

186 Sea Front, Hayling Island
Demolition of Existing Dwelling and
Erection of 7.no Apartments

Planning Statement

February 2022



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1. INTRODUCTION

Context

- 1.1. This Planning Statement has been produced in support of an application for Full Planning Permission for the demolition of the existing dwelling at 186 Sea Front / 28 Alexandra Avenue and the redevelopment of a new building containing 7 no. residential apartments – to deliver 6.no 2-bed and 1.no 1-bed apartments.
- 1.2. The proposals include the following key elements:
- Demolition of detached dwelling and detached garage;
 - Development of 2 storey building comprising 7 residential apartments;
 - Pedestrian and Vehicular Access off Alexandra Avenue;
 - Parking provision – 9 spaces;
 - Cycle Storage – 14 spaces; and
 - Provision of refuse/recycling storage area.
- 1.3. This Planning Statement [Preston Baker] should be read alongside the application plans and technical documents which comprise the planning submission. These are as follows:
- Detailed Plans – Stoddart Architecture;
 - Design and Access Statement – Stoddart Architecture;
 - Highways Statement – AMA;
 - Drainage Strategy – AMA;
 - Preliminary Ecological Appraisal – Arbtec;
 - Accessibility Statement – Preston Baker;
 - Landscape Maintenance and Management Plan – Stoddart Architecture;
 - CIL Forms [Preston Baker];
 - European Site Avoidance and Mitigation Checklist [Preston Baker];
 - Nitrogen Budget Calculator [Preston Baker]; and
 - Construction Management Plan – Stoddart Architecture.
- 1.4. This Planning Statement [Preston Baker] sets out our analysis of the proposal against the relevant planning policies which must be considered in determining this application.
- 1.5. The statement adopts the following structure:

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- Section 2 sets out the location and site description;
- Section 3 sets out the planning history;
- Section 4 sets out the proposed scheme;
- Section 5 sets out the planning policy context against which the proposal falls to be considered;
- Section 6 assesses the proposal against this policy context; and
- Section 7 provides overall conclusions on the planning case.

2. LOCATION AND SITE DESCRIPTION

- 2.1. The application site consists of a red brick two storey detached dwelling located at the junction of Sea Front and Alexandra Avenue on Hayling Island. The dwelling is unremarkable in architectural quality. Two vehicular and pedestrian access points are located along the Alexandra Road frontage. A detached double garage is located to the rear of the dwelling close to the northern boundary.
- 2.2. The existing dwelling is set back from the Sea Front road frontage, with a lawned garden area to the front and parking / driveway and garaging to the side and rear.
- 2.3. Residential development abuts the northern and western boundaries, and Alexandra Avenue abuts the eastern boundary, beyond which lies residential development fronting Sea Front. Sea Front runs along the southern boundary beyond which lies Hayling beach and the sea. A large public car park (Chichester Avenue Car Park) is located south of Sea Front, with the entrance to the south east of the site close to the junction of Sea Front and Chichester Avenue.
- 2.4. A brick boundary wall forms the eastern and northern boundaries, a brick wall and railings form the southern boundary and a close boarded panel fence runs along the western boundary.
- 2.5. The application site area is circa 1,053 sq. metres.
- 2.6. The application site falls within the Hayling Island Urban Area in a predominantly residential area. There is a wide variety of styles and sizes of properties in the vicinity, including detached houses, townhouses and apartment blocks along Sea Front. The site lies on the southern coast of Hayling Island which is in the south of the Havant Borough. Sea Front is a main road which runs along the full length of the southern coast of Hayling Island, turning into Ferry Road at the south western edge and Southwood Road on the south eastern edge of the island. The site is accessible to two shopping areas, at Mengham (a District Centre) and West Town (a Local Centre), which are located 750m and 1.1km away respectively.
- 2.7. A range of local shops and facilities can be found in Mengham, including a post office, grocery shop, Sainsbury's Local, bank, pharmacy, take-aways, cafés, beauty salon, hair dressers, estate agents and a Health Centre. The nearest Primary School (Mengham Junior

School) is located 1.2km away off Palmerston Road, north of South Hayling. The Hayling College Secondary School is located approximately 1.5km north of the application site. Various recreation facilities are located along the Sea Front relating to the nearby beaches.

- 2.8. Havant town centre is located 8.6km north of the application site, which offers a number of high street shops and supermarkets, and includes a Railway Station with direct connections to Portsmouth, Brighton, Southampton and London.
- 2.9. The application site is accessible via public transport, with bus stops located along Sea Front (the nearest being circa 70 metres away). The No 30 and 31 bus services to Havant town centre run every 20 minutes for the majority of the day, with hourly services between midday and 2pm. Journey times from the application site to Havant town centre are approximately 30 minutes.
- 2.10. The application site does not lie within a Conservation Area, and the existing dwelling on the application site is not Listed. The site lies within Flood Zone 1.
- 2.11. It is clear from the siting of the site within the designated Urban Area of Hayling Island, and the proximity of the site the services and facilities, that the site is located in a sustainable area, with access via walking/ cycling and public transport to various services and facilities.

3. PLANNING HISTORY

- 3.1. Planning permission was granted for the development of the existing house and garage in 1983 (and an increase in the height to the boundary wall facing Sea Front in 1985).

Previous Application

- 3.2. A planning application for the demolition of existing house and erection of 9 No. unit apartment development [LPA Ref: APP/21/00045] was submitted in January 2021. After various discussions with the local planning authority the application was withdrawn.

Post Withdrawal Revisions

- 3.3. The scheme has subsequently been redesigned – with a resultant reduction in unit numbers to that now proposed – and a resultant reduction in overall form and massing.
- 3.4. Further plans were sent to the local planning authority for informal comment in December 2021.
- 3.5. The local planning authority's informal comments on the design changes were set out in a response dated 4 January 2022. This suggested and confirmed that:

- *“As to the building I note that the accommodation is provided over two floors. However, the appearance of the building would be improved if the mansard roof was replaced with a flat roof, as clearly this is not required for the accommodation shown on the scheme. The Local Planning Authority (LPA) would not wish to see a subsequent revised scheme, with a third floor that incorporates a mansard roof with further units. If the proposal is submitted as shown, no doubt this concern would be raised by third parties. Leaving the mansard roof aside, the reduction in height to two storeys only is welcomed.”*

- 3.6. The mansard roof has now been replaced with a flat roof.

- *“The removal of the overhang to the rear, showing a more balanced building, is also welcomed.”*
 - *“As to car parking I note these would be unallocated and have now been distributed to the front and rear of the property. This has resulted in the loss of some of the amenity space to the front of the development which is unfortunate. The additional landscaping is welcomed, but please see Landscape's comments*

below.”

- *“As to the car parking, I am working on the assumption the number P9 is a disabled space, which is welcomed. Notwithstanding, 9 unallocated spaces would accord with the Council's Car Parking SPD for 7 units and bedrooms proposed.”*
- *“The separation distance between the proposal and 26 Alexandra Avenue, is welcomed and would accord with Havant's Design Guide SPD.”*

3.7. In relation to landscaping the responses stated:

- *“We welcome the changes to the building height and back-to-back distance from no. 26 Alexander Road. This now conforms to HBC design guides.*
- *As stated in our previous comments there must be a significant landscape buffer offering vertical screening to mitigate the visual impact of the development to neighbouring properties.*
- *Recommend to condition the boundary treatments, soft landscaping and hard landscaping.”*

3.8. Subject to the removal of the mansard roof, with a flat roof, the proposal has addressed Officer's concerns. Based on current information before the LPA, the proposal for 7 units could be supported.

Adjacent Site

3.9. The adjacent site has recently been redeveloped implementing consent for the demolition of two detached properties and erection of two apartment buildings totalling 18 units [LPA Ref: Application 17/00311].

4. PROPOSED DEVELOPMENT

- 4.1. This statement relates to a full planning application for the demolition of the existing residential dwelling and detached garage and development of a 2-storey residential development containing seven residential apartments.
- 4.2. Access is proposed to be maintained off Alexandra Avenue, with two vehicular access points to serve parking areas to the front and rear of the building.
- 4.3. Further details of the proposals are included in the Design and Access Statement and associated drawings. The proposed accommodation will comprise:
- 1 x 1 bed apartments;
 - 6 x 2 bed apartments; and
 - The provision of 9 parking spaces (including 2 disabled spaces), 14 cycle spaces and refuse / recycling store area.

5. PLANNING POLICY

5.1. The purpose of the planning system is to enable the development of appropriate sites which are sustainable as defined by the National Planning Policy Framework [NPPF] (the Framework) and in particular as set out at §8.

5.2. The duty in Section 38(6) of The Planning and Compulsory Purchase Act 2004 enshrines in statute the primacy of the Development Plan.

5.3. Section 38(6) of the Planning and Compulsory Purchase Act 2004 states:

“If regard is to be had to the development plan for the purposes of any determination to be made under the Planning Acts the determination must be in accordance with the plan unless material considerations indicate otherwise.”

5.4. §2 of the Framework recognises the provisions of Section 38(6) stating:

“planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise. The National Planning Policy Framework must be taken into account when preparing the development plan, and is a material consideration in planning decisions. Planning policies and decisions must also reflect relevant international obligations and statutory requirements”.

5.5. The correct approach to determining whether a proposal is in compliance with a development plan is uncontroversial:

- All the relevant policies should be identified;
- An assessment should be made as to whether the proposal complies or not with each of those policies and the weight to be given to these policies;
- The development plan must be read as a whole;
- It must be recognised that separate policies within the same development plan can pull in different directions; and
- A development can conflict with one individual policy and still comply with the development plan as a whole.

- 5.6. Section 39 of the Act requires decision makers to exercise their functions with the objective of contributing to the achievement of sustainable development.
- 5.7. The development plan for this scheme comprises the following local documents: -
- Havant Borough Local Plan (Core Strategy) March 2011; and
 - Havant Borough Local Plan (Allocations) July 2014.

National Policy

National Planning Policy Framework (July 2021)

- 5.8. The Government's National Planning Policy Framework (the Framework) now forms the relevant policy guidance at the national level for the determination of all planning applications.
- 5.9. Planning law still requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise. The Framework is a material consideration in planning decisions.
- 5.10. It is convenient to set out the relevant provisions of the Framework which will provide the basis for decision making in this instance.
- 5.11. There are three dimensions (§8) to sustainable development comprising **economic**, **social** and **environmental** roles.
- 5.12. So that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development. §11 of the Framework identifies how this presumption is to be applied in making decisions on individual applications stating: -

"For decision-taking this means:

c) approving development proposals that accord with an up-to-date development plan without delay; or

d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date¹, granting permission unless:

¹ This includes, for applications involving the provision of housing, situations where the local planning authority cannot demonstrate a five-year supply of deliverable housing sites (with the appropriate buffer, as set out in paragraph 73); or where the Housing Delivery Test indicates that the delivery of housing was substantially below (less than 75% of) the housing requirement over the previous three years. Transitional arrangements for the Housing Delivery Test are set out in Annex 1.

the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed²; or

ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole”.

- 5.13. Beyond Chapter 4 of the Framework there are 13 topic areas (as well as Annex 1 and 2) which form the Framework document and those topic areas considered of relevance to this planning application are set out below.

Section 4: Decision Making

- 5.14. In determining applications, §38 states: -

“Local Planning authorities should approach decisions on proposed development in a positive and creative way. They should use the full range of planning tools available, including brownfield registers and permission in principle, and work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area”.

- 5.15. §47 requires “that ‘applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise” in line with the established plan-led planning system.

Section 5: Delivering a sufficient supply of homes

- 5.16. The principal housing objective of the Framework is to significantly boost the supply of homes, as stated at §60 which refers to the importance of ensuring that a “sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay.”

Section 9: Promoting Sustainable Transport

- 5.17. The Framework requires transport considerations to be addressed in the early stages of plan-making and development proposals. In relation to parking §107 requires local parking standards for residential and non-residential development to take into account a number of factors including the accessibility of the development; the type, mix and use of the

² The policies referred to are those in this Framework (rather than those in development plans) relating to: habitats sites (and those sites listed in paragraph 176) and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, an Area of Outstanding Natural Beauty, a National Park (or within the Broads Authority) or defined as Heritage Coast; irreplaceable habitats; designated heritage assets (and other heritage assets of archaeological interest referred to in footnote 63); and areas at risk of flooding or coastal change.

development; and the availability of and opportunities for public transport.

- 5.18. §111 of the Framework also makes it clear that *“Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.”*

Section 11: Making Effective Use of Land

- 5.19. The Government remains committed to encouraging high density development and the most efficient use of land. §120 states that planning policies and decisions should:

c) “Give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs... “ and

d) “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.”

Section 12: Achieving Well Designed Places

- 5.20. §126 stresses the Government’s commitment to achieving good design, high quality buildings and places. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.

- 5.21. §130 states that planning policies and decisions should ensure that developments:

a. “Will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;

b. Are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;

c. Are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change;

d. Establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;

e. Optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and

f. Create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users, and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.”

Section 14: Meeting the challenge of climate change, flooding and coastal change:

- 5.22. The importance of tackling climate change is dealt with in this section of the Framework. §152 states that “The planning system should support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change. It should help to: shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience; **encourage the reuse of existing resources, including the conversion of existing buildings;** and support renewable and low carbon energy and associated infrastructure.”

National Planning Practice Guidance (March 2014)

- 5.23. The Planning Practice Guidance was published as a live ‘working’ document on 6th March 2014. It extends to over 600 pages and is intended to replace over 7,000 pages of now revoked guidance.

The Adopted Development Plan

- 5.24. The Havant Borough Local Development Framework and its associated documents form the Local Plan for the Havant Borough. As referred to earlier in this report, the application site falls within the Hayling Island Urban Area. There are a number of documents that make up the current Development Plan that are relevant to this application, which are referred to below.

Core Strategy (Adopted March 2011)

- 5.25. **Policy CS6** ‘Regeneration of the Borough’ identifies South Hayling Island as one of a number of areas in the Borough that have been identified as a priority for regeneration. Policy CS6 identifies South Hayling as an area where development that positively contributes to the social, economic and physical regeneration of the Borough will be supported. In specific relation to South Hayling Island, Policy CS6 refers to a focus on:
- a. Seafront boardwalk.
 - b. Flood and erosion management measures.
 - c. Water related sports facilities.
 - d. Beach Hut and beach user facilities and educational information.
 - e. Small scale tourist facilities.

- 5.26. All development proposals made under policy CS6 must ensure that they benefit the Borough socially, environmentally and economically.
- 5.27. **Policy CS9** 'Housing', relates to the Borough's housing requirement and the delivery of housing. The housing requirement in the Borough is a net total of 6,300 new dwellings between 2006 and 2026. Based on the projected supply and no of completions at the start of the plan period approximately 10% of the requirement will be distributed to Hayling Island. It is recognised that further supply will potentially occur through unidentified (windfall) sites within the urban area.
- 5.28. Policy CS9 includes the Borough's affordable housing requirement. On small schemes of between 5 and 14 dwellings an average of 30 – 40% affordable housing provision is required by contribution or on-site provision. It is considered appropriate in this instance, given the proposed apartment scheme includes a number of shared, communal areas, that any affordable requirement would be best dealt with via an off-site contribution. The applicant will engage with the Council during the application process in relation to the affordable housing requirement.
- 5.29. A suitable density of development is required for the location taking account of accessibility to public transport and proximity to employment, shops and services in addition to respecting the surrounding landscape, character and built form.
- 5.30. **Policy CS14** 'Efficient Use of Resources' relates to sustainable construction and high-quality design. It requires on completion that residential development meets Level 3 of the Code for Sustainable homes (unless proven to be financially or technically unviable).
- 5.31. **Policy CS15** 'Flood and Coastal Erosion' requires all development to ensure that there is no net increase in surface water run-off. Further detail regarding the proposed drainage of the development is contained in the Drainage Strategy.
- 5.32. **Policy CS16** 'High Quality Design' sets out a number of criteria for achieving high design standards which helps to create places where people want to live, work and relax. The design considerations of particular relevance include responding to and drawing inspiration from the local context; using the characteristics of the locality to help inform the design of the new development; ensuring development does not cause unacceptable harm to the amenity of neighbours; and encouraging higher densities. Further information relating to the design evolution of the proposals and the detailed design is contained in the Design and Access Statement and the detailed plans.

- 5.33. **Policy CS17** 'Concentration and distribution of development within the urban areas.' This policy requires development to make the most effective use of land in the Borough, by concentrating new housing within the five urban areas, including Hayling Island, and priorities development on previously developed land, including underused land and buildings within the urban area.
- 5.34. **Policy CS21** 'Developer requirements' refers to development being permitted if required on-site and/or off-site infrastructure requirements are met.
- 5.35. **Policy DM8** 'Conservation, Protection and Enhancement of Existing Natural Features' requires development to provide new landscaping that integrate successfully with the local environment and existing natural features, using local materials and plant species. The Landscape Plan provides detail of the proposed hard landscape materials and proposed planting, that can be secured via a planning condition.
- 5.36. **Policy DM9** 'Development in the Coastal Zone' states that planning permission will only be granted for development in the coastal zone which addresses all relevant criteria, including no harmful effects on nature conservation within SSSI's SPA, SAC, Ramsar Site or any SINC's and Local Nature Reserves. Policy DM24 of the Allocations Plan is linked to this policy. It is understood that the residential proposals will require a payment for the Solent Recreation Mitigation Strategy and this will be dealt with during the application process.
- 5.37. **Policy DM11** 'Planning for more sustainable travel' seeks to increase integration of sustainable travel modes. Measures in the policy include the requirement for safe and secure vehicular and cycle parking and turning facilities to adopted standards.
- 5.38. **Policy DM13** 'Car and Cycle Parking on Residential Development' states that residential development will only be permitted where it provides car parking and cycle storage in accordance with the relevant standards.
- 5.39. As stated, the application site lies within the Hayling Island urban area. There are no site-specific designations on the application site. Policies relevant to this application within the Allocations Plan are outlined below:

Adopted Allocations Plan (July 2014)

- 5.40. **Policy AL1** 'Presumption in favour of sustainable development.' Aligning with the Framework, this policy advises that when considering development proposals, the Council will take a positive approach that reflects the presumption in favour of sustainable development. It states that the council will work proactively with applicants to find solutions

which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.

- 5.41. **Policy DM24** 'Recreational Disturbance to Special Protected Areas (SPAs) from residential development.' This policy relates to the mitigation measures required due to the positioning of Havant Borough on the Solent coast, which is internationally designated for its wildfowl and wading species. Any planning permission for residential development is required to avoid or mitigate the likely significant effect on the SPAs, caused by recreational disturbance through the in-combination effect of net additional dwellings. The mitigation can be provided through a financial contribution. The applicant will liaise with the Council during the application process in order to secure the financial contribution via the requisite S106 agreement.

Other Material Considerations

- 5.42. The Council are currently preparing a Local Plan which, when adopted will replace the Core Strategy and Allocations Plan. The Submission Havant Borough Local Plan 2036 (published February 2021) currently has limited weight in decision making but does indicate the direction of travel. Emerging Policy DR1 relates to the amount of development and makes the provision for the delivery of "about 10,733 net new homes between 2016 and 2037. This is an increased annual requirement compared with the Core Strategy Emerging policy H3 relates to Housing Density and seeks to maximise and make optimal use of each site. Regeneration of the Hayling Island remains a focus (Policy KP3), and the Affordable housing (Policy H2) is required on residential development of 10 or more dwellings, at a requirement 30% and 20% in Havant, Waterlooville and Leigh Park town centres.

Supplementary Planning Guidance

Borough Design Guide SPD – December 2011

- 5.43. This design guide sets out what the Council expects developers to deliver in relation to the design of new developments and how the distinctive character and qualities of the Borough should be respectfully improved and enhanced through development. The SPD supplements Core Strategy Policy CS16 (High Quality Design) and develops further the 7 key principles of good design. It includes information on general principles of new residential development including separation distances, daylight provision and ensuring new proposals do not result in the loss of light to existing buildings. The SPD include design guidance for apartments, referring to ground floor apartments endeavouring to have private gardens where possible, or communal gardens, or where communal gardens are not possible the design of apartments should incorporate balconies where possible. The Design and Access Statement

and plans (including 3d visual plans) explain and illustrate the design evolution of the proposed apartment scheme and the relationship to adjacent buildings.

Parking SPD – September 2019

- 5.44. This SPD sets out the Council's off-street parking standards relating to new development. For C3 dwelling houses a minimum car parking requirement of 1 space for 1 bed units and 2 spaces for 2 bed units is required. The proposed scheme includes the provision of 9 spaces, which equates to 4 spaces less than the minimum requirement for the proposed 7 x 2 bed and 3 x 1 bed apartments. None of the spaces will be allocated. The post withdrawal informal response [January 2022] confirmed this approach and level was acceptable. There is also a large public car park opposite the site which can be used by visitors to the site.
- 5.45. Cycling provision (parking / storage provision) is required, which equates to 1 space per 1 bed unit and 2 spaces per 2 bed unit. The proposed scheme includes a cycle store for 14 cycles, which is 1 space less than the SPD requirement. A Highways Supporting Statement forms part of the suite of application documents which assesses the proposed parking provision arrangement.

Community Infrastructure Levy

- 5.46. The CIL is a tariff system that local authorities can choose to charge on new developments in their area by setting a Charging Schedule. The CIL is a charge levied on new buildings and extensions to buildings according to their floor area. The money raised will help the Council pay for infrastructure such as schools, transport, parks, open spaces and other community facilities required to support new housing and economic development in the District. The CIL replaces the Section 106 'tariff' approach. S106s will however continue to be used for affordable housing and anything required for the specific development site to make it acceptable in planning terms.
- 5.47. The Havant CIL charging schedule was adopted by the Council on 1st August 2013. There are two different charging zones for residential development in the Borough, with Hayling Island falling into the CIL rate of £100 per square metre applicable on 1 August 2013. The 2020 CIL rate is £149.11 per sqm.
- 5.48. The CIL will be chargeable on the uplift in floor area, taking into account the existing dwelling that is proposed to be demolished. The applicant will engage in CIL discussions with the Council during the application process.

6. PLANNING ANALYSIS

- 6.1. This section of the report identifies the main planning considerations and provides an assessment of the planning merits of the case in support of the proposed development.

The Presumption in Favour of Sustainable Development

- 6.2. At the heart of the Framework is the presumption in favour of sustainable development, which should be at the heart of the plan-making and decision taking³. This is the overarching consideration laid out in Government policy.
- 6.3. The Framework confirms the presumption in favour of sustainable development applies when determining development proposals, including housing applications. The proposals seek the effective re-use of a brownfield site as set out in §119 of the Framework. The proposals are considered to be compliant with the development plan and should therefore be approved without delay. It is also our position that the proposals constitute sustainable development.
- 6.4. There are three dimensions to sustainable development: economic, social and environmental⁴. Planning policies and decisions should play an active role in guiding development towards sustainable solutions, but in doing so should take local circumstances into account, to reflect the character, needs and opportunities of each area.
- 6.5. The consideration of whether a development proposal represents sustainable development is a question unaffected by whether it accords with policies in an up-to-date Development Plan. The determination of whether a proposal represents sustainable development is a planning judgment based upon the criteria set in the Framework.
- 6.6. In making the planning balance the Framework does not indicate that any one element should represent a trump card⁵. However equally that does not mean that a proposal has to pass all three of the sustainability tests to be acceptable and that any of the three roles can act as a trump card against the development. The Framework is clear, economic, social and environmental gains should be sought jointly and simultaneously through the planning system.

³ Framework - §10

⁴ Framework - §8

⁵ Appeal Ref: APP/N1350/A/14/2217552 – Land off Sadberge Road, Middleton St George, Darlington - §7

- 6.7. It is rare for any development to have no adverse impacts and on balance many fail one of the roles. For the Framework's sustainability test to have meaning then, all of the competing considerations have to be assessed together and an overall balanced conclusion reached.
- 6.8. The proposed development would make effective use of a brownfield site and there is an agenda at both local and national level to prioritise the use of brownfield land.
- 6.9. The Framework acknowledges that small and medium sized sites can make an important contribution towards meeting the housing requirement of an area as they can in normal circumstances be built out reasonably quickly⁶. Furthermore, the Framework states at §120 (c and d) that planning policies **and decisions** should: -

(c) "give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs, and support appropriate opportunities to remediate despoiled, degraded, derelict, contaminated or unstable land; and

(d) 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 (for example converting space above shops, and building on or above service yards, car parks, lock-ups and railway infrastructure)".

- 6.10. Whilst the starting point for decision making is the development plan, the presumption in favour of sustainable development always applies and feeds in to the planning balance. Consequently, it is necessary to consider the proposals against the three dimensions of sustainable development.

Economic Role

- 6.11. The economic role of sustainable construction contributes to building a strong, responsive and competitive economy by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation and also by identifying and coordinating development requirements including the provisions of infrastructure. Government policy is to encourage the effective use of land by reusing land that has been previously developed. The proposals therefore represent an efficient use of land in line with

⁶ NPPF §69

§119 of the Framework.

6.12. It is useful to identify the economic contribution of construction in terms of both direct impacts (through developers themselves and their contractors) as well as indirect and induced impacts (from other sectors and firms that rely on development and its supply chains and spending). The benefits are broadly categorised (all are relevant) as:

- Capital Investment and Expenditure Benefits;
- Construction Benefits;
- Direct Employment Benefits;
- Indirect and Induced Employment Benefits;
- Customer Expenditure Benefits;
- Public Finances;
- Local Authority Revenue Benefits;
- Local Community Benefits (CIL Contributions); and,
- Other “Softer” Benefits.

6.13. When the quantitative and qualitative benefits are considered in tandem the wider economic benefits are as follows: -

Development as a Driver of Economic Growth

6.14. Improving the long-term competitiveness of the UK economy, including through its significant network of supply chains and contracting relationships.

Delivering “Real” Jobs and Economic Value

6.15. Construction is a major source of national employment, with construction supporting more jobs compared with investment in many other sectors of the economy. The construction industry provides a crucial labour market entry point for young, lower skilled workers and those moving out of unemployment.

Supporting Labour Market Mobility

6.16. A healthy, well-functioning labour market requires a good supply of housing. A dysfunctional

housing market can inhibit market mobility, in turn stifling economic growth.

Sector Skills and Employability

- 6.17. The construction industry offers a range of opportunities across different trades and skill sets from bricklaying and carpentry through to plumbing and maintenance. Apprenticeship opportunities are particularly prevalent, and have been increasing over the last few years.

Enhancing Place Competitiveness and Local Economic Development

- 6.18. A well-functioning housing market is considered important for an area to remain competitive and attractive to business and economic activity, which in turn will drive the economic growth the country needs. The application site lies within an area identified as priority for regeneration in the Borough. The redevelopment of this site, in a prominent sea front location will add to the regeneration proposals elsewhere on the coast.

Social Role

- 6.19. The social role of sustainable development supports strong, vibrant and healthy communities by providing the residential and commercial accommodation required to meet the needs of present and future generations. It also involves creating a high-quality built environment, with accessible local services that reflect the community's needs and support healthy, social and cultural well-being. The application proposals will result in a range of social benefits.
- 6.20. The development provides a significant benefit in contributing additional dwellings to help meet the Council's supply of market housing. This site constitutes a windfall site, located in the Hayling Island urban area, which utilises previously development land. The residential proposals do not prejudice the delivery of the Council's strategic or spatial aims and policies.
- 6.21. The proposed residential redevelopment will contribute towards the creation of a socially balanced, inclusive and sustainable community in Hayling Island. The site is accessible to existing open spaces including the sea front to the immediate south. Access to open spaces generates opportunities for local residents to undertake recreational activities, contribution to improved physical health, mental health and wellbeing. A high-quality environment also provides opportunities for social interaction between people of different communities, fostering social inclusion and community development.
- 6.22. It is considered there are significant social benefits that will be delivered, in accordance with the social dimension of sustainable development.

Environmental Role

- 6.23. The environmental dimension is concerned with protecting and enhancing our natural, built and historic environment.
- 6.24. This planning application is supported by a number of documents and background information as summarised below. These collectively demonstrate that any adverse impacts can be easily mitigated for through the imposition of suitably worded conditions.
- 6.25. It is considered that there are no technical barriers to the delivery of the residential redevelopment proposals.

Highways and Transportation

- 6.26. AMA have prepared a Highways supporting statement. This reinforces the sustainable location of the site for access by non-car modes in line with local and national transport policy.
- 6.27. The trip generation of the proposed scheme is considered to be negligible and would have no noticeable impact on the local highway network.
- 6.28. The proposed parking provision of 9 spaces inclusive of 1 disabled space. and storage for 14 bicycles is considered to be appropriate. Parking for each dwelling is to be provided a single parking space per apartment, with seven residents spaces, a disabled parking bay and a visitor's parking bay, totalling nine spaces.
- 6.29. Due to the sustainable location of the proposed development, it is considered that the parking provision is appropriate to cater for the development proposals.
- 6.30. Secure cycle parking will be provided within an internal secure store on the ground floor which provides storage for 14 bicycles.
- 6.31. The access arrangements are explained, including the proposed relocation of the south-eastern access to a more southern point along the eastern boundary of the application site. The new private access will provide access to a car parking area for four spaces, including a disabled parking space. The proposals retain the north-eastern access, which will provide access to the remaining 5 car parking spaces, including a disabled parking space.
- 6.32. It is considered that the proposals would not result in any detrimental highways impact, with the proposals being compliant with Local Plan policies DM11 and DM13 and §111 of the Framework.

- 6.33. There are no traffic or transportation reasons that planning permission could not be granted for the development proposals.

Ecological Appraisal

- 6.34. Arbtech have undertaken a preliminary Ecological appraisal and Preliminary Roost Assessment Survey. This considers the foreseen impacts on the SPA and SAC as a result of the net increase in residential units and an expected increased leisure activity and disturbance within the designated sites. As a result, a mitigation package will be necessary, which can be secured via a financial contribution to the Solent Recreation Mitigation Project in accordance with Policies DM8, DM9 and DM24.
- 6.35. There are no notable habitats on site, with the existing garden areas being of minimal value to protected species. There were also no suitable bat roosting features located externally on the existing buildings and no evidence of bat activity was found during the survey. In relation to birds, the site was assessed to have low value to support nesting birds. Recommendations include the new planting and enhancement of garden areas to support bat foraging and the installation of bird boxes on the new building.
- 6.36. The existence of Cotoneaster was identified adjacent to the northern site boundary, which is an invasive plant species. It is recommended that this is eradicated from the site to prevent its spread into the wild. This can be dealt with via a suitably worded condition.
- 6.37. Further, the appraisal recommends that a Construction Environmental Management Plan will need to be produced. Again, such a requirement can be dealt with via a suitably worded condition.
- 6.38. Further and enhanced on site landscaping is proposed as shown on the proposed landscaping plan [Ref: PL03 Rev C].
- 6.39. It is considered that the ecological recommendations along with the Solent Recreation mitigation measures will ensure that the proposals are compliant with the relevant Local Plan Policies DM8, DM9, and DM24.

Drainage Strategy

- 6.40. A Drainage Strategy has been prepared by AMA.

Amenity and Character

- 6.41. The design and access statement assesses the design principles associated with the redevelopment proposals. This is a brownfield site, with the proposed bespoke apartment building making full and efficient use of the site.
- 6.42. The proposed design of the apartment building has been carefully reconsidered following useful planning officer feedback following the withdrawal of the previous planning application [refer to section 3 of this report]. The proposed scheme making full use of the aspect and orientation of the site. Set back distances from Sea Front and Alexandra Avenue respect the existing building line. Consideration has been given to the layout and configuration of the rooms within the site to ensure that future occupants benefit from the sea views where possible.
- 6.43. Consideration has been given to the relationship between the site and the adjacent development on Alexandra Avenue and 182 and 188-190 Sea Front. The scale of the building has been reduced from 3 to 2 storeys reducing unit numbers from 10 to 7 units. The siting of proposed front and rear parking and the removal of the existing detached garage creates an appropriate separation distance and outlook from 26 Alexandra Avenue, which does not detrimentally affect the amenity levels for the habitants of 26 Alexandra Avenue. There is not considered to be any overlooking issues between the application site and the neighbouring properties.
- 6.44. The importance of good design has driven the proposals, and it is considered the proposals will result in a high-quality residential scheme in accordance with the Framework and Local Plan Policy CS16 and the Councils Design Guide.

Planning Balance Summary

- 6.45. The Framework requires the local planning authority to undertake a simple planning balance exercise to establish whether the adverse impacts of the development significantly and demonstrable outweigh the benefits.
- 6.46. The development proposals provide a range of social, environmental and economic benefits.
- 6.47. The redevelopment of the application site makes efficient use of a brownfield site in an established sustainable location, which will create 7 one- and two-bedroom apartments that will provide much needed homes in the Borough.
- 6.48. There are a number of benefits that can be delivered through the development of this proposal, most notably the delivery of housing which utilises an existing brownfield site in a

sustainable location. The site is subject to no significant environmental constraints, it is not of high environmental quality, and there are no technical reasons for refusal. The proposals are in accordance with the Local Plan and the provisions of the Framework. It is clear therefore that there is a presumption in favour of the development.

7. SUMMARY AND CONCLUSIONS

- 7.1. The Framework indicates that housing applications should be considered in the context of the presumption in favour of sustainable development which should be considered in both plan-making and decision-taking. In this instance, the principle of the residential development is established and the site represents the highest priority due to it being a brownfield site, located in an urban area which been identified as a priority for regeneration. Policy CS6 identifies South Hayling as an area where development that positively contributes to the social, economic and physical regeneration of the Borough will be supported.
- 7.2. Brownfield land such as the application site, has as a vital role to play in meeting the Country's need for development and there is a vital role to play in the making the most efficient use of brownfield land. The proposal for 7 apartments, which equates to the net addition of 6 units will increase the density of the site and maximise the residential development of this brownfield site.
- 7.3. The starting point for any determination of a planning application is the development that accords with an up-to-date Local Plan should be approved without delay. The contents of this Planning Case Report, along with the Design and Access Statement, technical reports and Design Drawings confirm that the proposals comply with the relevant Local Plan policies and therefore should be approved without delay.
- 7.4. The consideration of the three strands of sustainability demonstrates that there are benefits associated with the proposed development. The proposal therefore constitutes sustainable development.
- 7.5. The site will make for a compatible use with its surroundings and the development and the high-quality design of the proposed building will not give rise to any adverse impacts that cannot be addressed through the imposition of suitably worded conditions.
- 7.6. Therefore, taking into account of all of the above factors including merits of the scheme taken as a whole, the report has demonstrated that when assessed against the requirements of the Framework, there are no adverse impacts that would arise from a residential conversion of the site. In accordance with §11 of the Framework, permission should therefore be approved without delay.

