

HERITAGE ACTION ZONE

A Gosport Borough Council Opportunity

Consultants Brief for: Gosport Lines, Conservation Area Appraisal and Management Plan

Prepared by: Richard Whittington (Conservation Officer, Gosport Borough Council)

Michelle Lees (Gosport HAZ Programme Manager, Gosport Borough Council)

Date prepared: 24 March 2022

1. Project Summary

## 1.1 Summary

Gosport Borough Council, with financial support and advice from Historic England, is seeking Quotes to complete a Conservation Area Appraisal, including management plan within their borough.

The successful consultant will be required to deliver a Conservation Area Assessment report within nine months. They will be required to review a number of sources held by Historic England, undertake their own research and survey, as well as engaging with communities with interest in the Gosport Lines area – potentially through either in person or remote (online) engagement workshops, interviews or set tasks.

Following discussion with the client, they will need to provide an updated report with completed mapping and a selection of high quality photographs for desk-top publishing within six weeks of receipt of an annotated review of the draft document. They will be required to maintain an archive of project documentation, including the record of engagement activities (anonymised where necessary to ensure compliance with the GDPR), as well as survey notes and photographs for deposition within the Historic Environment Record. The Report should be prepared to second draft stage allowing the Council to undertake public consultation by the **end of March 2023.**

The conservation area appraisal, including management proposals, will be expected to conform to Historic England’s most recent advice note on Conservation Area Appraisal, Designation and Management (see bibliography), providing a succinct statement that is accessible to the intended users and is focused on justified assessments of the importance (either positive or negative) of features of character and the contributions of elements of the area’s special historic or architectural interest to the significance of the area as a whole and therefore clearly justifying the extent of and boundary of any area recommended for designation as a conservation area.

*Historic England will provide their own townscape analysis mapping and survey notes to support the consultant. Meetings will be expected to be held online to reduce need to travel.*

**2. Context**

Gosport is defined by its strategic setting, physically enclosed by sea and historically by military fortifications which constrained the expansion of the town and confined development to within until the early part of the 19th Century. These military fortifications by Sir Bernard de Gomme of mid-17th century and mid-19th century known as the ‘Gosport Lines’ had a fundamental influence on the development of the town and continue to do so.

Many elements of the Lines remain and their influence on the landscape constraining Gosport town to the west can still be discerned. The historic physical route of the Lines has lost some geographical legibility due to developmental intervention and change over the centuries. However surviving components of the Lines have retained their unique characteristics which can still be identified, and as such a designated Conservation Area Appraisal and Management Plan will provide an opportunity to aid understanding of the fundamental importance of the Lines in Gosport’s history and key role in its development as a town. Furthermore celebrating and protecting its uniqueness and encouraging access and enjoyment of perhaps a lesser known heritage asset of great importance and as contributor to the landscape.

**Overview**

Gosport emerged from being a small port town and fishing village to becoming an important strategic military fortification in the 17th century due to the emerging connection with the dockyards in Portsmouth at the time. Fundamental to the history of Gosport during this period were the construction of different phases of ramparts, gun batteries and forts, which formed part of the wider network of defences surrounding Portsmouth Harbour.

The bombardment of Royalist held Portsmouth from Parliamentarian Gosport during the Civil War demonstrated Portsmouth’s vulnerability to a landward attack. Therefore, in 1660 at the instruction of Charles II, the Dutch engineer, Sir Bernard de Gomme, assisted by Thomas Phillips produced plans to provide Gosport with secure fortifications, in addition to improved defences in Portsmouth, though the finished version of the Gosport Lines showed some significant differences from the original design and were unfinished when de Gomme died in 1685.

**Route**

The route of the Gosport Lines, as we understand them today, stretches from Bastion No.1(a Scheduled Monument) to the south of the town centre, past Holy Trinity Church, through Trinity Green westwards forming the boundary to what today is Cockle Pond and the car parks, looking over the fields of fire that are now Walpole Park and beyond. Then taking a generally northerly direction zig-zagging past the end of the High Street and the Grade II Listed former grammar school (now museum), built atop the former ramparts; through the Conservation Areas St George’s Barracks South and North and along the fortifications north of Mumby Road (Scheduled Monument) protecting Royal Clarence Yard to the east. The Lines part over Forton Lake and then continue to their terminus, affording protection of Priddy’s Hard.

**Evolution**

Prior to the aforementioned bombardment of Portsmouth, Gosport had not been considered to be of military importance and therefore lacked fortification. The construction of the Gosport Lines was intended to improve the protection of the landward side of Portsmouth and the approaches to its harbour.

De Gomme’s fortifications were barely finished by the beginning of the 18th century when considered to be inadequate. The creation of the extension of the line to include Priddy’s Hard began in 1758 at the same time that the existing Gosport Lines underwent redesign and enlargement along its route.

Further alterations to the Gosport Lines were carried out in the late 18th century, mainly in the Holy Trinity area, including the erection of double gates through the existing line on the Fareham Road.

Alterations to the defences during the Napoleonic period were generally additions or improvements to the existing Lines. An additional section of the defensive line was constructed in the Cockle Pond and Holy Trinity Church area from 1797 to 1802 and a bastion was constructed near the church in 1802-3 (Bastion No.1). These earthworks forming rampart and bastion are almost unique in their surviving form and with the moat and sluice they are a Scheduled Monument.

Although the Gosport Lines have been altered and stretches removed there is surviving evidence for defensive works from this period above and below-ground. There is significant archaeological potential associated with the defensive infrastructure of the town, above and below-ground. Not least due to the demolition of sections of the Gosport Lines with the material pushed into the moat and levelled.

**The aim of the project is to produce a Conservation Area Appraisal and Management Document to characterise the historic Gosport Lines and as an opportunity to aid awareness and better understanding of their existence and the role in shaping Gosport’s history and character. Many of the aspects of the Lines are unique attributes that when better understood, will inspire pride in sense of place. A Conservation Area Appraisal and Management Document will ensure the above aims are met.**

**Scope of Project and Deliverables**

The project will produce an historic characterisation of the Lines, **firstly in the form of an initial, brief assessment report, to be followed by a draft appraisal and management plan,** as set out below.The scope of the project covers a Study Area which extends from Bastion No.1 in the south to Priddy’s Hard in the north.

The study area is in multiple ownerships, including private businesses, residential property owners, The Church of England, as well as the public sector (including Ministry of Defence and Borough Council). There is strong public interest in the area with both the Gosport Society and local interest groups providing public voices. A large part of the study area is public open space that makes an important contribution to the amenity of local people and is an attractor for visitors. Similarly, expanses of the area are not currently available to the public (fortifications north of Mumby Road – Scheduled Monument), though future public access remains an aspiration.

Gosport Borough Council in partnership with the Gosport Society, Defence Infrastructure Organisation and Hampshire County Council were successful in a bid for Heritage Action Zone Status in 2019. The area was chosen as one of 9 second round Heritage Action Zones by Historic England. As such the Borough Council, HAZ partners and other community organisations, as well as the appropriate ward Councillors will be important stakeholder for the project.

**2.1 The Requirements for Conservation Area Assessment Report**

**We require an initial, brief assessment report that shall:**

**1.       Review the historic data and map evidence to demonstrate a clear understanding of the significance, extent, and influence on the landscape of the Gosport Lines; and,**

**2.       Identify an area that could be considered for designation, including advice on integrating existing conservation areas into a new designation;**

**This report will be for Gosport Borough Council internal review, following which:**

**3. A draft Appraisal and Management Plan is to be produced for GBC review; Regulatory Board and public consultation, prior to adoption.**

The Gosport Lines have been considered within a number of studies that have revealed or documented its historic interest, identifying elements considered to constitute special historic or architectural interest. These have defined areas of historic character and includes individual designated heritage assets comprising of listed buildings, scheduled monuments and five existing Conservation Areas bound parts of the Gosport Lines route. Nevertheless, there is sufficient evidence to consider whether the Gosport Lines can be defined as one or more areas of special historic or architectural interest with a character or appearance that is desirable to preserve or enhance in its own right, and therefore meriting designation wholly or in part as a Conservation Area. Gosport Borough Council require an independent appraisal of the area’s suitability for designation that can be presented for public consultation prior to making any decision about the future designation of this area. There is strong community interest in the area’s future management, as well as landownership pattern that includes residents, public authorities and businesses all of whom may have their own views and information that should be taken into consideration to successfully deliver this project.

As Historic England and the Heritage Action Zone Partnership expect to invest in the area over time, there is a need for a strategic understanding of the issues and opportunities for enhancement within the area to help to direct that investment.

In the circumstance that the area (or part of it) is subsequently designated as a Conservation Area the Council will need a professionally produced Conservation Area Appraisal to inform their decisions and provide landowners with understanding of what the designation is intended to protect as well as where opportunities for enhancement exist. The designation report should be readily adaptable as an appraisal subject to the area’s designation. Its contents should be suitable to:

1. Inform delivery of local plan policy and to ensure the Council’s decision makers can fulfil their statutory obligations where decisions could affect a Conservation Area
2. Inform planning across the proposed Conservation Area – as a reference for the Council’s Conservation and Planning Policy and Applications Officers and Members and as a guide for prospective applicants, providing certainty on:
* what needs to be protected and preserved
* what could be enhanced
* What issues threaten the conservation area’s character, appearance or special interest
1. To inform the delivery of the Gosport Heritage Action Zone’s projects, including investments in public realm or heritage sites on the At Risk Register, as well as follow-on and legacy projects
2. To ensure evidence gathered by the local community is reviewed and incorporated into the Council’s evidence base to capture local understanding and appreciation of the value of the conservation area’s townscape and issues affecting it
3. To understand the impact of natural processes on the erosion or degradation of heritage assets or the character or appearance of the Conservation Area
4. To understand the contribution of the natural environment to the character or appearance of the area that is desirable to preserve or enhance
5. To identify areas of anti-social behaviour that are a particular issue for the conservation and enjoyment of the area, that constitute heritage crime and factors that contribute to their prevalence
6. To identify buildings or areas that are likely to change use or are in need of new uses and relevant conservation considerations that should be considered in their repurposing
7. To inform well-considered climate change mitigation and adaption responses to the existing buildings or landscape
8. To inform and recommend design guidance and management proposals for the area.

The process of preparing the report needs to be inclusive and should encourage people to explore and learn about the heritage of the area, raising awareness and enjoyment of the historic environment.

**3. Scope of Work**

The development of the Conservation Area Appraisal and Management Plan is time critical to inform further stages of the Heritage Action Zone programme. Consultants will need to demonstrate their ability to deliver the appraisal within the timescale, including providing evidence of their organisational resilience and quality assurance measures. The report will be prepared to a second draft stage allowing the Council to undertake public consultation by end of **March 2023.** Exceptionally, and subject to government guidance on the need for social distancing this may require remote working including using remote assessment methods and this will mean some assumptions will need to be made, which will be tested through review by the Gosport Borough Council, with assistance from the HAZ Partnership and key stakeholders, as well as public consultation. Nevertheless it is assumed that proposals will include the cost of time and expenses for travel to and from site for survey, research and meetings as necessary to complete the report in line with good practice.

**3.1 Gosport Lines Survey, Research and Analysis:**

Historical information for the Gosport Lines held by Gosport Borough Council is largely map based chronology and history which will be available to the consultant to inform assessments of architectural and historic interest. It is expected that the consultants will identify relevant repositories and information that should be accessed and undertake research as necessary to fill any information gaps necessary to complete the report. Additional survey of the area’s character and appearance and condition will be required, leading to the production of quality map based data to be included in the report.

In the first instance, it is expected that this should be achievable in person with social distancing. However should the requirements of public health controls require more remote survey this may be necessary to achieve delivery of the project within the time frame using, for example, Google mapping and Street View. It is accepted that this may result in some inaccuracies and it will be necessary for the Client Team to identify any of these before agreement of the final First and Second Drafts. Nevertheless, to achieve a high quality result, consultants who can demonstrate a high level of pre-existing knowledge of the survey area within their team, in addition to experience of appraisal of large and complex conservation areas, will be given preference. Consortium bids are welcome but should make clear how local knowledge will be used.

**Summary of Project Stages**

* Review the historic data and map evidence to demonstrate a clear understanding of the significance, extent, and influence on the landscape of the Gosport Lines;
* To identify an area that could be considered for designation, including advice on integrating existing conservation areas into a new designation;
* GBC review of initial assessment report;
* Preparation of draft appraisal and management plan;
* GBC to take draft report to Board to seek approval to go out to public consultation;
* Public consultation and assessment of responses;
* Completion of final report and management plan in a format we can easily adapt.
* GBC to take final report to Board for designation.
* Formal adoption of Conservation Area Appraisal and Management Plan.

## 3.2 Report Content

The designation assessment report should include text for the Sections set out below:

* Executive Summary setting out the key findings and recommendations of the assessment
* Purpose and Scope of the Report
* Method Statement, explaining the process of research, survey and engagement and guidance and legislation followed in preparing the report
* Gosport Lines Area in Context
	+ Including a description of the location, setting and topography of the study area
* Assessment of historic Interest
	+ Including key phases of development represented by the study area and their importance in national, regional and local contexts. Themes of special historic interest (including phases of development or events, activities or uses) and their representation through buildings (individually or as groups), structures and areas of the study area should be clearly identified.
* Assessment of architectural Interest
	+ Including identification of key buildings types and dates, styles, materials, form and scale. This should identify whether special architectural interest is reflected in the designation of buildings and structures as listed buildings, but should also provide clear identification of buildings identified as ‘positive contributors’ to any special historic or architectural interest the area may have in part or as a whole.
* Spatial Analysis
	+ Including key elements of scale, street plan and layout, gateways, relationship between character areas and areas of activity or use (past and present), key variations in character including sense of enclosure and contribution to public open space and identification key views or views types as a feature of the area’s character or appearance
* Assessment of character areas
	+ With reference to the existing Historic Characterisation Surveys within the proposed study are, the consultant will be required to identify any character areas that form subdivisions of the study area and provide a succinct character statement for each setting out it’s: distinctive positive architectural character and building types (if any); positive character of open spaces and streets; positive contribution of activity and use including the contribution of public realm and accessibility; positive contribution of trees, greenery and private open spaces; positive views and view types; key positive landscape features; key issues.
	+ Consideration should be given to identifying areas where neutral or negative contribution to character, appearance or architectural quality by buildings or spaces may represent an opportunity for more comprehensive renewal providing opportunities to enhance or better reveal the area’s significance.
* Key Issues, Vulnerabilities and Opportunities for Enhancement
	+ This section should provide a list of each of the key areas that represent potential for action through management proposals, including analysis of how they affect the area’s significance and consideration of the factors that contribute to their impact.
	+ For each item the nature of the issues, vulnerability or opportunity for enhancement should be explained, the potential effect for the Conservation Area’s significance, including its conservation, enjoyment and appreciation should be made clear and the severity in terms of extent and timescale defined. To assist this may be set out in tabular format with colour coding to assist users to determine the most appropriate response for management.
	+ To inform investment in the Conservation Area key focal areas to consider should include evidence of:
		- Distribution of building vacancy and identification of key vacant buildings for action
		- Focal areas for loss of architectural, historic or archaeological interest and/or buildings/monuments in need of repair or maintenance
		- Areas affected by long term lack of use
		- Areas affected by antisocial behaviour
		- Areas where loss of military use requires transition management to new use or/conversely where sustained military or key public sector infrastructure use (e.g. Coastguard) should be prioritised
		- Impacts of motor traffic on use, accessibility, vitality and character
		- Key areas with poor, degraded or problematic public realm
		- Key areas of intrusive development either as buildings or cumulative minor impacts through permitted development rights
* Climate change and energy efficiency considerations: A short section identifying the predictable effects of climate change on the conservation area mitigation and adaption measures

**Key recommendations**

* Recommended Statement of Significance
	+ This should be a succinct statement (no more than 1 side of A4) setting out a summary of the special historic or architectural interest that merits the area’s designation (if the designation is a recommendation of the report).
* Summary of Key Character Features, Issues and Vulnerabilities
	+ This should be a very brief statement setting out when and by whom the appraisal was prepared.
* Recommended designation boundary
	+ Should the report conclude that the designation of a Conservation Area is appropriate this section should set out a reasoned justification for the extent of the boundary chosen for the designated area based on the definition of a conservation area in legislation and applying the government’s policy set out in the NPPF.
* Sources consulted in preparation of the appraisal
* This is not expected to be an extensive list.
* Property owner guidance is required to provide clarity for owners of property within the Conservation Areas in Gosport on the controls and responsibilities introduced by the area’s designation. It should also provide basic guidance on what will require planning consent, how this will be considered differently within the conservation area, how to apply and where to find additional information. This should form a standardised section of text that can be replicated in subsequent reports and appraisals with minimal adaptation.

A gazetteer of other designated and non-designated heritage assets should be set out in an appendix. The format of this should be agreed with the Client Team, but may be arranged by either street or character area or both.

## 3.3 **Process of production, including meetings, review and community engagement**

The consultant should demonstrate that they are able to complete the appraisal within these constraints.

The consultant will receive and review data from Historic England and Gosport Borough Council and identify any data gaps they need to fill. The consultant will then attend a virtual inception meeting with the Heritage Action Zone Partners and agree where data gaps lie that they will need to fill and their approach, including any alterations the consultant may wish to suggest for the boundary of the study area or integration of later project steps. This will be set out in an inception report by the consultant.

It is expected that the consultants will engage with relevant stakeholders to access information and understand the heritage values of the study area and other ways in which the character or appearance may be considered desirable to preserve or enhance. Proposals will need to set out how stakeholders including residents, landowners, interest groups will be engaged including proposals for meetings, workshops, questionnaire survey, tasks or interviews.

It is expected that following research (including literature review), survey and engagement the consultant will prepare a first draft version of the designation assessment report for review by the Borough Council and, following one round of amendment, by the Heritage Action Zone Partnership members and the appropriate Ward Councillors for the area covered by the study. The latter will be consulted through an online meeting. Having collected feedback from this forum the consultant will agree amendments with the Borough Council via the Heritage Action Zone Programme Manager and produce a Second Draft of the appraisal in a format suitable for public consultation and editable by the Borough Council.

All engagement activities must be designed with awareness of and inclusive of the needs of people with protected characteristics as defined by Chapter 1 of the Equalities Act 2010. It should support the Borough Council in delivering its duties to “… reduce the inequalities of outcome which result from socio-economic disadvantage” required by Section 1 of the Act.

Professional insurance must be in place to a level of £5 million (for the duration of the contract)

Public Liability insurance must be in place to a level of £5 million (for the duration of the contract)

# 4. Outputs

## 4.1 Gosport Lines Conservation Area Appraisal & Management Plan Project Stages

*Stage 1*: A project inception report will be presented following an initial evidence review and online inception meeting.

*Stage 2*: In addition to Survey and Research the consultant will engage with key stakeholders to gather understanding of the area’s historic or architectural interest and to determine whether the character or appearance includes elements that are demonstrably desirable to preserve or enhance.

*Stage 3:* An initial assessment report as bullet outline text with ‘hand drawn’ maps will be presented to the Borough Council and following their review and feedback, this will be presented, via virtual team meeting to the Key Stakeholder Group for their input.

*Stage 4:* First Draft Report. A full text report, with photograph ‘contact sheets’ and mapping will be prepared for the Borough Council’s review. The Heritage Action Zone Programme Manager will be responsible for circulating this to the Key Stakeholder Group for initial comment. The Heritage Action Zone Programme Manager will collect feedback and return this to the consultant. This will be reviewed through a meeting between the consultant and Borough Council to agree amendments that may be considered necessary.

*Stage 5:* Second Draft Report. A full text report, with photograph ‘contact sheets’ and completed mapping will be prepared for review by the Borough Council, accompanied by the appropriately collected and labelled digital photographic archive (see above) and Geographic Information System Database/mapping files in a format GBC can adapt.

## 4.2 Mapping

The first draft assessment report may be illustrated with ‘hand coloured’ or finalised digitised maps.

Mapping supplied with the second draft assessment report will be produced in a GIS package editable by the Council. These will include overview mapping of the study area, including the locations of designated heritage assets within and adjacent to the area, as well as townscape appraisal mapping. Further mapping of discrete character areas should be provided where identified as necessary.

## 4.3 Photographs

Photographs will be supplied as publishing quality .jpeg files with a minimum file quality of 300 DPI. Files will be appropriately labelled to allow their insertion into the appraisal following consultation. These will also be presented at lower resolution in a separate ‘contact sheet’ document to aid consultation and including captions to explain the reason for including each photograph and the important features illustrated.

# 5. Monitoring

The Project will be managed by the Council’s Heritage Action Zone Programme Manager, reporting to Gosport Borough Council’s Conservation and Design Manager.

The Project Client Team will comprise:

Heritage Action Zone Programme Manager, GBC

Principal Conservation & Design Officer, GBC

Planning Policy Manager, GBC

Conservation & Design Manager, GBC

Historic Places Advisor, Historic England

They will be responsible for ensuring the process of internal review of the plan and providing feedback to the consultant, sign-off for quality and review, ensuring that the Council’s internal processes are followed to ensure the report can be submitted for public consultation.

The Heritage Action Zone Partnership Team will form a Key Stakeholder Group during the project. This group, including representatives of Historic England, Gosport Borough Council, Gosport Society and the Defence Infrastructure Organisation, will be involved in informal consultation during preparation of the appraisal and formally involved in agreeing the second draft to be used by the Council for consultation.

Consultants are required to demonstrate that their processes will achieve high standards in quality assurance, for example by having secured ISO 9001 or an equivalent system.

Project Team Resilience. Given current circumstance, there is concern that project team members may be unable to continue work on the project for an extended period if suffering from ill health. As such, consultants should identify potential additional staff (either employees or subcontractors) who will be asked to join the Project Team to avoid delay if necessary.

# 6. Timescales

All identified Project Stages (see section 4 above) will need to be completed by the end of March 2023 with an anticipated inception meeting date by 13th June 2022

Consultants are expected to demonstrate in their quotes that they will work to the following timeline:

***May 2022***

* Quotes invited by Gosport Borough Council

***Mid May 2022***

* Clarification time until **11 May 2022**
* Deadline for quotes **31 May 2022**

***Early June 2022***

* Quotes assessed
* Appointment of consultant

***June 2022***

* Data to be forwarded by Historic England and Gosport Borough Council to successful consultants
* Research, consultation and writing to begin

***July to September 2022***

* Stage 3 Initial Assessment Report
* Further research and writing.

***October 2022***

* Conservation Management plan report complete in draft (Stage 4)

# 7. Payment Points

**Payment for the consultant will be dependent on meeting the conditions of grant imposed by Historic England. This will require staged payment based on completion of project steps which will be:**

Completion of Stage 3 on production of the initial assessment report

Completion of Stage 5 on production of the second draft report

# 8. Setting out your Quote

Refer to the Notes for Respondents and the Invitation to Quote (ITQ) information.

# 9. Submission of Quotes

Quotes to be submitted by electronically through ProActis portal. **Deadline noon, 31st May 2022**

Acceptance of Gosport Borough Council’s Standard Terms & Conditions is essential for a compliant submission.

# 10. Bibliography

English Heritage 2008, Conservation Principals: Policies and Guidance for the sustainable management of the historic environment

Historic England, 2019, Historic England Advice Note 1: Conservation Area Appraisal, Designation and Management

Oxford Archaeology, 2014, Gosport: Historic Urban Characterisation Study, Historic England Research Report number: 98/2014

<https://research.historicengland.org.uk/Report.aspx?i=15786>

Appendix A Gosport Lines and Listing 2022 Map

