

Land at Toynbee Road, Eastleigh

Historic Environment Desk-Based Assessment



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Non-technical summary

This report has been prepared in relation to the land at 2,4,6,8 Toynbee Road and numbers 2, 3, 4 and 5 Romsey Close, Eastleigh, (the study site) on behalf of Planning Issues. This land is proposed for development as retirement accommodation. This assessment has been produced to inform a planning application for the proposed development of the study site.

This report has been produced in accordance with the Chartered Institute for Archaeologists (CIfA) standard and guidance for historic environment desk-based assessments (CIfA 2014), as well as Historic England (HE) guidance on the assessment of the significance and setting of heritage assets (HE 2015 and 2017, respectively). The assessment provided in this report has been informed by a review of data from the historic environment record (HER) held by Hampshire County Council, data held in the National Heritage List for England (NHLE) held by Historic England, and aerial imagery from available sources, as well as by the results of previous archaeological investigations in the wider area around the study site.

This assessment undertook a review of the available evidence and found that the study site has a general potential for the presence of prehistoric and Post-Medieval remains, with a low potential for other periods. The assessment also found that, due to the limited level of archaeological investigation in the vicinity of the study site, it is not possible to discount the potential for the presence of Roman buried remains.

The assessment also found that previous development within the study site would have resulted in some impact on any buried remains within the study site, however some remains of interest may have survived this outside of areas for foundations and any landscaping. As such any remains which survive are likely to be fragmentary, but may not be completely removed. It has therefore been concluded that the identified potential archaeology within the study site is likely to be of local significance, as defined in section 3.5.6 of this assessment.

The construction of the proposed development and associated drainage and other utilities within the study site would involve the mechanical excavation of foundations and trenches, which would result in widespread impacts where these are planned. The depth of these impacts would be likely to be between 500mm and 1m deep. It is therefore possible that the construction of the new building would severely truncate or entirely remove any archaeological remains which may be present within its footprint. The remainder of the study site would be occupied by carparking areas and landscaping with lower below ground impacts, which would have a lower impact on any potentially buried remains.

The loss of any archaeological remains of local significance can be adequately mitigated by a programme of archaeological works, which would identify whether any remains are present, and would excavate and record them prior to any impacts by the proposed development. This would realise the research potential of any buried remains, and would provide information on the past use of the study site. As such these works would provide a small public benefit.

This assessment also considered the potential for the proposed development to affect the significance of designated heritage assets through indirect changes to their setting. The potential for the development of the study site to affect the setting and significance of designated heritage assets in the wider area was informed by a site visit and walkover of the study site and the surrounding area. The site visit confirmed that, due to the built-up nature of the area surrounding the study site, including significant recently constructed buildings, the listed buildings and other designated heritage assets in the surrounding area are sufficiently screened that the proposed development of the study site would not materially affect their significance, or require a design response.

On this basis it is clear that the impact of the proposed development on the archaeological potential of the study site could be adequately mitigated, and the development made acceptable in terms of archaeological impacts. It therefore accords with the requirements in paragraph 202/203 of the NPPF and policy Strategic Policy 8 of the Eastleigh local plan.

1.0 Introduction

1.1 The Study Site

1.1.1 This historic environment desk-based assessment considers land at 2,4,6,8 Toynbee Road and numbers 2, 3, 4 and 5 Romsey Close, Eastleigh (Fig. 1). It has been prepared by Landgage Heritage Ltd on behalf of Planning Issues. It has been prepared to inform a planning application.

1.1.2 The site (hereafter referred to as the study site) is located at grid reference 445259, 119248.

Site Conditions

1.1.3 The study site comprises 8 semi-detached houses, constructed across two phases between the 1930s and 1960s (see Plate 1 below).



Plate 1 Study site location

Location, Geology and Topography

1.1.4 The study site is located in the centre of Eastleigh around 800m west of the River Itchen (see Fig. 1), at numbers 2, 4, 6 and 8 Toynbee Road and numbers 2, 3, 4 and 5 Romsey Close. The study site has a height above ordnance datum (aOD) of approximately 18m.

1.1.5 The underlying geology of the study site comprises Wittering Formation with a superficial deposit of River Terrace Deposits (BSG geology of Britain viewer 2020).

1.2 The Proposed Development

1.2.1 The proposed development is for the redevelopment of the study site for retirement living accommodation with associated utilities and parking.

1.3 Purpose and Scope of Assessment

- 1.3.1 This report assesses the effect the proposed development would have on the significance of heritage assets, both through any direct physical effects and also through changes to their setting. This assessment is made in the context of the statutory and policy framework set out in section 2. It follows best practice, and the approach to the assessment is set out in section 3. It has also been produced in accordance with the Chartered Institute for Archaeologists (CIfA) standard and guidance for historic environment desk-based assessment (CIfA 2017).
- 1.3.2 Section 4 of the report provides:
- An assessment of the potential the study site has to contain buried archaeological remains, based on available evidence;
 - An assessment of which heritage assets have the potential to be affected by the proposed development, both through direct physical impacts and indirect effects through changes to their setting;
 - An assessment of the setting and significance of the heritage assets which could be affected; and
 - An assessment of the relationship of the study site to the heritage assets whose setting could be affected, to determine whether the study site makes a specific contribution to their significance by forming part of their setting.
- 1.3.3 Section 5 provides an assessment of the effect the implementation of the proposed development would have on the significance of the heritage assets, including a consideration of any mitigation measures and residual effects.
- 1.3.4 Finally, section 6 provides a summary of the results of the report.

2.0 Legislative, Planning and Development Plan Framework

2.1 Ancient Monuments & Archaeological Areas Act 1979

- 2.1.1 The Ancient Monuments & Archaeological Areas Act 1979 (as amended) protects the fabric of Scheduled Monuments, but not their settings.

2.2 Planning (Listed Building and Conservation Areas) Act 1990

- 2.2.1 The Planning (Listed Building and Conservation Areas) Act 1990 enacts special controls for the protection of Listed Buildings and Conservation Areas and their settings. Of particular relevance to this assessment are the general duties set out in relation to listed buildings and conservation areas in the exercise of planning functions in sections 66(1) and 72(1) of the Act.
- 2.2.2 Section 66(1) states:
- 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.*
- 2.2.3 Section 72(1) states:
- In the exercise, with respect to any buildings or other land in a conservation area, of any [functions under or by virtue of] 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.*

- 2.2.4 The Act does not make specific provisions to protect the setting of conservation areas.

2.3 National Planning Policy Framework & Planning Practice Guidance

Introduction and General Overview

- 2.3.1 Government policy in relation to the historic environment is set out in section 16 of the National Planning Policy Framework (NPPF), entitled 'Conserving and Enhancing the Historic Environment'. This provides policy for local planning authorities, property owners, developers and others on how effects to heritage assets which would result from a proposed development should be weighed and considered in plan-making and planning decisions.
- 2.3.2 The NPPF is supported by guidance provided in the Planning Practice Guidance (PPG), which helps to clarify some terms and requirements within the NPPF. The PPG has a category on the historic environment, which provides specific guidance in relation to heritage policies in section 16 of the NPPF.
- 2.3.3 In paragraph 189, the NPPF describes heritage assets as an irreplaceable resource, which should be "conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations".

Key Heritage Policies

- 2.3.4 Section 16 of the NPPF contains a number of key policies in relation to decision-making and the historic environment. These are briefly described below and are referenced to the NPPF by paragraph number.

- 2.3.5 Paragraph 194 provides policy on the level of information required to inform a planning application which affects the historic environment. It states that developers must describe the significance of any heritage assets which would be affected by a proposed development, and specifies that the level of detail should be proportionate to the assets' importance and no more than is required to understand the impact the development would have on the significance of the asset.
- 2.3.6 Paragraph 199 requires that decision makers give great weight to the conservation of designated heritage assets when considering applications that could affect an assets' significance. It also makes clear that great weight must be given irrespective of the degree of harm which would result.
- 2.3.7 Paragraph 200 states that any harm to the significance of a designated heritage asset must be supported by a clear and convincing justification. It then goes on to differentiate between designated heritage assets, and designated heritage assets of the highest significance while setting policy in relation to substantial harm:

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*
- 2.3.8 The NPPF does not provide a definition of substantial harm, however the Planning Practice Guidance on the historic environment provides guidance on how to identify substantial harm in paragraph 18a-018:

Whether a proposal causes substantial harm will be a judgment for the decision-maker, having regard to the circumstances of the case and the policy in the National Planning Policy Framework. 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 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 setting.

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 additions to historic buildings where those additions are inappropriate and harm the buildings' 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, depending on the nature of their impact on the asset and its setting.

- 2.3.9 Paragraph 201 then states that where a development would result in substantial harm or loss to a designated heritage asset the local planning authority should refuse consent unless it can be demonstrated that the proposed development would provide substantial benefits that clearly outweigh the harm, or specific circumstances apply.

- 2.3.10 Paragraph 202 specifies that where a development would result in less than substantial harm to the significance of a designated heritage asset, then this harm should be weighed against the public benefits of the proposal.
- 2.3.11 Paragraph 203 specifies that effects of a proposed development on the significance of non-designated heritage assets should be taken into account in the determination of the planning application, and requires that a balanced judgement is had having regard to both the scale of any harm or loss, and the significance of the asset.
- 2.3.12 Paragraph 205 requires that developers record and advance understanding of the significance of any heritage assets to be lost, in a manner proportionate to the significance of the asset to be lost, and to make this evidence publicly available.
- 2.3.13 Paragraph 206 requires that local planning authorities treat favourably planning applications that preserve elements of the setting of a heritage asset that contribute positively to its significance, or better reveal or enhance the significance of the heritage asset.

Key Definitions

- 2.3.14 Annex 2 of the NPPF provides a number of key definitions in relation to the historic environment:
 - **Heritage Assets:** 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).
 - **Archaeological Interest:** A heritage asset which holds or potentially could hold evidence of past human activity worthy of expert investigation at some point. Heritage assets with archaeological interest are the primary source of evidence about the substance and evolution of places, and of the people and cultures that made them.
 - **Designated Heritage Assets:** World Heritage Sites, Scheduled Monuments, Listed Buildings, Protected Wreck Sites, Registered Park and Gardens, Registered Battlefields and Conservation Areas.
 - **Significance:** The value of a heritage asset to this and future generations because of its heritage interest. This interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.
 - **Setting:** 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.
 - **Conservation (for heritage policy):** The process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance.
- 2.3.15 In addition to the definitions provided in Annex 2 of the NPPF, the PPG also provides important definitions of what is meant by architectural, artistic and historic interest in paragraph 18a-006:

- **Architectural and artistic interest:** These are interests in the design and general aesthetics of a place. They can arise from conscious design or fortuitously from the way the heritage asset has evolved. More specifically, architectural interest is an interest in the art or science of the design, construction, craftsmanship and decoration of buildings and structures of all types. Artistic interest is an interest in other human creative skill, like sculpture.
- **Historic interest:** An interest in past lives and events (including pre-historic). Heritage assets can illustrate or be associated with them. Heritage assets with historic interest not only provide a material record of our nation's history, but can also provide meaning for communities derived from their collective experience of a place and can symbolise wider values such as faith and cultural identity.

2.4 Local Planning Policy

2.4.1 Local planning policy is provided by the Eastleigh borough local plan 2016-2036, which was adopted in April 2022. The relevant policy is: Strategic Policy 8, Historic Environment:

The Borough Council will continue to conserve and/or enhance the Boroughs heritage assets in a manner appropriate to their significance. This includes all heritage assets including listed buildings and structures, Conservation Areas as designated on the policies map, landscapes and archaeology. This will be through the preparation of Conservation Area Appraisals and Management Plans and other strategies and in the determination of planning applications for new development (see policy DM12). This will involve:

- a. identifying the assets by means of an on-going programme of survey and review;*
- b. identifying their key features and measures to manage and enhance these, e.g. through Conservation Area Appraisals;*
- c. restricting development likely to harm them or their settings through management of development proposals; and*
- d. encouraging development that enhances them, ensures their long-term management and maintenance and where possible, enables public enjoyment and the interpretation of the asset.*

3.0 Assessment Methodology

3.1 Scope of Study

For the Assessment of Archaeological Potential

- 3.1.1 The archaeological potential of the study site will be assessed by reviewing available relevant evidence, both from within the study site, and also from the surrounding area, and using this to assess the potential the study site has to contain buried archaeological remains. The evidence will be drawn from the following resources, where relevant and available:
- The LPA's Historic Environment Record (HER) data;
 - The results of previous archaeological investigations (if available and relevant);
 - The National Heritage List for England (NHLE) held by Historic England;
 - The Historic England Archive;
 - Pastscape;
 - The Archaeology Data Service (ADS);
 - Local studies and record office research;
 - Environment Agency lidar data (if available and relevant);
 - Aerial photography (if available and relevant);
 - A site walk over (where possible and appropriate); and
 - Review of historic mapping.
- 3.1.2 In addition, information about the topography and geology of the study site will also be collated and considered alongside the archaeological evidence.
- 3.1.3 These records and resources will be examined in relation to the study site, and a suitable buffer zone (the study area) around the study site. This is to ensure that the baseline information used to inform the assessment of potential for the study site includes sufficient information with which to understand the context of the evidence discussed. The extent of the study area needed to inform the assessment will depend on the quantity and quality of the evidence available, as well as the size of the study site among other factors.
- 3.1.4 The standard extent of the study area is usually 1km from the study site's boundary. However, this may be varied depending on the nature of the evidence available; for example in some urban settings there may be a high quantity of evidence in the immediate vicinity of the study site, meaning that the extent of the study area can be reduced and more focussed on the study site and the immediately surrounding area.
- 3.1.5 On this occasion, a 1km search radius from the study site boundary is considered appropriate for the study area.

For the Assessment of Setting Impacts

- 3.1.6 This assessment will also consider the potential effects of development within the study site on the significance of heritage assets, through effects to their settings. This will include any heritage assets within the study site, and those in the surrounding area, whose setting may be affected. The heritage assets which require assessment have been selected with

reference to the National Heritage List for England (NHLE) database held by Historic England, as well as information held by the LPA on conservation areas and heritage assets.

- 3.1.7 A basic search radius of 1km from the study site boundary was used to establish which heritage assets required assessment for impacts. This is normally sufficient to ensure all assets which require consideration are properly assessed, as beyond this distance the residential development is rarely discernible to the degree that it would affect the heritage value of a view.
- 3.1.8 Not all designated heritage assets within this radius will require full assessment for impacts; as set out in paragraph 194 of the NPPF, the level of detail will be sufficient to inform the nature and degree of effect of development within the study area on the significance of the heritage asset in question. When a heritage asset has been excluded, a clear justification will be provided, for example if the asset is sufficiently far, and well screened from the study site.

3.2 Methodology for assessment of archaeological potential

- 3.2.1 The available evidence will be reviewed and used to determine what potential the study site has to contain buried archaeological remains. Regard must be had to the reliability of the evidence reviewed, any limitations inherent in the methods used to generate that evidence, and to the relevance of the evidence in informing the assessment of archaeological potential of the study site. The assessment will consider the available archaeological evidence by historical period.
- 3.2.2 It is not necessary to describe all available evidence for each period exhaustively; the assessment of potential should focus on the evidence which helps to clarify the archaeological potential of the study site.
- 3.2.3 The historical periods referred to in this assessment are set out below:

Prehistoric period

Palaeolithic	900,000 BC to 12,000 BC
Mesolithic	12,000 BC to 4,000 BC
Neolithic	4,000 BC to 2,300 BC
Bronze Age	2,300 BC to 800 BC
Iron Age	800 BC to AD 43

Historic period

Roman	AD 43 to AD 410
Early medieval/Saxon	AD 410 to AD 1066
Medieval	AD 1066 to AD 1485
Post-Medieval	AD 1485 to AD 1901
Modern	AD 1901 to present

- 3.2.4 The potential for the study site to contain buried remains will be categorised as either known, moderate, general, low, limited, no potential or unknown potential, based on the criteria set out below.
- **Known potential:** where a site is known to have archaeological remains, for example from evidence provided by archaeological investigations.
 - **Moderate potential:** where the available evidence suggests there is a strong possibility for a site to contain archaeological remains, but it is not conclusive or certain. For

example, an adjacent field to that being assessed has been subject to archaeological field investigations and is known to have evidence of occupation remains. But there is no clear evidence in the results of the investigations that these remains continue into the site being assessed.

- **General potential:** where the available evidence suggests that archaeological remains may be present in the study site, but the evidence is not clear enough to determine whether the study site is likely or unlikely to contain associated buried remains. For example there may be a general potential for archaeology, evidenced by residual finds in nearby investigations and other evidence in the wider area, but no clear evidence close to the study site, which would help to determine whether their presence within the study site is likely or unlikely.
- **Low potential:** where the available evidence suggests that the presence of archaeological remains within a site is unlikely, but this is not certain or conclusive.
- **No potential:** where a site is known to have no archaeological remains, for example due to past mineral extraction, or when previous archaeological works demonstrate that no remains are present.
- **Unknown potential:** where there is insufficient information to provide any assessment of the archaeological potential of a site.

- 3.2.5 The assessments of potential set out above can refer to the potential across the whole of the study site, or to only part of it. For example, potential for evidence from a particular period may be focussed in a specific part of the study site, or there may be evidence of localised mineral extraction.

3.3 Methodology for Assessment of the Setting of Heritage Assets

- 3.3.1 The setting of heritage assets will be assessed in line with Historic England's Historic Environment Good Practice Advice in Planning 3: The Setting of Heritage Assets. This sets out a five-step process for the assessment of the setting of a heritage asset:

- Step 1. Identify which heritage assets and their settings are affected.
Step 2. Assess the degree to which these settings make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated.
Step 3. Assess the effects of the proposed development, whether beneficial or harmful, on that significance or on the ability to appreciate it.
Step 4. Explore ways to maximise enhancement and avoid or minimise harm.
Step 5. Make and document the decision and monitor outcomes.

- 3.3.2 This assessment will consider Steps 1 through 4; Step 5 is beyond the remit of the assessment. To ensure the setting of any heritage assets which may be affected is thorough and robust, this assessment is informed by a site visit to the study site and any assets which may be affected, access permitting. The assessment of the setting of a heritage asset will be undertaken in conjunction with the assessment of the asset's significance, as the setting of an asset may play a central role in its significance. Also, a full understanding of the significance of an asset is required in order to understand what role its setting plays in its significance.

- 3.3.3 The guidance also provides an important clarification in the assessment of views. It states that when assessing the contribution a view makes to the significance of a heritage asset,

what matters is not the significance of the asset visible in the view, but rather how the view allows that significance to be appreciated.

3.4 Photography

- 3.4.1 Photographs taken to illustrate the scale of a heritage asset from a particular viewpoint have been taken with a Canon EOS 6D camera with a 24-105mm lens. The camera has a 20.2 megapixel full-frame CMOS sensor.
- 3.4.2 Research has found that images taken with a focal length of between 70mm and 80mm provide the most realistic representation of landscape features in terms of their scale within the photograph, with shorter focal lengths (i.e. 50mm or 60mm) found to exaggerate the distance of the object (Hunter 2012). While this chapter does not consider landscape impacts, it does consider views of heritage assets within their setting, including distant key views, in which similar considerations to those studied by Hunter's research apply (for instance, one of the receptors considered in the 2012 study was Urquhart Castle, a scheduled monument in Scotland).
- 3.4.3 Therefore, photographs of heritage assets within this assessment, such as a church tower seen from a specific viewpoint, will be taken at focal lengths of between 70mm to 80mm, to provide an accurate representation of the scale of the heritage asset within any view presented. Lower focal lengths (which provide a more wide-angle view) may be used in certain circumstances, for example in urban contexts or for general site or location photographs, to provide better context for a view, or understanding of the setting of a heritage asset, if appropriate. The focal length of the image will be provided with all photographs.
- 3.4.4 Care has also been taken to ensure that the images presented are of a good quality. Photographs are taken in clear weather wherever possible. Finally, photographs within the body of this assessment are provided for illustrative purposes only and are not sized within the assessment for viewing to scale as is done in Landscape and Visual Impact Assessment (LVIA). If it is necessary to provide such a scaled view, it will be clearly labelled with specific viewing instructions.

3.5 Methodology for Assessment of Significance of Heritage Assets

- 3.5.1 Ultimately the assessment of the significance of archaeological remains and other heritage assets is a matter of professional judgement, having regard to the available evidence, including research priorities, guidance, as well as any designation the asset may have. However, assessments of significance should follow Historic England's Historic Environment Good Practice Advice in Planning: 2, Managing Significance in Decision-Taking in the Historic Environment. This sets out that, when assessing the significance of a heritage asset, the nature, extent and level of the significance should be considered.
- 3.5.2 The **nature** of the significance refers to a heritage asset's archaeological, architectural, historic or artistic interest (NPPF annex 2), and to what extent its significance is derived from one or more of these. For example, a buried archaeological site may have high archaeological interest, but limited artistic interest.
- 3.5.3 The **extent** of the significance refers to the area in which the significance resides, which may include the setting of a heritage asset.
- 3.5.4 The **level** of significance refers to the heritage asset's importance; for example scheduled archaeological remains are considered to be of the national significance. For the purposes of this assessment, the significance of the heritage assets will be assessed to determine

whether they are of the highest national, national, regional, local or limited significance. The distinction between heritage assets of national, as opposed to those of the highest national significance has been made to reflect the distinction made in paragraph 200 of the NPPF.

3.5.5 The assessment will be made with reference to the Principles of Selection for Scheduled Monuments provided in Annex 1 of the DCMS policy statement on Scheduled Monuments, Historic England designation guidance and research priorities set out in the relevant regional and local archaeological research frameworks, as appropriate.

3.5.6 The levels of significance used in this assessment are briefly defined below.

- **National (highest significance)** - Scheduled monuments (and archaeological remains of demonstrably equivalent significance), protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites.
- **National** - Grade II listed buildings, grade II registered parks or gardens and conservation areas.
- **Regional** - Archaeological remains which have considerable archaeological interest, but which do not meet the criteria for designation. Remains which contain evidence that would make a substantive contribution to regional research objectives. A historic building with considerable architectural and historic special interest, but which does not meet the criteria for listing.
- **Local** - Archaeological remains which have clear archaeological interest, and which preserve evidence that would contribute to local research priorities. Such remains would make a limited contribution to regional research objectives. Locally listed historic buildings identified by the LPA, for example in a conservation area appraisal.
- **Limited** - Archaeological remains which have limited evidence that would not meaningfully contribute to local or regional research objectives. A historic building which retains limited original fabric, and/or whose historic interest has been largely compromised.

3.6 Assessment of Impacts

3.6.1 The assessment of the overall impacts of the proposed development on the significance of heritage assets is evaluated by taking into account both the significance of the heritage asset, and the nature and extent of the predicted impact on that significance. The NPPF uses the term “harm”, when discussing the impacts of a development on the significance of a heritage asset. The NPPF identifies only three levels of harm, substantial harm, less than substantial harm and no harm in the wording of the policies set out in paragraphs 200-202. However, as is noted above, the PPG states that substantial harm is a “high test” (PPG Paragraph 18a-018). This means that less than substantial harm can encompass impacts that range from just below substantial harm, down to just above negligible, which is a considerable range of impacts.

3.6.2 Furthermore, in paragraph 18a-018 the PPG also clarifies that:

Within each category of harm (which category applies should be explicitly identified), the extent of the harm may vary and should be clearly articulated.

3.6.3 Therefore, to ensure the impacts are clearly articulated, where a finding of less than substantial harm is identified it will be categorised as either medium or low depending on

the degree of harm. This results in a spectrum of potential impacts on the significance of heritage assets which ranges from no impact up to substantial harm. This spectrum of impacts is summarised in Table 1, below, along with brief descriptions of the terms used.

Table 1: Criteria for determining the degree of harm on the significance of heritage assets	
Level of impact	Description
Substantial harm	- Total or substantial loss of the significance of a heritage asset. - Harm to a heritage asset through effects to its setting, such that the significance of the asset would be totally lost or substantially reduced (e.g. the significance of a designated heritage asset would be reduced to such a degree that its designation would be questionable; the significance of an undesignated heritage asset would be reduced to such a degree that its categorisation as a heritage asset would be questionable).
Less than substantial harm - medium	- Moderate harm to a heritage asset, such that the asset's significance would be materially affected/considerably devalued, but not totally or substantially lost.
Less than substantial harm - low	- Low level of harm to the significance of a heritage asset. - This could include the removal of fabric that forms part of the heritage asset, but that is not integral to its significance (e.g. the demolition of later extensions/additions of little intrinsic value). - Low level of harm to the heritage asset's significance through effects to its setting.
Negligible	- A change to a heritage asset or its setting that involves no loss of significance or harm.
No Impact	- No change to a heritage asset or its setting.

- 3.6.4 Assessments of the degree of harm on the significance of heritage assets are based on the extent to which the proposed development would affect the nature, extent and level of significance of the asset. By nature this process is not quantitative but relies on professional judgement. However, this judgment is informed by accepted, observable facts, such as spatial relationships and designations.

3.7 Assessment of Heritage Benefits

- 3.7.1 There are no criteria within the NPPF or in the PPG for the assessment of beneficial effects to the significance of heritage assets. However the NPPF does make it clear that enhancements to the significance of heritage assets are desirable (paragraph 197) and that developments that enhance the significance of heritage assets should be treated favourably (paragraph 206).
- 3.7.2 The National Planning Policy Guidance defines public benefits, and also provides examples of heritage benefits in Paragraph 18a-020:

The National Planning Policy Framework requires any harm to designated heritage assets to be weighed against the public benefits of the proposal.

Public benefits may follow from many developments and could be anything that delivers economic, social or environmental objectives as described in the National Planning Policy Framework (paragraph 8). Public benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and not just be a private benefit. However, benefits do not always have to be visible or

accessible to the public in order to be genuine public benefits, for example, works to a listed private dwelling which secure its future as a designated heritage asset could be a public benefit.

Examples of heritage benefits may include:

- *sustaining or enhancing the significance of a heritage asset and the contribution of its setting*
- *reducing or removing risks to a heritage asset*
- *securing the optimum viable use of a heritage asset in support of its long term conservation*

3.7.3 Furthermore, there are often instances where the effects of a development on the significance of a heritage asset are multifaceted, with both harmful and beneficial effects. In these instances it is necessary to come to an overall understanding of the impact of a proposed development, which considers both positive and negative effects. To inform such a judgment, it is not sufficient to understand that an effect is beneficial, it is also necessary to understand the scale of the benefit in order to understand how a harmful effect compares to a beneficial one.

3.7.4 Therefore, where a beneficial effect to a heritage asset is identified it will be categorised as either substantial, moderate or low, mirroring the degrees of harm set out in table 1. Where a benefit is categorised, this will be justified within the assessment. The categorisation of a benefit will follow the broad criteria set out below in table 2.

Table 2: Scale of heritage benefits	
Level of effect	Description
Substantial benefit	- Benefits that enhance key elements of a heritage asset's significance to a substantive degree. This would include effects such as substantial repairs or restoration of original fabric of a listed building which is at risk, or works that allow a central part of an asset's special interest to be appreciated or understood where this was not previously possible.
Moderate benefit	- Benefits that provide a moderate enhancement to important elements of a heritage asset's significance. Examples would be realising the research value of remains of archaeological interest through archaeological investigation, modest repairs and restoration of key parts of the fabric of a heritage asset, and works that better reveal key elements of the significance of a listed building, either by removing unsympathetic extensions or by sympathetically modifying the building's setting.
Low benefit	- Benefits that either provide minor enhancements to important elements of a heritage asset's significance, or which benefit more peripheral elements of the asset's significance. Examples would include removing unsympathetic elements from the setting of a heritage asset which allow for generally enhanced appreciation of the asset's significance, or minor repairs and restoration of a historic building's fabric.

3.7.5 It is important to note that the descriptions and categories above are for guidance, and that assessments of benefits must ultimately be based on professional judgment which is informed by a thorough understanding of the heritage asset's significance, and of the effects of the proposed development.

4.0 Archaeological and Heritage Baseline

4.1 Archaeological Evidence, Potential and Significance

4.1.1 The archaeological evidence considered in this assessment comprises evidence from:

- The Hampshire County Council Historic Environment Record;
- Previous archaeological investigations in the vicinity of the study site;
- Aerial imagery available from Google Earth; and
- Historic mapping, including OS maps and earlier tithe and estate maps.

4.1.2 The evidence provided by each of these sources is described below, together with a consideration of the reliability of the information provided by each source, and its relevance to the assessment of the archaeological potential of the study site. This will be followed by an assessment of the archaeological potential of the study site by period. Finally, an assessment of the likely significance of the potential buried archaeology within the study site will be provided.

Previous archaeological investigations and development of the study site

4.1.3 There have not been any recent relevant archaeological investigations in the area immediately surrounding the study site; the development immediately south was informed by a desk-based assessment and heritage statement for the former police station – no other archaeological work was undertaken (Baljkas 2019).

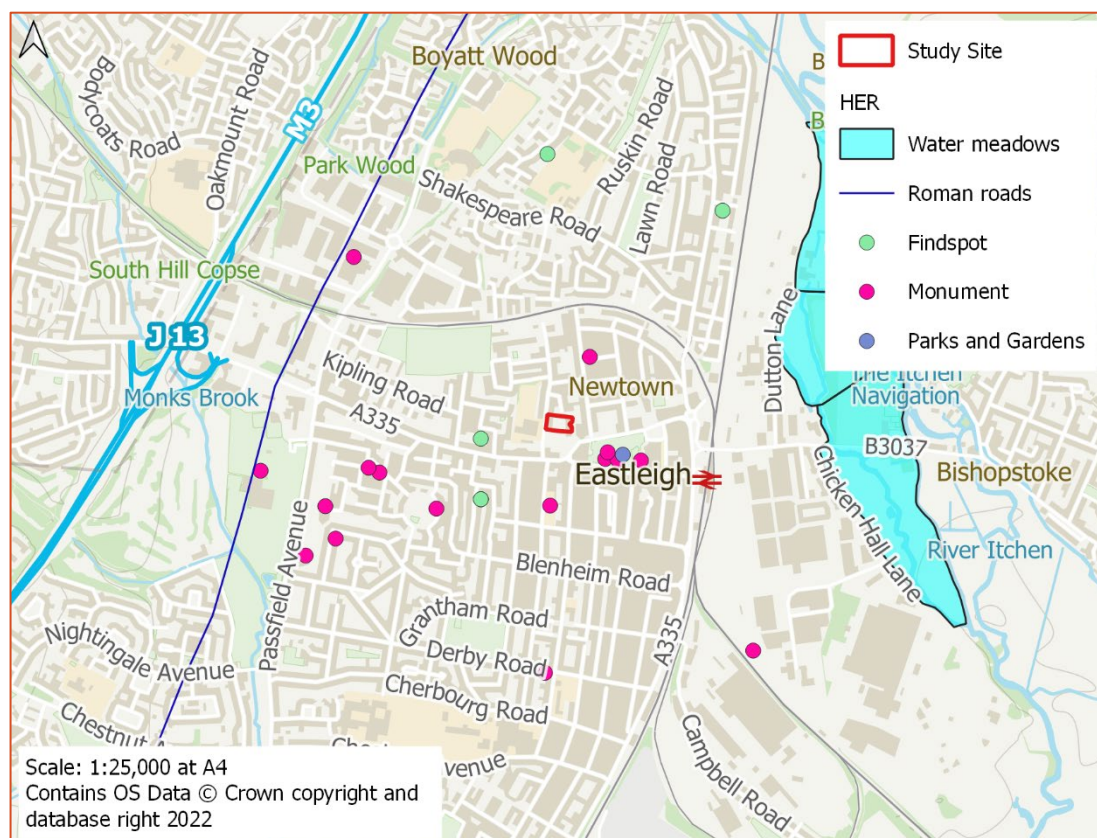


Plate 2 HER Data

4.1.4 An archaeological evaluation was undertaken by Wessex Archaeology in 2012, approximately 570m to the SSE of the study site (HER 64302). This investigation identified a site of potential Iron Age activity with two ditches and a single pottery sherd encountered.

- 4.1.5 Historic mapping demonstrates that the study site was a parcel of agricultural land until the development of the contemporary housing upon the study site in the 1930s and 1960s. During the development of the study site, no substantive archaeological remains were identified, and the construction process will have resulted in some impact on any buried remains which may be present within the study site. However, some remains may survive this.

Review of archaeological evidence by period

Prehistoric

- 4.1.6 The study site is situated 800m west of the River Itchen, which would have been a valuable resource in the Prehistoric period. The study site is in an area of suspected Prehistoric era activity, demonstrated through the finds of a bronze palstave around 300m southwest of the study site (HER 25899) in the 20th century, and a worn-down polished Celt in similar location (HER 25911), alongside Iron Age ditches and an Iron Age pottery sherd around 500m west of the study site (HER 64302).
- 4.1.7 The available evidence therefore suggests that the study site has a general potential for the presence of buried remains from the prehistoric period. However, the construction of the 20th century housing within the study site will have resulted in some impact on any buried remains which may be present, however some remains of interest could survive despite this.

Roman

- 4.1.8 A Roman road is thought to have run north to south approximately 890m west of the study site, and a Roman coin was found 300m to the west of the study site (HER 25922). These represent the only known Roman records within the search area. The River Itchen would have continued to be a valuable resource in the Roman period, as it was in the Prehistoric era.
- 4.1.9 The study site is at some distance from the Roman road, and while the River Itchen is relatively nearby, there have been limited finds of Roman evidence in the wider study area. Furthermore, the archaeological works undertaken 500m to the west of the study site (HER 64302) found no evidence of Roman remains, despite 11 trenches being excavated. Therefore, the available evidence suggests that the study site has a low potential for the presence of buried remains from this period.
- 4.1.10 However, the available evidence from this period is at some distance from the study site, and no archaeological works have been undertaken nearby, so the absence of evidence from this period may not be fully representative of the potential for remains from the Roman period.

Saxon/Medieval

- 4.1.11 The study site is also situated in an area of known Domesday era settlement, with households recorded at Eastleigh – close to the study site, Stoneham to the south, Boyatt, and Bishopstoke to the north.
- 4.1.12 The recorded settlement at Eastleigh consisted of 4 villagers, 7 smallholders and 2 slaves; the Domesday recordings are of the head of each family and multiplying the recorded population by 5 is considered good practice to understand the approximate population.
- 4.1.13 Around 800m northwest of the study site, the HER records a potential Medieval era earthwork bank (HER 25838) which runs for 210 yards north-south.

- 4.1.14 It is possible that the study site occupied an area of worked agricultural land in the hinterland surrounding the Medieval settlement of Eastleigh; map progression demonstrates that Eastleigh remained a small settlement. As such, it is reasonable to conclude that the study site has a low potential for substantive evidence relating to the Medieval era, and a general potential for agricultural evidence relating to the Medieval use of the land.

Post-Medieval/Modern

- 4.1.15 The study site continued to be agricultural or unoccupied land between the police station and saw mill until the 20th century development of the study site for housing, the impacts of which have been discussed above.
- 4.1.16 Mapping from the 19th century demonstrates the location of two boundaries which cross the study site from the south before turning east and west, as seen in plate 3, below. These features were removed during the construction of the housing upon the study site in the 20th century. However, there is a possibility that elements of these boundaries survive in the undeveloped areas of the study site.
- 4.1.17 As a result of the previous development upon the study site, there is a general potential for the study site to contain archaeological remnants relating to the identified historic boundaries from the 19th century; there is also a low potential for the presence of other archaeological remains from the Post-Medieval and Modern era.

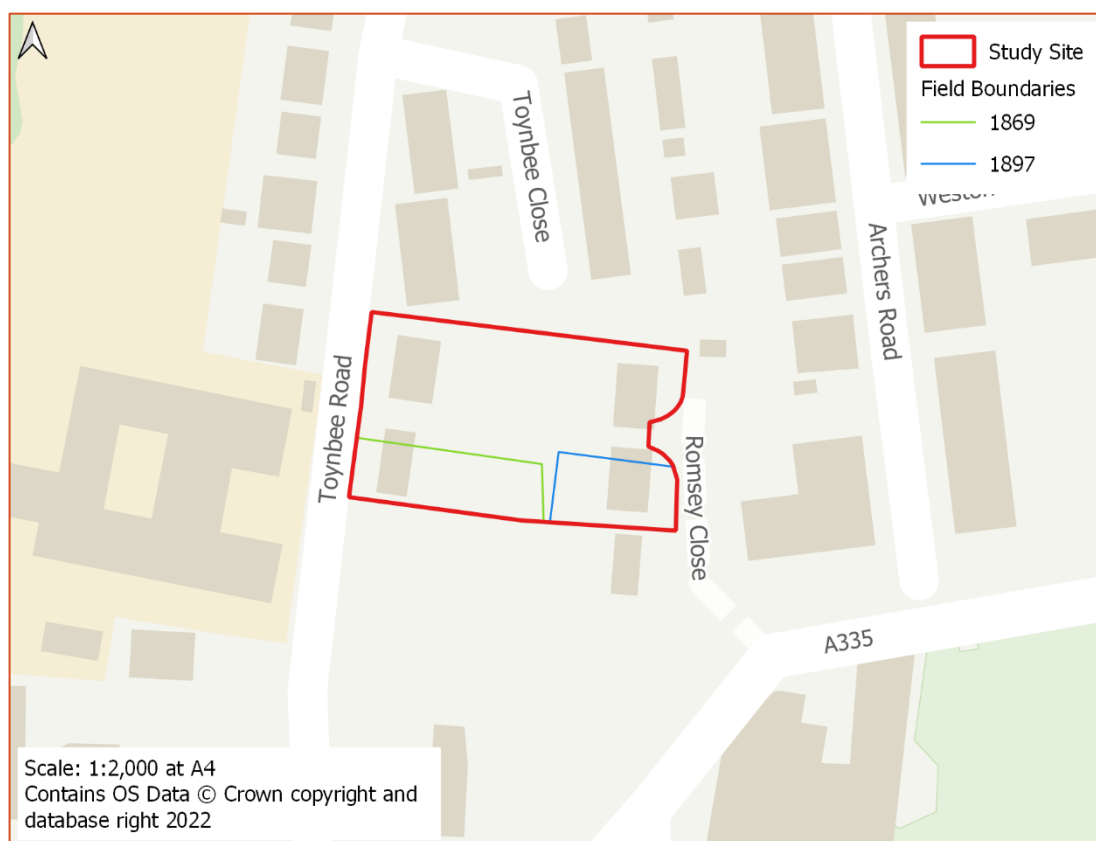


Plate 3 Possible field boundary locations

Summary of archaeological potential and assessment of significance

- 4.1.18 A review of the available evidence suggests that the study site has a general potential for the presence of prehistoric and Post-Medieval remains, with a low potential for other periods. The assessment also found that, due to the limited level of archaeological

investigation in the vicinity of the study site, it is not possible to discount the potential for the presence of Roman buried remains. The previous development within the study site would have resulted in some impact on any buried remains within the study site, however some remains of interest may have survived this outside of areas for foundations and any landscaping. As such any remains which survive are likely to be fragmentary, but may not be completely removed.

- 4.1.19 The identified potential archaeology within the study site is likely of a local significance, due to the previous development within the study site.

4.2 Built Heritage Baseline

- 4.2.1 As is noted above in Section 3, this assessment also considers the setting of designated heritage assets in the area around the study site, to determine whether the development of the study site would affect their setting. There are a total of six listed buildings with 1km of the study site (Figure 2).
- 4.2.2 The potential for the development of the study site to affect the setting and significance of designated heritage assets in the wider area was informed by a site visit and walkover of the study site and the surrounding area. The site visit confirmed that, due to the built-up nature of the area surrounding the study site, including significant recently constructed buildings, the listed buildings and other designated heritage assets in the surrounding area are sufficiently screened that the proposed development of the study site would not materially affect their significance, or require a design response.
- 4.2.3 The only listed buildings close to the study site were the Eastleigh War Memorial (NHLE 1456078, grade II, 170m to the east of the study site) and the Church of the Resurrection (NHLE 1322701, grade II, 350m to the east of the study site).
- 4.2.4 The war memorial is located within the park in Eastleigh, which is surrounded by substantial buildings. The study site is completely screened from the setting of the memorial by these buildings (see plate 4, below).



Plate 4 Looking N towards war memorial (24mm)

- 4.2.5 As such it is clear that the proposed development would not affect the setting or significance of the memorial and it is not necessary to consider it further. Similarly, the Church of the Resurrection (Plate 5, overleaf) is separated from the study site by several modern buildings, which prevent any intervisibility between the study site and the church. Furthermore, the buildings close to the study site are of a similar scale to that which is proposed within the study site, and would prevent the proposed development from affecting any views of, or approach to the church.



Plate 5 Looking NE towards Church of the Resurrection from eastern part of The Park (70mm)



Plate 6 Looking ESE towards The Park from eastern boundary of the study site (24mm)

- 4.2.6 It is therefore clear that the proposed development would not affect the setting or significance of the church, and it is not necessary to assess it further. The remaining designated heritage assets in the surrounding area are all situated more than 450m from the study site, and are completely screened by intervening buildings. As such it is clear that the proposed development would not affect these and they do not require further assessment.

5.0 Proposed Development and Predicted Effects

5.1 The Proposed Development

- 5.1.1 The proposed development is for the redevelopment of the study site for retirement living accommodation with associated utilities and parking.

5.2 Potential Impacts

Physical impacts

- 5.2.1 The construction of the proposed development and associated drainage and other utilities within the study site would involve the mechanical excavation of foundations and trenches, which would result in widespread impacts where these are planned. The depth of these impacts are likely to be between 500mm and 1m deep. It is therefore possible that the construction of the new building would severely truncate or entirely remove any archaeological remains which may be present within its footprint.
- 5.2.2 The remainder of the study site would be occupied by carparking areas and landscaping with lower below ground impacts, which would have a lower impact on any potentially buried remains.

Indirect impacts through effects to the setting of heritage assets

- 5.2.3 This assessment also considered the potential for the proposed development to affect the significance of designated heritage assets through indirect changes to their setting. The assessment confirmed that, due to the built-up nature of the area surrounding the study site, including significant recently constructed buildings, the listed buildings and other designated heritage assets in the surrounding area are sufficiently screened that the proposed development of the study site would not materially affect their significance, or require a design response.

5.3 Mitigation Measures

For the loss of archaeological remains

- 5.3.1 A review of the available evidence suggests that the study site has a general potential for the presence of prehistoric and Post-Medieval remains, with a low potential for other periods. The assessment also found that, due to the limited level of archaeological investigation in the vicinity of the study site, it is not possible to discount the potential for the presence of Roman buried remains.
- 5.3.2 The loss of any archaeological remains of local significance can be adequately mitigated by a programme of targeted archaeological works, which would identify whether any remains are present, and would excavate and record them prior to any impacts by the proposed development. This would realise the research potential of any buried remains, and would provide information on the past use of the study site. As such these works would provide a small public benefit.
- 5.3.3 This benefit is considered sufficient to compensate for the loss of any archaeological remains of local interest, and would be an appropriate response for the identified potential archaeology within the study site. Therefore, once this mitigation response is agreed, the development of the study site could be implemented without resulting in an unacceptable loss of archaeological interest.
- 5.3.4 It is considered that such a programme of works could be secured by a suitably worded planning condition, and implemented ahead of the construction of the proposed development.

For potential effects due to changes to setting

- 5.3.5 As no adverse effects to the setting of designated heritage assets were identified, no further measures are considered necessary.

6.0 Summary and Conclusions

- 6.1.1 This historic environment desk-based assessment considers land at 2,4,6,8 Toynbee Road, Eastleigh, which is proposed for development as retirement accommodation.
- 6.1.2 A review of the available evidence suggests that the study site has a general potential for the presence of prehistoric and Post-Medieval remains, with a low potential for other periods. The assessment also found that, due to the limited level of archaeological investigation in the vicinity of the study site, it is not possible to discount the potential for the presence of Roman buried remains.
- 6.1.3 The previous development within the study site would have resulted in some impact on any buried remains within the study site, however some remains of interest may have survived this outside of areas for foundations and any landscaping. As such any remains which survive are likely to be fragmentary, but may not be completely removed.
- 6.1.4 The identified potential archaeology within the study site is likely to be of local significance, due to the previous development within the study site.
- 6.1.5 The construction of the proposed development and associated drainage and other utilities within the study site would involve the mechanical excavation of foundations and trenches, which would result in widespread impacts where these are planned. The depth of these impacts would be likely to be between 500mm and 1m deep. It is therefore possible that the construction of the new building would severely truncate or entirely remove any archaeological remains which may be present within its footprint.
- 6.1.6 The remainder of the study site would be occupied by carparking areas and landscaping with lower below ground impacts, which would have a lower impact on any potentially buried remains.
- 6.1.7 The loss of any archaeological remains of local significance can be adequately mitigated by a programme of archaeological works, which would identify whether any remains are present, and would excavate and record them prior to any impacts by the proposed development. This would realise the research potential of any buried remains, and would provide information on the past use of the study site. As such these works would provide a small public benefit.
- 6.1.8 This assessment also considered the potential for the proposed development to affect the significance of designated heritage assets through indirect changes to their setting. The potential for the development of the study site to affect the setting and significance of designated heritage assets in the wider area was informed by a site visit and walkover of the study site and the surrounding area. The site visit confirmed that, due to the built-up nature of the area surrounding the study site, including significant recently constructed buildings, the listed buildings and other designated heritage assets in the surrounding area are sufficiently screened that the proposed development of the study site would not materially affect their significance, or require a design response.
- 6.1.9 On this basis it is clear that the impact of the proposed development on the archaeological potential of the study site could be adequately mitigated, and the development made acceptable in terms of archaeological impacts. It therefore accords with the requirements in paragraph 202/203 of the NPPF and policy Strategic Policy 8 of the Eastleigh local plan.

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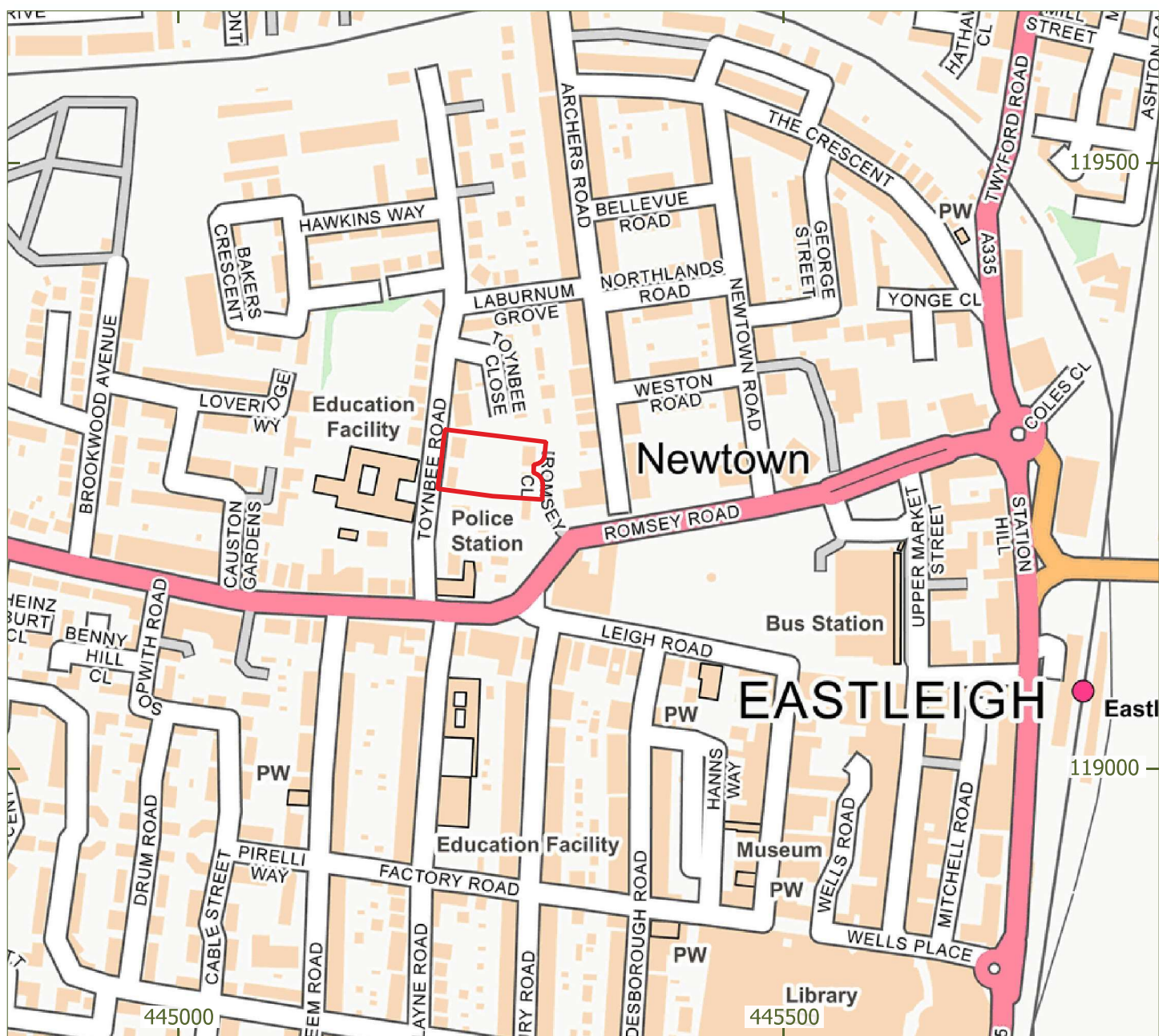
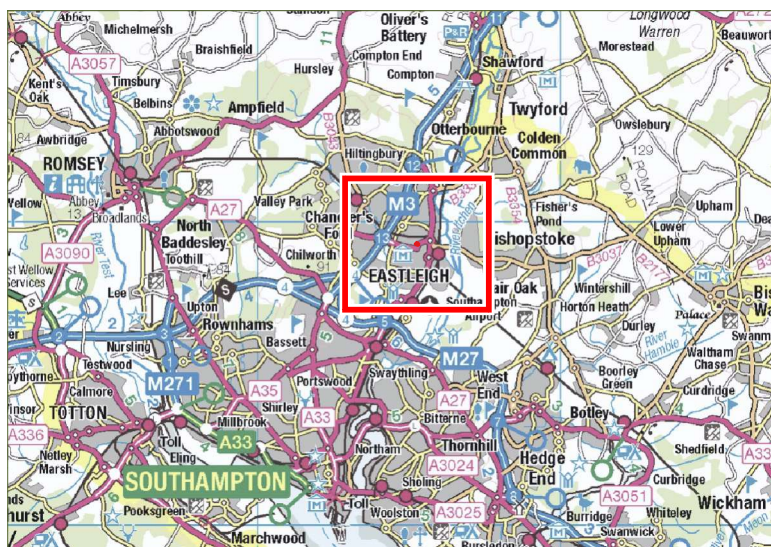
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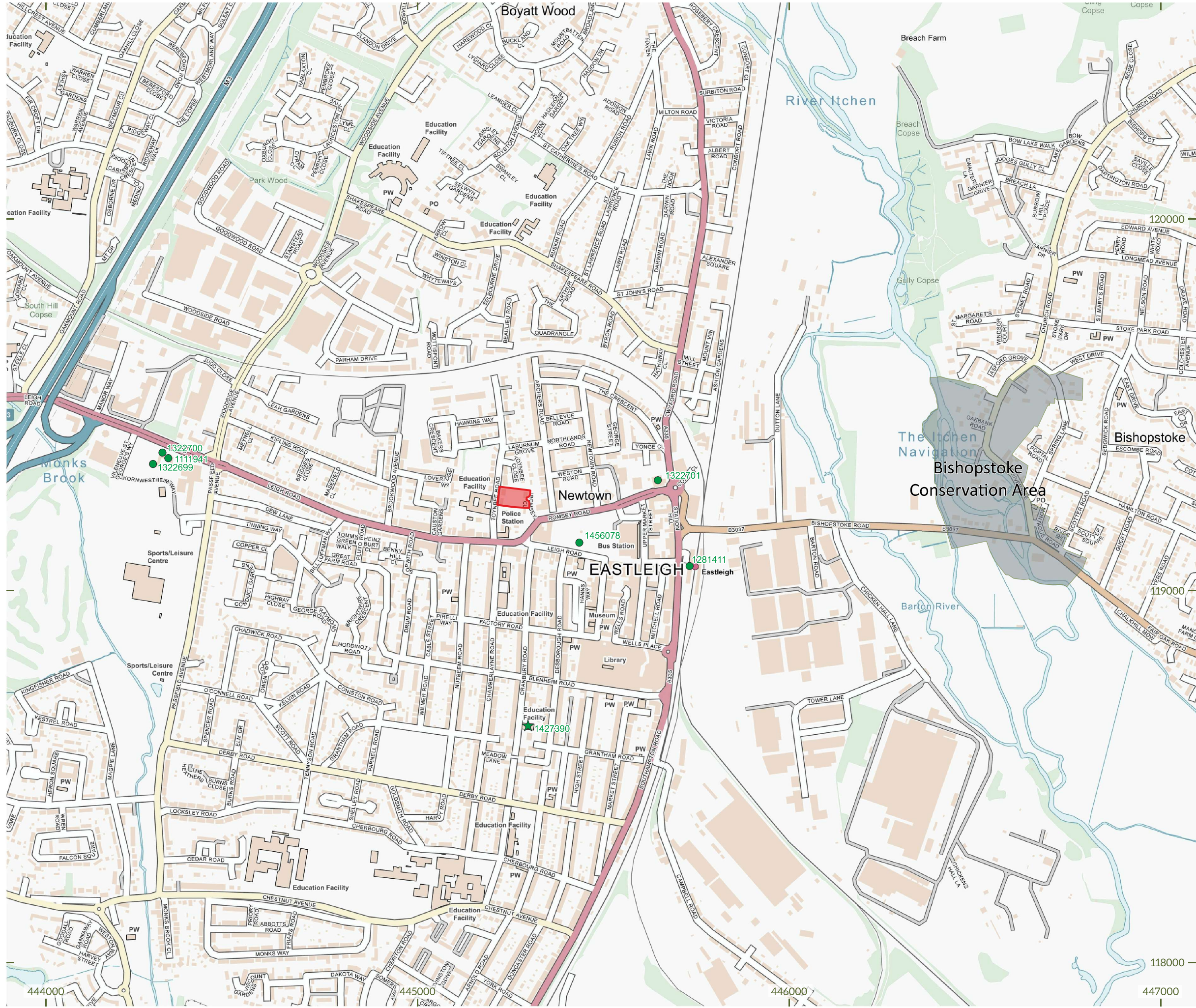
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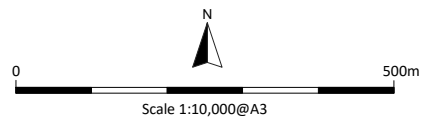
Study Site

Designated Heritage Assets

Conservation Area

Grade II Listed Buildings

Listed Building with certificate of immunity

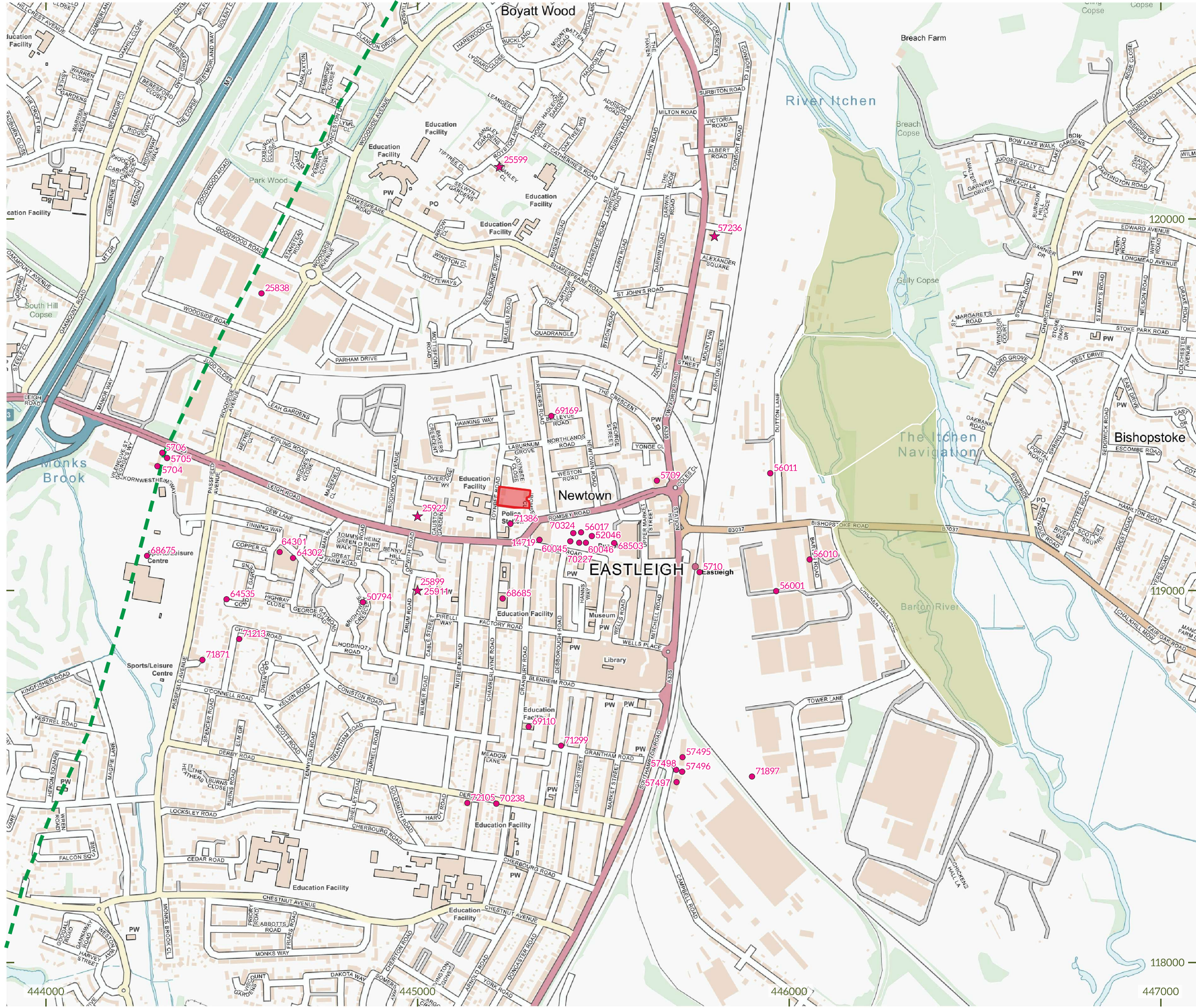


Project No: PR0105 Date: 15/12/2022

Drawing No: PR0105_02

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Title:
Figure 2: NHLE within 2km

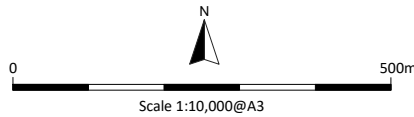


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Study Site

Non-designated Heritage Assets

- HER - Monuments
- HER - Findspots
- Watermeadows
- Roman Road

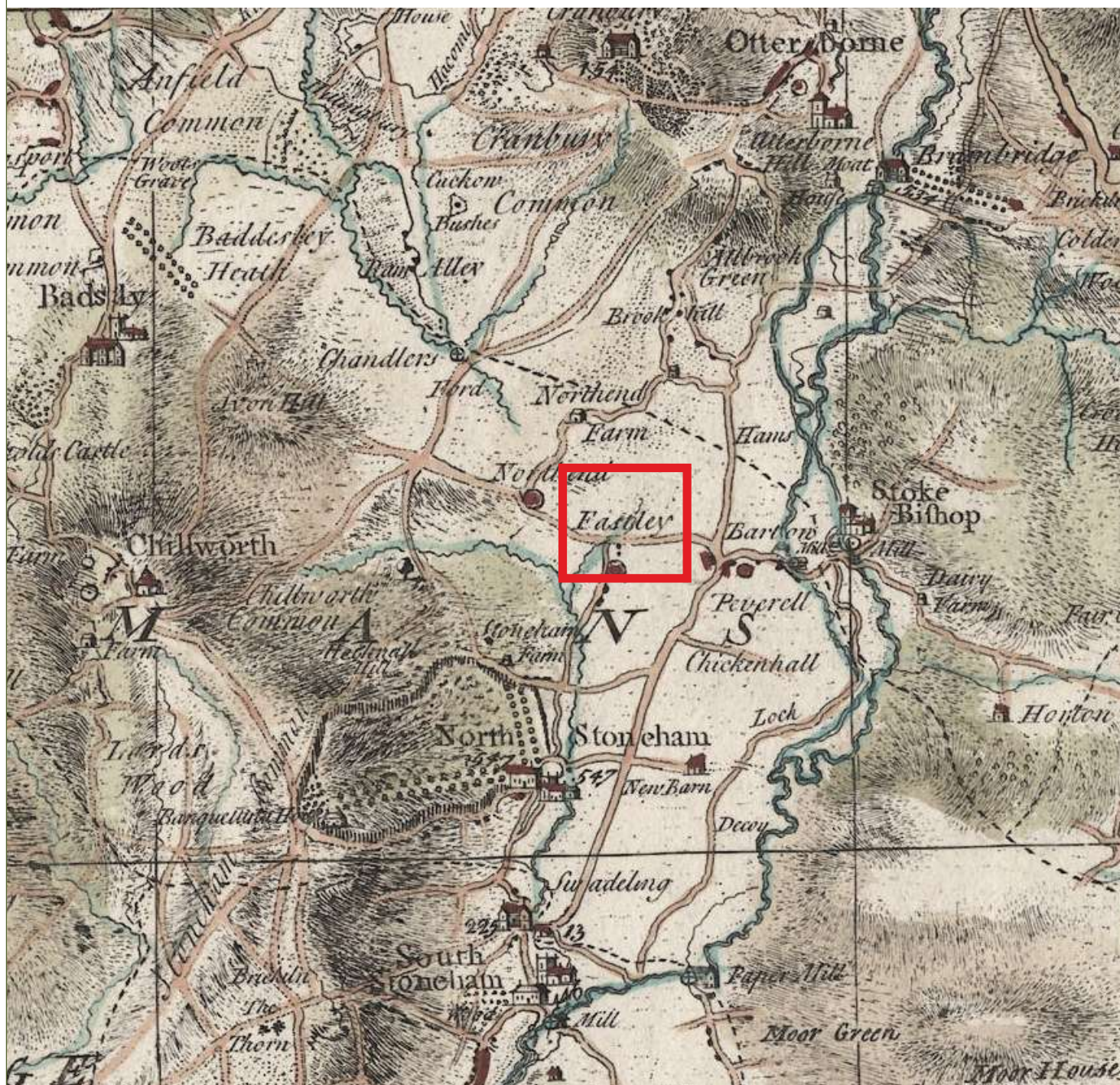


Project No: PR0105 Date: 15/12/2022

Drawing No: PR0105_03

Address:
Land at Eastleigh Toynebee Road, CRL

Title:
Figure 3: HER Data





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 Study Site

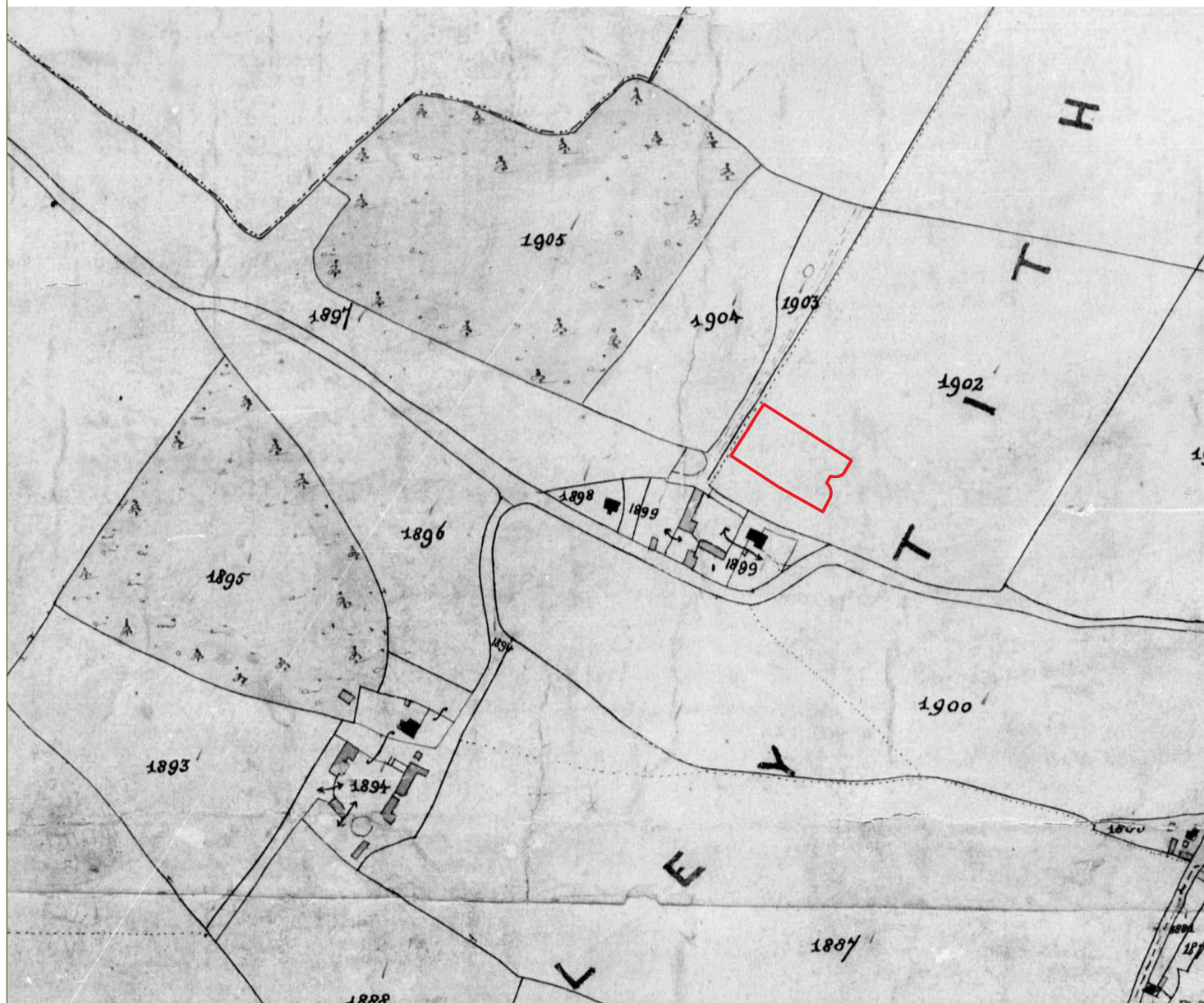
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Figure 5: 1791 Thomas Milne Map of
Hampshire, Surveyed 1788, 89 & 90



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 Study Site

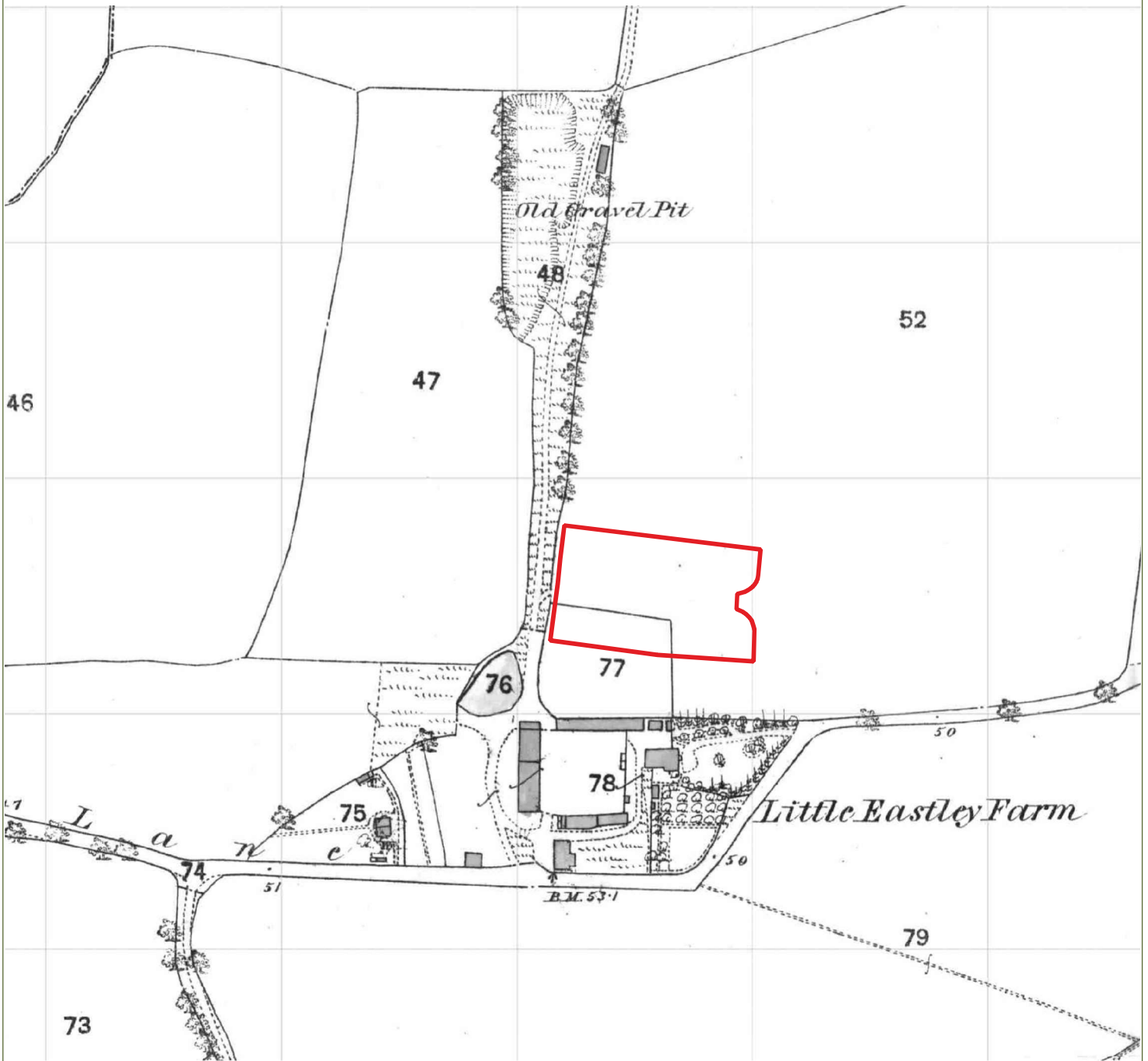
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Figure 6: 1845 Tithe Map of South Stoneham Parish



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 Study Site

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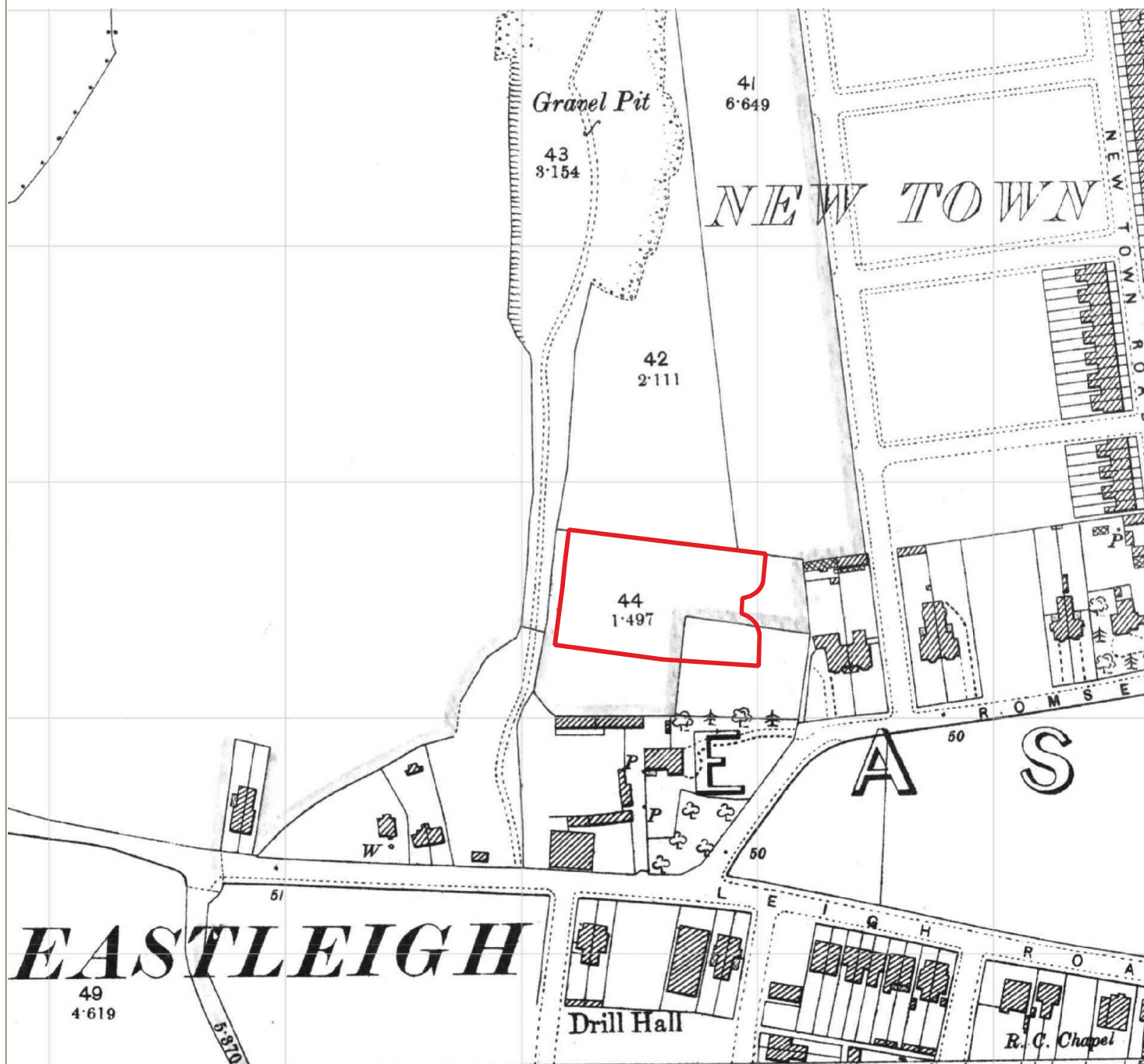
Eastleigh Toynebee Road, CRL

Title:

Figure 7: 1869 OS Map 1:2,500

Project No: PR0105 Date: 15/12/2022
Drawing No: PR0105_07

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Legend

Study Site

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Scale 1:2500@A4

Address:

Eastleigh Toynebee Road, CRL

Title:

Figure 8: 1897 OS Map 1:2,500





Legend

 Study Site

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Scale 1:2500@A4

Address:

Eastleigh Toynebee Road, CRL

Title:

Figure 10: 1950 OS Map 1:2,500

Project No: PR0105 Date: 15/12/2022

Drawing No: PR0105_10

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