

Land at Station Road, Hayling Island

Planning Assessment

August 2015



BARRATT
— HOMES —

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1.0 Introduction

- 1.1 This Planning Assessment is submitted in support of a full planning application by Barratt Homes for a mixed-use development at land off Station Road, Hayling Island.
- 1.2 The application proposes 76 new family homes and 8 No. small light industrial units (B1 use class) within 1no. new building providing a total floor area of 1000sqm.
- 1.3 The proposals have been sensitively designed in response to a detailed analysis of the site and local context taking into account the character of the area and our objective of delivering a high-quality development. Furthermore, the project has been the subject of detailed discussion with the local planning authority and other key stakeholders who have helped to inform the applications proposals.
- 1.4 The development will deliver much needed new housing and employment space within a high quality environment and will contribute to the long-term housing and employment objectives of Havant Borough Council in accordance with the Council's strategy for the district.
- 1.5 This document reviews the planning policy position and the key planning considerations associated with the proposal.
- 1.6 This document forms part of a series of reports submitted in support of the planning application and should therefore be read in conjunction with these other documents. The supporting documents include:
 - Design and Access Statement
 - Foul Sewage and Utilities Assessment
 - Transport Assessment and Travel Plan
 - Flood Risk and Drainage Assessment
 - Ecological Reports
 - Statement of Community Involvement

2.0 Planning Policy Background

2.1 The development has been designed to accord with national and local planning policy and recognised best practice. Within this section we set out the relevant planning policy framework in which the application should be considered against.

National Planning Policy

National Planning Policy Framework (March 2012)

2.2 In March 2012 the Government published the National Planning Policy Framework (NPPF) which formed part of the Coalition's reform to make the planning system less complex and more accessible, to protect the environment and to promote sustainable growth.

2.3 The Framework gives guidance to local councils in drawing up local plans and on making decisions on planning applications.

2.4 There are three dimensions to sustainable development: economic, social and environmental. These dimensions give rise to the need for the planning system to perform a number of roles:

- an economic role – contributing 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 by identifying and coordinating development requirements, including the provision of infrastructure;
- a social role – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being; and
- an environmental role – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural

resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.

2.5 At the heart of the NPPF is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking. For decision-taking this means:

- approving development proposals that accord with the development plan without delay; and where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole; or specific policies in the Framework indicate development should be restricted.

2.6 The NPPF then sets our core planning principles, which should underpin both plan-making and decision-taking. These principles include:

- Proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs. Every effort should be made objectively to Planning Statement identify and then meet the housing, business and other development needs of an area, and respond positively to wider opportunities for growth;
- Always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings;
- Encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value; and;
- Promote mixed use developments, and encourage multiple benefits from the use of land in urban and rural areas.

2.7 In terms of housing, paragraph 49 of the NPPF states housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant (local) policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites.

- 2.8 The Government is committed to securing economic growth in order to create jobs and prosperity, building on the country's inherent strengths, and to meeting the twin challenges of global competition and of a low carbon future.
- 2.9 The Government is committed to ensuring that the planning system does everything it can to support sustainable economic growth. Planning should operate to encourage and not act as an impediment to sustainable growth.
- 2.10 Therefore significant weight should be placed on the need to support economic growth through the planning system. To help achieve economic growth, local planning authorities should plan proactively to meet the development needs of business and support an economy fit for the 21st century.
- 2.11 Section 7 of the NPPF relates to good urban design. The Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.
- 2.12 It is important to plan positively for the achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes.

Local Policy

Havant Borough Core Strategy (March 2011)

- 2.13 The Havant Core Strategy was adopted in March 2011 and forms the central part of the borough's Local Development Framework (LDF) which sets out the long-term spatial vision and strategic objectives for future development in the area up to 2026.
- 2.14 The relevant Core Strategy policies against which the application proposals should be considered are set out in the following paragraphs.

- 2.15 As illustrated on the extract from the Core Strategy Proposals Map the site is allocated for mixed use development.
- 2.16 Policy CS2 (Employment) seeks to accommodate a net total of 162,000 square metres of new employment floorspace between 2006 and 2026. Part 5 of this policy supports development which safeguards existing employment sites and allocations that are fit for purpose from development for non-employment uses.
- 2.17 Policy CS6 (Regeneration of the Borough) states that planning permission will be granted for development which positively contributes by type of use and design and by its comprehensive approach to the social, economic and/or physical regeneration of the whole borough.
- 2.18 Policy CS7 (Community Support and Inclusion) states that planning permission will be granted for development that has been informed and shaped by community and local stakeholder involvement in accordance with the Statement of Community Involvement.
- 2.19 Policy CS8 (Community Safety) states that planning permission will be granted for development proposals that:
1. Engrain community safety into the development process from the beginning.
 2. Provide well-lit footpaths, cycle ways and roads providing that this does not adversely affect designated habitats or the landscape.
 3. Maximise opportunities for natural surveillance through good design.
 4. Maximise the amount of 'defensible space' that is controlled or perceived to be controlled by residents.
- 2.20 Policy CS9 (Housing) states that planning permission will be granted for housing proposals that will:
1. Contribute to achieving a net total of 6,300 new dwellings between 2006 and 2026.
 2. Deliver on average 30-40% affordable housing on sites of 15 dwellings (gross) or more and secure a suitable contribution, or on-site provision, equivalent to on average 30-40% on smaller housing developments between 5 and 14 dwellings (gross), unless a lesser requirement has been transparently justified on viability grounds.

3. Ensure mixed communities are created through the planned distribution and avoidance of a concentration of affordable housing.
4. Achieve a suitable density of development for the location, taking into account accessibility to public transport and proximity to employment, shops and services in addition to respecting the surrounding landscape, character and built form.
5. Provide a mix of dwelling types, sizes and tenures which help meet identified local housing need and contribute to the development of mixed and sustainable communities.
6. Contribute to achieving 450 extra-care dwellings between 2006 and 2026.
7. Ensure housing development is delivered in a phased manner with an appropriate proportion of previously developed land so as to avoid unnecessary development on greenfield urban extension sites.

- 2.21 Part 1 of Policy CS11 (Protecting and Enhancing the Special Environment and Heritage of Havant Borough) states that planning permission will be granted for development that ensures the key landscape and built form principles set out in the Havant Borough Townscape, Landscape and Seascape Character Assessment are protected and where possible enhanced by partnership working with developers, groups and the wider community.
- 2.22 Part 8 of this policy states that planning permission will be granted for development that protects wildlife habitats and wildlife corridors to prevent the fragmentation of existing habitats and to allow species to respond to the impacts of climate change by making provision for habitat adaptation.
- 2.23 Part 10 of this policy states that planning permission will be granted for development that protects the best and most versatile agricultural land that has the greatest potential for local food security.
- 2.24 Part 2 of Policy CS14 (Efficient Use of Resources) states that major areas of development must ensure that their on-site renewable energy production is maximised.
- 2.25 Part 3 of this policy states that on completion, unless proven to be financially or technically unviable, development must meet CSH Level 3 for residential development and BREEAM 'Very Good' for non-residential development over 500m. Part 4 of this

policy states that Allowable Solutions may be used to achieve higher levels of carbon reduction where on-site proposals are not feasible or viable.

2.26 Policy CS15 (Flood and Coastal Erosion Risk) states that all development will be required to ensure that there is no net increase in surface water run-off. Priority should be given to incorporating Sustainable Drainage Systems (SuDS) to manage surface water drainage, unless it is proven that SuDS are not appropriate. Where SuDS are provided arrangements must be put in place for their whole life management and maintenance.

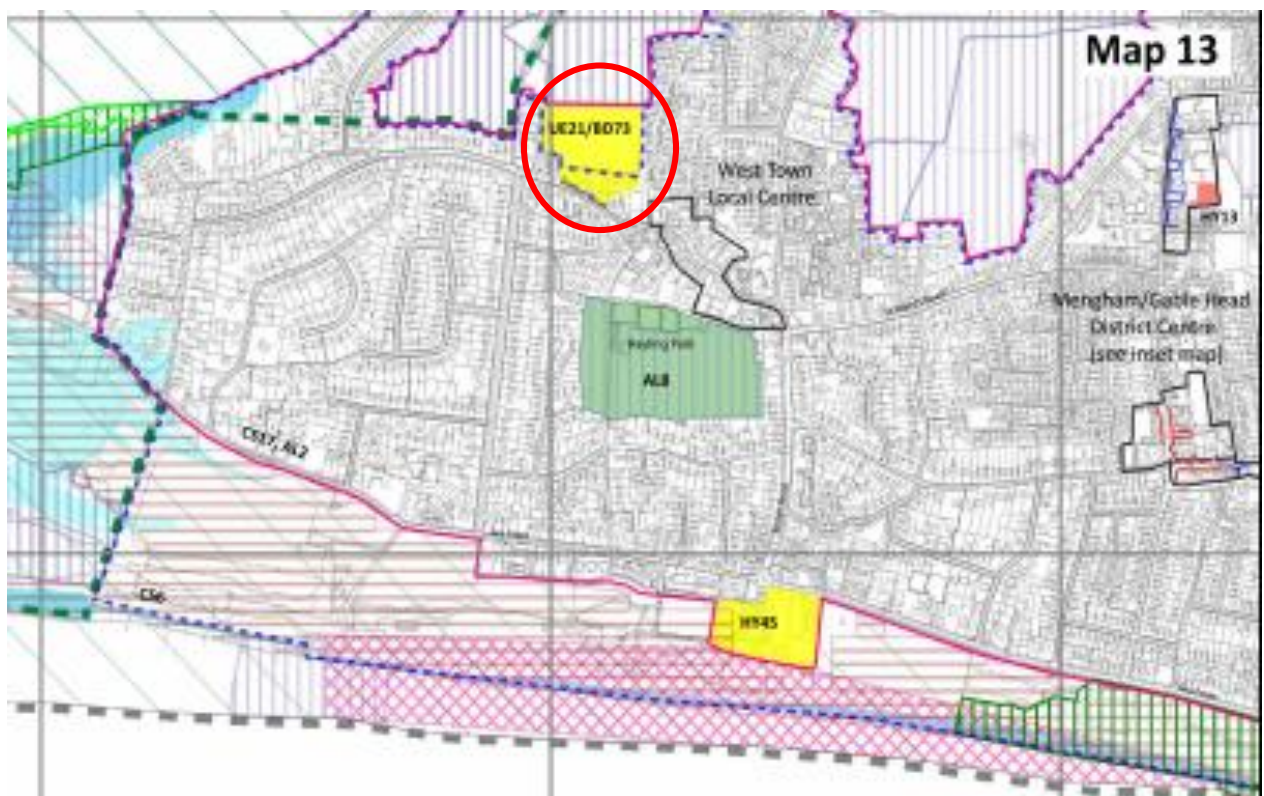
2.27 Policy CS16 (High Quality Design) states that planning permission will be granted for development that is designed to a high standard, which helps to create places where people want to live, work and relax. All development should demonstrate that its design:

1. Responds to, draws inspiration from and respects local context;
2. Produces a positive relationship between buildings, street and spaces both existing and proposed;
3. Contributes to the improvement of the public realm close to the development, particularly sites close to town, district and local centres and other priority regeneration areas by using high quality hard and soft landscape material and street furniture; and where development is of a significant scale or prominence makes provision for public art.
4. Is inclusive by considering the needs of those with disabilities, ensuring safe and convenient access for all; and integrating affordable and supported housing with market housing through tenure blind design to minimise social exclusion and promote social integration.
5. Maximises opportunities for mixed use developments, particularly in town and district centres; and encourage higher densities (50+ dwellings per hectare) where appropriate.
6. Mitigates negative environmental impacts through sustainable design and construction methods, resource efficiencies, particularly water and the provision of facilities for waste recycling.
7. Adapts to the changing needs of the users and the changing climate over the lifespan of the building.

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

states that development will be permitted that makes the most effective use of land in the borough by granting planning permission that:

1. Concentrates new housing, employment, retail, leisure and other development within the five urban areas of Havant, Leigh Park, Waterlooville, Emsworth and Hayling Island, as shown on the Proposals Map.
2. Prioritises development on previously developed land, including redundant, derelict or underused land and buildings within the urban area.
3. Broadly distributes the new housing and employment development in the five areas of the borough as indicated on the Spatial Distribution Map (Key Diagram)



Map 1: Site identified within the urban area and allocated for Mixed Development

2.29 The Policy states that development in the non-urban areas will only be permitted if it is consistent with the policies for the countryside set out in national policy.

2.30 Policy CS19 (Effective Provision of Infrastructure) sets out the infrastructure requirements for new development, stating that development will be permitted where it makes the most effective use of existing infrastructure, and (among other criteria) ensures that if there is a proven need for additional infrastructure, a programme of delivery has been agreed with the relevant infrastructure provider that coordinates contributions from the development with other investment streams before the development begins,

2.31 Policy CS20 (Transport and Access) states that development will be permitted that:

1. Is consistent with and contributes to the implementation of the 'Reduce, Manage and Invest' strategy.
2. Does not increase congestion and promotes better use of existing transport networks.
3. Improves accessibility to goods, services and employment and promotes equality in the transport system.
4. Provides transport management measures to ensure the safe and efficient operation of the strategic and local road network.
5. Ensures that highway design responds positively to the characteristics of the area and delivers a high quality public realm for all users.
6. Maintains or improves the range of transport modes accessible to the users of the development site with specific emphasis on public transport, especially high quality/frequency buses and includes walking and cycling where appropriate.

2.32 Policy DM6 (Coordination of Development) states that proposals will only be permitted where they do not undermine the future development of potential adjacent sites.

2.33 Policy DM8 (Conservation, Protection and Enhancement of Existing Natural Features) will only permit development where it protects and enhances local habitats and landscape distinctiveness and which addresses all of the relevant criteria as set out below:

1. Protects natural features of nature conservation and/or amenity importance on the site, for example trees, woodlands, hedgerows, soils, streams, stream corridors, springs, ditches or ponds from damage, destruction and a deterioration in quality.
2. Sympathetically incorporates existing features into the overall design of the scheme including measures taken to ensure their continued survival.

3. Provides new landscape works that integrate successfully with the local environment and existing natural features, using local materials and plant species and making provision for future maintenance of new landscape works associated with new developments.

4. Ensures sequences of greenspaces are maintained and protects the attractiveness and visual amenity of all green open spaces that contribute to the identity of the borough.

2.34 Policy DM11 (Planning for More Sustainable Travel) states that the Council will seek to ensure that every opportunity is taken to increase integration of sustainable travel modes and availability of non-motorised modes.

2.35 Policy DM12 (Mitigating the Impacts of Travel) states that new developments will be required to mitigate their travel impact, including the environmental impacts of travel (such as noise, air and visual pollution) and impacts on amenity, health and climate change.

2.36 Policies DM13 and DM14 ensures that development will only be permitted where it complies with the Council's car and cycle parking standards.

Havant Borough Local Plan (Allocations) (2012)

2.37 The Havant Borough Local Plan (Allocations) follows on from the adopted Havant Borough Local Plan (Core Strategy). This document plans for the delivery of the Borough's vision for growth and prosperity up to 2026, which is set out in the Havant Borough Local Plan (Core Strategy). The Local Plan (Allocations) was adopted by Council on 23 July 2014.

2.38 The Allocations Plan takes forward the Council's strategic vision as set out in the Core Strategy and has been developed in response to a detailed evidence base and extensive consultation since 2008.

2.39 Policy AL1 reaffirms the Government's stance that there is a presumption in favour of sustainable development. When considering development proposals, the Council will take a positive approach that reflects the presumption in favour of sustainable

development contained in the National Planning Policy Framework (NPPF). It will always 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.

2.40 Policy HY2 allocates 'Station Road (East of Furniss Way)' for 75 dwellings and 1,000sqm employment floorspace. Planning permission will be granted provided that detailed proposals:

1. Are broadly consistent with the indicative provision for the number of dwellings and floorspace.
2. Take account of all site specific development requirements set out in the relevant site profile.

Site Name: Station Road (East of Furniss Way)	Site Ref/Policy Number: UE21/BD73
Description of Site: The site is a mixture of greenfield and brownfield land located close to West Town Local Centre. There are two existing businesses fronting Station Road and housing on the eastern side. The remainder of the site is open farmland.	
Known Constraints: • Uncertain for Brent Geese • Proximity to nature designations (Chichester & Langstone Harbours SPA/Ramsar site) • Site lies within Havant Biodiversity Action Plan (BAP) Harbour and Coastal Action Area • Potential noise impacts from neighbouring employment area • Potential ground quality issues associated with previous and/or current use of site • Site includes or is close to existing sewerage infrastructure • Southern Water has advised that sewerage capacity in network closest to site is limited • Adjacent to undeveloped area • Moderate potential for previously unidentified archaeological deposits	
Existing Transport Provision: • Local bus services	
Existing Accessibility to Local Services/Facilities: • The site is located close to West Town Local Centre	
Site Opportunities: • A comprehensive mixed use development will deliver 1,000 square metres of new business premises and create between 14 to 36 new jobs • To provide new homes including affordable dwellings	
Policy UE21/BD73 - Site Specific Development Requirements: • A coordinated approach needs to be taken to the delivery of this mixed use site • Access to the homes to be provided off Station Road • Access to the new business units to be provided off Furniss Way • Transport Statement required to inform the planning application • Heritage Statement, of an appropriate level of detail, to support planning application • A Landscape Assessment may be required to support a planning application, which sets out how screening and the design of buildings will mitigate any impacts on the undeveloped area • Mitigate any impacts on Brent Geese and/or waders (Policy DM23) • Employment and Skills Plan to support planning application • Investigate ground quality conditions, as part of a planning application, and address any matters arising as relevant • Southern Water request connection to the sewerage system at the nearest point of adequate capacity • Appropriate easement from existing sewage/waste infrastructure	

Table 1: Supporting Text of Policy HY2

- 2.41 Policy DM17 states that development on or near contaminated land where an appropriate investigation of potential risks is undertaken by the developer and identified risks are mitigated. Where risks are identified, the necessary remediation measures to be undertaken by the developer must take full account of the intended use and ensure it does not have a negative effect on human health, groundwater and the wider environment.
- 2.42 Policy DM18 states that planning permission will be granted for development provided that projected levels of air, noise, vibration, light, water or other pollution do not have significant negative affect on the amenity of future occupiers or users of the proposed development.
- 2.43 Policy DM24 states that permission will be granted for residential developments that avoid or mitigate a likely significant effect on the SPAs, caused by recreational disturbance through the in-combination effect of net additional dwellings. This mitigation can be provided through:
- a) A financial contribution.
 - b) A developer provided package of measures associated with the proposed development designed to avoid or mitigate any significant effect on the SPAs subject to meeting the tests of the Habitats Regulations.
 - c) A combination of measures in (a) and (b) above.

Community Infrastructure Levy

- 2.44 The Community Infrastructure Levy (CIL) is a new levy that local authorities can charge on developments in their area. CIL income can be used to fund additional infrastructure required to support new development including roads, schools, green spaces and community facilities. CIL represents a fundamental change from the current system of developer contributions through Section 106 (S106) planning obligations, which can be complex and time consuming. The CIL rates to be applied to development are set out in the Havant Borough Community Infrastructure Levy Charging Schedule, which was adopted by the council on the 20th February 2013. The application site is located in Hayling Island as such the CIL rate is £100 per sqm for residential development.

3.0 Planning Assessment

3.1 The planning policy position has been outlined above, and the following paragraphs will consider the key planning considerations associated with the proposal.

(i) Principle of Development

3.2 The application site was identified as part of the Council's "Strategic Housing Land Availability Assessment" (SHLAA) and "Employment Land Review" (ELR) as a candidate for development and was subsequently tested through the "Site Allocations: Issues and Options" process along with a range of formal and informal consultation with stakeholders and the local community.

3.3 As part of the allocations process the application site (and wider designation) consistently scored favourably against a range of planning and environmental considerations and was supported by the community as an appropriate location for development, particularly when compared to other potential locations for development on Hayling Island.

3.4 A particular advantage of the site for new development was its accessible location close to West Town and, whilst the majority of the site allocation comprises of open fields, the site is flanked on three sides by built development which provides the opportunity for in-fill development that would have the effect of rounding-off the existing built area with limited intrusion into the open countryside.

3.5 The Havant Borough Local Plan (Allocations) was adopted by Havant Borough Council in July 2014. This document plans for the delivery of the Borough's vision for growth and prosperity up to 2026, which is set out in the Havant Borough Local Plan (Core Strategy). The application site is allocated for mixed used development under Policy HY2 for 75 residential dwellings and 1000sqm of commercial floorspace.

3.6 Furthermore, an outline application (reference APP/13/00639) for a mixed use development comprising up to 59 dwellings and 1,250sqm of light industrial accommodation and offsite highway works was granted consent in December 2013.

Although the number of residential dwellings has increased, the housing numbers proposed are now in line with those set out in Policy HY2 of the Local Plan (Allocations).

- 3.7 It is therefore considered that the principle of a mix use development is therefore considered acceptable.

(ii) Delivering New Homes

- 3.8 Core Strategy Policy CS9 sets a net target of 6,300 new dwellings in the Borough between 2006 and 2026 which equates to a minimum average annual target of 315 dwellings.

- 3.9 The proposed development will contribute towards the borough's wider housing targets in a sustainable manner as well as increasing the availability and choice of homes for the community. Furthermore the provision of new homes on the application site will reduce pressure to build on the open countryside and will enable borough to meet its housing targets in a strategically planned manner which has responded to the view of the wider community.

- 3.10 The development provides a mix of dwellings to meet local housing needs, with the provision of 30% affordable housing in line with Local Policy. The number of units is also broadly in line with the housing numbers identified under Policy HY2 of the Local Plan (Allocations), although one additional family home is proposed.

- 3.11 Accordingly, the delivery of new homes at the application site is considered appropriate as it is consistent with the aims of the NPPF and responds positively to the Council's Local Development Framework for the borough. The proposed development will deliver accommodation to meet local needs and will make an important contribution towards the Council's 5 year housing supply requirements in a sustainable manner.

(iii) Employment Use

- 3.12 As discussed above, the site has been allocated for a mixed use development comprising of residential and employment uses.

- 3.13 In this instance the proposed development has been designed to deliver a significant amount of new employment space in the form of small light-industrial units providing 1000sqm of accommodation which will provide important employment opportunities for the local community.
- 3.14 It is possible to estimate the level of direct employment that will be supported by the light-industrial units by considering the ratio between job numbers and floor space. It is estimated that 1,000sqm could support c.25 direct operational jobs. On this basis, the new floor space could increase local job opportunities on Hayling Island, an area where opportunities are currently limited. The type and occupation levels will depend on the final occupiers of the scheme.
- 3.15 It is estimated that c.25 net additional direct FTE jobs will result in a further 7 'spin-off' FTE jobs in local services and other firms in the area. Taking regional average levels for the sectors that typically occupy light-industrial (B1) floor space indicates that net additional direct jobs created could deliver an additional £1.56m of GVA per year.
- 3.16 The light-industrial accommodation will be located along the western boundary of the site adjacent to Furniss Way and will act as a natural extension to the existing Hayling Billy Business Centre to the west. The application site is considered a sustainable location for new employment uses and will be able to make easy use of existing infrastructure in the area including access to the existing road and public transport networks.
- 3.17 The employment use is therefore considered acceptable and accords with Policy CS2 of the Havant Borough Core Strategy and Policy HY2 of the Local Plan (Allocations).

4.0 Conclusion

- 4.1 The application proposes 76 new family homes and 8 No. small light industrial units (B1 use class) within 1no. new building providing a total floor area of 1000sqm.
- 4.2 The site is identified under policy HY2 of the Local Plan (Allocations) for a mixed use development comprising residential and employment uses. The application site falls in an accessible area within close proximity to an existing centre and public transport facilities which makes it a sustainable location for development.
- 4.3 Furthermore, an outline application (reference APP/13/00639) for a mixed use development comprising up to 59 dwellings and 1,250sqm of light industrial accommodation and offsite highway works was granted consent in December 2013. Although the number of residential dwellings has increased, the housing numbers proposed are now in line with those set out in Policy HY2 of the Local Plan (Allocations). The principle of a mixed use development has therefore been established.
- 4.4 At the heart of the NPPF is a presumption in favour of sustainable development, which should be seen as a golden thread running through decision-taking. The proposed development is considered to represent a sustainable form of development which will contribute towards the long-term economic, social and environment well-being of the local area in accordance with the Council's strategic vision for the borough.
- 4.5 In summary the scheme would deliver the following benefits:
- the provision of 76 new high quality family homes to add to the borough's housing stock;
 - provision of 30% on-site affordable housing;
 - the provision of 1,000sqm high quality employment floor space as an extension to the Hayling Billy Business Centre to provide new employment opportunities;
 - a sustainable location for new development, close to shops, services and public transport links.
- 4.6 The proposals have been sensitively designed in response to a detailed analysis of the site and local context taking into account the character of the area and Barratt Home's objective of delivering a high-quality development. Accordingly, for the reasons set out

above the proposals are considered to represent an appropriate response to the site which accords with the aims and objectives of the Havant Borough Core Strategy and the Local Plan (Allocations) document.