

Planning Balance Assessment

Padnell Grange, Havant

May 2020

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Our reference
BELW3005

15 May 2020

1. Introduction

1.1 This Planning Balance Assessment has been prepared by Turley in support of a planning application (Reference APP/19/00224) made to Havant Borough Council ('the Council') as Local Planning Authority (LPA) for the approval of 86 residential dwellings and associated works ('the Proposed Development') on Land at Padnell Grange, Padnell Road, Cowplain, Hampshire, PO8 8ED ('the Site').

1.2 The full description of development for the Proposed Development as set out in the application form is as follows:

"Demolition of existing Padnell Grange and ancillary structures and erection of 86 dwellings with associated parking, landscaping, SUDS and other drainage works."

1.3 The planning application was submitted to Havant Borough Council in February 2019. The Site contains a number of buildings, including the principal residential building known as 'Padnell Grange'. To the south is a grouping of outbuildings, formerly in agricultural and industrial use. None of the buildings within the Site are statutory Listed, nor are they classified by Havant Borough Council as Locally Listed.

1.4 The site layout plan proposes the demolition of all existing buildings within the Site. A Built Heritage Statement was submitted in support of the application, which assessed the heritage significance of the built form within the Site and their surrounds. The Built Heritage Assessment concluded that in regards to the wider historic environment, it is not considered that the Site forms part of the setting of any designated heritage asset which contributes to its heritage significance.

1.5 The Conservation Officer was consulted on the application and provided formal comments on 25th April 2019. Their comments were as follows:

"Whilst I largely agree with what has been written in the heritage statement I feel the scheme as it stands is too dismissive of the buildings on site, as it has not looked at ways to embrace any within the new development where it/they could be used as a positive feature- rather than seen as an inhibitor. The most obvious candidates for possible retention/adaptation is Padnell Grange in a stripped down form and a conversion of the C19 barn. Whilst the buildings are not of high heritage value I feel the applicant has missed the opportunity to produce a high quality and locally distinctive scheme. The history and former use of the site could have been utilised far better to make an interesting and characterful scheme that tells a story".

1.6 The Site Layout Plan has been amended to reflect consultation comments received during the application process. The revised Site layout Plan (SL01.Rev D) can be found at Appendix A. The scheme now seeks consent for only 84 residential units, and realigns the public right of way along the eastern boundary with the Golf Course, as requested by the Rights of Way Officer.

- 1.7 The principle purpose of this Planning Balance Assessment is to provide a balanced assessment of the scale of any harm as a consequence of the loss of the existing buildings and any related heritage value they possess, relative to the environment, social and economic benefits of the Proposed Development, based on the amended plans submitted.

Structure of Planning Balance Assessment

- 1.8 The sections of this Planning Balance Assessment are structured as follows:
- Section 2 – Planning Policy: establishes the policies and other material considerations relevant to the proposals.
 - Section 3 – Scale of any harm caused by the loss of Existing Buildings
 - Section 4 – Material Benefits of the Scheme
 - Section 5 – Conclusions: key conclusions and summary of the planning balance case for the Proposed Development.

2. Planning Policy Context

- 2.1 Section 38(6) of the Planning & Compulsory Purchase Act 2004 requires that planning applications be determined in accordance with the Development Plan unless material considerations indicate otherwise.
- 2.2 The Development Plan in this case comprises the following:
- Havant Borough Local Plan (Core Strategy), adopted in March 2011;
 - Havant Borough Local Plan (Allocations), adopted in July 2014; and
 - Hampshire Minerals and Waste Plan, adopted in October 2013.
- 2.3 The new National Planning Policy Framework (NPPF), adopted in July 2018, and the Planning Practice Guidance, a living document first created in March 2014, are material considerations and have been carefully taken into account in the Proposed Development.
- 2.4 Other material considerations that are relevant and have been allowed for in the Proposed Development include:
- Borough Design Guide SPD, adopted in December 2011;
 - Housing SPD, adopted in July 2011;
 - Residential Parking and Cycle Provision SPD, adopted in March 2010; and
 - Provision and Improvement of Playing Space for New Housing Development SPG, adopted in November 2004.

The Development Plan

- 2.5 The starting point for decision making in planning in the Borough of Havant is the Development Plan which comprises the two constituent parts of the Havant Borough Local Plan – the Core Strategy and Allocations documents, as well as the Hampshire Minerals and Waste Plan.
- 2.6 There are a number of policies contained in these documents that are relevant to this application and must be considered in round when determining the planning application.
- 2.7 Policy WA1 of the Local Plan (Allocations) allocates Padnell Grange for the residential development of 84 dwellings with planning permission to be granted provided “that detailed proposals are broadly consistent with the indicative provision for the number of dwellings” and “take account of all site specific development requirements.”
- 2.8 Site Specific Policy W126 provide more detail on the constraints, opportunities, and site specific development requirements associated with the allocation. These requirements include provision of a Heritage Assessment to support any application,

but no specific reference is made to the existing buildings as having any heritage value that would act as a constraint or opportunity.

2.9 The Local Plan also contains other relevant policies to the application:

Policy CS1 – Health and Wellbeing;

Policy CS9 – Housing;

Policy CS13 – Green Infrastructure;

Policy CS16 – High Quality Design;

Policy AL1 – Presumption in Favour of Sustainable Development;

Policy WA1 – Waterloo Housing Allocations;

Policy DM24 – Recreational Disturbance to Special Protected Areas (SPAs) from Residential Development;

National Planning Policy

2.10 At the heart of national planning policy is the presumption in favour of sustainable development as set out in paragraph 11 of the National Planning Policy Framework (NPPF).

2.11 The purpose of the planning system is to contribute to the achievement of sustainable development. At a very high level, the objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs.

2.12 Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):

a) an economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;

b) a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and

c) an environmental objective – to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and

pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

- 2.13 Planning policies and decisions should play an active role in guiding development towards sustainable solutions, but in doing so should take local circumstances into account, to reflect the character, needs and opportunities of each area.
- 2.14 So that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development (paragraph 11).
- 2.15 Paragraph 48 of the NPPF establishes that LPAs may give weight to relevant policies in emerging plans according to how progressed the emerging plan is, the extent to which there are unresolved objections to relevant policies and the degree to which the emerging policies are consistent with the NPPF.
- 2.16 Paragraph 59 reiterates that to support the Government's objective of significantly boosting the supply of homes it is important that a sufficient amount and variety of land can come forward where it is needed.
- 2.17 Paragraph 117 promotes the effective use of land in decision making to meet the need for homes and use as much previously developed land as possible.
- 2.18 Paragraph 122 supports development support development that makes efficient use of land, taking into account:
 - a) the identified need for different types of housing and other forms of development, and the availability of land suitable for accommodating it;
 - b) local market conditions and viability;
 - c) the availability and capacity of infrastructure and services – both existing and proposed – as well as their potential for further improvement and the scope to promote sustainable travel modes that limit future car use;
 - d) the desirability of maintaining an area's prevailing character and setting (including residential gardens), or of promoting regeneration and change; and
 - e) the importance of securing well-designed, attractive and healthy places.
- 2.19 Where there is an existing or anticipated shortage of land for meeting identified housing needs, it is especially important that planning policies and decisions avoid homes being built at low densities, and ensure that developments make optimal use of the potential of each site. In these circumstances:
- 2.20 Paragraph 124 explains that the creation of high quality buildings and places is fundamental to what the planning process should achieve with good design being a key aspect of sustainable development.
- 2.21 Paragraph 197 of the NPPF confirms that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect

non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

National Planning Practice

- 2.22 Paragraph 039 (ID: 18a-039-20190723) advises that Non-designated heritage assets are buildings, monuments, sites, places, areas or landscapes identified by plan-making bodies as having a degree of heritage significance meriting consideration in planning decisions but which do not meet the criteria for designated heritage assets.
- 2.23 It confirms that a substantial majority of buildings have little or no heritage significance and thus do not constitute heritage assets. Only a minority have enough heritage significance to merit identification as non-designated heritage assets.
- 2.24 Paragraph 40 (ID: 18a-039-20190723) outlines a number of processes through which non-designated heritage assets may be identified, including the local and neighbourhood plan-making processes and conservation area appraisals and reviews. Irrespective of how they are identified, it is important that the decisions to identify them as non-designated heritage assets are based on sound evidence.

Emerging Local Policy

- 2.25 The Council are currently preparing the Havant Borough Local Plan 2036 which will eventually supersede the Havant Borough Local Plan (Core Strategy) and Havant Borough Local Plan (Allocations).
- 2.26 The Havant Borough Local Plan 2036 is currently at the Pre-Submission (Regulation 19) stage and was consulted on between 4th February and 18th March 2019 following earlier consultation on a draft version (Regulation 18) in 2018. Padnell Grange continues to be allocated as a housing allocation site in the Pre-Submission Local Plan under emerging Policy H44.
- 2.27 The Council updated their 'Summary of Site Screening Work' in January 2019 as evidence to support the Local Plan 2036. This document summarised the key points which have informed the developer requirements within the site allocations. The updated version has expanded information on the heritage considerations of the site. This includes the fact Padnell Grange was considered for inclusion in the List of Local Interest Buildings in 1999 but was discounted as it no longer retained its original character.
- 2.28 Significantly, the updated document then mentions that the surrounding farm buildings and store are of interest as "they represent the historic development of the area". It is also perceived "the farm buildings have a very strong farmyard configuration that is very typical of Victorian farmsteads of the era" (our emphasis). Note the Council describes this arrangement as "very typical" which suggests there is nothing particularly noteworthy or innovative about these buildings or their arrangement with plenty of other examples still to be readily found elsewhere. The document then concludes that "Padnell Grange should be considered as a non-heritage asset despite not being included on the Local List". There is no supporting evidence/reports or assessment to justify why Padnell Grange should be considered as

a non-heritage asset. Furthermore the Summary of Site Screening Work concludes that the heritage impact of the redevelopment of the site is found to be “negligible”, the lowest magnitude of change.

- 2.29 Since the submission of the application, the Council have made further changes to the Pre-Submission Local Plan. A report on the changes to the HBC Pre-Submission Local Plan was due to be considered at Havant Borough Council Cabinet on 25th March 2020. The Cabinet meeting was cancelled due to the current National Lock Down. The report recommended to Full Council that it:

i. Approved the publication of the changes to the Pre-Submission Havant Borough Local Plan (Appendix A);

ii. Approved the consultation on the changes on the Pre-Submission Havant Borough Local Plan (Appendix A);

- 2.30 The Cabinet meeting will be rescheduled to allow Members to consider the Report and agree the recommendations set out above. The Havant Borough Local Plan: Changes to the Pre-Submission Local Plan will be consulted on in summer 2020. However, it is understood that officers are proposing an amendment to the related criteria making reference to the retention of Padnell Grange as a non-designated heritage asset. Again, there is no supporting evidence as to why Padnell Grange is a non-designated heritage asset.

- 2.31 However, in accordance with paragraph 48 of the NPPF the weight that can be assigned to this emerging policy in the decision making process is limited. This is because modifications may be required prior to submission to the Secretary of State following the current pre-submission consultation and there are unresolved objections to what are fundamental parts of the policy, namely the retention of existing buildings and features on the Site.

5 Year Housing Land Supply and delivery of housing need

- 2.32 The Government has an objective of significantly boosting the supply of housing. Under paragraph 73 of the NPPF, Havant Borough is required to have a rolling five year supply of deliverable housing sites.

- 2.33 In January 2020, a planning application was taken to the Development Management Committee for 50 dwellings at Land at Lower Road, Havant. The officer recommendation was to grant planning permission. The site is included in the Housing Statement and also a proposed allocation in the Pre-Submission Havant Borough Local Plan 2036.

- 2.34 The Committee Report states:

“The Borough’s five year housing land supply was updated in December 2019. This shows that the Borough has a 5.4 year housing land supply with the necessary buffer based on the results of the housing delivery test.

The development proposed by this planning application is included within these five year supply calculations and is equivalent to 0.1% of the 5 year supply. As such, without the proposed development at Lower Road, the Borough would have a 5.3 year housing land supply. This would not in and of itself remove the ability of the Borough to demonstrate a five year housing land supply. Nonetheless, it is necessary to have a continuous five year housing land supply. Given the small level of surplus and the imminent end of the transition period of the Housing Delivery Test, maintaining a healthy supply of housing will be essential. This is a material consideration of great weight, especially in the light of the acute need for affordable housing and the 30 per cent contribution of this scheme, and falls to be part of the planning balance in the determination of this planning application

- 2.35 *As such, notwithstanding that the site is located outside of the urban area in the development plan and is located in the countryside, it is proposed for development in the emerging Havant Borough Local Plan 2036. It is reasonably proximate to facilities and services. There are no overriding environmental objections to its development and it would also deliver measurable economic and social benefits.*
- 2.36 The planning application was refused planning permission by Members, resulting in Havant now having a 5.3 year housing land supply. Although the Council presently has a 5 year housing land supply, the current Covid-19 pandemic, which compounds months of stalled housing applications due to the Solent Nutrient Neutrality issue, could impact upon the Council's 5 year housing land supply.
- 2.37 In April 2020, the Inspector for a recent appeal in Wokingham justified a potential adjustment to its 5YHLS calculation due to the Covid-19 pandemic. The Housing Delivery Test (HDT) results due in November 2020 will measure housing provision in the three years to the end of March 2020, which in practice means the impact of the COVID-19 shut down will be de minimis. However, for the next HDT results due in November 2021, the consequences of the shutdown will be more significant, equivalent to several weeks (probably months) of output immediately impacted. A lockdown of, say, 10 weeks would be 6-7% of the time available for construction activity over a three-year period, but the reality is that it will take longer for many mothballed sites to be opened back-up and construction resume, with a further suppression on completion rates if the market is depressed over a sustained period. If this year does contain several fallow months of delivery, it will influence the HDT results until November 2024, when the 2020/21 monitoring year drops off the end of the three-year assessment period.
- 2.38 Padnell Grange has been an allocated housing site for numerous years and its delivery will ensure that the Council continues to meet its 5 year housing land supply.

3. Scale of Harm through Loss of Existing Buildings

- 3.1 Paragraph 197 of the NPPF confirms that *“The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset”*.
- 3.2 The Site contains a number of buildings, the most visually notable of which is a residential building known as ‘Padnell Grange’. To the south of Padnell Grange is a grouping of outbuildings, formerly agricultural and industrial in their use. The majority of such buildings are now disused; however, the eastern range is now used as an office, and elements of the northern range are used for storage.
- 3.3 The revised layout plan proposes the demolition of all buildings currently within the Site, and the subsequent comprehensive redevelopment of the Site as a whole, including construction of 84 dwellings, with associated highway and landscaping works.
- 3.4 None of the buildings within the Site are statutory Listed. It is noted that the buildings were previously assessed by Havant Borough Council for inclusion on the ‘Local List’; however, it was decided that the buildings were not of sufficient architectural or historic interest to be included. Thus the buildings are not classified by Havant Borough Council as ‘Locally Listed’.
- 3.5 As required by Policy WA2 and W126 of the adopted Local Plan (allocations), a Built Heritage Assessment was submitted in support of the planning application.
- 3.6 This Heritage Assessment found that only one of the farm buildings had any value as a non-designated heritage asset, and this value was limited. It is acknowledged that the barn which forms the western range of the outbuilding complex has some historic value as an example of a 19th Century timber framed barn, with such value principally attributed to the main frame of the building. However, this barn is not a rare example, either nationally or locally, nor does it display any features of particular note or innovation and its heritage value has been somewhat eroded by later alterations. It could therefore only be considered as a non-designated heritage asset of only minor local value.
- 3.7 The remaining buildings on the site including the main Padnell Grange building itself are considered to be of little to no architectural or historic value and are certainly not commensurate with the heritage significance of a non-designated heritage asset. This Heritage Assessment therefore represents the only detailed up-to-date evidence of the heritage significance of the existing buildings on the site.
- 3.8 As set out above in Section 2, Policy W126 of the adopted Local Plan (allocations), provides details on site constraints and opportunities and site specific requirements for development. The retention of existing buildings and features is not a requirement of

the site's existing allocation under Policy W126. As such the layout currently accords with the requirements set out in Policy W126.

- 3.9 The Padnell Grange Development Brief which had been prepared for the site as part of the evidence base for the now adopted Havant Borough Local Plan (Allocations) found that the architectural value of the main Grange building had been compromised by modern extensions. There is also no mention of non-designated heritage assets on the site in the Strategic Housing Land Availability Assessment (SHLAA) 11th Edition published in January 2019.
- 3.10 In the 'Summary of Site Screening Work', published in December 2017, the Council summarised the screening work undertaken for the key sites and individual site allocations within the Borough. This document summarised the key points which have informed the developer requirements within the site allocations. This includes an analysis of the Padnell Grange site which mentions there are "no known historic asset issues".
- 3.11 The Council subsequently updated this document publishing a new version in January 2019 as evidence for the Local Plan 2036. Expanded information is now given on the heritage considerations of the site. This includes the fact Padnell Grange was considered for inclusion in the List of Local Interest Buildings in 1999 but was discounted as it no longer retained its original character. The Council themselves then note the heritage impact of the redevelopment of the site is negligible, the lowest magnitude of change.
- 3.12 Significantly, the updated document then mentions that the surrounding farm buildings and store are of interest as "they represent the historic development of the area". It is also perceived "the farm buildings have a very strong farmyard configuration that is very typical of Victorian farmsteads of the era" (our emphasis). Note the Council describes this arrangement as "very typical" which suggests there is nothing particularly noteworthy or innovative about these buildings or their arrangement with plenty of other examples still to be readily found elsewhere. In April 2019, The Conservation Officer was consulted on the planning application (Reference APP/19/00224) and raised objection for the following reasons:
- 3.13 *"Padnell Grange was originally the farmhouse but has been substantially extended this century and has had a portico and plastic windows added. Although still retaining its earlier core the farmhouse no longer retains its original character. Nonetheless the building is characterful and is locally distinctive. There is some fine quality flintwork to the building which make it stand out and it occupies a commanding position within the site. (our underlining)*

The surviving buildings are the former farmhouse (Padnell Grange) and associated farmyard. A semblance of the original farmyard remains. This is framed on the western side by a timber framed C19 barn with slate roof, on the southern flank by a 2-storey cottage/farm office and single storey range of flint, former agricultural buildings. The buildings on the northern flank are most likely a replacement for earlier structures on a similar footprint. The replacements are mediocre flat roofed C20 buildings of no merit. The front (southern range) is so heavily overworked it not immediately obvious as to

whether it is a replacement or so altered as to mask any inherent character. (our underlining)

The C19 timber framed barn has been neglected for many years allowing water penetration which has compromised the roof structure. The integrity of the farmyard has been devalued by the modern and altered buildings. However, they do still represent the historic use and development of the site. In my opinion the C19 barn is of sufficient value to be classed as a non-designated heritage asset. It should be noted that the farm buildings were recommended to be put on Havant Borough Council's Local list at the planning and development committee in October 1999. The reason they did not get brought forward onto the list was because the owner at the time objected to this and hence they were never included. (our underlining)

Whilst I largely agree with what has been written in the heritage statement I feel the scheme as it stands is too dismissive of the buildings on site, as it has not looked at ways to embrace any within the new development where it/they could be used as a positive feature- rather than seen as an inhibitor. The most obvious candidates for possible retention/adaptation is Padnell Grange in a stripped down form and a conversion of the C19 barn. Whilst the buildings are not of high heritage value I feel the applicant has missed the opportunity to produce a high quality and locally distinctive scheme. The history and former use of the site could have been utilised far better to make an interesting and characterful scheme that tells a story". (our underlining)

- 3.14 The consultation response confirms that the “buildings are not of high heritage value” and even confirms that they largely agree with the heritage statement. To date no such comparative comprehensive Heritage Assessment has being undertaken on behalf of the Council of these buildings.
- 3.15 Since the submission of the planning application in February 2019, the Council has consulted on the Draft Havant Borough Local Plan. My client has submitted representations to the Pre-Submission Havant Local Plan 2036 (Regulation 19) in relation to the residential redevelopment of Padnell Grange in Cowplain.
- 3.16 In March 2020, a report on the changes to the HBC Pre-Submission Local Plan was due to be considered at Havant Borough Council Cabinet. The Cabinet meeting was cancelled due to the current National Lock Down. The Havant Borough Local Plan: Changes to the Pre-Submission Local Plan appended to the Cabinet Report, proposes changes to the emerging site allocation for Padnell Grange (Policy H44).
- 3.17 Policy H44 has been modified to include the following requirements:
- “Retains the main Padnell Grange house and incorporates it into a locally distinctive scheme, and gives consideration to the retention of the associated historic barn.”*
- 3.18 As yet this Plan has not been formally approved for publication and consultation. However, my client is unaware of any detailed evidence to support the retention of any of the buildings on the site. The only heritage assessment that have been provided as part of the evidence into the Local Plan 2036 is the Summary of Site Screening (January 2019) that confirms that the heritage impact of redeveloping the site is negligible. It is

very likely that my client would submit similar objections to any requirement to retain any of the buildings.

- 3.19 The next section of the report sets out the environmental, social and economic benefits of the scheme.

4. Material Benefits of the Scheme

- 4.1 The purpose of the planning system is to contribute to the achievement of sustainable development. At a very high level, the objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs.
- 4.2 Achieving sustainable development means that the planning system has three overarching objectives – social, environmental and economic.
- 4.3 So that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development (paragraph 11).

Social Benefits

- 4.4 The NPPF defines “social objective” as to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities’ health, social and cultural well-being.

Housing Affordability and Tenure

- 4.5 Paragraph 61 of the NPPF states that *“The size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes. Where a need for affordable housing is identified, planning policies should specify the type of affordable housing required, and expect it to be met on-site unless”*.
- 4.6 Affordability is a major issue both nationally and locally, particularly for young people looking to enter the housing market. Owner-occupation remains difficult to achieve for many as the average house price in Havant Borough was £266,540 in June 2017; an 11% increase from the average price 12 months previously. This is significantly higher than the national increase of 4.9%. Alongside these increases, local incomes are relatively low at just over £27,500 per annum, being around half of what is needed to afford the average home. In addition, house prices are rising faster than the national average wage which will make housing even less affordable in the future.
- 4.7 The demand for affordable housing remains high within Havant Borough; as at 1st April 2019 there were 1603 households registered on Hampshire Home Choice seeking accommodation in the Havant area, and of these 781 are waiting for a one-bedroom home, 536 for a two-bed, 221 for a three bed, and the remaining 65 for four, and five-bedroom properties.
- 4.8 As part of the Proposed Development, 25 of the 84 new dwellings will be affordable homes. This equates to 30% affordable provision, which accords with the requirements

of Policy CS9. Of the 25 affordable units, 17 will be affordable rent and 8 shared ownership. The affordable units are pepper potted throughout the Site with no visible differentiation from the surrounding market housing.

- 4.9 The provision of market, but particularly affordable housing in this context should be accorded significant weight in the overall planning balance.

Housing Mix

- 4.10 Paragraph 62 of the NPPF refers to the need for a mixed and balanced community. The Proposed Development proposes a mix of dwellings on-site, including 1 and 2 bed flats and 1, 2, 3 and 4 bed houses. The site layout plan has been amended to reflect the housing mix set out in the Specialist Housing Analysis 2019.
- 4.11 The proposed residential development will benefit the local and wider community by improving and enhancing the housing mix offer in Waterloooville, delivering a range of high-quality accommodation to meet the needs of the existing and future population.
- 4.12 The provision of a suitable housing mix should be accorded moderate weight in the overall planning balance.

Health

- 4.13 The South Eastern Clinical Commissioning Group were consulted on the planning application. Whilst they recognise that not all of the occupants of the proposed dwelling will be new to the area, they make the Heath Care planning assumption that this application will generate up to 206 additional residents (proposed no. of dwellings at 2.4 persons per dwelling). This figure will now be lower due to the reduction of units proposed.
- 4.14 The resulting growth in the locality population will inevitably seek registration with a local GP surgery and place additional pressure on existing NHS services; NHS services in primary, community and secondary care settings.
- 4.15 The increased demand will be accommodated by the existing GP surgeries open to new registration requests from people living in the area of the proposed development, however additional capacity within the premises will be required.
- 4.16 South Eastern Hampshire CCG have requested a contribution of £13,760.00 for planning gain for health. Due to the reduction of units to 84, the contribution will be £13,440.
- 4.17 Whilst it is accepted that the contribution provided is intended to mitigate the impact of the additional population, it should nonetheless be accorded limited weight in the overall planning balance.

Environmental Benefits

- 4.18 The NPPF defines “environmental objective” as to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising

waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

Open Space

- 4.19 The provision of green space is recognised by the Government as a key element that contributes to the quality of place. High-quality green infrastructure and open spaces can have a significant impact on the environment.
- 4.20 The Proposed Development will provide new areas of public open space throughout the site and retains trees that are protected by TPOs. These spaces help to diversify the Site by juxtaposing built form with natural, greenspace. They will also help to increase biodiversity across the Site and fulfil the requirements of Policy CS13 of the Havant Borough Council Core Strategy.

Biodiversity

- 4.21 The Ecological Appraisal which accompanies this application has concluded that part of the south-eastern corner of the Site falls within the 5.6km Impact Risk Zone for the Chichester and Langstone Harbour SPA. Although the Proposed Development is unlikely to impact on the SPA's habitats directly there may be the potential for additional recreational pressure. Any additional recreational pressure arising from the Proposed Development would not be expected to result in a significant effect on the SPA in isolation, albeit to avoid risk of any cumulative effect on the SPA a financial contribution to the Solent Recreation Mitigation Strategy will be paid through a S106 Agreement.
- 4.22 The Site itself is dominated by habitats of negligible value in their own right and are considered to be of low local value. Although the site is of low ecological value, the scheme proposes the following enhancement measures:
- Strengthen linear habitat corridors around the site through use of native species rich hedgerow, scrub and tree planting as boundary features;
 - Inclusion of habitats of high nature conservation interest within areas of public open space such as meadow grassland, native species-rich scrub and tree planting;
 - Incorporation of nectar- and pollen-rich species and fruit- and nut- producing trees and shrubs within the new landscape planting;
 - Prioritise use of native species typical of the local area in landscape planting.
 - Removal of invasive *Crocsmia* and *Cotoneaster* species and other non-native species such as Cherry Laurel, which are of very low value to wildlife and prevent growth of native shrubs and ground flora.
 - Provision of bat roosting opportunities and bird boxes on new buildings and retained trees;

- Provision of log and brash piles around the edges of landscape planting to provide habitat for invertebrates, amphibians and reptiles;
 - Creation of new wildlife-friendly waterbodies in associated with the surface water drainage scheme of the proposed development or as standalone features;
 - Strengthening native species, including habitats of high nature conservation interest in public open spaces,
- 4.23 The provision of enhanced bio-diversity should be accorded moderate weight in the overall planning balance.

Nitrates

- 4.24 Nitrogen neutrality is a significant issue in southern Hampshire due to the impact nitrogen runoff and deposition has on protected European nature conservation sites in and around the Solent. Consequently, Natural England, who are the Government's adviser on the natural environment, consider that all development which would generate overnight stays, which includes residential development, should be nitrogen neutral.
- 4.25 The results from Natural England's model for calculating nitrogen neutrality in the Solent region shows that the proposed development of Durley Farm will result in an increase in nitrogen entering the European protected sites in the Solent.
- 4.26 Consequently, it is concluded that the proposed development will have the potential to adversely affect the integrity of European protected sites in the Solent and the interest features for which these sites have been classified
- 4.27 Policy EX1 (Water Quality) under the Havant Borough Local Plan: Changes to the Pre-Submission Local Plan, states that planning permission will only then be granted if a mitigation package is provided which will remove the likely significant effect. This mitigation can be provided through either:
- a. A financial contribution towards the Council's strategic mitigation package; or
 - b. A developer provided package of measures associated with the proposed development supported by evidence that it will avoid or mitigate any likely significant effect on the Solent European Sites; or
 - c. A combination of measures in (a) and (b) above.
- 4.28 The Proposed Development will comply with the requirements of this policy and will be negotiated through the S106 Agreement process.

Footpath Re-alignment

- 4.29 Public footpath 127 currently extends through the site, albeit its alignment is not consistent with the formal route shown on Hampshire County Council records, as it has been blocked by the construction of housing/garaging off site and is not clearly defined

within the site. Footpath 127 links with Bridleway 22 to provide a green infrastructure link to Staunton Country Park, approximately 2km to the east, and to Queens Enclosure to the south, as well as providing access to on-road cycle lanes around Waterloooville.

- 4.30 The site layout plan originally submitted with the application provided a public footpath route within the scheme, in part separated from, adjacent to and along main road and within open space areas. This provided a safe, secure and integrated route through the site for the general public.

- 4.31 The Rights of Way Officer made formal comments on the planning application and raised the following concerns:

“We understand Havant Footpath 127 is proposed to be used a vehicular access road. We suggest consideration of the diversion of Footpath 127 to the eastern boundary of the site within a green corridor in accordance with best practice and guidance provided by Rights of Way Circular (1/09)”.

- 4.32 The site layout plan has now been amended (See Appendix A) to divert the Footpath 127 along the eastern boundary of the site as requested by the Rights of Way Officer.

- 4.33 The diversion and formalisation of the footpath is an environmental benefit to the scheme, as it will provide a formal connection to the public footpath rights of way, allowing residents to access the wider area by foot rather than by other modes of transport. It should accordingly be given moderate weight in the overall planning balance.

Economic Benefits

- 4.34 Housing delivery is a key component to sustainable economic development in both a local and national context, as it provides a series of direct and indirect socioeconomic benefits that ultimately support the formation of more sustainable communities. National planning policy requires local authorities to take into account the needs of existing and future residential and business communities, so as to ensure that balanced economic growth can be achieved.

- 4.35 An Infographic can be found at Appendix 2 of this report that summaries the economic benefits of the Proposed Development.

Employment

- 4.36 Although national and regional construction firms often use their own labour on projects, it is typical that a share of the contractors employed are drawn from the local labour pool. However, it is difficult to determine the likely source of labour to fill these jobs before contracts have been let. Based on past experience, it is reasonable to expect a proportion of the construction jobs to be taken up by local workers, particularly if measures are in place to raise local skill levels and encourage local recruitment (e.g. through apprenticeships).

- 4.37 Housing construction involves purchases from a range of suppliers who in turn purchase from their own suppliers via the supply chain. The relationships between the

initial direct spending and total economic impacts are known as the ‘multiplier effect’, which demonstrates that an initial investment can have much larger economic benefits as this expenditure is diffused through the economy. The construction industry is recognised to be a part of the UK economy where there is a particularly high domestic benefit in the supply chain. Research showed the construction sector imported less than 8% of its supply, while in contrast, the UK car manufacturing industry imported nearly 28%.

- 4.38 It is expected that local businesses in the Borough will benefit from trade connections established during the construction phase of the proposed scheme. As a result, further indirect jobs would be supported locally within the economy through the suppliers of construction materials and equipment.
- 4.39 Table 1 below indicates the level of employment that will be generated by the Proposed Development.

Table 1: Construction Phase – Net additional FTE employment

Net FTE Employment Generation	Havant	Hampshire
Gross Direct FTE Employment		30
Direct Net Additional FTE Employment	10	20
Indirect / Induced Net Additional FTE Employment	5	10
Total Net Additional FTE Employment	15	30

Source: Turley Economics, 2020

- 4.40 In addition, businesses would also be expected to benefit to some extent from temporary growth in expenditure linked to the direct and indirect employment effects of the construction phase. While only a portion of these benefits would be felt in the local area, it would be anticipated that the local economy would gain a large temporary boost from the wage spending of workers within shops, bars and restaurants, and other service facilities. Such effects are typically referred to as ‘induced effects’.

4.41 Gross Value Added

Based on 2020 Experian data, it is estimated that over the past 5 years FTE employees in the construction sector in Havant each generate an annual average of £57,900 GVA per annum. Applying this to the direct employment impacts of the scheme (as derived above), it is estimated that the direct construction activity could generate £1.6 million direct GVA. Based on the average all-sector GVA per employee figures in Havant and the wider Hampshire area, the indirect and induced employment supported during construction could generate a further £700,000 GVA in Hampshire per annum, including £200,000 in Havant. This equates to a total £2.3 million GVA generated in Hampshire each year of construction, of which £1.8 million would contribute to the local Havant economy. Over a 2.5 year construction period, this would generate £5.7 million GVA in Hampshire, inclusive of £4.5 million concentrated in Havant.

Table 2: Construction Phase – Total net additional GVA

Net GVA Generation	Havant	Hampshire
Direct GVA (Annual)	£1,600,000	
Indirect / Induced GVA (Annual)	£200,000	£700,000
Total GVA (Annual)	£1,800,000	£2,400,000
Total GVA (2.5 year Construction Period)	£4,500,000	£5,700,000

Source: Turley Economics, 2020

Expenditure Impacts

- 4.42 This section assesses the resident expenditure impacts generated by the development at Padnell Grange, Waterlooville once the development is completed and occupied. For residential developments, the key economic impacts relate to the increase in local expenditure to be supported by new households attracted to the area. Clearly, the scale of these impacts will be determined by the expenditure patterns of local residents, and the extent to which residents of the new housing move into the area from elsewhere.

‘First Occupation’ Expenditure

- 4.43 Research suggests that the average homeowner spends approximately £5,500 to make their house ‘feel like home’. This money is generally spent on furnishing and decorating a property. This expenditure on goods and services will generate a range of economic benefits for the local economy, by supporting indirect and induced jobs within local businesses.

Net Additional Expenditure

- 4.44 It is recognised that not all residents of the proposed development will be ‘new’ to the local area, as some will move from elsewhere in Havant. National research provides standards on the average distance moved between a head of the household’s present and previous residential address, which can be used to estimate the share of residents of the scheme that maybe new to the locality.
- 4.45 In addition, only a proportion of the gross expenditure by new residents of the proposed housing will be retained within Waterlooville and the wider Borough. Based on retail expenditure retention rates set out in the Council’s Town Centre, Retail and Leisure study¹, it is estimated that 80% of comparison and convenience goods will be retained within the borough. This takes into account existing shopping patterns in the local area which show a small proportion of retail expenditure leaks from Havant to other retail destinations within the Borough.
- 4.46 Taking these factors into account, it is estimated that additional spending will be created by new residents of the development and be retained within the Borough’s

¹ Havant Borough Council, Town Centres, Retail and Leisure Study, (2009)

economy. This additional spending will support the vitality and viability of local firms and could encourage other businesses to move to the local market as well as supporting the functioning of town centres. It is also estimated that this additional expenditure could support a further FTE jobs in retail, leisure, hospitality, catering and other service sectors.

New Homes Bonus

- 4.47 In 2010, the Coalition Government introduced an incentive-based scheme to support the delivery of new housing. The New Homes Bonus (NHB) matched for a six-year period the increase in Council Tax income from new homes, or homes brought back into use. However, in December 2016, a number of changes to the scheme were announced. From 2017, a national baseline for housing growth of 0.4% will apply. Below this, the NHB will not be paid to local authorities. Furthermore, the number of years for which payments are made has been reduced from six to five years in 2017-18 and reduced further to four years from 2018-19. It was also indicated that from 2018-19, the Government would consider withholding NHB payments from local authorities that are not planning effectively and delivering housing growth.
- 4.48 It is estimated that the new development could generate £35,000 in total over 4 years, of which 80% (£28,000) would be retained by Havant Borough Council, with the remainder going to Hampshire County Council.

Council Tax Payments

- 4.49 In addition, the scheme would generate an increase in Council Tax receipts. This would provide an additional boost to the revenue base of Havant Borough Council, over and above the impact of the NHB payments. Drawing upon the assumptions and analysis presented in relation to NHB (and having regard to levels of Council Tax levied by the local authority in the 2019/20 financial year), it is estimated that the development could generate around circa £140,000 per annum per annum in additional Council Tax payments in perpetuity.

CIL

- 4.50 The development would be subject to the Community Infrastructure Levy. This funds local infrastructure projects in the area, such as Local and strategic transport improvements, Library improvements and Community and cultural facilities. The Council's website includes a calculator which can be used for assessing likely contribution requirements (based on the floorspace of the development). The required contribution in this area is £80/sqm + indexation.
- 4.51 In combination, these economic benefits should be given significant weight in the overall planning balance.

5. Overall Planning Balance

- 5.1 Padnell Grange has been allocated for residential development within the Local Plan for many years without any requirement for the retention of the existing buildings on-site. Policy W126 of the Local Plan (Allocations) requires the submission of a Heritage Statement as part of any planning application on the site, but there is no requirement to retain any of the buildings. This is consistent with the Council's assessment of the value of the buildings on site detailed in several policy documents published prior to January 2019, and as detailed in Section 3 above.
- 5.2 A Built Heritage Assessment was submitted with the current application prepared by qualified heritage consultancy with considerable experience. This confirms that only one of the farm buildings had any value as a non-designated heritage asset, and this value was limited. The Conservation Officer has confirmed that they agree with in the most parts with the submitted Heritage Assessment, but that possible retention/adaptation of Padnell Grange in a stripped down form and a conversion of the C19 barn are a 'missed opportunity'. It is understood that proposed amendments to the policy allocation will provide more emphasises on retention of Padnell Grange as a non-designated heritage asset.
- 5.3 The Council has provided no evidence base to justify their opinion on retaining Padnell Grange, which contrasts with the approach taken on a number of occasions in the recent past where the Council have also concluded that they have limited heritage interest.
- 5.4 Therefore, based on the evidence of the Heritage Assessment and the conclusions of the Council's own assessments prior to January 2019, it is concluded that only one of the existing farm buildings has any significance as a non-designated heritage asset, and this is limited. The scale of any harm or loss in the overall planning balance judgement is accordingly minimal.
- 5.5 It is considered that the development will create a range of positive environmental, social and economic benefits. These are summarised below, with reference to an assessment of the weight of any benefit in the overall planning balance :
- A mix of housing types ranging from 1 bed flats to 4 bed detached family homes (moderate weight)
 - 59 private dwellings (moderate weight)
 - 25 affordable homes, indistinguishable from the private (significant weight)
 - Provision of Open Space (moderate weight)
 - Biodiversity enhancements through new tree planting, landscaping and bat and bird boxes, protection and retention of TPO trees on-site (moderate weight)
 - Realignment and reinstatement of formal Public Right of Way to provide improved green linkages to the surrounding area (moderate weight)

- Nitrate Mitigation Measures (limited weight)
- Contribution towards the Solent Recreation Mitigation Strategy and Doctors Surgeries (limited weight)
- CIL contributions, New Homes Bonus and Council Tax Payments (limited weight)
- Indirect and Direct Job Opportunities - 30 gross direct FTE jobs supported on average during the construction period (significant weight)
- Total GVA – approximately £4,500,000 (Havant) and £5,700,000 (Hampshire) (significant weight)

5.6 In short, in the overall planning balance the material benefits of the proposed development are considered to significantly outweigh the scale of any harm caused by the loss of the existing buildings proposed as part of the application, which is minimal. In accordance with the advice at paragraph 197 of the NPPF, Council should support the scheme and grant planning permission.

Appendix 1: Revised Site Layout Plan



Appendix 2: Infographic – Economic Benefits

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