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Site Address: Southleigh Park House, Eastleigh Road, Havant, PO9 2PE  
Proposal: Reserved Matters application for the scale and appearance of the development, the landscaping of the site and the layout of buildings pursuant to Planning Permission ref. APP/17/00863 (B) (Outline Application (All Matters Reserved except means of access) for the demolition of 1983 office building and associated brick and glass corridor link and development of up to 70 residential units, associated landscaping, parking and infrastructure works). Request to Discharge Condition 17 of Planning Permission APP/17/00863 (B) as amended by APP/21/01292 (Design Code) and Condition 26 of Permission APP/17/00863 (B) (viability assessment).

Application Type: Approval of Details/Reserved Matters  
Application No: APP/21/01451 Expiry Date: 28/04/2022  
Applicant: Bargate Homes Ltd and Vivid Housing Ltd  
Agent: Mr Andrew Elliott Case Officer: Arleta Miszewska  
Terence O'Rourke  
Ward: St Faiths

Reason for Committee Consideration: Departure from the Local Plan

HPS Recommendation: **GRANT APPROVAL OF RESERVED MATTERS**

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### **Executive summary**

The application site is located between Bartons Road, Horndean Road and Eastleigh Road. Immediately to the south of the site is a large area of parkland which originally formed part of Southleigh Park's wider estate. The site is predominantly surrounded by parkland, agricultural land and woodland, beyond which lies mixed use development associated with Havant and Emsworth.

The site comprises a number of historic buildings including the largest, Southleigh Park House, built in the mid 19th C for the site's original use as a stately home and parkland.

The entrance into the site is currently from Eastleigh Road although there are further access points further south which are currently not utilised.

In Planning Policy terms, the site lies outside the Urban Area Boundary and is within the Undeveloped Gap Between Settlements, namely Havant and Emsworth. Therefore, in accordance with Policy AL2 of the Havant Borough Local Plan (Allocations) and Policy CS17 (Core Strategy), the site is treated as within a countryside. However, the site features within the Council's Housing Delivery Position Statement as a site where the principle of housing development is accepted.

The application is a reserved matters application where the principle of residential development of up to 70 dwellings on this site served by three vehicular access points off Eastleigh Road has already been approved by planning permission reference APP/17/00863.

The application proposes a reduced number of dwellings (41) and seeks the approval of matters reserved by the outline permission, namely, the layout, scale, appearance

and landscape.

In the absence of an up-to-date development plan in respect of housing policies, the proposed development would deliver housing which would contribute towards an overall shortfall of supply as well as providing economic, social and environmental benefits.

The proposed development is considered to be of appropriate design and appearance. It would result in acceptable impact on the character and appearance of the area, including its landscape and historic setting. As such, the proposal complies with Policies CS11, CS16 and DM8 of the Havant Borough Local Plan (Core Strategy), Policy DM20 of the Havant Borough Local Plan (Allocations) 2014 and the National Planning Policy Framework (2023).

Subject to recommended conditions, the proposed development would not cause adverse impacts on biodiversity and would safeguard trees of amenity value on the application site thereby complying with Policies CS11 and DM8 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework (2023).

Subject to conditions recommended by Hampshire Highways as the Local Highway Authority, the development would not cause adverse impacts on the highway safety or operation of the local highway network, adequate levels of car and cycle parking provision to serve the development have been provided together with necessary infrastructure for refuse collection and as such the proposal complies with Policies CS16, CS20 and DM13 of the Havant Borough Local Plan (Core Strategy) 2011, the Havant Borough Parking SPD and the National Planning Policy Framework (2023).

The proposed development would be accommodated within the site in a manner that would not result in an undue loss of residential amenity or environmental impacts to the neighbouring properties. The proposed dwellings would meet the national standards for internal space, and would be served by adequate private gardens, car and cycle parking provision, in accordance with Policy CS16 of the Havant Borough Local Plan (Core Strategy) 2011, Policy DM18 of the Havant Borough Local Plan (Allocations) 2014, the Havant Borough Design Guide SPD and the National Planning Policy Framework (2023).

The proposed development would satisfactorily maintain the existing green infrastructure on site and would incorporate enhancements through additional planting, both within informal public spaces as well as residential gardens, therefore complying with the requirements of Policies CS11, CS13 and CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework (2023).

Appropriate drainage strategy has been provided for the development which has been approved by the Lead Local Flood Authority and which would ensure that there would be no risk to property or the environment. The proposal accords with Policies CS15 and CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework (2023).

The application is supported by a Viability Assessment demonstrating that it would not be viable to provide affordable housing on the site or off-site. At the time of writing this report, the Viability Assessment is being reviewed by an independent assessor to confirmation whether or not the conclusions of the Viability Assessment can be agreed and the lack of provision of affordable housing accepted. Should this be the case, the proposed development would be considered in line with Policy CS9 of the Havant Borough Local Plan (Core Strategy) 2011, the Havant Borough Housing SPD and the

National Planning Policy Framework (2023).

For the reasons set out in this report and subject to no objection from Natural England and the confirmation that a provision of affordable housing would make the proposed development unviable, officers consider the reserved matters application to be acceptable, having regard to national and local policies, and having taken all relevant material considerations into account. It is therefore recommended that consent be granted.

## **1 Site Description**

- 1.1 The application site is a rectangular shaped area of land located between Bartons Road, Horndean Road and Eastleigh Road. Immediately to the south of the site is a large area of parkland which originally formed part of Southleigh Park's wider estate. This is now proposed to form part of a strategic site for housing in the Council's Housing Delivery Position Statement (March 2022). The Spire Hospital and The Oaks Crematorium are located to the immediate north of the site on Bartons Road. The nearest residential properties are those to the north-east, on the northern side of Emsworth Common Road, those recently constructed off Bartons Road to the north-west, and the group of houses located alongside Eastleigh Road to the south-west.
- 1.2 The site is predominantly surrounded by parkland, agricultural land and woodland, beyond which lies mixed use development associated with Havant and Emsworth.
- 1.3 The entrance into the site is currently from Eastleigh Road although there are further access points further south which are currently not utilised.
- 1.4 The site comprises a number of historic Grade II listed buildings including the largest, Southleigh Park House, built in the mid 19th C for the site's original use as a stately home and parkland. Since the 1960's the site has operated as an employment site and a further office block was built to the north of the main house in the 1980's. To the west of the site is a large car park associated with the office use. The main house has undergone a full restoration in phases during the late 1990's and early 2000s to address the serious deterioration which had occurred.
- 1.5 The buildings are set in a wider area of parkland which also forms part of the application area. Immediately in front of Southleigh Park House there is a formal lawn area which forms its setting. There is a large ornamental pond in the south-western corner of the lawn. The remains of a smaller garden are located adjacent to the west wing of the main house. There are a number of large, specimen mature trees within the site which form part of the historic parkland and garden and date back to the mid to late 19th C. A Tree Preservation Order (TPO) applies to the site, principally to protect the ornamental specimen trees. There is also a large amount of overgrown vegetation as a result of the parkland being unmanaged since the office use has been in place. The southern boundary of the site which overlooks the proposed strategic site includes a variety of individual trees.
- 1.6 Along with the main house, there are several other Grade II listed buildings within the site including; the Main House West Wing, the Coach House, the Stable Block with Clock Tower, the Lodge, and the Dairy and Wood Store. The lodge is located in the north-west corner of the site and was previously a former gate house into the site.
- 1.7 The site is located within Flood Zone 1. It is also located in Source Protection Zone 1c (SPZ1c) for an essential public water supply source. The SPZ1c relates to subsurface

activity only, where the Chalk aquifer is confined and may be impacted by deep drilling activities. Subterranean activities may pose a risk to groundwater quality and the local public water supply source.

1.8 The site is also located within a sufficient distance for development to have potential adverse impacts on the below designated nature conservation sites in the Solent:

- Chichester & Langstone Harbours Special Protection Area (SPA)
- Chichester & Langstone Harbours Ramsar site
- Solent Maritime Special Area of Conservation (SAC)
- Solent and Dorset Coast Special Protection Area (SPA)
- Solent and Southampton Water SPA
- Solent and Southampton Water Ramsar
- Portsmouth Harbour SPA
- Portsmouth Harbour Ramsar
- Solent and Isle of Wight Lagoons SAC

1.9 In Planning Policy terms, the site lies outside the Urban Area Boundary and is within the Undeveloped Gap Between Settlements, namely Havant and Emsworth. Therefore, in accordance with Policy AL2 of the Havant Borough Local Plan (Allocations) and Policy CS17 (Core Strategy), the site is treated as within the countryside. However, the site features within the Council's Housing Delivery Position Statement as a site where the principle of housing development is accepted.

## **2 Relevant Planning History**

**APP/17/00863** - Hybrid Application - Full Application for change of use, alterations to and extension of existing buildings to 20 Residential units, (13 dwellings in the main house and 7 in other Listed Buildings) with associated landscaping parking and amenity space. Outline Application (All Matters Reserved except means of access) for the demolition of 1983 office building and associated brick and glass corridor link and development of up to 70 residential units, associated landscaping, parking and infrastructure works. (Granted consent 30.1.19)

A number of conditions required to be discharged prior to commencement of development have been applied for.

**APP/17/00864** - Listed Building Consent for alterations to and extension of existing buildings with associated landscaping, parking and amenity space to facilitate the change of use of the main house and other buildings to 20 residential units (13 in the main house and 7 in the other buildings) (approved 30.1.19).

Conditions required to be discharged prior to commencement of development have been discharged under separate submissions.

**APP/23/00871** - Listed Building Consent for alterations to and extension of existing buildings with associated landscaping, parking and amenity space to facilitate the change of use of the main house and other buildings to 20 residential units (13 in the main house and 7 in the other buildings). Minor revisions to previously approved listed building consent (APP/17/00864) (Current application under separate consideration).

**APP/23/00822** - Application for Non-material amendment to Planning Permission APP/17/00863 relating to the provision of alternative housing mix, associated external alterations, alternative parking layout and landscaping (Current application under separate consideration).

### **3 Proposal**

3.1 The application is a reserved matters submission, where the principle of residential development of up to 70 dwellings on this site served by three vehicular access points off Eastleigh Road has already been approved by planning permission reference APP/17/00863. This permission is a hybrid permission which granted:

1) a full planning permission for a change of use, alterations to and extension of existing buildings to 20 residential units with associated landscaping parking and amenity space, and

2) an outline planning permission for the demolition of the 1983 office building and associated brick and glass corridor link and development of up to 70 residential units, associated landscaping, parking and infrastructure works (all matters reserved except from access).

3.2 This application seeks the approval of matters reserved by the outline permission, namely, the layout, scale, appearance and landscape.

3.3 The application was submitted in 2021. Following negotiations with the LPA, an amended reserved matters scheme was submitted in October 2023. The revised scheme includes an alternative layout with a reduced number of dwellings (41 rather than 70) and a retention of greater number of TPO trees throughout the site.

3.4 The proposed internal road layout would incorporate a hierarchy of streets located within the application site that would serve the proposed dwellings. The road layout would include main roads leading off the access points into the site and then turning into secondary roads and private roads/shared drives serving more secluded groups of dwellings. There would also be pedestrian/cycle links through the site (north-south and east-west) to link the site with the wider highway network and the strategic Southleigh site.

3.5 The proposed layout would incorporate a mixture of detached, semi-detached houses, and a limited number of apartments in the form of flats over garages (FOG). The land immediately to the south of Southleigh Park House would remain undeveloped and would provide a communal open space. The existing pond to the west of the open space would also be retained.

3.6 The proposed dwellings and FOGs would be of traditional appearance. They would be served by car parking provision in the form of on-plot parking spaces, garages, and car ports. There would also be visitors parking spaces across the site. Cycle parking provision would be provided in sheds and cycle storages. There would also be on-plot waste and recycling facilities.

### **4 Policy Considerations**

4.1 The Development Plan for Havant Borough consists of the Havant Borough Local Plan (Core Strategy), the Havant Borough Local Plan (Allocations Plan), the Hampshire Minerals and Waste Plan and the Emsworth Neighbourhood Plan.

4.2 The following policies are particularly pertinent to the determination of this application:

National Planning Policy Framework

Havant Borough Council Housing SPD July 2011

Havant Borough Council Borough Design Guide SPD December 2011

Havant Borough Council Parking SPD July 2016

Housing Delivery Position Statement March 2022

**Havant Borough Local Plan (Core Strategy) March 2011**

CS9 (Housing)

CS11 (Protecting and Enhancing the Special Environment and Heritage of Havant Borough)

CS13 (Green Infrastructure)

CS14 (Efficient Use of Resources)

CS15 (Flood and Coastal Erosion)

CS16 (High Quality Design)

CS17 (Concentration and Distribution of Development within the Urban Areas)

CS20 (Transport and Access Strategy)

CS21 (Developer Requirements)

DM1 (Recreation and Open Space)

DM8 (Conservation, Protection and Enhancement of Existing Natural Features)

DM10 (Pollution)

DM13 (Car and Cycle Parking on Residential Development)

**Havant Borough Local Plan (Allocations) July 2014**

AL1 (Presumption in Favour of Sustainable Development)

AL2 (Urban Area Boundaries and Undeveloped Gaps between Settlements)

DM17 (Contaminated Land)

DM18 (Protecting New Development From Pollution)

DM20 (Historic Assets)

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

**Listed Building Grade: II**

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990

**Conservation Area: N/A**

**5 Statutory and Non Statutory Consultations**

**Building Control**

Initial response -Building Regulation consent will be required for this work; a Public Sewer enters the site (Lawn area Parcel 4); location of waste bins does not appear to be shown; some plots exceed fire hose lengths; no information regarding heating methods.

Final response - no further comments .

***Officer comments*** - *Officers note that waste and bin collection points have been shown on the latest revision. Hampshire Highways have made no adverse comments in this respect. Therefore, there is no reason to refuse this application on this basis.*

*Final comments from Hampshire Fire and Rescue are also awaited.*

### **CIL Team**

Initial response - comments in respect of CIL, s106 agreement and monitoring fees.

Final response - confirms that the Reserved Matters development would generate a liability of £288,719.06, based on 2023 CIL rates.

### **Conservation Officer**

The reserved matters application would result in less than substantial harm to the setting of the designated heritage assets however, this harm is mitigated through the sensitive design approach, so the level of harm is the lower end of the scale. Furthermore, the scheme results in the overriding public benefit of bringing the listed buildings back into use and protecting their longevity for future generations to appreciate.

**East Hampshire District Council** - no comments to make.

### **Ecology**

Initial response - the site as a whole is not of significant ecological value, containing a range of buildings of varying age alongside formal lawn areas and varied ornamental plantings and native woodland habitat but is of high importance due to its use by rare bat species including the very rare Bechstein's bat as well as Western Barbastelle and several other species; the proposals will entail the loss of significant numbers of trees and general vegetation as well as the introduction of artificial lighting; the submitted Ecological Assessment Revision 2 needs to be updated.

Interim response - further information on Bechstein's Bat is welcomed; sensitive lighting should be agreed to avoid potential impacts on bat populations, ecology should be one of the key drivers of landscape design; further landscape detail is awaited.

Final response - awaited

**Environment Agency** - no response received.

### **Environmental Health (air quality)**

Initial response - in terms of Condition 17 (design code), neither the design & access statement nor the design code specifically address sustainability or design features aiming to mitigate either direct or indirect development emissions (e.g. buildings, transport, energy); the development is highly permeable to pedestrians, which is both welcome, and supported on the grounds that it supports active & sustainable travel; concern over the lack of shared pedestrian/cycle routes, which either lengthens desire-lines for cyclists wishing to access the LCWIP key route 4, or encourages use of pedestrian surfaces - particularly for journeys south; the design documents do not address the requirements of Housing Delivery Position Statement (HDPS), Decision Making Principle (DMP) 5 f), electric vehicle charging which is considered inconsistent with the air quality policy aims to accept a design statement/code which does not address this important facilitation of the shift to low-to-zero emission vehicles; in terms of dwelling emissions, the design code does not address sustainability in either a general sense, or in terms of the requirements of DMP 5 i), local reduction in target dwelling emissions rate (DER), the applicant is encouraged to consider carbon & air pollutants holistically, prioritising measures which avoid or mitigate local combustion (e.g. electrical alternatives, heat recovery technology, or renewables such as solar thermal), or specify low-emission combustion appliances; the applicant should also consider specifying electrical dwelling appliances in preference to gas where possible;

it is considered inconsistent with the air quality policy aims to accept a design statement/code which does not address building sustainability in terms of the development contribution to local combustion emissions.

Final response - awaited

**Officer comments** - *Whilst comments from Environmental Health on the revised scheme are awaited, Officers note that the revised car parking plan shows the provision of electric vehicle charging points. The improved cycle/pedestrian connections through the site as well as onto the south of the site and the surrounding road network would facilitate walking and cycling, contributing towards a reduction of car trips and improving of air quality.*

### **Environmental Health (noise)**

Initial response - no objection; further information required in respect of the extent of the 3 metre high acoustic barrier, noise mitigation best practice, submitted noise contour mapping including the 3 metre high acoustic barrier, repair and management of the 3 metre high acoustic barrier, further data required to inform the noise measurement results; further mitigation measures for the external private amenity areas; Acoustic Design Statement should be provided; conditions (details of glazing and ventilation strategies; overheating assessment; noise impact assessment post validation testing; details of flooding or external lighting) and informatives (CEMP) recommended.

Final response - awaited

**Officer comments** - *the revised scheme is supported by a revised Noise Assessment. The Assessment indicates dwellings which may be affected by traffic noise in their external amenity areas. The Assessment recommends the provision of acoustic barriers in the form of 2m and 2.5m walls and 2m close boarded fences to be installed around the affected gardens. Officers recommend that the detail of the acoustic barriers is secured with a planning condition. This, together with the noise conditions originally recommended by the Environmental Health Team, would ensure that no adverse noise impacts are experienced in the private external amenity areas as well as in the habitable rooms of the proposed dwellings.*

### **Hampshire Fire and Rescue**

Initial response - comments in respect of appropriate access for firefighting, notes that some plots are in excess of 45 meters from the nearest suitable parking place for a Fire Service appliance which may lead to a difficulty in demonstrating compliance with Building Regulations, notes that some trees may encroach on some areas of the road layout where a minimum height clearance of 3.7m would be required for a Fire and Rescue appliance.

Final response - awaited (further information has been submitted to address the above comments)

### **Hampshire Constabulary**

Initial response - general comments in respect of defining spaces within the development, preventing access to elevations of dwellings, enclosing private space at rear of dwellings as well as semi-private spaces at front, the need for a defensible spaces; specific comments in terms of individual dwellings; a condition recommended (external lighting).

Final response - comments in respect of access to elevations of a number of dwellings



from the public realm; for Plots 6-8 a defensive planting should be placed along the length of the boundary treatment within the POS; a number of Flat Above Car Ports are shown within the development. Rear garden access for the adjacent premises is provided from the rear of the car ports. It is important that sufficient space is provided within the car ports to enable the rear garden to be accessed with a bicycle without motor vehicles being damaged; there are several areas of Public Open Space within the development, to reduce the opportunities for crime and disorder planting within the areas should be such that it does not obscure the natural surveillance from the nearby dwellings or the public realm, nor create a place within which a person might lie-in-wait unseen; external lighting for private roads and footpaths that must be used to access the front doors of dwellings should conform to the relevant sections of British Standard (BS) 5489-1:2020.

**Officer comments:** *Officers acknowledge that access to some elevations can be gained from public realm, in respect of dwellings on Plots 5 and 38, a boundary screening can be provided through the planning condition on the Outline Permission securing detailed soft and hard landscaping. Plot 6 has no ground floor window that could be accessed from the public realm, and Plot 22 would have a native hedge running alongside the exposed elevation.*

*In respect of Plots 6-8, boundary treatments consist of 2m high brick walls and 2m high close boarded fence which are considered to provide sufficient protection.*

*In respect of the access through the car ports, Plots 16-20, 28 and 29 would have no access through. Plots 30-31 and 32-34 would have access through, however bikes would not be stored in the car ports as these would be stored separately with an alternative access meaning that no access through the car ports would be necessary.*

*In respect of surveillance of public open spaces within the site and the landscaping, details of landscaping have been secured with a planning condition on the Outline Permission and will be considered separately.*

*In respect of detailed lighting scheme across the site, this has already been secured with a planning condition on the Outline Permission and will be considered separately.*

### **Hampshire Highways (LHA)**

Initial response - further information required in respect of road adoption, design of internal roads; visibility splays are not acceptable in a number of areas; triple tandem parking and the location of car parking space outside plot 57 are not acceptable; tracking required to demonstrate that car parking spaces are accessible; acceptable tracking required for refuse vehicle lack of no dropped kerb tactile crossing facilities across the site; Stage One Road Safety Audit required.

Interim response - further information would be required in respect of proposed ramps near access points; comments on width of internal spine road, public rights to pass and re-pass over the site; cyclist and pedestrian routes require improvements, in terms of connections, width and surface materials, etc. to ensure that there is not a reliance on using Eastleigh Road in order to access the wider walking and cycling network served from Bartons Road and Horndean Road; visibility splays are considered acceptable; comments about site drainage, land levels, landscaping not obstructing visibility splays; further information and improvements required to demonstrate acceptable tracking within the site; car parking provision in accordance with adopted standards, however, notes the presence of unacceptable triple tandem parking arrangements and the absence of dedicated car parking space for the maintenance of a sub-station.

Final response - no objection, subject to conditions (public right to pass through the development, widening of the footway link to a minimum of 2.5m from Plots 39-41 to connect to the proposed secondary cycle route, details of site levels, details of boundary treatment, details of surfacing materials, details of wayfinding facilities, the provision of hoggin route to the west of Plots 31-23, the provision of a street lighting strategy and plan for the site, details of drainage strategy and design, details of soft and hard landscaping, restriction of any planting height within visibility splays, details of crossing locations throughout the development including cycle access points, and details of how the Golpa gravel material will be retained so as not to enter the highway).

### **Hampshire County Council: Lead Local Flood Authority (LLFA)**

Initial response - detailed drainage strategy required comprising of drainage layout drawings indicating catchment areas, referenced drainage features, manhole cover and invert levels and pipe diameters, lengths and gradients; detailed hydraulic calculations for all rainfall events and exceedance plans demonstrating the flow paths and areas of ponding in the event of blockages or storms exceeding design criteria.

Interim response - a drainage layout, exceedance flood flow routing plan and addendum to the drainage strategy with hydraulic calculations have been provided, the details provided are acceptable; further information required in respect of exceedance flood flow routes where they appear to be directed towards properties. Would exceedance flows be contained by the kerb lines and what would happen if the kerbs do not contain the flows? The main areas of concern include the existing buildings in the centre of the site and also the buildings in the south-east corner.

Final response - updated details have been provided, namely the Surfacing Layout Rev PL4 and the Exceedance Flow Routes Rev PL3 from MJA Consulting, that now satisfy our earlier request for more information. The LLFA has no objection to the reserved matters application.

**Historic England** - no need to consult.

### **Housing**

Initial response - a residential development of 90 units comprising of a mix of 1, 2, 3, 4-bedroom homes would be expected to provide a minimum of 27 affordable units with a tenure mix of approximately 70%/30% split (rented/Shared Ownership) in favour of Affordable/Social Rented homes. Viability assessment should be independently reviewed as demand for affordable housing remains consistently high in the borough. Currently there are 1782 households registered on Hampshire Home Choice seeking rented accommodation in our area and of these 808 are waiting for a one-bedroom home, 566 for two bedrooms, 339 for 3 bedrooms, 69 for 4 or more bedrooms. In addition, a further 900+ households are registered with our Help to Buy Agency expressing interest in purchasing a low cost home ownership product in our area.

Interim response - a development of 41 unit should yield 12.3 affordable homes with a tenure mix of approximately 70%/30% split (rented/Shared Ownership) in favour of Affordable/Social Rented homes. Any viability assessment should be independently assessed.

**Officer comments:** *Officers acknowledge that the application is supported by a Viability Assessment which, at the time of writing this report, is being independently reviewed by Dixon Searle Partnership.*

## **Landscape**

No adverse comments.

## **Planning Policy**

Initial response - general comments on policy status; principle of development; development quality; density; trees and affordable housing; the principle of development on this site is acceptable, subject to the proposal meeting the detailed requirements of the development plan and the Housing Delivery Position Statement. In particular, a conformity checklist would assist with assessing whether the proposals comply with the requirements of Decision Making Principle 5. This will assist in providing justification from departure from the development plan.

## **Portsmouth Water**

No adverse comments on this application as there are no proposals for deep drilling and/or deep excavations which will impact the underlying Principal Aquifer. We support the use of shallow soakaways however, if the proposed drainage strategy is to deviate from this proposal we wish to be further consulted.

## **Southern Water**

Initial response - no objection; an application to Southern Water is required for a connection to a public foul sewer before implementing on site. The Council's technical staff and the relevant authority for land drainage consent should be consulted regarding surface water disposal. The applicant proposes to retain the SuDS within private ownership and maintenance. Hence, Southern Water would have no comments for condition relating to Suds Maintenance.

Final response - no objection; an application to Southern Water is required for a connection to a public foul sewer before implementing on site; the design of drainage should ensure that no groundwater or land drainage is to enter public sewers; the Council's technical staff and the relevant authority for land drainage consent should be consulted regarding surface water disposal; no comments for condition relating to SuDS Maintenance; Southern Water would have no comments to make with regards to conditions being subject of consultation.

## **Traffic Management Team**

A sum of £5000 (plus the costs associated with advertising the proposals and any works) estimated to be a maximum of £7000 in total, to be provided by the developer to be set aside from commencement to allow a TRO to be processed ending 5 years from practical completion of the development, to ensure that any parking from the development does not interfere with the capacity, operation or safety of the local highway network.

## **Tree Officer**

Initial response - an objection given the large scale loss of trees on site to facilitate this development which will negatively impact on the character of the area and the street scene. If the scheme proceeds then the Tree Protection Plan and Arboricultural Method Statement by Barrell Tree Consultancy is comprehensive and if followed correctly the trees to be retained should not be negatively impacted by the development.

Interim comments - objection; there will be significant negative impact to the tree stock on this site should development take place; the Council is now in possession of an improved scheme to the original, and if this reserve matters application is approved the site will be in a better position arboriculturally than with the previous submissions; one important example is the retention of a number of mature and important Yews to the

North East, where previously they were to be lost; while I am not able to support this scheme due to the negative arboricultural impact of development, I can advise that the Council is now in possession of the Barrel AIA and this AIA is fully compliant with BS:5837, conditions should secure the compliance with the Barrel AIA with a full AMS and supervision programme where works are being undertaken close to / or impacting on trees.

Final comments - objection on the basis of impacts on trees on site, however, recognises that this scheme would have less impact on the trees on site than the proposal approved under the Outline Permission for up to 70 dwellings. No objection to the revised Arboricultural Impact Appraisal and Method Statement by Barrell Tree Consultancy, which should be conditioned.

## **6 Community Involvement**

This application was publicised in accordance with the Council's Code of Practice for Publicity of Planning Applications approved at minute 207/6/92 (as amended), as a result of which the following publicity was undertaken:

Number of neighbour notification letters sent: 6

Number of site notices: 4

Statutory advertisement: 27/10/2023

As a result of a public consultation, 3 letters of objections have been received raising the following concerns:

### ***Highways issues:***

Eastleigh Road is too dangerous for children and their parents walking to school;

No consideration made for safe walking routes to both Warblington senior school and Emsworth primary school;

Increase of traffic along Eastleigh Road, including construction traffic, increase in traffic due to distance to nearest local facilities and services;

Concerns over safety on East Leigh Road, no traffic calming measures have been included in the new road layout to accommodate the increased traffic flow along East Leigh Road; East Leigh Road is a rat run; East Leigh Road has little or no verge on which the pedestrian can take refuge from the traffic, and to the northern half is flanked by high hedges and deep open drainage ditches; there have been several recorded accidents along this short stretch of road due to excessive speed and over-sized vehicles; drivers' anti-social behaviour; poor condition of the road; pedestrian safety concern, including children walking to school;

***Officer comment:*** *These concerns are addressed in the "Impact on highway safety, car parking provision and waste arrangements" section below.*

### ***Surface water flooding:***

Eastleigh Road is prone to surface water flooding, it becomes more dangerous when flooded;

No consideration of surface water from the development site flooding onto Eastleigh Road which has no capacity for further surface water; surface water should be directed to existing ditch to the east of the site; The drainage ditch alongside East Leigh Road is neither maintained or serviced by the local council which means that this ditch and associated culverts regularly become blocked by rubbish and fallen leaves which then caused the water to cascade down the highway;

The management of water within the lake and a guarantee that the additional capacity of the lake, if breached, will not follow the route of the former Victorian outflow remains a major concern to those of us who live directly below the development;

**Officer comment:** *These concerns are addressed in the "Foul and surface water drainage" section below.*

**Impact on trees and ecology:**

Loss of trees will have negative impact on wildlife and endangered species;

Insufficient ecological studies undertaken to assess negative impacts ;

**Officer comment:** *Concerns over impacts on trees are addressed in the "Design (scale, layout, appearance, landscaping) and impact on heritage assets" section below. Concerns over impacts on wildlife are addressed in the "Ecology on site" section below.*

## **7 Planning Considerations**

### **7.1 Background**

### **7.2 Outline planning permission and definition of reserved matters**

7.3 Outline planning permission was approved on 30 January 2019 for residential development of up to 70 dwellings with associated landscaping, parking and infrastructure works. Access details were approved at that stage leaving appearance, landscaping, scale and layout reserved. This application relates to the aforementioned reserved matters.

7.4 The Town and Country Planning (Development Management Procedure) (England) Order 2015 (DMPO) defines what each of the reserved matters means and these are as follows:

Appearance - means the aspects of a building or place within the development which determines the visual impression the building or place makes, including the external built form of the development, its architecture, materials, decoration, lighting and texture;

Landscaping - in relation to a site or any part of a site for which outline planning permission has been granted, means the treatment of land (other than buildings) for the purpose of enhancing or protecting the amenities of the site and the area in which it is situated;

Layout - means the way in which buildings, routes and open spaces within the development are provided, situated and orientated in relation to each other and to buildings and spaces outside the development;

Scale - except in the term "identified scale", means the height, width and length of each building proposed within the development in relation to its surroundings, and

Access - means the accessibility to and within the application site, for vehicles, cycles and pedestrians in terms of the positioning and treatment of access and circulation routes and how these fit into the surrounding access network.

- 7.5 For avoidance of doubt, planning permission has already been granted for the erection of up to 70 dwellings on the site including details of access. Therefore, only a reserved matter issue can be considered at this stage, including appearance, landscaping, layout and scale.
- 7.6 *Details of relevant outline planning permission conditions and obligations secured with an associated Legal Agreement*
- 7.7 The outline planning permission includes a number of conditions for discharge by the LPA. Of particular relevance to the main issues detailed in the report, Condition 17 requires a Design Code (specifying principles for the built form of key character areas within the site as well as details of soft and hard landscaping) to be submitted to and approved in writing prior to the submission of the Reserved Matters Application, and Condition 26 requires that the application is supported by a Viability Assessment.
- 7.8 Furthermore, Condition 12 secures an appropriate size of garages/car ports and their use for car parking only. Condition 13 removes permitted development rights for the conversion of garages to habitable accommodation. Conditions 15 and 16 remove permitted development rights for any extensions, buildings, structures and roof alterations to the proposed dwellings. Condition 19 requires the development to proceed in accordance with the ecological mitigation, compensation and enhancement measures detailed within the Ecological Assessment (ECOSA, March 2018) and ensures that these measures are retained and maintained. Finally, Condition 27 prevents any tree removal on the site before the Reserved Matters Application is approved.
- 7.9 Further Conditions 6, 8, 10, 11, 14, 20, 24 and 25 imposed on the Outline Planning Permission require that, prior to commencement of development on site, the following detail is approved by the LPA:
- a specification of the materials to be used for the surfacing of all open parts of the site proposed to be hardsurfaced (including semi-permeable materials) and a programme for their phased implementation;
  - a landscape strategy plan showing all trees to be removed, retained and new trees to be planted including specific locations, species and root protection area;
  - the layout, depth and capacity of all foul and surface water drains and sewerage disposal including proposed to serve the same, the treatment of existing water courses and ditches and details of any other proposed ancillary drainage works/plant (e.g. pumping stations);
  - contractors' vehicle parking during site clearance and construction of the development and a material storage compound;
  - a programme for the phased implementation of the car parking, servicing and other vehicular access arrangements;
  - contaminated land assessment;
  - a detailed soft landscaping scheme for all open parts of the site not proposed to be hardsurfaced; and

- a method statement for the protection of listed structures from demolition and development on site to ensure both safety and stability.

7.10 Furthermore, Conditions 4, 5, 7, 9, 18, 21 and 22 imposed on the Outline Planning Permission secure the below detail to be submitted to and agreed by the LPA at a later stage:

- samples and details of all external roofing and external facing materials;
- finished levels of both the ground floors of the proposed buildings and the surrounding ground levels in relation to existing ground levels;
- details of screen walls, fences, hedges and other means of enclosure;
- external lighting;
- details and specifications of all windows and doors on new buildings;
- contaminated land verification report; and
- a desk based study to assess the likelihood of the presence of historic unexploded ordnance (UXO) or bombs (UXB).

7.11 In addition to the conditions, the outline permission was granted subject to a legal agreement. The legal agreement contains the following developer's obligations which are relevant prior to commencement of any development on site:

- details of Management Company for the management and maintenance of common parts within the site;
- details of costs of construction SUDs, the provision of Bond or a Cash Deposit for the construction of SUDs;
- enter into a Highway Agreement with the Highways Authority in respect of highways works; and
- to pay the first instalment of the relevant contribution towards the Solent Recreational Mitigation Strategy.

7.12 Furthermore, in line with the legal agreement, the below aspects are to be dealt with at later stages of the development:

- if payable (subject to Viability Assessment), Affordable Housing contribution should be paid;
- a Management Plan for the management and maintenance of common parts, including soft landscaping;
- a Travel Plan to be submitted to and approved by the LPA, and to appoint a Travel Plan Co-Ordinator;
- highways works as agreed by the Highways Authority to be completed;
- to pay the second (final) instalment of the relevant contribution towards the Solent Recreational Mitigation Strategy.

7.13 It also has to be noted that the legal agreement has secured a development phasing relevant to the construction of the dwellings under the Reserved Matters Applications and the conversion of the existing listed buildings on site (relevant to the Full Planning Permission and the associated Listed Building Consent) to ensure that the conversion works of the Listed Buildings are prioritised over the new build. Whilst the developer may carry out some new build works while carrying out the conversion works, these are restricted to a specific total of a gross internal area.

#### 7.14 **Application Assessment**

7.15 Having regard to the relevant policies of the development plan, the planning history of the site and all other material considerations, it is considered that the main issues

arising from this application are:

- (i) Principle of development
- (ii) Design (scale, layout, appearance, landscaping) and impact on heritage assets
- (iii) Impact upon residential amenity
- (iv) Impact on highway safety, car parking provision and waste arrangements
- (v) Ecology on site
- (vi) Impact on nature conservation sites and nutrient neutrality
- (vii) Foul and surface water drainage
- (viii) Housing mix
- (ix) Affordable housing provision
- (x) Community Infrastructure Levy

(i) **Principle of development**

- 7.16 The principle of residential development comprising up to 70 dwellings was established on the site under outline planning consent APP/17/00863, granted on 30th January 2019, which also established means of access to the site.
- 7.17 No parameter plans have been approved at the outline stage to direct the detail of the proposed development, in respect of matters relevant to appearance, landscaping, scale and layout. Also, no specific conditions were imposed to set out specific expectations in relation to these matters.
- 7.18 The NPPF requires Local Planning Authorities to identify a five year supply of specific deliverable sites to meet housing needs. In addition, and in line with the Housing Delivery Test published in February 2021, a 5% buffer should be added to the borough's supply. At the current time the council is unable to demonstrate that it has 5 years' worth of deliverable sites. This means that policies relating to housing delivery in the Borough's adopted Local Plan and are currently considered to be out of date.
- 7.19 Therefore, planning applications have to be considered in line with paragraph 11(d) of the NPPF which states that where relevant policies are considered out of date permission will be granted unless the application of policies in the Framework (NPPF, 2023) that protect areas or assets of particular importance provides a clear reason for refusing the development proposed, or any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole .
- 7.20 Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 places a duty on Local Planning Authorities in considering whether to grant planning permission for development which affects a listed building or its setting to have special regard to the desirability of preserving a listed building, or its setting, or any features of special architectural or historic interest it possesses.

(ii) **Design (scale, layout, appearance, landscaping) and impact on heritage assets**

- 7.21 As stated above, the application was submitted in 2021. Following negotiations with the LPA, an amended reserved matters scheme was submitted in October 2023. The revised scheme includes a reduced number of dwellings, from 70 to 41, an alternative layout and a greater number of retained trees on site.
- 7.22 The application is supported by a Design Code which has been prepared to demonstrate how the proposed development follows the design parameters approved



through the Outline Planning Permission and how the development would respect the historic context of the application site. The principles set out in the Design Code are considered acceptable, therefore condition 17 on the Outline Planning Permission is discharged.

- 7.23 As established at the Outline Application stage, the site is heavily constrained with the presence of historic buildings and mature trees which contribute towards the visual amenities of the site and beyond. The Design Code recognises this and ensures that development is respectful of its context.
- 7.24 The Design Code divides the entire site into 3 character areas, with each having its own development density, buildings heights and palette of external materials.
- 7.25 The proposed layout includes a hierarchy of streets, including primary access roads, internal streets and private drives which provide access onto a small number of dwellings. There would also be elements of shared spaces for pedestrians, cyclists and cars. The different nature of the routes would be defined by different types of hard-surfacing materials. The layout also offers pedestrian links north-south and west-east achieving a good permeability within the site. The layout of individual dwellings has been altered during the lifetime of the application and the number of dwellings significantly reduced to achieve a more successful spatial orientation with the site - for example in relation to the streets, the green spaces, to facilitate a robust and meaningful soft landscaping and, most of all, to avoid impact on trees.
- 7.26 The open space in front of the Southleigh Park House would be maintained and the proposed dwellings to the west and east would face onto the open space and would frame the view of this important heritage asset from the south. This part of the site would have a very loose grain with a low density that would create a more rural edge character.
- 7.27 The central parts of the site would contain new buildings that would be in close proximity to the Grade II listed Stables and Coach House, which once were the service buildings. The layout in this part of the site would resemble a courtyard arrangement and would include Flats above Garages, with elements of a utilitarian look.
- 7.28 The northern part of the site would contain dwellings positioned in a more traditional arrangement with dwellings fronting onto and overlooking the streets or the public spaces, and gardens backing onto other gardens or existing trees.
- 7.29 The proposed scale of the development has been informed by the historic context of the site and would predominantly include 2 storey dwellings with some 2.5 storey buildings in key locations. This would respect the character of the existing buildings on the site.
- 7.30 In terms of landscape, the proposed soft landscape strategy would soften the appearance of the built form and would create an overall verdant character on the site.
- 7.31 In terms of accessible open space, in addition to the amenity area located to the south of the Southleigh Park House, the areas adjacent to the northern, eastern and western boundaries of the site would be landscaped and would provide an informal open space. As such, the proposal would satisfactorily maintain the existing green infrastructure on site and would enhance it with the addition of new planting, both within informal public spaces as well as residential gardens. There would also be a pedestrian/cycle route running west-east within the northernmost part of the site. A pre-commencement condition (24) on the Outline Planning Permission secures the

details of soft landscaping scheme together with its implementation and replacement over the following 5 years. Moreover, a management of the soft landscaping has been secured with the associated legal agreement (management of common parts). These details have to be provided before development commences on site.

- 7.32 In terms of hard surfacing across the entire site, a surfacing plan has been submitted indicating the detail of some hard-surfaces on the site. However, the plan does not show the exact detail specification of all the materials to be used for the surfacing and no programme for their phased implementation has been proposed. Therefore, condition (6) on the Outline Planning Permission which secures this detail remains to be discharged.
- 7.33 In terms of appearance, the proposed dwellings would have a traditional appearance with pitched roofs, casement windows and frontage setting. A number of dwellings would feature porches, gabled timber canopies as well as scalloped roofed canopies on ornate metal support posts. The main external material would be red brick. There would also be an element of grey brick on key landmark buildings. Contrasting colour brick would be used for quoining, window surrounds and head detailing. The roofs would have red/brown tiles or grey slate. It is important to note that the details of all external roofing and facing materials, including samples, have been secured with a condition (4) on the Outline Planning Permission. Any proposed external materials will be expected to be contextually appropriate.
- 7.34 Furthermore, details of screen walls, fences, hedges and other means of enclosure have also been secured with a condition (7). This detail has not yet been provided. However, it will have to be agreed before construction of buildings on site commences. Furthermore, condition 18 on the same consent secures details and specification of all windows and doors on new buildings. This information will have to be submitted and agreed with the Local Planning Authority prior to any above ground construction taking place on site.
- 7.35 The Council's Conservation Officer has noted that the significant reduction in unit numbers would have positive impacts in terms of the density of new development surrounding the listed buildings and the retention of a greater number of trees on site therefore retaining the parkland and verdant character of the original Southleigh Park estate. The proposed palette of external materials is considered to be acceptable.
- 7.36 However, a concern has been raised over the detailed design of Plot 25. It has been noticed that the plot accommodates a large house that would feature blocked up windows which are a pastiche feature that is not overly successful and unbalances the front elevation. In light of this property being the largest in the development and, visually, in a close proximity to Southleigh Park House and also fronting onto the lawn of Southleigh Park House, it is considered necessary to require that the design of the house is revised. This is secured with an appropriately worded planning condition.
- 7.37 Subject to the above condition, it is concluded that, in terms of impact on the heritage assets, less than substantial harm would occur as a result of this development. This harm is mitigated through the design approach and the scheme's overriding benefit of bringing the listed buildings back into use and protecting their longevity.
- 7.38 In terms of trees on site, condition 8 on the Outline Planning Permission secured a landscape plan showing all trees to be retained, removed, and new trees to be planted. Throughout the course of the application, the detailed proposal has changed and so has changed the impact on the trees on site. A final consultation response from the Tree Officer confirms that, whilst the scheme would result in an impact on trees on

site, this impact would be significantly less than the impact that could occur from the consented scheme for up to 70 dwellings. As the final scheme would have a lesser impact, it is considered to be an improvement and therefore it is acceptable.

- 7.39 In light of the above and subject to an additional condition securing the detailed design of the dwelling on Plot 25, the proposed development is considered to be of appropriate design and appearance. It would result in acceptable impact on the character and appearance of the area, including its landscape and historic setting. As such, the proposal complies with Policies CS11, CS16 and DM8 of the Havant Borough Local Plan (Core Strategy), Policy DM20 of the Havant Borough Local Plan (Allocations) 2014, the Council's Design SPD and the National Planning Policy Framework (2023).
- 7.40 As a result, insofar as the statutory duties imposed by Section 66 of the Planning Act (Listed Buildings and Conservation Areas) Act 1990 are engaged, their objective of preserving historic buildings or their setting or any features of special architectural or historic interest which they possess are satisfied.

(iii) **Impact upon residential amenity**

- 7.41 The proposed development would largely be contained within its own area with proposed dwellings being located sufficient distance away from existing neighbouring dwellings not to cause any demonstrable harm to their amenities, including privacy, outlook and light.
- 7.42 The existing buildings on the site would be converted to apartments and would be in a close proximity to some of the proposed new dwellings. In particular, Plot 29 would be located close to the Stables. The northern elevation of the Stables and southern elevation of the FoG in Plot 29 would have clear windows. However, as they would be at an oblique angle to each other, this relationship does not cause concern over privacy and is considered acceptable. The constraints of the site, namely the presence of listed building and trees covered with a Tree Preservation Order, has to be acknowledged in considering the detailed aspects of the proposed scheme.
- 7.43 As to the quality of residential amenity offered to the prospective occupiers, the proposed dwellings would achieve the internal space standards required by the national guidance. They would also be served by gardens that would offer an acceptable private amenity space with most gardens achieving 10m in depth. In addition, the development site offers formal and informal open space for the prospective residents to enjoy.
- 7.44 The dwellings would benefit from car parking provision in the form of detached or integral garages, or car ports, and or allocated, off-road car parking spaces. There would also be appropriate storage facilities for cycle parking and refuse/waste and recycling bins.
- 7.45 Through avoidance of habitable room windows within side elevations at first floor level, the development would avoid any harmful overlooking between the properties. Back-to-back and back-to-side distances are considered acceptable and would ensure adequate level of privacy within the dwellings and their gardens. Instances of shorter back-to-back distances between some FoGs (for example between Plots 30-31 and 32-34) and FoGs and existing buildings (for example Plot 28 and the Stables) are noted. These are 16m where 20m would normally be required. Whilst this is a weakness in the design, as stated above, the site constraints have great impact on the final layout and how close to each other buildings are situated. In this instance, it is

considered that a further loss of trees would not be desirable, and this attracts significant weight in justifying the resultant relationship between the buildings.

- 7.46 The Environmental Health Officer has reviewed the proposals in terms of traffic noise impacts from the adjacent roads. In order to avoid excessive noise levels in habitable rooms, a condition is recommended to secure details of windows and ventilation strategies. Another condition is also recommended which requires the provision of appropriate temperature control measures to avoid overheating, in particular during periods where windows cannot be opened for any reasonable length of time due to external traffic noise levels.
- 7.47 A condition requiring details of any external lighting has been also recommended by the Environmental Health Officer, however, it is noted that such condition already exists on the Outline Planning Permission, therefore it is not necessary to impose it again.
- 7.48 In light of the above considerations, subject to the conditions mentioned above, Officers conclude that the proposed development would provide an acceptable standard of residential environment through the provision of adequate internal space standards, private outdoor space, communal amenity space and an acceptable level of residential amenity in terms of light, outlook and privacy. Therefore, the proposed development meets the requirements of Policy CS16 of the Havant Borough Local Plan (Core Strategy) 2011, Policy DM18 of the Havant Borough Local Plan (Allocations) 2014, the Havant Borough Design Guide SPD and Decision Making Principle 5 of the Housing Delivery Position Statement, and specifically points g) and h).

(iv) **Impact on highway safety, car parking provision and waste arrangements**

- 7.49 The starting point in considering highway matters is that the highway safety and vehicular access into the site together with the sustainability and connectivity of the site onto the wider highway network and facilities have been assessed and considered acceptable at the outline planning application stage. Therefore, in respect of this proposal, the main consideration in terms of highways is the details of the internal road layout, including car and cycle parking provision and the pedestrian and cyclists' infrastructure provision.
- 7.50 As approved by the Outline Permission, the site would be accessed via three separate vehicular accesses onto Eastleigh Road. The associated legal agreement has secured the provision of a Travel Plan (to reduce the reliance on the use of the private car and to encourage the prospective occupiers to use alternative transport modes) and highways improvement works including, inter alia, widening of the existing central island at junction of Bartons Road and Eastleigh Road, alterations to the existing traffic island arrangements, the provision of new 3m wide shared cycle way and footpath along the south side of Bartons Road, and also a new 3.5m wide footway along Horndean Road.

**Internal Road Layout**

- 7.51 In terms of the internal road layout, the northern access onto the site would provide vehicular access through to the south-eastern corner of the site as well as to the northern parts. The central access point would service the properties located within the central/western parts of the site. The southern access would provide vehicular access for a group of properties located within the south-western part of the site. The surfacing of the roads would include a mixture of asphalt, retained existing tarmac and

permeable and non-permeable block paving of different colours to differentiate between the primary and secondary routes. In addition, there would be pedestrian and cyclists routes providing further connections between the different groups of buildings within the site as well as beyond the site, including onto the south of the site.

- 7.52 The applicant has confirmed that the internal roads would be privately owned and managed by a Management Company, rather than being adopted and managed by the Hampshire Highways.
- 7.53 Hampshire Highways as the Local Highway Authority has made a series of comments on the proposals throughout the course of the application. As a result, the proposal has been significantly altered and technical aspects improved, such as vehicle tracking for different vehicles including a fire tender, visibility splays, the relationship between roads and buildings and car parking spaces.
- 7.54 Hampshire Highways does not raise objection to the internal layout, subject to conditions securing further details, including surface design around particular buildings, car parking bays and parking laybys, and detail of final land levels across the site. Further information in respect of a street lighting and drainage strategy has also been requested. However, this has already been secured with appropriate conditions on the Outline Permission.

#### Car parking

- 7.55 In accordance with Havant Borough Council's adopted parking standards, 94 allocated parking spaces are required, with a further 8 spaces provided for visitors. The revised car parking plan demonstrates that the scheme would provide 111 allocated car parking spaces and 12 visitor spaces. As a result of Hampshire Highways comments, a range of highways improvements have been made, including a widening of the access road linking the south-eastern corner of the development. In order to achieve this requirement, 2 visitor car parking spaces had to be removed, reducing the total number of visitor spaces from 14 to 12 across the entire site. However, as the overall car parking provision for the site remains in excess of the adopted car parking standards, the reduction of visitor's spaces by 2 is considered acceptable.
- 7.56 Hampshire Highways have noted that the dwellings in Plot 1 and 2 are provided with triple tandem parking, which is not considered acceptable and therefore the third space on site is not counted towards the car parking provision on site resulting in an under-provision for those two Plots. In this instance, Hampshire Highways also notes that, should this under-provision result in parking on the highway near the two Plots, this could restrict the access for larger vehicles, in particular to the plots located to the north of Plot 1 and 2. Whilst it is noted that there is an overprovision of visitors car parking within the site, which is sufficient to cater for the identified under-provision for Plots 1 and 2, should there be a need to park a vehicle on the road it is accepted that this could lead to a safety concern. To avoid this scenario, Officers recommend a condition that would require the applicant to provide details of measures to prevent parking of cars near the two Plots in a manner that would create a potential conflict with larger vehicles.
- 7.57 Hampshire Highways has also requested that a car parking space is provided in connection with the proposed sub-station, which has not been demonstrated on the revised plan. Hampshire Highways has left the consideration of this matter to the Local Planning Authority. Officers note that whilst the lack of provision of a dedicated car parking bay for the sub-station would result in an under-provision, the need for such space would only be occasional and on a short-term basis. It is not considered that the

current arrangement would result in a severe impact on the safety of the highways and therefore would not justify a planning refusal.

- 7.58 It is noted that the highways changes incorporated across the site have changed the relationship of the proposals with the existing trees on site. The revision is supported by an updated Arboricultural Impact Appraisal and Method Statement, which has been reviewed by the Council's Tree Officer. The Tree Officer recognises that the Reserved Matters scheme under consideration would cause significantly less impact on the trees on site than the Outline scheme which granted planning permission for up to 70 dwellings. In light of this, there is no objection to the updated Arboricultural Impact Appraisal and Method Statement which ensures the best possible outcome.

#### Pedestrian and cyclist provision

- 7.59 Throughout the course of the application, in addressing comments from Hampshire Highways, numerous changes to the cyclist and pedestrian infrastructure have been made to provide a high degree of permeability across the site and to facilitate future wider connections.
- 7.60 The scheme under consideration provides the following:
- a cycle route at the north of the site connecting Horndean Road with Eastleigh Road,
  - a pedestrian and cycle route leading west-east within the southern parts of the site,
  - a north-south connection running within the eastern parts of the site, and
  - a north-south connection running within the western parts of the site.
- 7.61 The provision of the cycle route within the western parts of the site is of particular importance in offering cyclists an alternative route to Eastleigh Road, which is not considered conducive to supporting on road cycling for all users. Hampshire Highways has raised concerns over the convenience of this cycling route within the western parts due to intervening buildings resulting in a route that is not direct and too narrow at some points. Recognising the existing constraints on this site, namely the presence of historic buildings and mature trees, Hampshire Highways has not objected to this route subject to a condition that a provision of an alternative route running to the west of Plots 31 and 32 would be explored by the application.
- 7.62 Comments from the Traffic Management Team on the original submission for 70 dwellings, requesting a financial contribution towards a Traffic Regulation Order within the site, are noted. However, Officers also note that the Traffic Management function has now moved onto Hampshire Highways, who have provided more recent comments on the reduced 41 dwelling scheme and have not made such a request. Moreover, these type of contributions are normally secured at an Outline stage rather than through Reserved Matters; moreover, the development meets the standards for car parking set out in the Council's Parking SPD. Therefore, Officers conclude that a financial contribution towards a Traffic Regulation Order within the site cannot be justified in this case.
- 7.63 In response to public comments not addressed above, Officers emphasis that the Hampshire Highway is responsible for the highway network and has the authority to object to development proposals that would have a severe impact on the safety or the operation of the network. The submitted information, such as Transport Assessment, including the methodology underpinning it, has been agreed by Hampshire Highways.

No objection has been raised at the Outline stage to the development on the basis of danger to cyclists or pedestrians, including children walking to schools, increased traffic or road safety. As explained at the beginning of this section, the above concerns are not matters that can be considered at this, Reserved Matters, stage. Whilst the strength of local concern is acknowledged, refusing this application on highways grounds, without any adequate technical justification, and contrary to the advice from Hampshire Highways would not be justified or reasonable.

7.64 Drawing the above considerations together, the proposed development is considered acceptable in terms of highways safety and parking provision, subject to the following matters being addressed by the applicant, and these are recommended to be secured with planning conditions:

- the provision of right for the public to pass during the lifetime of development,
- the widening of the footway link to a minimum of 2.5m from Plots 39-41 to connect to the proposed secondary cycle route,
- details of site levels,
- details of boundary treatment, including details of the footway outside Plot 29(FoG),
- details of surfacing materials, including the margin strip within the parking court serving Plots 22-27),
- details of wayfinding facilities,
- the provision of hoggin route to the west of Plots 31-23,
- the provision of a street lighting strategy and plan for the site,
- details of drainage strategy and design,
- details of soft and hard landscaping,
- the restriction of any planting above 600mm within visibility splays to prevent visual obstructions,
- details of crossing locations throughout the development including cycle access points,
- details of how the Golpla gravel material will be retained so as not to enter the highway.

7.65 Subject to conditions securing further highway detail, the application is considered to comply with the requirements of Policies CS16, CS20 and DM13 of the Havant Borough Local Plan (Core Strategy) 2011, the Havant Borough Parking SPD and the National Planning Policy Framework (2023).

(iv) **Ecology on site**

7.66 Policy CS11 expects development to protect and, where possible, enhance the borough's statutory and non-statutory designated landscape, habitats and features of biological, hydrological or geological interest. The Policy states that protection and enhancement should be achieved by appropriate adaptation and mitigation measures.

7.67 The starting point in assessing ecological impacts on this site is the fact that there are no statutory ecological designations covering the application site. The site itself comprises a number of buildings and hard-surfacing facilitating car parking. The land near the boundaries of the site contains mixed scattered trees. There is a grassland lawn in the south of the site and a large pond in the south-western corner. The site is bounded by main roads to the north, east and west, and parkland to the south. Beyond the site boundaries lies predominantly greenfield land.

7.68 The application is supported by an Ecological Assessment (April, 2018), Ecological

Impact Assessment (October, 2023) and an Updated Ground Level Tree Assessment & Bat Emergence/Re-entry Survey Summary Report (December 2020).

- 7.69 The original survey (2018) confirmed that the site provides suitable habitat for foraging, commuting and roosting bats, badger, hazel dormouse, breeding birds and great crested newt.
- 7.70 The most recent (2023) surveys confirmed that the site has the potential to support a number of protected and notable species including bats, breeding birds, notable invertebrates, common toad and European hedgehog.
- 7.71 In terms of flora, the site is considered to be of low ecological value, predominantly containing common and widespread habitats and species. Rhododendron, classed as an invasive species, was recorded in the south-eastern corner of the site.
- 7.72 In terms of fauna, a variety of bat species have been recorded both within the existing buildings and the trees. Foraging and commuting bat species have been also confirmed within the site. The species mainly include common and widespread species across the county and England. However, a small number of very rare Bechstein's Bats have also been identified on site. The small number of this species is due to the application site providing only a sub-optimal habitat for this type of bat.
- 7.73 The site contains features which make it suitable for breeding and nesting birds. The site is also considered to have suitability to support notable invertebrate species and assemblages, a European hedgehog and common toad.
- 7.74 The grassland within the site, due to being regularly maintained, does not provide a suitable habitat for reptiles. The site has been confirmed to be of a low suitability for badgers, hazel dormouse, water vole.
- 7.75 Whilst no records of great crested newts exist within the site or the nearby surrounding area, the scattered tree and scrub habitats provide good opportunities for foraging and sheltering great crested newt and the ornamental pond provides good breeding opportunities. However, an on-site survey confirmed that great crested newts are absent at the site.
- 7.76 The Ecological Assessment specifies the detailed measures to be taken to mitigate impacts as well as to provide enhancements. These include, inter alia:
- the erection of appropriate protective fencing across the site during construction to protect trees and hedgerows;
  - new native trees and shrubs to be planted across the site and alongside the site boundaries which would compensate for the loss of foraging habitat post-development and would maintain connectivity across the site in the long-term. The planting would also provide protection from the adjacent street lighting, particularly from Horndean Road;
  - parts of the existing improved grassland in the southern part of the site would be reseeded with a native wildflower meadow mix, this would provide an enhanced invertebrate prey resource for foraging and commuting bats;
  - sensitive lighting across the site to ensure no harmful impacts to bats and other wildlife;
  - works to trees where bats are present will require an appropriate license from Natural England;
  - a talk by a suitably qualified ecologist would be delivered to contractors on



site before works commence;

- new bat boxes will be erected on retained trees to mitigate for the loss of roosting opportunities on site;
- any vegetation clearance would be undertaken outside the main breeding bird season; and
- creation of log 'piles' would mitigate for the loss of dead wood and enhance the site for saprophytic invertebrates, such as stag beetle.

7.77 The Council's Principal Ecologist has reviewed the Ecological Impact Assessment (2023) and raised no objection to the scope, methodology or timing of the undertaken surveys. However, further information has been requested, including further detail in relation to the presence of the very rare Bechstein's Bats and landscape management. Subsequently, the applicant has provided further information as well as an agreement to a condition securing sensitive lighting in order to protect the wildlife on site.

7.78 A revised Ecological Survey has been submitted to reflect the changes made in response to comments from Hampshire Highways. Whilst these changes are unlikely to have impact on the ecology on the site, at the time of writing this report, further comments from the Council's Ecologist are expected.

7.79 It is noted that the details of the management of landscaped areas, namely a Management Plan, has been secured with the Section 106 Agreement associated with the Outline Planning Permission. This needs to be agreed before occupation of the proposed dwellings. The delivery of the soft landscaping and maintenance measures have also already been secured with a condition and the Section 106 Agreement associated with the Outline Planning Permission.

7.80 In terms of third-party concerns over impact on wildlife, including protected species, these are acknowledged. However, in light of the above conclusions and in the absence of an objection from the Council's Ecologist, there is no justification to refuse this application on the grounds of impact on ecology.

7.81 In light of the above and subject to appropriate conditions, the proposed development is not considered to cause any adverse impact on biodiversity and as such the proposal is considered to be in accordance with Policies CS11 and CS16 of the adopted Havant Borough Local Plan (Core Strategy) 2011.

(vi) **Impact on nature conservation sites and nutrient neutrality**

7.82 Natural England as a statutory consultee has confirmed that the proposed development could have a likely significant effect on designated sites within the Solent, which the Council considers comprise of:

- Chichester & Langstone Harbours Special Protection Area (SPA)
- Chichester & Langstone Harbours Ramsar site
- Solent Maritime Special Area of Conservation (SAC)
- Solent and Dorset Coast Special Protection Area (SPA)
- Solent and Southampton Water SPA
- Solent and Southampton Water Ramsar
- Portsmouth Harbour SPA
- Portsmouth Harbour Ramsar
- Solent and Isle of Wight Lagoons SAC

7.83 The proposal would result in the net gain of 41 dwellings which need to comply with the Habitats Regulations. The Council has conducted a Habitats Regulations

Assessment (HRA), including Appropriate Assessment (AA), of the proposed development under Regulation 63 of The Conservation of Habitats and Species (Amendment) (EU Exit) Regulations 2019. The Council's assessment as competent Authority under those regulations is included in the case file. The screening under Regulation 63(1)(a) found that there was likely to be a significant effect on several Solent European Sites due to both the increase in recreation and the decrease in water quality that would result from the proposed development resulting in the gain of 41 dwellings.

- 7.84 Using Natural England's updated Methodology, the planning application requires two packages of avoidance and mitigation. The first is a package of measures based on the suggested scale of mitigation in the Solent Recreation Mitigation Strategy. The second is a package of measures based on the Position Statement on Nutrient Neutral Development.
- 7.85 In respect of the Solent Recreation Mitigation Strategy, the proposed development is within 5.6km of Chichester & Langstone Harbours SPA/Ramsar. In accordance with advice from Natural England and as detailed in Policy DM24 of the adopted Havant Borough Local Plan (Allocations) and the Solent Recreation Mitigation Strategy, a net increase in housing development within 5.6km of the Solent SPAs is likely to result in impacts to the integrity of those sites through a consequent increase in recreational disturbance. As such, in order to lawfully be permitted, the development will need to include a package of avoidance and mitigation measures.
- 7.86 This matter was addressed at the outline application stage. The S106 Legal Agreement associated with the Outline Permission secures this mitigation. In accordance with the Agreement, the contribution would be paid in two instalments. The first instalment would be required to be paid before the commencement of the development. The second instalment would have to be paid on commencement of construction of the 21st dwelling.
- 7.87 With the mitigation being secured with a Legal Agreement, it is considered that the recreational element of the impacts of development would be adequately mitigated and the proposed development would not affect the status and distribution of key bird species and therefore the development would not act against the stated conservation objectives of the European sites.

#### Nutrient neutrality

- 7.88 With respect to the water quality (nutrient neutrality) issue and the Council's updated Position Statement, May 2022, the submission is supported by nutrient budget calculations for the dwellings informed by the Council's occupancy calculator. Therefore, the LPA is satisfied that the calculations have been completed correctly.
- 7.89 At the time of writing this report, the applicant is in the process of entering into a Deed of Allocation Agreement that would secure the allocation of an appropriate level of mitigation credits from Whitewool Farm scheme, which is within the appropriate catchment of the Budds Farm WWtW, and which would offset the nitrogen from the development, totalling a load of 66.25 kg/TN/yr.
- 7.90 As recommended, a Grampian condition is necessary to secure the purchase of the allocated credits before commencement of the development. This will secure this avoidance and mitigation package in perpetuity. Without the security of the mitigation being provided through the Deed of Allocation Agreement and a condition requiring the applicant to purchase the credits, a significant effect would remain likely. Subject to the

above Agreement and a condition, the proposed development will not affect the water quality of the Solent European Sites and therefore the development will not act against the stated conservation objectives of the Solent European Sites.

- 7.91 An Appropriate Assessment, concluding that the above mitigation is sufficient to remove the significant effect on the SPAs which would otherwise have been likely to occur, is with Natural England for comments under Regulation 63(3). Subject to no objection being received from Natural England, the proposed development is considered to be acceptable in terms of its impacts on the relevant nature conservation sites and nutrient neutrality, and would be compliant with Policies CS11 and CS16 of the adopted Havant Borough Local Plan (Core Strategy) 2011.

(vii) **Foul and surface water drainage**

- 7.92 The site is located in Flood Zone 1. Flood Zone 1 is an appropriate location for a residential development, according to Environment Agency guidance. The Environment Agency updated flood map shows that the site is at 'very low risk' of surface water flooding. There are currently no records of groundwater flooding or surface water flooding on the site.
- 7.93 The outline planning permission was granted subject to a condition requiring the submission of a detailed surface water drainage scheme (Condition 10). This application is supported by a Flood Risk Assessment (July, 2017) including a Geo-Environmental Study Report, an Addendum to Flood Risk Assessment & Development Drainage Strategy (September, 2023) with hydraulic calculations.
- 7.94 The Geo-Environmental Study Report submitted with the application confirmed that the bedrock geology of the site consists of the London Clay Formation (clay, silt and sand). The soil permeability rates for the stiff clay are such that infiltration as a method of disposing the surface water runoff on site would not be viable.
- 7.95 There are no rivers located within the site boundary. There is an existing pond/waterbody within the southwest corner of the site which currently collects surface water from sections of the site. The overflow is then discharged, via overland flow, to a drainage ditch adjacent to Eastleigh Road.
- 7.96 In terms of Southern Water existing drainage infrastructure, there is a surface water sewer located east of the junction between Bartons Road and Eastleigh Road. There is also a foul sewer which encroaches onto the southern boundary of the application site.
- 7.97 The proposed surface water strategy includes under-drained swales and permeable paving that would receive rainfall water from buildings and hardsurfaces, including internal roads. The water would be then directed via road gullies and downpipes to a underground geocellular tank (26m x 28m x 1.2m) to be installed just south of the Southleigh Park House and to be connected with the existing pond and providing supplementary storage and attenuation. It would provide the required capacity of 870 cubic metres. This strategy aims to retain the current outfall from the pond to the drainage ditch adjacent to Eastleigh Road.
- 7.98 The strategy includes Hydrobrake control to restrict the discharge from the attenuation tank to the pond and from the pond to the off-site ditch to maintain existing discharge rates and to ensure that no additional surface water runoff is discharged from the application site. The proposed discharged rates also take account of the required 40% allowance for climate change.

- 7.99 The foul drainage strategy for the development is proposed to be a gravity system that connects to the existing outfall to the Southern Water foul sewer at the south of the site.
- 7.100 Southern Water was consulted on this proposal and raised no objection to both strategies.
- 7.101 Plans showing the details of surface water drainage on individual plots have been submitted and are considered acceptable.
- 7.102 During the course of the application, further information has been requested by the Lead Local Flood Authority and has been submitted by the Applicant. This includes a revised layout plan showing exceedance flood flow routes and a plan showing the extent of hard surfacing within the proposed scheme.
- 7.103 On the basis of information submitted, the Lead Local Flood Authority is satisfied with the proposed surface drainage strategy and raises no objection to discharging Condition 10 of the Outline Planning Permission.
- 7.104 In terms of maintenance, the drainage features would remain private and would be maintained by a Management Company for the development. This has been already secured with a Section 106 Agreement associated with the Outline Permission.
- 7.105 In respect of third-party concerns over flooding of Eastleigh Road and surface water from the development site flooding areas outside the application site, as explained above, the proposal incorporates surface water infrastructure to capture the rainwater from the development site so that the development would not contribute towards surface water flooding elsewhere. The Lead Local Flood Authority is satisfied that the proposed surface water infrastructure and its capacity is adequate to deal with the rainwater on the application site now and in the future. Whilst concerns over existing problems of flooding of Eastleigh Road are acknowledged, these cannot give grounds to refuse this development.
- 7.106 In light of the above, it is considered that an appropriate drainage strategy has been provided for the development which has been approved by the Lead Local Flood Authority and which would ensure that there would be no risk to property or the environment. On this basis the proposal accords with the National Planning Policy Framework (2023), Policies CS15, CS16 and DM10 of the Havant Borough Local Plan (Core Strategy) 2011 and point j) of the Decision Making Principle 5 - Development quality of the Housing Delivery Position Statement (March 2022).

(viii) **Housing mix**

- 7.107 Policy CS9 of the Havant Borough Local Plan (Core Strategy) 2011 requires that where developments contain market housing these should contain a range of house types and sizes to help to meet identified local housing need and contribute to the development of mixed and sustainable communities. In addition, the Council has produced a Housing Delivery Position Statement March 2022 for the purpose of setting out how planning applications for housing not in accordance with the Development Plan will be considered in the context of the Council's current five-year housing land supply and Housing Delivery Test measurement. The Housing Delivery Position Statement Principle 5 requires residential development to contain 35% of the overall housing mix as two-bedroom homes unless locally identified need evidence indicates an alternative approach should be taken.

7.108 Whilst the proposed scheme has evolved during the course of the application, the final revision under consideration proposes the following mix of dwelling sizes:

- 2 nos. 1-bedroom
- 12 nos. 2-bedroom units
- 13 nos. 3-bedroom units
- 14 nos. 4 bedroom unit

7.109 In total, the development would provide 41 units. 35% of the units would be 14.35 units. The proposed housing mix includes 12 2-bedroom units, which is marginally below the required 14.35 (14-15 units). Whilst it is recognised that the proposed housing mix does not precisely follow the policy guidance, it is considered that the underprovision of 2-bedroom units is not significant and would not justify a reason to refuse this application.

(ix) **Affordable housing provision**

7.110 Policy CS9 of the Havant Borough Local Plan (Core Strategy) 2011, as supported by the Havant Borough Housing SPD 2011 requires developments of 15 units or more to provide 30-40% affordable housing on site. In addition, the Council has produced a Housing Delivery Position Statement (March 2022) for the purpose of setting out how planning applications for housing not in accordance with the Development Plan will be considered in the context of the Council's current five-year housing land supply and Housing Delivery Test measurement.

7.111 This statement confirms that developments of 10 dwellings or more will be expected to provide a minimum of 30% affordable housing outside of Havant, Waterlooville, and Leigh Park town centres.

7.112 This proposal would provide a total of 41 units, therefore, 12.3 (13) units would be expected to be affordable homes. This number would be expected to include a tenure mix of approximately 70%/30% split (rented/shared ownership) in favour of affordable/social rented homes.

7.113 As this is a Reserved Matters application, the matter of affordable housing provision was assessed at the Outline Application stage. At that time, the applicant demonstrated through a viability assessment that the provision of affordable houses on the site would not be possible. Therefore, the Outline Permission was granted subject to a Revised Viability Assessment being provided with the Reserved Matters Application. This has been undertaken and the submitted Viability Assessment is being currently reviewed by an independent assessor (Dixon Searle Partnership).

7.114 The submitted Viability Assessment concludes that the project is unable to support the provision of any s106 contributions including any affordable housing. The Report suggests that the viability issues have been caused by the loss of 29 number private sales dwellings when compared to the original scheme approved at Outline stage for up to 70 dwellings. The new build residential development is the enabling development that generates cross subsidy to preserve the Heritage Assets on the site into the long term. The Assessment is supported by a Valuation Worksheet and a Benchmark Land Value Report, which are being verified by Dixon Searle Partnership.

7.115 Subject to the independent assessment confirming the findings of the submitted Viability Assessment, the Local Planning Authority will have to accept the fact that the

lack of provision of affordable housing, whether on-site or off-site, is justified and therefore cannot give grounds to refuse this application on this basis.

(x) **Community Infrastructure Levy**

7.116 The CIL rates to be applied to development are set out in the Havant Borough Community Infrastructure Levy Charging Schedule, which was adopted by the council on the 20 February 2013. This followed two public consultation exercises and an Examination into the Charging Schedule by an independent Examiner. The Examiners Report concluded that the Havant Borough Council Community Infrastructure Levy (CIL) Charging Schedule provided an appropriate basis for the collection of the levy in the borough.

7.117 The proposed dwellings would be CIL Liable. In accordance with the Council's CIL Charging Schedule, and at the time of writing this report, the liability would amount to £288,719.06. An up-to-date amount (using 2024 CIL rates) will be provided in an Update to this Report.

**8 Planning balance and conclusion**

8.1 The principle of development of up to 70 dwellings with areas of landscaping and associated infrastructure, such as vehicular access points onto the site, drainage features and protection of trees was established through the Outline Planning Permission.

8.2 At that stage, it was recognised that the development of the site, despite being in the countryside, would deliver important public benefits in the form of conversion of historic buildings on the site which are in danger of falling into a state of disrepair. It was also accepted that a further development on the site was necessary to provide the required capital that would make the conversion of the historic buildings to residential use financially viable. As stated above, the Legal Agreement associated with the Outline Planning Permission secures appropriate phasing of the two elements of development on the site (conversion of existing buildings, construction of new dwellings) to ensure that the conversion of the historic buildings is prioritised over the construction of new dwellings.

8.3 Turning to this submission, whilst third party concerns are acknowledged, and subject to comments from Natural England, there are no technical objections to the proposed reserved matters application, with several conditions being recommended to ensure that appropriate arrangements and quality of the scheme is delivered. These include but are not limited to the conditions requiring the development to be carried out in accordance with the recommendations set out in the Ecological Impact Assessment and Arboricultural Impact Appraisal and Method Statement, conditions securing sensitive lighting to ensure no impact to protected species, conditions securing sound attenuation measures to ensure acceptable noise levels in the new dwellings as well as highways conditions securing further details in respect of highways infrastructure on site.

8.4 Officers acknowledge that the proposed development adheres to the requirements of the Outline consent and associated legal agreement in that acceptable proposals have been submitted for surface water and foul drainage and an acceptable Design Code has been produced which has informed the detailed appearance of the development and its relationship with the heritage assets on the site. Furthermore, revised arboricultural information submitted with this application demonstrates that a significantly higher number of significant trees would be retained on the site as a result

of this development in comparison to the Outline development which indicated the provision of up to 70 dwellings.

- 8.5 The applicant has submitted evidence that it would not be viable to provide affordable housing on site or a contribution towards off-site provision. As such, the application is supported by a Viability Assessment which indicates the developer's inability to provide affordable housing on site. The findings in this Assessment are in the process of being verified independently. If confirmed to be a correct reflection of the financial aspect of the proposed development, the absence of affordable housing provision will be accepted and will not be a reason to refuse this application.
- 8.6 In terms of the reserved matters, including layout, scale, appearance and landscaping, Officers consider these to be acceptable. The proposal would deliver a high quality scheme in line with the adopted policies and guidance.
- 8.7 The development layout would create a contextually appropriate density of dwellings with acceptable road layout and associated pedestrian and cycle routes through. There would be sufficient space around the buildings and within the site to retain significant mature trees and to provide a meaning soft landscaping to soften the appearance of the development. The development would satisfactorily maintain the existing green infrastructure on site and would incorporate enhancements through additional planting, both within formal public spaces as well as residential gardens. The scale and detailed design of the dwellings would be appropriate for the site and would respect the historic context, including the setting of the Grade II Listed Buildings.
- 8.8 The development would provide 41 dwellings and would enable the provision of further 20 dwellings as a result of the conversion of existing buildings on site. This would be a modest but meaningful contribution towards the Council's housing delivery. In times when the Council is unable to demonstrate a 5 Year Housing Land Supply, such provision attracts significant weight in favour of the development.
- 8.9 For the reasons set out in this report and subject to no objection from Natural England and the confirmation that a provision of affordable housing would make the proposed development unviable, officers consider the reserved matters application to be acceptable, having regard to national and local policies, and having taken all relevant material considerations into account. It is therefore recommended that consent be granted.

## 9 RECOMMENDATION:

That the Head of Planning be authorised to **GRANT PERMISSION** for application APP/21/01451 subject to:

- (A) No objection being raised to the HRA/AA by Natural England within the statutory consultation period;
- (B) Confirmation by the independent assessor that the conclusions of the submitted Viability Assessment are correct; and
- (C) The following conditions (subject to such changes and/or additions that the Head of Planning considers necessary to impose prior to the issuing of the decision):

1. The development hereby permitted shall be carried out in accordance with the

following approved plans:

BARG230130\_CSL.01\_F Coloured Site Layout  
BARG230130\_ERPTCL.01\_C Existing and Proposed Tree Comparison Layout  
BARG230130\_SL.01\_F Site Layout  
Barrell plan ref 20122-10 Tree Removals Plans  
6281-MJA-SW-XX-DR-C-001-PL8 Engineering Layout (Sheet 1 of 2)  
6281-MJA-SW-XX-DR-C-002-PL8 Engineering Layout (Sheet 2 of 2)  
6281-MJA-SW-XX-DR-C-003-PL5 Drainage Strategy Layout  
6281-MJA-SW-XX-DR-C-004-PL5 Exceedance Flow Routes  
6281-MJA-SW-XX-DR-C-010-PL7 Service Margin Layout (Sheet 1 of 2)  
6281-MJA-SW-XX-DR-C-011-PL7 Service Margin Layout (Sheet 2 of 2)  
6281-MJA-SW-XX-DR-C-090-PL7 Refuse Vehicle Tracking (Sheet 1 of 2)  
6281-MJA-SW-XX-DR-C-091-PL7 Refuse Vehicle Tracking (Sheet 2 of 2)  
6281-MJA-SW-XX-DR-C-092-PL7 Fire Tender Tracking (Sheet 1 of 2)  
6281-MJA-SW-XX-DR-C-093-PL7 Fire Tender Tracking (Sheet 2 of 2)  
6281-MJA-SW-XX-DR-C-094-PL7 Suv Car Tracking (Sheet 1 of 2)  
6281-MJA-SW-XX-DR-C-095-PL7 Suv Car Tracking (Sheet 2 of 2)  
6281-MJA-SW-XX-DR-C-096-PL7 Visibility And Road Dimensions  
6281-MJA-SW-XX-DR-C-101-PL2 Road 1 Cross Sections  
6281-MJA-SW-XX-DR-C-104-PL2 Road 9 Cross Sections  
6281-MJA-SW-XX-DR-C-400-PL6 Surfacing Layout  
2237-TF-XX-00-DR-L-1003 General Arrangement With Strategic Landscape Planting  
BARG230130\_BML.01\_E Boundary Materials Layout  
BARG230130\_DML.01\_E Dwelling Materials Layout  
BARG230130\_PSL.01\_E Parking Strategy Layout  
BARG230130\_RSL.01\_E Refuse Strategy Layout  
6281-MJA-SW-XX-DR-C-100-PL1 Road 1 Longitudinal Section  
BARG230130\_ESS.01.PE\_A Electric Sub Station Floor Plans and Elevations  
BARG230130\_CSE.01\_B Coloured Street Elevations  
BARG230130\_GAR.01.PE\_A Double Garage Floor Plans and Elevations  
BARG230130\_GAR.01.PE\_A Timber Shed Floor Plans and Elevations  
BARG230130\_HT.2B.1(2BLK).E\_A House Type 2b.1 (2-Block) Elevations  
BARG230130\_HT.2B.1(2BLK).P\_A House Type 2b.1 (2-Block) Floor Plans  
BARG230130\_HT.3B.1-1(2BLK).E\_A House Type 3b.1 (2 Block) Elevations Option 1  
BARG230130\_HT.3B.1-1(2BLK).P\_A House Type 3b.1(2 Block) Floor Plans Option 1  
BARG230130\_HT.3B.1-1.E\_A House Type 3b.1 Elevations Option 1  
BARG230130\_HT.3B.1-1.P\_A House Type 3b.1 (2 Block) Floor Plans Option 2  
BARG230130\_HT.3B.1-1.P\_A House Type 3b.1 Floor Plans Option 1  
BARG230130\_HT.3B.1-2.P\_A House Type 3b.1 (2 Block) Floor Plans Option 2  
BARG230130\_HT.4B.1-1.E\_A House Type 4b.1 Elevations Option 1  
BARG230130\_HT.4B.1-1.P\_A House Type 4b.1 Floor Plans Option 1  
BARG230130\_HT.4B.1-2.E\_A House Type 4b.1 Elevations Option 2  
BARG230130\_HT.4B.1-2.P\_A House Type 4b.1 House Plans Option 2  
BARG230130\_HT.4B.2.E\_A House Type 4b.2 Elevations  
BARG230130\_HT.4B.2.P\_A House Type 4b.2 Floor Plans  
BARG230130\_HT.4B.3.E\_A House Type 4b.3 Elevations  
BARG230130\_HT.4B.3.P\_A House Type 4b.3 Floor Plans  
BARG230130\_HT.4B.4.E\_A House Type 4b.4 Elevations  
BARG230130\_HT.4B.4.P\_A House Type 4b.4 Floor Plans  
BARG230130\_HT.4B.5-1.E\_A. House Type 4b.5 Elevations Option 1  
BARG230130\_HT.4B.5-1.P\_A. House Type 4b.5 Floor Plans Option 1  
BARG230130\_HT.4B.5-2.E\_A House Type 4b.5 Elevations Option 2  
BARG230130\_HT.4B.5-2.P\_A House Type 4b.5 Floor Plans Option 2  
BARG230130\_P.1.E\_A Plot 1 Elevations



BARG230130\_P.1.E\_A Plot 1 Floor Plans  
 BARG230130\_P.13-14.E\_A Plots 4-5 Elevations  
 BARG230130\_P.13-14.P\_A Plots 13-14 Elevations  
 BARG230130\_P.13-14.P\_A Plots 13-14 Floor Plans  
 BARG230130\_P.13-14.P\_A Plots 4-5 Floor Plans  
 BARG230130\_P.16-20.E1\_A Plots 16-20 Elevations Sheet 1 of 2  
 BARG230130\_P.16-20.E2\_A Plots 16-20 Elevations Sheet 2 of 2  
 BARG230130\_P.16-20.P\_A Plots 16-20 Floor Plans  
 BARG230130\_P.21.E\_A Plot 21 Elevations  
 BARG230130\_P.21.P\_A Plot 21 Floor Plans  
 BARG230130\_P.28.E\_A Plot 28 Elevations  
 BARG230130\_P.28.P\_A Plot 28 Floor Plans  
 BARG230130\_P.30-31.E\_A Plots 30-31 Elevations  
 BARG230130\_P.30-31.P\_A Plots 30-31 Floor Plans  
 BARG230130\_P.32-34.E\_A Plots 32-34 Elevations  
 BARG230130\_P.32-34.P\_A Plots 32-34 Floor Plans  
 BARG230130\_P.40-41.3\_A Plots 40-41 Elevations  
 BARG230130\_P.40-41.P\_A Plots 40-41 Floor Plans  
 BARG230130\_SE.01\_B Street Elevations  
 BARG230130\_SS.01\_B Site Sections As Existing/As Proposed  
 BBARG230130\_HT.2BFOG.E\_A House Type 2b Fog Elevations  
 BBARG230130\_HT.2BFOG.P\_A House Type 2b Fog Floor Plans  
 Transport Statement by Paul Basham Associates Ltd (September 2023)  
 Design Code BARG230130 DC-01 P2  
 Ecological Impact Assessment Final Document (Revision 2) by Ecosa (Dec, 2023)  
 Arboricultural Impact Appraisal and Method Statement by Barrell Tree Consultancy  
 (ref. 20122-AIA-041223-JB, December 2023).  
 Noise Impact Assessment by 24 Acoustics, ref. R9060-1 Rev 5 (Nov, 2023)  
**Reason:** - To ensure provision of a satisfactory development.

2. No development shall take place until the Council has received evidence that the required nutrient mitigation capacity has been purchased to the development pursuant to the allocation agreement dated *[to be inserted once agreement received] between (1) xyz (2) xyz (3) [developer]*.

**Reason:** There is existing evidence of high levels of nitrogen and phosphorus in the water environment with evidence of eutrophication at some European designated nature conservation sites in the Solent catchment. The PUSH Integrated Water Management Strategy has identified that there is uncertainty as to whether new housing development can be accommodated without having a detrimental impact on the designated sites within the Solent. Further detail regarding this can be found in the appropriate assessment that was carried out regarding this planning application. In compliance with Regulation 63 of the Conservation of Habitats and Species Regulations 2017, the local planning authority has a duty to ensure that sufficient mitigation is provided against any impacts which might arise upon the designated sites. In coming to this decision, the Council has also had regard to Policy CS11 of the Havant Borough Local Plan (Core Strategy) 2011.

3. Notwithstanding the submitted details, no development on site shall commence until details of a supervision programme for works to be undertaken close to or impacting on trees has been submitted to and approved by Local Planning Authority in writing. Development shall be carried out in accordance with the approved plans.

**Reason:** To ensure that reasonable measures are taken to safeguard trees in the interests of local amenity and the enhancement of the development itself in accordance with Policies CS11, CS16 and DM8 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework (2023).

4. Notwithstanding the details submitted, no development shall take place on site until the following detail has been submitted to and approved in writing by the Local Planning Authority:
- a) the provision of a levels difference between the margin and the road, outside of the front door of Plot 29;
  - b) measures to prevent a parking of cars to the south and east of plot 1 and to the east of plot 2;
  - c) the widening of the footway link to a minimum of 2.5m from Plots 39-41 to connect to the proposed secondary cycle route;
  - d) details of surfacing materials (including the margin strip within the parking court serving Plots 22-27);
  - e) details of wayfinding facilities;
  - f) details of site levels;
  - g) details of the crossing locations throughout the development including cycle access points.
  - h) details of how the Golpla gravel material will be retained so as not to enter the highway.

**Reason:** In the interests of highway safety in accordance with Policy CS20 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework (2023).

5. The development hereby permitted shall not be occupied until:
- (a) A water efficiency calculation in accordance with the Government's National Calculation Methodology for assessing water efficiency in new dwellings has been undertaken which demonstrates that no more than 110 litres of water per person per day shall be consumed within the development, and this calculation has been submitted to, and approved in writing by, the Local Planning Authority; and
  - (b) All measures necessary to meet the approved water efficiency calculation have been installed.

**Reason:** There is existing evidence of high levels of nitrogen and phosphorus in the water environment with evidence of eutrophication at some European designated nature conservation sites in the Solent catchment. The PUSH Integrated Water Management Strategy has identified that there is uncertainty as to whether new housing development can be accommodated without having a detrimental impact on the designated sites within the Solent. Further detail regarding this can be found in the appropriate assessment that was carried out regarding this planning application. In compliance with Regulation 63 of the Conservation of Habitats and Species Regulations 2017, the local planning authority has a duty to ensure that sufficient mitigation is provided against any impacts which might arise upon the designated sites. In coming to this decision, the Council has also had regard to Policy CS11 of the Havant Borough Local Plan (Core Strategy) 2011.

6. Development shall be undertaken in line with the recommendations and procedures contained in the Ecological Impact Assessment Final Document (Revision 2) by Ecosa (December, 2023) and the Arboricultural impact appraisal and method statement by Barrell Tree Consultancy (ref. 20122-AIA-041223-JB, December 2023).

**Reason:** To protect and enhance biodiversity features on site and to ensure that reasonable measures are taken to safeguard trees in the interests of local amenity and the enhancement of the development itself in accordance with Policies CS11 and CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework (2023).

7. No development above slab level shall take place until a scheme of sensitive lighting (during the operational life of the development), designed to minimise impacts on

wildlife, shall be submitted to and approved in writing by the Local Planning Authority. Thereafter the approved lighting scheme shall be implemented in accordance with the approved details.

**Reason:** To protect biodiversity on site in accordance with Policy CS11 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework (2023).

8. Notwithstanding the submitted details, no development on Plot 25 shall occur until further detailed plans for the dwelling on this Plot have been submitted to and approved by Local Planning Authority in writing. Development shall be carried out in accordance with the approved plans.  
**Reason:** To ensure an appropriate, high quality development, of suitable architectural detailing, through the suitable use of materials, in accordance with Policies CS11 and CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework (2023).
9. The development shall permit the public to pass and repass over the internal road network for the purposes of access to and egress from the development in perpetuity and shall thereafter be retained and maintained for the lifetime of the development.  
**Reason:** In the interests of highway safety and to safeguard the amenities of the locality in accordance with Policy CS20 and Policy CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework (2023).
10. Notwithstanding the details submitted, no development above ground slab level shall occur until details of an opportunity for an alternative cycle route provision running to the west of Plots 31-23 have been submitted to the Local Planning Authority, and the Local Planning Authority have confirmed whether that route is to be implemented. Development shall be carried out in accordance with the approved plans.  
**Reason:** In the interests of highway safety and to promote safe and convenient cycling within the application site in accordance with Policy CS20 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework (2023).
11. The development shall not be brought into use until all junction visibility splays and forward visibility splays as indicated on the approved plans in which there should be no obstruction to visibility exceeding 0.6 metres in height above the adjacent carriageway channel line have been completed. Such visibility splays shall thereafter be retained for the lifetime of the development.  
**Reason:** To provide and maintain adequate visibility in the interests of highway safety in accordance with Policy CS20 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework (2023).
12. No development above slab level shall take place until details of the acoustic barriers shown in the Noise Impact Assessment by 24 Acoustics, ref. R9060-1 Rev 5 (November 2023) have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details and the acoustic barriers shall be retained in perpetuity.  
**Reason:** To secure quality residential environment, in terms of noise levels in accordance with Policy CS16 of the Havant Borough Local Plan (Core Strategy) 2011, Policy DM18 of the Havant Borough Local Plan (Allocations) 2014 and the National Planning Policy Framework (2023).
13. No development above slab level shall take place until full construction details of the proposed development, including glazing and ventilation strategies, have been submitted to and approved in writing by the Local Planning Authority. The approved

details shall show that the noise levels within all habitable rooms shall comply with the recommendations of BS8233:2014 'Guidance on Sound Insulation and Noise Reduction for Buildings' as follows:

- a) Internal daytime noise levels shall not exceed 35 dB LAeq, 16 hour in living rooms
- b) Internal night-time noise levels shall not exceed 30 dB LAeq, 8 hour in bedrooms
- c) Internal night-time noise levels shall not exceed 45 dB LAMax more than 10 times a night in bedrooms
- d) External daytime noise levels shall not exceed 55dB LAeq, 16 hour in external amenity areas.

The development shall be carried out in accordance with the approved details.

**Reason:** To secure quality residential environment, in terms of internal noise levels in accordance with Policy CS16 of the Havant Borough Local Plan (Core Strategy) 2011, Policy DM18 of the Havant Borough Local Plan (Allocations) 2014 and the National Planning Policy Framework (2023).

14. No dwelling shall be occupied until a post completion noise survey has been undertaken by a suitably qualified acoustic consultant, and a report submitted to and approved in writing by the local planning authority. The post completion testing shall determine compliance with the noise impact assessment as provided 24 Acoustics, ref. R9060-1 Rev 5 (Nov, 2023). A method statement should be submitted to and approved by the local planning authority prior to the survey being undertaken. Such survey should be achieved using at least 3 sample dwellings, being one nearest the intersection of Bartons Road & Horndean Road, one nearest the Horndean Road boundary midway down this boundary, and lastly one near bottom of this boundary. The post completion testing shall assess performance of the noise mitigation measures against the noise levels as set in condition 13 (above).

**Reason:** To secure quality residential environment, in terms of internal noise levels in accordance with Policy CS16 of the Havant Borough Local Plan (Core Strategy) 2011, Policy DM18 of the Havant Borough Local Plan (Allocations) 2014 and the National Planning Policy Framework (2023).

15. No development above slab level shall take place until an overheating assessment has been submitted to and approved in writing by the Local Planning Authority. The assessment shall be undertaken in accordance with CIBSE TM59 (2017) and shall demonstrate that indoor temperatures will be acceptable in the absence of open windows. Any scheme/s or measures to mitigate overheating should be included with the Acoustic Design Statement or in the approved plans for the development. The development shall be carried out in accordance with the approved details.

**Reason:** To secure quality residential environment and to avoid overheating of indoor areas in accordance with Policy CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework (2023).

16. At all times following occupation of the development hereby approved, all measures for water usage within the submitted nutrient budget shall be maintained in the development in perpetuity.

**Reason:** There is existing evidence of high levels of nitrogen and phosphorus in the water environment with evidence of eutrophication at some European designated nature conservation sites in the Solent catchment. The PUSH Integrated Water Management Strategy has identified that there is uncertainty as to whether new housing development can be accommodated without having a detrimental impact on the designated sites within the Solent. Further detail regarding this can be found in the appropriate assessment that was carried out regarding this planning application. In compliance with Regulation 63 of the Conservation of Habitats and Species

Regulations 2017, the local planning authority has a duty to ensure that sufficient mitigation is provided against any impacts which might arise upon the designated sites. In coming to this decision, the Council has also had regard to Policy CS11 of the Havant Borough Local Plan (Core Strategy) 2011.

**Appendices:**

- (A) Location Plan
- (B) Coloured Site Layout (2023)
- (C) Existing Retained / Proposed Tree Comparison Layout
- (D) Proposed Site Layout (December 2021, for comparison)
- (E) BARG230130\_CSE.01\_B Coloured Street Elevations
- (F) House Type 2B FOG Elevations
- (G) House Type 3B.1 (2 Block) Elevations - Option 1
- (H) House Type 3B.1 (2 Block) Elevations - Option 2
- (I) House Type 3B.1 Elevations - Option 1
- (J) House Type 4B.1 Elevations Option 1
- (K) House Type 4B.2 Elevations
- (L) House Type 4B.3 Elevations
- (M) House Type 4B.4 Elevations