

## South Somerset District Council Site Allocations

Historic Environment Assessments

May 2021



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## 1. Introduction

- 1.1 Avalon Planning & Heritage has been instructed by South Somerset District Council (SSDC) to draft a series of Historic Environment Assessments (HEAs) of a number of site allocations which have been identified as part of the Preferred Options Local Plan Review 2016-2036. The sites selected for assessment are those which have had objections raised with regard to the potential impact of development on heritage assets and their settings. The purpose of the HEAs is to help identify how the historic buildings, townscapes and archaeology in and around the identified sites are sensitive to change, and how new development can be harnessed to contribute to local enhancement and placemaking.
- 1.2 The HEAs set out a positive strategy for the conservation of the historic environment in accordance with paragraph 185 of the National Planning Policy Framework (NPPF), (2019). They

are intended to assist the plan making process, planning officers, developers and members of the community and other stakeholders who may wish to influence how the sites come forward for development in due course.

### Report Structure

- Section 2 sets out the statutory and policy basis for the HEAs and their relationship to the local plan.
- Section 3 provides an explanation of the assessment methodology and presentation.
- Section 4 shows the locations of the sites which have been assessed.
- Section 5 provides a glossary of terms.
- Section 6 contains the full HEAs.

## 2. Statutory and Policy Framework

2.1 Local Authorities have a legal duty under the Planning (Listed Buildings and Conservation Areas) Act 1990 to 'have special regard to the desirability of preserving' the settings of listed buildings (Section 66(1)) and the character and appearance of Conservation Areas (Section 72). Paragraph 185 of the NPPF explains what this means in the context of plan-making. Plans should:

*Set out a positive strategy for the conservation and enjoyment of the historic environment (including assets most at risk) through neglect, decay or other threats. This strategy 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 place.*

2.2 The Local Plan Review Preferred Options Site Allocations which are addressed in this report (and their accompanying HEAs) respond directly to this requirement by identifying heritage-led development principles. They identify the heritage assets which lie within or near to the allocated sites

to establish where significance has the potential to be affected – either directly (for example, where they include heritage assets or sit within conservation areas) or through impacts on setting. They then have a dual role, firstly to assist preservation and conservation by establishing significance, sensitivity and the potential for harm (part a above), and secondly, to identify opportunities for mitigation and enhancement – including opportunities for new development to contribute to character, distinctiveness, senses of place and wider social, economic and cultural benefits (parts b-d above). These roles align with the various objectives and actions set out in the South Somerset Historic Environment Strategy (2017), in particular the overarching objectives which are to:

- 1. Safeguard or enhance the significance of heritage assets and their settings;*
- 2. Reduce or remove risks to heritage assets;*
- 3. Secure the optimum viable use of heritage assets in support of their long term conservation;*
- 4. Ensure development is appropriate in design and materials for its context and makes a positive contribution to the appearance, character, quality and local distinctiveness of the historic environment;*
- 5. Better reveal the significance of heritage assets wherever possible and;*
- 6. Make a positive contribution to economic vitality and sustainable communities.*

2.3 The assessments of significance and consideration of settings impacts follow the methodologies published by Historic England within the following documents:

2.4 *Conservation Principles, Policies and Guidance of the Sustainable Management of the Historic Environment* (2008): Historic England's corporate definition of significance, comprising four heritage values: evidential, historic, aesthetic and communal. These values are used in tandem the definition of significance which is provided in the NPPF glossary.

2.5 *The Setting of Heritage Assets. The Historic Environment, Good Practice Advice in Planning Note 3* (2<sup>nd</sup> edition 2017): the established method for assessing impacts on setting. It recommends a sequential approach which has been followed within the HEAs. Assets with the potential to be affected are identified and the extent to which their setting contributes to or reveals significance. Sensitivity to potential negative effects is indicated and mitigation or enhancement opportunities are identified.

2.6 *Conservation Area Appraisal, Designation and Management. Historic England Advice Note 1* (2<sup>nd</sup> edition); and

*Understanding Place: Historic Area Assessments*, (2017) contain guidance on spatial analysis of historic townscapes which has informed the assessments.

2.7 *The Historic Environment and Site Allocations in Local Plans (Historic England Advice Note 3)*, (2015) provides detailed

guidance on the site allocation process and the purpose and content of HEAs. The guidance provides a 5-stage site selection methodology. The HEAs follow stages 1-4 which comprise:

**Step 1** Identify which heritage assets are affected by the potential site allocation

**Step 2** Understand what contribution the site (in its current form) makes to the significance of the heritage asset(s)

**Step 3** Identify what impact the allocation might have on that significance

**Step 4** Consider maximising enhancements and avoiding harm.

### 3. HEA Methodology and Format

- 3.1 In accordance with *Historic England Advice Note 3* the individual HEAs provide a brief description of the allocated site within its historic context, including its historic development and any historic significance.
- 3.2 The surrounding assets (above and below ground) are then mapped, and the assets with the potential to be affected are numbered. Their significance and setting contribution is then summarised in a table and an impact assessment is provided, identifying sensitivity, potential for harm and mitigation, followed by policy recommendations.
- 3.3 The analysis is based on site visits which were carried out in Summer and Autumn 2020 together with desk-based analysis of historic Ordnance Survey and tithe maps, conservation area appraisals, National Heritage List entries, Somerset Historic Environment Record, Historic England's Heritage at Risk Register and other sources available online.
- 3.4 The assessment also made use of the Somerset Historic Environment Record (HER), a database of heritage assets and archaeological activities that have occurred in the county. This dataset is maintained by the South West Heritage Trust. The assessment also made use of the designated heritage asset datasets provided by Historic England.
- 3.5 In each case the decision to include or exclude assets for settings assessment has been made on the basis of intervisibility or other historic relationships established through fieldwork rather than on the basis of a radial buffer zone or zone of influence.
- 3.6 It should be noted that the HEAs are not a substitute for the assessments of significance and impact which are required to be carried out by the applicant in accordance with Paragraph 189 of the NPPF. Development proposals for the sites will still need to be informed by comprehensive Heritage Impact Assessments and (where relevant) Landscape or Townscape and Visual Impact Assessments provided by the applicant, with input from Design Review Panels where appropriate.
- 3.7 Key local heritage assets have been identified based on the assessor's judgement, however, the HEAs do not remove the right of the LPA to identify additional assets of local heritage value when determining planning applications for the site.
- 3.8 Within the assessment tables for each site a differentiation is made between sensitivities (issues that have the potential to cause harm but could be mitigated) and harm (where the development of the site is likely to cause elements of unavoidable harm).
- 3.9 Sensitive views have been identified, generally where definitive viewing positions can be identified, however there are also cases where multiple dynamic views are available from footpaths – these have generally been referred to in the text rather than as a series of photographs.

- 3.10 Defined viewing positions should be taken as representative, and have been taken from publicly accessible locations on account of practicality. Private views may also be sensitive and may need to be given further consideration by applicants.

#### 4. Locations of assessed sites

4.1 The site allocations identified in the Preferred Options Local Plan Review which have been selected for heritage assessment are shown at Figures 4.1-4.8 below.

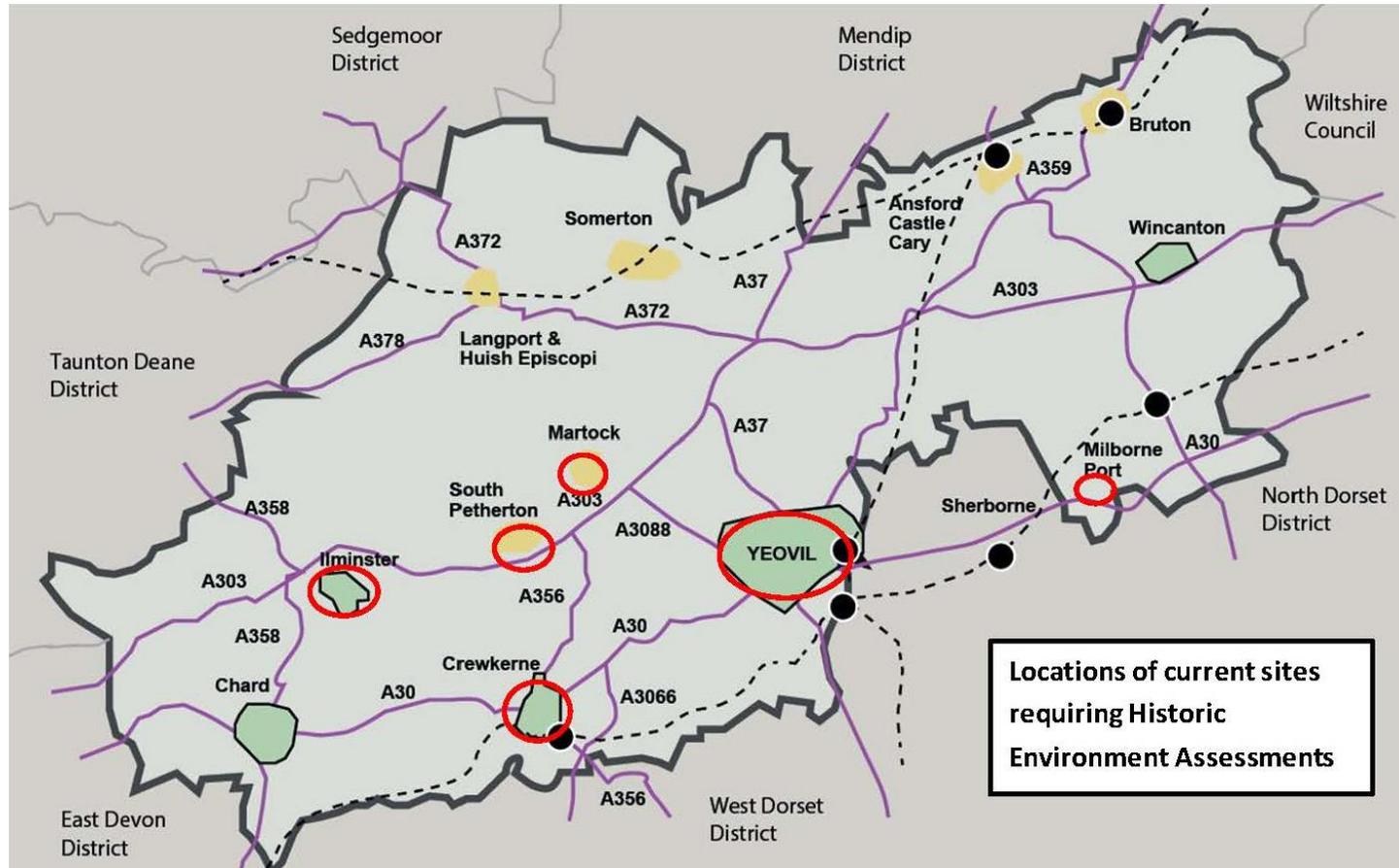


Fig. 4.1: Settlements subject to Historic Environment Assessment

Fig. 4.2 [Below] Crewkerne: Policy CR2; Policy CR3

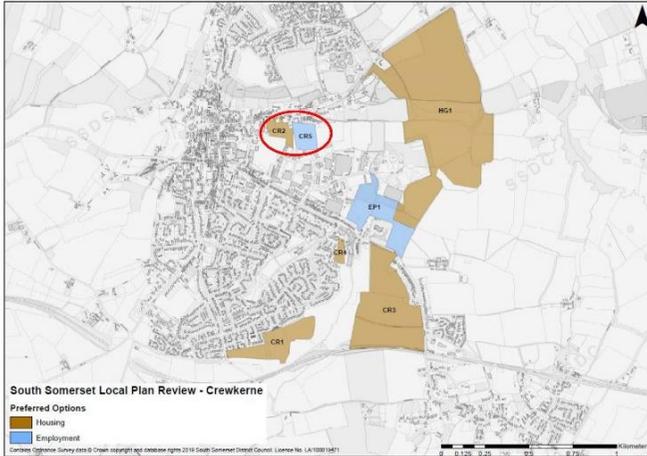


Fig. 4.2: [Above] Crewkerne site locations

Fig. 4.3 [Below] Ilminster: Policy EP1; Policy IM2; Policy IM3

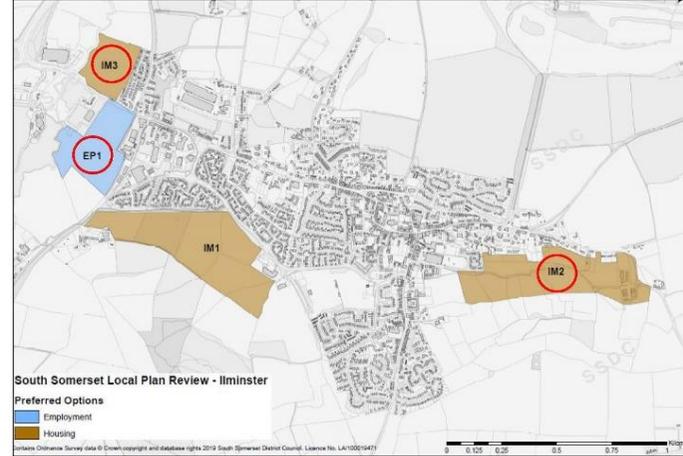


Fig. 4.3: [Above] Ilminster site locations

Fig. 4.4 [Below] Martock: Policy MB1

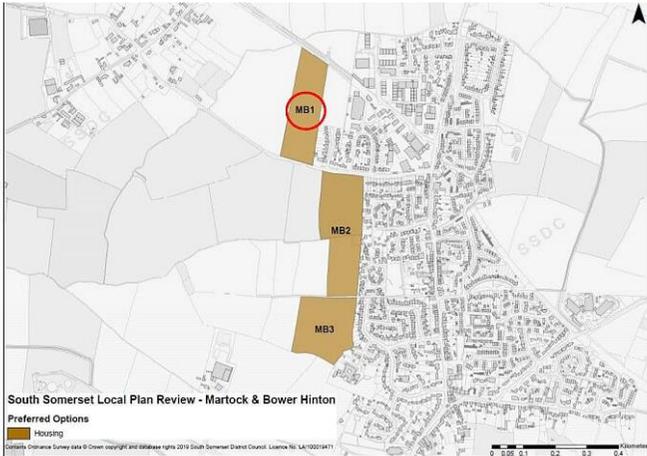


Fig. 4.4: [Above] Martock site locations

Fig. 4.5 [Below] Milborne Port: Policy MP1; Policy MP2



Fig. 4.5: [Above] Milborne Port site locations

Fig. 4.6 [Below] South Petherton: Policy SP2

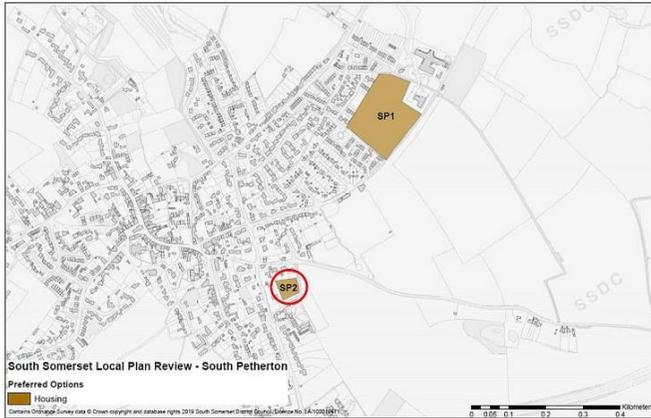


Fig. 4.6: [Above] South Petherton site allocations

Fig. 4.7 [Below] Yeovil: Policy EP1; Policy YV2; Policy YV3; Policy YV9

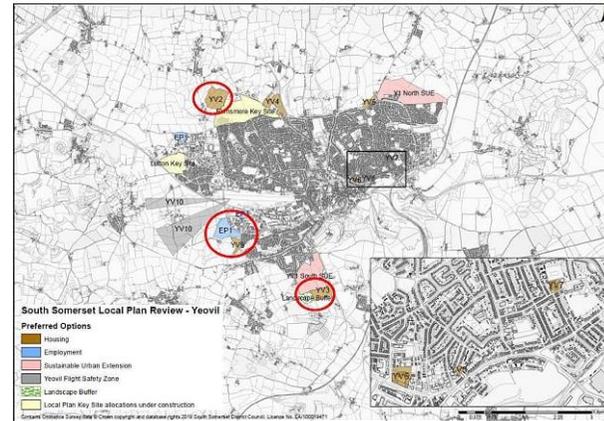


Fig. 4.7: [Above] Yeovil site allocations

Fig. 4.8 [Below] Yeovil Town Centre: Policy TC1 Box Factory; Policy TC1 Cattle Market; Policy TC1 Glovers Walk; Policy TC1 Petters Way

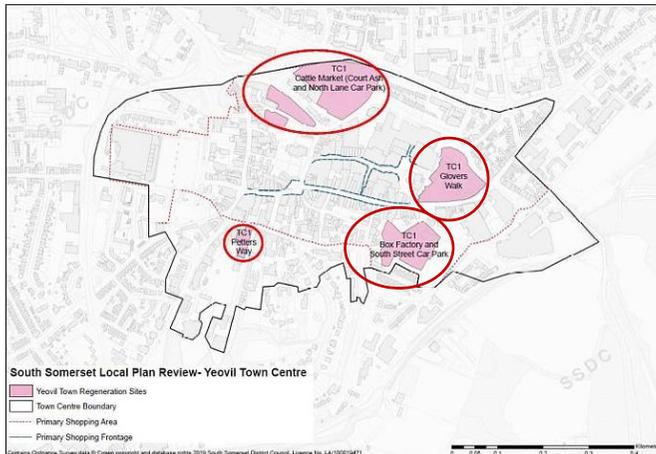


Fig. 4.8: [Above] Yeovil Town Centre site locations

## 5. Acceptability of Proposed Allocations

Site	Commentary
<b>CR2 Crewkerne</b> <b>Use:</b> Residential <b>No.:</b> 100 Dwellings	<b>Above ground:</b> Effective mitigation requires substantial part of the site to be retained as open space. Landcape input required to establish conflicts with landscape impact before proceeding. Potential for cumulative harm to a number of heritage assets suggests site may not be suitable to progress. <b>Archaeology:</b> Suitable to progress to allocation but requires archaeological assessment through the planning process.
<b>CR5 Crewkerne</b> <b>Use:</b> Employment <b>No.:</b> 1.75 Hectares	<b>Above ground:</b> Effective mitigation requires substantial part of the site to be retained as open space. Landcape input required to establish conflicts with landscape impact. Potential for cumulative harm to a number of heritage assets suggests site may not be suitable to progress. <b>Archaeology:</b> Suitable to progress to allocation but requires archaeological assessment through the planning process.
<b>IM2 Ilminster</b> <b>Use:</b> Residential <b>No.:</b> 220 Dwellings	<b>Above ground:</b> Effective mitigation requires substantial part of the site to be retained as open space. Landcape input required to establish conflicts with landscape impact. <b>Archaeology:</b> Suitable to progress to allocation but requires archaeological assessment through the planning process.
<b>IM3 Ilminster</b> <b>Use:</b> Residential <b>No.:</b> 100 Dwellings	<b>Above ground:</b> Suitable to progress to allocation with suggested mitigation. <b>Archaeology:</b> Archaeological potential requires further investigation.
<b>EP1 Ilminster</b> <b>Use:</b> Employment <b>No.:</b> 13 Hectares	<b>Above ground:</b> Suitable to progress to allocation with suggested mitigation. <b>Archaeology:</b> Archaeological potential requires further investigation.
<b>MB1 Martock</b> <b>Use:</b> Residential <b>No.:</b> 55 Dwellings	<b>Above ground:</b> Suitable to progress to allocation with suggested mitigation. <b>Archaeology:</b> Suitable to progress to allocation but requires archaeological assessment through the planning process.

<b>MP1 Milborne Port</b>	<b>Above ground:</b> Suitable to progress to allocation with suggested mitigation.
<b>Use:</b> Residential <b>No.:</b> 110 Dwellings	<b>Archaeology:</b> Suitable to progress to allocation but requires archaeological assessment through the planning process.
<b>MP2 Milborne Port</b>	<b>Above ground:</b> Suitable to progress to allocation with suggested mitigation.
<b>Use:</b> Residential <b>No.:</b> 30 Dwellings	<b>Archaeology:</b> Suitable to progress to allocation but requires archaeological assessment through the planning process.
<b>SP2 South Petherton</b>	<b>Above ground:</b> Suitable to progress to allocation with suggested mitigation. 10 dwellings unlikely to be deliverable without harm to setting.
<b>Use:</b> Residential <b>No.:</b> 10 Dwellings	<b>Archaeology:</b> Suitable to progress to allocation but requires archaeological assessment through the planning process.
<b>EP1 Yeovil</b>	<b>Above ground:</b> Sensitive to settings impact but suitable to progress with carefully designed landscape mitigation. Landscape input recommended to confirm.
<b>Use:</b> Employment <b>No.:</b> 5 Hectares	<b>Archaeology:</b> Suitable to progress to allocation but requires archaeological assessment through the planning process.
<b>YV2 Yeovil</b>	<b>Above ground:</b> Highly sensitive to settings impact but suitable to progress with carefully designed landscape mitigation. Landscape input recommended to confirm.
<b>Use:</b> Residential <b>No.:</b> 200 Dwellings	<b>Archaeology:</b> Suitable to progress to allocation but requires archaeological assessment through the planning process.
<b>YV3 Yeovil</b>	<b>Above ground:</b> Suitable to progress with suggested mitigation.
<b>Use:</b> Residential <b>No.:</b> 265 Dwellings	<b>Archaeology:</b> Potentially highly significant. Requires further assessment.
<b>YV9 Yeovil</b>	<b>Above ground:</b> Suitable to progress with suggested mitigation.
<b>Use:</b> Residential <b>No.:</b> 100 Dwellings	<b>Archaeology:</b> Suitable to progress to allocation but requires archaeological assessment through the planning process.

<p><b>TC1 Box Factory</b></p> <p><b>Use:</b> Residential <b>No.:</b> 85 Dwellings</p>	<p><b>Above ground:</b> Suitable to progress to allocation with suggested mitigation. <b>Archaeology:</b> Suitable to progress to allocation but requires archaeological assessment through the planning process.</p>
<p><b>TC1 Cattle Market</b></p> <p><b>Use:</b> Mixed <b>No.:</b> 5,000m2 floorspace including 120 dwellings</p>	<p><b>Above ground:</b> <b>Highly sensitive site. Full development of Court Ash Car Park likely to result in unacceptable harm.</b> <b>Archaeology:</b> Suitable to progress to allocation but requires archaeological assessment through the planning process.</p>
<p><b>TC1 Glovers Walk</b></p> <p><b>Use:</b> Mixed <b>No.:</b> 20,000m2 floorspace including 100 dwellings</p>	<p><b>Above ground:</b> Suitable to progress to allocation with suggested mitigation. <b>Archaeology:</b> Suitable to progress to allocation but requires archaeological assessment through the planning process.</p>
<p><b>TC1 Petters Way</b></p> <p><b>Use:</b> Commercial and Residential <b>No.:</b> 3,000m2 of commercial development and 20 dwellings</p>	<p><b>Above ground:</b> Suitable to progress to allocation with suggested mitigation. <b>Archaeology:</b> Suitable to progress to allocation but requires archaeological assessment through the planning process.</p>

## 6. Glossary

Term	Definition
<b>Aesthetic Value</b>	Value deriving from the ways in which people draw sensory and intellectual stimulation from a place. (Ref: <i>Conservation Principles</i> , Historic England, 2008).
<b>Almshouse</b>	A place offering accommodation to the poor, sick or elderly of a parish. They are usually paid for and supported by charitable donations. (Ref: Historic England Glossary, 2020).
<b>AHAP</b>	Area of High Archaeological Potential
<b>Architectural Value</b>	(Also described as <i>Architectural Interest</i> ) To be of special architectural interest a building must be of importance in its architectural design, decoration or craftsmanship; special interest may also apply to nationally important examples of particular building types and techniques (eg buildings displaying technological innovation or virtuosity) and significant plan forms). (Ref: <i>Principles of Selection for Listed Buildings</i> , Department for Digital, Culture, Media and Sport (DCMS), 2010).
<b>Buffer Zone</b>	A buffer zone is an area surrounding [a] property which has complementary legal and/or customary restrictions placed on its use and development to give an added layer of protection to the property. This should include the immediate setting of the property, important views and other areas or attributes that are functionally important as a support to the property and its protection. The area constituting the buffer zone should be determined in each case through appropriate mechanisms. (Ref: The NPPF Glossary, 2019).
<b>Communal Value</b>	Value deriving from the meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory. (Ref: <i>Conservation Principles</i> , Historic England, 2008).

<b>Designated Heritage Asset</b>	A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation. (Ref: The NPPF Glossary, 2019).
<b>Harm</b>	Change for the worse, here primarily referring to the effect of inappropriate interventions on the heritage values of a place. (Ref: <i>Conservation Principles</i> , Historic England, 2008).
<b>Heritage Asset</b>	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. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing). (Ref: <i>Department for Communities and Local Government</i> , NPPF Glossary, 2012).
<b>Heritage Value(s)</b>	An aspect of the worth or importance attached by people to qualities of places, categorised as aesthetic, evidential, communal or historical value. (Ref: <i>Conservation Principles</i> , Historic England, 2008).
<b>Historic Environment</b>	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. (Ref: <i>Ministry of Housing, Communities &amp; Local Government</i> , NPPF Glossary, 2019).
<b>Historical Value</b>	Value deriving from the ways in which past people, events and aspects of life can be connected through a place to the present. (Ref: <i>Conservation Principles</i> , Historic England, 2008).
<b>NPPF</b>	The National Planning Policy Framework sets out the Government's planning policies for England and how these should be applied <sup>1</sup> . It provides a framework within which locally-prepared plans for housing and other development can be produced. (Ref: The NPPF, 2019).
<b>LEN</b>	Listed Entry Number

### Setting\*

\* There are three definitions of 'setting'

1. The first is taken from the NPPF, 2019: 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. (Ref: The NPPF Glossary, 2019).

2. The second is taken from *Conservation Principles* by English Heritage, 2008: The surroundings in which a place is experienced, its local context, embracing present and past relationships to the adjacent landscape. (Ref: *Conservation Principles*, Historic England, 2008).

3. The third is defined by ICOMOS and referenced by Historic England)The setting of a heritage structure, site or area is defined as the immediate and extended environment that is part of, or contributes to, its significance and distinctive character. Beyond the physical and visual aspects, the setting includes interaction with the natural environment; past or present social or spiritual practices, customs, traditional knowledge, use or activities and other forms of intangible cultural heritage aspects that created and form the space as well as the current and dynamic cultural, social and economic context. (Ref: International Council on Monuments and Sites (ICOMOS), 2005).

### Significance\*

\* There are two definitions of 'significance'

1. The first is taken from the NPPF, 2019: 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. (Ref: The NPPF Glossary, 2019).

2. The second is taken from *Conservation Principles* by English Heritage, 2008: the sum of cultural and heritage values of a place, often set out in a statement of significance. (Ref: *Conservation Principles*, Historic England, 2008).

**SPAB**  
**Special Interest\***

Society for the Protection of Ancient Buildings

\* There are three definitions of 'special interest'

1. The first two definitions are taken from the *Planning (Listed Buildings and Conservation Areas) Act, 1990*:

a.) in relation to buildings of special architectural or historic interest, the Secretary of State shall compile lists of such buildings.

b.) Every local planning authority... shall from time to time determine which parts of their area are areas of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance, and...shall designate those areas as conservation areas. (Ref: *Planning (Listed Buildings and Conservation Areas) Act, 1990*).

2. The third is taken from the *Historic Buildings and Ancient Monuments Act, 1953*: This section applies where [Historic England] compile a register of gardens and other land situated in England appearing to them to be of special historic interest. (Ref: *Historic Buildings and Ancient Monuments Act, 1953*).

**Vernacular**

Refers to buildings built using local materials in traditional ways. They are usually designed without the intervention of professional architects. Different regions have different types of buildings on the natural resources that were available such as stone or wood. (Ref: *Historic England Glossary, 2020*).

## 6. Historic Environment Assessments