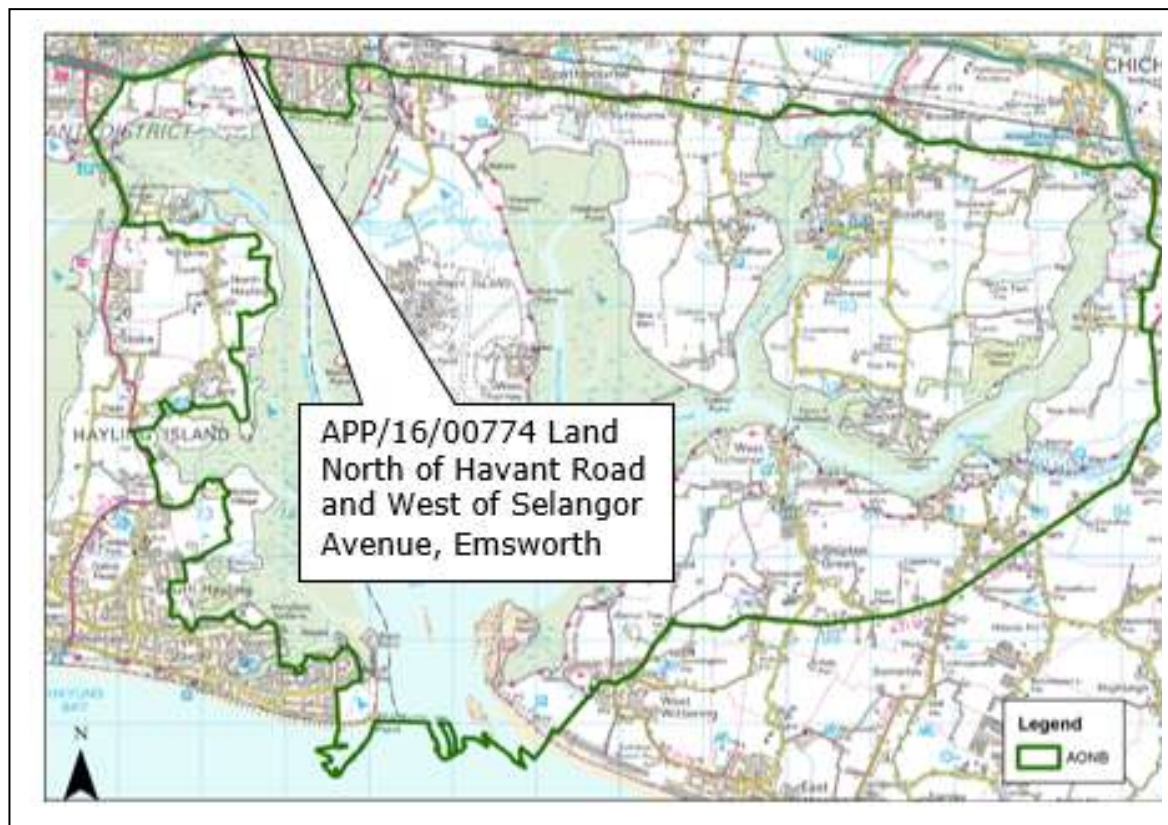


Local Planning Authority planning application reference: APP/16/00774

Site: Land North of Havant Road and West of Selangor Avenue, Emsworth

Proposals: Erection of 192 dwellings with associated parking, access, landscaping, and surface water drainage, pumping station and sub-station.



RECOMMENDATION

That Havant Borough Council be informed that Chichester Harbour Conservancy objects on the grounds of infilling a recognizable gap between areas of built form, thus harming the setting of the adjacent AONB. This in turn would weaken the stance taken to protect similar 'gap' land on the south side of the A259 and thus represents a dangerous precedent. Also that the Conservancy does not accept the approach of using private package sewerage works because their on-going future maintenance cannot be guaranteed; and that without adequate waste water treatment, there are real concerns that groundwater and ordinary watercourses feeding into Chichester Harbour would become polluted, harming important international, national and local nature conservation interests there.

It however, Havant Borough Council are minded to grant approval, this should be subject to a number of clauses in a suitably worded S.106 legal agreement to (a) mitigate for the impact of increased recreational disturbance to the Chichester Harbour SPA within Chichester Harbour, in accordance with the agreed protocols under the Solent Recreation Mitigation Project (SRMP) and, (b) ensure that the waste water pumping station/package treatment works is designed and installed to the recognized industry standard and in perpetuity maintenance is in place before any of the development is first occupied and continues to operate for the life of the development.

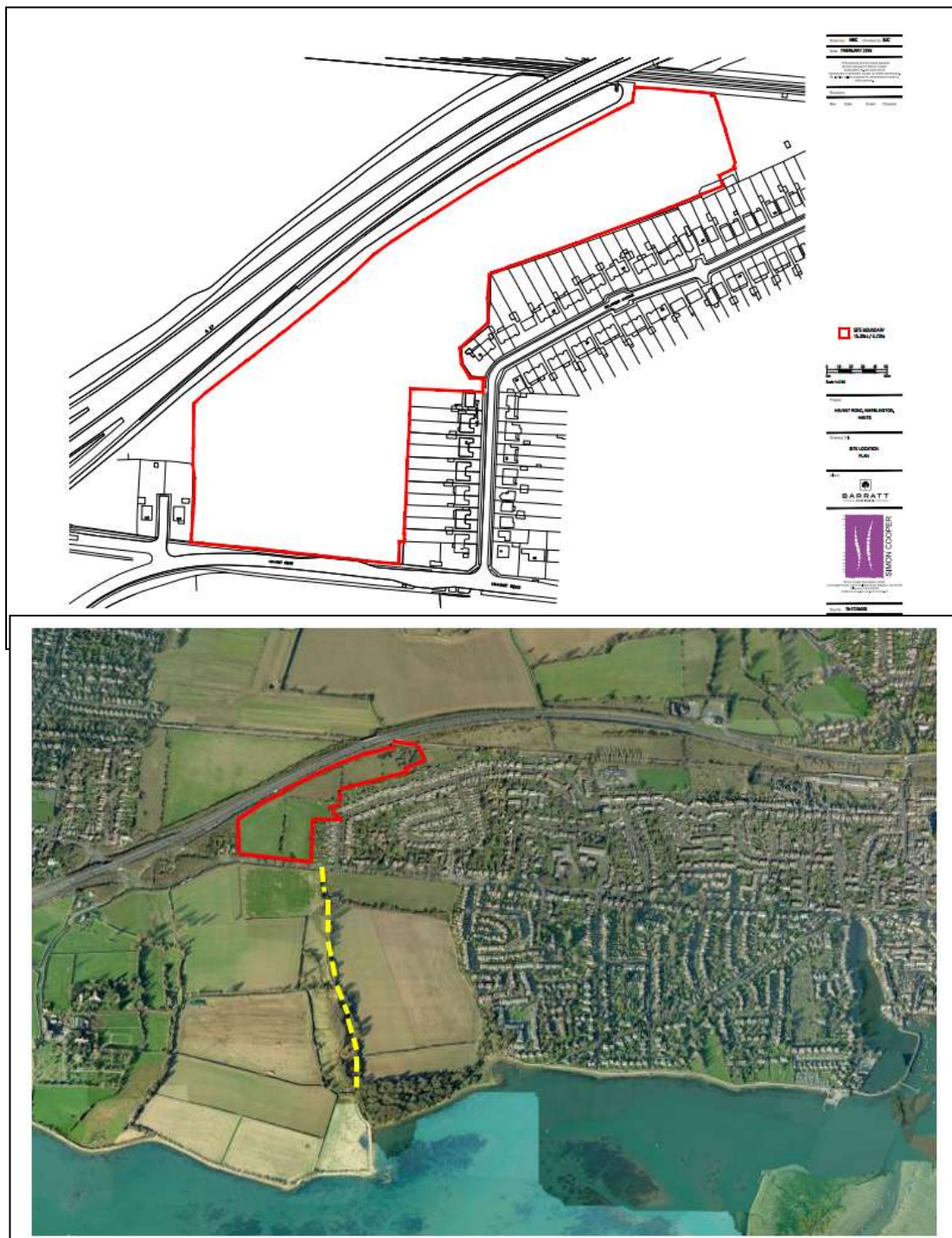
Initial observation

This application has not been notified to the Conservancy. It was drawn to Officers' attention by third parties. The Council is looking into why this situation occurred. The applicant has agreed to an extension of time for the council to consider the application. Although the developer has held a public exhibition, the Conservancy does not appear to have been invited to attend or previously comment on the proposals.

Conservancy Officers' comments and reasoned justification

1.0 Site and its context

- 1.1 The 6.23 ha site is not within a recognised 'Urban Area' under Policy AL2 (UE2b in the Havant Gaps review 2012) and protected by Policy CS11:-



- Mature hedgerow along Havant Road gives seclusion from public view

Suitability for Development Gap Assessment Matrix indicates low suitability for development:

- Significant site in narrow gap between Havant and Emsworth
- High sense of separation due to clearly defined boundary vegetation

Recommendation

The site is not recommended for development as an urban extension.

Reasons

The site has high landscape value due to its locally important landscape features. It contributes to the separation between the adjacent urban areas, by representing a large proportion of the gap between Emsworth and Havant."

APPENDIX 1: GAP ASSESSMENT MATRICES		
UE2b Selangor Avenue, Emsworth		
Criterion	Effect	Comments
Character & sensitivity		
Separation of areas of distinctive character	very high	Agricultural land separating Havant from Emsworth
Intactness/integrity of landscape character	high	Attractive grazing land impacted by adjacent road embankments
Landscape designation	none	
Scenic beauty/quality	medium	Attractive enclosed fields on urban fringe
Tranquility	very low	Adjacent to A27 and Havant Road, Emsworth
Visual separation		
Significance of distance across gap at narrowest point	very high	Narrow gap between Havant and Emsworth
Clearly defined coherent boundary	high	Roads to the north and south, housing to east and west
Density of vegetation screening new urban edge	medium	Existing hedgerows to east Dense vegetation on A27 banks
Sense of separation of settlements due to topography and vegetation across gap	high	Hedgerow and embankment planting
Prominence in public realm	low	Secluded site hidden from public view by roadside hedge with one gateway/gap
Recommendation: RED not recommended for development		

The site sits adjacent to the northern boundary of the Chichester Harbour AONB, where landscape character area H1 (Havant to Chichester Coastal Plain) has the following key characteristics:-

- Flat, coastal plain on brickearths, sands and gravels.
- Open arable farmland, with strong rectilinear field patterns.
- Small hedged paddocks associated with the villages.
- Pockets of orchards, enclosed coastal grazing marsh and small copses are distinctive features around Nutbourne, Prinsted, Fishbourne and Langstone.

- Linear historic settlements follow, or are located in close proximity to the Roman Road line of the A259.
- Dense urban development of Havant, Chichester, Emsworth and Southbourne.
- Occasional views from south of the A259 to the harbour



- 1.2 The A27 and Havant to Chichester Railway line bound the site to the north. The A27 is elevated and landscaped, such that views of the site are not really possible, but the site still reads as a distinct open space between built form from Havant Road, notwithstanding the treed and high hedge boundary there, seen in some of the photographs above. Some sporadic housing occurs west of the site, off a short cul-de-sac. Open agricultural land in the AONB is immediately south of the site.
- 1.3 A footpath leads down from Havant Road towards the harbour, through Nore Barn Woods (shown in yellow on the above aerial photograph and whose Havant Road end is seen below, along with another aerial shot looking east.
- 1.4 A major gas main crosses the site, forming a considerable constraint to development.



2.0 **Proposed development**

- 2.1 192 new dwellings with associated parking, open space, stand alone package sewage plant and electricity sub-station are proposed, illustrated in the block plan below. There would be a single point of vehicular access to Havant Road and a secondary pedestrian/cyclist point of access to Selangor Avenue.



- 2.2 A schedule of the proposed accommodation is given below. Development would be mostly two storeys in scale save for apartment blocks located alongside the elevated A27 which would be three storeys high.

SCHEDULE OF DWELLINGS					
BARRATTS					
REF	TYPE	DESCRIPTION	STOREY	SQ.FT	NO
RA	RADLEIGH	4 BED HOUSE	2.0	1316	5
WO	WOODCOTE	4 BED TOWN HOUSE	2.5	1206	8
KG	KINGSLEY	4 BED HOUSE	2.0	1079	3
EN	ENNERDALE	3 BED HOUSE	2.0	956	19
MA	MAIDSTONE	3 BED HOUSE	2.0	830	13
FO	FOLKSTONE	3 BED HOUSE	2.0	831	14
RM	RICHMOND	2 BED HOUSE	2.0	731	16
B3	SPECIAL	2 BED BUNGALOW	1.0	723	4
AL	ALVERTON	2 BED COACH HOUSE	2.0	687	9
2BF	2BF	2 BED FLATS	3.0	706	8
2BF	2BF	2 BED FLATS	3.0	652	3
1BF	1BF	1 BED HOUSES/FLATS	3.0	505	33
SUB TOTAL					135
AFFORDABLE					
REF	TYPE	DESCRIPTION	STOREY	SQ.FT	NO
SOCIAL HOUSING (30%) *					
24	TYPE 24	4 BED HOUSE	2.0	1104	1
28	TYPE 28	3 BED HOUSE	2.0	1052	3
22	TYPE 22	3 BED HOUSE	2.0	926	8
21	TYPE 21	2 BED HOUSE	2.0	842	6
2CH	SPECIAL	2 BED COACH HOUSE	2.0	687	6
2BF	2BF	2 BED FLATS	3.0	652	3
1BF	1BF	1 BED HOUSES/FLATS	3.0	505	30
SUB TOTAL					57
GRAND TOTAL					192

2.3 The application is made in full and supported by –

- Landscape and visual impact assessment
- Gap report
- Utility service statement
- Drainage strategy
- Tree report
- Hard and soft landscape/management specification
- Affordable housing statement
- Topographical survey
- Flood risk assessment
- Parking strategy
- Ground conditions report
- Transport assessment and travel plan
- Desktop archaeology assessment
- Air quality assessment
- Noise impact assessment
- Extended Phase1 Habitat Survey (WYG, July 2016) and Wintering Bird Survey

(WYG, July 2016)

- 2.4 Some images of street scenes are shown below. The landscape masterplan below shows that two SUDS areas are shown in the main open space between the new housing and Havant Road, as part of a surface water drainage strategy. The pumping station providing the stand alone waste water solution is positioned in a building by the main site access.





3.0 **Relevant planning history**

- 3.1 Barratts tried to promote the site for housing at the recent Site Allocations DPD examination in public. No other history exists on the council's website.
- 3.2 The Inspector did not accept the site for housing and considered it represented part of a significant gap separating Havant from Emsworth, concluding in her paragraph 62 of her report dated 7.7.14 that –

"...I am satisfied that the non-allocation of the site is supported by robust evidence and that public consultation has been in accordance with the Council's Statement of Community Involvement".

- 3.3 In the current draft housing statement, which is to support the review of the Local Plan, published in July this year and consulted on until 9.9.16, the council is now considering the application site again, with a guide capacity of 154 dwellings.

4.0 **Key issues and related Policy framework***

***NPPF** – 7, 9, 11, 14, 17, 47-50, 55-58, 60-61, 64, 66, 69, 93-94, 99-103, 105, 109, 111, 113-115, 118, 126; **NPPG** – ID's 6-8, 23b, ID 26; **HBLP** – CS1, CS7-CS9, CS11-CS16, CS17, CS19-CS21, DM1, DM8, DM10-DM12, DM20, DM23-DM24-DM25; **HBSA** – AL1-AL2, DM12-DM14; **CHMP** – LS1-LS2, LS4, HE1, CD1, BD1, NC1, NC5, WQ1, WQ4; **PP's** – 01, 04, 05, 09; **SPG/D**.

- 4.1 **Safeguarding intrinsic character and beauty of countryside/biodiversity from inappropriate development**

4.1.1 The ecological survey has concluded –

"Key results of the 12 surveys are as follows:

- *No Brent geese were recorded using the site by WYG.*

None of the other species for which Langstone Harbour SPA is designated (i.e. black-tailed godwit, dunlin, grey plover, redshank and ringed plover) were recorded using the site by WYG. During the WYG surveys, the site was noted to have mixed use by birds; the field provided a food resource to a range of bird species with the hedgerows and scrub and offering shelter, perches, foraging areas and potential breeding opportunities.

The habitat at the site, which comprised of relatively small, enclosed fields, surrounded by woodland, hedgerows and residential areas and internally divided by further hedgerows and scattered scrub, is not attractive to the intertidal species associated the SPA. Four Red Listed (BoCC) species (common starling, house sparrow, song thrush, and redwing) and seven amber list species (dunnock, kestrel, grey wagtail, meadow pipit, stock dove and firecrest (also Schedule 1 of the WCA 1981) were recorded.

The area surveyed consists of habitats that are of unexceptional quality for birds that are widespread and frequent within lowland farmland and suburban environments. Most of the species are BoCC Green Listed and are likely to continue to thrive on site providing that areas of green space (including gardens), scrub and hedgerows are kept as part of any proposals."

4.1.2 The council's ecologist does not take issue with this assessment, but still has some concerns and wants clarification on a number of points. A badger survey is yet to be undertaken and a recptor site for reptiles needs to be made clearer on the plans. He notes Natural England are also seeking further clarifications.

"The site features as Site H21 within the Solent Waders & Brent Goose Strategy (SWBGS) 2010 and therefore constitutes supporting habitat for birds associated with the nearby Chichester & Langstone Harbours Special Protection Area (SPA) and Ramsar site. H21 has never supported SPA birds, although the level of survey effort deployed has not been sufficiently comprehensive to allow the site to conclusively be 'removed' from the SWBGS...it can be reasonably concluded that the fields within this site are not currently used and may indeed be unsuitable for use altogether – given the presence of internal hedging and livestock it is highly unlikely that brent geese in particular will occur and therefore the potential would be for grassland wader species such as curlew, lapwing, oystercatcher and golden plover. Some fields to the south of the site are however used by SPA birds. SWBGS sites H22B, H23D and H23F situated immediately south of the application site have each supported SPA birds in the past and there is some indication from Natural England that recent records have been collected. These fields are larger than the application site and lack any internal hedging and so the presence, albeit irregular, of SPA bird species, is not surprising. Whilst it is unlikely that direct impacts would occur, given the distances between the application site and these fields, there may be an increase in recreational pressure which, if not managed, may result in impacts to SPA birds".

4.1.3 The development would have a clear an obvious landscape impact, but its set back from Havant Road and elevated nature of the A27 would prevent wider harmful impact to the setting of the AONB. However, the infilling of this open space with built form sets a dangerous precedent, which could lead to pressure on adjacent AONB land. As such, it should be resisted. The density sought also

significantly exceeds that suggested by the council.

4.2 Flood risk and waste water treatment

- 4.2.1 According to the Environment Agency's flood maps, the site lies within Flood Zone 1 (lowest risk), albeit a scheme was recently undertaken to address historic surface water flooding off the Nore Barn Stream (application APP/14/00352 refers, considered by the Conservancy's Planning Committee at its 9.6.14 meeting).
- 4.2.2 The conclusions of the submitted FRA are that the risk of flooding on or off the site have been mitigated through design – all summarised in **Appendix A** to this report.
- 4.2.3 Use of package sewerage treatment works is unproven and not welcomed by the Conservancy, which has recently adopted a planning principle in this regard. The Conservancy has also recently opposed use of same for a major development west of Chichester, attending their Planning Committee to speak against such proposals. The risk of pollution from non-maintenance of such infrastructure in the future with little or no public accountability is considered too great.

4.3 High quality design

- 4.3.1 There is no criticism of the architectural style chosen. Three storey scale would be located by the A27, well away from the AONB boundary.
- 4.3.2 It is rather the overall impact to the land which has a strategic function to separate settlements and mirrors the open land of the AONB on the south side of the A259, which is objected to.

4.4 Carbon reduction

- 4.4.1 Measures are set out in the design and access statement as to how the carbon footprint of the new development would be minimised. Details and delivery/retention of such measures could be secured through planning condition(s).

5.0 Conclusion

- 5.1 The infilling of a recognised gap between settlements is not supported and would act as a dangerous precedent to infilling similar land south of the A259 in the AONB. The submitted design and access statement does not even identify the setting of the AONB as a constraint.

SRL - For CHC 5.12.16 Planning Consultative Committee

Comments requested by: 22 August 2016, extension of time given to comment.

*Abbreviations used:-

NPPF – National Planning Policy Framework (2012)

NPPG – National Planning Practice Guidelines (2012)

HBLP– Policies from Havant Borough Local Plan (Core Strategy)(2012).

HBSA - Havant Borough site Allocations DPD (2014)

CHMP – Chichester Harbour Management Plan (2014-2019)

PP's - Planning Principles (Adopted by Conservancy 17.10.16)

SPG/D – Supplementary Planning Guidance/Documents/Evidence:-

- SHLAA – HBC's Strategic Housing Land Availability Assessment
- Havant Gaps Review (2012)
- Havant Borough Council - Borough Design Guide - Supplementary Planning Document (December 2011)
- Emsworth Village Design Statement (2008)
- HBC Residential parking and cycle provision SPD – March 2010
- CBA Landscape Character Assessment (2005)
- AONB design guidelines (2010)
- SRMP – Solent Recreational Mitigation Project

APPENDIX 'A'

All sources of flood risk have been assessed including tidal, fluvial, artificial drainage, overland, infrastructure failure and groundwater. The conclusion of the assessment is that all risks are considered as low, providing that necessary mitigation measures for surface water drainage are undertaken. The pre-existing low risk of surface water flooding is mitigated through incorporation of a Sustainable Drainage System which will store the volume of a 100 year return period storm plus allowance for climatic change; the surface water drainage system will ensure no increase in flood risk to adjacent or downstream sites. Proposals include the raising of road levels and finished floor levels in areas of potential high groundwater which mitigates any pre-existing risk to the site.

The previous flooding problems experienced by the residential area to the east of the site are primarily due to the flow in the Nore Farm Stream exceeding the capacity of the piped section of the watercourse. This is not caused by the development site and has been addressed by the Environment Agency Nore Farm Flood Alleviation Scheme. The proposed development does not represent an increase in flood risk to neighbouring land.

Foul drainage from the development shall connect to an adoptable onsite foul water pumping station located at the southern boundary of the site which will control the foul flow to the nearby Public Foul Sewer located beneath Havant Road. The sustainable surface water drainage system stores large return period storms and mimics the existing drainage condition of infiltration to ground utilising a series of soakaways and permeable paving areas maintained by a Management Company which will drain surface water from the roofs and car parking areas. Infiltration swales are provided along the adoptable section of the access road which will be drained to ground and maintained by the Highway Authority. Shallow land drainage basins are provided along the eastern and southern boundaries of the site to capture any overland flow from the clay-based soft standing during heavy storm events. A nett reduction in runoff from the site is achieved by removal of the existing green field runoff which will be stored onsite post development.

Water quality of runoff is achieved through use of geotextile and the naturally high pollutant retention shallow soil layers to ensure adequate treatment of surface water before infiltration to ground. Runoff from property roofs is considered clean water suitable to drain directly to ground without additional treatment.

This Flood Risk Assessment concludes that the proposed development is not at significant risk of flooding and will not increase the risk of flooding to others.