

Planning Statement

Proposed Change of Use of 32 St Mary's Road, Hayling Island, from Use Class D1 to residential use (Use Class C3)

September 2018

1. INTRODUCTION

- 1.1. This statement has been prepared by Hampshire County Council and accompanies a planning application for the change of use of 32 St Mary's Road, Hayling Island from Use Class D1 (non-residential institution) to residential use (Use Class C3).
- 1.2. This statement sets out evidence relating to the use and re-provision of the existing service by Hampshire County Council Adult Services Department.

2. SITE AND SURROUNDING AREA

- 2.1 The site is located within the settlement boundary on Hayling Island, along St Mary's Road. The street has a strong residential character, with a mixture of bungalows and detached and semi-detached two storey dwellings. Directly adjacent to the east of the site is a block of flats. More detail can be seen on the site location plan and existing floor plan included with the application.
- 2.2 To the west of the site and within easy walking distance is West Town Local Centre and Hayling Island Community Centre; to the east is a range of local facilities including Hayling Island Library, Mengham Infant and Junior Schools and Hayling Island Health Centre.
- 2.3 The site is approximately 0.08 ha and is currently a vacant bungalow. It was formally the site of Havant Day Services – St Mary's Road Annex. The property was vacated by Adult Services in April 2018, with the day services now being provided in a recently refurbished facility at Barncroft Way in Havant and the Hayling Island Community Centre as part of the Adult Services Learning Disabilities Transformation Programme.
- 2.4 Havant Day Services offer a range of timetabled activities each day, including communication, music, and sensory activities.
- 2.5 Previously 32 St Mary's Road provided a homely setting for individuals. It acted as a satellite to the main facility at Barncroft Way in Havant. The former building at Barncroft Way could be very loud, with large open spaces, which did not suit everyone. St Marys Road was used as a slower, quieter space for people with complex needs and older service users. On average it was used by around 12 adults per day and 4 members of staff.
- 2.6 The facilities at Barncroft Way in Havant have recently been renovated and made more accessible and easy to use for people with learning disabilities. It has a sensory room which includes a water bed, musical bean bag, projector and other sensory equipment that encourages intensive interaction, communication and an overall learning experience. Havant Day Services have therefore relocated the services previously provided at 32 St Mary's Road to the much improved facilities at Barncroft Way.
- 2.7 For residents on Hayling Island, who do not want to travel to Havant, a service is provided in the new room at Hayling Island Community Centre. The staff who previously worked there are now based at Barncroft Way as well as delivering the services in the Community Centre.
- 2.8 The site currently falls within Use Class D1 (non-residential institutions) of the Town and Country Planning (Use Classes) Order 1987 (as amended).

Adult Services Learning Disability (LD) Transformation

- 2.9 On 16 May 2011, Hampshire County Council's Executive Member for Adult Social Care approved a report entitled 'Transformation of In-house Learning Disability Services', which set out changes in the delivery of service following wide and extensive consultation involving clients, their carers, other organisations and staff. This has been driven by the Government's 'personalisation' agenda, which places greater emphasis on choice and control for people with disabilities.
- 2.10 The way social care is provided is changing in England, with service users wanting more choice and control over their care and new services being developed to meet their needs. The Hampshire Strategy for People with a Learning Disability, *Ordinary People Living Ordinary Lives*, set out a new direction for services, in line with personalisation and Self-Directed Support. It is acknowledged that some of the County Council's existing property assets used to deliver the LD services are inadequate and will not be suitable in the future. Across Hampshire, the transformation programme will facilitate the provision of the following by 2015:
- two new build residential developments for respite care (6 beds each);
 - one new-build Keystone Day Service;
 - one adaptation of an existing day service to provide a Keystone Day Service;
 - one adaptation to convert an existing residential property into bedsits for crisis care;
 - thirteen Community Link buildings for day services.
- 2.11 The initial appraisal of the capital costs of the proposed transformation are envisaged to be in the region of £8 million, the majority of which is to be funded by proceeds of sale from the disposal of 17 identified sites, one of which is 32 St Marys Road (subject to this planning application). It is proposed that 100% of any associated proceeds of sale are retained for the delivery of the programme, with an additional need to front-fund some of the capital required and maintain a suitable cash flow during the programme lifecycle.
- 2.12 This planning application has been submitted to initiate the process of disposing of a surplus site, proceeds from which will be reinvested in the transformation programme and lead to improved and personalised local service provision within accommodation which meets current standards. Disposal and subsequent reinvestment is critical to the phased delivery of the wider programme.

3. PLANNING HISTORY

- 3.1 The building was originally constructed as a residential bungalow in c.1960, with the rear outbuilding/garage built in 1989. Planning permission was granted for the change of use to a Day Centre Satellite in March 1993. Hampshire County Council bought the building in December 1993.
- 3.2 The planning history is set out below:

Date	Application Number	Description	Decision
3/11/1976	16029/4	2 metre high boundary front wall with double gates	Granted
2/06/1983	16029/7	Single Storey front extension and re-construction of porch	Granted
16/08/1990	90/55232/000	Single storey rear extension	Granted

25/03/1993	92/55232/002	Change of use to create Day Centre Satellite for Social Services Department	Granted
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4. PLANNING POLICY CONTEXT

- 4.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications are determined in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan for the site comprises the Local Plan Core Strategy (adopted March 2011) and the Local Plan (Allocations) (adopted July 2014). Other material considerations include the National Planning Policy Framework (NPPF), relevant supplementary planning documents and the emerging Local Plan 2036.

Development Plan

Local Plan Part 1: Core Strategy

- 4.2 Policy CS9 addresses Housing. It sets out a housing requirement of 6,300 dwellings to be delivered between 2006 and 2026.
- 4.3 Policy CS11 deals with Protecting and Enhancing the Special Environment and Heritage of Havant Borough. This policy seeks to ensure nature conservation and ensures that due consideration is given to any designations, particularly the hierarchy of designations and the European protected SPAs, SACs and Ramsar sites.
- 4.4 Policy CS17 addresses Concentration and Distribution of Development within the Urban Areas. It encourages development that makes the most effective use of land in the borough, including concentrating new housing within the five urban areas of which Hayling Island is one.
- 4.5 Policy CS21 sets out that development will be permitted in on-site and/or off site infrastructure requirements are met.
- 4.6 Policy DM2 addresses the loss of Community Facilities. It sets out:

Development proposing the change of use or loss of any premises or land currently or last used as community services and facilities, including local shops, will only be permitted where both the following criteria can be met:

- 1. It has been demonstrated, through an active marketing process that the premises or land are no longer viable for their authorised use or any other use which would provide a beneficial facility to the local community.*
- 2. The facility is no longer required for a community use or that there is an easily accessible existing or new facility for the community it is intended to serve.*

- 4.7 Policy DM13 deals with car and cycle parking on residential development. It sets out that residential development will only be permitted where it provides car parking and cycle storage in accordance with the standards set out in the parking SPD.

Havant Borough Local Plan (Allocations)

- 4.8 Policy AL1 addresses the presumption in favour of sustainable development. It states that the Council will take a positive approach that reflects the presumption in favour of sustainable development. It will always work proactively with applicants to find solutions which mean proposals can be approved wherever possible.
- 4.9 Policy AL2 sets out the urban area boundaries, including for Hayling Island.
- 4.10 Policy DM24 concerns recreational disturbance to Special Protection Areas (SPAs) from Residential Development. The plan refers to the requirement for additional dwellings to pay a contribution to fund measures to protect the SPAs.

Other Material Considerations

National Planning Policy Framework (NPPF) (July 2018)

- 4.11 The revised NPPF was published in July 2018. It continues to set out that the purpose of the planning system is to contribute to sustainable development. Paragraph 11 sets out that for decision taking this means approving development proposals that accord with an up-to-date development plan without delay.
- 4.12 Chapter 5 of the NPPF requires local planning authorities to support the Government's objective of ***"significantly boosting the supply of homes"***. It is important that a sufficient variety and amount of land is put forward where needed, the needs of the groups with specific housing requirements addressed and that land with permission is developed without unnecessary delay.
- 4.13 Paragraph 68 sets out the important role that small and medium sized sites can make to meeting an area's housing requirement. As part of this the NPPF requires local authorities to ***"support the development of windfall sites through their policies and decisions – giving great weight to the benefits of using suitable sites within existing settlements for homes"***.
- 4.14 Paragraph 117 requires local planning authorities to promote through their policies and decision an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions. Strategic policies should set out a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously-developed or brownfield land.
- 4.15 Paragraph 118 (d) requires local planning authorities to promote and support the development of under-utilised land and buildings, especially if this would help to meet identified needs for housing where land supply is constrained and available sites could be used more effectively.

Emerging Havant Local Plan (2036)

- 4.16 The first step in the development of the Havant Borough Local Plan 2036 was the adoption of the Local Plan Housing Statement in December 2016. The next step was the publication of the Draft Havant Borough Local Plan 2036 which went out to public consultation between 8 January and 16 February 2018.

- 4.17 The Housing Statement acknowledges an objectively assessed need for 2011-2036 for 11,250 dwellings. Meeting this includes 1,191 windfall sites coming forward and 4,809 dwellings yet to be identified. Guiding principle 3 sets out that the Council will continue to promote the development of brownfield land. It states 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 will continue to be supported, even if they are not specifically allocated”*.
- 4.18 However it is noted that following the publication of the NPPF in July 2018, a new housing need calculation will be required.
- 4.19 Draft Policy DR1, Delivery of Development and Regeneration, sets out that the Council will plan positively and collaboratively to achieve high quality, sustainable development in Havant. The Council supports sustainable growth in homes and planning applications that accord with the policies in the Development Plan will be approved without delay, unless material considerations indicate otherwise. The Council is committed to working proactively with applicants to jointly find solutions which mean that proposals for sustainable development are approved, particularly where they address the development needs of the Borough.
- 4.20 Emerging Policy C11 addresses the protection of existing community facilities. It states:

“Development proposals for the change of use or loss of any premises or land currently or last used as a community facility or convenience shop outside of a town centre, will be permitted where one of the following criteria are met:

a. Alternative provision is made available of equivalent or greater community benefit; or

b. It has been demonstrated through a realistic and active marketing exercise that the premises or land are no longer viable for their authorised use or any other use which would provide a beneficial facility for the local community; or

c. The premises or land is no longer required for community purposes as there is an easily accessible existing or new facility for the community it is intended to serve.

If a community facility is confirmed or nominated as an asset of community value, this confirms a need for the facility and is a material consideration in determining any development proposal which would lead to the loss of the facility.”

Parking Supplementary Planning Document (July 2016)

- 4.21 Table 4A sets out a minimum requirement for 2 parking spaces for a 2 or 3 bed unit. For a 4+ bed unit, there is a minimum requirement for 3 spaces. Table 4D requires 2 cycle parking spaces for 2, 3 and 4 bed units

Developer Contributions Guide (April 2018 update)

- 4.22 Where appropriate the Council will seek on-site provision or financial contribution for delivery of the following types of infrastructure:
1. Transport
 2. Housing
 3. Education
 4. Health
 5. Social Infrastructure

- 6. Green Infrastructure
- 7. Public Services
- 8. Utility Services
- 9. Flood Defences
- 10. Public Realm

- 4.23 Section 3 of the document confirms that for change of use applications that do not involve the creation of any additional floorspace, there is no CIL liability, as long as the existing use must have been in continuous lawful use for at least six months in the previous three years prior to the development being permitted.

Annual Monitoring Report (December 2017)

- 4.24 This report sets out that with a 5% buffer as required by the NPPF, the Council can demonstrate a 4.9 year land supply. If this is increased to 20%, the land supply goes down to 4.3 years.

5. PLANNING ANALYSIS

Loss of Social Infrastructure/Community Facilities

- 5.1 As the building is currently Use Class D1 as part of Havant Day Services Centre, it is classed as community facilities, of which an unnecessary loss is restricted by Policy DM2. As set out above, the change of use of such facilities will only be permitted where it has been demonstrated that the premises are no longer viable for their authorised use or any other which would provide a beneficial facility to the local community and the facility is no longer required for community use or that there is an easily accessible existing or new facility to serve the community.
- 5.2 The service previously provided at 32 St Mary's Road is now being provided within significantly improved facilities, facilitating higher standards of care at the Havant Day Services, Barncroft Way site. In addition, for those not wanting to travel, a service is also provided in the new room at Hayling Island Community Centre. The service previously provided has therefore not been lost and instead relocated to recently refurbished and new constructed facilities elsewhere.
- 5.3 The LD transformation programme is intended to improve the service and accommodation provided to local residents with learning difficulties, an increasing proportion of whom have complex needs and require fully accessible facilities. 32 St Mary's Road is currently in need of considerable investment if it is to be made fit for purpose taking into account all the new requirements and advancements in providing care. This is uneconomic given there are existing more suitable facilities nearby. The transformation programme has received widespread support from users, the private and voluntary sectors, as well as County Council Adult Service staff groups. No local staff have been made redundant as part of this programme.
- 5.4 All of the proceeds from the sale of this building will be directed towards reinvestment in care and service improvements as part of this transformation programme, as evidenced by the County Council resolutions approved by the Executive Member for Adult Social Care at Hampshire County Council on 16th May 2011.
- 5.5 Policy DM2 seeks to avoid the loss of community services and facilities, however in these circumstances it is considered that the changes will not lead to a loss in provision, rather a relocation and improvement of the facilities offered by Havant Day Services.

- 5.6 Whilst a marketing exercise has not been conducted, it is not considered that alternative D1 uses would be suitable in this residential setting and these particular circumstances. It is noted that emerging Policy C11 in the Local Plan 2036 does not impose the same marketing requirements and as long as an alternative provision has been made of greater or equivalent community value, then the policy criteria will have been met. This direction of policy is an important material consideration.
- 5.7 Nonetheless it remains that Policy DM2 seeks to protect the loss of community facilities and in these circumstances it is not considered that a loss has occurred.

Proposed Residential Use

- 5.8 The property was originally constructed as a residential dwelling and in use as such between 1960 when it was constructed and 1993 when Hampshire County Council bought it. Reversion to a single dwelling would therefore be entirely consistent with the character of the street and adjacent properties, particularly since no external alterations are necessary.
- 5.9 This will create a house within the urban area, on previously developed land, consistent with policies CS17 and AL2, and making a modest contribution to the housing stock on Hayling Island in accordance with Policy CS9. Redevelopment of brownfield land is supported by Guiding Principle 3 of the Local Plan Housing Statement.
- 5.10 The NPPF clearly sets out the Government's requirements to significantly boost the supply of new homes. It is also clear that windfall sites on brownfield land, within the settlement boundary and reusing the existing building should be supported.
- 5.11 No alternations to the layout of the site are proposed as part of this planning application. The existing layout of the building lends itself to residential conversion. A future occupier may wish to make internal alterations, however this is beyond the scope of this planning application.
- 5.12 No alterations to the access arrangements are proposed. The dwelling currently provides sufficient parking to meet with the 2 spaces required by the SPD. There is space within the garage for 2 bicycles in accordance with the policy requirements. Traffic generation for a single dwelling will result in a *de minimis* change, and should result in fewer traffic movements compared to the existing use as a day centre.

Other Considerations

- 5.13 There are no TPOs within the site and will not be any impact on the TPOs within surrounding properties as a result of the proposed change of use. No alterations to the landscape treatment of the site are proposed as part of this application.
- 5.14 The site is in flood zone 1, so will not be affected by flooding.

6. CONCLUSIONS

- 6.1 The proposal would effectively reuse previously developed land within the urban area and make a modest contribution to the boroughs housing stock. The proposed change of use to a dwellinghouse would revert the building to its original use, being entirely in character with the surrounding area. No alterations to the external appearance or landscape are proposed and there is sufficient car and cycle parking available in accordance with the SPD.

- 6.2 The current use of the property as a day centre has been re-provided as part of the County Council's learning disability transformation programme, designed to improve services and accommodation by planning for future needs. No loss of social infrastructure will occur as a result of the proposal. 100% of the proceeds of sale will be reinvested in the local transformation programme. Services and staff have been relocated to the main site which has recently been upgraded at Barncroft Way, Havant and in the new room at Hayling Island Community Centre. These spaces provide considerably improved facilities, enabling a higher standard of care to be provided.