle, and work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area. Decisions-makers at every level should seek to approve applications for sustainable development where possible.”

National Planning Guidance

- 4.29 The Department for Communities and Local Government (DCLG) launched the planning practice web based resource in March

2014, accompanied by a ministerial statement which confirmed that a number of previous planning practice guidance documents were cancelled.

4.30 This also introduced the national Planning Practice Guidance (PPG) which comprised a full and consolidated review of planning practice guidance documents to be read alongside the NPPF.

4.31 The PPG has a discrete section on the subject of 'Conserving and enhancing the historic environment' which confirms that the consideration of 'significance' in decision taking is important and states:

"Heritage assets may be affected by direct physical change or by change in their setting. Being able to properly assess the nature, extent and importance of the significance of a heritage asset, and the contribution of its setting, is very important to understanding the potential impact and acceptability of development proposals²⁰"

4.32 In terms of assessment of substantial harm, the PPG confirms that whether a proposal causes substantial harm will be a judgement for the individual decision taker having regard to the individual circumstances and the policy set out within the NPPF. It goes on to state:

"In general terms, substantial harm is a high test, so it may not arise in many cases. For example, in determining whether works to a

²⁰ PPG, paragraph 009 (ID: 18a-009/20140306 revision date 06.03.2014)

listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. It is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting²¹.

While the impact of total destruction is obvious, partial destruction is likely to have a considerable impact but, depending on the circumstances, it may still be less than substantial harm or conceivably not harmful at all, for example, when removing later inappropriate additions to historic buildings which harm their significance. Similarly, works that are moderate or minor in scale are likely to cause less than substantial harm or no harm at all. However, even minor works have the potential to cause substantial harm" (our emphasis)

4.33 With regard to design, the PPG states at paragraph 02 that:

"Good design should:

- e) ensure that development can deliver a wide range of planning objectives**
- f) enhance the quality of buildings and spaces, by considering amongst other things form and function; efficiency and effectiveness and their impact on well being**

²¹ PPG, paragraph 017 (ID: 18a-017-20140306 revision date 06.03.2014)

g) address the need for different uses sympathetically²²."

4.34 Paragraph 23 goes on to explain how to consider buildings and the spaces between them and reads as follows:

"Plans, policies and decisions can effectively manage physical form at a variety of scales. This is how planning can help achieve good design and connected objectives. Where appropriate the following should be considered:

h) layout – the way in which buildings and spaces relate to each other

i) form – the shape of buildings

j) scale – the size of buildings

k) detailing – the important smaller elements of buildings and spaces."²³

Local Planning Policy

4.35 Planning applications within Fareham are currently considered against the policy and guidance set out within the Fareham Borough Local Plan (FBLP). The FBLP Part 1: Core Strategy was adopted in August 2011, and Part 2: Development Sites and Policies was adopted in June 2015.

4.36 Strategic Objective SO11 is:

"To protect and enhance access to green infrastructure, the countryside, coast and

historic environment whilst protecting sensitive habitats or historic features from recreational pressure, and protect the separate identity of settlements, including through the designation of strategic gaps."

4.37 FBLP Part 1 Policy CS17 High Quality Design states (the following is an excerpt):

"All development, buildings and spaces will be of a high quality of design and be safe and easily accessed by all members of the community. Proposals will need to demonstrate adherence to the principles of urban design and sustainability to help create quality places. In particular development will be designed to:

respond positively to and be respectful of the key characteristics of the area, including heritage assets, landscape, scale, form, spaciousness and use of external materials...."

4.38 FBLP Part 1 Policy C6 The Development Strategy states (the following is an excerpt):

"Development will be focused in:

a) Fareham (Policy CS7), the Western Wards & Whiteley (Policy CS9), Portchester, Stubbington & Hill Head and Titchfield (Policy CS11);

b) Land at the Strategic Development Locations to the North of Fareham (Policy CS13) and Fareham Town Centre; (Policy CS8);

²² PPG, paragraph 02 (ID: 26-002-20140306 revision date 06.03.2014)

²³ PPG, paragraph 23 (ID: 26/023/20140306 revision date 06.03.2014)

- c) Land at the Strategic Development Allocations at the former Coldeast Hospital (Policy CS10) and Daedalus Airfield (Policy CS12).

In identifying land for development, the priority will be for the reuse of previously developed land, within the defined urban settlement boundaries including their review through the Site Allocations and Development Management DPD, taking into consideration biodiversity / potential community value, the character, accessibility, infrastructure and services of the settlement and impacts on both the historic and natural environment. Opportunities will be taken to achieve environmental enhancement where possible...”

- 4.39 FBLP Part 2 Policy DSP5: Protecting and Enhancing the Historic Environment states:

“Designated and non-designated heritage assets are an irreplaceable resource that will be conserved in a manner appropriate to their significance, to be enjoyed for their contribution to the quality of life of this and future generations. The wider social, cultural, economic and environmental benefits of their conservation will also be taken into account in decision making.

Development affecting all heritage assets should have regard to relevant guidance, including (but not limited to) the Design Supplementary Planning Document.

Proposals that provide viable future uses for heritage assets, that are consistent with their conservation, will be supported.

In considering the impact of proposals that affect the Borough's designated heritage assets, the Council will give great weight to their conservation (including those that are most at risk through neglect, decay, or other threats). Harm or loss will require clear and convincing justification in accordance with national guidance. Substantial harm or loss to a heritage asset will only be permitted in exceptional circumstances.

Listed Buildings will be conserved by:

- a) supporting proposals that sustain and where appropriate enhance their heritage significance;
- b) refusing to permit demolition, changes of use, or proposed additions and/or alterations that would unacceptably harm the building, its setting or any features of special architectural or historic interest which it possess; and
- c) ensuring that development does not harm, and if desirable, enhances their settings.

Development affecting a conservation area will be permitted where it preserves or enhances its character, setting and appearance, and

- a) takes account of the relevant Conservation Area Character Appraisal and Management Strategy;
- b) does not involve the loss of important features of an individual building that contribute to character and appearance

of the conservation area and /or its setting;

c) its form, bulk, scale, height, massing, alignment, proportion, material, building form and use are appropriate, including having regard to the surrounding buildings, spaces and views; and

d) it does not involve the demolition or partial demolition of a building or structure that positively contributes to the area, without clear and convincing justification.

The Council will conserve Scheduled Monuments, and archaeological sites that are demonstrably of national significance, by supporting proposals that sustain and where appropriate enhance their heritage significance. Proposals that unacceptably harm their heritage significance, including their setting, will not be permitted.

Non-designated heritage assets including locally listed buildings, historic parks and gardens, and sites of archaeological importance will be protected from development that would unacceptably harm their architectural and historic interest, and/or setting taking account of their significance."

Local Plan Policies with regards to the NPPF and the 1990 Act.

4.40 With regard to Local Plan policies, paragraph 213 of NPPF states that:

"existing policies should not be considered out-of-date simply because they were adopted or made prior to the publication of this

Framework. Due weight should be given to them, according to their degree of consistency with this Framework (the close the policies in the plan to the policies in the Framework, the greater the weight that may be given)."

4.41 In this context, where local plan policy was adopted well before the NPPF, and does not allow for the weighing of harm against public benefit for designated heritage assets (as set out within paragraph 196 of the NPPF) or a balanced judgement with regards to harm to non-designated heritage assets (see NPPF paragraph 197) then local planning policies would be considered to be overly restrictive compared to the NPPF, thus limiting the weight they may be given in the decision-making process.

4.42 In this case, although Fareham Borough Local Plan Part 2: Development Sites and Policies and policy DSP5 are of relevance, they were adopted prior to the inception of the NPPF, and as so the weight which can be attributed to them will be determined by their consistency with the policy guidance set out within the NPPF. Since the above policy does not allow for a balanced judgement to be undertaken by the decision maker, the policy is not considered to reflect the guidance within the NPPF and is therefore considered to be out of date. Thus, the weight which can be attached to it in the decision-making process is limited.

Emerging Policy

4.43 The Draft Fareham Local Plan 2036 is currently being prepared. The current Site is being promoted for development as part of

this process. The land immediately east of the current Site has been proposed for development allocation under the reference HA2 Newgate Lane South.

4.44 Policy D3: Historic Environment of the Draft Fareham Local Plan 2036 states:

“All development must conserve, preserve or enhance the quality of the Borough’s heritage assets, including archaeological sites, in a manner appropriate to their significance.

Development proposals which would affect designated or non-designated heritage assets, including where these are located within or adjacent to a Conservation Area, will be permitted where:

a) They are accompanied by a Heritage Statement, which provides sufficient detail and is proportionate to the proposal and demonstrates:

- 1. A thorough understanding of the heritage asset affects and its setting, the distinctive local character; and**
- 2. How the proposal impacts on the asset’s significance; and**
- 3. In order of preference how any harm to the asset will be avoided, minimised or mitigated; and**
- 4. Details are provided on the scale, materials, adaptability, use, enclosure, relationships with adjacent assets, definition of**

spaces and streets, alignments, active frontages and setting; and

5. It does not lead to substantial harm to, or loss of, a designated heritage asset.

b) They ensure that extensions and/or alterations respect the historic form, setting, fabric and any other aspects that contribute to the significance of the heritage asset; and

c) They conserve or enhance the use of appropriate materials, design and detailing; and

d) They retain the significance and character of historic buildings when considering alternative uses and make sensitive use of redundant historic assets.”

4.45 Emerging Policy D3 does not allow for a balanced judgement to be undertaken by the decision maker, and therefore the policy is not considered to reflect the guidance within the NPPF. It is therefore likely that this policy will require revision prior to adoption.

5. The Historic Environment

- 5.1 This section provides a review of the recorded heritage resource within the Site and its vicinity in order to identify any extant heritage assets within the Site and to assess the potential for below-ground archaeological remains. Designated heritage assets, HER and AMIE records are illustrated on Figures 1 - 3. Historic Landscape Characterisation data is shown on Figure 4, and LiDAR data on Figure 5. Details of buildings within the Site at Peel Farm are provided at Appendix 1.
- 5.2 Designated heritage assets are referenced using their seven-digit NHLE number, and HHER Archaeology and Historic Building data points are referred to with their four- or five-digit 'site_monui' or 'hbb_site_m' reference number. Locally listed buildings are referred to using their FBC reference number with the prefix 'LB'. Historic England AMIE data is referred to with their seven-digit 'Hob-UID' reference number. A gazetteer of heritage data is included as Appendix 2.
- 5.3 HHER data which duplicates NHLE data is not illustrated on Figure 3, for clarity. Similarly, AMIE data which duplicates HHER data has not been illustrated.

Designated Heritage Assets

- 5.4 No designated heritage assets are located within the Site. The Grade II Listed *Carriston Cottage* (1232711) is located c. 50m west of the Site, and the Grade II Listed *Foxbury Cottages Foxbury Farmhouse* is located c. 210m north of the Site (1094242).
- 5.5 Designated heritage assets in the vicinity of the Site are considered in further detail in the *Setting Assessment* section below.

Non-Designated Heritage Assets

- 5.6 A locally listed building (FBC ref. LB/20/306) is recorded within the Site. However, this building is no longer present (discussed further below). None of the remaining buildings within the Site are considered to be heritage assets.

Previous Archaeological Works

- 5.7 The route of the Newgate Lane Relief Road immediately east of the Site was subject to geophysical survey and trial trench evaluation (comprising 44 trenches) in 2016.²⁴ The edges of some of the geophysical survey transects extended into the

²⁴ Thames Valley Archaeological Services (TVAS), 2016. *B3385 Newgate Lane South, Fareham, Hampshire, An Archaeological Evaluation for Hampshire County Council*.

eastern part of the current Site. The locations of the geophysical survey area and trial trenches are illustrated on Figure 3, and the trenches discussed below have been numbered accordingly on the figure.

- 5.8 No anomalies of possible archaeological origin were recorded within the current Site by the geophysical survey. Across the 44 trenches, no geophysical anomalies were found to correspond with archaeological features, being either not present or corresponding with geology and land drains.
- 5.9 Trench 9 c. 220m to the south of the Site recorded three undated gullies containing a small amount of burnt flint. Burnt flint can be indicative of prehistoric activity, sometimes transitory in nature, although it is not clear whether the artefacts were associated with the gullies or pre-dated them.
- 5.10 Trench 12, c. 160m south of the Site, contained an undated gully, and trenches 13, 16, 17 and 19 (c. 150 to c. 40m) to the south-east of the Site contained a small number of gullies of varying forms. The gully in Trench 16 (c. 90m south-east of the Site) contained a single small sherd of Bronze Age or Iron Age pottery, which was stated as being possibly residual.²⁵
- 5.11 Given the relatively low number of gullies spread across a wide area, the lack of dating evidence or associated features, and their varying form, they are likely to have been associated with

agricultural and drainage activity over multiple time periods in the vicinity of the Site. None of the evidence recorded during the trial trench evaluation suggested the presence of significant archaeological remains such as settlement, funerary or industrial activity.

- 5.12 A small number of further archaeological events have taken place within the study area, which are discussed in the relevant period sections below.

Prehistoric (pre-43 AD)

- 5.13 The findspot of a Palaeolithic handaxe is recorded c. 815m south-east of the Site (HHER ref. 19704, AMIE ref. 234443). As discussed above, trial trench evaluation in advance of construction of the Newgate Lane Relief Road recorded a gully c. 90m south-east of the Site which contained a single small sherd of pottery, of Bronze Age or Iron Age origin. This sherd may be residual (not in situ) and does not suggest the presence of further prehistoric activity at this location or within the Site. A small amount of burnt flint which could potentially indicate some form of low-level prehistoric activity was recorded in a trench c. 220m south of the Site.
- 5.14 No other prehistoric activity is recorded within the study area, and none is recorded within the Site. There is no current evidence to suggest that prehistoric activity was focused within

²⁵ TVAS, 2016. *B3385 Newgate Lane South, Fareham, Hampshire, An Archaeological Evaluation for Hampshire County Council 7*

the Site.

Romano-British (AD 43 - 410)

- 5.15 Little evidence of Roman-period activity has so far been recorded around the Gosport Peninsula. A minor Romano-British farmstead and field system has been recorded at Rowner c. 3.25km south-east of the Site, and a salt production site is recorded on the coastline c. 5km west of the Site. A number of farmsteads are also recorded in the vicinity of Fareham, c. 3.1km north-east of the Site. A Roman coastal fort, *Portus Adurni*, was located c. 5.1km north-east of the Site.
- 5.16 The possible site of a Romano-British farmstead has been suggested by the HER c. 460m west of the site (68514) based on the fact that a former post-medieval farmstead at this location was called "Rome". This suggestion is tenuous at best, particularly considering that the farmstead was instead called "Room" on some cartographic sources (e.g. First Edition Ordnance Survey map). The farmstead was removed during the construction of the Peel Common Waste Water Treatment Works in the 20th century.
- 5.17 Construction work at Lee-on-Solent Golf Club (formerly Chark Common) in the 1930s revealed Roman pottery and tiles, at a location somewhere over c. 750m south-east of the Site (AMIE ref. 234425). These finds suggest the potential presence of a Roman tile kiln in the area. The HHER records a possible kiln site

(which is likely to be the same as that recorded on the AMIE data) c. 1.18km south-east of the Site (HHER ref. 31010). It is not clear which of these records is correct, and given the paucity of information it is possible that both potential findspot locations are inaccurate.

- 5.18 Overall, the study area contains very little evidence of Roman-period activity, and there is no current evidence to suggest that such activity was focused within the Site.

Early Medieval (410 AD – 1066) and Medieval (1066 – 1539)

- 5.19 The Site is located within the historic parish of Titchfield, a very large parish which was over 7 miles across.²⁶ The historic settlement of Titchfield itself is located c. 3.7km north-west of the Site. Titchfield is recorded in the Domesday Book of 1086 AD, and the parish church may have originated as early as the 8th century, indicating that the settlement is of early medieval origin. A Premonstratensian abbey was located to the north of the town during the medieval period. The River Meon east of the town was formerly a tidal harbour, now reclaimed land, and a port was located at Titchfield until the 17th century.
- 5.20 The historic core of the village of Stubbington, originally a small village in the hinterland of Titchfield, is located c. 1.5m west of the Site. Stubbington was recorded as a small hamlet, comprising nine households, in the Domesday book. The hamlet

²⁶ Page, W. (ed.). A History of the County of Hampshire: Volume 3. 220-233.

of Crofton, also of early medieval or medieval origin, was located c. 2.3km north-west of the Site.

5.21 A former medieval cruck-framed house known as Brookers Cottage was located c. 190m south-east of the Site (HHER ref. 50763).

5.22 Peel Common was likely established during the medieval period. This long strip of common land appears to have constituted roadside 'waste' ground extending from the broader Chark Common c. 630m south of the Site (the boundary between the two areas of common is unclear), north through the western part of the Site, and terminating at Foxbury c. 275m north of the Site. The approximate extent of Peel Common and Chark Common as recorded on 19th-century Ordnance Survey mapping is illustrated on Figure 3. More extensive common lands were present closer to the settlement of Titchfield (Titchfield/Swanwick Common), suggesting that Peel Common was a marginal rather than an important area of common land within the parish.

5.23 Apart from the presence of Peel Common, which is likely to have been used as roadside pasture, there is no evidence of medieval activity within the Site or in close proximity. There is no current evidence for the presence of medieval rural settlement around the common.

Post-medieval (1540 – 1800) and Modern (1801 – present)

5.24 Fareham Borough Council records show a locally listed building

(FBC ref. LB/20/306) at Peel Farm within the Site boundary. It is described as an 18th/early 19th-century weatherboarded barn, with a half-hipped roof and large central doors. Aerial and cartographic sources and a site visit, cross-referenced with a description of the building provided by the Conservation Officer, indicate that this building is no longer present (see Section 6 for further details).

5.25 The Grade II Listed *Carriston Cottage* (NHLE ref. 1232711, HHER ref. 6146 and 6147) is located c. 50m west of the Site. It was probably constructed in the 18th century. According to the Listing description it originally functioned as a single dwelling, although it may now be in use as separate cottages – the 19th-century Titchfield Tithe Apportionment records that it was in use as two 'tenements' in 1837-38.

5.26 A World War II searchlight battery was formerly located c. 160m north-west of the Site (HHER ref. 41689, AMIE ref. 1521965).

5.27 The Grade II Listed *Foxbury Cottages Foxbury Farmhouse* (NHLE ref. 1094242, HHER ref. 6148, 6149) is located c. 210m north of the Site. This cross-wing former farmhouse was constructed in the 17th century, or possibly earlier. Immediately to the north stands the locally listed Foxbury Stables (HHER ref. 42516, FBC ref. LB/20/308), now converted to residential use.

5.28 The site of a former 19th-century brickworks is recorded c. 700m south-west of the Site (HHER ref. 65122).

5.29 HMS Daedalus, a substantial Royal Navy Air Service airfield in use from World War I until 1996, is located c. 720m south-west

of the Site (AMIE ref. 1401642). A group of blister hangars dating from World War Two are recorded c. 880m south-west of the Site (AMIE ref. 1401737) A group of hangars, recorded during historic building surveys, is recorded by the HHER c. 990m to c. 950m south of the Site (HHER refs. 65950, 65951).

5.30 The Site is first recorded on a 1753 map of the estate of Peter Delme, lord of several manors in Titchfield, Fareham and Rowner (Plate 7), although only the western part of the Site is depicted. The western part of the Site is shown as part of Peel Common. Peel Farm and the Grade II Listed *Carriston Cottage* to the west of the Site are not depicted, although this does not necessarily mean they did not exist at this time as the map has omitted features within the parish but not in the ownership of Delme.

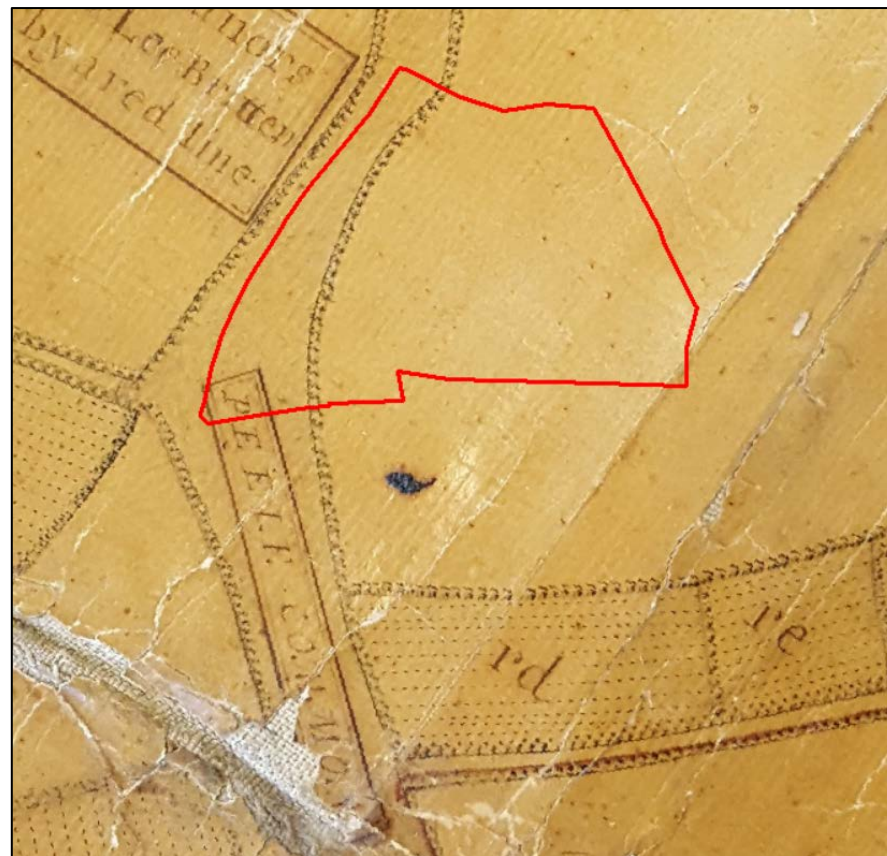


Plate 7: 1753 map of the estate of Peter Delme



Plate 8: Circa 1783 plan and survey of Portsea Island and Gosport and hinterland

5.31 The whole Site is depicted on a c. 1783 plan and survey of Portsea Island and Gosport and hinterland (Plate 25). The western part of the Site is again shown as part of Peel Common. A building is shown at the location of the Grade II Listed *Carriston Cottage* to the west of the Site (A). The majority of

the Site is illustrated as arable land, and the western part is blank, presumably indicating pasture/common. The Site is recorded in a similar layout on an 1803 map of the parish of Titchfield (not illustrated).

5.32 The 1837-8 Titchfield Tithe Map (Plate 9) records a pond in the western part of the Site (B) and illustrates Peel Farm in detail – labelled on the map as ‘Nine Acres Farm’. A number of the farm’s ancillary buildings are recorded within the Site. Within the farmyard and the Site is a large ancillary building (numbered ‘9’ in detailed discussion from paragraph 5.51) which survived into the 20th century but is no longer present. Also recorded is a building in the northern part of the farmyard which may be Building 3, recorded on recent maps but also no longer present. Stubbington Windmill and associated buildings are depicted immediately south-west of the Site, across Newgate Lane (C).

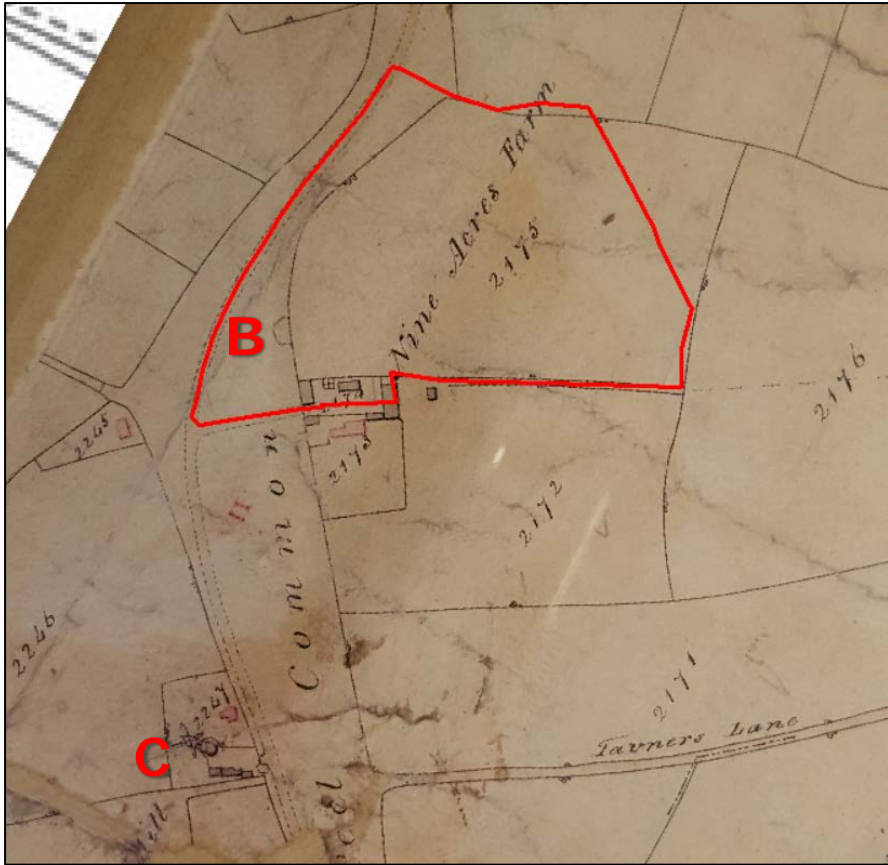


Plate 9: 1837-8 Titchfield Tithe Map

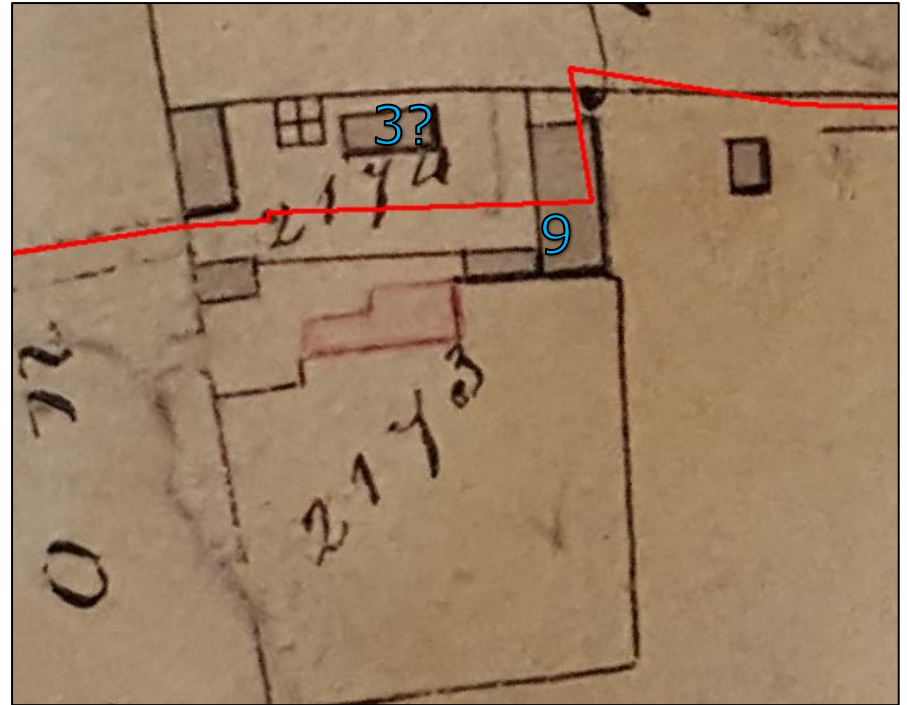


Plate 10: Peel Farm in 1837-38

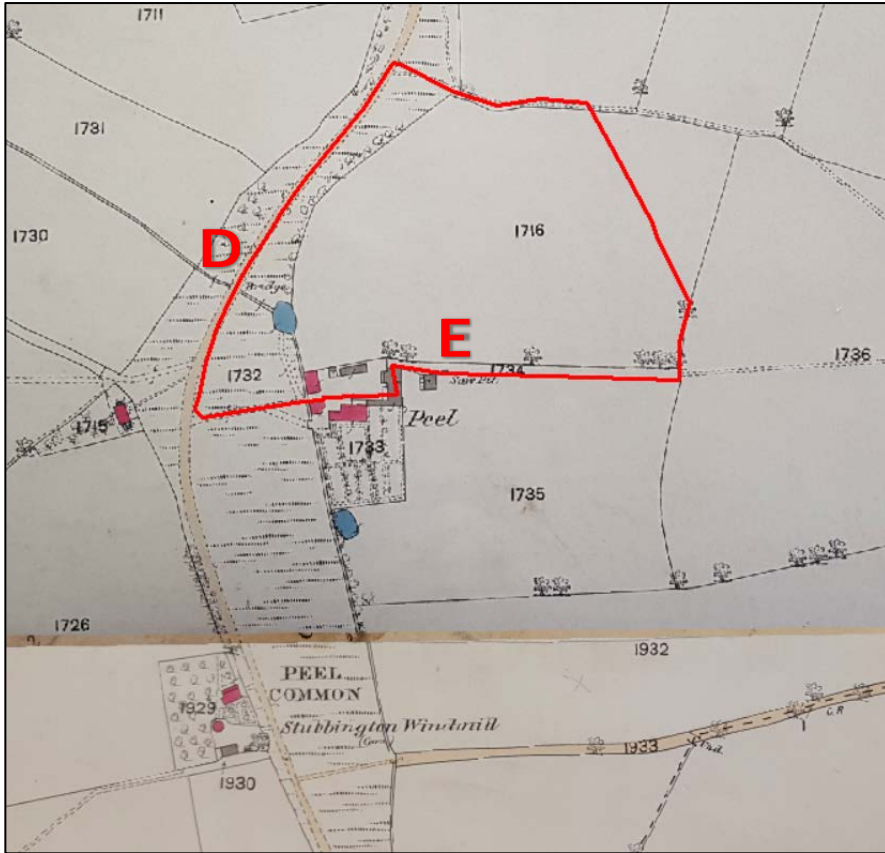


Plate 11: Peel Farm in 1879-80



Plate 12: Peel Farm in 1879-80

5.33 The 1879-80 Ordnance Survey map (Plate 11) records a small bridge over the River Alver adjacent to the north-western Site boundary (D). Peel Common is depicted without subdivisions and appears from the 'grassy' depiction to have still been in use as common land at this time. A saw pit is recorded at Peel Farm, within the Site (E). Four ancillary farm buildings/barns are recorded within the Site (Plate 12), none of which have survived to the present day.

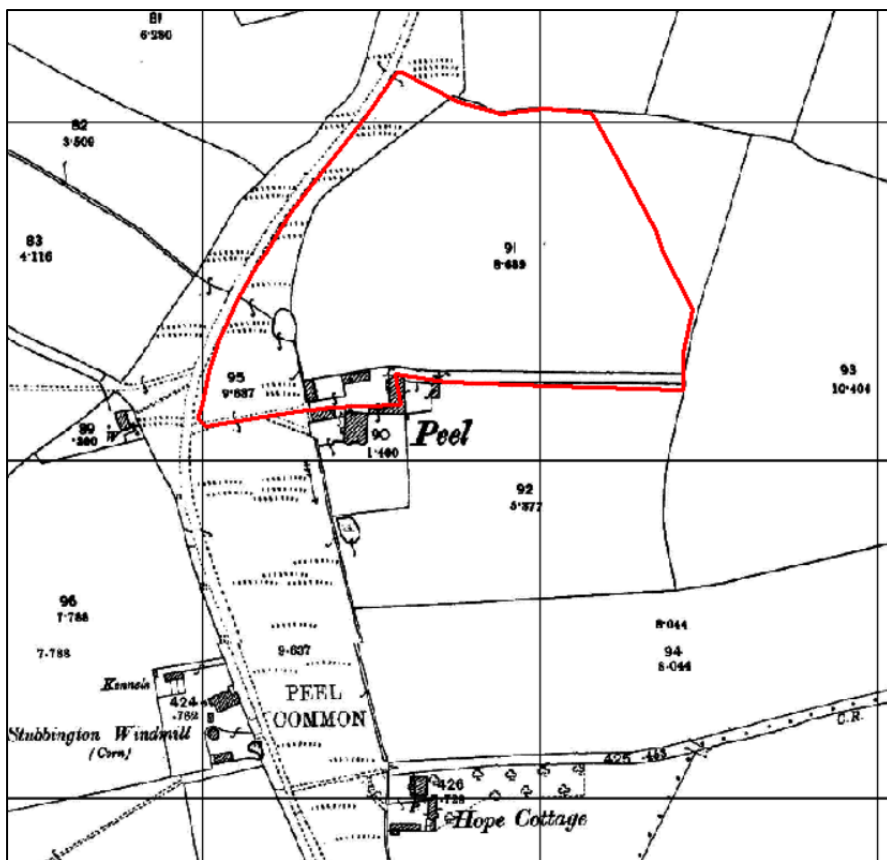


Plate 13: 1898 Ordnance Survey map

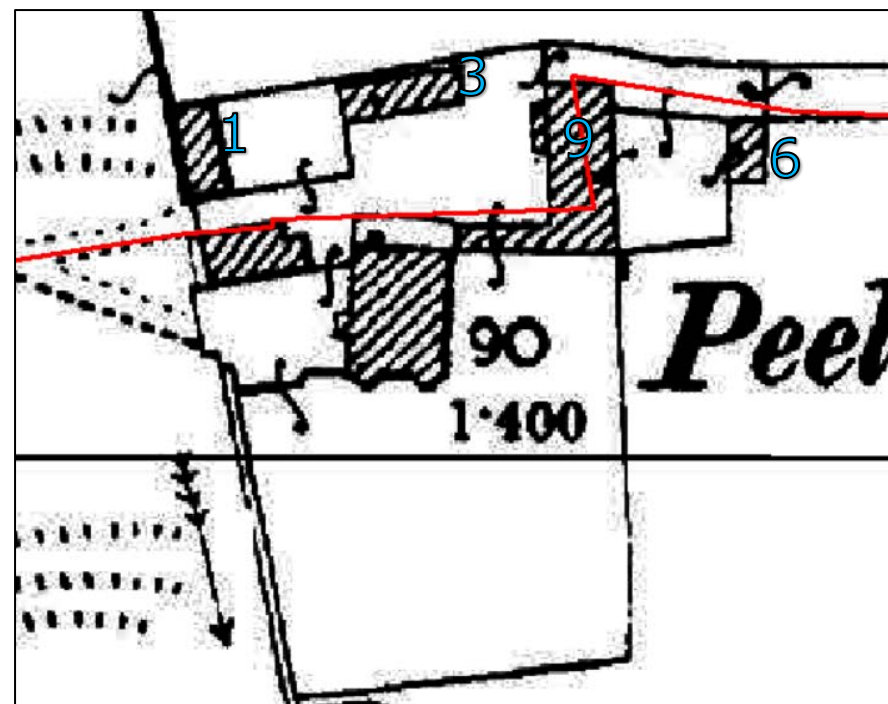


Plate 14: Peel Farm in 1898

5.34 The 1898 Ordnance Survey map (Plate 13, Plate 14) records the rebuilding of the outbuildings at the north-western and north-eastern sides of the farmyard, within and beyond the Site boundaries respectively (Buildings 1 and 6). Building 1 survives today as a poorly-preserved and somewhat altered red brick and slate-roofed barn (see Appendix 1 for photographs) and is considered to be a non-designated heritage asset of limited architectural and historic interest as a late 19th-century ancillary farm building. Building 1 appears to have been built on the brick footings of the earlier building recorded at the same

location on the 1837-8 map. The foundations on the western side are supported by a brick retaining wall along a canalised section of the River Alver. Some earlier fabric also appears to survive to the rear (northern side) of the building, where some lower courses of older brick and a brick buttress survive.

- 5.35 The 1898 map also records the removal of the sawpit and removal of a footpath leading eastward from the farm track at the eastern edge of the Site. Outside the Site boundary, the original farmhouse at Peel Farm had been replaced by a larger house. New rural dwellings are recorded to the south of the Site and Woodcote Lane.

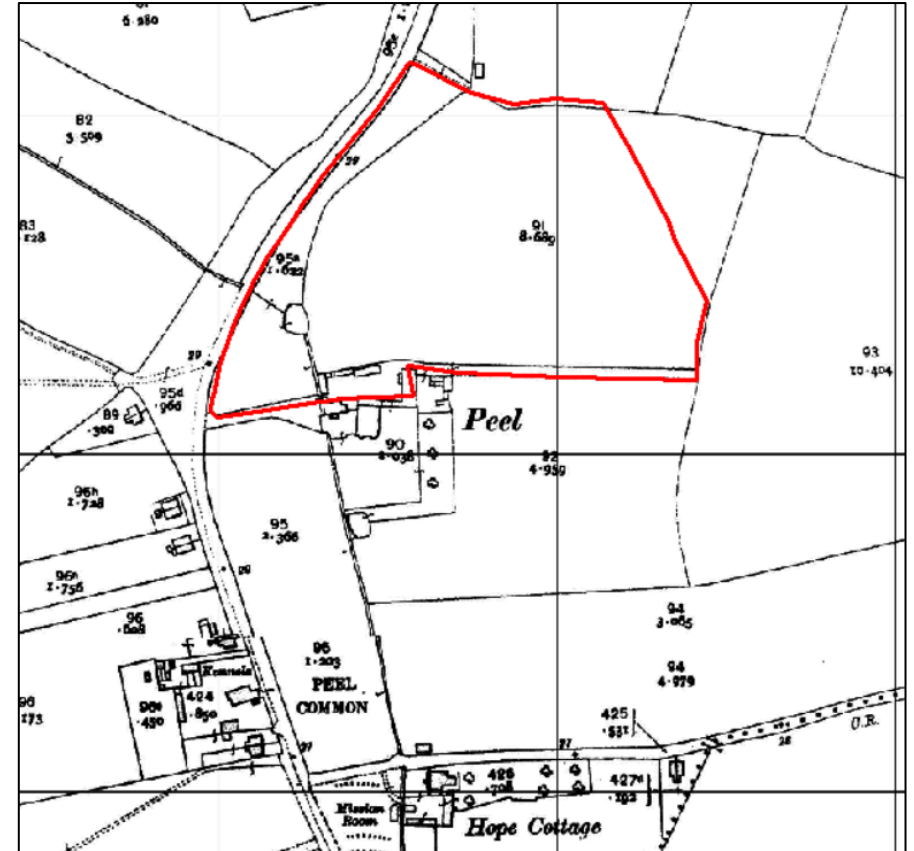


Plate 15: 1932 Ordnance Survey map

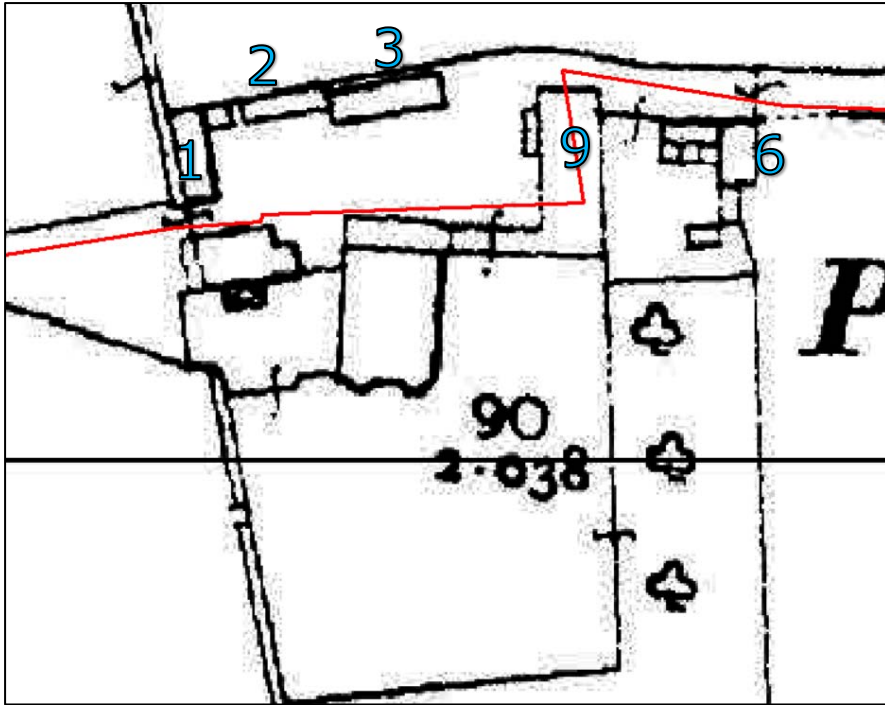


Plate 16: Peel Farm in 1932

5.36 The 1932 Ordnance Survey map (Plate 15, Plate 16) records that a number of additional ancillary structures had been built at Peel Farm by this time, which are no longer present, including Building 2 (see Appendix 1 for photographs). A low section of overgrown brick wall, which may be a farmyard boundary or part of the northern wall of the former Building 2 does survive, although is not of sufficient heritage interest to be considered a heritage asset. A small extension is recorded on the north-eastern side of Building 1. This modern extension is not

considered to be of any heritage interest. Beyond the Site, further cottages and houses had been built to the south-west of the Site since 1898, on the other side of Newgate Lane and Woodcote Lane.

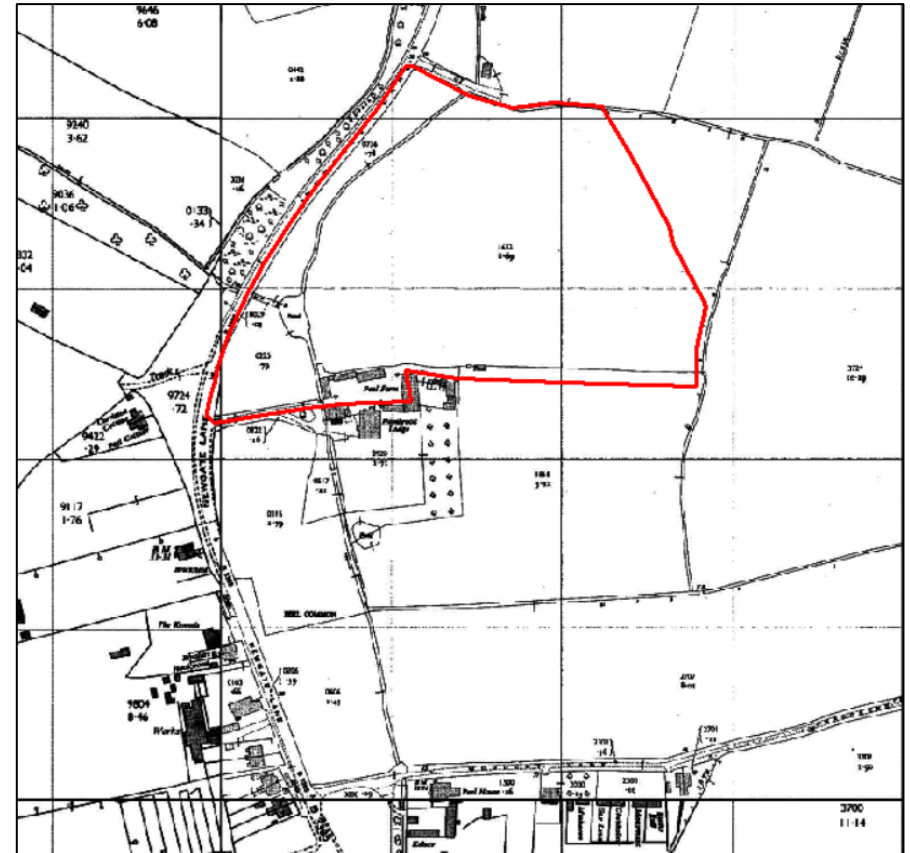


Plate 17: 1954-65 Ordnance Survey map

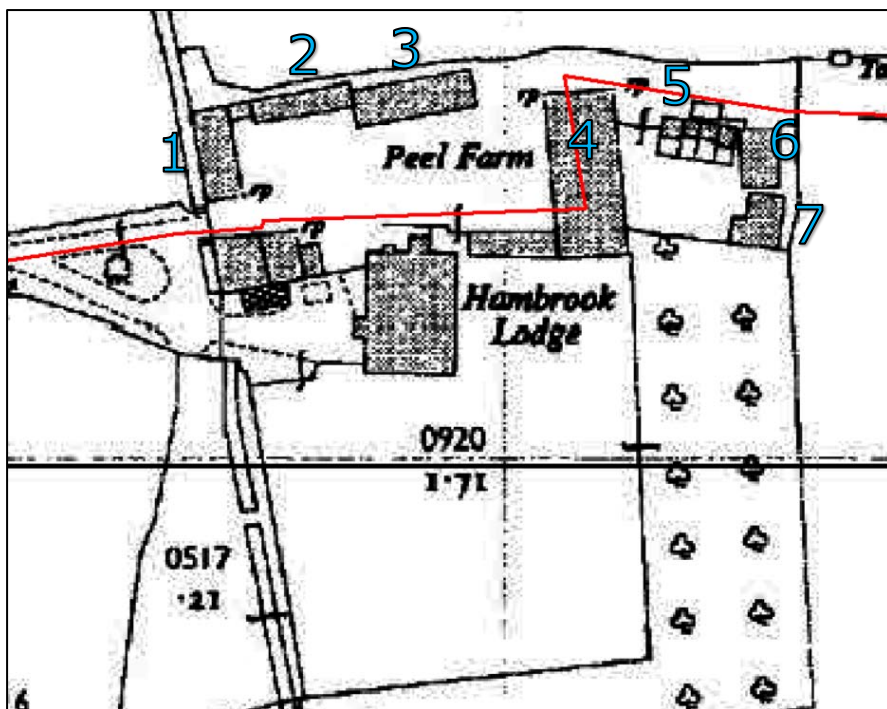


Plate 18: Peel Farm in 1954-65

5.37 The 1954-65 Ordnance Survey map (Plate 17, Plate 18) records a field boundary within Peel Common to the south-west of the Site, suggesting that it had been enclosed for private use by this time. Buildings 5 and 7 had been constructed in the eastern part of Peel Farm, outside the Site. Also beyond the Site boundary, Peel Farmhouse had been rebuilt as or replaced by Hambrook

Lodge.

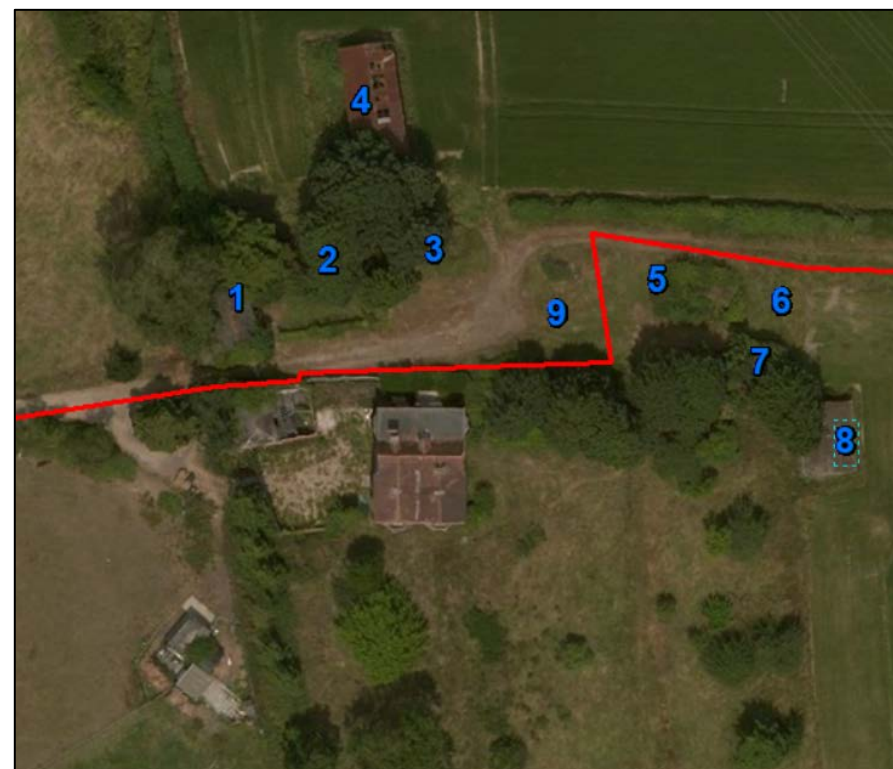


Plate 19: 2018 aerial image of Peel Farm²⁷

5.38 A current aerial photograph of the Site (Plate 19) shows that the pond in the north-western part of the Site, depicted on previous maps, appears to have silted up and become overgrown. This current aerial photograph also shows that Building 9 has been

²⁷ Bing Maps Aerial - © 2018 Microsoft Corporation © 2018 DigitalGlobe ©CNES (2018) Distribution Airbus DS

demolished. Buildings 2 and 3 are also no longer visible as they have also been demolished. Building 4 (a large agricultural barn) had been constructed to the north of the farmyard. Building 4, still present within the Site, is not considered to be a heritage asset.

Locally Listed Building

- 5.39 A locally listed building (FBC ref. LB/20/306) is recorded at Peel Farm within the Site boundary. The building is described in council records (*pers. comm* Mike Franklin) as an 18th- or early 19th-century weatherboarded building with a tiled half-hipped roof, rectangular in plan with the long sides resting on nine staddle stones, and with three stones at each end. The building also featured large central doors, with a door and window at each end.
- 5.40 The location of the locally listed building from Fareham Borough Council's online mapping is provided at Plate 20, which co-locates with Building 2 identified in the assessment above. Building 2 was first recorded between 1898 and 1932, and was not built in the 18th or early 19th century. Analysis of cartographic and aerial photographic sources suggests that the locally listed building was located immediately to the east of Building 2 – where a building (Building 3) with a half-hipped roof is shown on aerial photographs (Plate 20, Plate 21). A modern aerial image and the site visit indicate that apart from a remnant of brick walling, no buildings are located at either the site of the locally listed building (Building 2) as recorded on the council's

online mapping, or the likely actual former location of the building shown on historic aerial photography (Building 3) (Plate 21, Plate 22, Plate 23). As this locally listed building is no longer present, it is not therefore considered to represent a constraint to development within the Site. Furthermore the former locally listed building, described as being mounted on staddle stones, it is not likely to have survived as below-ground archaeological remains. No staddle stones were recorded during the site visit.

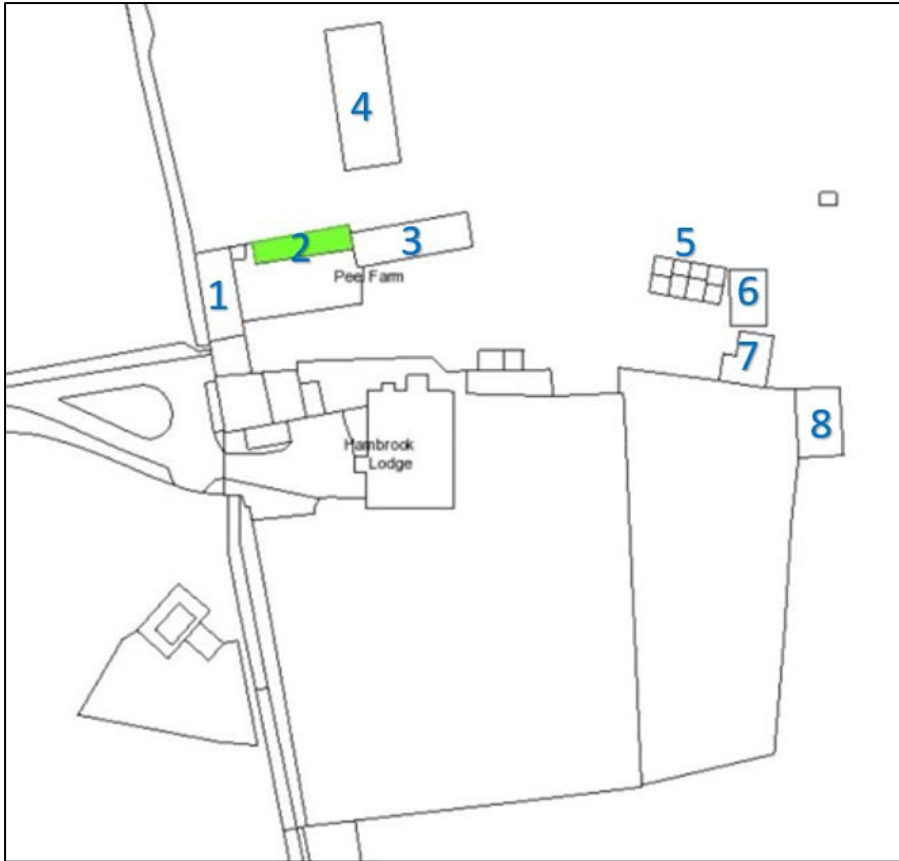


Plate 20: Location of locally listed building as recorded on FBC online mapping (building numbers have been added to this image for clarity).

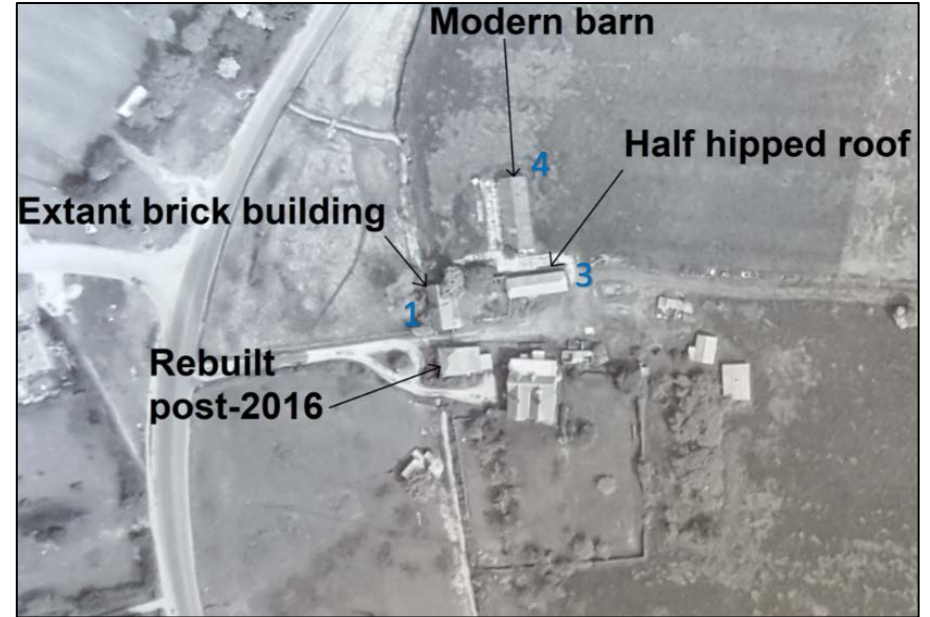


Plate 21: 1979 aerial photograph of Peel Farm²⁸

²⁸ Historic England reference OS/79038 12366 V 57



Plate 22: Detail of northern part of Peel Farm from 1988 aerial photograph²⁹



Plate 23: 2018 aerial image of Site

²⁹ Historic England reference OS/88004 13215 V 9



Plate 24: View of northern part of Peel Farm, looking south-east from Newgate Lane (zoom image)

Undated

- 5.41 HHER record 69510 located c. 530m north of the Site constitutes a data point for the entire archaeological works and finds for the Newgate Lane Relief Road scheme, which extends across a wide area and is discussed above where relevant.
- 5.42 A number of linear cropmarks recorded by the HHER are located within the study area, and depicted on Figure 3. None are located within the Site or in close proximity.
- 5.43 A locally listed building c. 500m north of the Site (FBC ref. LB/20/309) was demolished in 1985, according to FBC records

(the online interactive Historic Environment map).

Historic Environment Summary

- 5.44 Trial trench evaluation for the Newgate Lane Relief Road recorded undated gullies c. 90m to the south-east and c. 220m south-east containing a (possibly residual) sherd of Bronze Age/Iron Age pottery, and a small amount of burnt flint respectively. These gullies varied in form and are likely related to agricultural and drainage functions. The potsherd and burnt flint are both possibly residual and do not appear to indicate the presence of further prehistoric activity. As such, there is no current evidence to suggest that prehistoric activity was focused with the Site itself.
- 5.45 No confirmed evidence of Roman-period activity has been identified within the Site or in close proximity, apart from the presence of a 19th-century farmstead called 'Rome' or 'Room' which does not necessarily suggest the presence of a Roman-period farmstead. There is no evidence to suggest that Roman-period activity was focused within the Site.
- 5.46 The Site formed part of the distant hinterland of the settlement of Ellingham and the outlying hamlet of Stubbington in the early medieval and medieval periods. It is likely that Peel Common, which extended through the western part of the Site, was established in the medieval period as a strip of roadside waste connected to the more extensive Chark Common to the south. There is no current evidence for medieval settlement associated with the former common, and there is no current evidence to

suggest that medieval activity (beyond agricultural use) has taken place within the Site.

- 5.47 The locally listed building recorded within the Site by Fareham Borough Council (FBC ref. LB/20/306) is no longer present and does not therefore present a constraint to development. The existing agricultural and ancillary buildings within the Site date to the latter half of the 19th and 20th centuries, are poorly preserved, and are not considered to be heritage assets apart from Building 1. This late 19th-century ancillary building is considered to be a heritage asset of limited architectural and historic interest, apart from the small modern extension on the

north-eastern side which possesses no heritage significance. The overgrown site of a post-medieval pond within the north-western part of the Site is not considered to be heritage assets. There is potential for the farmyard area of the Site to contain below-ground archaeological remains of former post-medieval farm buildings at Peel Farm. Such remains would be, at most, of local significance, and would not present a constraint to development within the Site.

6. Setting Assessment

- 6.1 Step 1 of the methodology recommended by the Historic England guidance *GPA 3: The Setting of Heritage Assets* (see *Methodology* above) is to identify which heritage assets might be affected by a proposed development.
- 6.2 Development proposals may adversely impact heritage assets where they remove a feature which contributes to the significance of a heritage asset or where they interfere with an element of a heritage asset's setting which contributes to its significance, such as interrupting a key relationship or a designed view.
- 6.3 Consideration was made as to whether any of the designated heritage assets present within or beyond the 1km study area include the Site as part of their setting, and therefore may potentially be affected by the proposed development.
- 6.4 Assets in the 1km study area comprise:
- **Grade II Listed Carriston Cottage, c. 50m west of the Site (1232711) and**
 - **Grade II Listed Foxbury Cottages Foxbury Farmhouse c. 210m north of the Site (1094242).**
- 6.5 Due to the screening effect of topography, built form, vegetation and lack of historic functional association with the Site, designated heritage assets beyond the 1km study area are not

considered to be sensitive to development within the Site.

Grade II Listed Carriston Cottage (1232711)



Plate 25: Carriston Cottage, looking south