

Planning Policy

From: Small, Martin <
Sent: 08 September 2018 19:43
To: Planning Policy
Subject: RE: B4 Issues and Options consultation for the next Local Plan
Attachments: 2018-09-08 - Test Valley Local Plan - MS - comments on issues and options.doc

Dear Sir or Madam,

Thank you for your e-mail of 6th July advising Historic England of the consultation on the Test Valley Local Plan Issues and Options.

Pleased find attached our response.

Yours faithfully,

Martin Small

Martin Small BA(Hons) BPI DipCM MRTPI
Principal Adviser, Historic Environment Planning | South East
Planning Group

Direct Line



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From: Planning Policy [mailto:planningpolicy@testvalley.gov.uk]
Sent: 06 July 2018 11:30
Subject: B4 Issues and Options consultation for the next Local Plan

The Council is preparing our next Local Plan for the Borough for the period to 2036.

A Local Plan has to be based upon national planning guidance (National Planning Policy Framework and Planning Practice Guidance), the evidence that we have collected and have taken into account, and what the Council and our communities see as the key planning issues.

The Council is therefore consulting on the issues and options for the next Local Plan, as the first stage in the preparation process, aims to get your views on the issues that face the Borough, and those that live and work in Test Valley will face, and the options for how best to deal with them. This includes how much development we should plan for and where it should go. It is not about identifying possible sites for development at this stage. The consultation includes issues covering: housing, employment, the environment and infrastructure. The potential options we've identified may not through be the only ones, and you can suggest other alternatives, if you think there are more.

The Issues and Options document was been approved by the Council for a ten week public consultation period running from 6th July to 14th September 2018. The document is available on our website www.testvalley.gov.uk/NextLocalPlan

Comments on the Issues and Options document should either be:

- Sent in writing to Planning Policy, Test Valley Borough Council, Beech Hurst, Weyhill Road, ANDOVER, Hampshire, SP10 3AJ; or
- Emailed to planningpolicy@testvalley.gov.uk

Please provide your name and either a postal or email address. If you are responding on behalf of someone else, please also provide the name of the individual/organisation. Please note that emails are subject to a maximum 30Mb size limit, above which they will not be received.

Only those representations that are made in writing and arrive (in either hard copy or electronically) within the ten week period ending at 4.30pm on Friday 14 September 2018 will have the right to have their representations considered. If you respond to this consultation, we will keep you informed of future consultation stages unless you advise us that you want to opt out of such communication.

The next Local Plan will take approximately five years to prepare and following this consultation there will be at least two further opportunities for you to have your say. We will use the results of this consultation to prepare a 'Preferred Options' draft Local Plan. This will be a first draft Local Plan and contain more detailed policies and proposals.

Sharing your personal details

Please note that representations cannot be treated as confidential. If you are responding as an individual, rather than as an organisation, we will not publish your contact details (email/postal address and telephone number) or signatures online, however the original representations will be available for public viewing at our offices by prior appointment. All representations and related documents will be held by the Council for a period of 6 months after the next Local Plan is adopted.

The Council respects your privacy and is committed to protecting your personal data. Further details on the General Data Protection Regulation and Privacy Notices are available on our website <http://www.testvalley.gov.uk/aboutyourcouncil/accesstoinformation/gdpr>

Yours sincerely

Graham Smith
Head of Planning Policy
6th July 2018

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Planning Policy Team
Test Valley Borough Council
Beech Hurst
Weyhill Road
Andover, SP10 3AJ.

Our ref: HD/P5240/01

Your ref:

Telephone

Fax

8th September 2018

Dear Sir or Madam,

Test Valley Local Plan Issues and Options

Thank you for your e-mail of 6th July advising Historic England of the consultation on the Test Valley Local Plan Issues and Options.

Historic England is the Government's adviser on the historic environment. The definition of "historic environment" in the National Planning Policy Framework is wide-ranging, encompassing more than just the built environment: *"All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora."*

There are many issues and matters in the consultation document that are beyond the remit and concern of Historic England and our comments are, as required, limited to matters relating to the historic environment and heritage assets. Given our remit, we start our comments with general advice on local plans and the historic environment.

We note that as an early stage in the formulation of a local plan the current document may be subject to significant change and consequently we consider it appropriate to limit our comments to more general matters; we will comment more specifically and in detail at later stages in the plan making process as appropriate.

In this respect, the comments below are provided for general guidance in the iterative process of preparing appropriate policies for the historic environment. They are based on our revised Good Practice Advice Note: 1: "The Historic Environment in Local Plans", available on the Historic England website:

[\(http://historicengland.org.uk/images-books/publications/gpa1-historic-environment-local-plans/\)](http://historicengland.org.uk/images-books/publications/gpa1-historic-environment-local-plans/)

We consider that there will be opportunities throughout local plans for the recognition of the importance of the historic environment, of the historic environment's role in delivering the Plan's vision and the wider economic, social and environmental objectives for the Plan area, and of the potential impacts of the Plan's policies and proposals on the historic environment. We will expect these opportunities to be taken in the Test Valley Local Plan.



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Paragraph 31 of the National Planning Policy Framework (NPPF) states *"The preparation and review of all policies should be underpinned by relevant and up-to-date evidence"*.

As regards the historic environment, paragraph 187 states;

"Local planning authorities should maintain or have access to a historic environment record. This should contain up-to-date evidence about the historic environment in their area and be used to:

- a) assess the significance of heritage assets and the contribution they make to their environment; and*
- b) predict the likelihood that currently unidentified heritage assets, particularly sites of historic and archaeological interest, will be discovered in the future*

When gathering evidence, it is important to bear in mind that this is not simply an exercise in setting out known sites but, rather, in understanding the value to society (i.e. the significance) of sites both known (such as those on the National Heritage List for England, see www.HistoricEngland.org.uk/listing/the-list) and potential, without which an understanding of the sometimes subtle qualities of the local distinctiveness and character of the local area may be easily lost. In particular:

- In some cases, it might be necessary to identify heritage assets outside a local authority area, e.g. where there are likely to be setting impacts caused by potential development proposals within that area.
- Some asset types are not currently well-recorded. The Register of Parks and Gardens of Historic Interest in England, for example, is thought to represent only around two-thirds of sites potentially deserving inclusion.
- Evidence gathering can help identify parts of a locality that may be worthy of designation as a Conservation Area, or may merit local listing.
- Assessing the likelihood of currently unidentified heritage assets being discovered, particularly sites of historic and/or archaeological interest, will help to future proof the plan.

It may be helpful to collate this information within a Heritage Topic Paper to draw together the evidence prepared and the subsequent implications and actions required.

When commenting on the Pre-Submission version of the Revised Local Plan in 2014 we welcomed references in the Plan to Hampshire County Council's Hampshire Register of Historic Parks and Gardens, Archaeology and Historic Environment Record and Historic Landscape Assessment and to the Council's Conservation Area Appraisal(s), but noted that none of these appeared on the Council's "Evidence Base - Environment" webpage.



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We felt that it would be helpful if the Local Plan made explicit the nature and extent of the evidence on the historic environment on which its policies and site allocations are based. This remains our view for the new Local Plan.

Has the Council any specific historic environment evidence e.g. is there an extensive urban survey? Is there an urban archaeological database? Is there a list of locally important heritage assets? Has the Council undertaken a survey of grade II buildings at risk?

We will expect the Council to have an adequate, up-to-date and relevant historic environment evidence base and to demonstrate in the Local Plan how that historic evidence base has informed and influenced the Plan's policies and site allocations. If the evidence base for the historic environment is not adequate, the Council will need to commission proportionate research, for example:

- detailed historic characterisation work assessing the impact of a proposal for a major urban extension or rural development;
- heritage impact assessments, considering the potential impact of allocations on the significance of heritage assets;
- seeking the views of the local community about what they value about the historic environment of their local area (NPPF, paragraph 155); and/or
- an appropriate archaeological assessment to consider whether heritage assets with archaeological potential are likely to be present in areas where the HER indicates that there has been little or no previous investigation.

We have recently raised with you the desirability of commissioning of a Heritage at Risk Survey to form part of the evidence base for the Local Plan (letter from Marion Brinton, Inspector of Historic Buildings and Areas, to the Council's Head of Planning). In that letter we explained that we appreciated that, as ever, resourcing such a survey would be a key concern but that we would be happy to discuss options with the Council.

Such a survey would assist the Council to satisfy the requirement of paragraph 185 of the National Planning Policy Framework that Plans should set out "a *positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats*" (see our further comments on the requirement for a positive strategy overleaf and on heritage at risk later in this response).

Work in putting together Local Plans will often generate new evidence of the state and significance of the historic environment. Documents, such as historic landscape characterisations, strategic environmental assessments, conservation area appraisals, economic development studies and those supporting supplementary planning documents and local listing assessments, will often contain new evidence.



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We suggest that local planning authorities will find it useful to collect this information and make it publicly available, including through the Historic Environment Record. The information can be invaluable in improving plan-making and decision-making in the future and is of significant public benefit in furthering the understanding of our surroundings and our past.

The evidence base for the historic environment may also assist with the preparation of the Sustainability Appraisal which accompanies the Local Plan and appropriate indicators for monitoring the delivery of the plan.

The National Planning Policy Framework makes it clear in paragraph 8 that the conservation and enhancement of the historic environment is part of the environmental objective, and therefore is an integral part, of sustainable development and that pursuing economic, social and environmental objectives should be sought in mutually supportive ways.

The Framework specifically requires local plans to "*set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats [185]*".

The Framework advises that, in developing the positive strategy, local planning authorities should take into account:

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

We consider that the word "positive" is significant, and we believe that the Plan (and Council) should be proactive in the conservation and enhancement of the historic environment. National Planning Practice Guidance states "*Such a [positive] strategy should recognise that conservation is not a passive exercise*".

We therefore look to local plans to contain commitments to positive measures for the historic environment, e.g. a programme of preparing or reviewing conservation area character appraisals and management plans, the use of Article 4 Directions where the special interest, character and appearance of conservation areas is threatened by the use of permitted development rights or the preparation of a list of locally important assets.



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We also consider that the positive strategy for the conservation and enjoyment of the historic environment requires a plan for the maintenance and use of heritage assets and for the delivery of development that will afford appropriate protection for heritage asset(s) (including when within their setting) and make a positive contribution to local character and distinctiveness.

We further consider that the positive strategy should comprise recognition throughout the Plan of the importance of the historic environment, of the historic environment's role in delivering the Plan's vision and the wider economic, social and environmental objectives for the Plan area, and of the potential impacts of the Plan's policies and proposals on the historic environment.

This strategic approach can inform all aspects of the planning system by recognising and reinforcing the historic significance of places. As part of a sound positive strategy, policies for local housing, retail and transport, for example, may need to be tailored to achieve the positive strategy for conserving and enjoying the historic environment that the NPPF expects.

In formulating the strategy it is advisable and often necessary to consider the following factors:

- How the historic environment can assist the delivery of the positive strategy and the economic, social and environmental objectives for the plan area (NPPF, Paragraphs 126 and 132 and Sections 66 and 72 of the Planning (Listed Buildings & Conservation Areas) Act 1990);
- How the plan will address particular issues identified during the development of the evidence base, including heritage at risk and the reuse of buildings;
- The location, design and use of future development and how it can contribute to local identity and distinctiveness;
- The interrelationship between conservation of heritage assets and green infrastructure, landscape, regeneration, economic development, transport works, infrastructure planning, tourism, social and cultural assets, town centres and climate change mitigation/ adaptation;
- The means by which new development in and around designated heritage assets might enhance or better reveal their character and significance (paragraph 200 of the NPPF);
- The means by which new development in Conservation Areas and within the setting of heritage assets might enhance or better reveal their significance (paragraph 200 of the NPPF);
- How Historic Environment Records and local lists might assist in identifying and managing the conservation of non-designated heritage assets;



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- How the archaeology of the plan area might be managed;
- The possible role for CIL and/or s106 in delivery of required infrastructure;
- Whether master plans or design briefs need to be prepared for significant sites where major change is proposed;
- What implementation partners need to be identified in order to deliver the positive strategy;
- What indicators should be used to monitor the heritage strategy's effectiveness; and,
- In order to deliver an effective strategy for the conservation of the historic environment, is there a need for the plan to include Development Management Policies and where appropriate specific policies for specific assets or specific areas within the plan area?

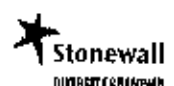
The local plan should consider the inter-relationship of the objectives for the historic environment with the following issues of local importance:

- Building a strong, competitive economy – How might the plan conserve and enhance the quality of the historic environment in order to encourage tourism, help create successful places for businesses to locate and attract inward investment? What opportunities are there for heritage-led regeneration?
- Ensuring the vitality of town centres and villages – What role can the historic environment play in increasing the vitality and attractiveness of town and village centres?
- Supporting a prosperous rural economy – What opportunities does the reuse or adaptation of traditional buildings provide for supporting the rural economy or providing homes for local people? What potential is there for new heritage-led tourism initiatives?
- Promoting sustainable transport – How might new or improved roads and other transport infrastructure be delivered in a manner which also conserves the historic environment of the area? Could the introduction of sustainable transport initiatives offer related opportunities for heritage through improving street/ traffic management or public realm enhancement at the same time?
- Delivering a wide choice of high quality homes – How might the plan encourage adaptive reuse of historic buildings? How might new residential developments best be integrated into historic areas?
- Requiring good design – How might the defining characteristics of each part of the plan area be reinforced in the approach to design?



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The National Planning Policy Framework also requires local plans to include "strategic policies to make sufficient provision for the conservation and enhancement of the historic environment [paragraph 20 d)]". We would be happy to advise on the construction of such a policy or policies.

In addition to requiring a strategic policy or policies, the Framework also explains that non-strategic policies should be used to set out more detailed policies, which can include conserving and enhancing the historic environment.

In fact we consider that specific development management policies are likely to be needed setting out the requirements of development proposals and providing a clear indication of how a decision maker should react to a development proposal affecting a heritage asset or assets as required by paragraph 16 e) of the Framework.

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

The policy or policies should identify those particular characteristics of each type of heritage asset that should be protected or enhanced through development proposals. Further advice on considerations for heritage assets in development management policies is set out in an appendix to this letter.

The development management policy or policies should reflect and be consistent with the requirements in paragraphs 194, 195 and 196 of the National Planning Policy Framework that any harm or loss of a designated heritage asset should require clear and convincing justification, most often in the form of public benefits.

In accordance with paragraphs 193 of the NPPF, the more important the asset, the greater the weight that should be given to its conservation – the greatest weight should be given to designated heritage assets of the highest significance, then other designated assets, then non-designated assets (including archaeological remains, except those that are demonstrably of equivalent significance to designated heritage assets, which should be considered subject to the policies for designated heritage assets).

We would expect the development management policy or policies to set out what is required of applicants e.g.

"Applications which affect, or have the potential to affect, heritage assets will be expected to;



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- i) describe the significance of the asset and its setting, using appropriate expertise; at a level of detail proportionate to its significance and sufficient to understand the potential impact of the proposal; using appropriate references such as the Historic Environment Record and, if necessary, original survey (including, for assets of archaeological interest, an appropriate desk-based assessment and, where necessary, a field evaluation); and
- ii) to set out the impact of the development on the heritage assets and a suggested mitigation that is proportionate to the impact and the significance of the heritage asset, including where possible positive opportunities to conserve and enjoy heritage assets as well as recording loss and advancing knowledge.

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

As noted earlier in these comments, the National Planning Policy Framework requires the positive strategy for the conservation and enjoyment of the historic environment to include heritage assets most at risk through neglect, decay or other threats.

There are currently 13 assets within the Borough on the Historic England Heritage at Risk Register, 12 scheduled monuments and one Registered Park and Garden. However, it should be noted that outside London the Register does not include grade II listed secular buildings at risk, and that other heritage assets may become at risk during the life of the Local Plan. We therefore suggest including wording within local plans along the lines of:

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

As regards site allocations, whatever the potential sources of land for development, Historic England will expect the selection of sites to be allocated for housing (or any development) to be based on, inter alia, full and proper consideration of the potential impacts of development on the historic environment; in particular on heritage assets and their setting, and the need to conserve and enhance those assets. This will require the use of a comprehensive historic environment evidence base as explained earlier in this letter, including specific studies to understand the significance of assets that may be affected.

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



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Setting of Heritage Assets (<http://www.historicengland.org.uk/images-books/publications/gpa3-setting-of-heritage-assets/>).

We will expect the Council to demonstrate how the historic environment has influenced its choice of sites and to set out detailed overriding justification if it proposes the allocation of any sites that would have an adverse impact on a heritage asset or assets.

We also have the following specific comments on the Issues and Options document.

Q.3: Paragraph 4.4 of the consultation document implies that there is a conflict between the ambition of the Council and the communities of Test Valley and "preserving those elements of our communities and environment that make Test Valley the place it is". We would be surprised if this is really the case; we expect that local residents and businesses like Test Valley being the place it is and would want to keep it that way. The historic environment of settlements such as Romsey and the villages is likely to contribute significantly to the quality of life and sense of place of these communities.

Heritage plays a significant role in society, enhancing our wellbeing and quality of life, improving the way places are perceived, and engaging the general public. Historic England's recent publication "*Heritage and Society 2018*" (<https://content.historicengland.org.uk/content/heritage-counts/pub/2018/heritage-and-society-2018.pdf>) presents evidence on the ways that the historic environment benefits individuals and communities, gathered from a wide range of reliable sources including major household panel surveys, systematic literature reviews, bespoke evaluation studies and public opinion surveys.

"*Heritage and Society*" explains how England's historic environment is enjoyed by millions, deeply valued by members of the public, is important for our health and wellbeing, creates a strong sense of place, influences how we perceive places, brings people together and inspires learning and understanding.

Q.8: We express no preference for the options for distributing development. However, whichever option, or combination of options is chosen, we would expect the selection of sites to follow the advice we have set out in this response.

Q.31: We would welcome a tourism policy that encouraged and facilitated access to and the understanding and appreciation of heritage assets, provided that increased access did not harm the significance, or the appreciation of the significance, of the asset.

Q.43: Please see our comments elsewhere in this response.



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We hope these comments are helpful. Please contact me if you have any queries. We would be pleased to comment informally on any draft historic environment policy or policies or potential site allocations in advance of any formal consultation period and to discuss any historic environment issues or comments we may have.

Thank you again for consulting Historic England.

Yours faithfully,

Martin Small

Martin Small
Principal Adviser, Historic Environment Planning
e-mail: martin.small@historicengland.org.uk



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Appendix 1: Considerations for Development Management policies

Archaeology

- The preservation of scheduled monuments and other nationally important archaeological sites and their settings; and
- The preservation, in situ, of other archaeological remains or, in those cases where this is not justifiable or feasible, provision is made for excavation recording; and
- Requiring that an appropriate assessment and evaluation is submitted as part of the planning application in areas of known or potential archaeological interest.
- Appropriate publication/curation of findings

Listed Buildings

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

Conservation Areas

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

Historic Parks and Gardens

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

Locally important heritage assets

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



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