

**Construction of a 2/3 storey
building to provide 19 residential
units and 2 business units with
vehicle and bicycle parking and a
bin store**

PLANNING STATEMENT

IAN DONOHUE
BA(Hons) MRTPI



Client: Mr Shepheard

Date: February 2018

Ref: H/228/ID

SOUTHERN PLANNING PRACTICE LTD

Registered Office: Youngs Yard, Churchfields, Twyford, Winchester, SO21 1NN
Tel: 01962 715770 Fax: 01962 715880 Email: info@southernplanning.co.uk Website: www.southernplanning.co.uk
Registered in England and Wales No. 3862030

<u>Contents:</u>	Page
1.0 APPRAISAL OF CONTEXT OF DEVELOPMENT.....	1
Introduction.....	1
Site context	1
Planning History	5
2.0 PROPOSAL.....	8
3.0 PLANNING POLICY.....	9
Policy assessment.....	10
4.0 ASSESSMENT	12
Principle of development	12
Loss of business.....	12
Impact on the character of the area.....	16
Impact upon residential amenity	17
Affordable Housing.....	18
Car Parking.....	18
Drainage and flood risk	18
Ecological impacts	18
Developer contributions.....	18
5.0 CONCLUSION.....	20

Please note:

Any reproduction of Ordnance Survey maps and plans within this document and supporting plans and drawings are permitted under hms0 licence no: 100028555 issued to Southern Planning Practice Ltd.

1.0 **APPRAISAL OF CONTEXT OF DEVELOPMENT**

Introduction

- 1.1 Southern Planning Practice Ltd is instructed by Mr Shepherd to prepare a supporting statement in relation to the construction of a 2/3 storey building to provide 19 residential units and 2 business units with vehicle and bicycle parking and a bin store following the demolition of existing buildings at 5-7 Station Road.
- 1.2 In preparing this statement, reference has been made to the following plans and documents:
- Site Location Plan
 - Block Plan
 - Elevations and floor layouts
 - Contamination report
 - Highway statement

Site context

- 1.3 The site is on the south side of Station Road just west of the junction with Manor Road and to the east of the West Town shopping area.
- 1.4 Immediately to the west of the site is a public car park area and public toilet for Hayling Park which is to the rear of the site.



- 1.5 The west elevation of the bungalow runs parallel to the public parking area for Hayling Park.



- 1.6 In terms of the site:

- It is not in a conservation area or a flood zone
- It is within the defined West Town local shopping centre

- 1.7 Currently there are five buildings on the site, two of the buildings front onto Station Road and three are to the rear, though only accessed from the front. There is a large forecourt area. The buildings to the rear, back onto a service road to Hayling Park which is accessed from Manor Road.

- 1.8 In terms of use site comprises 1no. residential unit (7 Station Road) and 6/7no. business units (5 Station Road), all of which are under the ownership of the applicant. The site measures 0.183 hectares in size and currently only 0.0596 hectares of the site is currently occupied, which equates to only 32.5% of the site being used. This highlights that the site is underutilised.

- 1.9 Over the last 15 years the business premises have been rented to a number of different companies with the turnover of different parties renting these premises increasing in recent years. The information below outlines each of the business units and the number of business that have rented the units since 2004. The site plan and information has been colour coded to enable easy identification of the individual unit information.



Unit 5 Station Road (Year)	Business
2004	Island Tyres
2011	Hayling Tyres and Batteries
2015 - Present	Station Road tyres
2019	Station Tyres moving premises to Furniss Way

Unit 5A Station Road (Year)	Business
2009	Separate Office Created

2011	Use Unknown
2015	Heron's Autos Until September 2017
2018 (6 Month Lease)	Cash for Clothes
2019	Vacant

Unit 5B Station Road (Year)	Business
2004	Meridian Motorhomes
2011	Used Car Sales
2015	Steven Thatcher Car Sales
2016	Vacant
2017	Vacant until July then Steve Chalton Car Sales
2018 - Present	Steve Chalton Car Sales
2019	Steve Chalton to retire this year

Unit 5C&D Station Road (Year)	Business
2004	Heron's Autos
2017	Heron's Auto until September 2017
2017	Vacant for 2 Months
2017	Cash for Cars
2018	Cash for Cars until October*
2019	Currently only 1 person occupying this unit, however, they will be moving with Jack Taylor Car Repairs to Mill Rythe

*Cash for cars were told to cease trading due to environmental health reasons

Unit 5E Station Road (Year)	Business
2004	West End Body Shop
2015	Global Insulations
2016	Vacant
2017	Vacant until July then Station Road Tyres Storage
2018 - Present	Station Road Tyres Storage
2019	Station Tyres moving premises to Furniss Way

Unit 5F (Front) Station Road (Year)	Business
2004	West End Body Shop
2015	Car Valet
2016	Car Valet (New Company)
2017	Car Valet (New Company) until September 2017
2017 - Present	Paintfix
2019	Paintfix to retire this year or wind down operations to a mobile service

Unit 5F (Rear) Station Road (Year)	Business
2004	West End Body Shop
2015	David Hower Restorations
2016	Vacant
2017	Vacant until July, then Jack Taylor Car Repairs
2018 - Present	Jack Taylor Car Repairs
2019	Jack Taylor Car Repairs relocating to Mill Rythe

- 1.10 There are currently 8 business units on the site and over the last 15 years they have all had 3 or more users, with the majority of the businesses having more than 4 users during this period. Currently 2 of the units are vacant with existing occupied units soon to become vacant in the next couple of months indicating that there is no demand for this type of unit in this location. Many of the units require major renovation and repair making it hard to rent the spaces to prospective businesses. In addition, the lack of security together with open nature of the site has resulted in vandalism and break-ins.

Planning History

- 1.11 With regard to the planning history: -
- Outline permission granted 13 June 2005 for 3 B1 units and 10 residential units
 - Reserved Matters granted 8 September 2008 for 3 B1 units and 10 residential units
- 1.12 There is no indication that this permission has been implemented and as such it has lapsed.
- 1.13 A pre-application was submitted in June of 2018 (GEN/18/00623) for a scheme of 24no. residential units no commercial.





1.14 The key points for the pre-app were as follows: -

- The principle of development is acceptable.
- There is a need to provide an active frontage at ground floor level in the form of town centre uses.
- Concerns about the displacement of existing businesses and proof that the businesses are no longer viable.
- Concerns about the design and layout in terms of scale and massing
- Requirement to meet car parking standards
- Requirement for Solent Mitigation Contribution

1.15 Following the pre-application feedback, the scheme was amended and further feedback from Havant Borough Council was provided.

Further to our meeting on 10 September, both myself and Steve have been able to visit the site together to assess the site and its wider context with regards to the revised drawings submitted. I apologise for the delay in this response to you.

With regards to the amended design (from the one considered under GEN/18/00623), I note that 2no commercial units have now been included. The design has been amended slightly so that the commercial units are now two-storey in height and the inclusion of some landscaped areas within the car park. Based on these amended plans, I have the following comments:

- *A previously approved scheme (PP 08/50083/008) included a three-storey development of modern design. However, this was positioned to the rear of the site. Whilst some changes have been made on this scheme to reduce part of the frontage to two-storey, I still feel that the three-storey scale of the building is too close to the front of the site and that the scale would appear inappropriate.*

- *The character of the streetscene is mixed with regards to building types and designs. However, the prevailing character is more traditional and in particular the public house on the corner of Manor Road and Station is of a very traditional design. A section of this building juts forward of the front building line on the north side and as such, has visual prominence. The contrasting utilitarian design of the proposed building, so close to the streetscene boundary, would conflict with this more traditional building form in context of the wider streetscene. Policy CS16 requires new design to respond to the local context and I feel that the proposed building does not achieve this.*
- *Certain elevations, particularly the east and recessed north facing elevations are of a form and massing which is out of character with the streetscene. These are stark, 3-storey high flank walls with minimal articulation and very small window openings. There is also minimal roof juxtaposition which is again, is out of character with the local area.*
- *The more successful elevation is the one facing the park however, it requires to be further set back into the site as the landscaping buffer between the site and the park is fairly minimal. I am concerned that the GF flats on the rear elevation are very close to the public park with minimal set back of the building. Loss of privacy to future residents? Also, the GF unit on the SE corner is very close to a public car park.*
- *Overall, I feel that the building design has been informed by the number of flats to be achieved and this has result in an overdevelopment of the site and an inappropriate design which does not respond well to the local context.*

- 1.16 Having assessed the feedback received the proposal has been developed to address the points raised above whilst ensuring the design suits the needs of the client and the wider community of Hayling Island.

Neighbour Consultation

- 1.17 As part of the development process it was considered important to present the proposed scheme to the neighbouring properties. Therefore, a flyer was issued to the properties neighbouring the site allowing for any feedback and suggestions to be recorded. Up to the date of submission there has been positive feedback from one of the properties opposite the site and considers that there would be benefit from the removal of the buildings due to the noise businesses and the poor visual appearance.

2.0 **PROPOSAL**

- 2.1 The proposal is for the construction of 19no. 1 & 2 residential units and 2no business units and a schedule of accommodation has been outlined below. Please note that the schedule of accommodation can also be found on the Proposed Ground Floor Plans (Drawing No. 5531 – 1200H)

Schedule of Accommodation		
Ground Floor Level		
Number of Units	Type of Unit	Size of Unit
2	Business	N/A
5	Residential	2 Bedroom
First Floor level		
Number of Units	Type of Unit	Size of Unit
3	Residential	1 Bedroom
5	Residential	2 Bedroom
Second Floor level		
Number of Units	Type of Unit	Size of Unit
1	Residential	1 Bedroom
5	Residential	2 Bedroom
Total		
Number of Units	Type of Unit	Size of Unit
2	Commercial	N/A
4	Residential	1 Bedroom
15	Residential	2 Bedroom
Parking		
Number of Units	Type of Unit	Size of Unit
20	Car Parking Spaces (including 1 Disabled space)	N/A
36	Cycle Spaces Internally	N/A

***All residential units meet the Technical housing standards – nationally described space standards as set out by the Department for Communities and Local Government.**

- 2.2 Further details of the proposal are contained in the design and access statement.

3.0 **PLANNING POLICY**

3.1 In addition to the NPPF the following policy documents are relevant: -

- Havant Borough Local Plan (Core Strategy) March 2011
- Havant Borough Local Plan (Allocations) July 2014
- Havant Borough Council Borough Design Guide SPD December 2011
- Havant Borough Council Parking SPD July 2016

Havant Borough Local Plan (Core Strategy) March 2011

- **CS2 (Employment)**
 - Caveat 5 of the policy links to policy DM3 (below) in terms of safeguarding employment sites in class B of the use classes order
- **CS4 Town, District and Local Centres.**
 - The site is within the defined West Town local centre
- **CS9 (Housing) Affordable housing.**
 - On 5-14 units requires a contribution equivalent to 30/40%
 - Support for elderly accommodation
 - Housing density depends on character area
 - Mix of housing required
- **CS16 (High Quality Design)**
 - Requires good design
- **CS17 (Concentration and Distribution of Development within the Urban Areas)**
 - Supports development in the built up area of Hayling Island
- **CS21 (Developer Requirements). Mechanism for requiring contributions**
 - 134 per sq mt for housing, nothing for B1
- **DM3 Protection of Existing Employment and Tourism Sites**
- **DM12 Mitigating the Impacts of Travel**
 - require transport assessment and travel plan if more than 10 dwellings
- **DM13 (Car and Cycle Parking on Residential Development)**
- **DM14 commercial standards**

Havant Borough Local Plan (Allocations) July 2014

- **AL1 (Presumption in Favour of Sustainable Development)**
 - Generic policy supports windfall sites
- **AL3 within shopping area**
 - Encouragement to provide retail uses
- **DM17 (Contaminated Land)**
- **DM18 (Protecting New Development from Pollution)**
- **DM24 (Recreational Disturbance to Special Protected Areas (SPAs) from Residential Development)**
 - £181 per dwelling

Policy assessment

- 3.2 The Local Plan (Core Strategy) and the Local Plan (Allocations), together with the Hampshire Minerals and Waste Plan provide the development plan for the borough. Also relevant to this pre-application enquiry is the Local Plan Housing Statement, a policy statement adopted by the borough council on 7 December 2016, which is now a material consideration in determining planning applications.
- 3.3 The site is located within the established urban area and Policy CS17 supports new housing development within the urban area.
- 3.4 Point 2 of Policy CS17 also prioritises PDL land. Furthermore, the Housing Statement highlights in section 3.9 that “Any potential urban area housing sites are already supported in principle through the Adopted Local Plan (in particular Policy CS17 of the Core Strategy”.
- 3.5 In guiding principle 3, this is expanded on by setting out that “In line with the NPPF, Havant Borough Council would continue to promote the development of brownfield land” and that “Prior to the adoption of the new Local Plan, development on brownfield sites which are considered suitable for housing under the Adopted Local Plan would continue to be supported, even if they are not specifically allocated”.

- 3.6 This site in Station Road constitutes a brownfield site within the urban area of West Town. As such, the provisions of Guiding Principle 3 and section 3.9 of the Housing Statement emphasise further the suitability of the site in principle for housing development.
- 3.7 The Housing Statement and the Strategic Housing Market Assessment work which informs it identifies a need for 11,250 new homes in Havant Borough over the period 2011-2036. The Housing Statement itself identifies that 9,517 homes can be identified as potentially developable in this timeframe. This leaves a shortfall of 1,733 homes which would be needed to fully meet the identified housing need. As such, section 4.2 sets out that “The Borough Council would continue to search for additional sustainable sites when formulating the new Local Plan in order to further reduce the 1,733 dwelling gap with the aim of fully meet the objectively assessed housing need.”

4.0 **ASSESSMENT**

4.1 Having regard to the relevant policies of the development plan it is considered that the main issues arising from this application are:

- (i) Principle of development
- (ii) Loss of business
- (iii) Impact upon the character and appearance of the area
- (iv) Impact upon residential amenity
- (v) Affordable Housing
- (vi) Highway and parking issues
- (vii) Drainage and flood risk
- (viii) Ecological impacts
- (ix) Developer Contributions/S106

Principle of development

4.2 The application site is situated within an urban area and represents a brownfield site where further development is considered acceptable subject to the usual development control criteria. Both the Housing Statement and policy CS17 support the development of such sites within the urban area. The site is located close to West Town, together with public transport, retail, leisure and employment opportunities. There it is considered to be an accessible location.

4.3 The proposal would provide 19 small dwellings and 2 business units which would make a valuable contribution to the Boroughs Housing need in a sustainable location. It would also result in no loss of business units

4.4 It is argued therefore that the principle is acceptable.

Loss of business

4.5 In this case the proposal would result in the loss of the following business types (together with a bungalow) as outlined in section 2

- Unit 5 - Tyre fitting
- Unit 5a – Vacant
- Unit 5b - Car sales

- Unit 5c and 5d – Car salvage – (Required to close for environmental health reasons)
- 5e – Tyre fitting
- 5f (front) – Vehicle paint spraying
- 5f (rear) – Car Repairs

4.6 In terms of uses there is a mix of sui generis and B2 uses. As part of the pre-application feedback concerns were raised over the displacement of the small and independent business currently on site. However, as the table in section 2 details:

- The businesses located within Unit 5, 5C&D, 5E & 5F (Rear) will be relocating their premises this year to sites on Hayling Island, namely Furniss Way and Mill Rythe respectively
- the owners of the site have been informed that it is likely that the businesses located in unit 5F (Front) and 5B will be looking to wind down their operations for retirement this year, or in the case of unit 5F (Front) will be looking to alter their operations to not require the overheads of a renting premises.
- 5a is vacant
- Therefore, by the end of 2019 the site could be completely empty.

4.7 The buildings are in a poor state of repair and require significant investment.

4.8 Policy CS2 relates to employment and caveat 5 aims to: -

Safeguard existing employment sites and allocations that are fit for purpose from development proposals for non-employment uses. This Policy is linked to policy DM3 which aims to protect B class business.

4.9 The key part of the policy is what is fit for purpose? The normal method to prove this is marketing however in this the turnover of different types of uses is a clear indication that the site is not able to attract/retain users. The buildings are not suitable for employment uses in particular the layout, access, and the urgent need for upgrading/repair. This is together with the issues of noise and disturbance resulting in environmental health ceasing one of the uses. It is argued in this case that fit for purpose should be considered on economics rather than marketing.

4.10 In addition, if marketing were to be undertaken it is likely that tenants will leave. This has already happened as two of the users have relocated without any formal marketing.

- 4.11 I draw the officer's attention to an appeal decision for 38 London Road, Purbrook APP/X1735/W/16/3145929. This is a very similar situation to the current application. The application was for 42 retirement apartments and the provision of 2 business units following the demolition of the existing business units and within a local centre. With the application the applicant did not undertake any marketing and this point was addressed in the appeal decision as follows: -

12 No marketing exercise has been undertaken and no other employment uses have been considered. The appellant accepts the site is a viable employment site and if CS2 and DM3 are found to be relevant then the appeal proposal is contrary to those policies and I consider this to be the case. Nevertheless, the appellant argues that there is plenty of vacant light industrial floor space available in the Borough. This month a search revealed 36,000 sqm, up from 32,000 in February. In the context of the 641,000 sqm of floor space in the Borough as a whole the appeal site (which is less than 4000sqm) is a tiny drop in this large ocean. The appellant argues that the existing uses should therefore have no difficulty in relocating and at the most there is only a technical conflict with the policies.

- 4.12 Although the inspector did not fully accept this argument due to the difficulty of the existing users relocating however this is not the situation with Station Road, two of the main users (consisting of 5 of the 8 units) have already found alternative premises. Of the remaining units one is already vacant and two will soon become vacant. The other point raised by the objectors and considered by the inspector was that the businesses were long standing on the site and had good local relationships. However, with Station Road the turnover has been so great that it is unlikely that many of the businesses had good local relationships apart from those that are relocating to more suitable premises.

- 4.13 However more fundamental was the point argued on the appeal with regard to policy AL3 which encourages development for main town centre uses. The inspector stated: -

15. The appellant argued that policy AL3 counted in their favour. As noted above this policy supports development in the area of the town centre, including the appeal site for "main town centre uses". While at least some of the businesses on the site may be popular locally, none can be described as "main town centre uses". This suggests to me that when

AL3 was drawn up (which was as recently as 2014), the site was considered to house non-conforming uses that were better located away from the centre, otherwise I assume the site would have been excluded from the policy. Despite including two small shop units, the appeal proposal is not, as a whole, a “main town centre use”, so it too would be contrary to AL3, but the point the appellant makes, which I consider to be sound, is that up until the application was lodged the Council clearly accepted the site could be redeveloped for a town centre use and so gave little weight to the loss of employment land.

- 4.14 One other point to note from the appeal is that it was agreed that the council did not have a five year housing land supply and that policies CS2 and DM3 constrained housing supply. Information from the councils’ web site indicates that the current supply figure is 4.9 years. Consequently, the inspector concluded that: -

25. Although policies CS2 and DM3 are out of date in NPPF terms they still exist and are capable of attracting weight. The proposal is clearly contrary to those policies. However, there would seem to be plenty of vacant commercial property in the Borough and land allocated for more so the loss of this relatively small site would not be significant. Despite the appellant’s floorspace figures, there would seem to be little or no availability either locally or where the owners are willing to take on the particular uses that would be displaced. I have doubts therefore whether the three local motor trade businesses, at least, would be able to successfully relocate locally.

26. Although I have concluded there would be clear harm to the businesses currently operating from the site and some harm to policies CS2 and DM3, this does not significantly and demonstrably outweigh the benefits I have also identified. I therefore consider the proposal to be sustainable development as defined in the NPPF and should be granted planning permission, subject to the conditions discussed below.

- 4.15 The other policy relevant to the location is policy AL3. This requires that the vitality and viability of local centres are protected. This was a point raised on the pre-application enquiry and as such the proposal now provides for two ground floor commercial uses and is therefore compliant with the policy.

Impact on the character of the area

- 4.16 The site consists of single storey buildings all different in form and style which together with the large concrete forecourt do little to enhance this gateway site on the approach to West Town.
- 4.17 Although designated as being within the Local Centre there are no retail shops east of the Tesco Express and James Close. Between James Close and the site, the majority of properties are residential or residential in appearance. As such the site does not relate to the local centre and with the location of the car park for Hayling Park this creates a separate 'island' of development that does little to enhance the street scene.
- 4.18 The provision of the two business units will therefore provide a link between James Close and the units just to the east of the site and therefore enhance both visually and practically the local centre.
- 4.19 The design when viewed from Station Road contains a mix of materials (brick and render) together with mix of roof heights. The contrasting materials and roof heights together with projecting and recessed balconies breaks up the mass of the elevations.
- 4.20 Moving the building forward onto to the pavement removes the large area of forecourt and provides an improved relationship with the street scene.
- 4.21 Although the overall height is greater than adjoining properties the proposed building would not dominate the street scene due to the form and style of the development.
- 4.22 The car parking area would be landscaped
- 4.23 Care has been taken with the design to ensure that the development is appropriate for the site and the area and the points raised by the officer in the pre -app have determined the final design. In particular
- The scale of the development has been reduced at the front and side (east)
 - The front part of the site is more traditional in appearance
 - The massing especially on the eastern side has been reduced

- The rear elevation (south) has been set back from the access road adjacent to the park.
- The number of residential units has been reduced



Elevation to Hayling Park



Elevation to Station Road

4.24 Overall, it is considered that the building is well designed and would provide an attractive building in the Station Road street scene.

Impact upon residential amenity

- 4.25 The only potential amenity issue is the forward projection onto station road, which would bring the development closer to 2-8 Station Road, however this would be no different to residential properties facing each other further west of the site.

Affordable Housing

- 4.26 The proposal would provide for 19 residential units. Policy CS9 (Core Strategy) requires development to deliver on average 30-40% affordable housing (6-8 units) unless a lesser requirement has been transparently justified on viability grounds.
- 4.27 To this end a viability assessment has been submitted with the application to confirm that the provision of affordable housing would make the scheme unviable.

Car Parking

- 4.28 With regard to car parking this is unallocated the scheme would provide 20 car parking spaces. This equates to just less than one per one per unit which is considered appropriate in the accessible location.

Drainage and flood risk

- 4.29 In relation to flood risk, the site is located in Flood Zone 1 (low flood Risk) and within a Source Protection Zone.
- 4.30 In relation to drainage: -
- It is anticipated that foul water drainage would link to existing drainage systems
 - Surface water drainage would be provided for via soakaways and permeable surfacing.

Ecological impacts

- 4.31 It is not considered that there are any ecological issues with the site.

Developer contributions

- 4.32 The development would be CIL liable though it is recognised that the floorspace of the existing buildings could be used to offset any liability.
- 4.33 With regard to the impact on the Solent Special Protection Area, this development would increase the number of dwellings within the 5.6km zone identified as significant in potentially increasing recreational pressure on the Solent SPA. This requires a payment of £181 per dwelling to the Solent Recreation Mitigation Project – this is to secure accordance with Policy DM24 of the Havant Borough Local Plan (Allocations) 2014.

5.0 **CONCLUSION**

- 5.1 The proposed development would result in the provision of 19 residential units contributing to the Boroughs Housing Need and provide two business units which would improve the vitality and viability of the West Town local centre. The site is located in a sustainable location close to public transport hubs, retail, leisure, educational and employment facilities.
- 5.2 The proposed scheme has been designed to revitalise an otherwise underutilised and undesirable site, whilst providing much needed residential units within the community. The scheme is a considered approach that not only provides 19no. residential units but also provides 2no. business units to ensure that an active ground floor frontage along Station Road is retained.
- 5.3 As part of the design process and the discussions undertaken with Havant Borough Council the scheme now addresses their concerns and also provides for an aesthetically pleasing development for Hayling Island. Which would be a significant improvement having regard to the existing buildings and would provide a gateway building at the entrance to West Town Local Centre.
- 5.4 There would be no detrimental impact on nearby neighbours.
- 5.5 The provision of affordable housing would make the scheme unviable.
- 5.6 In relation to highways the development is considered to allow for suitable access, parking and turning.
- 5.7 It is considered that the proposal complies with both national and local planning policy and therefore permission should be granted