



PADNELL GRANGE,
COWPLAIN

BUILT HERITAGE ASSESSMENT

PREPARED BY PEGASUS GROUP
ON BEHALF OF BELLWAY HOMES LTD.
(WESSEX) AND THE BORROW FOUNDATION LTD.

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BUILT HERITAGE STATEMENT

PADNELL GRANGE, COWPLAIN, HAMPSHIRE, PO8 8ED

ON BEHALF OF: BELLWAY HOMES LTD (WESSEX) AND THE BORROW
FOUNDATION LTD.

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Summary

Pegasus Planning Group have been commissioned by Bellway Homes Ltd. (Wessex) and The Borrow Foundation Ltd. to prepare a Built Heritage Statement in relation to the proposed redevelopment of the Padnell Grange site, Cowplain, Hampshire, PO8 8ED.

The Site contains a number of buildings, dating from the mid-19th to late 20th century, the most visually notable being 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.

The majority of the Padnell Grange, including all built form, is currently allocated as part of the Havant Borough Local Plan (Allocations) adopted in July 2014 (Site Reference / Policy: W126). Information on the allocated area provided within the 2014 Local Plan does not identify the buildings within the Site as a 'known constraint' or that they require retention.

Overall, it is considered that the only building within the Site that is considered to be of heritage value commensurate with a non-designated heritage asset is the mid-19th century timber frame barn located within the outbuilding complex (Building 5).

The demolition of Building 5 should thus be considered in a balanced judgement against the public benefits of the proposed scheme in line

with Paragraph 197 of the NPPF. Within this context, the limited overall heritage value of the building should be considered.

Buildings 1, 2, 3, 4 and 6 are considered to be of little architectural or historic value and are not considered to be commensurate with the heritage significance of a non-designated heritage asset. The demolition of these buildings is not considered to trigger a Paragraph 197 judgement.

Buildings 7, 8, 9 and 10 are not considered to be of any architectural or historic interest and are not considered to represent heritage assets. The demolition of these buildings is not considered to trigger a Paragraph 197 judgement.

The grounds of Padnell Grange located within the Site are not considered to be of any particular historic, evidential or aesthetic value, and are not considered to be commensurate with the heritage significance of a non-designated heritage asset. Thus, the redevelopment of the grounds is not considered to result in an impact to any features of heritage value.

With regard to the wider historic environment, it is not considered that the Site forms part of the setting of any designated heritage assets which contributes to its heritage significance. Thus, the proposals will not result in a change that will cause harm to their significance via change in setting.

1. Introduction

- 1.1 Pegasus Planning Group have been commissioned by Bellway Homes Ltd. (Wessex) and The Borrow Foundation Ltd. to prepare a Built Heritage Statement in relation to the proposed redevelopment of the Padnell Grange site, Cowplain, Hampshire, PO8 8ED (henceforth referred to as 'the Site') as shown at Plate 1.



Plate 1: Site Location Plan.

- 1.2 The Site contains a number of buildings, dating from the mid 19th to late 20th century, the most visually notable being the principal residential building known as 'Padnell Grange'. To the south of this principal building is a grouping of outbuildings, formerly in agricultural and industrial use.
- 1.3 None of the buildings within the Site are statutory Listed, nor are they classified by Havant Borough Council as Locally Listed.
- 1.4 The majority of the Padnell Grange site, including all built form, is currently allocated as part of the Havant Borough Local Plan (Allocations) adopted in July 2014 (Site Reference / Policy: W126). Information on the allocated area provided within the 2014 Local Plan does not identify the buildings within the Site as a 'known constraint' or that they require retention; however, it does state that a Heritage Statement of an appropriate level of detail would be required to support an application (this document).
- 1.5 The development proposals are for the demolition of the buildings within the Site, and its subsequent redevelopment for residential use.
- 1.6 This Built Heritage Statement provides information with regards to the significance of the built historic environment to fulfil the requirement given in Paragraph 189 of the Government's

National Planning Policy Framework (the NPPF¹) which requires:

“an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting.”

- 1.7 In order to inform an assessment of the acceptability of the scheme in relation to impacts to the historic environment, following Paragraphs 193 to 197 of the NPPF, any harm to the historic environment resulting from the proposed development is also described, including impacts to significance through changes to setting.
- 1.8 This Statement also provides information as requested within the Havant Borough Local Plan (Allocations).
- 1.9 As required by Paragraph 189 of the NPPF, the detail and assessment in this Report is considered to be “*proportionate to the asset’s importance*”.

¹ NPPF, DCLG, 2018

2. Site Description and Location

2.1 The Padnell Grange site, covering c.2.64ha, is located on the eastern edge of the settlement of Cowplain, with modern residential streets located to the immediate west and south of the Site. To the north, the Site is bounded by an area of mature woodland known as Padnell Cuts Wood, with the Waterlooville Golf Course located to the east. Mature vegetation forms the boundaries of the Site, enclosing the area from its surrounds.



Plate 2: Aerial photograph of the Site and its immediate surrounds.

2.2 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.

2.3 As set out in [Section 1](#), none of the buildings within the Site are statutory Listed, nor are they classified as 'locally listed' by Havant Borough Council. A full discussion on the individual buildings within the Site, and their heritage significance, is provided within [Section 5](#).

2.4 Land surrounding the buildings primarily comprises open lawn, with areas to the immediate east and north of Padnell Grange being more landscaped. This includes a terraced area leading up to the turning circle in front of the building, and a former 'ornamental' garden area with late 20th century garden 'follies'. The northern area of the Site also includes a number of mature trees, visually merging with the denser vegetation of Padnell Cuts Wood to the north.

2.5 Access to the Site is via Padnell Road, with the drive sweeping towards the outbuilding range, before running north towards Padnell Grange and car park area to the rear.



Plate 3: View southwest across the Site.



Plate 4: View north across the Site.

Site Development

- 2.6 The Site is first identifiable on historic cartographic sources by way of reference to the Padnell Brick (and later Tile) Works, annotated on the 1759 Taylor's Map of Hampshire as 'Padnol Brickiln' (as highlighted red on Plate 4).
- 2.7 It is acknowledged that the Taylor Map also annotates a further site known as 'Padnol' to the south; however, this is not considered to represent the Site currently being assessed, based upon location and the known presence of a brickworks adjacent to the Site 9 (see later discussion).



Plate 5: Extract from Taylor's Map of Hampshire, 1759.

- 2.8 The first detailed depiction of the Site and built form within it is on the Tithe Maps for the parishes of Catherington and Blendworth, dating to 1842 and 1843 respectively (Plates 6 and 7).
- 2.9 The Catherington Tithe Map (Plate 6) depicts a small rectangular structure within the Site, set within a defined enclosure, with elements of the brick works to the east.
- 2.10 Due to the limited information available, it is not possible to provide a definitive comparison between the location of the building depicted within the context of the current built form within the Site. The georeferencing of the map via identifiable control points would, however, appear to indicate that the building shown is located further to the north and on a different alignment to built form currently located within the Site.
- 2.11 This is further confirmed when reviewing later mapping (see below) and comparing the known location of the current buildings in relation to the brickworks, which show the farm complex located further to the south than the building depicted on the Tithe Map.
- 2.12 The accompany Apportionment details that the enclosure within which the building is located (Plot 727) was owned and occupied by Mary Edney, and is described as a *Cottage and Garden*.
- 2.13 The remainder of the Site (as covered by Plot 278), is in separate ownership and occupation, being owned by Sir Samuel Clarke Jervoise and occupied by John Dotterell. The area is described as *Part of a field and brick yard*.



Plate 6: Extract from the Catherington Tithe Map, 1843.

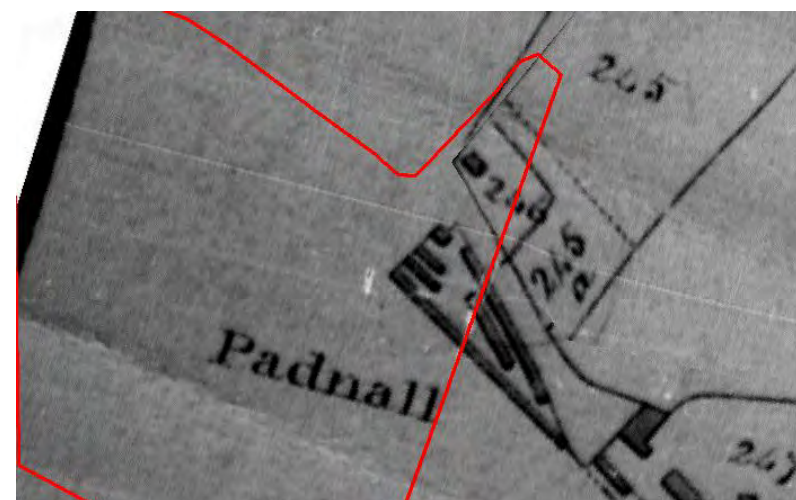


Plate 7: Extract from the Blendworth Tithe Map, 1843.

- 2.14 The Blendworth Tithe Maps (Plate 7) provides greater detail with regard to the northeastern section of the Site, with this depicting the brickworks within the eastern part of the Site (Plot 245a) and a small structure within a defined plot in the northeast corner of the Site (Plot 246). The accompany Apportionment details that both plots were owned by John Dotterell, with Plot 245a described as *Part of fields*, and Plot 246 as a *Cottage and Garden* occupied by William Whittington.
- 2.15 Sources held at the Hampshire Record Office indicate that John Dotterell had been renting land in this location from Sir Jerviose for use as a brick works since at least 1814 when a 5 year lease was signed for *42 acres waste in Bedhampton and Bedworth*.²
- 2.16 The next source to depict the Site is the Catherington Enclosure Map of 1860 (Plate 8). This shows a small 'L'-shaped structure within the enclosed area shown on the earlier Tithe Map. The 'L'-shaped structure is located on a similar alignment as that shown on the Tithe Map, and again is considered to be in a different location and alignment to built form currently located within the Site.

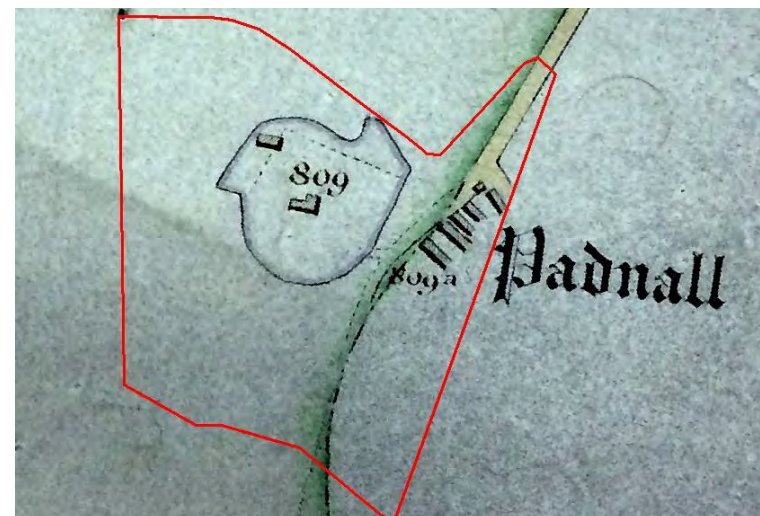


Plate 8: Extract of Catherington Enclosure Map, 1860

- 2.17 The Padnell Brick and Tile Works expanded during the 19th century, and by the early 20th century comprised a clay mill, a square kiln and four brick sheds.³
- 2.18 Evidence of such expansion is shown on the Ordnance Survey Map of 1868-78, which depicts the works in detail located within the eastern part of the Site and beyond.

² Hampshire Record Office Ref: 8M61/254

³ Havant Borough Council, *Townscape, Landscape and Seascape Character Assessment*

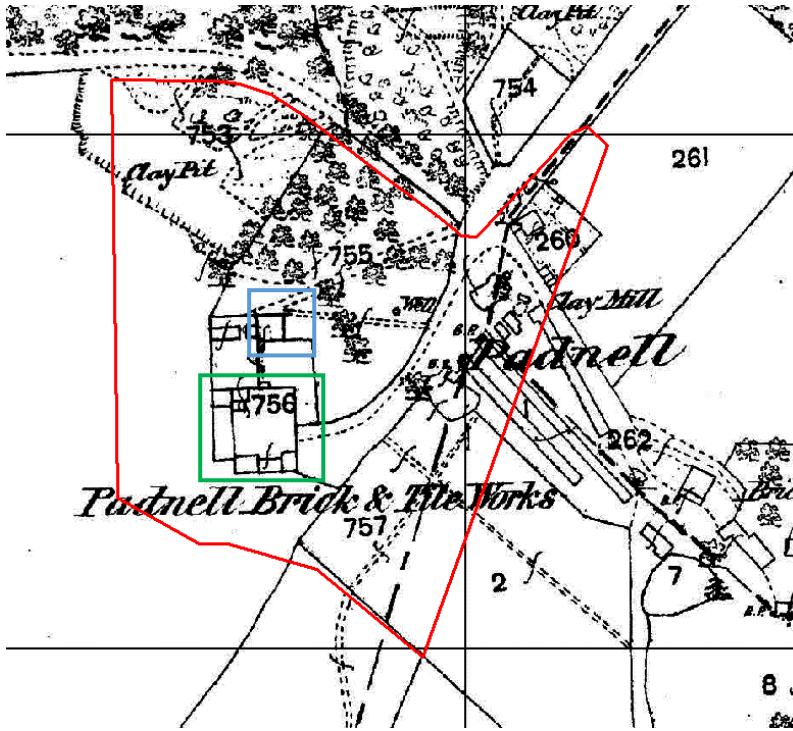


Plate 9: Extract from the 1868-1878 Ordnance Survey Map.

- 2.19 The 1868-1878 Ordnance Map also provides the first identifiable footprint of the elements of the built form currently present within the Site, including the original form of the existing main Padnell Grange building (highlighted in blue on [Plate 9](#)) with a rear outbuilding to the west, and the initial phase of the outbuilding complex to the south (highlighted in green on [Plate 9](#)), at this time comprising of only the west and south ranges.
- 2.20 Access to the Site at this date is via a trackway following roughly the same alignment as the current driveway, extending directly

to the outbuilding complex.

- 2.21 The cottage shown on the Blendworth Tithe Map remains in the northeast corner, and would appear to be associated with the brick and tile works.
- 2.22 There is no definitive connection between the main Padnell Grange building and the outbuilding complex and the operation of the brick and tile works, with such areas appearing more agricultural in their character.
- 2.23 The wider Site does, however, appear to be used in conjunction with the operations of the surrounding brick and tile works, with evidence of a clay mill and clay pits also present within the Site.
- 2.24 By the 1890s, as detailed by the Ordnance Survey Map of 1897 ([Plate 10](#)), the outbuilding complex to the south has grown, with the establishment of a north and east ranges. Such construction resulted in the creation of the enclosed 'farmyard' area, with the land between the outbuildings and the main Padnell Grange buildings also being enclosed.
- 2.25 Industrial operations associated with the Brick and tile Works continued within the wider parts of the Site to the east and north, including the presence of clay pits and a clay mill; although the buildings would appear to remain separate.
- 2.26 A similar composition is shown on the 1909 Ordnance Survey Map ([Plate 11](#)), with minor changes being the construction of a number of extensions to the outbuilding complex.

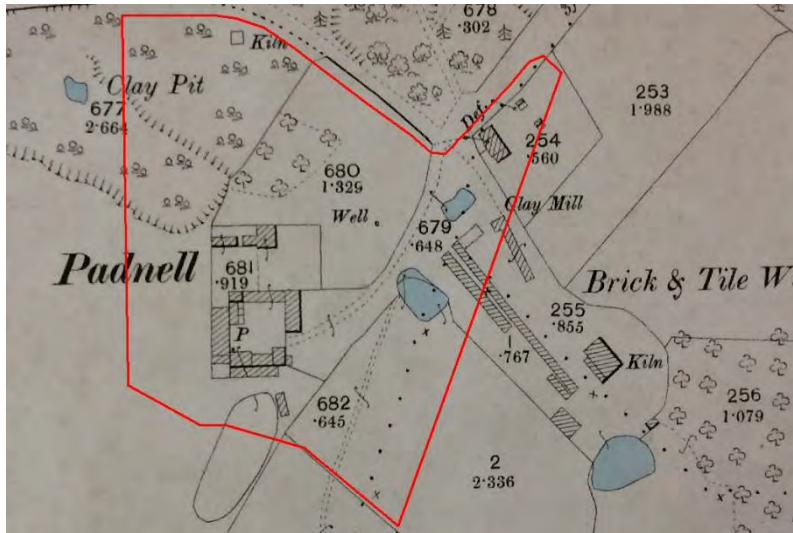


Plate 10: Extract from 1897 Ordnance Survey Map.

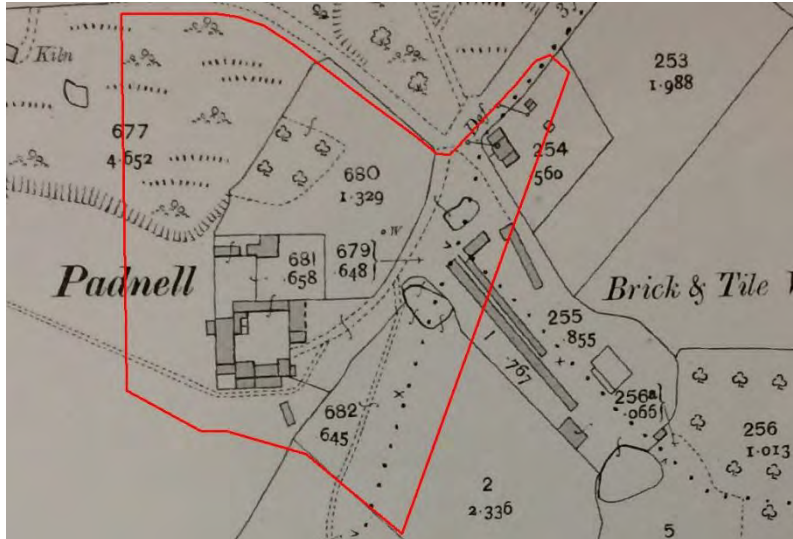


Plate 11: Extract from 1909 Ordnance Survey Map.

2.27 By the time of the 1933 Ordnance Survey Map (Plate 12), the Brick and Tile Works had closed (annotated as 'disused'), and whilst some elements of the former industrial works remained within the Site (including the cottage in the northeast), the large majority of associated buildings had been removed.

2.28 The footprint of the main Padnell Grange building appears unaltered from its 1890s composition; however, the outbuilding complex has been expanded and a number of new outbuildings constructed to the east and southeast. A further outbuilding has also been constructed to the north of the main building, and there is also some evidence of minor landscaping and vegetation clearance in such areas.

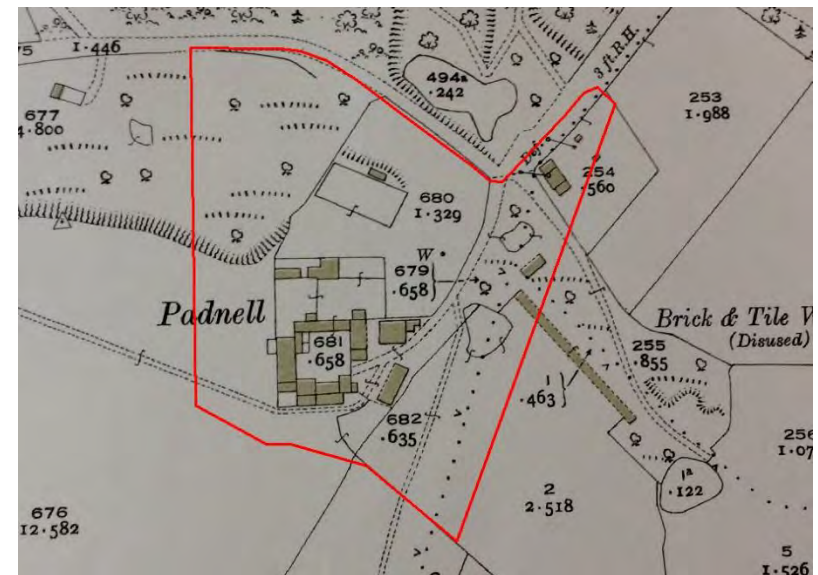


Plate 12: Extract from 1932 Ordnance Survey Map.

- 2.29 Throughout the mid-late 20th century, the buildings within the Site underwent a series of alteration and extension, alongside the construction of new outbuildings. Such works are primarily as a result of change of use of the Site during this period from primarily agricultural to small scale industry.
- 2.30 The owner of the Site during the mid-late 20th century was Dr. Edgar Borrow, a farmer and agricultural engineer, who experimented in the fluoridation of milk. Dr. Borrow converted a number of outbuildings within the southern complex for use as 'laboratories', principally the northern range, as well as constructed a number of other associated buildings.
- 2.31 Anecdotal evidence also suggests that Dr. Borrow was interested in the reclamation of architectural material and fittings recovered from buildings that he worked. Such fabric is thought to have come from various buildings across the Home Counties, and is seen throughout the buildings within the Site, as detailed further in [Section 5](#).
- 2.32 Such phases of alteration and extension are detailed on mid-late 20th century Ordnance Survey Mapping and plans associated with planning applications for the Site ([Plates 13-15](#)).
- 2.33 The composition of the Site as seen today had been established by the 1980s.

Plate 13: Extract from 1941 Ordnance Survey Mapping.

Plate 14: Extract from 1971-1973 Ordnance Survey Mapping.

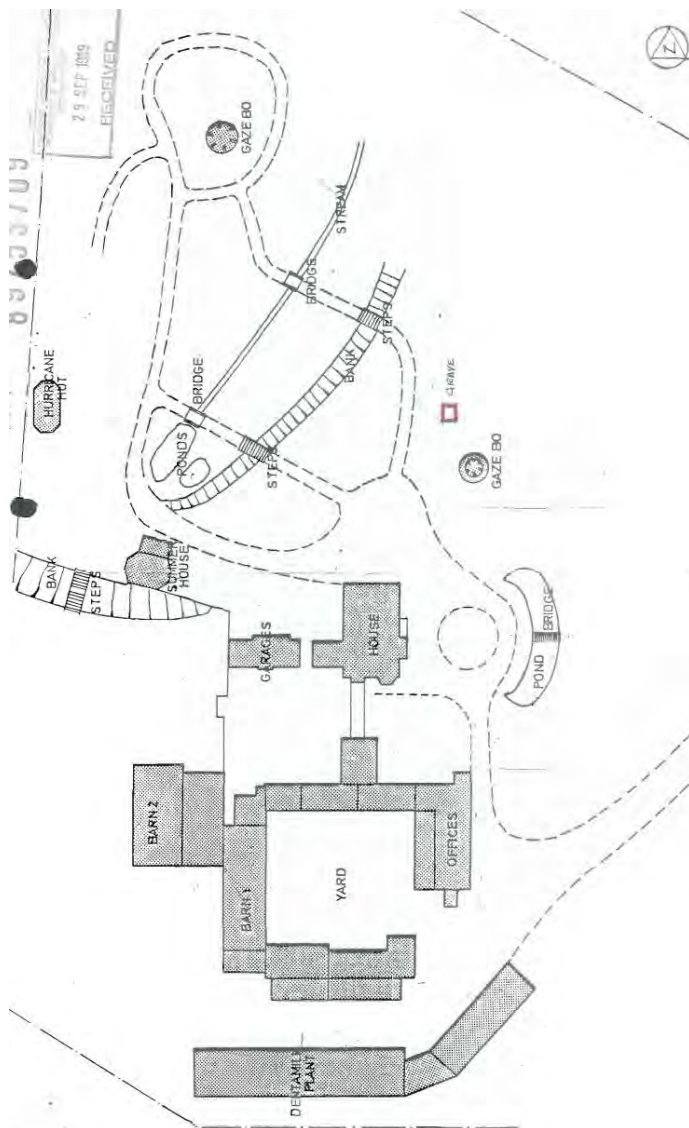


Plate 15: Extract from plan of the Site as submitted as part of a planning application in 1989.

Planning History

- 2.34 Whilst the historic mapping described above indicates the development of the local area, a review of the recent planning history records held online by Havant Borough Council has also indicated a number of applications which are relevant to the current proposals, as follows:
- 2.35 [09/53709/009](#) | *Change of use of a professional training centre (D1) to ground floor offices (B1), and part ground floor and first floor residential accommodation* | Granted December 2009. This application concerns the main Padnell Grange Building,
- 2.36 [99/53709/004](#) | *Change of Use to a professional training centre, with associated parking together with external fire escape stairway, external alterations and patio area* | Grade June 1999. This again considered to concern the main Padnell Grange Building.
- 2.37 [92/53709/002](#) | *Part demolition, alterations extensions & conversion of remaining buildings to office use with associated car park- ing to south & southeast of the building* | Granted August 1993. Such works are considered to relate to the north and east range of the outbuilding complex which are currently occupied by The Borrow Foundation.
- 2.38 [89/53709/000](#) | *For use of the land for the provision of human single burial plot* | Application withdrawn.
- 2.39 [17054/8](#) | *Extension to dwelling house* | Granted March 1975.

Such works relate to the extension and remodeling of front elevation of the main Padnell Grange building.

3. Proposed Development

- 3.1 The application seeks full planning permission for the demolition of all buildings currently within the Site, and the subsequent comprehensive redevelopment of the Site as a whole, including construction of 86 dwellings, with associated highway and landscaping works.
- 3.2 A copy of the proposed site layout is included at [Appendix 1](#).

APPENDIX 1: PROPOSED SITE LAYOUT

- 3.3 Further details are included within the wider application package.
- 3.4 [Section 7](#) of this Report presents an analysis of the harm or benefits of the proposed development on the identified heritage assets discussed at [Section 6](#).

4. Methodology

4.1 The aims of this Built Heritage Statement are to assess the heritage significance of the built form within the Site and their surrounds, and to identify the level of harm in heritage planning terms that may arise from their demolition.

4.2 The assessment will also take into account the contribution that the Site may make to the heritage significance of designated heritage assets within its environs, and to identify any harm or benefit to them which may result from the implementation of the development proposals, along with the level of any harm caused, if relevant.

Site Visit

4.3 A site visit was undertaken by Pegasus Group, during which the Site and the buildings within it were assessed.

4.4 It was not possible on this date to gain access to the interior of the main Padnell Grange building; however, a series of photographs dating to February 2017 were provided by the existing owners.

4.5 The visibility on the day of the site visit was clear. Surrounding vegetation was not fully in leaf at the time of the site visit and thus a clear indication as to potential intervisibility between the

Site and the surrounding areas could be established.

Sources

4.6 The following key sources have been consulted as part of this assessment:

- The National Heritage List for England for information on designated heritage assets;
- Archival sources held at the Hampshire Record Office;
- Historic planning application documentation; and
- Aerial photographs and satellite imagery.

Assessment of significance

4.7 In the NPPF, heritage significance is defined as:

“The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting.⁴For World Heritage Sites, the cultural value described within each site’s Statement of

⁴ NPPF Annex 2, DCLG, 2018

Outstanding Universal Value forms part of its significance”

- 4.8 *Historic England’s Historic Environment Good Practice advice in Planning Note 2: Managing Significance in Decision Taking in the Historic Environment*⁵ (henceforth referred to as ‘GPA 2: Managing Significance’) gives advice on the assessment of significance as part of the application process. It advises understanding the nature, extent, and level of significance of a heritage asset. In order to do this, *GPA 2: Managing Significance* also advocates considering the four types of heritage value an asset may hold, as identified in *Historic England’s Conservation Principles*⁶; evidential, historical, aesthetic and communal. These essentially cover the heritage ‘interests’ given in the glossary of the NPPF, which comprise archaeological, architectural, artistic and historic interest.
- 4.9 *Conservation Principles* provides further information on the heritage values it identifies:

Evidential value: the potential of a place to yield evidence about past human activity. This value is derived from physical remains, such as archaeological remains, and genetic lines.

Historical value: the ways in which past people, events and aspects of life can be connected through a place to the present - it tends to be illustrative or associative. Illustrative value is the perception of a place as a link between past and present people and

depends on visibility. It has the power to aid interpretation of the past through making connections with and providing insights into past communities and their activities through shared experience of a place. By contrast, associative value need not necessarily be legible at an asset, but gives a particular resonance through association with a notable family, person, event or movement.

Aesthetic value: the ways in which people draw sensory and intellectual stimulation from a place. Aesthetic values can be the result of conscious design or fortuitous outcome or a combination of the two aspects. The latter can result from the enhancement of the appearance of a place through the passage of time.

Communal value: the meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory. This can be through widely acknowledged commemorative or symbolic value that reflects the meaning of the place, or through more informal social value as a source of identity, distinctiveness, social interaction and coherence. Spiritual value may also be part of communal value.

- 4.10 Significance results from a combination of any, some or all of the values described above.
- 4.11 Listed Buildings and Conservation Areas are generally designated for their special architectural and historic interest. Scheduling is predominantly, although not exclusively, associated with archaeological interest.

⁵ Historic England, 2015, *Historic Environment Good Practice Advice in Planning Note 2: Managing Significance in Decision Taking in the Historic Environment*

⁶ English Heritage 2008 *Conservation Principles, Policies and Guidance for the Sustainable Management of the Historic Environment*

Setting and significance

4.12 As defined in the NPPF:

“Significance derives not only from a heritage asset’s physical presence, but also from its setting.”⁷

4.13 Setting is defined as:

“The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.”⁸

4.14 Therefore, setting can contribute to, affect an appreciation of significance or be neutral with regards to heritage values.

4.15 It is also important to note that whilst a physical or visual connection between a heritage asset and its setting will often exist, it is not essential or determinative. This was recently considered in a High Court Judgement⁹ where it was concluded that:

“The term setting is not defined in purely visual terms in the NPPF which refers to the “surroundings in which a heritage asset is experienced”. The word “experienced” has a

⁷ NPPF Annex 2, DCLG, 2018

⁸ Ibid

broad meaning, which is capable of extending beyond the purely visual”.

Assessing change through alteration to setting

4.16 How setting might contribute to these values has been assessed within this report with reference to *Historic Environment Good Practice Advice in Planning Note 3 (Second Edition): The Setting of Heritage Assets*¹⁰ (henceforth referred to as *GPA 3: The Setting of Heritage Assets*), particularly the checklist given on page 11. This advocates the clear articulation of ‘*what matters and why*’.

4.17 In *GPA 3: The Setting of Heritage Assets*, a stepped approach is recommended, of which Step 1 is to identify which heritage assets and their settings are affected. Step 2 is to assess “*whether, how and to what degree settings make a contribution to the significance of the heritage asset(s) or allow significance to be appreciate*”¹¹. The guidance includes a (non-exhaustive) check-list of elements of the physical surroundings of an asset that might be considered when undertaking the assessment including, among other things: topography, other heritage assets, green space, functional relationships and degree of change over time. It also lists points associated with the experience of the asset which might be considered, including:

⁹ EWHC 1456, *Steer v. Secretary of State for Communities and Local Government, Catesby Estates Limited, Amber Valley Borough Council*, 2017.

¹⁰ Historic England, 2017, *Historic Environment Good Practice Advice in Planning Note 3 (Second Edition): The Setting of Heritage Assets*

views, intentional intervisibility, tranquillity, sense of enclosure, land use, accessibility and rarity.

4.18 Step 3 is to assess the effect of the proposed development on the significance of the asset(s). Step 4 is to explore ways to “*maximise enhancement and avoid or minimise harm*”. Step 5 is to “*make and document the decision and monitor outcomes*”.

4.19 Descriptions of significance will naturally anticipate the ways in which impacts will be considered. Hence descriptions of the significance of Conservation Areas will make reference to their special interest and character and appearance, and the significance of Listed Buildings will be discussed with reference to the building, its setting and any features of special architectural or historic interest which it possesses.

Levels of significance

4.20 In accordance with the levels of significance articulated in the NPPF, three levels of significance are identified:

- **Designated heritage assets of the highest significance**, as identified in paragraph 194 of the NPPF comprising Grade I and II* Listed buildings, Grade I and II* Registered Parks and Gardens, Scheduled Monuments, Protected Wreck Sites, World Heritage Sites and Registered Battlefields (and also including some Conservation Areas) and non-designated heritage assets of archaeological interest which are demonstrably of equivalent significance to Scheduled Monuments, as identified in footnote 63 of

the NPPF;

- **Designated heritage assets of less than the highest significance**, as identified in paragraph 194 of the NPPF, comprising Grade II Listed buildings and Grade II Registered Parks and Gardens (and also some Conservation Areas); and
- **Non-designated heritage assets**. Non-designated heritage assets are defined within the Government’s Planning Practice Guidance as “*buildings, monuments, sites, places, areas or landscapes identified as having a degree of significance meriting consideration in planning decisions but which are not formally designated heritage assets*”¹¹.

4.21 Additionally, it is of course possible that sites, buildings or areas have **no heritage significance**.

Assessment of harm

4.22 Assessment of any harm will be articulated in terms of the policy and law that the proposed development will be assessed against, such as whether a proposed development preserves or enhances the character or appearance of a Conservation Area, and articulating the scale of any harm in order to inform a balanced judgement/weighting exercise as required by the NPPF.

4.23 In order to relate to key policy, the following levels of harm may potentially be identified:

- **Substantial harm or total loss**. It has been clarified in a High Court Judgement of 2013¹² that

¹¹ DCLG, Planning Practice Guidance, Paragraph: 039 (ID: 18a-039-20140306, Revision date: 06 03 2014)

¹² EWHC 2847, R DCLG and Nuon UK Ltd v. Bedford Borough Council

this would be harm that would “have such a serious impact on the significance of the asset that its significance was either vitiated altogether or very much reduced”; and

- **Less than substantial harm.** Harm of a lesser level than that defined above.

4.24 It is also possible that development proposals will cause **no harm or preserve** the significance of heritage assets. A High Court Judgement of 2014 is relevant to this¹³. This concluded that with regard to preserving the setting of a Listed building or preserving the character and appearance of a Conservation Area, ‘preserving’ means doing ‘no harm’.

4.25 Preservation does not mean no change; it specifically means no harm. *GPA 2: Managing Significance* states that “*Change to heritage assets is inevitable but it is only harmful when significance is damaged*”. Thus, change is accepted in Historic England’s guidance as part of the evolution of the landscape and environment. It is whether such change is neutral, harmful or beneficial to the significance of an asset that matters.

4.26 As part of this, setting may be a key consideration. For an evaluation of any harm to significance through changes to setting, this assessment follows the methodology given in *GPA 3: The Setting of Heritage Assets*, described above. Again,

fundamental to the methodology set out in this document is stating ‘*what matters and why*’. Of particular relevance is the checklist given on page 13 of *GPA 3: The Setting of Heritage Assets*.

4.27 It should be noted that this key document states that:

“setting is not itself a heritage asset, nor a heritage designation”¹⁴

4.28 Hence any impacts are described in terms of how they affect the significance of a heritage asset, and heritage values that contribute to this significance, through changes to setting.

4.29 With regards to changes in setting, *GPA 3: The Setting of Heritage Assets* states that “*conserving or enhancing heritage assets by taking their settings into account need not prevent change*”.

4.30 Additionally, it is also important to note that, as clarified in the Court of Appeal¹⁵, whilst the statutory duty requires that special regard should be paid to the desirability of not harming the setting of a Listed Building, that cannot mean that any harm, however minor, would necessarily require planning permission to be refused.

¹³ EWHC 1895, R (Forge Field Society, Barraud and Rees) v. Sevenoaks DC, West Kent Housing Association and Viscount De L’Isle

¹⁴ Historic England, 2017, *Historic Environment Good Practice Advice in Planning Note 3 (Second Edition): The Setting of Heritage Assets (paragraph 9)*

¹⁵ Palmer v Herefordshire Council & Anor [2016] EWCA Civ 1061 (04 November 2016)

5. Planning Policy Framework

- 5.1 This section of the Report sets out the legislation and planning policy considerations and guidance contained within both national and local planning guidance which specifically relate to the application Site, with a focus on those policies relating to the protection of the historic environment.

Legislation

- 5.2 No statutory designated heritage assets are located within the Site or its environ, and thus legislation set out within the Planning (Listed Buildings and Conservation Areas) Act 1990 and Ancient Monuments and Archaeological Areas Act 1979 is not considered relevant for this Site.

- 5.3 See [Section 6](#) for further details.

National Policy Guidance

The National Planning Policy Framework (March 2012)

- 5.4 National policy and guidance is set out in the Government's National Planning Policy Framework (NPPF) published in July 2018. This replaced and updated the previous National Planning Policy Framework 2012. The NPPF needs to be read as a whole and is intended to promote the concept of delivering sustainable development.
- 5.5 The NPPF sets out the Government's economic, environmental and social planning policies for England. Taken together, these

policies articulate the Government's vision of sustainable development, which should be interpreted and applied locally to meet local aspirations. The NPPF continues to recognise that the planning system is plan-led and that therefore Local Plans, incorporating Neighbourhood Plans, where relevant, are the starting point for the determination of any planning application, including those which relate to the historic environment.

- 5.6 The overarching policy change applicable to the proposed development is the presumption in favour of sustainable development. This presumption in favour of sustainable development (the 'presumption') sets out the tone of the Government's overall stance and operates with and through the other policies of the NPPF. Its purpose is to send a strong signal to all those involved in the planning process about the need to plan positively for appropriate new development; so that both plan making and development management are proactive and driven by a search for opportunities to deliver sustainable development, rather than barriers. Conserving historic assets in a manner appropriate to their significance forms part of this drive towards sustainable development.

- 5.7 The purpose of the planning system is to contribute to the achievement of sustainable development and the NPPF sets out three "objectives" to facilitate sustainable development: an economic objective, a social objective, and an environmental

objective. The presumption is key to delivering these objectives, by creating a positive pro-development framework which is underpinned by the wider economic, environmental and social provisions of the NPPF. The presumption is set out in full at paragraph 11 of the NPPF and reads as follows:

“Plans and decisions should apply a presumption in favour of sustainable development.

For plan-making this means that:

- a) plans should positively seek opportunities to meet the development needs of their area, and be sufficiently flexible to adapt to rapid change;
- b) strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within neighbouring areas, unless:
 - i. the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for restricting the overall scale, type or distribution of development in the plan area; or
 - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

For decision-taking this means:

- c) approving development proposals that accord with an up-to-date development plan without delay; or
- d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:
 - i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
 - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a **whole.**”

5.8 However, it is important to note that footnote 6 of the NPPF applies in relation to the final bullet of paragraph 11. This provides a context for paragraph 11 and reads as follows:

“The policies referred to are those in this Framework (rather than those in development plans) relating to: habitats sites (and those sites listed in paragraph 176) and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, and Area of Outstanding Natural Beauty, a National Park (or within the Broads Authority) or defined as Heritage Coast;

irreplaceable habitats; designated heritage assets (and other heritage assets of archaeological interest referred to in footnote 63); and areas at risk of flooding or coastal change." (our emphasis)

5.9 The NPPF continues to recognise that the planning system is plan-led and that therefore, Local Plans, incorporating Neighbourhood Plans, where relevant, are the starting point for the determination of any planning application.

5.10 Heritage Assets are defined in Annex 2 of the NPPF as:

"A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including Local Listing)."

5.11 The NPPF goes on to define a Designated Heritage Asset as a:

"World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under relevant legislation.¹⁶" (our emphasis)

5.12 As set out above, significance is also defined as:

"The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's

physical presence, but also from its setting. For World Heritage Sites, the cultural value **described within each site's Statement of Outstanding Universal Value** forms part of its significance.¹⁷"

5.13 Section 16 of the NPPF relates to 'Conserving and enhancing the historic environment' and states at paragraph 190 that:

"Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal."

5.14 Paragraph 192 goes on to state that:

"In determining planning applications, local planning authorities should take account of:

- a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and

¹⁶ NPPF Annex 2, DCLG, 2018

¹⁷ IBID

- c) the desirability of new development making a positive contribution to **local character and distinctiveness**"

5.15 With regard to the impact of proposals on the significance of a heritage asset, paragraphs 193 and 194 are relevant and read as follows:

"193 – When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance."

"194 – Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of:

- a) grade II listed buildings, or grade II registered parks or gardens should be exceptional;
- b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional."

5.16 With regards to non-designated heritage assets, paragraph 197

of NPPF states 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."

5.17 Overall, the NPPF confirms that the primary objective of development management is to foster the delivery of sustainable development, not to hinder or prevent it. Local Authorities should approach development management decisions positively, looking for solutions rather than problems so that applications can be approved wherever it is practical to do so. Additionally, securing the optimum viable use of sites and achieving public benefits are also key material considerations for application proposals.

National Planning Guidance

5.18 The Department for Communities and Local Government (DCLG) launched the planning practice web-based resource in March 2014, accompanied by a ministerial statement which confirmed that a number of previous planning practice guidance documents were cancelled.

5.19 This also introduced the national Planning Practice Guidance (PPG) which comprised a full and consolidated review of planning practice guidance documents to be read alongside the

NPPF.

- 5.20 The PPG has a discrete section on the subject of 'Conserving and enhancing the historic environment' which confirms that the consideration of 'significance' in decision taking is important and states:

"Heritage assets may be affected by direct physical change or by change in their setting. Being able to properly assess the nature, extent and importance of the significance of a heritage asset, and the contribution of its setting, is very important to understanding the potential impact and acceptability of development proposals¹⁸"

- 5.21 In terms of assessment of substantial harm, the PPG confirms that whether a proposal causes substantial harm will be a judgement for the individual decision taker having regard to the individual circumstances and the policy set out within the NPPF. It goes on to state:

"In general terms, substantial harm is a high test, so it may not arise in many cases. For example, in determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. It is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed. The harm

may arise from works to the asset or from development within its setting¹⁹.

While the impact of total destruction is obvious, partial destruction is likely to have a considerable impact but, depending on the circumstances, it may still be less than substantial harm or conceivably not harmful at all, for example, when removing later inappropriate additions to historic buildings which harm their significance. Similarly, works that are moderate or minor in scale are likely to cause less than substantial harm or no harm at all. However, even minor works have the **potential to cause substantial harm**" (our emphasis)

- 5.22 With regards to non-designated heritage assets, the PPG states that:

"These are buildings, monuments, sites, places, areas or landscapes identified as having a degree of significance meriting consideration in planning decisions but which are not formally designated heritage assets. In some areas, local authorities identify some non-designated heritage assets as 'locally listed'.

A substantial majority of buildings have little or no heritage significance and thus do not constitute heritage assets. Only a minority have enough heritage interest for their significance to be a material consideration in the planning process."²⁰

¹⁸ PPG, paragraph 009 (ID: 18a-009/20140306 revision date 06.03.2014)

¹⁹ PPG, paragraph 017 (ID: 18a-017-20140306 revision date 06.03.2014)

²⁰ PPG, paragraph 039 (ID: 18a-039-20140306 revision date 06.03.2014)

Local Planning Policy

- 5.23 Planning applications within Havant Borough Council are currently considered against the policy and guidance set out within the Havant Borough Local Plan, comprising the Core Strategy (2011) and the Allocations Plan (2014).

Core Strategy (2011)

- 5.24 Policy relating to the Historic Environment is set out within point 4 of Policy CS11 *'Protecting and Enhancing the Special Environment and Heritage of Havant Borough'*, which reads as follows:

"Planning permission will be granted for development that:

...

4. Protects and where appropriate enhances the borough's statutory and nonstatutory heritage designations by appropriately managing development in or adjacent to conservation areas, listed buildings, scheduled ancient monuments, historic parks and gardens, archaeological sites, buildings of local historic or architectural interest."

Allocations Plan (2014)

- 5.25 As set out in [Section 1](#), the majority of the redline area, including all buildings currently within the Site, has been allocated as part of the Allocations Plan - Site Reference / Policy No: W126. Information regarding the Site within the Local Plan does not identify the current buildings as a 'known constraint'; however,

it does state that a Heritage Statement of an appropriate level of detail would be required to support an application.

Local Plan Policies with regards to the NPPF and the 1990 Act.

- 5.26 With regard to Local Plan policies, paragraph 213 of NPPF states that:

"existing policies should not be considered out-of-date simply because they were adopted or made prior to the publication of this Framework. Due weight should be given to them, according to their degree of consistency with this Framework (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given)."

- 5.27 In this context, where local plan policy was adopted well before the NPPF, and does not allow for the weighing of harm against public benefit for designated heritage assets (as set out within Paragraph 196 of the NPPF) or a balanced judgement with regards to harm to non-designated heritage assets (see NPPF Paragraph 197) then local planning policies would be considered to be overly restrictive compared to the NPPF, thus limiting the weight they may be given in the decision-making process.
- 5.28 In this case, although Policy CS11 of the Core Strategy is of relevance, it was adopted prior to the inception of the NPPF, and as so the weight which can be attributed to it will be determined by its consistency with the policy guidance set out within the NPPF. Since the above policy does not allow for a balanced judgement to be undertaken by the decision maker, the policy is not considered to reflect the guidance within the NPPF and

therefore considered to be out of date. Thus, the weight which can be attached to it in the decision-making process is limited.

Emerging Policy

- 5.29 Havant Borough Council are currently in the progress of preparing a new Local Plan to replace the existing; however, no detail as to the proposed heritage policy was available at the time of writing. As such, it considered that the policy set out within in the emerging plan currently carries no weight within the planning process.
- 5.30 This stance is confirmed by Havant Borough Council who state on their website that the policies of the existing Local Plan will remain in place until the new plan is adopted, with this currently expected to be in Spring 2020.

6. The Historic Environment

6.1 This Section provides a description of the built form within the Site (in line with the numbered plan included at [Plate 16](#)) and an assessment of their heritage significance.

6.2 A phased plan of the development of the buildings is included at [Appendix 2](#), with excerpts included where relevant within the text.

APPENDIX 2: PHASED PLAN OF BUILDINGS WITHIN THE SITE

6.3 With regard to the dating of the buildings, this has been determined that buildings within the Site have all undergone substantial alteration during the 20th century, and whilst buildings may appear to be aligned with building footprints shown on 19th and early 20th century cartographic sources, evidence of fabric of such dates is limited.

6.4 In addition, as previously discussed, the owner of the Site during the 20th century inserted a large amount of reclaimed architectural fixture and fittings, which at times can distort the perceived date.

6.5 This is particularly the case in Building 3 which now acts as the offices for The Borrow Foundation, where wooden door units of varying dates and styles, clearly not contemporary to the historic use of the building, were identified.

6.6 None of the buildings within the Site are statutory Listed.

6.7 It is understood 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'.

6.8 Concerning the wider elements of the Site, this Section will also provide a discussion on the current composition of the areas surrounding the building, including dates of formation, heritage value and any contribution that they may make to the overall heritage significance of the buildings, if applicable.

6.9 This Section will also provide a summary as to designated heritage assets within the surrounds of the Site, and their potential sensitivity to development within the Site, via a change in setting.

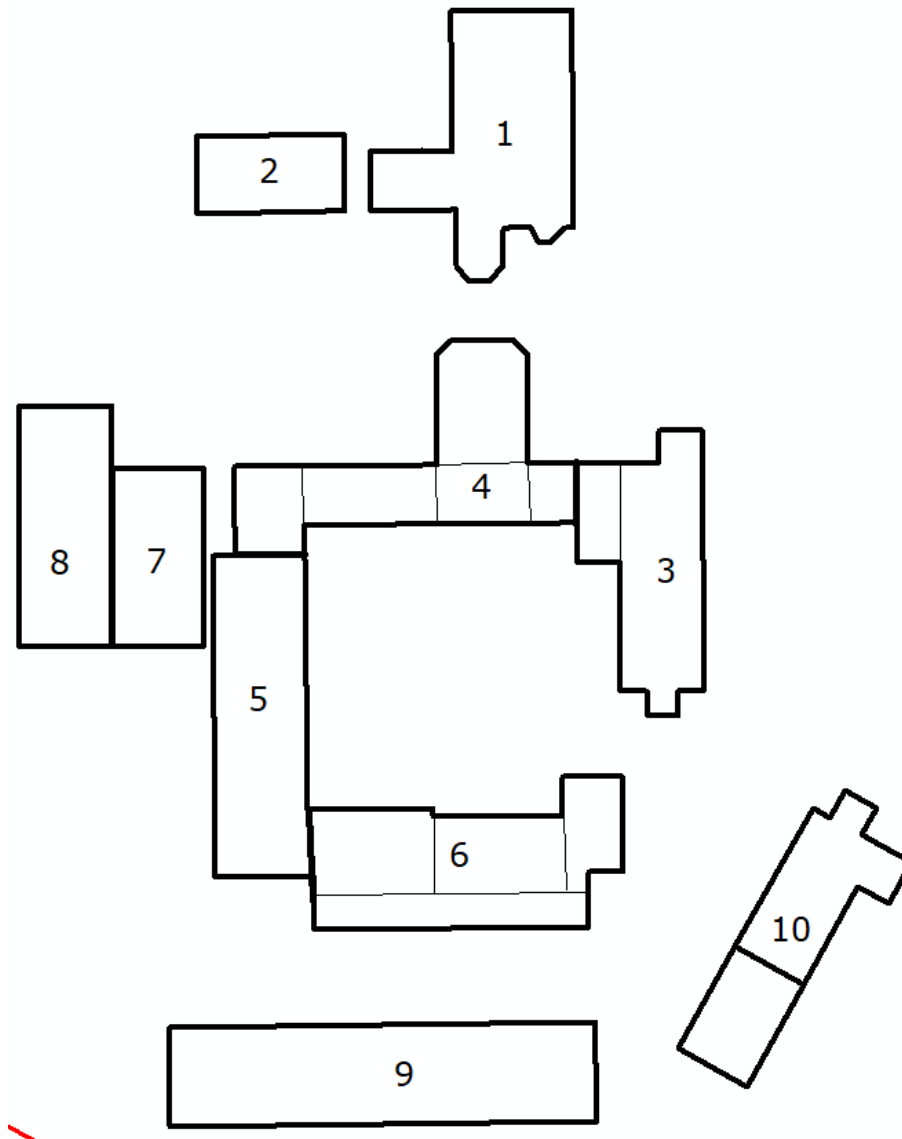


Plate 16: Numbered plan of buildings within the Site.

Building 1 – The Main Padnell Grange Building

- 6.10 Based upon the sources consulted in Section 2, it is considered that the historic core of the main Padnell Grange buildings dates to the 1860s-1870s, as it is depicted on the 1863-1873 Ordnance Survey Map (Plate 9), but not the earlier 1860 Enclosure Map (Plate 8). The extent of the footprint depicted at this dated is highlighted in blue on Plate 17 and [Appendix 2](#).

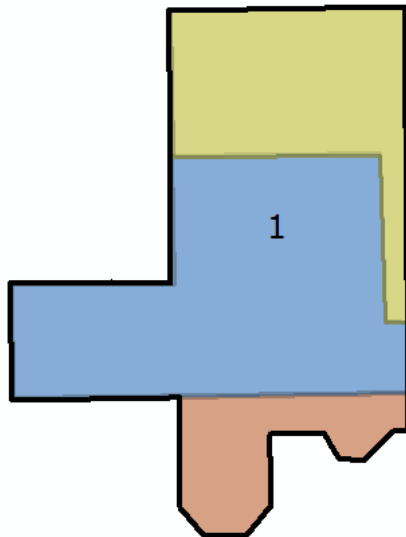


Plate 17: Phasing of Building 1.

- 6.11 The current appearance of the building is, however, of a mid-late 20th century manifestation following the extension of the building (shown in yellow and brown on Plate 17), remodeling of the principal (east) elevation (shown in yellow on Plate 17)

and general alteration to fenestration.

- 6.12 The building, as whole, is constructed of red brick and flint, typical of the vernacular style of 19th century farmhouses in Hampshire, reflecting the historic context of parts of the building.



Plate 18: Principal, east, elevation of Building 1.

- 6.13 As set out above, the building would appear to have undergone several phases of extension and alteration. Notably the aforementioned northern extension and associated remodeling of the east elevation in the 1970s (Planning Application Ref: 17054/8). The large two storey extension is constructed in similar materials to the original structure although there are

distinct variations in the inclusion of the bay windows on the north elevation and the size of fenestration openings.



Plate 19: North elevation of the 1970s extension.

6.14 The remodeling of the east elevation included the reconfiguration of existing openings to create a large central doorway with double doors above. The original doorway (located one bay to the south of the existing) was reconfigured to become a window. A large portico was also added at this date, with anecdotal evidence suggesting that the remodeling was undertaken to mimic 'Graceland's' in reference to Dr Borrow's love of Elvis.

6.15 Further alterations include the insertion of a bay window and

conservatory on the south elevation, alongside the reworking of the rear western range. The latter includes the insertion of a classical door case to the north elevation, thought to have been inserted at the same time as northern extension and modelling. The potential historic nature or provenance of this feature is unknown.

6.16 Fenestration openings across the building as a whole appear to have been reworked over a number of phases, and no window or door units of note were identified, the majority being mid-late 20th century replacements.



Plate 20: Later extensions on the south elevation of Building 1.



Plate 21: North elevation of the rear range of Building 1.



Plate 22: South elevation of the rear range of Building 1.

6.17 On review of the current floor plans of the building, alongside photographs of the interior, it is not considered that any internal fixtures or fittings of heritage value are retained, nor is the existing internal layout considered to be of any particular interest.

6.18 Any features of character, such as timber paneling or Georgian style alcoves, are either located within the 1970s extension or are clearly later insertions based upon their style.

Statement of Significance

6.19 Although Building 1 has mid-19th century origins, the overall composition as currently extant is largely of a late 20th century manifestation, and provides a distortion of the possible historic nature of the building.

6.20 Externally, the building does not display any features of particular interest, with the more historic elements being typical of its type and style, and possessing little historic, evidential or aesthetic value. Any areas of potential value have been eroded by the later works to the building.

6.21 Internally the overall layout is not considered to be of interest, nor are any fixtures or fittings of note retained

6.22 Based upon the above, although characterful, Building 1 is not considered to be of any particular architectural or historic value, and is not considered to be commensurate with the heritage significance of a non-designated heritage asset, in the terms of the NPPF and PPG.

Building 2 – Outbuilding to the Rear of Padnell Grange

- 6.23 Building 2 comprises a single storey range, currently divided into two garages, to the west of the main Padnell Grange building. The south elevation is construction of red brick and flint, and this area of built form is thought to represent part of a building shown on the 1868-1878 Ordnance Survey Map.
- 6.24 The building has, however, been substantially altered in the late 20th century, latterly via conversion into garages.



Plate 23: South elevation of Building 2.



Plate 24: North elevation of Building 2.

Statement of Significance

- 6.25 Although Building 2 retains elements of 19th century fabric, the building as a whole is of little architectural or historic value, and is not considered to be commensurate with the heritage significance of a non-designated heritage asset, in the terms of the NPPF and PPG.

Building 3 – Eastern Range

- 6.26 Building 3 comprises the eastern range of the outbuilding complex, and is rather muddled in its inclusion of historic fabric and fittings as a result of large extent of reclaimed material. With regard to such material, as previously discussed, it is difficult to provide a definitive date and the provenance is

unknown.

- 6.27 A building is shown on the same footprint as the majority of Building 3 on the 1897 Ordnance Survey Map (shaded pink of Plate 25), and based upon cartographic sources such elements are considered to have been constructed between 1873 and 1897.

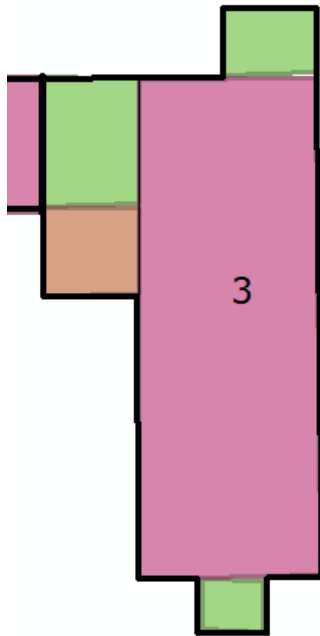


Plate 25: Phasing of Building 3.

- 6.28 The building is constructed of red brick and flint, in line with other 19th century built form within the Site; however, the overall external appearance displays a number of 20th century alterations, such as the eyebrow dormers.



Plate 26: East elevation of Building 3.

- 6.29 The central projecting entrance is also of a later date, as are the two porches at the southern and northern ends. The northern entrance includes carved wooden corbels and wooden door of some interest; however, their authenticity and provenance is unknown.
- 6.30 All windows are modern uPVC insertions; however, the style could be considered to be mid-late 19th century in date, with the wooden frames being of a high quality. Anecdotal evidence is that the frames were reclaimed from a building in Surrey during the mid-20th century.



Plate 27: Modern fabric in central entrance to Building 3.



Plate 29: Detail of carved corbel and door in the north porch.



Plate 28: Northern porch to Building 3.



Plate 30: Southern end and porch of Building 3.



Plate 31: Detail of fenestration openings on the north elevation of Building 3.

- 6.31 Internally, the building has a full height central atrium, with a staircase leading to the upper floor (set within in the eaves), with three divided spaces at ground floor. The current layout, in particular at ground floor level, is not reflective of a 19th century outbuilding nor is the fabric of the internal partitions. The presence of a doorway at first floor height may, however, represent a former opening into a hayloft and be contemporary with the construction of the building.



Plate 32: View south on the ground floor of Building 3.



Plate 33: View north on the ground floor of Building 3.



Plate 34: Central atrium and main entrance in Building 3.



Plate 36: View north on the first floor of Building 3.



Plate 35: Detail of roof structure in Building 3.



Plate 37: Possible hay loft door in the central atrium.

- 6.32 A review of the timber frame of the building exposed at ground floor and elements of the roof timbers suggest a possible 19th century date; however, many of the internal fixtures are reclaimed insertions and the roof structure has undergone substantial modernisation. With regard to the assessment of insertions as being 'reclaimed', this is as a result of a lack of cohesiveness in style and date of fixtures, their response to a later 20th century layout and departure from the historic use of the building.
- 6.33 Examples of reclaimed insertions include: high quality wooden doors with latches of a possible 18th or 19th century date; evidence of possible 19th century door and window frames; and possible early 20th century paneling.



Plate 38: Detail of wooden window frames.



Plate 39: Detail of partitions on the ground floor of Building 3.



Plate 40: Panelled room at the southern end of Building 3.

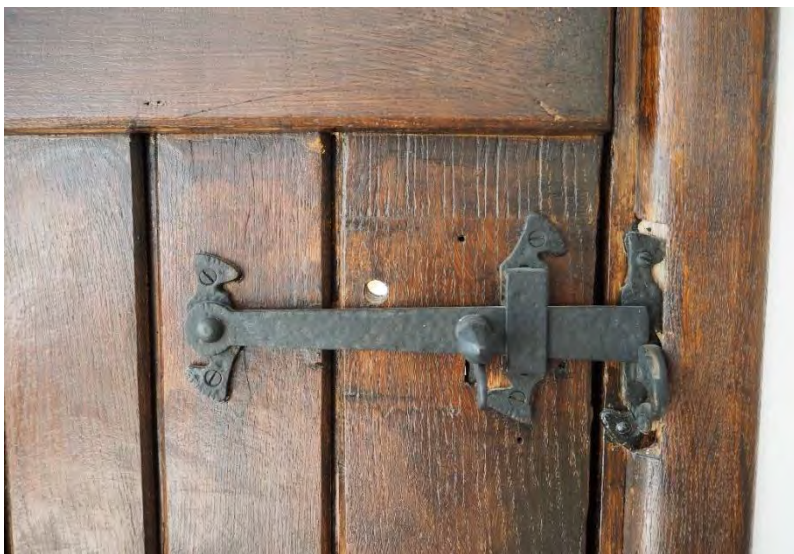


Plate 41: Detail of door and latch in Building 3.



Plate 42: Detail of door and latch in Building 3.



Plate 43: Detail of wooden door and unit on the ground floor of Building 3.

- 6.34 An unknown feature was also identified set in the ceiling of the atrium comprising a carved wooden rose with metal bars. Stylistically this would appear to be of a 19th century or earlier date, although its function or its previous function is unknown.



Plate 44: Detail of wooden carved rose in the ceiling of Building 3.

- 6.35 The northwestern section of the building where it abuts Building 4 is largely of a late 20th century date, and although reclaimed window units were noted, no features of particular interest were identifiable.

Statement of Significance

- 6.36 Although Building 3 retains elements of 19th century fabric, the building as a whole is of little architectural or historic value.

- 6.37 With regard to internal fixtures, these may be of some historic, evidential and aesthetic interest in their own right; however, with limited dating evidence and detail as to their provenance, such value is substantially eroded. It is not considered that there is any group value when considering the fixtures collectively or in conjunction with the overall building.

- 6.38 Based upon the above, it is not considered that Building 3 is commensurate with the heritage significance of a non-designated heritage asset, in the terms of the NPPF and PPG.

Building 4 – Northern Range

- 6.39 Building 4 forms the northern range of the outbuilding complex. Parts of the north elevation, constructed of rebrick and flint, is thought to represent built form shown on the 1897 Ordnance Survey Map, and based upon cartographic sources it is considered to have been constructed between 1873 and 1897.

- 6.40 The building has, however, been substantially altered, including the extensive rebuilding of the main body and south elevation, extensions to the north and west (shaded green on Plate 45), and total internal remodeling in association with its late 20th century use as laboratory.

- 6.41 As such, although the area shaded pink on Plate 45 represents the footprint of the building which correlates with that shown on the 1897, very little historic fabric associated with this date is considered to be retained.

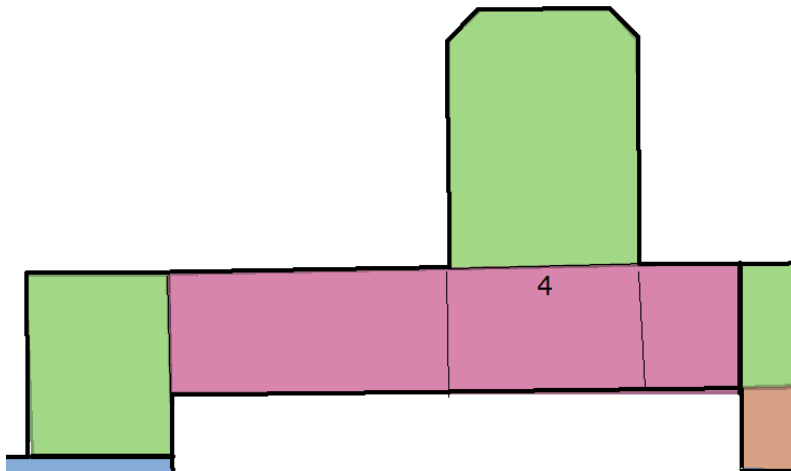


Plate 45: Phasing of Building 4.



Plate 47: Eastern end (red) the north elevation of Building 4.



Plate 46: Western end of the north elevation of Building 4.



Plate 48: South elevation (red) of Building 4.



Plate 49: Later northern extension to Building 4.



Plate 51: Interior of western end of Building. 4.



Plate 50: Interior of the northern extension to Building 4.



Plate 52: Interior of the central elements of Building 4.

- 6.42 No internal features or fitting of interest were noted during the site visit, nor is the layout considered to be representative of a 19th century date.

Statement of Significance

- 6.43 Although Building 4 retains elements of 19th century fabric, the building as a whole is of little architectural or historic value, and is not considered to be commensurate with the heritage significance of a non-designated heritage asset, in the terms of the NPPF and PPG.

Building 5 – Western Range

- 6.44 Building 5 forms the western range of the outbuilding complex, and comprises a large timber framed barn, which is considered to date to the 1860s-1870s, as it is depicted on the 1863-1873 Ordnance Survey Map (Plate 9), but not the earlier 1860 Enclosure Map (Plate 8).
- 6.45 The barn is positioned on a north/south orientation, with large double heightened openings on the east and west elevations, possibly indicative of use as either a cart or threshing barn.
- 6.46 The timber frame as a whole is simple in its construction, typical of an agricultural buildings of a mid-19th century date. The frame as a whole is atop of a red brick and timber base.
- 6.47 The south elevation of the building is clad in timber weather boarding, although such fabric is considered to be a later addition based upon its condition.

- 6.48 The west elevation is enclosed by red brick and flint, and includes a number of slit windows. Such fabric is thought to relate to the 19th century construction of the building.

- 6.49 The north and south elevations are enclosed with modern brick and breeze blocks, both being later insertions of no interest.

- 6.50 No internal features of note were recorded during the site visit.



Plate 53: East elevation of Building 5.



Plate 54: West elevation of Building 5.



Plate 56: View south in the interior of Building 5.



Plate 55: View north in the interior of Building 5.

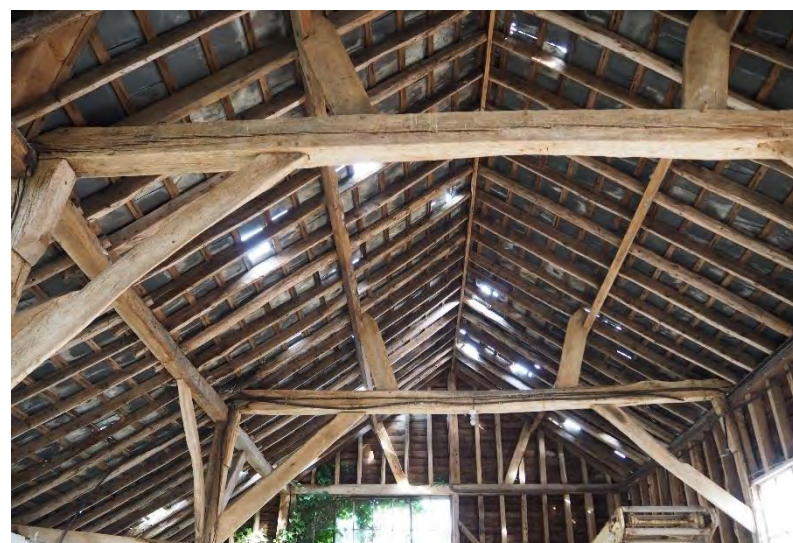


Plate 57: Detail of roof structure in Building 5.



Plate 58: West elevation of Building 5.



Plate 59: North elevation of Building 5.

Statement of Significance

- 6.51 Building 5 is considered to be of some evidential and historic value as an example of a 19th century timber framed barn, with such value principally attributed to the main frame of the building. That said the building does not represent a rare example, either nationally or locally, nor does it display any features of particular note or innovation.
- 6.52 The heritage value of the structure has also to some degree been eroded by later alterations.
- 6.53 Based upon the above, it is considered that Building 5 represents a non-designated heritage, of minor local value.

Building 6 – Southern Range

- 6.54 Building 6 forms the southern range of the outbuilding complex, with elements thought to date to the 1860s-1870s, as it is depicted on the 1863-1873 Ordnance Survey Map (Plate 9), but not the earlier 1860 Enclosure Map (Plate 8).
- 6.55 The range is primarily single storey in height, although the western end incorporates a two storey element, which may have operated as some form of dwelling based upon its style; although no chimney breast was noted during the site visit.
- 6.56 Evidence of 19th century fabric is evident within the western bay and along the north elevation, both of which are constructed of red brick and flint. The building has, however, been substantially altered, including extensions to the east and south (for use as laboratories), and extensive internally remodeling.



Plate 60: North elevation of the 2 storey element of Building 6.



Plate 62: Modern extensions to the south of Building 6.



Plate 61: North elevation of Building 6.



Plate 63: Interior of the 2 storey element of Building 6.



Plate 64: Interior of modern elements of Building 6.

- 6.57 No internal features or fittings of interest were noted during the site visit, and only minor elements of the layout are considered to be reflective of a 19th century date.

Statement of Significance

- 6.58 Although Building 6 retains elements of 19th century fabric, the building as a whole is of little architectural or historic value, and is not considered to be commensurate with the heritage significance of a non-designated heritage asset, in the terms of the NPPF and PPG.

Building 7 - Outbuilding

- 6.59 Building 7 was constructed between 1973 and 1989, and comprises a steel framed, rectangular outbuilding with single

skin brick elevations. The flooring is covered in red clay tiles, with the roof being corrugated asbestos sheeting.

Statement of Significance

- 6.60 Building 7 is not of any architectural or historic interest, and is not considered to represent a heritage asset.



Plate 65: View south within Building 7.

Building 8 - Outbuilding

- 6.61 Building 8 was constructed in the mid-20th century, present on the Site by the 1973 Ordnance Survey Map, and comprises a steel framed, rectangular outbuilding with single skin brick elevations.
- 6.62 Anecdotally, it is suggested that the building was utilised as a

'ballroom', with this correlating with the presence of parquet flooring (original location and date unknown) and faux Ionic columns around the steel stanchions.

Statement of Significance

- 6.63 Although eccentric in their style, the features within the building are not considered to be of any architectural or historic interest, nor is the composition of Building 8 as a whole. Building 8 is not considered to represent a heritage asset.



Plate 66: View north within Building 8.



Plate 67: Flooring in Building 8.



Plate 68: Detail of structure of Building 8.

Building 9 – Former Piggery

- 6.64 Building 9 is a former piggery constructed in the mid-20th century, present on the Site by the 1973 Ordnance Survey Map. The long rectangular building is constructed of redbrick with Crittall windows (where retained), and internally is divided by wooden stalls.
- 6.65 No features were of architectural or historic interest were identified during the site visit.

Statement of Significance

- 6.66 Building 9 is not of any architectural or historic interest, and is not considered to represent a heritage asset.



Plate 69: South elevation of Building 9.



Plate 70: View west of the interior of Building 9.

Building 10 - Outbuilding

- 6.67 Building 10 was constructed in the mid-20th century, present on the Site by the 1973 Ordnance Survey Map, and comprises a red brick, rectangular outbuilding with an asbestos sheeted roof. The building is divided into a number of spaces internally and are thought to be associated with the industrial use of the Site.
- 6.68 No features were of architectural or historic interest were identified during the site visit.

Statement of Significance

- 6.69 Building 10 is not of any architectural or historic interest, and is not considered to represent a heritage asset.



Plate 71: West elevation of Building 10.

Non-Built Elements of the Site

- 6.70 The remainder of the Site which surrounds the main Padnell Grange building and the outbuilding complex is primarily comprises lawned areas and car parking.
- 6.71 Key areas of design intent are located to the north and east of the main Padnell Grange building, with such areas established between the 1970s and 1980s, and include: a terraced area leading up to the turning circle in front of Building 1, and a former 'ornamental' garden area with late 20th century garden 'follies'.



Plate 72: Landscaped area to the east of Building 1.



Plate 73: Terraced area to the east of Building 1.



Plate 74: Decorative turning to the east of Building 1.



Plate 75: Landscaped area to the north of Building 1.

6.72 Such areas, both in terms of individual garden features and the overall landscaped composition, are not considered to be of any heritage interest.

6.73 No above ground remains of the former clay and tile works, as depicted on historic cartographic sources, were identifiable during the site visit. Below ground remains associated with the former brick and tile works may be present within the Site. If present, such remains are not considered to be of any particular heritage value or represent a constraint to development.

Statement of Significance

6.74 The grounds of Padnell Grange located within the Site are not considered to be of any particular historic, evidential or aesthetic value, and are not considered to be commensurate with the heritage significance of a non-designated heritage asset, in the terms of the NPPF and PPG.

6.75 It is, however, acknowledged that grounds provide the setting for the built form within it, however, this is considered to be of little interest in heritage terms when put into the context of the lack heritage value of the buildings themselves.

Heritage Assets Outside of the Site Boundary

6.76 There are no designated heritage assets within the environs of the Site, with nearest designated heritage asset to the Site is the Grade II* Registered Park and Garden of Leigh Park, located c.1.7km to the southeast. There is no intervisibility between the Site and the Registered Park and Garden, or other designated

heritage assets within the wider environs, nor are have any historic associative or functional connections been identified between the Site and such assets.

- 6.77 As such, it is not considered that the Site forms part of the setting of a designated heritage asset which contributes to its heritage significance.

7. Assessment of Harm or Benefits

- 7.1 This Section addresses the heritage planning issues that warrant consideration in the determination of planning permission for the residential redevelopment of the Site, in line with the proposals set out in [Section 3](#) of this report.
- 7.2 The Planning and Compulsory Purchase Act (2004) requires that planning applications are determined in accordance with the Development Plan unless material considerations indicate otherwise. The policy guidance set out within the NPPF is considered to be a material consideration which attracts significant weight in the decision-making process.
- 7.3 The NPPF states that the impact of development proposals should be considered against the particular significance of heritage assets, and therefore this needs to be the primary consideration when determining the proposed application. It is also important to consider where the proposals cause harm. If they do, then one must consider whether any such harm represents 'substantial harm' or 'less than substantial harm', in the context of Paragraphs 195 and 196 of the NPPF, for designated heritage assets and Paragraph 197 for non-designated heritage assets.
- 7.4 The current masterplan proposes the demolition of all buildings currently within the Site, and the subsequent comprehensive redevelopment of the Site as a whole, including construction of 86 dwellings, with associated highway and landscaping works.
- 7.5 As set out in [Section 6](#), it is considered that the only building within the Site which is considered to be commensurate with a non-designated heritage asset is Building 5.
- 7.6 The demolition of Building 5 should thus be considered in a balanced judgement against the public benefits of the proposed scheme in line with Paragraph 197 of the NPPF. Within this context, the limited overall heritage value of the building should be considered.
- 7.7 The demolition of the remainder of the buildings within the Site, due to their lack of heritage value, is not considered to trigger a Paragraph 197 judgement.
- 7.8 The gardens and other non-built elements of the Site are not considered to be of particular heritage value, nor are there any evidential remains of the former brick and tile works.
- 7.9 The removal of the current designed elements of the Site and the subsequent redevelopment is thus not considered to result in any impacts to any features of heritage value.
- 7.10 It should, however, be acknowledged that below ground remains associated with the former brick and tile works may be present within the Site. If present, such remains are not considered to be of any particular heritage value or represent a constraint to

development.

- 7.11 With regard to the wider historic environment, it is not considered that the Site forms part of the setting of any designated heritage assets which contributes to its heritage significance. Thus, the proposals will not result in a change that will cause harm to their significance via change in setting.

8. Conclusions

- 8.1 The Site contains a number of buildings, dating from the mid 19th to late 20th century, the most visually notable being the principal residential building known as 'Padnell Grange'. To the south is a grouping of outbuildings, formerly in agricultural and industrial use.
- 8.2 None of the buildings within the Site are statutory Listed, nor are they classified by Havant Borough Council as Locally Listed.
- 8.3 The majority of the Padnell Grange, including all built form, is currently allocated as part of the Havant Borough Local Plan (Allocations) adopted in July 2014 (Site Reference / Policy: W126). Information on the allocated area provided within the 2014 Local Plan does not identify the buildings within the Site as a 'known constraint' or that they require retention.
- 8.4 Overall, it is considered that the only building within the Site that is considered to be of heritage value commensurate with a non-designated heritage asset is the mid-19th century timber frame barn located within the outbuilding complex (Building 5).
- 8.5 The demolition of Building 5 should thus be considered in a balanced judgement against the public benefits of the proposed scheme in line with Paragraph 197 of the NPPF. Within this context, the limited overall heritage value of the building should be considered.
- 8.6 Buildings 1, 2, 3, 4 and 6 are considered to be of little architectural or historic value and are not considered to be commensurate with the heritage significance of a non-designated heritage asset. The demolition of these buildings is not considered to trigger a Paragraph 197 judgement.
- 8.7 Buildings 7, 8, 9 and 10 are not considered to be of any architectural or historic interest and are not considered to represent heritage assets. The demolition of these buildings is not considered to trigger a Paragraph 197 judgement.
- 8.8 The grounds of Padnell Grange located within the Site are not considered to be of any particular historic, evidential or aesthetic value, and are not considered to be commensurate with the heritage significance of a non-designated heritage asset. Thus, the redevelopment of the grounds is not considered to result in an impact to any features of heritage value.
- 8.9 With regard to the wider historic environment, it is not considered that the Site forms part of the setting of any designated heritage assets which contributes to its heritage significance. Thus, the proposals will not result in a change that will cause harm to their significance via change in setting.

Appendix 1: Proposed Site Layout



NOTES

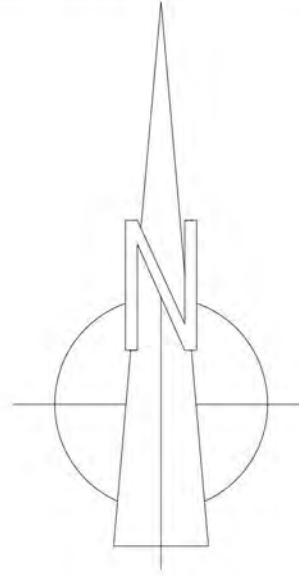
This drawing is the copyright of Thrive Ltd ©. All rights reserved.
Ordnance Survey Data © Crown Copyright. All rights reserved.
Licence No. 100007359. DO NOT scale from this drawing.
Contractors, Sub Contractors and Suppliers are to check all relevant dimensions and levels of the site and building before commencing any shop drawings or building work. Any discrepancies should be recorded to the Architect.
Where applicable this drawing is to be read in conjunction with the Consultants' drawings.

REV	DESCRIPTION	DATE	AUTHOR	CHK'D
A	Issued for Planning	29.01.19	MK	

KEY:

- Application Red Line
- Close Board Fence - Ref Boundary Materials
- Layout and details for detailed specification
- 1.8m Boundary Wall
- Garden Gate
- Root Protection Area
- Proposed Trees
- Existing Trees to be Retained
- BCP Bin Collection Point
- Bin Storage Area

NOTE: For Landscape/Boundary/Surface Materials Please Refer To Hard & Soft Landscape Drawings
NOTE: For specific location of retaining structures & steps please refer to engineers drawings.



scale 1:500
0 10m 20m 30m

PLANNING



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PROJECT

Padnell Grange,
Cowplain, Waterlooville

For: Bellway Homes Ltd (Wessex) & The Borrow Foundation Ltd

DRAWING

Coloured Site Layout

SCALE DATE AUTHOR CHK'D
1:500 @ A1 30/11/18 MK

JOB NO. DRAWING NO. REV
BELL170217 CSL.01 A

CLIENT REF.

PRIVATE							
House Type		Storey Height	No of Bedrooms	SqRt	SqM	No	Total SqRt
PC	Potter	2	2	769	71.4	6	4614
TA	Tailor	2	3	802	74.5	16	12832
TH	Thatcher	2	3	921	85.6	3	2763
CH	Chandler	2	3	951	88.3	9	8559
CA	Carver	2	3	951	91.1	3	2943
LA	Larch	2	3	1087	101.0	7	7609
SC	Scrivener	2	4	1214	112.8	1	1214
CU	Cutter	2	4	1335	124.0	7	9345
BO	Bowyer	2	4	1356	126.0	9	12204
TOTALS						61	62083

Private housing plot areas (sqft)	62083
Net developable area (acres)	4.400
Coverage sqft/acre	14110

AFFORDABLE RENTED							
House Type	Storey Height	No of Beds	SqRt	SqM	No	Total SqRt	
1B FOG	1B2P	1	1	538	50.0	1	538
1B FLAT	1B2P	1	1	538	50.0	6	3228
2B FLAT	2B4P	1	2	754	70.0	6	4524
S02	3B5P	2	3	955	91.5	1	955
S05	1B2P	2	1	595	54.3	2	1170
TOTALS					16	10445	

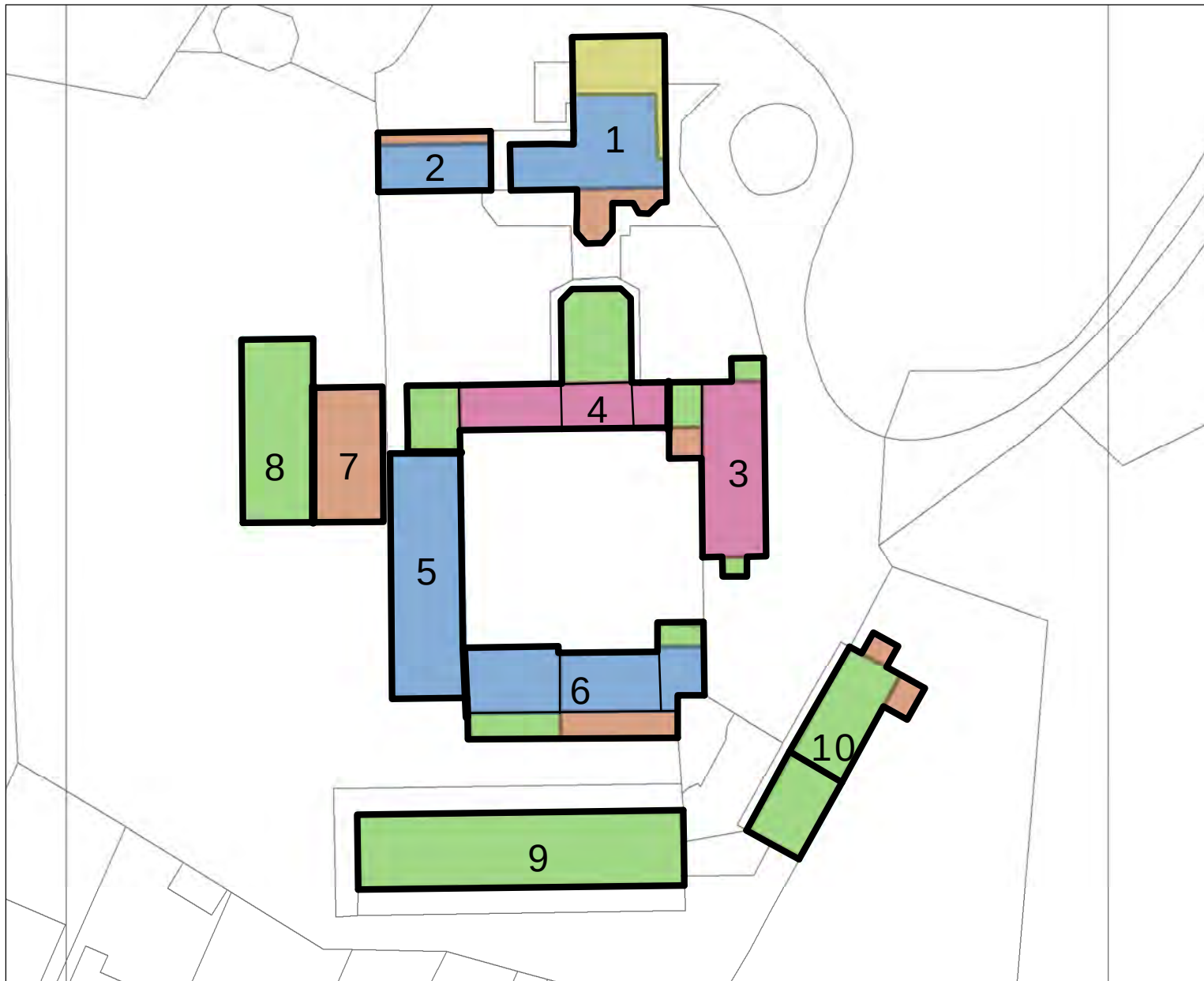
Affordable Rent Housing plot areas (sqft)	10445
Net developable area (acres)	0.400
Coverage sqft/acre	26113

SHARED OWNERSHIP							
House Type		Storey Height	No of Beds	SqRt	SqM	No	Total SqRt
			Bedrooms				
S01	2B4P	2	2	842	78.2	7	5894
S02	3B5P	2	3	985	91.5	1	985
S03	4B6P	2	4	1138	105.7	1	1138
TOTALS						9	8017

Shared Ownership Housing plot areas (sqft)	8017
Net developable area (acres)	0.403
Coverage sqft/acre	19593

SITE TOTALS		86	80545
Total Housing plot areas (sqft)		80545	
Total Net developable area (acres)		5.203	
Total Coverage sqft/acre		15480	

Appendix 2: Phased Plan of Buildings Within the Site



- Footprint as shown on 1868-1878 OS Map
- Footprint as shown on 1897 OS Map
- Constructed between 1973 and 1989
- Areas associated with the 1975 planning application
- Mid-20th Century (Present by 1971)

Revisions:
First Issue- 21/09/2017 HA

Phasing of Buildings Within the Site

Padnell Grange
Cowplain
Hampshire
PO8 8ED

Client: Bellways Homes Ltd. (Wessex)

Drawn by: HA

Approved by: HA

Date: 21/09/2017

Scale: 1:600 @ A4



0 40 Meters

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