

# Test Valley Borough Council Consultation for Local Plan 2040 Regulation 18 Stage 2

## COMMENTS FORM

Test Valley Borough Council has published its Local Plan 2040 Regulation 18 Stage 2 document for public consultation. This consultation document sets out a vision for Test Valley up to 2040, objectives for achieving this vision, our development needs alongside allocations for residential and employment development and theme-based policies.

The consultation period runs from Tuesday 6<sup>th</sup> February to noon on Tuesday 2<sup>nd</sup> April 2024. Please respond before the close of the consultation period so that your comments may be taken into account.

You can respond to our consultation by filling out the form below. This form has two parts:

Part A: Your Details

Part B: Your Comments (please fill in a separate sheet for each comment you wish to make)

Further information can be found on our website at:

[www.testvalley.gov.uk/localplan2040](http://www.testvalley.gov.uk/localplan2040)

Once the form has been completed, please send to [planningpolicy@testvalley.gov.uk](mailto:planningpolicy@testvalley.gov.uk) below by **noon on Tuesday 2<sup>nd</sup> April 2024**.

Following receipt of your comments from, we will keep you informed of future consultation stages unless you advise us that you want to opt out of such communication.

If you are unable to send via email, please send a postal copy to our address below.

### Contacting us

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## Part A: Your Details

Please fill in all boxes marked with an \*

|  |        |                |       |
|--|--------|----------------|-------|
| Title*<br>Mr/Mrs/Miss/Ms/Dr/Other<br>(please state)              | Mrs    | First<br>Name* | Karen |
| Surname*   | Barnes |                |       |
| Organisation*<br>(If responding on behalf<br>of an organisation) | Turley |                |       |

Please provide your email address below:

|                   |  |
|-------------------|--|
| Email<br>Address* |  |
|-------------------|--|

Alternatively, if you don't have an email address please provide your postal address.

|          |          |  |  |
|----------|----------|--|--|
| Address* |          |  |  |
|          |          |  |  |
|          | Postcode |  |  |

If you are an agent or responding on behalf of another party, please give the name/ company/ organisation you are representing:

|   |
|---|
| On behalf of St Modwen Strategic Land Limited |
|---|

### Personal Details and General Data Protection Regulation

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 until the Local Plan 2040 is adopted and the Judicial Review period has closed and will then be securely destroyed.

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 here:  
<http://www.testvalley.gov.uk/aboutyourcouncil/accesstoinformation/gdpr>

## Part B: Your Comments

Please use the boxes below to state your comments. This includes one box for general comments and another for specific comments related to an area of the Local Plan.

Insert any general comments you may have that do not relate to a specific paragraph number or policy in the general comments box below.

If you are suggesting a change is needed to the draft Local Plan or supporting document, it would be helpful if you could include suggested revised wording.

If you are commenting on a document supporting the draft Local Plan (such as a topic paper, or the Sustainability Appraisal), please indicate so.

| General   |
|---|
| Please refer to accompanying representations statement. |

For specific comments, please make it clear which paragraph, policy or matter your comments relate to where possible. Please use the box below.

If you are suggesting a change is needed to the draft Local Plan or supporting document, it would be helpful if you could include suggested revised wording.

| Paragraph Ref | Specific Comments                                       |
|---------------|---|
|               | Please refer to accompanying representations statement. |

### **What happens next?**

All valid responses received within the consultation period will be acknowledged and you will be given a reference number. Please quote this reference number when contacting the Council about the Local Plan 2040. If you have an agent acting on your behalf, correspondence will be sent directly to your agent.

All responses received will be taken into account as part of the preparation of the Local Plan 2040.

# **Representations to the Test Valley Draft Local Plan 2040**

## **Regulation 18 Consultation**

Land adjoining West Portway Industrial Estate,  
Andover

April 2024

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Karen Barnes



Sara Dutfield



**Client**

St Modwen Strategic Land Limited

**Our reference**

STMS3008

2 April 2024

# 1. Introduction

- 1.1 These representations have been prepared by Turley on behalf of St Modwen Strategic Land Limited in response to the Test Valley Draft Local Plan 2040 (Regulation 18) Consultation (April 2024).
- 1.2 Our client has important land interests in the Local Plan area, in particular land adjoining West Portway Industrial Estate, Andover. A copy of the Site Location Plan is provided at **Appendix 1**.
- 1.3 St Modwen are promoting the site for allocation for employment land through the Test Valley Local Plan 2040. The site comprises approximately 17.5 hectares of agricultural land, located directly to the west of the West Portway Business Park in Andover which is an existing Strategic Employment Site in the adopted Local Plan. The site lies in Northern Test Valley.
- 1.4 The site has already been included with the council's SHELAA (dated 2023,site ref. 392) as 'Land at Harroway House,' which identifies a number of site constraints. A Concept Masterplan, Landscape Strategy Plan and Local Gap Assessment have been prepared (**Appendices 3-5**) that takes account of the site's opportunities and constraints, to enable provision of a significant industrial and logistics development which could address a number of the key challenges and objectives set out in the Draft Local Plan.
- 1.5 These representations have been based upon the contents of the latest consultation document and its evidence base but also have had regard to all previous representations made by St Modwen to Test Valley Borough Council (TVBC).
- 1.6 The structure of these representations is as follows:
  - Section 2 - Comments on Regulation 18 Local Plan;
  - Section 3 - A review of land adjoining West Portway Industrial Estate, Andover; and
  - Section 4 - Summary & Conclusions.

## 2. Comments on the draft Local Plan

### Local Plan Vision and Objectives relating to the Economy

- 2.1 The Local Plan contains a vision which states:

*“The Borough’s economy will be thriving and supported by a skilled workforce. The economy will experience sustainable growth across a range of sectors, including the high technology and green industries and the visitor economy. Residents will have access to training, education and work opportunities and enjoy well-connected working environments.”*

- 2.2 There are ten objectives, of which one relates to ‘Economy, Prosperity and Skills:’

*“Promote a vibrant and resilient local economy, including the visitor economy, where future sustainable growth and innovation in green, high technology and other sectors can provide for a range of job opportunities and where businesses and individuals can thrive. Support a skilled and diverse workforce so that local people can access learning opportunities and jobs and benefit from greater prosperity.”*

- 2.3 The context for this is:

*“Test Valley is part of a wider sub-regional and regional economy. The borough has benefited from economic growth in recent years. Employment floor space has increased significantly, contributing to meeting both a local and subregional need. We have delivered approximately 6 hectares of employment land between 2020/21 and 2021/22.*

*To support economic sustainability in the local and sub-regional economy, it is important that employment land, including a varied supply of high-quality premises is provided in the right places with appropriate infrastructure to meet our needs. An opportunity for the Local Plan 2040 will be to seek to build on the current strengths in the local economy and facilitate appropriate future levels of provision at the most suitable and sustainable locations. A challenge is to provide skilled employment and suitable training opportunities, to suit the evolving needs and demands of the local and regional economy, for local people. This will support our communities in providing job opportunities and provide businesses with access to the skilled labour they require.”*  
[our emphasis added]

- 2.4 Our client supports that the importance of the economy is clearly recognised in the Council’s vision and through a dedicated economic objective. However we raise significant concerns, which are detailed in Section 3, given that the Council are only seeking to allocate one new site for employment development in Northern Test Valley, and the Plan is using employment land requirement figures that are the lowest option presented in the evidence base.

- 2.5 It is our client’s position that the actual employment land requirement figure is higher than the Plan proposes to take forward, and that additional sites need to be allocated for employment land in order to meet this need. This would be a proactive and positive

approach that will accord with the Plan's vision and objectives as well as national planning policy.

### **Spatial Strategy as it relates to Economic Development**

- 2.6 Chapter 3 sets out the Spatial Strategy including the overarching direction on where sustainable development will be supported, the settlement hierarchy, the level of housing and employment to be met over the plan period up to 2040 and contingency and delivery measures.
- 2.7 The spatial strategy focuses development on Andover and Romsey, being the largest settlements in the Borough with the widest range and number of facilities. Paragraph 3.12 states *"They are at the core of our spatial strategy and will continue to be a focus for development."* The emphasis is on redeveloping brownfield land in the town centres as the first option. It is important to note that this may only provide limited options of such land being available and may be costly to bring forward for development impacting upon viability.
- 2.8 Paragraph 3.13 notes that *"Significant growth has already taken place or planned at Andover and Romsey in the form of large scale housing allocations, as identified in the current Adopted Local Plan 2016."* It is important that housing growth is supported by economic growth to provide a diverse economy with employment opportunities for growing populations and to avoid out commuting for jobs.
- 2.9 Paragraph 3.15. notes that much of the Borough is rural and this supports the need to meet economic development need in appropriate locations at the urban settlements in the Borough.
- 2.10 Spatial Strategy Policy 1 (SS1) 'Settlement Hierarchy' sets out that Andover (as well as Romsey) is a Tier 1 settlement and will be appropriate for Strategic Employment Sites, small scale employment development and windfalls.
- 2.11 Paragraph 3.33 refers to the settlement assessment undertaken and notes that Andover and Romsey *"still stand out as being the most sustainable, each with a full range and number of services and a high level of accessibility by public transport. These towns also play a key role in supporting the needs of the wider population in Test Valley and potentially beyond the Borough reflecting the high level of services available. For these reasons the two towns are placed in Tier 1 of the settlement hierarchy."*
- 2.12 However, the plan does not allocate any employment sites in Andover (employment policies are discussed further in this Section). There are, therefore, inconsistencies between the above spatial strategy approach and provision of employment land policies which should be addressed.
- 2.13 Spatial Strategy Policy 2 (SS2): Development in the Countryside sets out that development outside of settlement boundaries will only be permitted if it is appropriate in the countryside as set out in other Local Plan policies, or if it is essential to be located in the countryside. The policy does not allow any flexibility for sustainable development adjacent to settlement boundaries where appropriate i.e. adjacent the settlement boundary of Andover, a Tier 1 settlement.

- 2.14 The plan states at paragraph 3.106 that 5.9ha of new employment development has been delivered since 2020, including at Andover Business Park, Nursling and Adanac. Paragraph 3.107 states that the Local Plan 2040 will continue to support economic growth and will set out the anticipated employment needs and approach to this, and *“This will need to take account and be flexible to the changes in the structure of the local economy as it continues to evolve particularly in response to the recovery from the pandemic.”*
- 2.15 Our client supports the notion that the approach to employment need will need to be flexible. However, this is not reflected within the wording of policies as currently drafted nor in the proposed allocations for employment purposes. This is discussed further below. It is important that this flexibility is enshrined in policy in order to deliver its purpose.

### **Employment Needs Evidence Base**

- 2.16 There are a number of evidence base documents relating to employment needs, including:
- Employment, Economic and Commercial Needs including Logistics Study, (Stantec, 2021)
  - Test Valley Employment Needs Further Analysis Study, (DLP, 2023)
- 2.17 The Stantec study gives significant weight to recent past levels of completions, particularly over the last five years. The forecasts ‘bake-in’ recent levels of growth. The council claims that this ‘lumpy’ delivery is meeting wider sub-regional needs. A further study was undertaken by DLP in the acknowledgment that the Stantec study *“may not be realistic or be able to be accommodated based on this past trend-based methodology”* (paragraph 3.110).
- 2.18 The plan therefore seeks to put some distance between the employment needs identified in the Stantec 2021 study and those in the newly published DLP 2023 study.
- 2.19 The figures from the Stantec study set out that the net industrial need is much higher than that in the DLP study, at over **520,000 sqm** or around **130ha**, when the PfSH area of Test Valley and the remaining area outside of South Hampshire are included (see table extracted below).



**Table 11.4 Net Industrial Need (5 Year Trend) 2019-40**

| 2019-40                         | a              | b                       | c                | d            |
|---------------------------------|----------------|-------------------------|------------------|--------------|
| PfSH                            | Net demand     | Vacant stock adjustment | Total net demand |              |
|                                 | sq m           | sq m                    | sq m             | ha           |
| EAST HAMPSHIRE (PfSH)           | 0              | 5,483                   | 5,483            | 1.4          |
| EASTLEIGH                       | 3,614          | 35,805                  | 39,419           | 9.9          |
| FAREHAM                         | 88,906         | 13,248                  | 102,154          | 25.5         |
| GOSPORT                         | 59,386         | 2,536                   | 61,922           | 15.5         |
| HAVANT                          | 23,437         | 13,062                  | 36,499           | 9.1          |
| NEW FOREST (east)               | -51,597        | 10,256                  | -41,341          | -10.3        |
| PORTSMOUTH                      | 177,513        | 32,702                  | 210,214          | 52.6         |
| SOUTHAMPTON                     | -44,953        | 13,852                  | -31,101          | -7.8         |
| TEST VALLEY (PfSH)              | 207,419        | 2,861                   | 210,280          | 52.6         |
| WINCHESTER (PfSH)               | 72,848         | 4,103                   | 76,950           | 19.2         |
| <b>Total PfSH</b>               | <b>536,572</b> | <b>133,908</b>          | <b>670,480</b>   | <b>167.6</b> |
| TEST VALLEY (excl S Hants FEMA) | 295,104        | 16,091                  | 311,195          | 77.8         |

Source: Stantec

- 2.20 Contrastingly, table 3.4 of the plan (extracted below) indicates a total need of just **71.7ha** of employment floorspace over the plan period. The plan does recognise at paragraph 3.114 that the highest need figures are for class B8 storage and distribution, with around 40ha of B8 floorspace required. Of this, 13.9ha of B8 floorspace is required in Northern Test Valley over the plan period.

**Table 3.4 Employment Needs 2020 to 2040**

|                    |      | Southern Test Valley |        |         |         | Northern Test Valley |        |        |         |
|--------------------|------|----------------------|--------|---------|---------|----------------------|--------|--------|---------|
|                    |      | B1a/B1b              | B1c/B2 | B8      | Total   | B1a/B1b              | B1c/B2 | B8     | Total   |
| Total need (Gross) | Sq m | 31,778               | 26,099 | 103,596 | 161,473 | 27,665               | 41,999 | 55,515 | 125,719 |
|                    | ha   | 7.9                  | 6.5    | 25.9    | 40.4    | 6.9                  | 10.5   | 13.9   | 31.3    |

- 2.21 The figures from the DLP study (2023) are used in the Plan, and reflected in Spatial Strategy Policy 7 (SS7): Employment Land Requirement which sets out that the requirement of 71.7 ha minimum employment land provision up to 2040 is split between northern Test Valley (31.3ha) and southern Test Valley (40.4ha).

## Employment Land Supply

- 2.22 Table 3.5 breaks down the need for various employment land uses and identifies the quantum of net completions and supply. In northern Test valley it identifies a need of 13.9ha of B8 and a supply of the same, meaning that there is no additional need for B8 development to be allocated in the northern Test Valley FEMA.
- 2.23 The supply referred to is at the strategic employment sites identified on the Policies Map and set out in Spatial Strategy Policy 8 (SS8): Meeting Employment Land Requirement. This allocates only a single site in Northern Test Valley. This is 15ha of land south of Thruxton Aerodrome. Supporting text at paragraph 3.118 claims there are undeveloped plots available on these sites.
- 2.24 Paragraph 3.119 states:
- “For Northern Test Valley, taking account of recent completions and existing supply, we are in the positive position of having no surplus needs to meet. However, in these circumstances it is appropriate to consider whether there are any sustainable sites that offer a different type and high quality employment land to justify over allocating. This also includes providing for a wide range and choice of sites and providing flexibility, over the plan period. Taking a positive and proactive approach to supporting economic growth and inward investment through providing further employment land we consider can be justified.”*
- 2.25 Policy SS8 also lists all the existing Strategic Employment Sites where development for employment uses will be supported, including West Portway Business Park (adjacent to the St Modwen land interest).
- 2.26 The council is planning to take forward the lower employment need figures from the DLP study. This is not considered a positive approach. In addition, we question if the supply set out in table 3.5 of the Plan is robust, as this concludes there is no need for additional employment land to be identified in the Borough to 2040 and only one new site in Northern Test Valley is being delivered.
- 2.27 Paragraph 1.49 of the Sustainability Appraisal notes that the Council have stated that the projections identify no additional land requirement in the north of the plan area, however, to support the economic growth of the area, the Council consider there is no merit in appraising an option of no employment allocations in northern Test Valley.
- 2.28 However, this only results in one proposed employment allocation.
- 2.29 This conflicts with the Plan’s vision and spatial strategy to grow a sustainable economy, support sustainable growth at Tier 1 settlements in acknowledgement that much of the Borough is rural, in addition to Andover having experienced high levels of housing growth. This also conflicts with the thrust of the Framework to positively and proactively encourage sustainable economic growth.
- 2.30 Turley have undertaken an assessment of the employment evidence based for the Regulation 18 consultation and presents its findings in an Employment Land Statement (dated March 2024, **Appendix 2**). This assessment, in its review of the DLP study,

considers that the Council may be misguided in its belief that there is no outstanding need for further employment land in Northern Test Valley. The envisaged growth scenarios are interrogated for several reasons as detailed within Appendix 2, and their credibility questioned.

- 2.31 It is also questioned why no alternative scenarios were presented in the DLP study that could be taken forward through the Local Plan. This conflicts with the approach in the PPG.
- 2.32 The past-trends forecast would result in a shortfall of **58.1ha**, rising to **67.4ha** when focusing solely on industrial and warehousing land. This conflicts with the Council's chosen growth scenario taken forward from the DLP study.
- 2.33 In addition, there is reliance on one new employment site allocation (Thraxton Aerodrome) to meet the employment land requirements.
- 2.34 Under the heading 'Proposed Employment Sites', para 4.111 of the Plan states *"This site combined with the level of committed employment supply, does exceed the Northern Test Valley employment requirement. The benefits and unique opportunity presented by allocating at Land South of Thraxton Aerodrome justify exceeding the employment requirement."*
- 2.35 There is a possibility that this site may not deliver as expected and therefore the Plan should not rely on a sole site. Whilst this site is said to exceed employment land requirements, it is not a positive approach to plan in this manner to the 2040 period. Particularly when this is based on the lower employment land requirements figures set out in the DLP study.
- 2.36 The employment land supply will not be resilient with reliance on a sole site, and does not provide flexibility to respond to changing markets conditions. This is particularly important given the length of the Plan period to 2040.
- 2.37 A proactive and positive approach to delivering employment land in line with the Council's vision, objectives, and sustainable spatial strategy would be to use the higher Stantec figures.
- 2.38 No justification is provided in the Plan for moving away from the Stantec study which is approved at a sub-regional level. In addition, there is no commentary on how sub-regional employment needs are being addressed.
- 2.39 There are suitable sites that are available and achievable that accord with the Council's strategy, that can deliver employment land for the Borough. This is discussed further in Section 4.

## **Other themed policies**

### *Local Gaps*

- 2.40 Policy ENV4 states that development within Local Gaps will be permitted subject to criteria. The Site is within a Local Gap west of Andover (The Pentons, shown on Inset Map 43)
- 2.41 The supporting text at paragraph 5.187 states that the Local Gaps Study (2023) recognises that Andover is separated from a number of small rural communities by relatively narrow but significant bands of countryside. Paragraph 5.188 states that the local gaps do not seek to prevent all development, but seeks to guide development within them, in order to maintain the principle and integrity of the local gap designations. It is supported that the designation does not seek to prevent development, as this would conflict with the Council's aspirations for sustainable growth where certain sites fall within a Local Gap but are sustainable and could contribute towards the Borough's needs.
- 2.42 It is further supported that the Council will take into account the individual effects of a proposal and its cumulative effects with other existing and proposed development within the gaps. In such cases, proposals will be considered on their individual merits (paragraph 5.189).
- 2.43 The proposed Local Gap west of Andover is discussed further in Section 3.

### *Biodiversity Net Gain*

- 2.44 Policy BIO3: Biodiversity Net Gain sets out that development for non-residential buildings should deliver at least a 10% net gain in biodiversity.
- 2.45 St Modwen agrees that 10% net gain figure should be used as this is in accordance with national legislation, however the policy to refer to national requirements which contain the appropriate detail that does not need to be duplicated by national policy.
- 2.46 In addition, national legislation notes that certain developments are exempt from the 10% net gain requirement. Policy BIO3 does not reflect this therefore emphasises the above point that local policy should fully defer to national requirements.

### *Heritage*

- 2.47 Policy ENV1: Historic environment and Policy ENV2: Development affecting heritage assets seek to preserve and enhance the Borough's historic environment and heritage assets. As above, this should refer to national policy and legislation, rather than duplicate.

- 2.48 There is established national policy and legislation that sets out that there are opportunities for development within a designated heritage asset, and also supports opportunities which preserve and enhance an asset.

*Flood Risk*

- 2.49 Policy CL2: Flood risk deals with development and flood risk impact in the Borough. As above, there is established national guidance for planning applications relating to flood risk that local policies should defer to. It is also important to acknowledge that flood risk should be considered on a site-specific basis.

### **3. Land adjoining West Portway Industrial Estate, Andover - proposed employment site**

- 3.1 This part of the representations sets out an overview of St Modwen's land interest at land adjoining West Portway Industrial Estate, Andover and the reasons why it should be allocated for employment use to help meet the need identified in the plan and its evidence base.
- 3.2 We consider the merits of the site below, in line with paragraph 69 of the NPPF, which underlines that local planning authorities should establish realistic assumptions about the availability, suitability and the likely economic viability of land across the District.

#### **The Site and Surroundings**

- 3.3 Andover is a Major Centre within the adopted Local Plan and sits within the M3 Local Enterprise Partnership (LEP).
- 3.4 The site consists of approximately 17.5 hectares of agricultural land, and is located to the west of West Portway Business Park. The Business Park is accessed off a large roundabout junction with the A343, which provides direct access to the A303 junction to the south of the site. The site is proposed to be accessed off West Portway Business Park therefore providing access to the strategic road network. In this location the road is one-way with the direction of travel northbound along Hopkinson Way and eastbound along West Portway.
- 3.5 Foxcotte Lane is to the northern boundary of the site and Harroway Lane is to the east.
- 3.6 A bridleway is located along the eastern boundary between the Site and the industrial estate. Additionally, a byway is located along the southern boundary of the Site, which runs through the industrial estate towards Andover town centre, accommodating a walking and cycling route.
- 3.7 The site is located to the south of a watercourse which largely follows the route of Foxcotte Lane. Although the northern edge of the site falls partially within Flood Zones 2 and 3, the vast majority of the site is situated within Flood Zone 1 so has a low risk of fluvial flooding.
- 3.8 There are hedgerows that run along the site boundaries as well as within the site. A bridleway runs along the site's eastern boundary.
- 3.9 The site is not subject to any statutory or non-statutory landscape, ecology or heritage designations, however the northern-most part of the site abuts the Penton Mewsey and Penton Grafton Conservation Area.

#### **SHELAA site assessment**

- 3.10 The site is considered in SHELAA 2023 under reference 392. This states the site has the following constraints:

- Countryside
- Local Gap
- Conservation Area
- Flood Risk Zone
- Mineral Safeguarding
- 'Other' including:
  - Flood Alert Area
  - Groundwater Protection
  - Archaeology (locally or regionally important)
  - Village Design Statement

3.11 The assessment summary states:

*"The site is available and promoted for development by the land owner, with interest from a developer.*

*The site is located outside of the settlement boundary of the TVBC Revised Local Plan DPD. The site is adjacent to the town of Andover which is identified as a Major Centre in the Local Plan Settlement Hierarchy.*

*Major Centres are settlements with the widest range of facilities and services in the Borough and are more accessible due to better public transport provision."*

3.12 The Sustainability Appraisal (2023/4) states the site is one of four in the 'preferred pool' of sites for the Northern Test Valley FEMA. It then states: *"A sequential site assessment has been undertaken to assess the merits of this site which draws on the conclusions of site-specific SA."*

3.13 With regard to the Site, the SA considers:

*"The site is located within a designated local gap and an area of high landscape sensitivity. Development of this scale and location would substantially erode the integrity of the settlement gap between Andover, Penton Corner and Penton Mewsey. The Council's recent landscape study also identifies this location as an area of high sensitivity where there are likely significant effects. This location is also sensitive in terms of the potential to have a significant impact on the setting of the Penton Mewsey / Penton Grafton Conservation Area. In view of these constraints this site has been discounted."*

3.14 St Modwen have prepared technical information to support the promotion of the site. A response to the constraints identified in the SHELAA assessment are below.

## Site Suitability

### Landscape and Visual

#### *Landscape Sensitivity*

- 3.15 A Landscape and Visual Appraisal including a Local Gap Appraisal has been prepared by FPCR and accompanies the representations (**Appendix 3**). This report should be referred to in full however relevant summaries are noted below.
- 3.16 The site is not identified in the adopted or draft Local Plan as a 'valued landscape' in the terms of NPPF para 180 a) and there is no specific local landscape policy (in quality or value terms) covering the site.
- 3.17 The Test Valley Landscape Character Assessment (2018) (TVLCA) highlights that future development within this landscape should seek to avoid development on the valley floor and coalescence with nearby settlements. It also advises that as part of any new development, opportunities should be sought to strengthen the landscape structure to the edge of Andover.
- 3.18 The site is assessed as being of Medium Landscape Value overall, with some more localised landscape areas of relatively higher and lower Landscape Value within the wider context of the site.
- 3.19 The emerging plans illustrate a development with a strong landscape and green infrastructure setting to new built development. As part of this, it is anticipated that an extensive outer perimeter landscape area would be established, including mitigation buffers and woodland tree planting, particularly to the northern and western sides of the development area. This would deliver effective landscape and visual mitigation and provide a robust landscape edge and boundary to the valley floor and to the wider landscape to the north and west; including towards The Pentons.

#### *Local Gap*

- 3.20 It is important to note that the Local Gap designation is a spatial policy and not a landscape policy or designation. Its purpose is to maintain separation of settlements and their respective identities.
- 3.21 The LVA considers the various elements of the Local Gap designation covering the site which is summarised below.
- 3.22 Physical separation and coalescence: despite the reduction in direct physical distance between the site and The Pentons, there would remain a sizeable distance between the built up settlement areas and there would be no coalescence of settlements or built up areas.
- 3.23 Perceived separation and inter-visibility: Intervisibility between the respective settlement areas is relatively limited. With the proposed development in place there would be an increased degree of intervisibility, between the respective settlement edges, although due in part to the presence of the mature planted edge to The Pentons, this will still not be clear, open or uninterrupted. The proposed Landscape



Strategy will also further mitigate and reduce the level of any increased intervisibility, particularly as the proposed woodland planting on the northern and western edges of the proposed development area establishes and matures. A Landscape Strategy Plan is attached at **Appendix 4**.

- 3.24 Role in shaping settlement character and identity: The proposed development would comprise employment buildings and uses that would relate to the existing adjacent industrial area, albeit that the proposed development would comprise modern high quality units, in contrast to some of the existing nearby buildings. With the proposed Landscape Strategy principles adopted as part of the proposed development, the nature of the respective settlement edges would remain distinctly separate and in due course well contained by woodland, trees and planting. Proposed development on the site would not undermine the character or identities of the respective settlements.
- 3.25 Contribution to Green Infrastructure: The proposed development would include a broad landscape area, with mixed habitats and public access across the northern half of the site. This would contribute positively to the existing habitats and Green Infrastructure along the valley floor. Other native woodland and tree planting within and around the development area would also contribute positively to the Green Infrastructure at this localised scale.
- 3.26 The proposed development as illustrated would retain effective physical and visual separation between the respective settlement areas and would not compromise the integrity of the proposed gap. The character and identity of the respective settlement areas would also not be materially affected. The designation of the Site as being within a Local Gap, should this remain as such, should not preclude development of the site for employment, as demonstrated through this section, future proposals can accord with the purposes of the Local Gap designation.

### **Heritage**

- 3.27 No designated heritage assets lie within the site or its immediate vicinity, however a number of assets are recorded in the wider vicinity. This includes the Pentons Conservation Area c.100m north-west of the site, and the Grade II Listed Penton Lodge (NHLE ref. 1230000), c.525m north-west of the site, along with its associated Grade II Listed East and West Lodges.
- 3.28 While development within the site has potential to affect the settings of these assets, the proposals have sought to screen and soften views from these assets by recessing the development and including bunding and screening, so as to minimise any impacts. The proposals are not anticipated to affect the significance of other assets in the wider vicinity, through any changes to setting. In accordance with the Framework, this is considered against the public benefits arising from the proposals. The public benefits of the proposals are detailed at the end of this Section.

### **Archaeology**

- 3.29 Several probable Bronze Age ring ditches are recorded within the northern field by the Hampshire Historic Environment, likely forming part of a barrow cemetery, which extends to the west, beyond the site (ref. 606949). Evaluative works comprising a geophysical survey across the whole site, and trial trench evaluation across the area of

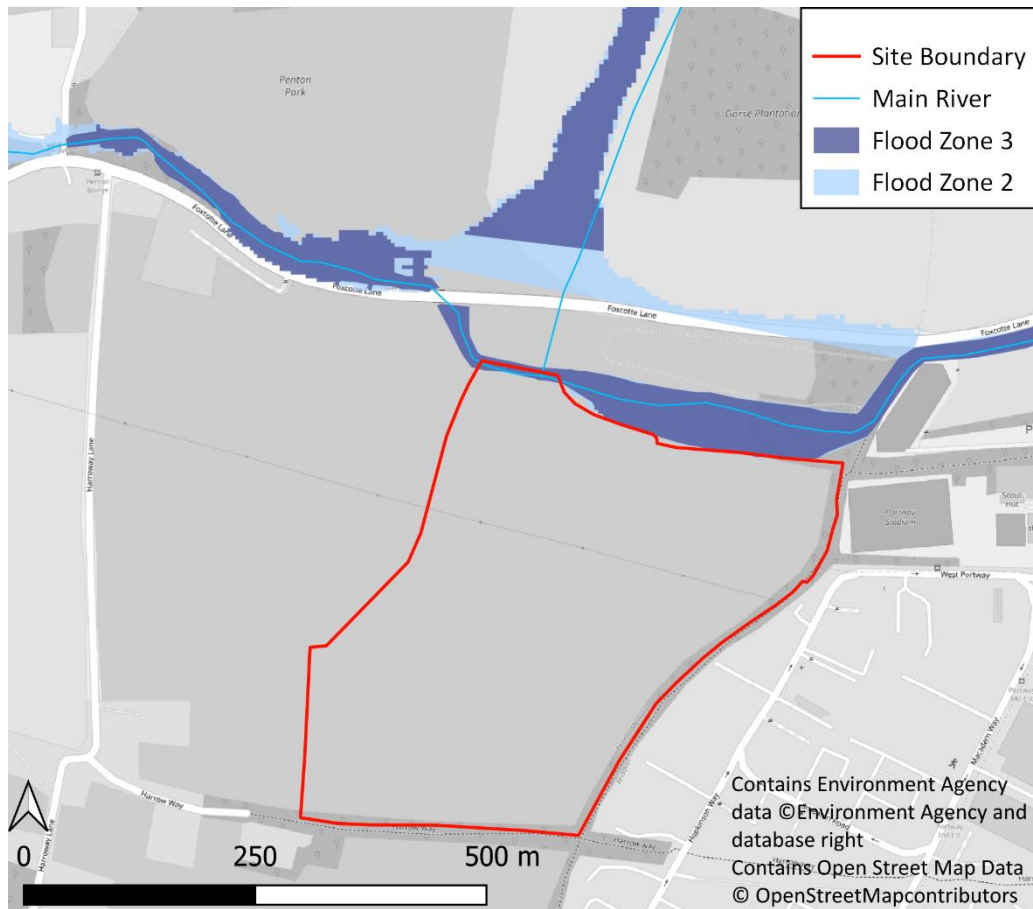
the site proposed for development have been undertaken to assess the site's potential for archaeological remains and potential impacts associated with development.

- 3.30 The geophysical survey clearly identified the ring ditches within the north of the site, however other than a few anomalies of undetermined origin, little was recorded in the south of the site. The subsequent trial trench evaluation across the south of the site did not record any significant archaeological remains associated with the ring ditches. A single ditch of Iron Age date was recorded as running across the south of the site on a broadly north-west/south-east alignment, which corresponded with a sinuous anomaly identified by the geophysical survey.
- 3.31 However, very few artefacts were recovered from the feature and environmental samples suggest it was not in proximity to any centres of settlement activity. Elsewhere, only a small number of undated features were recovered, comprising ditches and pits.
- 3.32 Based on the results of the trial trenching, no archaeological remains have been identified within the area proposed for development which are considered to be of a significance that would preclude development.

### **Flood Risk and Drainage**

#### *Fluvial Flood Risk*

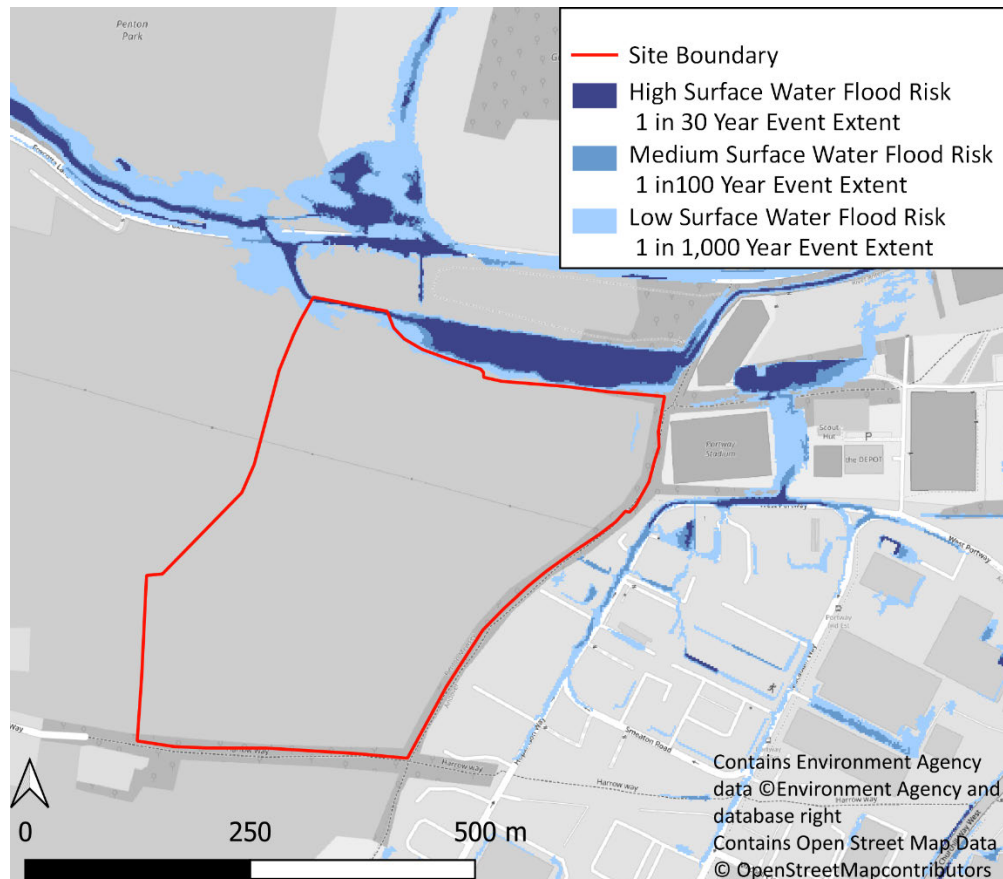
- 3.33 From review of the publicly available Flood Map for Planning (**Figure 1**), the majority of the Site is located within Flood Zone 1, with areas of the far north of the Site located in Flood Zone 2 and 3, associated with an Environment Agency Main River.



**Figure 1**

- Surface Water Flood Risk

- 3.34 From a review of the publicly available, Long-Term Flood Risk Information, Flood Risk from Surface Water Map (**Figure 2**), the majority of the Site is identified to be at 'Very Low Risk' from surface water flooding. Areas at the northern boundary of the Site are identified to be at 'Low', 'Medium' and 'High' surface water flood risk, associated with the existing watercourse.



**Figure 2**

- Groundwater Flood Risk

- 3.35 In accordance with Partnership for South Hampshire Level 1 Strategic Flood Risk Assessment (February 2024), the Site is identified to be in an area of <25% susceptible to groundwater flooding. Furthermore, publicly available British Geological Society Bedrock mapping identifies the Site to be underlain by a bedrock of Newhaven Chalk Formation in the south and Seaford Chalk Formation in the north. A band of Stockbridge Rock Member – Limestone has also been identified running through the Site.

- Other Sources of Flood Risk

- 3.36 As there are no identified existing sewers within the Site, and considering the existing topography, it is considered that the Site is at very low risk of flooding from sewers. There are no canals within the vicinity of the Site. Furthermore, from review of the publicly available Long Term Flood Risk Information, Flood Risk from Reservoirs Map, the Site is not identified to be at potential flood risk. As such, it is considered that the Site is not at risk from artificial sources.

### *Surface Water Management*

- 3.37 Surface water from the proposed development will be sustainably managed, in accordance with national and local policy and guidance. The following key principles will be embedded within the sustainable surface water drainage strategy:
- Assessment of the Site in accordance with the drainage hierarchy;
  - Surface water will be managed to the site-specific greenfield event for all events up to and including the 1 in 100 year plus climate change event;
  - Implementation of Sustainable Drainage Systems (SuDS), specifically:
    - Priority will be given to water quantity control to ensure that existing potential flood risk is not exacerbated; and,
    - Consideration will be given to multifunctional benefits of SuDS, in particular with regard to water quality measures.
  - Operation and maintenance will be undertaken in perpetuity.

### **Ground Conditions and Contamination**

- 3.38 The Site is currently used for agriculture and available historical maps suggest that the Site has undergone no previous development. Made Ground may be present locally associated with farm tracks. Published British Geological Survey records indicate the site to be underlain by bedrock of the Seaford Chalk Formation and Newhaven Chalk Formation. Alluvium may encroach on the northern part of the Site. The elevation of the Site falls from south to north towards a surface watercourse. The chalk bedrock is classified by the Environment Agency as a Principal Aquifer and the Site lies in an outer groundwater Source Protection Zone 2. Foxcotte Lane Site A historical landfill extends to the north from the northern Site boundary, coinciding with an area of former chalk pits and other ground workings. The northern part of the Site is indicated to lie within a Minerals Consultation Area for sand and gravel.
- 3.39 A desk study will be completed to inform Site layout and design and a ground investigation will be undertaken to characterise the geological sequence, to determine the chemical quality and engineering properties of the ground, to assess potential ground stability risks associated with soft compressible Alluvium (if present) and potential chalk dissolution features, and to assess risks associated with potentially migrating landfill gases and groundwater from off-Site contaminative land uses. The ground investigation will also determine whether sand and gravel is present on the Site which may require consideration from a minerals resource perspective. A foundation works risk assessment will be completed to inform foundation design and construction to ensure that risks to groundwater are appropriately considered and mitigated.

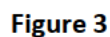
### **Minerals**

- 3.40 The developable area of the site remains outside of the minerals safeguarding area. A Mineral Resource Assessment will be prepared for any development of the site in accordance with Policy 15 (Safeguarding – mineral resources) of the Hampshire Minerals and Waste Plan, if necessary at the time of a planning application.

3.41 West Portway and Hopkinson Way are one-way roads (north / east bound), located within the West Portway Industrial estate to the east of the Site. They are subject to a 30mph speed limit and are circa 7.3m in width. At its eastern extent, West Portway connects with the A343 Churchill Way West Road, East Portway and the A343 in the form of a roundabout. To the south, Hopkinson Way joins with Reith Way before forming a ghost island priority junction with the A342 Weyhill Road.

3.42 On-street parking is not restricted along West Portway and Hopkinson Way in the vicinity of the Site. A footway is provided on the southern / eastern side of the carriageway and there is regular street lighting. An informal crossing point is located approximately 70m to the east of the West Portway / Macadam Way junction, with a central refuge, dropped kerbs and tactile paving to provide access across West Portway.

3.43 A vehicular access can be provided in the northeastern corner of the Site. It is proposed that a simple priority-controlled junction would be created between West Portway and Hopkinson Way, with Hopkinson Way forming the minor arm of the junction. A plan illustrating the potential arrangement of this access is at Figure 3 below. St. Modwen are in proactive discussions with Test Valley Borough Council as the adjoining landowner regarding the access detail.



- 3.44 As part of the access works, it is proposed that West Portway would become a two-way road. The width of the existing West Portway carriageway is circa. 7.3m and is

therefore suitable for accommodating two-way traffic movements. Currently on-street parking occurs on West Portway and it is proposed that this would be removed to support the two-way working, through the introduction of double yellow lines. Should the proposal to remove parking from West Portway not be supported by HCC, it would be possible to retain the existing one-way arrangements.

- 3.45 A parallel signal-controlled equestrian and toucan crossing would be provided along the access road at the Site boundary, to support existing equestrian, pedestrian and cycle movements along the bridleway. The proposed layout includes the provision of horse holding areas to either side of the crossing.
- 3.46 Since the publication of the Gear Change vision document and the LTN 1/20 design guide, the requirement to provide high quality pedestrian and cycle access to new developments has been put at the top of the agenda. It is therefore essential to ensure that cycle access is provided connecting into the existing network.
- 3.47 Pedestrian and cycle access would be provided alongside the main vehicular site access in the form of a 3.5m wide shared pedestrian and cycle footway.
- 3.48 There is potential to widen the existing footways and cycle priority provision along West Portway and Macadam Way to create a 3.0m wide pedestrian and cycle footway in line with LTN1/20 recommendation, connecting to the existing cycle network and supporting sustainable trips between the site and Andover railway station and town centre.
- 3.49 A further pedestrian and cycle access from the site would be provided to connect to the existing Harrow Way Byway, in the southeastern corner of the Site. Upgrades to the existing byway could potentially be provided to deliver a high-quality pedestrian and cycle route through the West Portway Industrial Estate. This would again connect to the existing cycle network and support sustainable trips between the site and Andover railway station and town centre.
- 3.50 Further to the above, opportunities exist to provide improvements to the existing cycle network to the east of the West Portway Industrial Estate. This would include crossing points on East Portway and at the junction between Upper Drive and Eardley Avenue. Subject to further feasibility assessment, the improvements could include:
  - Providing tactile paving
  - Providing a parallel crossing facility (similar to a zebra crossing, but includes facilities for cyclists)
  - Subject to feasibility, reposition the Upper Drive crossing point away from the junction with Eardley Avenue.
  - Consideration of the provision of a raised table at the junction between Upper Drive/Eardley Avenue to create an at-grade crossing and act as a traffic calming feature.
  - Consideration of improved crossing facilities over the A343.

3.51 Additionally, the Test Valley Cycle Strategy and Network SPD identifies the need for:

- Future off-street cycle provision along West Portway and Hopkinson Way, connecting to the existing cycle route provided opposite Smeaton Way from Macadam Way to Sterling Way;
- Improvements to the Bridleway along the site boundary to connect with the existing cycle route along Weyhill Road; and
- Improvements to the Harrow Way Byway.

3.52 Contributions from the development (that meet the necessary tests) could help deliver these proposals (although note this is at the discretion of the Council).

3.53 There are a number of bus stops across the Portway Industrial Estate that are served by the number 5 bus route. This route links the Goodman site to the south and the Portway Industrial Estate, continuing to Andover Station. The Site benefits from two services between 07:00 and 08:00, and two services between 16:00 and 17:00. Any future scheme would make a contribution to supporting and enhancing existing public transport services and improving bus stop provision.

### **Ecology**

3.54 The site comprises open expanses of agricultural land which is of negligible importance as a habitat in its own right, and to the majority of protected/notable wildlife of relevance in national and local planning policy. Detailed surveys would advise a detailed development layout and accompany any future planning application.

3.55 The site provides the opportunity to provide a network of habitats, such as:

- Retention and enhancements of areas of grassland from modified to neutral grassland with more species variety and sward structure;
- Retention and enhancement of gappy hedgerows to create more structure and diversity;
- Increased connectivity across the site through additional hedgerow planting; and
- Creation of a mosaic of hedgerows and tussocky grassland.

3.56 The landscape-led concept for the proposals allows ample space for any potential mitigation needed. At least 10% biodiversity net gain can be achieved on the site.

### **Summary of Site Suitability**

3.57 As demonstrated above the site is suitable, with no technical constraints which would impede its delivery. The technical inputs have responded to the SHELAA assessment, and consider the Site's landscape sensitivity is not as high as stated in the SHELAA. In addition, the designation of the site as being within a Local Gap is not considered a constraint to development on the site as future proposals can be sensitively and appropriately designed to maintain the purpose of the Local Gap.



- 3.58 This will also ensure that any impact to nearby heritage assets (comprising the Conservation Area and listed buildings in Penton Grafton) are appropriately considered and assessed in accordance with the Framework.
- 3.59 The site is located adjacent to an existing employment site and a strategic highway network. There is no flood risk constraint to development of the site.

### **The Opportunity**

- 3.60 The Concept Masterplan for the site has been prepared based on the above technical considerations (attached as **Appendix 5**). It provides an indication of how the site could come forward for development.
- 3.61 The Site could provide in excess of 27,000 sqm (296,000 sqft.) of employment floorspace in E(g)(i)/B2/B8 use, to meet an identified need for Test Valley. The site can contribute to addressing local and sub-regional needs for logistics space, including strategic logistics, over the upcoming plan period.
- 3.62 The proposals comprise four units located in the eastern section of the site, adjacent to West Portway Industrial Estate, within a landscaped setting to offset development from the western and northern edges of the site. The units relate well to the existing adjacent employment uses.
- 3.63 The northern section of the site can be maximised for biodiversity net gain, with informal and formal footpaths, public open space and forming a key part of the wider green infrastructure corridor to the north and west of Andover. The proposals seek to create a strong landscape-led setting for development.
- 3.64 Based on the appended Concept Masterplan illustrating four units, the site could accommodate some 411 full-time equivalent jobs (refer to Appendix 2). This could equate to 245 net additional employment opportunities for people living in Test Valley. There will also be indirect economic benefits such as occupiers' expenditure on goods and services – purchased from a range of suppliers – filters through the supply chain. Employees will likewise spend their wages on goods and services, and support additional jobs as a result.

### *Public benefits*

- 3.65 The public benefits of the proposal comprise:

#### **Economic**

- Contribution to employment land in the Borough and wider sub-regional area.
- The site has the potential to be a high economic value to the area building upon the established commercial uses to the east and taking advantage of its strategic location at Andover, providing easy access to key transport links.
- The creation of direct and indirect jobs and expenditure associated with construction.

- The development could add some £10.7 million of gross value to Test Valley's economy each year once complete and fully occupied.
- Around £370,000 in business rates would be retained by the Council that can be invested in the delivery of crucial public services (based on current arrangements for similar premises nearby).
- £40.2 million invested into the construction of the site, expected to directly support approximately 100 gross construction jobs per annum.

### **Social**

- Provision of additional local jobs.
- Well-designed workspaces for employees and production to enhance efficiency and productivity.
- High-quality, landscaped public open space for recreation and enjoyment.

### **Environmental**

- A net gain in biodiversity across the site according with national requirements.
- Retention and enhancement of existing green infrastructure where possible, and addition landscaping to develop a strong landscape and green infrastructure setting. An extensive outer perimeter landscape area would be established, including mitigation mounding and woodland tree planting.
- Provision of cycle stands to encourage sustainable travel to site.
- Sustainable building design in accordance with relevant BREEAM standards.

### **Site Availability**

- 3.66 St. Modwen control the site and is promoting the land for development.
- 3.67 St. Modwen Strategic Land Limited is a specialist division of St. Modwen, delivering high-quality industrial and logistics space across the UK. Their focus, during construction and operation, is on making positive and genuine changes to communities, the environment and the economy. As one of the UK's leading industrial and logistics developers and managers, they are committed to building sustainable and best-in-class spaces and also supporting the provision of jobs for local people.
- 3.68 St. Modwen are committed to delivering modern, sustainable and industry-leading developments which support their customers, whilst also benefitting people and the planet. This desire is underpinned by their *Swan Standard* – a pioneering set of guidelines developed by St. Modwen Logistics and used in the construction and development process to not only reduce CO2 emissions, but also ensure their buildings meet a series of environmental and social wellbeing criteria.

- 3.69 As a result, their buildings are highly energy efficient and create a bright, warm and welcoming environment in which to work – all whilst helping our customers to meet their own ESG ambitions.
- 3.70 In addition, their commitment to ensuring a minimum 10% uplift in biodiversity levels ensures that existing habitats are protected and green areas are provided for the enjoyment of employees and the local community, as well as attracting further wildlife to the site.
- 3.71 St. Modwen retain ownership of their employment parks and buildings for the long-term, and work hard to build trusted relationships with their customers and the local community.
- 3.72 As a result they have a substantial track record in the delivery of commercial development and can mobilise quickly. The site is available immediately and the site is deliverable in the short term.
- 3.73 The site is available and can be delivered early in the plan period to support the employment need within the TVBC.

#### **Conclusions on Land adjoining West Portway Industrial Estate, Andover**

- 3.74 The site is suitable, available, achievable and deliverable. The site is in a sustainable location that can contribute toward employment land in the Borough, in addition to supporting growth and resilience in the local economy.
- 3.75 The site is located close to strategic highway networks on the western edge of Andover, which is identified as a Major Centre in the Local Plan Settlement Hierarchy. The site is immediately adjacent to the west of West Portway Business Park in Andover which is an existing Strategic Employment Site in the adopted Local Plan.
- 3.76 As set out above in this Section, and detailed further in the Employment Land Statement at Appendix 2, the development of the site for employment could result in economic benefits for Test Valley.

## 4. Summary and Conclusions

- 4.1 These representations have been prepared by Turley on behalf of St Modwen Strategic Land Limited in respect of the Test Valley Draft Local Plan 2040 (Regulation 18) Consultation (April 2024).
- 4.2 The industrial and logistics sector is an essential part of the UK's infrastructure and underpins activities in all sectors of the economy. Nationally, there is a rapidly increasing demand for industrial and logistics floorspace, particularly for strategic logistics (floorspace in excess of 100,000 sq ft). The industrial and logistics sector supports a significant quantum of businesses and jobs and growth in the sector has been higher than many other economic sectors, including through the Covid-19 pandemic.
- 4.3 As set out in these representations, the draft Plan seeks to create a thriving, vibrant, resilient and diverse economy, with sustainable growth across the economic sector. St Modwen support the aspirations of the Council's Vision and Objectives.
- 4.4 However, the policies in the Plan do not support this vision. The robustness of the employment evidence base from which the employment land requirements have been derived from is questioned through Turley's assessment of the evidence base, the findings of which are presented in the accompanying Employment Land Statement. The Council has chosen to take forward into the Plan employment land requirement figures that are lower than earlier studies based on past-trends forecasts. This is not a positive approach.
- 4.5 As a result, only one new employment site is proposed for allocation in Northern Test Valley. Not only should higher figures be used, but additional employment land should be allocated in Northern Test Valley to positively plan for the period to 2040.
- 4.6 We reiterate that land adjoining West Portway Industrial Estate is located close to strategic highway networks, and in a sustainable location on the western edge of Andover, which is identified as a Major Centre in the Local Plan Settlement Hierarchy. The site is to the west of West Portway Business Park in Andover which is an existing Strategic Employment Site in the adopted Local Plan.
- 4.7 Land adjoining West Portway Industrial Estate, Andover is a sustainable and deliverable site that is under single ownership. St Modwen considers there are opportunities for the site to come forward early in the Plan period to meet an identified employment need.
- 4.8 The technical input from the consultant team demonstrates that there are no identified technical barriers to development.
- 4.9 St Modwen look forward to working with the Council throughout the Local Plan process and would welcome the opportunity to further discuss the opportunity for land adjoining West Portway Industrial Estate, Andover with the Council.

## **Appendix 1:    Site Location Plan**

## **Appendix 2: Turley Employment Land Statement**

## **Appendix 3:   Landscape and Visual Appraisal (including Local Gap Appraisal)**

## **Appendix 4:    Landscape Strategy Plan**



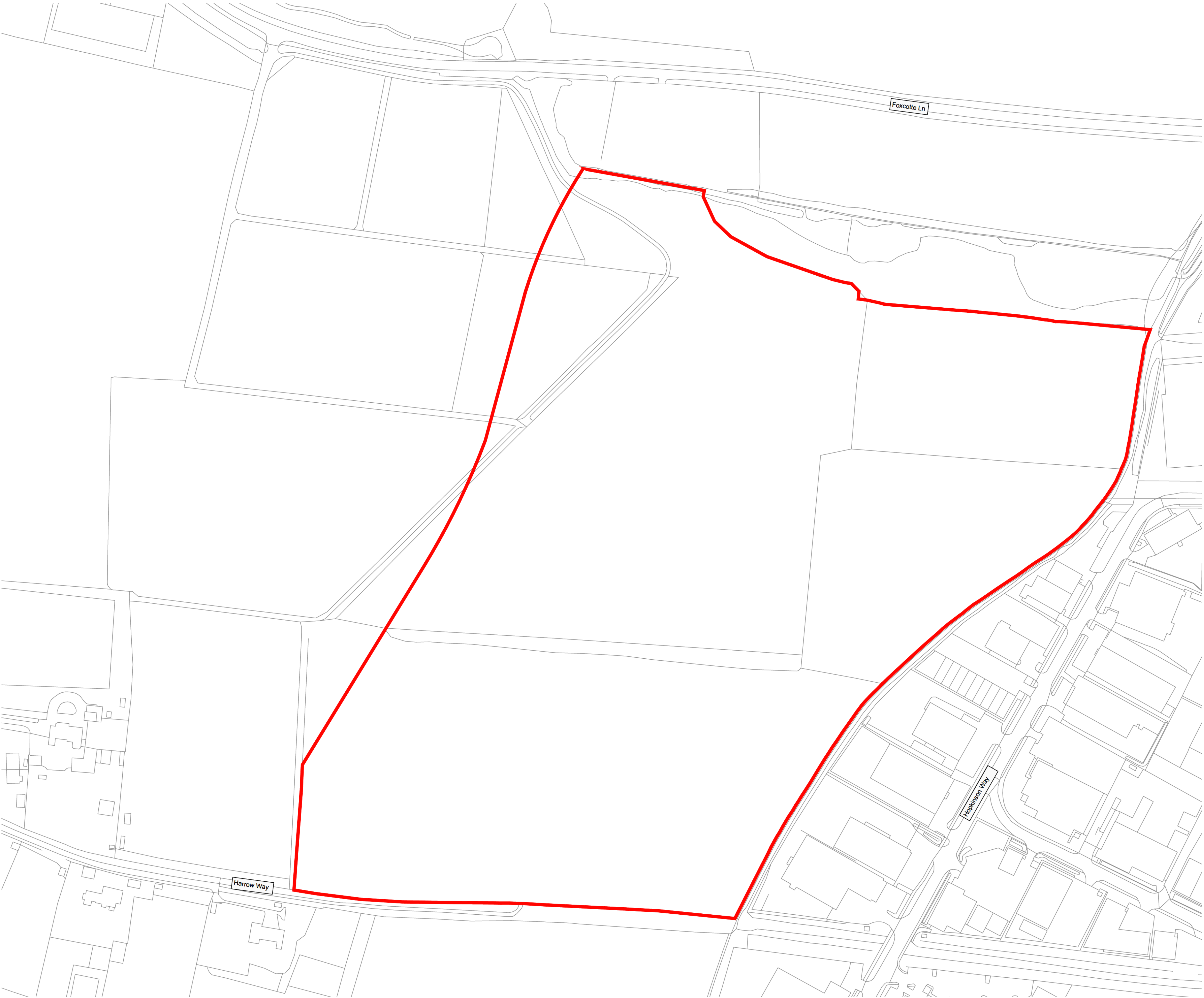
## **Appendix 5:    Concept Masterplan**

Turley Office

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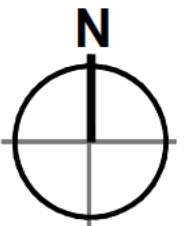
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**Turley**



Site Location Plan  
Scale: 1:1250

- Dimensions are in millimeters, unless stated otherwise.  
- Scaling of this drawing is not recommended.  
- It is the recipient's responsibility to print this document to the correct scale.  
- All relevant drawings and specifications should be read in conjunction with this drawing.



Application boundary:  
42.15 Acres (17.06Hectares)

|     |               |     |      |          |
|-----|---------------|-----|------|----------|
| A   | Initial Issue | LAH | A/JL | 02.04.24 |
| rev | amendments    | by  | ckd  | date     |

Land at Foxcotte Lane, Andover

Site Location Plan



|                                  |                       |
|----------------------------------|-----------------------|
| RIBA PoW Stage:                  | 2 - Concept Design    |
| Document Suitability:            | S1                    |
| Drawn / Checked:                 | LAH / A/JL            |
| Date:                            | 25.10.23              |
| Scale:                           | 1:1250 A1             |
| UMC Project Number:              | 21360                 |
| Document Reference:              | Drawing no: Revision: |
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# **Employment Land Statement**

Land adjoining West Portway Industrial Estate,  
Andover

April 2024

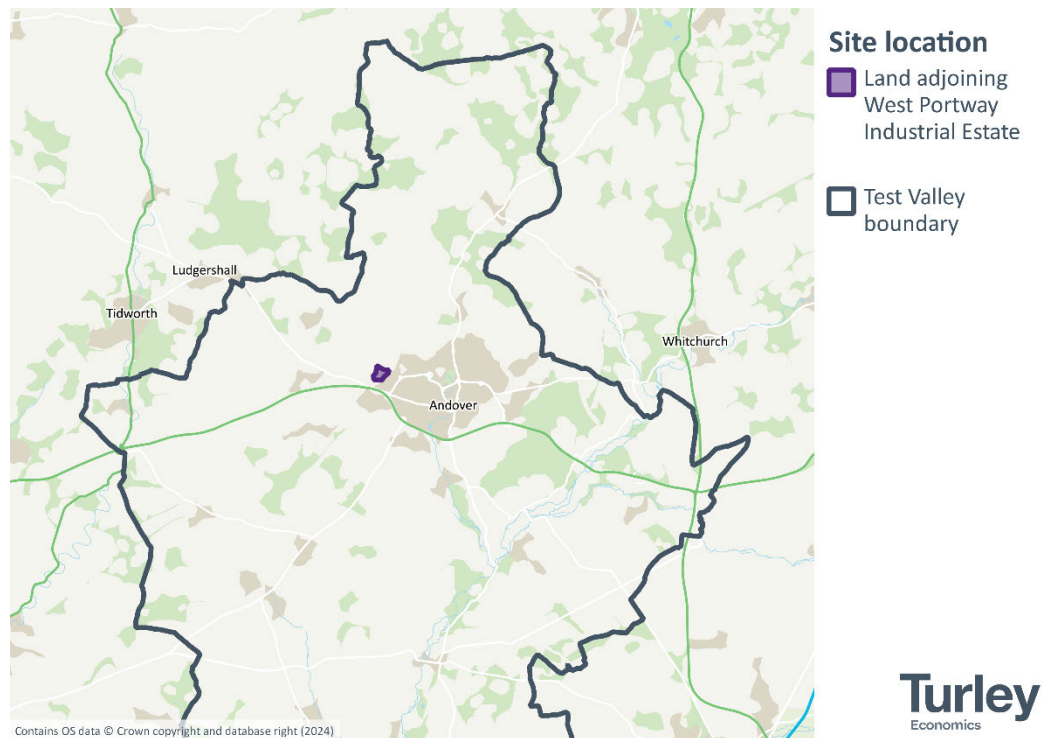
# Contents

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| 3. | Benefits of developing the Site      | 12 |
| 4. | Summary and conclusions              | 19 |

# 1. Introduction

- 1.1 Turley Economics has been commissioned by St. Modwen Strategic Land Limited (herein 'St. Modwen') to establish the need for employment land that could be met through the development of land adjoining West Portway Industrial Estate, Andover ('the Site'), which it is currently promoting while Test Valley Borough Council ('the Council') undertakes a second Regulation 18 consultation on its new Local Plan<sup>1</sup> ('the draft Plan').
- 1.2 The Site to the west of Andover – shown at Figure 1.1 – extends to some 17.6ha and is being promoted for industrial and logistics use. The current concept masterplan illustrates an opportunity to accommodate four warehousing units ranging from 4,861sqm to 9,354sqm in size.

**Figure 1.1: Site Location**



- 1.3 This report is structured to initially consider the need for employment land that could be met by the Site, in **section 2**, before outlining the economic benefits that its development could generate in **section 3**. The concluding **section 4** then draws together and summarises the preceding analysis.

<sup>1</sup> Test Valley Borough Council (2024) Draft Test Valley Local Plan 2040: Regulation 18 Stage 2

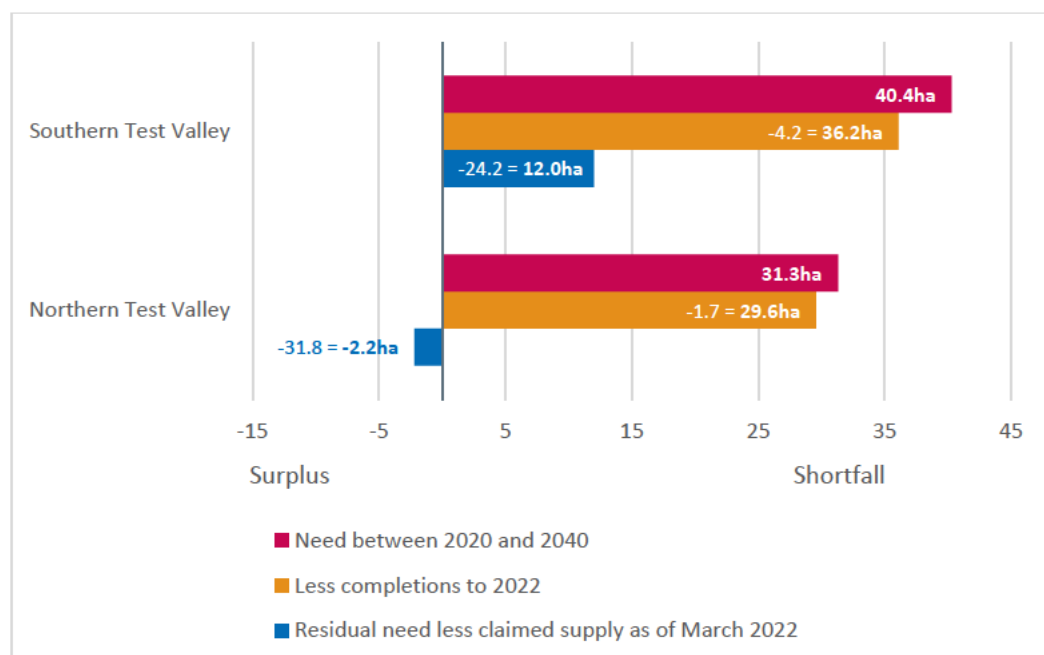


## 2. Outstanding need for employment land

### A supposedly limited need for additional land in Northern Test Valley

- 2.1 The Council, within its draft Plan, clearly recognises the importance of providing ‘employment land...in the right places’ in order to ‘build on current strengths’ and ‘support economic sustainability in the local and sub-regional economy’<sup>2</sup>. It emphasises that there should be ‘a varied supply of high-quality premises’, and further notes how national policy requires it to ensure ‘the appropriate availability of land to support economic growth, innovation and improved productivity’<sup>3</sup>.
- 2.2 The Council does though believe that it has a sufficient supply of employment land in the northern part of the borough, which it opts to separate from the south to reflect the existence of ‘two distinct Functional Economic Market Areas in Test Valley’<sup>4</sup>.
- 2.3 It suggests that there is a need for circa 31.3ha of employment land in Northern Test Valley, over the period from 2020 to 2040, but notes that some 31.8ha is already in the pipeline, adding to circa 1.7ha that has already been developed – during the first two years of the plan period (2020-22) – to leave a surplus of around 2.2ha. This contrasts with Southern Test Valley, where there is reported to be a shortfall of circa 12.0ha<sup>5</sup>.

Figure 2.1: Reportedly Outstanding Need for Employment Land (2020-40)



Source: Test Valley Borough Council

<sup>2</sup> Ibid, paragraph 2.62

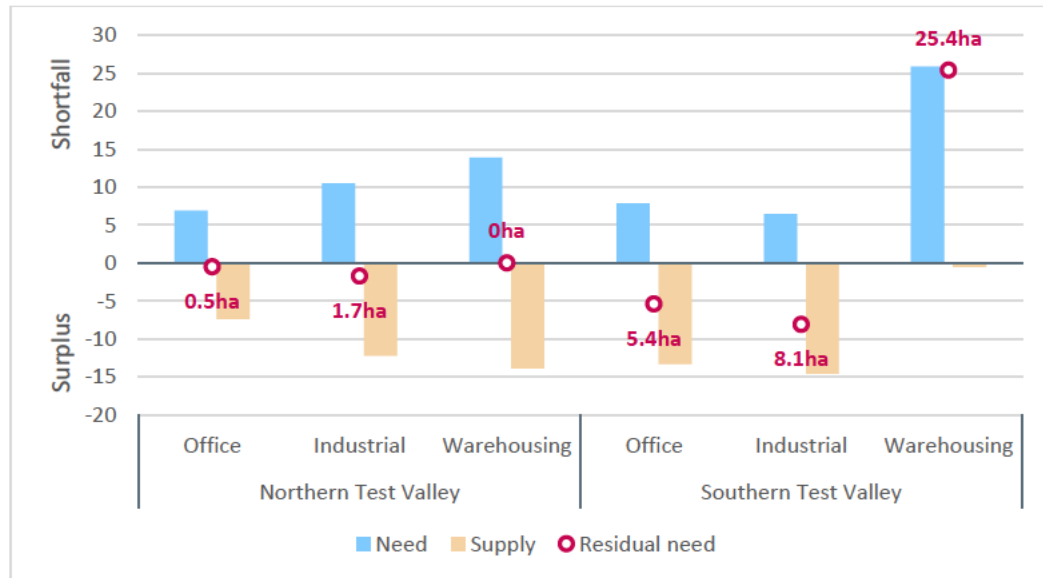
<sup>3</sup> Ibid, paragraphs 2.62 and 3.104

<sup>4</sup> Ibid, paragraphs 3.116 and 3.117

<sup>5</sup> Ibid, Table 3.5

- 2.4 It proceeds to suggest that the shortfall in Southern Test Valley exclusively relates to warehousing land, with there contrastingly being a *surplus* of sites suited to offices and industrial uses. The latter is also true of Northern Test Valley, with the supply of warehousing land there precisely aligned with the estimated need<sup>6</sup>.

**Figure 2.2: Reportedly Outstanding Need for Different Types of Employment Land**



Source: Test Valley Borough Council

- 2.5 The above figures are drawn from new evidence, completed in July 2023, which the Council commissioned after it last consulted on the new Local Plan two years ago. This evidence – titled the Further Analysis Study<sup>7</sup> (FAS) – provides further detail on how the Council’s position has been reached, confirming that:

- Three baseline employment forecasts – all developed between March and June 2022 by Experian, Oxford Economics and Cambridge Econometrics – were used as a starting point;
- Experian’s forecast – in which circa 5,500 jobs would be created over the plan period (2020-40) – was preferred as a baseline, due to a claimed alignment with other parts of the Council’s evidence base and its positioning within the range formed by all three forecasts (c.5,090-5,670);
- The assumptions made in the baseline scenario were adjusted for certain ‘growth sectors’ – specifically advanced manufacturing; information and communication; transportation and storage; and professional, scientific and technical activities – following a review of the Local Industrial Strategies that were being produced for the Solent and Enterprise M3 Local Enterprise Partnerships (LEPs) which respectively abut and include Test Valley. These

<sup>6</sup> *Ibid*, Table 3.5

<sup>7</sup> SPRU (2023) Test Valley Employment Needs Further Analysis Study



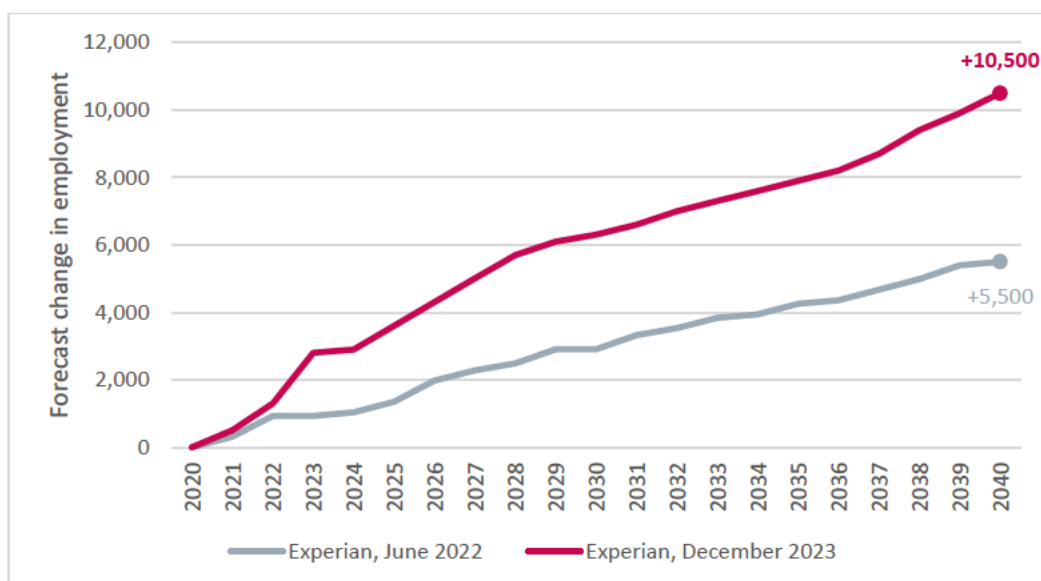
adjustments increase the number of jobs forecast in the borough, from 5,500 jobs in the baseline to circa 8,650 jobs in this so-called ‘growth scenario’;

- It is the gross need associated with this ‘growth scenario’ that is referenced in the draft Plan, with the FAS having made largely reasonable assumptions to convert jobs into floorspace and then land. This has included the application of a flexibility margin, equivalent to five years’ past take-up in line with best practice<sup>8</sup>.

### Undermining effect of the latest available forecasts

- 2.6 A detailed review of the FAS does suggest that the Council may be misguided in its belief that there is no outstanding need for further employment land in Northern Test Valley.
- 2.7 Employment forecasts are clearly at the heart of its approach, but the one ultimately favoured as a baseline – from Experian – has not aged well since it was released in June 2022. While Experian then anticipated the creation of only 5,500 jobs in Test Valley over the new plan period, it now expects almost twice as many – circa 10,500 in total – following the release of its latest forecasts in December 2023<sup>9</sup>. This exceeds the number envisaged even in the ‘growth scenario’ developed by the FAS (c.8,650).

**Figure 2.3: Evolution of Experian’s Forecasts for Test Valley**



Source: Experian; Turley analysis

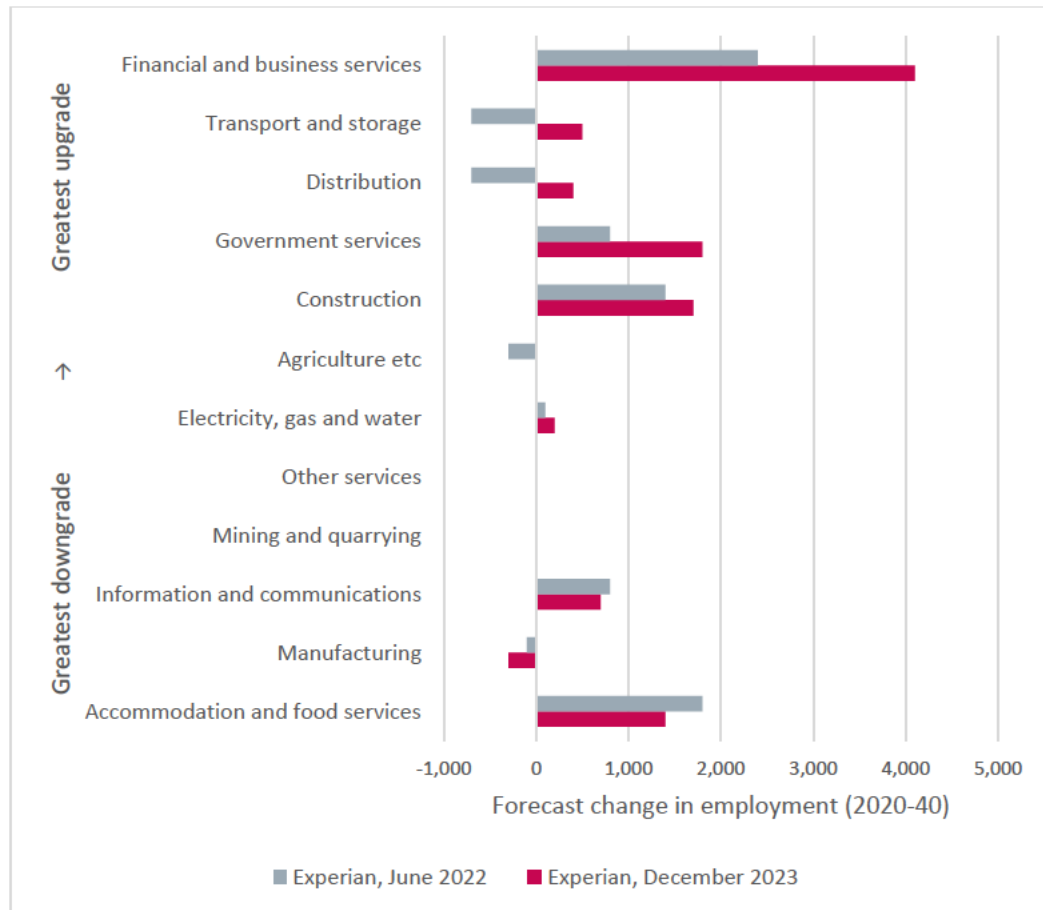
- 2.8 The upgraded outlook naturally has implications for the prospects of individual sectors. Experian still assumes that financial and business services will drive growth in Test Valley, as in the forecast presented in the FAS, but it now expects the sector to create some 71% more jobs than it previously anticipated. The outlook for transport, storage

<sup>8</sup> While the FAS presents a sensitivity in which a smaller flexibility margin is applied, it confirms that this is not its ‘overall’ recommendation (para 11.13) and the Council is noted as having not taken this forward in the draft Plan

<sup>9</sup> Experian (2023) Local Market Forecasts Quarterly, December 2023

and distribution has also markedly improved, with the sectors having previously been forecast to lose around 1,400 jobs between them but now expected to collectively *create* around 900 jobs, over exactly the same period (2020-40).

**Figure 2.4: Sectors Forecast to Drive Employment Growth in Test Valley (2020-40)**



Source: Experian; Turley analysis

- 2.9 While adjustments made in developing the ‘*growth scenario*’ do occasionally compensate for this shift in the baseline – as explained separately below – it does still have direct consequences for the seven sectors that appear to have *not* been adjusted, with a corresponding impact on the assessed need for land<sup>10</sup>. Between them, these unadjusted sectors were previously forecast to create only 952 jobs that would need accommodating on employment land – based on the assumptions outlined in the FAS<sup>11</sup> – but they are now expected to create some 1,408 jobs, around 48% more.

<sup>10</sup> SPRU (2023) Test Valley Employment Needs Further Analysis Study, Tables 54 and 55

<sup>11</sup> *Ibid*, Table 58. Percentages have been derived from this table and applied to the baseline Experian forecast, which the FAS does not present in the same way

**Table 2.1: Additional Jobs Requiring Employment Land in Sectors Not Adjusted in Growth Scenario (2020-40)**

|                                      | % of jobs in B-class uses | Experian June 2022 |                    | Experian December 2023 |                    |
|--------------------------------------|---------------------------|--------------------|--------------------|------------------------|--------------------|
|                                      |                           | Forecast jobs      | ...in B-class uses | Forecast jobs          | ...in B-class uses |
| Government services                  | 27%                       | +800               | +219               | +1,800                 | +493               |
| Construction                         | 50%                       | +1,400             | +700               | +1,700                 | +850               |
| Electricity, gas and water           | 33%                       | +100               | +33                | +200                   | +65                |
| Accommodation and food services      | 0%                        | +1,800             | 0                  | +1,400                 | 0                  |
| Agriculture etc                      | 0%                        | -300               | 0                  | 0                      | 0                  |
| Mining and quarrying                 | 0%                        | 0                  | 0                  | 0                      | 0                  |
| Other services                       | 0%                        | 0                  | 0                  | 0                      | 0                  |
| <b>Total from unadjusted sectors</b> | <b>–</b>                  | <b>+3,100</b>      | <b>+952</b>        | <b>+5,500</b>          | <b>+1,408</b>      |

*Source: SPRU; Experian; Turley analysis*

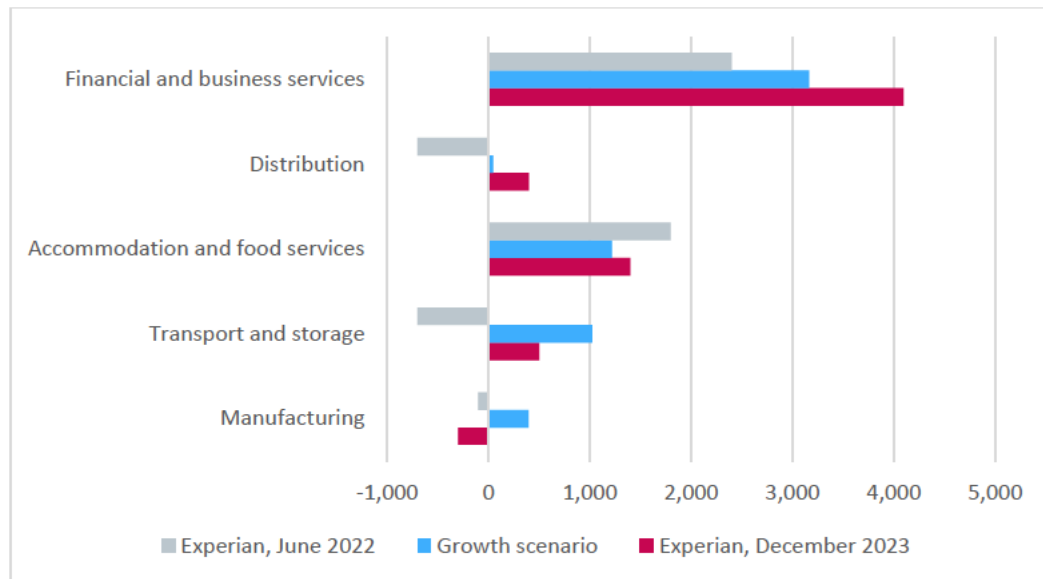
### Reliability of the higher growth scenario

- 2.10 The positive adjustments made for the other five reported sectors – as the FAS developed its '*growth scenario*' – do partially offset the impact of this newer forecast, with the FAS having already upgraded several of the assumptions made in its baseline scenario<sup>12</sup>. Even this adjusted '*growth scenario*' does though anticipate fewer new jobs being created in some sectors than now suggested, as only a baseline position, by this updated Experian forecast. Distribution for instance was adjusted in the FAS to remove an assumed decline and allow for modest growth of 45 jobs, but the latest Experian forecast now suggests that the sector could create almost nine times as many jobs (400) over the plan period. Around half of all jobs in this sector are assumed to require warehousing space, so this shift does have direct implications for the reported need for land suited to such premises<sup>13</sup>.

<sup>12</sup> *Ibid*, Tables 54 and 55

<sup>13</sup> *Ibid*, Table 58

**Figure 2.5: Adjustments in Growth Scenario vs. Latest Experian Forecast (2020-40)**



Source: SPRU; Experian; Turley analysis

- 2.11 The 'growth scenario' could arguably have also been more optimistic even for those sectors where it allows for more job growth than the latest Experian forecast. Its outlook for the transport and storage sector, for example – another, like distribution, that is assumed to generate demand for warehousing<sup>14</sup> – fully departs from the older Experian forecast and is instead based on the premise that Test Valley matches the recent performance of the Solent LEP and grows employment in the sector by an average of 2.1% per annum<sup>15</sup>. While not necessarily unreasonable in principle, it is unclear why the FAS sought to align with this geographic area rather than the Enterprise M3 LEP – which actually contains Test Valley – and it also only references the trend to 2018, supposedly in order to remove 'the short-term effects of the Coronavirus pandemic'<sup>16</sup> (which did not begin until 2020, making the omission of 2019 surprising). These unexplained decisions are consequential because aiming to match the trend across the Enterprise M3 LEP, over the same historic period (2009-18) would have targeted stronger growth of 2.5% per annum, and this would have risen even further to 2.8% per annum if the trend period was extended to include the most recently reported years<sup>17</sup> (2009-22).

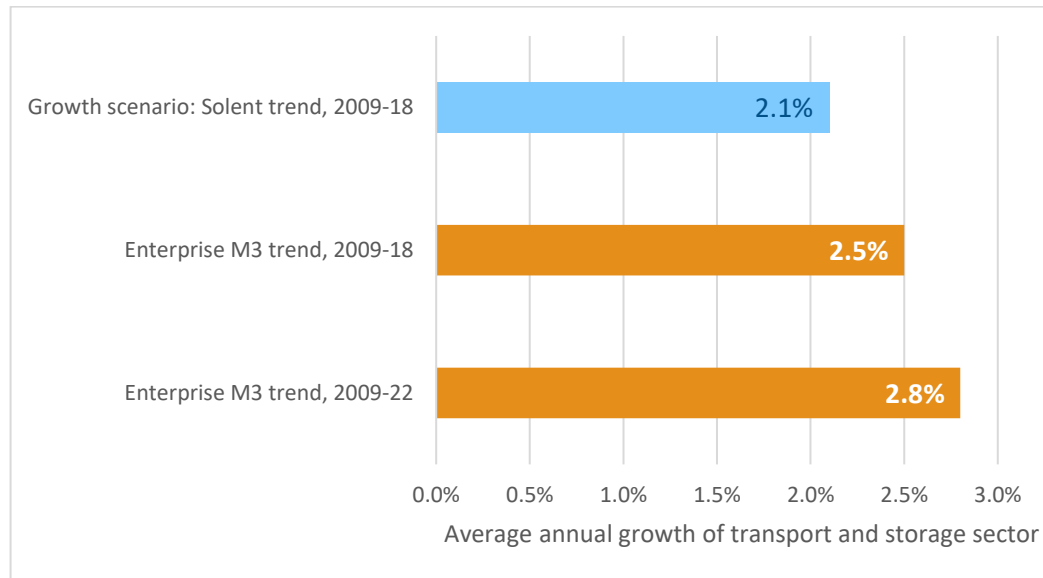
<sup>14</sup> *Ibid*, Table 58

<sup>15</sup> *Ibid*, p106-109

<sup>16</sup> *Ibid*, paragraph 8.22

<sup>17</sup> ONS (2023) Business Register and Employment Survey

**Figure 2.6: Benchmarking Assumed Growth of Test Valley’s Transport and Storage Sector (2020-40)**



Source: SPRU; BRES; Turley analysis

- 2.12 It is unclear whether the ‘*growth scenario*’ ultimately even matches the trend seen in the Solent, despite the FAS claiming on multiple occasions that it does so<sup>18</sup>. It confirms that the Solent’s transport and storage sector ‘*achieved a compound rate of employment growth of 2.1% per annum*’ – following removal of air and water transport which is agreed to be less relevant to Test Valley – but it suggests on the very next page that the growth scenario actually assumes ‘*compound growth of 1.05% per annum*’, only half the referenced trend<sup>19</sup>. This unexplained discrepancy – not even acknowledged in the FAS – begins to undermine the credibility of the growth scenario, which is at risk of underestimating the need for employment land as a result.

### Reconsidering an approach based on past take-up

- 2.13 The FAS ultimately gives the greatest weight to its ‘*growth scenario*’, which suggests that circa 71.7 hectares of employment land is needed throughout Test Valley between 2020 and 2040.
- 2.14 With this section having cast doubt upon the methods used to develop this scenario, it is unfortunate that the FAS has not put forward an alternative, at least in a legible format, that could be taken forward through the Local Plan.

<sup>18</sup> The summary of “key points” from section 8 suggests, for example, that the growth scenario is based on ‘*the assumption that labour demand in Test Valley reflects the trend in employment growth in the Solent LEP area sub-region*’, adjusted only to exclude air and water transport and remove the effects of the COVID-19 pandemic (presumably via the selection of a trend period). This is repeated almost verbatim in the executive summary

<sup>19</sup> SPRU (2023) Test Valley Employment Needs Further Analysis Study, paragraphs 8.22 and 8.24

- 2.15 Planning Practice Guidance (PPG) does encourage plan-makers to use '*a range of data*' (our emphasis) when developing '*an idea of future needs*', drawing not only upon forecasts but also '*the past take-up of employment land and property*'<sup>20</sup>.
- 2.16 The FAS technically does present scenarios based on past take-up but these are extremely difficult to follow, with the study having opted to separately extrapolate the trends over two virtually identical five year periods without appearing to have explicitly endorsed either approach. It is though suggested that a continuation of the trend recorded between 2016 and 2021 would generate a need for some 93.5ha of land throughout Test Valley, roughly 30% more than suggested by the '*growth scenario*'<sup>21</sup>. This is confirmed to have been developed in such a way as to '*avoid skewed data*', overcoming any concerns about the impact of '*large, strategic employment sites*' delivered during the trend period<sup>22</sup>.
- 2.17 The need would likely be even greater if the longer-term trend continues. This is not explored in the FAS – which presents completions data only from 2016 onwards – but can still be considered using data from CoStar, the commercial property database which reports on "net absorption" as a measure of demand that subtracts move-outs from move-ins. This suggests that circa 19,196sqm of net additional commercial space has been filled every year throughout Test Valley, over the past ten complete years (2014-23). Table 2.2 shows that this has predominantly been industrial and warehousing space, which CoStar does not separate. A continuation of this trend would generate demand for around 479,890sqm of commercial space over the twenty-year plan period, when incorporating a five-year buffer as in the FAS. This, in turn, could require some 120.0ha of land – predominantly suited to industrial and warehousing uses – based on the plot ratios applied in the FAS<sup>23</sup>.

**Table 2.2: Estimating Land Needed to Enable Continuation of Long-term Trends in Test Valley<sup>24</sup>**

|  | Offices   | Industrial and warehousing | Total      |
|--|-----------|----------------------------|------------|
| Net absorption per annum, 2014-23                    | 1,824sqm  | 17,372sqm                  | 19,196sqm  |
| Extrapolated over 20 years with buffer <sup>25</sup> | 45,594sqm | 434,297sqm                 | 479,890sqm |
| Land required based on 40% plot ratio                | 11.4ha    | 108.6ha                    | 120.0ha    |

Source: CoStar; Turley analysis

<sup>20</sup> PPG Reference ID 2a-027-20190220

<sup>21</sup> SPRU (2023) Test Valley Employment Needs Further Analysis Study, Table 22

<sup>22</sup> *Ibid*, paragraph 6.44

<sup>23</sup> *Ibid*, p152

<sup>24</sup> While it can be justified to uplift past absorption rates to reflect suppressed demand that could not be expressed during the trend period, due to limited availability, this does not appear to have been a major issue in Test Valley. Availability has reduced at times during the trend period used here (2014-23) but this generally has not brought an increase in rents, which have actually reduced over the past three years. It has therefore not been considered necessary to adjust for suppressed demand in this example

<sup>25</sup> Equivalent to a further five years



- 2.18 The supply reported in the draft Plan – for the borough as a whole<sup>26</sup> (61.9ha) – would clearly not be sufficient to meet such a need, instead creating a **shortfall of some 58.1ha**. This entirely relates to industrial and warehousing land, focusing on which actually increases the size of the shortfall to some **67.4ha**.

**Table 2.3: Shortfall Relative to Long-term Trends (ha; 2020-40)**

|                            | Estimated need | Reported supply | Surplus/shortfall |
|----------------------------|----------------|-----------------|-------------------|
| Offices                    | 11.4           | 20.7            | +9.3              |
| Industrial and warehousing | 108.6          | 41.2            | -67.4             |
| <b>Total</b>               | <b>120.0</b>   | <b>61.9</b>     | <b>-58.1</b>      |

*Source: CoStar; Test Valley Borough Council; Turley analysis*

### Summary

- 2.19 While the Council clearly appreciates the importance of providing sufficient employment land, and offering a range of premises, it claims to have enough supply in at least the northern part of the borough, when factoring in the existing pipeline.
- 2.20 This is though based on newly commissioned evidence that appears to be underestimating the scale of need throughout the borough as a whole, even in its so-called '*growth scenario*' which positively adjusts a baseline forecast. This section has shown that:
- The '*growth scenario*' is based on an increasingly dated Experian forecast that was released in June 2022 and has not aged well, with the company now suggesting – as an equivalent baseline position – that almost twice as many jobs will be created in Test Valley during the plan period;
  - The '*growth scenario*' does not adjust the baseline forecast for many of the sectors now expected to grow, leaving it to assume that they will collectively create only 952 jobs needing premises on conventional employment land, when the latest forecasts increase this by some 48%;
  - Several of the adjustments made in developing the '*growth scenario*' appear increasingly modest in light of the more recent forecast from Experian. The outlook for distribution, for instance, was adjusted only to remove a baseline assumption of decline, but the sector is now forecast to create around 400 jobs rather than only 45 as assumed in the '*growth scenario*'; and
  - The '*growth scenario*' could have been more optimistic even for those sectors still assumed to grow faster than implied by this latest baseline forecast. The transport and storage sector, for example, is ostensibly assumed to match the historic growth seen across the Solent to 2018, and while it is ultimately assumed to grow at only half this rate – for reasons that are unclear – alignment

<sup>26</sup> Test Valley Borough Council (2024) Draft Test Valley Local Plan 2040: Regulation 18 Stage 2, Table 3.5

instead with the Enterprise M3 area (which actually contains Test Valley) and the trend to 2022 would have set a higher target.

- 2.21 The above undermines the credibility of the '*growth scenario*', which is given by far the greatest weight in the evidence commissioned by the Council. It does also present a scenario based on past take-up, over two separate five-year periods, and one – based on trends between 2016 and 2021 – suggests a need for roughly 30% more land throughout Test Valley than the '*growth scenario*' (93.5ha vs. 71.7ha). This would rise even further to some **120.0ha** based on trends over a longer period of ten years, to 2023.
- 2.22 The draft Plan references a supply of circa 61.9ha throughout the whole of Test Valley so there would be a shortfall of some **58.1ha** in such a scenario, rising even higher – to circa **67.4ha** – when focusing solely on industrial and warehousing land. This suggests that there is indeed an outstanding need for employment land that could be met by the Site, despite the Council's claims to the contrary.



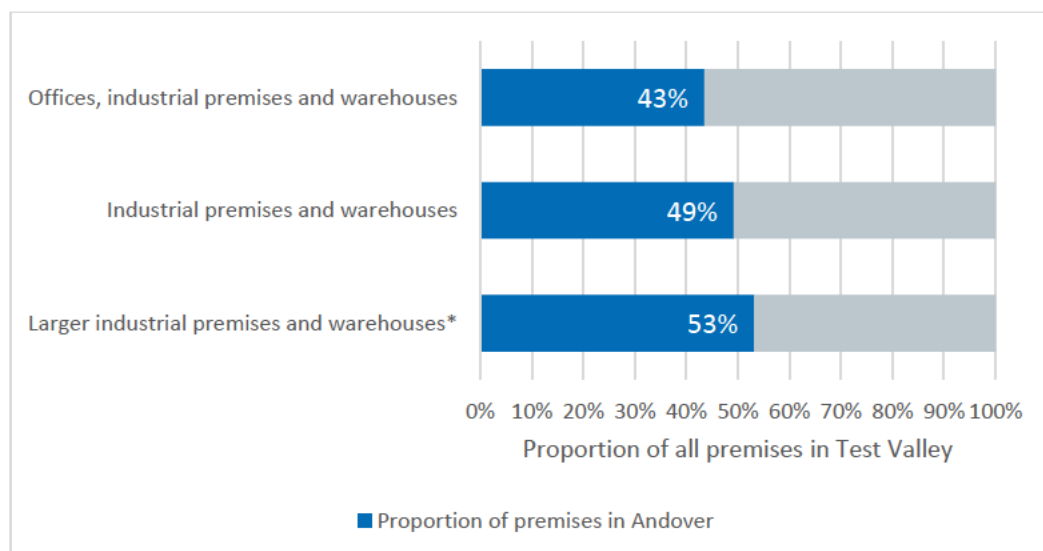
### 3. Benefits of developing the Site

- 3.1 The previous section established that there is a need for employment land that could be met through the allocation, and subsequent development, of the Site. This section takes this forward by estimating the economic benefits that it could generate for Andover, Northern Test Valley and the wider borough.

#### Reinforcing Andover's key economic role

- 3.2 Development of commercial floorspace at the Site would help to reinforce the prominent economic role of Andover, which the Council describes as the 'key' centre for the northern part of Test Valley in the draft Plan<sup>27</sup>. As with Romsey to the south, it is 'at the core' of the Council's emerging spatial strategy, being 'a focus for development'<sup>28</sup>. It is described as 'a highly sustainable settlement', which hosts numerous 'strategic employment sites' reflecting its location on the A303 and its wider connectivity<sup>29</sup>.
- 3.3 Andover plays an important role in supplying commercial premises, with some 43% of the borough's existing offices, industrial units and warehouses located in the town according to CoStar<sup>30</sup>. It plays a particularly key role in supplying the latter two premises – not split by CoStar – as it accommodates some 49% of the borough's overall stock, and this rises even higher to 53% when focusing on units of the size being proposed at the Site.

**Figure 3.1: Proportion of Commercial Premises Located in Andover (2024)**



Source: CoStar; Turley analysis

\* larger than the smallest proposed unit (4,861sqm)

<sup>27</sup> *Ibid*, paragraph 1.3

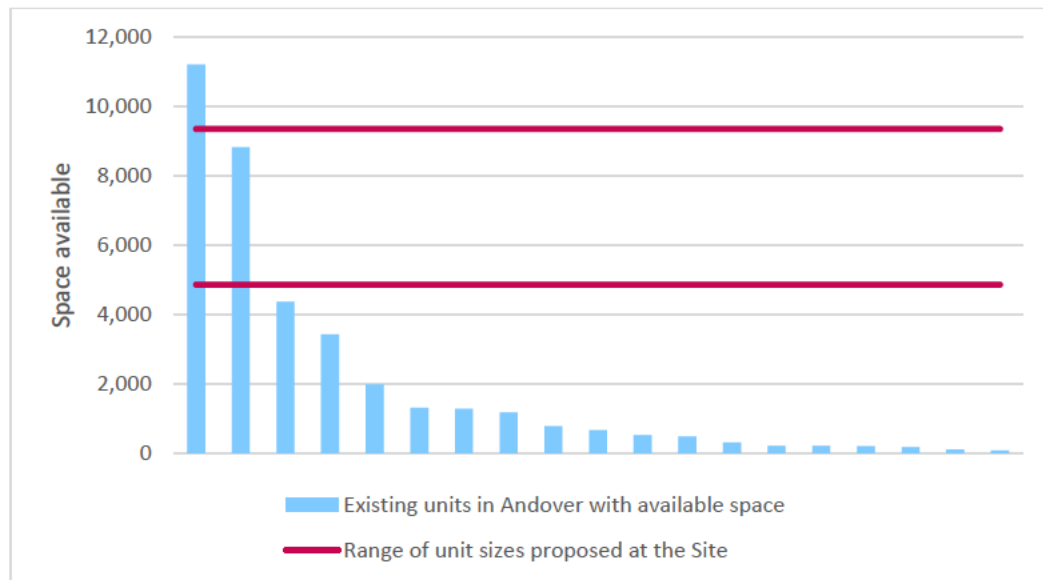
<sup>28</sup> *Ibid*, paragraph 3.12

<sup>29</sup> *Ibid*, paragraph 4.14

<sup>30</sup> Including the adjacent areas of Picket Twenty and Picket Piece

- 3.4 It is though apparent that only 19 of Andover’s larger industrial and warehousing units currently have any space available, according to CoStar<sup>31</sup>. Of these, over half (11) are offering less than 1,000sqm, with only two units having as much – or more – available space as would be provided by the units proposed at the Site<sup>32</sup>.

**Figure 3.2: Availability in Larger Industrial and Warehousing Units in Andover (2024)**



*Source: CoStar; Turley analysis*

- 3.5 Development of the Site therefore has the potential to create more of the premises that Andover is already relied upon to provide for Test Valley, while addressing what is currently a gap due to limited availability in the local market. It is also sufficiently large as to accommodate a different configuration of units, if this market position has evolved by the time it is developed.

#### **Creating further jobs in an important growth sector**

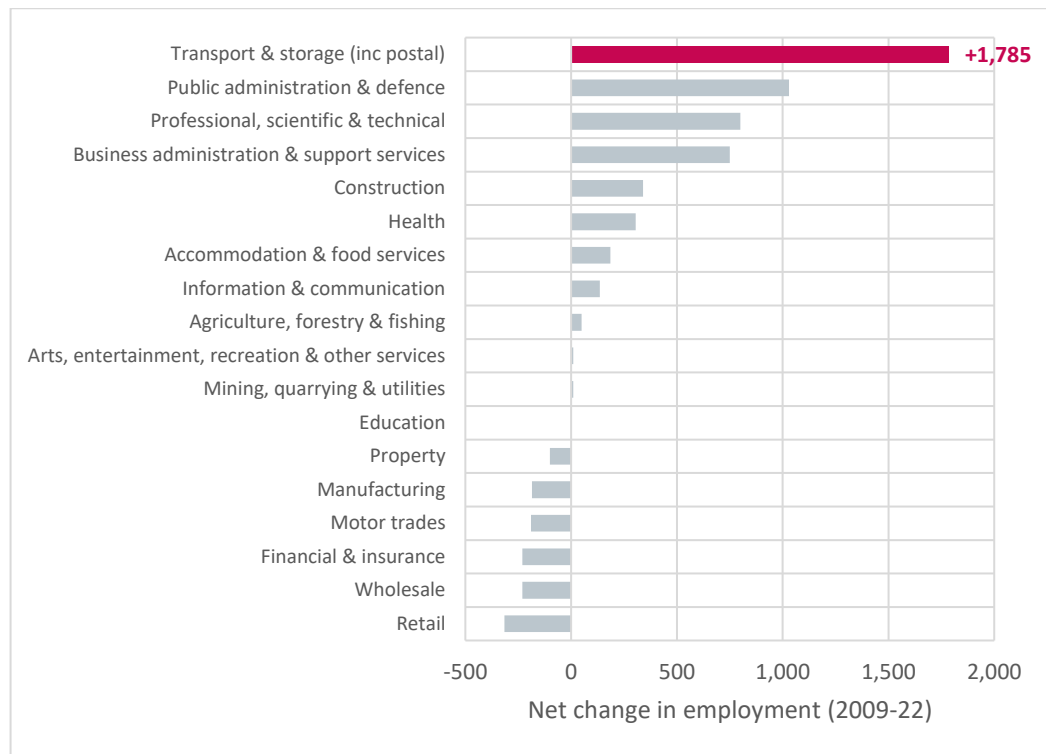
- 3.6 Andover has clearly enjoyed a period of strong economic growth in recent years, having created nearly 3,900 jobs since 2009 – the earliest year for which local data is available – and increased employment levels by roughly one sixth<sup>33</sup> (17%).
- 3.7 No sector has contributed more to this growth than logistics, if the broader “transport and storage” sector is reasonably used as a proxy. Some 1,785 jobs are reported to have been created in this sector since 2009, more than trebling the original count (735) and far surpassing the next-best performing sector as shown at Figure 3.3 overleaf.

<sup>31</sup> Availability captures completed spaces that are either vacant or on the market, even if currently occupied

<sup>32</sup> Orbit 121 on North Way (11,215sqm) and Connect at Andover 303 (8,825sqm)

<sup>33</sup> ONS (2023) Business Register and Employment Survey

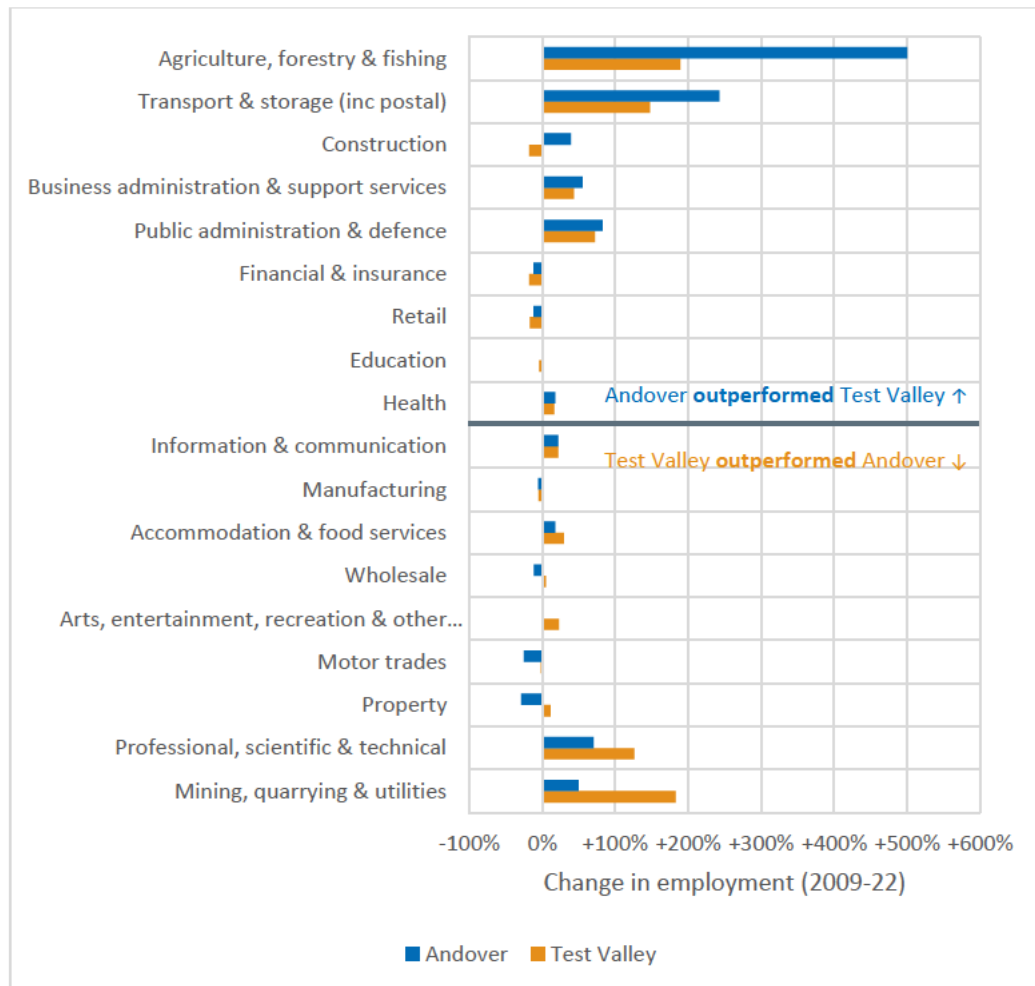
**Figure 3.3: Benchmarking Growth of Logistics Sector in Andover (2009-22)**



*Source: BRES; Turley analysis*

- 3.8 Test Valley as a whole did also see substantial job growth in this sector over the same period, but Andover clearly outperformed the wider borough in proportionate terms as shown by Figure 3.4. It notably also did so by more than for virtually any other sector, with the exception of agriculture, forestry and fishing which created only 50 jobs.

**Figure 3.4: Comparing Growth by Sector in Andover and Wider Test Valley (2009-22)**



Source: BRES; Turley analysis

- 3.9 The Site could help to sustain this positive trend. The four units shown on the concept masterplan could directly accommodate some **411 full-time equivalent jobs**, when applying standard employment densities and assuming that they will operate as regional distribution centres<sup>34</sup>. While not all of these jobs may be in the transport and storage sector, and not all could be truly additional to Andover, this job creation is still of a scale that could theoretically increase employment in the sector by up to 16%.
- 3.10 This represents only the jobs that would be physically accommodated on the Site, but its development can be expected to indirectly generate even more jobs as occupiers' expenditure on goods and services – purchased from a range of suppliers – filters through the supply chain. Employees will likewise spend their wages on goods and services, and support additional jobs as a result. While some will likely be offset by displacement, and not all will be filled by residents of the borough, it can still be

<sup>34</sup> Homes and Communities Agency (2015) Employment Density Guide, p29. This suggests that regional distribution centres have one full-time equivalent worker per 77sqm of floorspace, measured on the basis of gross external area. This has been applied to the proposed development, converting the previously-stated gross *internal* area figures by adding 15%

estimated – when allowing for these factors<sup>35</sup> – that the development of the Site could directly or indirectly generate a total of **245 net additional employment opportunities for people living in Test Valley**.

### **Adding value to the local economy**

- 3.11 Development of the Site can also be expected to enhance the contribution of a logistics sector that already adds at least £208 million of gross value to the Test Valley economy every year, based on gross value added (GVA) figures produced by Experian<sup>36</sup>.
- 3.12 It estimates that every FTE job in the sector adds the equivalent of £42,330 of GVA to the Test Valley economy every year<sup>37</sup>. Applying this to the jobs that could be generated by the proposed development, offsetting as required and applying a more general average to indirectly created jobs, suggests that it could add some **£10.7 million** of gross value to Test Valley's economy each year once complete and fully occupied<sup>38</sup>.

### **Generating revenue from business rates**

- 3.13 Development of the Site can also be expected to generate revenue for the Council, via payment of non-domestic rates (more commonly known as business rates).
- 3.14 Based on the liability of similar premises nearby, occupiers of the four units proposed could be expected to pay a total of £930,000 per annum in business rates, with 40% – or around **£370,000** – retained by the Council according to current arrangements. This would represent an additional revenue stream that can be invested in the delivery of crucial public services.

### **Supporting jobs and adding value during construction**

- 3.15 The Site would not only create jobs when it is complete, as it would do likewise – albeit only temporarily – during the development phase. This would support a construction industry that currently employs around 1,200 people in Andover – this figure growing by around 39% since 2009 – and circa 3,150 people throughout the whole of Test Valley<sup>39</sup>.
- 3.16 Some **£40.2 million** could be invested in construction at the Site, based on industry estimates<sup>40</sup>. Investment of this scale could be expected to directly support around 205

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<sup>35</sup> Assuming that 33% of jobs in Andover are taken by people living outside Test Valley, reflecting the findings of the 2011 Census. Ready reckoners from the fourth edition of the Additionality Guide (HCA, 2014) have been applied to allow for a low level of displacement (25%) and a local multiplier effect (1.25)

<sup>36</sup> Experian (2023) Local Market Forecasts Quarterly, December 2023. The “transport and storage” sector is used as a proxy for logistics, but is presented as a minimum here to reflect that elements of the “retail” sector would also fall within this category

<sup>37</sup> *Ibid*; ten-year average to 2023

<sup>38</sup> Allowing for leakage and displacement as with the estimates of employment. An all-sector average (£64,812) has been applied for indirect and induced jobs, given that their sectors are not known

<sup>39</sup> ONS (2023) Business Register and Employment Survey

<sup>40</sup> Based on warehousing costs reported through the Building Cost Information Service (BCIS) rebased to the current quarter and to Test Valley

person-years of employment during the construction period, based on the average turnover per employee in the regional construction industry<sup>41</sup>.

- 3.17 Over an indicative build period of two years, the proposed development could therefore be expected to directly if temporarily support an average of **approximately 100 gross construction jobs per annum**. On-site employment can, however, be expected to fluctuate throughout this period, peaking when activity intensifies.
- 3.18 Investment in construction will also generate expenditure on materials, goods and other services that will be purchased from a range of suppliers. As with the equivalent operational spending, this expenditure will have potentially far-ranging benefits as it filters down the construction supply chain, and it will be augmented by construction workers spending their wages on goods and services. When allowing for these multiplier effects, and the prospect of both leakage and displacement – described earlier in this section<sup>42</sup> – it is estimated that construction could create **an average of 65 jobs per annum throughout the build period** for residents of Test Valley. These jobs would, in turn, add an estimated **£10.6 million of GVA** to the borough's economy during a two-year build.

### Summary

- 3.19 With the previous section having established that there is a need for employment land that could be met by the Site, this section has outlined the economic benefits that could be generated through its development. It has shown that it would:
- **Reinforce the key economic role of Andover** by creating more of the premises that the town is currently relied upon to provide for the wider borough, particularly addressing the presently lacking availability of comparably sized units which has the potential to constrain investment and limit business growth;
  - **Support continued growth of Andover's logistics sector** by creating space to directly accommodate around 410 jobs, potentially adding to the 1,785 logistics jobs that have been created since 2009 while the town has outperformed the wider borough;
  - **Directly or indirectly create 245 additional employment opportunities** for people living throughout Test Valley, when taking account of multiplier effects and allowing for leakage and displacement;
  - **Add some £10.7 million of gross value** to the Test Valley economy every year, enhancing the productivity of a logistics sector that already contributes over £208 million annually;
  - **Generate circa £370,000 of revenue annually for the Council**, through payment of business rates; and

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<sup>41</sup> Department for Business and Trade (2023) Business population estimates 2023, Table 18

<sup>42</sup> The same multipliers and assumptions have been applied for construction jobs as for operational jobs

- **Temporarily create a further 65 jobs per annum** for residents of Test Valley during an assumed two-year build, while adding an estimated £10.6 million to the borough's economy.

## 4. Summary and conclusions

- 4.1 Test Valley Borough Council is currently undertaking a second Regulation 18 consultation on its new Local Plan.
- 4.2 St. Modwen is promoting a potential industrial and logistics site of some 17.6ha, on land adjoining West Portway Industrial Estate to the west of Andover. The concept masterplan illustrates an opportunity to accommodate four warehousing units ranging in size from 4,861sqm to 9,345sqm, but there is also flexibility in the size of the units that can be accommodated.
- 4.3 It is clear, from the draft Plan, that the Council understands the importance of providing sufficient employment land and offering a range of premises. It does though appear to believe that it has enough land to support a so-called '*growth scenario*', at least in the northern part of the borough, once the existing pipeline is taken into account.
- 4.4 This report has strongly challenged this assertion, having critically reviewed the underlying evidence on which it is based. It has shown that:
- **The '*growth scenario*' is based on an increasingly dated Experian forecast** that was released in June 2022 and has not aged well, with the company now suggesting – as an equivalent baseline position – that almost twice as many jobs will be created in Test Valley during the plan period;
  - **The '*growth scenario*' does not adjust the baseline forecast for many of the sectors now expected to grow**, leaving it to assume that they will collectively create only 952 jobs needing premises on conventional employment land, when the latest forecasts increase this by some 48%;
  - **Several of the adjustments made in developing the '*growth scenario*' appear increasingly modest** in light of the more recent forecast from Experian. The outlook for distribution, for instance, was adjusted only to remove a baseline assumption of decline, but the sector is now forecast to create around 400 jobs rather than only 45 as assumed in the '*growth scenario*';
  - **The '*growth scenario*' could have been more optimistic even for those sectors still assumed to grow faster than implied by this latest baseline forecast.** The transport and storage sector, for example, is ostensibly assumed to match the historic growth seen across the Solent to 2018, and while it is ultimately assumed to grow at only half this rate – for reasons that are unclear – alignment instead with the Enterprise M3 area (which actually contains Test Valley) and the trend to 2022 would have set a higher target;
  - **Past take-up could provide a more reliable indication of needs, over the '*growth scenario*'**, with the Council's own evidence having identified that roughly 30% more land (93.5ha) could be needed throughout Test Valley to sustain the trends seen over five years to 2021. This would rise even further to some 120.0ha based on trends over a longer period of ten years, to 2023. Either



would exceed the reported supply of only 61.9ha throughout the whole of Test Valley, resulting in a shortfall of **up to 58.1ha**, but even this understates the shortfall of **67.4ha** when focusing solely on industrial and warehousing land.

4.5 With the above suggesting that there is indeed a need that could be met by the Site this report has proceeded to outline the economic benefits that its development could generate, by:

- **Reinforcing the key economic role of Andover** by creating more of the premises that it is relied upon to provide for the wider borough, while addressing a current lack of comparably sized units which could constrain investment and limit business growth;
- **Supporting the continued growth of the logistics sector** which has created some 1,785 jobs in the town since 2009, by providing space to accommodate around 410 more;
- **Directly or indirectly creating 245 additional employment opportunities** for residents of Test Valley, when taking account of multiplier effects and allowing for both leakage and displacement;
- **Adding some £10.7 million of gross value** to the Test Valley economy every year, enhancing the productivity of a logistics sector that already contributes over £208 million annually;
- **Generating circa £370,000 of revenue annually for the Council** through payment of business rates; and
- **Temporarily creating a further 65 jobs per annum** for Test Valley residents during an assumed two-year build, while adding an estimated £10.6 million to the borough's economy.

Turley

[REDACTED]  
[REDACTED]  
[REDACTED]  
[REDACTED]  
  
[REDACTED]



St. Modwen Strategic Land Ltd

Land adjoining West Portway Industrial Estate, Andover

**LANDSCAPE AND VISUAL APPRAISAL  
(including 'Local Gap' Appraisal)**

March 2024

FPCR Environment and Design Ltd

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| Rev | Issue Status | Prepared / Date | Approved/Date |
|-----|--------------|-----------------|---------------|
| A   | Final        | TRJ/ 27 03 24   | TRJ/ 27 03 24 |
|     |              |                 |               |
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**APPENDICES**

Appendix A: Landscape and Visual Appraisal – Methodology and Assessment Criteria

Appendix B: Landscape Strategy

## **1.0 INTRODUCTION**

- 1.1 This Landscape and Visual Appraisal (LVA) (including 'Local Gap' Appraisal) has been carried out for the site and potential future development by FPCR Environment and Design Ltd (FPCR). The study describes and evaluates the landscape and visual resources and amenity of the site and its surroundings. It reviews the existing baseline conditions and published landscape character assessments and other relevant landscape studies; considers the potential of the site to accommodate future development; and outlines landscape design and mitigation measures that should be considered as part of any future development strategy. The LVA also considers and appraises the Local Gap designation in landscape and visual terms.
- 1.2 The primary objective of the study is to consider the potential implications and landscape and visual effects that could arise from future development on the site and to advise on design and mitigation proposals to minimise these effects where applicable and maximise landscape and green infrastructure opportunities. It also considers the potential landscape and visual implications and effects on the Local Gap designation as it relates to the site and potential future development.
- 1.3 The site consists of approximately 17.4 hectares of land and is located to the west of the existing West Portway Industrial Area.
- 1.4 This LVA has been prepared in response to the draft Local Plan and other relevant studies and as part of an evaluation of the potential for the site to successfully accommodate future employment development, in landscape and visual terms.
- 1.5 FPCR are a multi-disciplinary environmental and design consultancy with over 60 years' experience of architecture, landscape, ecology, urban design, masterplanning, arboriculture and environmental impact assessment. The practice is a member of the Landscape Institute and Institute of Environmental Management and Assessment and are frequently called upon to provide expert evidence on landscape and visual issues at Public and Local Plan Inquiries.

### **The Site and Context**

- 1.6 The site occupies north facing valley slopes immediately to the west of the existing built up edge of Andover and an existing industrial area (West Portway Industrial Area). Further development and residential properties lie further to the south west, south and south east of the site. To the north west and beyond a small watercourse (tributary to the River Anton) and intervening valley floor and fields lie the small settlements of Penton Mewsey and Penton Grafton (known as 'The Pentons').
- 1.7 In the wider area, Andover stretches across the land to the east and south east of the site and the A303 and A342 lie relatively close to the south. Existing larger scale industrial or warehousing development lie beyond these roads approximately 400m to the south.
- 1.8 Figures 1 and 2 detail the site location and its context.

### **The Proposed Development**

- 1.9 The proposed development considered and appraised by this study comprises employment development, in conjunction with associated highways and other infrastructure proposals and landscape and green infrastructure measures.
- 1.10 Whilst at this stage the appraisal does not assess a fixed development proposal or set of development parameters, it does provide a site specific analysis of the likely implication and effects

of future employment development on the site, based upon emerging design and development proposals. In this respect it considers and appraises the emerging proposals as detailed on the accompanying Landscape Strategy plan (at Appendix B) and Concept Masterplan.

### **Limitations**

- 1.11 At this stage, the appraisal work, with supporting photographs has been undertaken to provide an overview of the likely issues and implications of future development on the site. Further detailed landscape and visual assessment work will subsequently be necessary to fully ascertain the detailed landscape and visual effects of a confirmed set of development parameters and proposals.

## 2.0 METHODOLOGY

### Overview

- 2.1 The primary purpose of this report is to explore landscape and visual matters in relation to the site and its potential to accommodate future employment development. It considers the potential of the site and its context to assimilate future change in the form of new employment based development, in landscape and visual terms. The level of any impacts and effects on landscape character and features and visual amenity have not been determined in detail at this stage, although the likely nature of potential effects are considered and appraised
- 2.2 The report provides a preliminary landscape and visual appraisal commentary. It includes consideration of those landscape design and mitigation measures that should help guide future development on the site and that will help to minimise resulting likely landscape and visual effects.
- 2.3 This study alongside other environmental, planning and technical work should guide any future masterplanning and design work. Any subsequent planning application for development would include further detailed analysis, within a Landscape & Visual Impact Assessment (LVIA), as either a standalone study or forming part of an Environmental Statement (ES). A LVIA would provide judgements on the magnitude of change and the level of effects on landscape and visual receptors resulting from a specific proposed development.

### Methodology

- 2.4 This LVA has been prepared drawing upon the guidance contained within the *Guidelines for Landscape and Visual Impact Assessment* GLVIA3 (2013). It provides an understanding of the landscape that would potentially be affected, in terms of constituent elements, character, condition and value. For the visual baseline this includes an understanding of the area in which people experience views of the site, and the nature of these views.
- 2.5 The standard methodology employed for Landscape and Visual Impacts Assessments and Appraisals by FPCR is included at Appendix A for reference.

### Landscape

- 2.6 The baseline landscape is described by reference to existing landscape character assessments and by a description of the site and its context through the initial field work analysis.
- 2.7 The characteristics of the existing landscape resource is considered in respect of the susceptibility of the landscape resource to accommodate change arising from development. The value of the landscape is also considered.
- 2.8 A range of landscape effects can arise through development. These can include:
- Change or loss of elements, features, aesthetic or perceptual aspects that contribute to the character and distinctiveness of the landscape;
  - Addition of new elements that influence character and distinctiveness of the landscape; and
  - Combined effects of these changes.

### Visual



- 2.9 A series of preliminary viewpoints and associated photographs are included. These provide representative views towards the site for visual receptors. The views typically illustrate what can be seen from a variety of distances and from different receptors..
- 2.10 The visual receptors most susceptible to change are likely to include:
- Residents at home;
  - People engaged in outdoor recreation, including use of public rights of way, whose attention or interest is likely to be focused on the landscape or particular views;
  - Visitors to heritage assets or other attractions, where views of surroundings are an important contributor to the experience; and
  - Communities where views contribute to the landscape setting enjoyed by residents in the area.
- 2.11 Travellers on road, rail or other transport routes tend to fall into an intermediate or lower category of moderate or low susceptibility to change.
- 2.12 Visual receptors likely to be less sensitive to change include:
- People engaged in outdoor sport or recreation which does not involve or depend upon appreciation of views of the landscape; and
  - People at their place of work whose attention may be focused on their work or activity, not on their surroundings.

### 3.0 PLANNING CONTEXT

- 3.1 The following considers the relevant planning and legislative framework in the context of landscape and visual issues. Not all policies are referred to or listed in full but those of most relevance to the site and nature of the proposed development are included.

#### National Planning Policy Framework (NPPF)

- 3.2 The NPPF sets out the Government's commitment to delivering sustainable development. Throughout the document the aspirations are generally positive. A holistic approach is encouraged, balancing benefits with impacts across all aspects of the development process..

#### 12. Achieving well-designed places

- 3.3 Paragraph 135 advises that proposed developments should function well and add to the overall quality of the area; be visually attractive as a result of good architecture, layout and appropriate and effective landscaping; be sympathetic to local character and history including the surrounding built environment and landscape setting; and create places that are welcoming, safe, inclusive and accessible.
- 3.4 Paragraph 136 notes that trees make an important contribution to the character and quality of urban environments and can also help mitigate and adapt to climate change.

#### 15. Conserving and enhancing the natural environment

- 3.5 Paragraph 180 states;
- 'Planning policies and decisions should contribute to and enhance the natural and local environment by:*
- a) protecting and enhancing valued landscapes, sites of biodiversity or geological value and soils (in a manner commensurate with their statutory status or identified quality in the development plan);*
  - b) recognising the intrinsic character and beauty of the countryside, and the wider benefits from natural capital and ecosystem services – including the economic and other benefits of the best and most versatile agricultural land, and of trees and woodland;.....'*
- 3.6 The site and its context lie within an undesignated landscape with no statutory or protected status for reasons of landscape character or value.
- 3.7 The site is not considered to form part of a '*valued landscape*' as referenced at paragraph 180a. The landscape value of the site and its immediate context has been appraised, as detailed later in this study, by reference to a range of factors that can help in the identification of valued landscapes, as detailed in the Landscape Institute Technical Guidance Note (TGN) 02-21 "*Assessing landscape value outside national designations*".
- 3.8 The appraisal of the Landscape Value of the site and its immediate context concludes that it is of Medium Value (See '*Landscape Value*' sub heading in Section 4).
- 3.9 The intrinsic character and beauty of the countryside should be recognised as part of devising a suitable '*landscape led*' development solution for the site and is likely to include the dedication of

a substantial proportion of the site for combined Green Infrastructure (GI), planting and other landscape and habitat proposals, coupled with appropriately defined extents and parameters for the built development. These should be determined as responses to the characteristics and features of the Site and its immediate context.

## Local Planning Context

### Draft Test Valley Local Plan 2040 - Regulation 18 Stage 2 (Jan 2024)

- 3.10 Policy ENV3 (Landscape Character) seeks to protect and enhance the landscape character of the Borough. It states:

*“To ensure the protection and enhancement of the landscape character of the Borough, development will be permitted provided that:*

- a) it does not have a detrimental impact on the appearance, character and value of the landscape;*
- b) it is designed and located to ensure that the health and future retention of important landscape features is not likely to be prejudiced;*
- c) it does not result in the loss of, or detrimental impact to, important local landscape features such as trees, walls, hedges, green spaces or water courses;*
- d) it complements the character and setting of the historic landscape; and*
- e) it conserves or enhances the landscape and setting of the New Forest National Park or the North Wessex Downs Area of Outstanding Natural Beauty, where applicable.*

*Where development is permitted, it should be demonstrated that the proposed landscaping (including the retention and/or enhancement of any existing landscape features, where relevant) will enable it to positively integrate into the landscape character of the area and that arrangements are made for its short and longer term retention, maintenance and management.”*

- 3.11 Policy ENV4 (Local Gaps) states;

*“Development within Local Gaps will be permitted provided that:*

- a) it would not diminish the physical separation and/or visual separation; and*
- b) it would not individually or cumulatively with other existing or proposed development compromise the integrity of the gap.*

*The following Local Gaps will be protected:*

- *Andover – The Pentons (see inset maps x);”* [Note: There are 8 Local Gaps identified in total. Only that relevant to the Site is identified above].

## Landscape Designations and Studies

- 3.12 No national or local landscape designations have been identified within or in close proximity to the site.
- 3.13 The site is not identified in the adopted or draft Local Plan as a ‘valued landscape’ in the terms of NPPF para 180 a) and there is no specific local landscape policy (in quality or value terms) covering the site. A draft ‘Local Gap’ policy area is however identified and includes the site, as referenced above and appraised later in this study.

- 3.14 The Local Gap and other Environmental Designations within the site or its context are shown on Figure 4.

## 4.0 LANDSCAPE CHARACTER

- 4.1 The following is drawn from published landscape character studies of most relevance to the landscape of the site and its context.

### National Character Areas

- 4.2 National Character Area (NCA) profiles have prepared by Natural England for the 159 NCA's defined across England. These NCA profiles include a description of the natural and cultural features that shape the landscape, how the landscape has changed over time, the current key drivers for ongoing change, and a broad analysis of each area's characteristics. This scale of assessment provides a contextual understanding of substantial landscapes areas.
- 4.3 At this very broad landscape scale, the site lies within the western part of Natural England's National Character Area 'Hampshire Downs' (NCA 130). The 'Hampshire Downs' comprises land that extends from around Winchester in the south to the Surrey Hills in the east and across parts of the North Wessex Downs to the north of Andover.
- 4.4 The Key Characteristics of the 'Hampshire Downs' as defined in the NCA profile include the following:
- *"The rolling, elevated, chalk arable downland has an open, exposed character that provides open skies and long-distance views.*
  - *Elevated plateaux and upper valley slopes are characterised by extensive open tracts of large, low-hedged fields with thin chalky soils, shelterbelts, and ancient semi-natural woodland blocks on clay-with flint caps on some of the steeper slopes.*
  - *In contrast, within the sheltered valleys and to the east of the area, the network of hedgerows, interspersed by numerous areas of oak/ash or hazel woodland coppice and smaller meadow fields, gives a strong sense of enclosure.*
  - *The ancient city of Winchester is located at the heart of this landscape and at the centre of the Itchen Valley, and the more modern, rapidly expanding towns of Basingstoke and Andover are on downland sites at the head of the Loddon and Test valleys."*
- 4.5 This national scale assessment provides an understanding of the very broad landscape context of Andover and the site and its surroundings.

### County – Hampshire Integrated Regional - East Midlands Regional Landscape Character Assessment (2010) (Figure 3)

- 4.6 Within this County scale landscape study, there are three landscape character areas (LCA), within the immediate context of the site. The southern half of the site and the higher land and wider landscape stretching distantly to the south west and west of the site lies within LCA 8D 'Andover Open Downs'. The northern part of the site and the lowest lying landscape corridor stretching alongside the watercourse on the northern edge of the site lies within LCA 3B 'Test Valley'. The rising land to the north of Foxcotte Lane and extending over a broad area to the north also comprises LCA 8D 'Andover Open Downs'.
- 4.7 In terms of Landscape Types, the 'Andover Open Downs' landscape to the south of the Test Valley LCA lies within the 'Open Downs' LT and the 'Andover Open Downs' landscape to the north of Foxcotte Lane lies within the 'Downland Mosaic Large Scale' LT.

LCA 8D 'Andover Open Downs':

4.8 The Key Characteristics for LCA 8D 'Andover Open Downs', include:

- *"Plateau downland with gentle undulating ridges and dry chalk valleys.*
- *Open, expansive landscape with long distant views across downland and the river valleys which dissect the plateau.*
- *Urban edges of Andover extend into this character area.*
- *Tranquil and remote away from Andover and particularly in the south where there is little settlement."*

4.9 Under other headings the study advises for the LCA 8D 'Andover Open Downs';

*"3.1 The Upper Chalk geology surrounding the town of Andover forms a gently undulating plateau of downland with characteristic rounded simple landforms and a 'fan' of dry river valleys which slope towards the tributaries of the Test.....*

*5.2 Woodland is scattered in small copses and strips throughout this character area and represents a variety of types including broadleaved woodland, mixed, coniferous and broadleaved plantations, active coppice with standards and parkland....*

4.10 Under the heading Historic Landscape, it states;

*" 6.2.1 The majority of this landscape comprises a mixture of enclosures from different periods, but which collectively give rise to a large scale open and regular field pattern. Enclosures range from late large scale enclosures and formal parliamentary enclosures of the 18th and 19th centuries through to 20th century reorganisation and field enlargement which has produced a characteristic openness and regularity within the landscape...."*

4.11 Under the heading Built Environment it states;

*"6.3.1 Many roads cross this landscape radiating out from Andover (e.g. the A303 and A343)....*

*6.3.2 The town of Andover is at the centre of this character area. Although most of the town lies in character area 3B (The Test Valley), its growth in the 20th century has led to the expansion of built form out of the Anton Valley and onto the surrounding higher downland within this character area. In addition to this general growth, urban development has also occurred along the linear routes which radiate out from the town and relatively recent settlements have formed at Picket Piece and Andover Down. The development of the Walworth Industrial Estate on the eastern side of the town has almost merged with these modern settlement clusters.*

*6.3.3 This landscape contains a number of nucleated settlements, some of which are located at the heads of the tributary valleys and streams of the Test e.g. Kimpton and Penton Mewsey. Many of these settlements are covered by Conservation Area status and retain their historic character...."*

4.12 Under the heading 'Evaluation', the 'Forces for Changes' include;

*"2. Urban/ suburban influences, including MDAs for housing and employment around Andover."*

LCA 3B 'Test Valley:

4.13 The Key Characteristics for LCA 3B 'Test Valley', include:

*“Generally meandering and braided river course boarded by luxuriant riverine vegetation, reedbeds, marshes and former water meadows.*

*Unimproved grazed floodplain meadows, arable production on valley terraces, pasture and arable on valley sides.*

*Valley sides have a range of different enclosure patterns and scales with fields define by hedgerow and hedgerow trees.*

*Views limited to valley floor but good views across and along the valley from open parts of the valley sides.”*

- 4.14 Under other headings the study advises for the LCA 3B ‘Test Valley’;

*“3.2.... In places such as around Andover and Romsey the valley floor has become significantly influenced by urban development and the use of land for recreation and playing fields is common....*

*3.3... Nearer the major conurbations of Andover and Romsey land use also includes golf courses and sewage works.*

*4.3 Despite the settled character of the valley it is a landscape that remains remarkably unspoilt, remote and tranquil except for urban influences and noise intrusion close to major towns and roads. There is some night blight felt around Andover, Romsey and Totton and to a lesser extent around Whitchurch.*

*6.3.4 Of the larger settlements that flank the Test valley and its tributaries, Andover, grew substantially during the 1800’s and 1900’s. Although the valley floor remains largely devoid of development the valley sides are now substantially built up....”*

- 4.15 Under the heading ‘Evaluation’, the ‘Forces for Changes’ include;

*“2. Urban and infrastructure expansion, particularly associated with larger settlements such as Romsey and Andover...”*

#### **Borough - Test Valley Landscape Character Assessment (updated 2018) (Figure 4)**

- 4.16 This study constituted a review of the Landscape Character Assessment undertaken in 2004. It sits within the framework of the national and county based character assessments. It was undertaken to form part of the evidence base for the Local Plan and to support spatial planning and development management within the Borough.

- 4.17 The southern part of the site lies within the ‘9 Semi enclosed Clay Plateau Farmland’ Landscape Character Type (LCT) and the ‘9A North Andover Plateau’ Landscape Character Area (LCA). The lower lying northern part of the site lies within the ‘5 River Valley Floor’ LCT and the 5I ‘Upper River Anton Valley Floor’. The majority of the surrounding landscape beyond the urban area and valley floor also lie within the ‘9 Semi enclosed Clay Plateau Farmland’ LCT and the ‘9A North Andover Plateau’ LCA.

#### ‘9 Semi enclosed Clay Plateau Farmland’ LCT and the ‘9A North Andover Plateau’ LCA

- 4.18 This LCT is described as; *‘The Semi Enclosed Clay Plateau Farmland is a mix of medium and open tracts of large scale arable fields, with smaller fields of pasture associated with the settlements and dry river valleys...’*
- 4.19 The description of the LCA 9A includes the following;

*“9A.3 .... The edge of Andover is strongly defined by fields meeting areas of built development. The open aspect of development to the countryside could have a visual impact and urbanise the immediate landscape quality....*

*9A.6 This landscape is predominantly arable farming, with smaller and medium-sized fields divided by mature hedgerows.....”*

4.20 Under the heading ‘Settlement Pattern’ the study states;

*“9A.18 Penton Mewsey retains an extensive historic core laid out in a linear alignment along Chalkcroft Lane. To the west lies the 14th century church and the early 18th century manor house. The park nearby was developed during the 19th century and the settlement close by also largely dates to the 19th century.*

*9A.20 Further to the east the settlements lie within an agricultural landscape which has become increasingly influenced by the development of Andover to the south.*

*9A.23 This Landscape Character Area is well served by roads, with a number of major routeways seen towards the east located along the valley bottoms, with lesser roads criss-crossing the landscape linking the settlements and farmsteads. Roads within the west are shown to be more directional towards Andover resulting in roads traversing ridges and valleys.”*

4.21 Under the heading Remoteness and Tranquillity, it states;

*“9A.25 To the north of this area, where the influence of Andover is less pronounced, there are some remoter areas which will have a good level of tranquillity.”*

4.22 Key Valued Characteristics for LCA 9A include the following [not all of the 17 listed];

- *“Contrasting open areas of arable farmland with shelter belts on higher ground*
- *Well hedged mix of mainly pasture associated with settlements*
- *Important countryside gaps between Andover and other settlements*
- *Numerous small woodland copses*
- *A tranquil landscape away from Andover*
- *Extensive views from the network of public rights of way and lanes running through the area including to undeveloped skylines of ridges and wooded horizons”*

4.23 Key Detractors for LCA 9A are listed as;

- *“Lack of hedgerows in arable landscape*
- *Mixed linear development degrading this landscape area along the A342*
- *Visual intrusion from pylons crossing the area*
- *Views to large-scale buildings within business parks on the edge of Andover to the south of A303 (within LCA 10C)*
- *Suburban boundary treatments in rural locations”*

4.24 The ‘Local Natural and Cultural Landscape Issues’ include the following;

- *“Potential increase in urban influence on landscape north and west of Andover*



- *Potential loss of distinction between the Pentons and Andover which could significantly impact upon the mixed landscape along the southern boundary of this character area*

4.25 The 'Landscape Strategy and Guidelines' for LCA 9A are stated as;

*"9A.29 The proximity of North Andover Plateau to Andover and the openness of the landscape make this character area particularly vulnerable to visual intrusion from any urban expansion or new urban fringe development. The overall strategy is to enhance the varied landscape structure and rural character of North Andover Plateau and seek opportunities to create a stronger edge treatment to the settlements through appropriate planting and protect and enhance the key valued characteristics."*

4.26 Under the heading 'Land Management' the recommendations include;

- *"Seek opportunities for new woodland planting to link existing wooded areas and integrate modern development into the landscape*
- *Reinforce the edge of Andover through careful design and appropriate landscape planting*
- *Avoid deterioration in the settlement fringe landscape arising from poor design and intrusive development*
- *Improve management of the landscape around settlements"*

4.27 Development guidelines for LCA 9A include;

- *"Opportunities to be sought to restore local landscape features and create a stronger landscape structure within the settlement edge of Andover*
- *Avoid the coalescence and loss of separate identity of Andover and nearby settlements which are in places separated by a narrow gap of fields"*

#### '5 River Valley Floor' LCT and the 5I 'Upper River Anton Valley Floor'

4.28 The description of the LCA 5I includes the following;

*"5I.1 The Upper River Anton Valley Floor is a narrow river valley that is typical of the source reaches of a lowland river, with frequent springs. The River Anton within this LCA is made up of two tributaries, which converge on the northern edge of Andover, before joining and flowing as one defined river....*

*5I.5.... Large areas of the valley floor within the LCA that are not under residential, commercial or infrastructure development are devoted to more formal recreational uses associated with larger ponds and lakes, such as at Charlton Lakes, Anton Lakes, and Rooksbury Mill.*

*5I.10 The Upper River Anton Valley Floor survives within a largely urban context and flows in part through the central portion of Andover. The small valley remains comparatively open for most of its course as it extends up to and through Andover.*

*5I.17 Elements of Knights Enham, Penton Mewsey, Penton Grafton, Charlton and Andover extend into this Landscape Character Area. However, settlement expansion onto the valley floor appears to have been limited."*

4.29 Under the heading 'Remoteness and Tranquillity' it states;

*“5I.20 Most of this LCA is dominated by infrastructure and built development, which will have a large impact on any feeling of remoteness and tranquillity but the relative quiet and openness are a relief from the adjoining busy urban scene..”*

4.30 Key Valued Characteristics for LCA 5I include the following [not all of the 11 are listed below];

- *“Mixed riparian habitats including a number of lakes, small woodlands and unimproved pasture*
- *Within Andover, the open wetland landscape of this LCA starkly contrasts with the surrounding urban built form with colour, textures and sounds. The sound of birds can be heard above the traffic and other urban noises*
- *A contrast to the ‘busy’ urban landscape, by providing access to open space for adjacent housing areas and an easy walking environment through Andover*
- *Footpath links out of Andover to surrounding countryside to the north”*

4.31 Key Detractors for LCA 5I are listed as;

- *“Development pressures from Andover through settlement infill, and further development of transport and other infrastructure*
- *Horsiculture with associated visually intrusive fencing sub-dividing fields and other paraphernalia such as jumps and stables, replacing simple areas of meadow grassland*
- *In some locations in Andover, adjacent land uses have historically turned their back on the river leading to poor quality edge treatment with no access.*
- *Visual and noise impacts of the A303 and other adjacent development”*

4.32 The ‘Local Natural and Cultural Landscape Issues’ include the following;

- *“Development pressures from Andover through settlement infill, and further development of transport corridor and other infrastructure causing the draining of wetland areas, degradation of river banks and the natural channel profile resulting in the erosion of the River Anton natural chalk stream landscape character*
- *Visual and noise impacts of the A303 and other adjacent development.*
- *Retaining undeveloped gap between western edge of Andover and Penton Mewsey including the setting of Penton Park”*

4.33 The ‘Landscape Strategy and Guidelines’ for LCA 5IA are stated as;

*“5I.24 The Upper River Anton Valley Floor is important, not only for its wetland habitats including a water meadow, but also for its function as a linear green space through Andover. The overall strategy is therefore to enhance the river character and seek opportunities to create new riverside landscapes within the Upper River Anton Valley Floor and to protect and enhance the key valued characteristics.”*

4.34 Under the heading ‘Land Management’ the recommendations include;

- *“Encourage ‘riverside character planting’ to enhance river character and the context of the River Anton*
- *Encourage riparian woodland planting to minimise the impact of intrusive development, whilst retaining the essential open wetland character”*

- 4.35 Development guidelines for LCA 5IA include;
- *“New adjacent development should also respond to local contours and with planting which creates an attractive soft edge with framed views of any new development*
  - *Avoid use of valley floor for intrusive new infrastructure development”*

### **Published Landscape Character Assessment Studies – Summary**

- 4.36 The relevant published landscape studies include national, county and borough wide landscape character assessments. The county and borough wide studies are relatively more detailed yet still focussed upon landscape tracts that do extend over wide areas surrounding the site and Andover.
- 4.37 At these relatively more detailed scales, the studies describe a varied landscape of more elevated gently sloping ground with predominantly larger scale arable fields, and the River Anton tributary valley and lower lying valley floor with a mix of habitats and influences. They also outline the existing influence of Andover on the landscape and the relationship of this settlement to its context, including to other existing surrounding settlements.
- 4.38 The TVLCA also highlights that any future development should seek to avoid; development on the valley floor; coalescence with nearby settlements; and deterioration of the settlement fringe landscape. It also advises that as part of any new development opportunities should be sought to create a robust landscape structure to the edge of Andover.

### **Landscape Baseline**

- 4.39 The following provides a review and appraisal of the landscape baseline for the site and its context.

#### **Topography**

- 4.40 The following should be read in conjunction with Figure 6.

#### Context – Landform

- 4.41 The topography of the site's context is principally shaped by the valley of the River Anton tributary and the more gently rolling higher ground beyond the immediate valley.
- 4.42 The watercourse and valley generally extend in an east – west direction falling gently towards the east and towards Andover. The land generally rises to over 90 metres Above Ordnance Datum (AOD) on the higher ground and valley slopes to the south and to over 100 metres AOD to the north and beyond Penton Mewsey to the north. The valley floor typically falls from around 80m AOD at Weyhill to the west to below 70 m AOD as the tributary stretches into and through Andover.
- 4.43 Andover stretches across much of the valley and the rolling higher slopes both to the north and south of the watercourse and the River Anton further to the east. The existing settlement rises to around 105m AOD to the south east of the site.

#### Site - Landform

- 4.44 The site lies on the southern slopes of the River Anton tributary with a general aspect to the north and north east. It generally falls from above 90m AOD on its southern side to below 70m AOD on its northern edge where it extends up to the watercourse.

### Site and Immediate Context – Landscape

- 4.45 The site occupies north facing valley slopes immediately to the west of the existing built up edge of Andover and an existing industrial area (West Portway Industrial Area). Further development and residential properties lie further to the south west, south and south east of the site. To the north west and beyond the watercourse and intervening valley floor and fields lie the small settlements of Penton Mewsey and Penton Grafton (known as 'The Pentons'). An area of parkland (Penton Park), further farmland and an area of woodland (Gorse Plantation) lie more directly to the north on the valley slopes to the north of the watercourse. Foxcotte Lane stretches east - west along the valley floor close to the north of the site. This road extends between the Pentons and Andover and beyond.
- 4.46 In the wider area, Andover stretches across the area to the east and south east of the site and the A303 and A342 lie relatively close to the south. Existing larger scale industrial or warehousing development lie beyond these roads approximately 400m to the south.
- 4.47 The site itself predominantly comprises a number of medium sized arable fields subdivided by a number of hedgerows and fenced boundaries in differing states of continuity and condition. The existing hedgerows include some mature trees. The existing hedgerows and trees generally diminish towards the north western side of the site and the fields here and immediately beyond the site boundary are under equine use with the fields defined by fencing.
- 4.48 Existing mature hedgerows and trees extend along the southern and eastern site boundaries with Public Rights of Way (PROW) also extending along but outside these boundaries. These PROW include stretches of the 'Harrow Way' and the 'Brenda Parker Way'.
- 4.49 The northern site boundary extends up towards the watercourse and an area of associated ponds and habitats, including riparian and waterside vegetation. The area immediately to the north of the watercourse and contained by Foxcotte Lane on its northern side appears to include for some informal public access, which connects to the nearby PROW and to the large park and amenity area extending into the eastern edge of Andover.
- 4.50 The Pentons occupy a mature and relatively enclosed landscape setting to the north west of the site beyond the watercourse and Foxcotte Lane. These small settlements include a good proportion of large mature trees and small wooded areas, particularly on the eastern and south eastern edge of Penton Mewsey. This includes large mature trees and wooded areas associated with Penton Park. Penton Lodge (Listed Building) is set within this parkland and has some views southwards across the valley. Many other properties and buildings on the eastern edge of the settlement have limited views towards the south and east across or along the valley.
- 4.51 The general landscape character of the site and its immediate context is shaped by the valley landscape and the varying mix of uses, influences and features, including the farmland, waterside habitats and existing urban edge, with the parkland and the 'Pentons' and other woodland set further to the north west and north. The site is relatively contained within the wider landscape.

### Landscape Value

- 4.52 In terms of "landscape value" it is appropriate to examine the role of the site and its immediate context in terms of the range of factors, as set out in the Landscape Institute Technical Guidance Note (TGN) 02/21 '*Assessing landscape value outside national designations*'. This considers the landscape in terms of a range of factors as set out below. As a starting point, landscape

designations have been considered. The following is a preliminary appraisal and will be further considered and reviewed as part of any subsequent more detailed analysis or appraisal work.

- 4.53 Landscape Designations: The site and its landscape context is not subject to any national, local or other landscape designations. It is acknowledged that there is a 'Local gap' policy designation yet this is not a landscape designation for reasons of value or quality.
- 4.54 Natural Heritage: The site itself comprise predominantly arable fields or grassland fields under equine use of limited ecological value. The waterside habitats beyond the site to the north and along the watercourse more generally and the surrounding mature trees and hedgerows are of relatively greater value in these terms.
- 4.55 No statutory wildlife sites are present on the site or within its wider context. Ten Local Wildlife Sites (LWSs) and/ or Sites of Importance for Nature Conservation (SINCs) have been identified within the context of the site but do not include any on the site itself. Swattons Field SINC lies close to the north and north east of the site and includes two meadows.
- 4.56 Cultural Heritage: The cultural heritage assessment identifies a number of heritage assets in the wider context of the site; principally within The Pentons to the north west and including a Conservation Area and a series of Listed Buildings. A scheduled monument also lies within the wider context of the site at Foxcotte to the north west. The northern part of the site includes some 'ring ditches' and trial trenching has been undertaken in this area. No archaeological remains have been identified within the area proposed for development which are considered to be of a significance that would preclude future development.
- 4.57 Landscape Condition: The landscape is in a variable condition and level of intactness. The landscape boundaries to the fields within the site and to the north west are typically fragmented or defined by fences as part of the equine use of these fields to the north west.
- 4.58 The basic field pattern appears to be largely intact albeit with changes from the equine use. There are some detracting influences from the nearby existing settlement edge to the east although these are in part reduced by the presence of existing trees and hedgerows to the edge of the built area.
- 4.59 Associations: There are no known associations (eg with notable people or historical events or folklore or associations with arts/ science/ technical achievements) that contribute to the perception of the landscape of the site and its immediate context.
- 4.60 Distinctiveness: The landscape includes no particularly distinctive or rare landscape features or characteristics and it does not form part of a rare landscape type or character area. It does comprise part of a valley landscape with sloping and rolling farmland, with a watercourse and woodland and hedgerows. The immediate landscape setting and character of the Pentons settlements areas are more distinctive and include Listed Buildings and a Conservation Area. These small settlements lie more removed from the site on the opposite side of the valley to the north west and are largely set beyond mature trees and woodland.
- 4.61 Recreational Value: PROW stretch up and across the higher valley slopes close to the eastern and southern site boundaries. These also connect into Andover and continue via Harroway Lane back down the southern valley slopes towards The Pentons. A large park with recreational amenities lies beyond the immediate context of the site to the north east and stretches into Andover along the lower southern valley slopes. There is no public access and no recreational uses of land within the site itself.

- 4.62 Perceptual (Scenic): The scenic value of the landscape is variable as the landscape context of the site encompasses a mix of uses and influences. The most positive features and characteristics comprise the more enclosed and mature planting and habitats associated with the watercourse and valley floor and beyond this the mature trees and parkland on the eastern side of Penton Mewsey. Gorse Plantation (mature woodland) to the north of the site and the watercourse occupies a localised ridge of higher ground and also contributes positively in these terms. Detracting features and uses include some parts of the existing settlement edge and industrial area where these are more apparent and visible and at a more localised scale the absence of hedgerows and trees in the area used for equine use. Overall, the scenic quality is considered to be reasonably positive albeit with some detracting influences and features.
- 4.63 Perceptual (Wildness and tranquillity): The site and its immediate context do not possess any particular or notable perceptual qualities. It is perceived as a settlement edge agricultural landscape, locally influenced by existing nearby developments yet with some relatively more removed and contained areas on the valley floor and beyond around The Pentons. It is not however a tranquil or 'wild' landscape.
- 4.64 Functional aspects: The Site and its immediate context provides no particular or strong functional role in landscape terms. It is not a landscape that has any physical or functional links with an adjacent or nearby designated landscape and neither is it important to the appreciation of a designated landscape. It also does not form an important part of a broader/ strategic Green Infrastructure network although the valley floor and tributary do form a local green corridor that extends more broadly, including into Andover to the east.

#### **Landscape Value - Conclusion**

- 4.65 In conclusion and having appraised the above factors it is judged that the site and its immediate context is of Medium Landscape Value overall. However, there are some more localised landscape areas of relatively higher and lower Landscape Value within the wider context of the site.

## 5.0 VISUAL BASELINE

- 5.1 A visual appraisal has been undertaken for the site. This has explored the nature of the existing visual amenity of the area and has sought to establish the approximate visibility of the site and potential future development from surrounding locations and receptors.
- 5.2 Consideration of the availability of views towards the site and any future development for visual receptors has been undertaken in parallel with the baseline landscape study. This has determined those visual receptors within the landscape that are likely to have views of the site and any future development, considering factors such as landform and existing vegetation and buildings, which determine the extent of actual visibility across the landscape. A series of representative Photo Viewpoints (Figures 8 – 15) have been selected which support this analysis.
- 5.3 Photographs have been taken to illustrate a view from a specific vantage point, or to demonstrate a representative view for those receptors that are moving through the landscape, e.g. rights of way users. The photographs may demonstrate varying degrees of visibility and include both short and longer ranging views. The photographs were taken in July 2023 and seasonal differences have been taken into account when considering visual matters.

### Photo Viewpoints

- 5.4 Consideration of the potential likely visual implications and effects of future development upon surrounding receptors is detailed in the subsequent section. Figure 7 details the location of the Photo Viewpoints and Figure 8 - 15 illustrate the Photo Viewpoints.

### Summary of Visual Baseline

- 5.5 The baseline visual analysis provides a number of reasoned conclusions in relation to the site and potential future development, as summarised below;
- Visually, the site is generally well enclosed to the south and east and also albeit to a relatively lesser extent to the west. This is largely as a result of the surrounding and underlying topography and presence of nearby mature woodland, trees and hedgerows.
  - The site is relatively more open towards the north due to the nature of the valley landform, although views towards the site from the north are not extensive or far ranging. Views towards the site from the north east, around to the north west are possible. These views are however, generally also constrained by the rolling northern slopes of the valley and the presence of mature woodland and trees.
  - Views in the general direction of the site are possible from limited positions on the north western edge of Andover and from limited positions and properties on the southern and south eastern edges of The Pentons, to the north west of the site. This includes views from some positions within the parkland and Conservation Area on the south eastern side of Penton Mewsey.
  - Other views in the general direction of the site are possible from parts of Foxcotte Lane close to the north and north west of the site and from stretches of a PROW situated on the higher valley slopes to the north of Foxcotte Lane.
  - Restricted and generally partial or glimpsed views towards the site are also possible from the PROW alongside and close to the eastern and southern site boundaries. These views are

however generally restricted and filtered by existing mature hedgerows and trees stretching along these site boundaries.

- Overall existing visibility of the site is not extensive and is generally concentrated in a relatively localised arc to the north west, north and north east of the site; as largely influenced by the valley landform and presence of mature woodland, trees and hedegrows.



## 6.0 LANDSCAPE AND VISUAL APPRAISAL

- 6.1 As detailed in the Introduction to this study, the primary purpose of this LVA is to consider and appraise the suitability and potential for the site to accommodate future employment development; and the likely landscape and visual effects that might arise from a development of this nature. It also seeks to appraise and outline the design and mitigation measures that should be considered to enable any potential adverse effects arising from future development to be reduced and minimised as far as practicable.

### Landscape Appraisal

- 6.2 The site and its context is not recognised by any national, local or other local designations for reasons of landscape value or quality. Published landscape character studies covering the site and its context have been prepared at national, county and borough wide scales. The county and borough wide character assessment studies set out the key characteristics of the landscape relevant to the site and its wider context.
- 6.3 In respect of the Borough wide study (TVLCA), this also highlights some of the landscape matters that should seek to be addressed by any future development, including avoiding development on the valley floor and avoiding coalescence with nearby settlements. It also advises that opportunities should be taken as part of any new developments to create a strong landscape structure to the edge of Andover.
- 6.4 Consideration of the coalescence point is addressed further in the appraisal of the 'Local Gap' in the following section of this LVA.
- 6.5 The landscape of the site and its immediate context comprises a mix of uses and influences generally reflecting its position on the edge of Andover and on the southern slopes of a tributary valley to the River Anton. The site itself is relatively simple and comprises a small number of largely arable fields with a mix of field boundaries on the southern valley slopes this tributary. The field boundaries include some existing largely fragmented hedgerows and hedgerow trees but no notable or prominent trees, planting or other features. The existing hedgerows, trees and planting to the southern and eastern boundaries of the site are relatively stronger and connected.
- 6.6 The Landscape Value of the site and its immediate context has been assessed in line with recognised guidelines (LI TGN 02-21) to be Medium.
- 6.7 In terms of the landscape susceptibility of the site and its immediate context to future employment development, this has also been considered. In direct terms, the landscape features most susceptible to this type of change will be the arable farmland and the hedgerows and trees within the site. Loss of the farmland and some of the existing hedgerows and trees is likely given the nature of the site and the proposed development. However, it is envisaged that some existing hedgerows and trees on the lower slopes could potentially be retained and that there are opportunities for new native hedgerows and trees to be undertaken as part of a Landscape Strategy and a comprehensive overall development solution.
- 6.8 The relationship of any future development proposal on the site, to the valley floor landscape to the north and to The Pentons and the wider valley landscape to the north and north west will require careful attention in landscape terms.

- 6.9 The Pentons occupy a position on the northern valley slopes, with much of these settlement areas set within a mature landscape setting. Thus, the settlement areas do not have strong and clear relationship with the site landscape, albeit there is some intervisibility.
- 6.10 Nevertheless, the creation of a robust landscape framework (or 'landscape buffer') to the perimeter of the future development area on site will be very important. This will be most important on the western and northern sides of a future development area. This should be a key element of the landscape and visual mitigation measures to be incorporated by the future proposals. The nature and character of this landscape perimeter area and its associated benefits in visual mitigation and wider ecological, heritage and environmental terms should be founded on careful evaluation of all of these relevant matters.
- 6.11 It will be important to assimilate the future employment development into the landscape as effectively as possible and to maximise the opportunities for new landscape and biodiversity areas. Particular attention will be required to mitigate and appropriately address the relationship of the future development to The Pentons and the valley floor and wider valley landscape.

### **Landscape Strategy**

- 6.12 Baseline and landscape and visual appraisal work has been progressed over the past year. This has considered the potential of the site to accommodate future employment development and has been drawn upon in devising the Concept Masterplan and accompanying Landscape Strategy (Appendix B). The emerging proposals have been prepared in response to a suite of technical and environmental studies.
- 6.13 In landscape and visual terms, the following matters and proposed features are considered to be important in informing the layout and design of the proposed development. They have been incorporated into the Landscape Strategy:
- Conserve existing boundary hedgerows and mature trees, particularly to the site's southern and eastern perimeters. Reinforce this existing boundary planting with new trees and scrub planting on the eastern and southern sides of the site, where required.
  - Provide a broad extensive landscape area in the north and north west of the site. This should include suitable mitigation mounding and earthworks, coupled with extensive new native woodland and other trees, scrub and hedgerow planting. This will also necessitate careful attention to an Earthworks Strategy and to the subsequent proposed plot levels and building heights;
  - The mitigation mounding and associated woodland planting and other habitats should integrate with the surrounding habitats and add to wider landscape and wildlife corridors. The mounding and planting should assimilate with the existing valley slopes and over time form an increasingly effective visual 'buffer' and filter to views towards the proposed development, particularly from the north and west.
  - More open mixed habitats should be established in the northern lower lying parts of the site closer to the existing watercourse and waterside ponds and habitats. This area should maximise biodiversity benefits yet potentially also include for new public access and sympathetic measures and interpretation to enhance this part of the immediate valley floor landscape.

- Other proposed planting and habitats; including conservation grassland and wetland areas, devised alongside the identified biodiversity opportunities and the sustainable drainage strategy (SuDS);
  - Provide good and well-connected pedestrian and cycle access within and beyond the site, linking with existing routes. Seek to create a safe, attractive and dedicated route for pedestrians/ cyclists through the Site, with potential for other informal pedestrian access in the landscape area in the north of the site.
  - Establish a high quality landscape treatment to the main vehicular routes through the site and to the building frontages and surrounds.
  - Include a long term landscape and biodiversity management plan.
- 6.14 Good landscape design, management and green infrastructure practices should be adopted at every stage of the proposed development.

### **Visual Appraisal**

- 6.15 The potential visual implications and effects of proposed development on the site have been appraised.
- 6.16 Views towards the proposed development are likely to be possible from a relatively limited number of receptors both within the immediate and wider context of the site. This will include views from some properties and locations on the southern and south eastern edge of The Pentons and a limited number of residential properties to the north east of the site on the edge of Foxcotte. It will also include views from relatively limited stretches of Foxcotte Lane to the north and potentially Harroway Lane to the west; and from limited stretches of PROW immediately surrounding the site and from across the valley to the north. Glimpsed views towards the development from limited positions within the park (Charlton) and recreational area to the north east may also be possible, though any views from here would be limited and seen in the context of other existing closer developments.
- 6.17 From The Pentons, where any parts of the proposed development are visible, it is likely to be the outer landscape mitigation and woodland planting areas that are seen with the proposed buildings visible beyond. It is likely that the outer mitigation mounding and woodland planting will substantially screen the lower and active surrounds to the buildings in these views from the north west. The proposed outer woodland planting on the mitigation mounding will become increasingly effective, as it matures, in mitigating and screening views from the Pentons towards the proposed development. It is envisaged that resultant visual effects arising for these views would be further mitigated and minimised through the careful attention to the design and appearance of the proposed buildings.
- 6.18 From the majority of the properties and locations within these two small settlements there will be no views towards the proposed development, as there are no views towards the site at present.
- 6.19 Views towards the proposed development from other properties are likely to be limited to a small number to the north east of the site on the edge of Foxcotte, on the north western edge of Andover. From this location, any views towards the proposed development are likely to be limited and also seen beyond other existing industrial buildings. The proposed development is unlikely to result in any notable visual effects for these properties.

- 6.20 Views from the PROW extending along the eastern and southern boundaries of the site are already heavily filtered by the existing trees, hedgerows and vegetation lining these routes. Inevitably there will be some close views towards the proposed development from along these routes, yet they are likely to remain filtered and restricted.
- 6.21 More distant views towards the proposed development are likely to be possible from the PROW on the higher northern valley slopes to the north of Foxcotte Lane. From this PROW the proposed development is likely to be seen on the southern valley slopes alongside and to the west of the other existing employment and industrial development at the West Portway Industrial Area. Proposed mitigation mounding and woodland planting on the northern edge of the development area will assist in filtering and reducing the visible extent of the proposals over time from this PROW. The nature of the resultant views will also vary along the PROW as is the case with existing views towards Andover.
- 6.22 Other views towards the proposed development are likely to be largely confined to views from stretches of Foxcotte Lane and some other brief stretches or positions along other lanes to the north or north west. From Foxcotte Lane the proposed development is likely to be seen beyond the mitigation mounding and woodland planting on the northern edge of the development area. This landscape mitigation and planting on the northern and north western edge of the proposed development area will as it matures be increasingly effective in mitigating and screening views from Foxcotte Lane. It is envisaged that the resultant visual effects arising for these views would be further mitigated and minimised through careful attention to the design and appearance of the proposed buildings.
- 6.23 Overall and subject to the subsequent details and parameters of the proposed development, it is anticipated that the likely visual effects arising will be relatively limited and localised in extent. There are unlikely to be any notable visual effects arising from the proposals for receptors and locations situated to the south, east or west of the site. From properties and positions on the edge of The Pentons and generally to the north of the site, the visual change arising from proposed development is likely to comprise views towards a broad perimeter of mitigation mounding and associated woodland planting and habitats, with built development set beyond.
- 6.24 It is likely that the proposed landscape mitigation measures will become increasingly effective over time in restricting and screening views towards the proposed development from the north and north west. With careful attention to the design of this perimeter mounding and landscape mitigation areas; and to the proposed plot levels, building heights; and subsequent roof design and elevational treatment of the buildings, the likely visual effects of development are capable of being suitably mitigated and minimised.

## 8.0 LOCAL GAP

- 8.1 As part of this LVA an appraisal of the proposed 'Local Gap' policy area in landscape and visual terms and relevant to the site has been undertaken. This is a spatial policy and not a 'landscape' designation or policy. Local Gaps are generally defined as a means to maintain the separation of settlements and their respective separate identities.
- 8.2 For the purposes of this part of the report, the 'Test Valley Borough Council: Local Gaps Assessment' and the extent of the Andover – The Pentons Local Gap (Policy ENV4) as shown on the draft policies map have formed the basis for consideration.
- 8.3 The draft ENV4 policy does not seek to prevent all development within a Local Gap but seeks to guide development within them, in order to maintain the principle and integrity of the Gap. The draft policy also recognises that development on the edge of settlements will reduce the physical extent of the defined gaps and that development within the gaps could reduce the visual separation of settlements.
- 8.4 Draft Policy ENV4: Local Gaps states;
- “Development within Local Gaps will be permitted provided that:*
- a) it would not diminish the physical separation and/or visual separation; and*
- b) it would not individually or cumulatively with other existing or proposed development compromise the integrity of the gap.*
- The following Local Gaps will be protected:*
- Andover – The Pentons (see inset maps x);”* [Note: There are 8 Local Gaps identified in total. Only that relevant to the Site is identified above].
- 8.5 There is no standard or approved approach to considering and appraising Local Gaps. Studies seeking to appraise this topic typically adopt methodologies that assess the matters most likely to change the physical and visual separation of settlements and the implications of any change on their character and identity. The draft Local Gap policy also refers to the cumulative implications of development and the integrity of the Gap.

### Test Valley Borough Council: Local Gaps Assessment (December 2023)

- 8.6 This study appraised the existing Local Gaps as designated in the Test Valley Local Plan 2029 and it included a review of the definition and purposes of the existing and proposed Local Gaps in policy terms. It defined its own set of assessment criteria and applied this to the nine existing defined Local Gaps; including the Andover – Weyhill – The Pentons Local Gap.
- 8.7 The assessment of this Local Gap is detailed on pages 37 – 39 of the study. In relation to the assessment of the Andover – Weyhill – The Pentons Local Gap, the study advises under the sub heading 'Key Elements' that the majority of the Local Gap lies within LCT9 and LCA 9A as described earlier in this LVA. It also advises that other key elements include the Lodge at Penton Park and its associated parkland and a small hamlet at Penton Corner in the south of the Local Gap.
- 8.8 Under the sub heading 'Areas and features that provide separation between existing settlements' it states; *“The undeveloped and vegetated nature of the land along the roads and tracks that run between the settlements contribute to the physical and perceptual sense of separation.”* It also

advise that the northern edge of the gap forms part of the “*historic southern edge of Penton Grafton and Penton Mewsey*” but the gap “*does not form part of a historic settlement edge to Andover*”.

- 8.9 Under the sub heading “Evaluation” the study includes the following references [Note: not all Evaluation points/ criteria listed below];

*“To what extent does the Local Gap prevent the coalescence (merging) of settlements?”*

*The gap physically and perceptually prevents the settlements of Andover merging with Penton Grafton and Penton Mewsey. It is effective in this function by virtue of the combination of the scale of landscape elements and the disposition of vegetation.”*

*To what extent does the Local Gap maintain a strategic gap?*

*The Local Gap provides critical separation between Andover and Penton Grafton and Penton Mewsey. The Local Gap is essential to maintaining the historic and rural character of The Pentons and associated Conservation Area. It therefore fulfils a strategic function.*

*Does the Local Gap have a prominence in the wider landscape such that development would harm the sense of openness in the wider context?*

*Yes, the landscape has an important relationship to the designed landscape of Penton Park. The ridgeline to the south, on which the ancient Holloway ‘The Harroway’ is located, is also visually prominent.*

*How does the Local Gap contribute to maintaining the separate identity of the settlements?*

*The contribution to separate settlement identity is particularly realised through the visual containment created by the intimate pastoral landscape of the Local Gap. There is a definite and marked transition between the more modern Andover and the historic rural settlements of Penton Grafton and Penton Mewsey.*

*To what extent does the Local Gap prevent inter-visibility between settlements?*

*The gap prevents intervisibility between Andover and Penton Grafton and Penton Mewsey, primarily by virtue of the vegetation within it.*

- 8.10 Under the heading ‘Potential defensible boundary features’ the study states; “*These include hedgerows, walls, fence lines and the relative position of existing built up areas and associated settlement edges.*”

- 8.11 Recommendations for the ‘Andover – Weyhill – The Pentons’ Local Gap are stated as;

*“Vegetation structure within the existing gap contributes to the sense of separation between Andover, Weyhill and The Pentons, particularly noting the transition from the modern edge of Andover to the historic, smaller scale settlements of Penton Grafton and Penton Mewsey. Existing built form within this gap has degraded the function of the Local Gap in the southeast, although the ridgeline to the north of this, on which the ancient vegetated holloway ‘The Harroway’ is located, is also critical in defining a sense of separation, physically and visually. Consideration could therefore be given to amending the Local Gap boundary in the southeast of this gap, to the south of and below the ridgeline on which ‘The Harroway’ is located.”*

## Local Gap Appraisal

- 8.12 This LVA has assessed the proposed Local Gap with reference to the following headings and the contents of the '*Test Valley Borough Council: Local Gaps Assessment*' as referenced above;
- Physical separation and coalescence
  - Perceived separation and inter-visibility
  - Role in shaping settlement character and identity
  - Contribution to Green Infrastructure
- 8.13 The appraisal has also assessed the implications and potential effects of future employment development (and associated Landscape Strategy proposals) on the Local Gap

### Physical separation and coalescence

- 8.14 Direct physical distances across the Local Gap are shown on Figure 16. The width of the existing Gap varies between the edges of the existing settlement areas. Distances along the movement corridors (roads) are also included as this is how the physical separation would be experienced by people moving between the settlement areas.
- 8.15 With the proposed development in place the direct physical distance between the proposed development and The Pentons would be reduced. However, despite the reduction in the direct physical width, there would remain a sizeable distance between the built up settlement areas and there would be no coalescence of settlements or built up areas. The respective settlement areas of Andover and The Pentons would remain clearly separated with the River Anton tributary watercourse, valley floor and lower valley slopes and planted boundaries occupying the intervening land.

### Perceived separation and inter-visibility

- 8.16 Intervisibility between the respective settlement areas is relatively limited. The Local Gap boundary to the edge of The Pentons comprises notable mature trees and some woodland that limits the availability of views from the settlement edge in the direction of Andover. The clearest views are from a small number of buildings/ properties, including the Lodge at Penton Park.
- 8.17 The Local Gap boundary to the edge of Andover also includes mature hedgerows and trees that limit to some degree the visibility of the existing development and the opportunity for views towards The Pentons. As a result, whilst there is some intervisibility between the respective settlements, it is not considered to be of any particular note and is not clear, open or uninterrupted.
- 8.18 With the proposed development in place there would be an increased degree of intervisibility, between the respective settlement edges, although due in part to the presence of the mature planted edge to The Pentons, this will still not be clear, open or uninterrupted. The proposed Landscape Strategy will also further mitigate and reduce the level of any increased intervisibility, particularly as the proposed woodland planting on the northern and western edges of the proposed development area establishes and matures.
- 8.19 The Council's Local Gap Assessment advises that the gap prevents intervisibility '*primarily by virtue of the vegetation within it*'. This is due largely to the presence of the existing mature trees and planting on the edge of The Pentons; including in and around Penton Park and along the

watercourse corridor. All of this planting would remain and the only planting to be removed as a result of the proposed development would be limited sections of the fragmented hedgerows within the site.

- 8.20 Overall, the respective settlement areas will remain perceived and viewed separately with the proposed development in place. There will be limited positions where the proposed development will be visible in conjunction with the settlement edge of The Pentons.

#### **Role in shaping settlement character and identity**

- 8.21 Andover and this particular part of the settlement edge is notably different in terms of character and identity to The Pentons. This existing edge of Andover comprises industrial and commercial buildings and activities (West Portway Industrial Estate) as part of a broader urban area. The Pentons comprise two small historic settlement areas, with a Conservation Area and Listed Buildings.
- 8.22 The proposed development would comprise employment buildings and uses that would relate to the existing adjacent industrial area, albeit that the proposed development would comprise modern high quality units, in contrast to some of the existing nearby buildings.
- 8.23 With the proposed Landscape Strategy principles adopted as part of the proposed development, the nature of the respective settlement edges would remain distinctly separate and in due course well contained by woodland, trees and planting. Proposed development on the site would not undermine the character or identities of the respective settlements.

#### **Contribution to Green Infrastructure**

- 8.24 The proposed Local Gap makes a contribution to local Green Infrastructure primarily through the watercourse corridor and associated waterside habitats and access. This stretches along the lowest lying land between The Pentons and Andover and encompasses the small watercourse and ponds generally situated along the southern side of Foxcotte Lane. There are also a small number of PROW that stretch across the proposed Local Gap including two routes between the edges of Andover and The Pentons.
- 8.25 The proposed development would include a broad landscape area, with mixed habitats and public access across the northern half of the site. This would contribute positively to the existing habitats and Green Infrastructure along the valley floor. Other native woodland and tree planting within and around the development area would also contribute positively to the Green Infrastructure at this localised scale.

#### **Draft Policy ENV4: Local Gaps**

- 8.26 Proposed development as illustrated on the accompanying Indicative Site Layout and Landscape Strategy plans can be accommodated in accordance with draft Policy ENV4. These plans have been devised taking into account the objectives of the Local Gap, the draft policy and the other relevant landscape, visual and environmental matters. The proposals recognise the importance of a robust 'landscape led' development solution in addressing this draft Local Gap policy.
- 8.27 The proposed development as illustrated would retain effective physical and visual separation between the respective settlement areas and would not compromise the integrity of the proposed



gap. The character and identity of the respective settlement areas would also not be materially affected.

- 8.28 As the subsequent design and parameters of the proposed development are progressed it will remain important that the matters relevant to this policy continue to be considered and fully addressed.

## 9.0 SUMMARY AND CONCLUSIONS

- 9.1 The site occupies north facing valley slopes immediately to the west of the existing built up edge of Andover and an existing industrial area (West Portway Industrial Area). Andover stretches across the land to the east and south east of the site, and the A303 and A342 and junction lie relatively close to the south. To the north west and beyond a small watercourse (a tributary to the River Anton) and intervening valley floor and fields lie the small settlements of Penton Mewsey and Penton Grafton (known as 'The Pentons').
- 9.2 The site itself predominantly comprises a number of medium sized arable fields subdivided by a number of hedgerows and fenced boundaries in differing states of continuity and condition. The existing hedgerows include some mature trees. The existing hedgerows and trees generally diminish towards the north western side of the site and the fields here and immediately beyond the site boundary are under equine use with these fields defined by fencing.
- 9.3 Existing mature hedgerows and trees extend along the southern and eastern site boundaries with Public Rights of Way (PROW) also extending along but outside these boundaries. The northern site boundary extends up towards the tributary watercourse and an area of associated ponds and waterside habitats.
- 9.4 The Pentons occupy a mature and relatively enclosed landscape setting. These small settlements include a good proportion of large mature trees and small wooded areas, particularly on the eastern and south eastern edge of Penton Mewsey. This area includes large mature trees and wooded areas associated with Penton Park. The Pentons include a Conservation Area and Listed Buildings.
- 9.5 The general landscape character of the site and its immediate context is shaped by the valley landscape and the varying mix of uses, influences and features, including the farmland, waterside habitats and existing urban edge, with the parkland and the 'Pentons' and other woodland set further to the north west and north. The site is relatively visually contained within the wider landscape.
- 9.6 The site and its context do not lie within a designated landscape.
- 9.7 In terms of relevant published landscape character assessments and studies, these typically describe a varied landscape context of relatively elevated gently sloping ground with predominantly larger scale arable fields and the lower lying slopes and valley floor of the River Anton tributary with its mix of habitats and influences. The studies also outline the existing influence of Andover on the surrounding landscape.
- 9.8 The Test Valley Landscape Character Assessment (2018) (TVLCA) highlights that future development within this landscape should seek to avoid development on the valley floor and coalescence with nearby settlements. It also advises that as part of any new development, opportunities should be sought to strengthen the landscape structure to the edge of Andover.
- 9.9 A preliminary appraisal of the Landscape Value of the site and its immediate context has been undertaken in accordance with the relevant guidelines and this concludes that it is of Medium Landscape Value.
- 9.10 This LVA study has appraised the potential for the site to assimilate new employment development as part of a comprehensive and well-designed scheme. This has included input to and consideration of a Development Concept and Landscape Strategy for the site. The emerging plans illustrate a development with a strong landscape and green infrastructure setting to new built

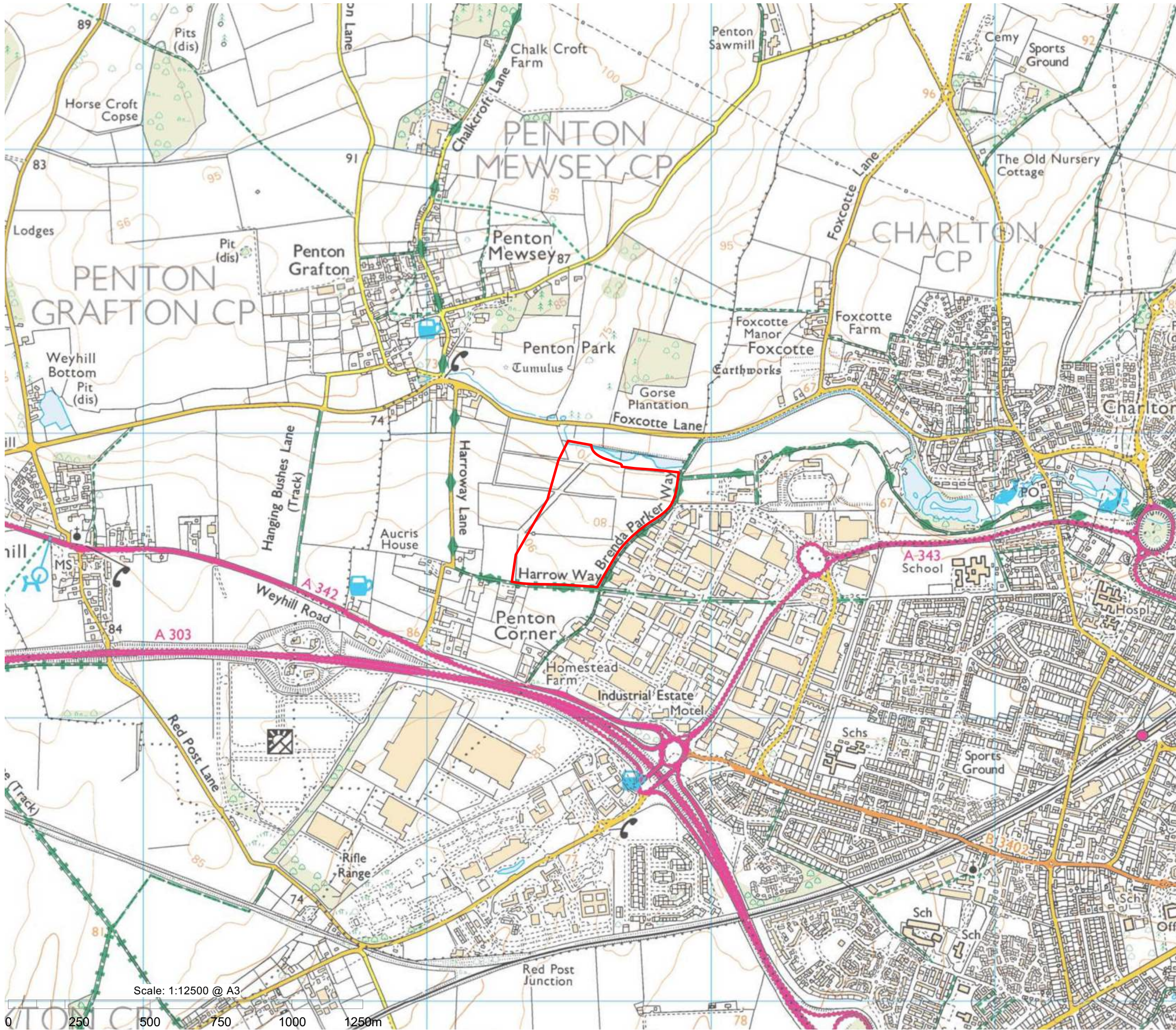
development. As part of this, it is anticipated that an extensive outer perimeter landscape area would be established to the development area (See the Landscape Strategy at Appendix B); including mitigation mounding and woodland tree planting, particularly to the northern and western sides of the development area. This would deliver effective landscape and visual mitigation and provide a robust landscape 'buffer' and boundary to the valley floor and to the wider landscape to the north and west; including towards The Pentons.

- 9.11 The draft Local Gap policy has also been considered and appraised in terms of its function and the implications and likely effects of the development proposals. The proposed development as illustrated on the Concept Masterplan and Landscape Strategy would maintain effective physical and visual separation between the respective settlement areas and would not compromise the integrity of this Gap. The character and identity of the respective settlement areas would also not be materially affected by the proposals.
- 9.12 The proposed development recognises the importance of a robust 'landscape led' development solution in addressing the draft Local Gap policy. As the subsequent design and parameters of the proposed development are further progressed, it will remain important that the objectives and requirements of this policy continue to be fully considered and addressed.

### **Conclusion**

- 9.13 The site is capable of accommodating future employment development, as illustrated in the accompanying plans. In landscape and visual terms, there will inevitably be some adverse effects that will arise as a result of the proposed development, yet these would be predominantly localised and are capable of being suitably mitigated as part of the overall proposed development. The Local Gap policy has also been carefully considered and addressed. The proposed development would maintain effective physical and visual separation between settlements; would not materially affect their respective identities or character; and would not compromise the integrity of the Gap.
- 9.14 The proposals would also encompass some localised landscape and green infrastructure benefits, as a result of the new woodland planting and other mixed habitats and potential public access provision, particularly on the lower lying slopes associated with the watercourse and existing habitats. These landscape and biodiversity proposals will stretch across much of the northern half and western side of the site.
- 9.15 In overall landscape and visual terms, the site can successfully accommodate future employment development as part of a comprehensive solution, incorporating an extensive and robust landscape framework, with mitigation mounding and with careful attention to the subsequent detailed design of the buildings and associated infrastructure.





NOTES

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KEY

Site Boundary

client  
St. Modwen Strategic Land Ltd

project  
Land adjoining West Portway Industrial Estate, Andover

drawing title  
**SITE LOCATION**

scale  
1:12500 @ A3

drawing/figure number  
**Figure 1**

dm  
CHR

chk  
TRJ

date created  
25 July 2023

issue  
Rev A

N

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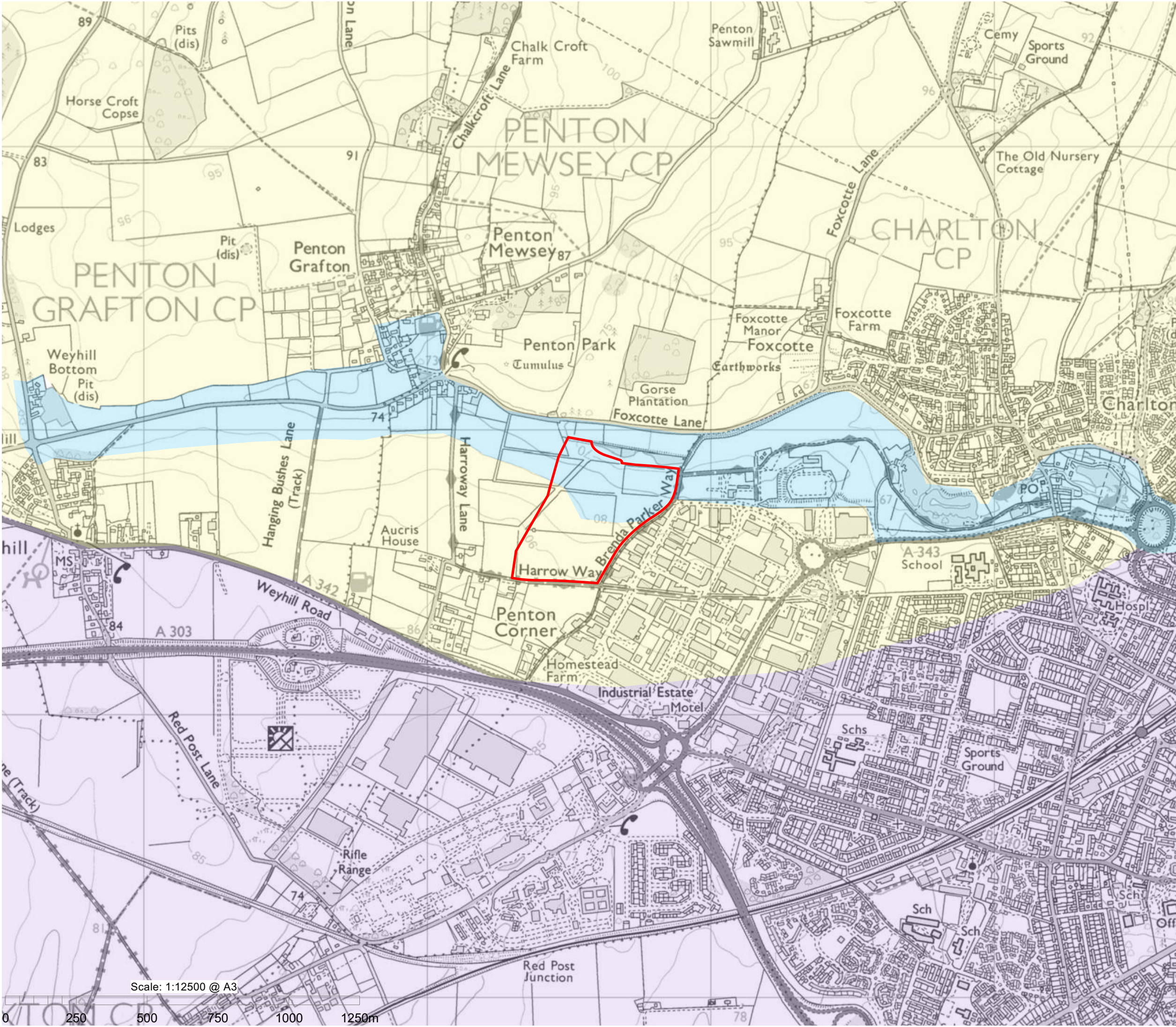












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KEY

Site Boundary

Test Valley Borough Council Landscape Character Area (2018)

5 - River Valley Floor LCT  
51 - Upper River Anton Valley Floor LCA

9 - Semi Enclosed Clay Plateau Farmland LCT  
9A - North Andover Plateau LCA

10 - Open Chalklands LCT  
10C - Thruxton & Danebury Chalk Downland LCA

Boundaries to Landscape Areas and Types are approximate and based upon the relevant studies

fpcr

N

Scale: 1:12500 @ A3

0 250 500 750 1000 1250m

client

St. Modwen Strategic Land Ltd

project

Land adjoining West Portway Industrial Estate, Andover

drawing title

BOROUGH LANDSCAPE CHARACTER

scale

1:12500 @ A3

dm

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chk

TRJ

date created

25 July 2023

drawing/figure number

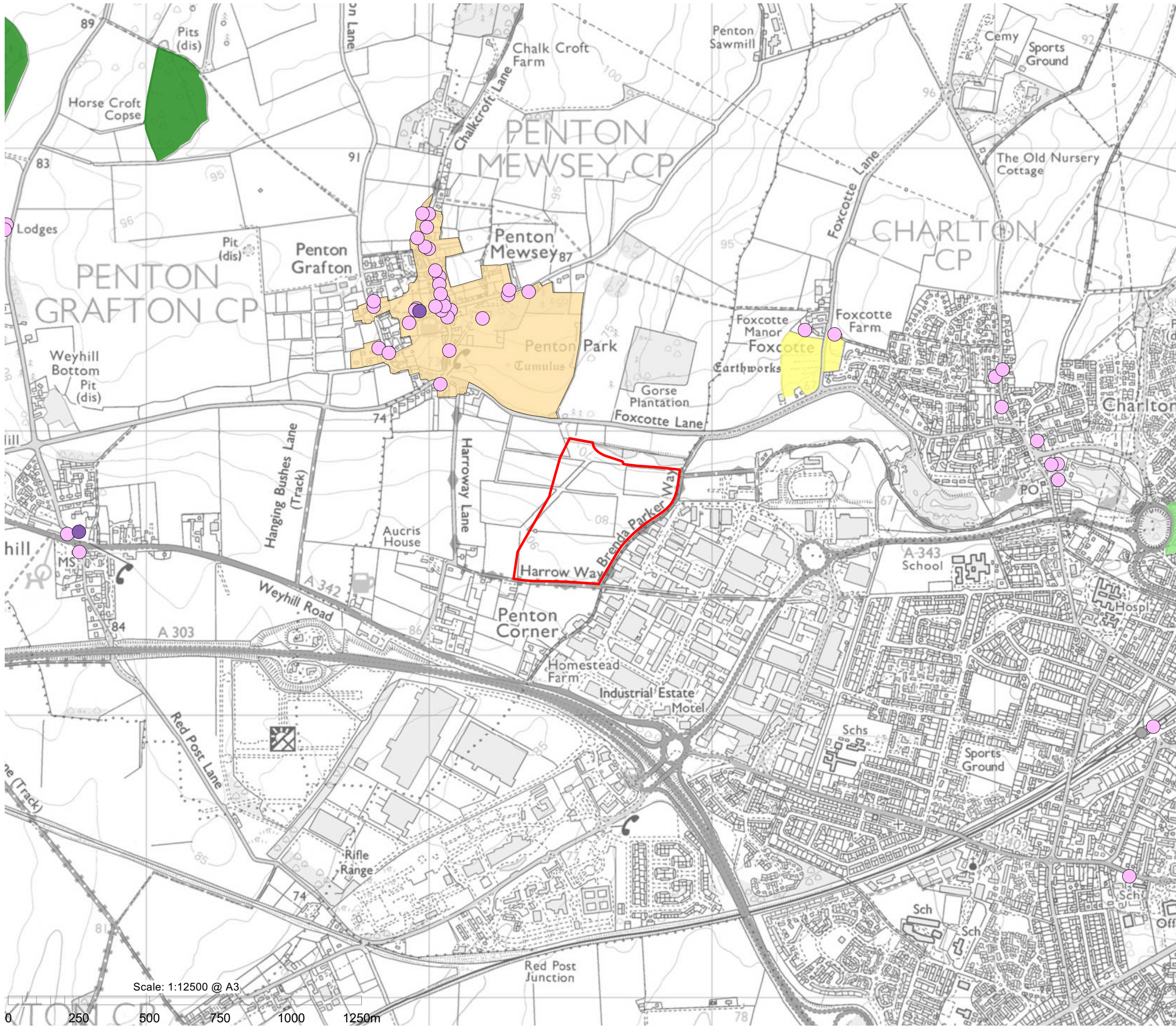
**Figure 4**

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Rev A

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**KEY**

- Site Boundary
- Ancient Woodland
- Local Nature Reserve
- Conservation Area
- Scheduled Monument
- Grade II Listed Building
- Grade II\* Listed Building

Designations and features taken from the Governments MAGIC web based database

client  
St. Modwen Strategic Land Ltd

project  
Land adjoining West Portway Industrial Estate, Andover

drawing title  
ENVIRONMENTAL DESIGNATIONS & FEATURES

scale  
1:12500 @ A3

drawing/figure number  
**Figure 5**

dmn  
CHR

chk  
TRJ

date created  
25 July 2023

issue  
Rev A

N

Scale: 1:12500 @ A3

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KEY

Site Boundary

Topographical Key (50m - 110m AOD)

|  |      |
|--|------|
|  | 50m  |
|  | 55m  |
|  | 60m  |
|  | 65m  |
|  | 70m  |
|  | 75m  |
|  | 80m  |
|  | 85m  |
|  | 90m  |
|  | 95m  |
|  | 100m |
|  | 105m |
|  | 110m |

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N

client

St. Modwen Strategic Land Ltd

project

Land adjoining West Portway Industrial Estate, Andover

drawing title

TOPOGRAPHY

scale

1:12500 @ A3

dm

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chk

TRJ

date created

25 July 2023

drawing/figure number

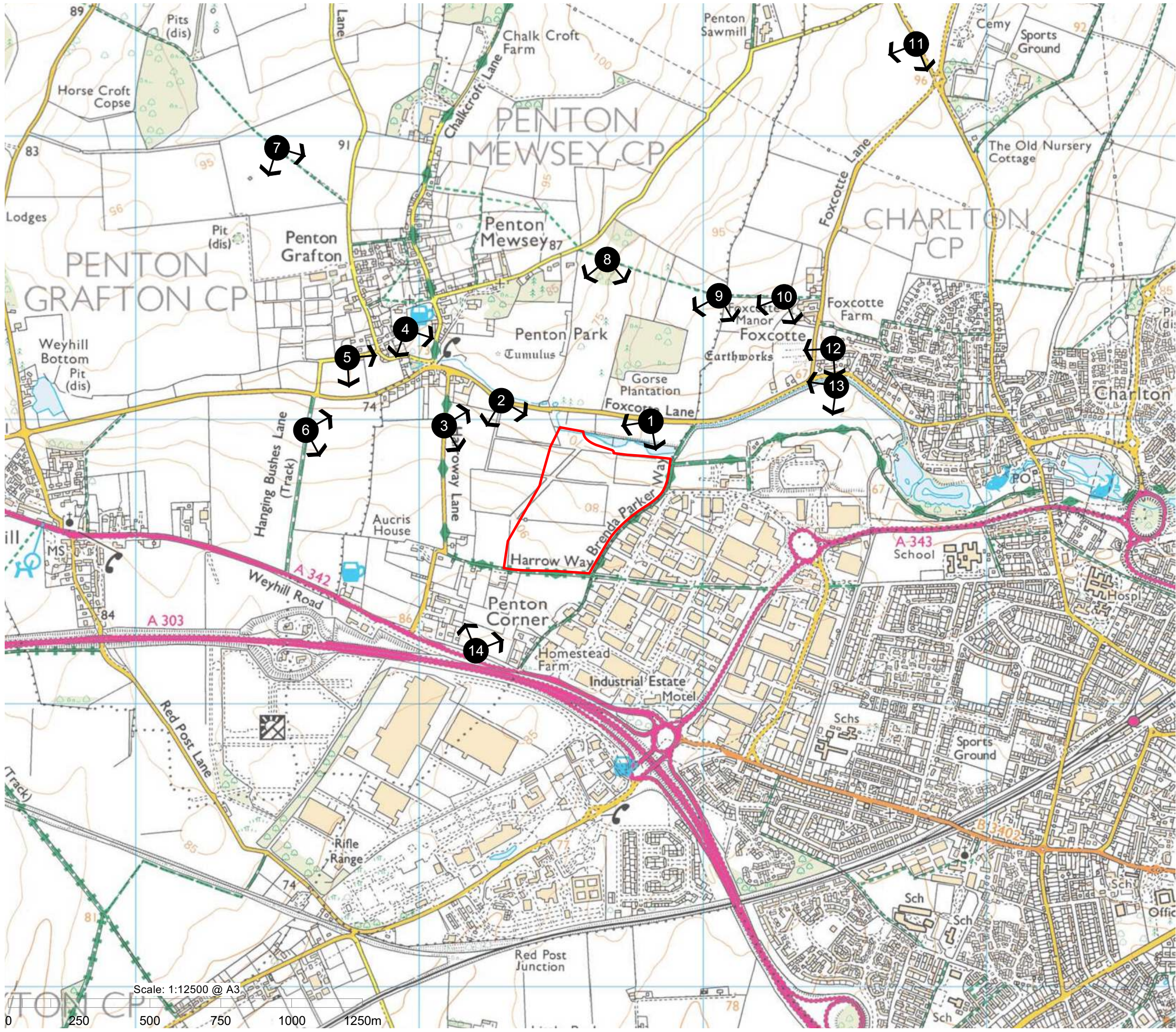
**Figure 6**

issue

Rev A

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KEY

-  Site Boundary
-  Photo Viewpoint (with Reference)

Scale: 1:12500 @ A3  
0 250 500 750 1000 1250m



client  
St. Modwen Strategic Land Ltd

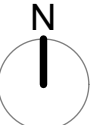
project  
Land adjoining West Portway Industrial Estate, Andover

drawing title  
LOCATION OF PHOTO VIEWPOINTS

|              |     |     |              |
|--------------|-----|-----|--------------|
| scale        | dm  | chr | date created |
| 1:12500 @ A3 | CHR | TRJ | 25 July 2023 |

drawing/figure number  
**Figure 7**

issue  
Rev A



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Photo Viewpoint 1



Photo Viewpoint 1



**Photo Viewpoint 1**  
Date & time of photo: 28 June 2023, 10:26  
Camera make & model, & sensor format:  
Canon EOS 6D, FFS  
Horizontal Field of View: 87°  
Direction of View: 198°, bearing from North

Printing note: To give the correct viewing distance the sheet should be printed at a scale of 1:1 on A1. To be viewed at comfortable arms length.  
  
Visualisation Type: Type 1  
Projection: Cylindrical  
Enlargement factor: 100%

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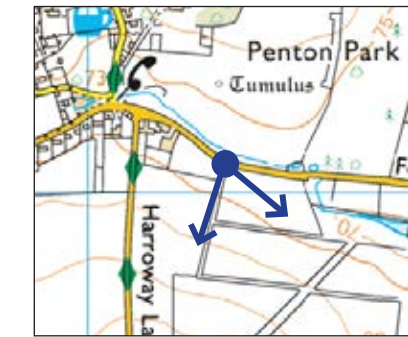




Photo Viewpoint 2



Photo Viewpoint 2



**Photo Viewpoint 2**  
Date & time of photo: 28 June 2023, 11:28  
Camera make & model, & sensor format:  
Canon EOS 6D, FFS  
Horizontal Field of View: 87°  
Direction of View: 165°, bearing from North

Printing note: To give the correct viewing distance the sheet should be printed at a scale of 1:1 on A1. To be viewed at comfortable arms length.  
  
Visualisation Type: Type 1  
Projection: Cylindrical  
Enlargement factor: 100%

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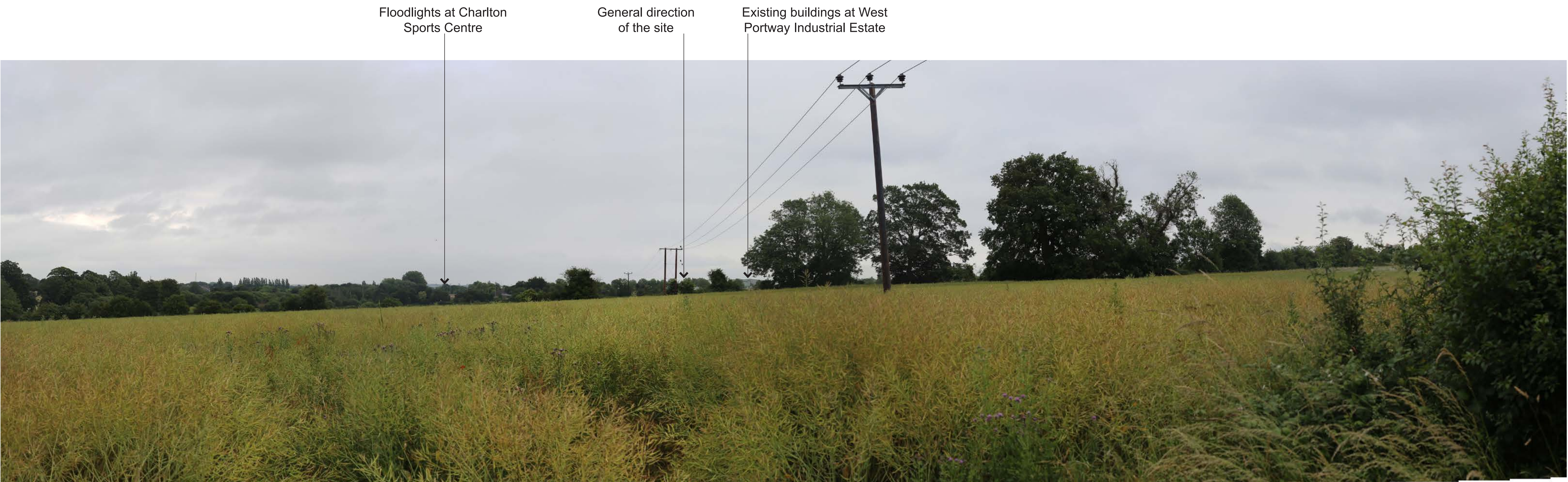


Photo Viewpoint 3



Photo Viewpoint 4



**Photo Viewpoint 3**  
Date & time of photo: 28 June 2023,08:57  
Camera make & model, & sensor format:  
Canon EOS 6D, FFS  
Horizontal Field of View: 87°  
Direction of View: 102°, bearing from North



**Photo Viewpoint 4**  
Date & time of photo: 28 June 2023,09:24  
Camera make & model, & sensor format:  
Canon EOS 6D, FFS  
Horizontal Field of View: 87°  
Direction of View: 138°, bearing from North

Printing note: To give the correct viewing distance the sheet should be printed at a scale of 1:1 on A1. To be viewed at comfortable arms length.  
  
Visualisation Type: Type 1  
Projection: Cylindrical  
Enlargement factor: 100%

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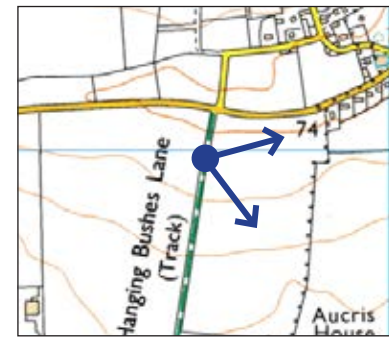
Photo Viewpoint 5



Photo Viewpoint 6



**Photo Viewpoint 5**  
Date & time of photo: 28 June 2023,09:06  
Camera make & model, & sensor format:  
Canon EOS 6D, FFS  
Horizontal Field of View: 87°  
Direction of View: 130°, bearing from North



**Photo Viewpoint 6**  
Date & time of photo: 28 June 2023,11:44  
Camera make & model, & sensor format:  
Canon EOS 6D, FFS  
Horizontal Field of View: 87°  
Direction of View: 107°, bearing from North

Printing note: To give the correct viewing distance the sheet should be printed at a scale of 1:1 on A1. To be viewed at comfortable arms length.  
  
Visualisation Type: Type 1  
Projection: Cylindrical  
Enlargement factor: 100%

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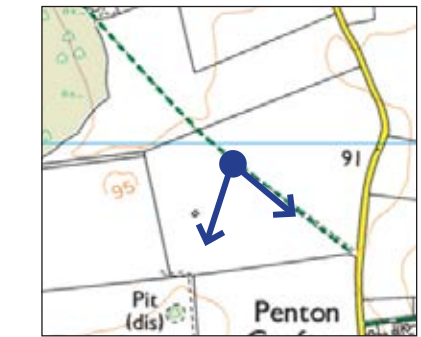




Photo Viewpoint 7



Photo Viewpoint 8



**Photo Viewpoint 7**  
Date & time of photo: 28 June 2023,12:02  
Camera make & model, & sensor format:  
Canon EOS 6D, FFS  
Horizontal Field of View: 87°  
Direction of View: 162°, bearing from North



**Photo Viewpoint 8**  
Date & time of photo: 28 June 2023,09:44  
Camera make & model, & sensor format:  
Canon EOS 6D, FFS  
Horizontal Field of View: 87°  
Direction of View: 186°, bearing from North

Printing note: To give the correct viewing distance the sheet should be printed at a scale of 1:1 on A1. To be viewed at comfortable arms length.  
  
Visualisation Type: Type 1  
Projection: Cylindrical  
Enlargement factor: 100%

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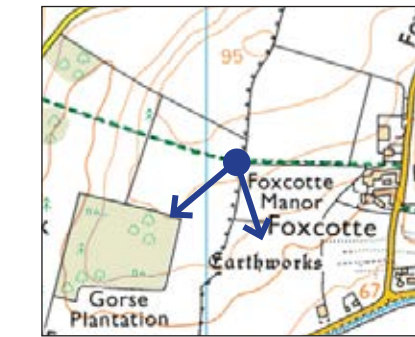




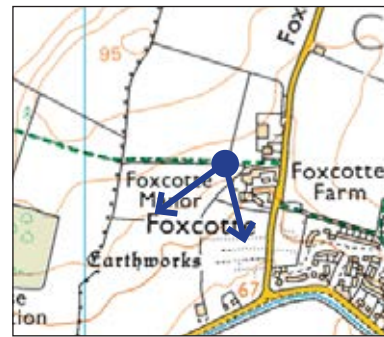
Photo Viewpoint 9



Photo Viewpoint 10



**Photo Viewpoint 9**  
Date & time of photo: 28 June 2023,09:54  
Camera make & model, & sensor format:  
Canon EOS 6D, FFS  
Horizontal Field of View: 87°  
Direction of View: 195°, bearing from North



**Photo Viewpoint 10**  
Date & time of photo: 28 June 2023,09:58  
Camera make & model, & sensor format:  
Canon EOS 6D, FFS  
Horizontal Field of View: 87°  
Direction of View: 198°, bearing from North

Printing note: To give the correct viewing distance the sheet should be printed at a scale of 1:1 on A1. To be viewed at comfortable arms length.  
  
Visualisation Type: Type 1  
Projection: Cylindrical  
Enlargement factor: 100%

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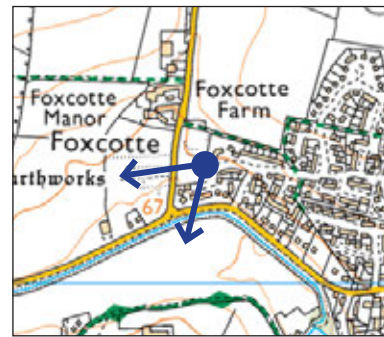
Photo Viewpoint 11



Photo Viewpoint 12



**Photo Viewpoint 11**  
Date and time of photo: 28 June 2023,09:24  
Camera make & model, & sensor format:  
Canon EOS 6D, FFS  
Horizontal Field of View: 87°  
Direction of View: 204°, bearing from North



**Photo Viewpoint 12**  
Date and time of photo: 28 June 2023,09:43  
Camera make & model, & sensor format:  
Canon EOS 6D, FFS  
Horizontal Field of View: 87°  
Direction of View: 228°, bearing from North

Printing note: To give the correct viewing distance the sheet should be printed at a scale of 1:1 on A1. To be viewed at comfortable arms length.  
  
Visualisation Type: Type 1  
Projection: Cylindrical  
Enlargement factor: 100%

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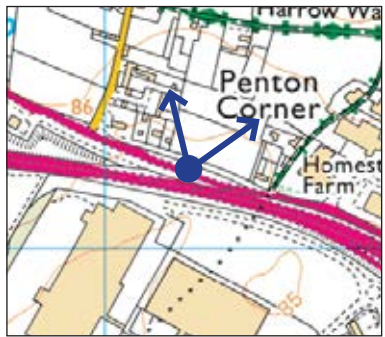
Photo Viewpoint 13



Photo Viewpoint 14



**Photo Viewpoint 13**  
Date & time of photo: 28 June 2023, 10:51  
Camera make & model, & sensor format:  
Canon EOS 6D, FFS  
Horizontal Field of View: 87°  
Direction of View: 239°, bearing from North



**Photo Viewpoint 14**  
Date & time of photo: 28 June 2023, 11:19  
Camera make & model, & sensor format:  
Canon EOS 6D, FFS  
Horizontal Field of View: 87°  
Direction of View: 22°, bearing from North

Printing note: To give the correct viewing distance the sheet should be printed at a scale of 1:1 on A1. To be viewed at comfortable arms length.  
  
Visualisation Type: Type 1  
Projection: Cylindrical  
Enlargement factor: 100%

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KEY

- Site Boundary
- Potential Built Development Area (approx extent)
- Existing and Proposed Landscape within the Site Boundary
- Local Gap (Draft Local Plan Policy ENV4)
- Approximate Direct Distance
- Approximate Road Distance

client  
St. Modwen Strategic Land Ltd

project  
Land adjoining West Portway Industrial Estate, Andover

drawing title  
LOCAL GAP

scale  
1:10000 @ A3

dm  
CHR

chk  
TRJ

date created  
25 July 2023

drawing/figure number  
**Figure 16**

issue  
Rev A

Scale : 1:10000 @ A3

0 250 500 750 1000m

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## **APPENDIX A**

### **Landscape and Visual Appraisal – Methodology and Assessment Criteria**

## **Appendix A**

### **Landscape and Visual Appraisal – Methodology and Assessment Criteria**

#### **Introduction**

- 1.0 The following details the criteria considered and used in the LVA.
- 1.1 The purpose of the LVA report is to explore landscape and visual matters in relation to the site and its potential to accommodate future employment based development. It considers the potential of the site and its landscape context to assimilate future change in the form of new employment based development. The level of any impacts and effects on landscape character and visual amenity have not therefore been determined in detail at this stage, although the likely nature of potential change and effects are considered.
- 1.2 As advised in the Guidelines for Landscape and Visual Impact Assessment (3rd Edition) (GLVIA3), the judgements made in respect of both landscape and visual effects are a combination of an assessment of the sensitivity of the receptor and the magnitude of the landscape or visual effect. The following details the definitions and criteria used in assessing sensitivity and magnitude for landscape and visual receptors.
- 1.3 Where it is determined that the assessment falls between or encompasses two of the defined criteria terms, then the judgement may be described as High/ Medium or Moderate/ Minor etc. This indicates that the assessment lies between the respective definitions or encompasses aspects of both.

#### **Landscape**

##### **Landscape Sensitivity**

- 1.4 Landscape receptors are assessed in terms of their 'Landscape Sensitivity'. This combines judgements on the value to be attached to the landscape and the susceptibility to change of the landscape from the type of change or development proposed. The definition and criteria adopted for these contributory factors is detailed below.
- 1.5 There can be complex relationships between the value attached to landscape receptors and their susceptibility to change which can be especially important when considering change within or close to designated landscapes. For example, an internationally, nationally or locally valued landscape does not automatically or by definition have a high susceptibility to all types of change. The type of change or development proposed may not compromise the specific basis for the value attached to the landscape.

##### Landscape Value

- 1.6 Value can apply to a landscape area as a whole, or to the individual elements, features and aesthetic or perceptual dimensions which contribute to the character of the landscape. The following criteria have been used to categorise landscape value. Where there is no clear existing evidence on landscape value, an assessment is made based on the criteria/ factors identified below (based on the guidance in the Landscape Institute Technical Guidance Note 02/21 "Assessing landscape value outside national designations", which provides more up to date guidance than Box 5.1 of GLVIA3).

- Natural Heritage
- Distinctiveness

- Cultural Heritage
- Landscape Condition
- Associations
- Recreational
- Perceptual (scenic)
- Perceptual (Wildness and tranquillity)
- Functional

| <b>Landscape Value</b> | <b>Definition</b>   |
|------------------------|---|
| High                   | Landscape receptors of high importance based upon factors of natural and cultural heritage, condition, distinctiveness, recreational value, perceptual qualities associations and functional aspects.   |
| Medium                 | Landscape receptors of medium importance based upon factors of natural and cultural heritage, condition, distinctiveness, recreational value, perceptual qualities and quality, rarity, representativeness, conservation interest, recreational value, perceptual qualities, associations and functional aspects. |
| Low                    | Landscape receptors of low importance based upon factors of natural and cultural heritage, condition, distinctiveness, recreational value, perceptual qualities and quality, rarity, representativeness, conservation interest, recreational value, perceptual qualities, associations and functional aspects.    |

#### Landscape Susceptibility to Change

- 1.7 This means the ability of the landscape receptor (overall character type/ area or individual element/ feature) to accommodate the change (i.e. the proposed development) without undue consequences for the maintenance of the baseline position and/ or the achievement of landscape planning policies and strategies. The definition and criteria for the assessment of Landscape Susceptibility to Change is as follows:

| <b>Landscape Susceptibility to Change</b> | <b>Definition</b>  |
|---|--|
| High                                      | A highly distinctive and cohesive landscape receptor, with positive characteristics and features with no or very few detracting or intrusive elements. Landscape features intact and in very good condition and/ or rare. Limited capacity to accept the type of change/ development proposed. |
| Medium                                    | Distinctive and more commonplace landscape receptor, with some positive characteristics/ features and some detracting or intrusive elements. Landscape features in moderate condition. Capacity to accept well planned and designed change/ development of the type proposed.                  |
| Low                                       | Landscape receptor of mixed character with a lack of coherence and including detracting or intrusive elements. Landscape features that may be in poor or improving condition and few that could not be replaced. Greater capacity to accept the type of change/ development proposed.          |

#### **Magnitude of Landscape Effects**

- 1.8 The magnitude of landscape effects is the degree of change to the landscape receptor in terms of its size or scale of change, the geographical extent of the area influenced and its duration and reversibility. The table below sets out the categories and criteria adopted in respect of the separate considerations of Scale or Size of the Degree of Change, Reversibility the geographical extent and duration of change are described where relevant in the appraisal.

#### Scale or Size of the Degree of Landscape Change

| <b>Scale or Size of the Degree of Landscape Change</b> | <b>Definition</b>   |
|--|---|
| High   | Total loss of or substantial alteration to key characteristics / features and the introduction of new elements totally uncharacteristic to the receiving landscape. Overall landscape receptor will be fundamentally changed.                                 |
| Medium   | Partial loss of or alteration to one or more key characteristics / features and the introduction of new elements that would be evident but not necessarily uncharacteristic to the receiving landscape. Overall landscape receptor will be obviously changed. |
| Low  | Limited loss of, or alteration to one or more key characteristics/ features and the introduction of new elements evident and/ or characteristic to the receiving landscape. Overall landscape receptor will be perceptibly changed.                           |
| Negligible   | Very minor alteration to one or more key characteristics/ features and the introduction of new elements characteristic to the receiving landscape. Overall landscape receptor will be minimally changed.  |
| None   | No loss or alteration to the key characteristics/ features, representing 'no change'.   |

#### Geographical Extent

| <b>Geographical extent</b> | <b>Definition</b>   |
|----------------------------|---|
| Extensive                  | Notable change to an extensive proportion of the geographic area. |
| Moderate                   | Notable change to part of the geographic area,                    |
| Minimal                    | Change over a limited part of the geographic area.                |
| Negligible                 | Change over a very limited part of the geographical area          |

#### Duration

| <b>Duration</b> | <b>Definition</b>                                 |
|-----------------|---|
| Short term      | The change will occur for up to 5 years.          |
| Medium Term     | The change will occur for between 5 and 10 years. |
| Long term       | The change will occur for over 10 years           |

### Reversibility

| <b>Reversibility</b> | <b>Definition</b>   |
|----------------------|---|
| Irreversible         | The development would be permanent and the assessment site could not be returned to its current/ former use.  |
| Reversible           | The development could be deconstructed/ demolished and the assessment site could be returned to broadly its current/ historic use (although that may be subject to qualification depending on the nature of the development). |

## **Visual**

### **Sensitivity of Visual Receptors**

- 1.9 Visual sensitivity assesses each visual receptor in terms of their susceptibility to change in views and visual amenity and also the value attached to particular views. The definition and criteria adopted for these contributory factors is detailed below.

### Visual Susceptibility to Change

- 1.10 The susceptibility of different visual receptors to changes in views and visual amenity is mainly a function of; firstly, the occupation or activity of people experiencing the view at particular locations; and secondly, the extent to which their attention or interest may therefore be focussed on the views and visual amenity they experience.

| <b>Visual Susceptibility to Change</b> | <b>Definition</b>  |
|--|--|
| High                                   | Residents at home with primary views from ground floor/garden and upper floors.<br>Public rights of way/ footways where attention is primarily focussed on the landscape and on particular views.<br>Visitors to heritage assets or other attractions whose attention or interest is likely to be focussed on the landscape and/ or on particular views.<br>Communities where views make an important contribution to the landscape setting enjoyed by residents.<br>Travellers on recognised scenic routes. |
| Medium                                 | Residents at home with secondary views (primarily from first floor level).<br>Public rights of way/ footways where attention is not primarily focussed on the landscape and/ or particular views.<br>Travellers on road, rail or other transport routes.   |
| Low                                    | Users of outdoor recreational facilities where the view is less important to the activities (e.g. sports pitches).<br>Travellers on road, rail or other transport where views are primarily focussed on the transport route.<br>People at their place of work where views of the landscape are not important to the quality of the working life.   |



### Value of Views

- 1.11 The value attached to a view takes account of any recognition attached to a particular view and/ or any indicators of the value attached to views, for example through guidebooks or defined viewpoints or references in literature or art.

| <b>Value of Views</b> | <b>Definition</b>   |
|-----------------------|---|
| High                  | A unique or identified view (e.g. shown as such on Ordnance Survey map, guidebook or tourist map) or one noted in literature or art. A view where a heritage asset makes an important contribution to the view. |
| Medium                | A typical and/ or representative view from a particular receptor.   |
| Low                   | An undistinguished or unremarkable view from a particular receptor.   |

### **Magnitude of Visual Effects**

- 1.12 Magnitude of Visual Effects evaluates each of the visual effects in terms of its size or scale, the geographical extent of the area influenced and its duration and reversibility. The table below sets out the categories and criteria adopted in respect of the Scale or Size (including the degree of contrast) of Visual Change. The distance and nature of the view and whether the receptor's view will be stationary or moving are also detailed in the Visual Effects Table.

| <b>Scale or Size of the Degree of Visual Change</b> | <b>Definition</b>  |
|---|--|
| High  | The proposal will result in a large and immediately apparent change in the view, being a dominant and new and/ or incongruous feature in the landscape.  |
| Medium  | The proposal will result in an obvious and recognisable change in the view and will be readily noticed by the viewer.  |
| Low   | The proposal will constitute a minor component of the wider view or a more recognisable component that reflects those apparent in the existing view. Awareness of the proposals will not have a marked effect on the overall nature of the view. |
| Negligible/ None                                    | Only a very small part of the proposal will be discernible and it will have very little or no effect on the nature of the view.  |

### **Level of Effect**

- 1.13 The final conclusions on effects, whether adverse or beneficial, are drawn from the separate judgements on the sensitivity of the receptors and the magnitude of the effects. This overall judgement is formed from a reasoned professional overview of the individual judgements against the assessment criteria.
- 1.14 GLVIA3 notes, at paragraphs 5.56 and 6.44, that there are no hard and fast rules with regard to the level of effects, therefore the following descriptive thresholds have been used for this appraisal:
- **Major**

- **Moderate**
- **Minor**
- **Negligible**

1.15 Where it is determined that the assessment falls between or encompasses two of the defined criteria terms, then the judgement may be described as, for example, Major/ Moderate or Moderate/ Minor. This indicates that the effect is assessed to lie between the respective definitions or to encompass aspects of both.

## **APPENDIX B**

### **Landscape Strategy**





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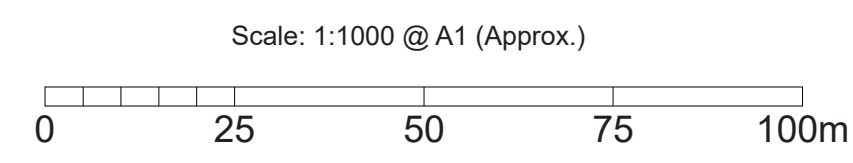
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**KEY**

- Site Boundary
- Existing Woodland / Trees / Planting (Indicative)
- Existing Hedgerows (Indicative)
- Existing Pond / Watercourse (Off-Site) (Indicative)
- Existing Bridleway / Public Right of Way (Indicative)

**PROPOSED LANDSCAPE FEATURES**

- A** Broad mitigation mounding and native woodland planting – with relatively more varied and shallower outer slopes
- B** Native hedgerow and hedgerow tree planting to north and western boundaries and within the site
- C** Native woodland edge and scrub planting
- D** Sustainable drainage ponds and swales – designed to maximise biodiversity and landscape value
- E** Mixed waterside and wetland habitats
- F** Footpath access and loop around the wetland habitats
- G** Meadow and wildflower grasslands



client  
St. Modwen Strategic Land Ltd

project  
Land adjoining West Portway Industrial Estate Andover

drawing title  
**LANDSCAPE STRATEGY PLAN**

scale  
1:1000 @ A1

drawn  
CMW / TRJ

issue date  
26 March 2024

drawing / figure number  
**11840-FPCR-XX-ZZ-DR-L-0001**










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#### KEY

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Scale: 1:1000 @ A1 (Approx.)  
0 25 50 75 100m





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