

Accompanying an outline planning application for the erection of 53 dwellings, vehicular access, open space and other associated works

On:

**Land West of Coldharbour Farm Road
Emsworth**

On behalf of:

Telstar Limited

February 2014

Ref: 14000/PDAS01



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1.0 INTRODUCTION

- 1.1 This Planning Design and Access Statement has been prepared on behalf of Telstar Limited and accompanies an outline planning application on 1.94 ha for the erection of 53 residential dwellings, access, open space and other associated works on land to the West of Coldharbour Farm Road Emsworth. Apart from access all matters are reserved for subsequent approval.
- 1.2 The proposed dwelling mix comprises eight 1-bed flats, eight 2-bed flats, seventeen 2-bed houses, eighteen 3-bed houses and two 4-bed houses. It provides for 30% affordable housing equivalent to sixteen units with the balance of 0.2 of a unit provided as a commuted sum for off-site provision. The agreed dwelling mix of the affordable units comprises four 1-bed flats, four 2-bed flats, four 2-bed houses and four 3-bed houses (16 total). The density is 27 dph.
- 1.3 The application is submitted with the following application documents and plans:
- Location Plan
 - Feasibility Layout Plan (colour) – for Illustrative Purposes
 - Proposed Floor Plans – for Illustrative Purposes
 - Street Scene Elevations – for Illustrative Purposes
 - Landscape Master Plan – Lizard Landscape Design
 - Planning Design and Access Statement: Genesis Town Planning and Seaman Associates
 - Transportation Statement: Bellamy Roberts
 - Travel Plan: Bellamy Roberts
 - Noise Assessment: White Young Green
 - Extended Phase 1 Habitat Survey and Bird Habitat Suitability Assessment: Ecosulis
 - Landscape and Visual Impact Appraisal: Lizard Landscape Design
 - Landscape and Planting Specification: Lizard Landscape Design
 - Energy Statement: Genesis Town Planning
 - Affordable Housing Statement (within the Planning Statement)
 - Flood Risk Assessment and Drainage Strategy: Archibald Shaw
- 1.4 Assuming planning permission is granted and the development is implemented, it will be liable for CIL in accordance with your Council's charging schedule. However, as the liability is calculated at Reserved Matters stage there is no need to submit any CIL forms with this outline application.

2.0 THE APPLICATION SITE AND SURROUNDINGS

A Application Site

- 2.1 The site comprises 1.94ha of land allocated for residential development in the Havant Borough Local Plan (Allocations) Document submitted to the Secretary of State in December 2013 for Examination. It is referenced UE37 in Policy EM1 with an indicative site capacity of 47 dwellings which planning applications are required to be broadly consistent with.
- 2.2 It is located between Coldharbour Farm and the existing services and hotel north of the A27 on the north western side of Emsworth. Emsworth recreation ground nearby provides a wide range of facilities, including playing fields, tennis courts and a public car park, all accessed off the B2148 Horndean Road. Access to the site is from existing residential development located off Coldharbour Farm Road. There are no statutory ecological designations on the site although the stream west of the recreation ground which forms the sites east boundary is a local SINCR. It is located mainly in flood zone 1 and only that part proposed for a flood attenuation basin which will provide flood relief improvements to the site and wider area is in flood zones 2 and 3.

B Surroundings

- 2.3 The centre of Emsworth lies a short distance to the south of the site and provides a comprehensive range of services and facilities including three nearby schools. These services and facilities can be easily accessed on foot from the vicinity of the site via the underpass, or alternatively regular bus services run along Horndean Road north towards Rowlands Castle and Havant and south towards the centre of Emsworth. The site is also situated in very close proximity to Emsworth railway station, which is to the south of the site on Horndean Road just to the south of the A27 dual carriageway. Both the A27 and the railway line form the southern boundary of the site.
- 2.4 Overall it enjoys a sustainable location accessible by a choice of means of transport and enjoys absolute advantages in being located close to the centre of Emsworth, existing residential development and community facilities and nearby schools.

3.0 RELEVANT PLANNING HISTORY

A Site History

- 3.1 The planning history for the application site comprises Havant Borough Council's own consultation on Site Allocation Options carried out in 2012. A Pre Application Enquiry for 53 dwellings was submitted to the Council in August 2013 and following a positive response to the proposal consultations have been carried out with the Environment Agency in respect of flood relief improvements included in the proposed development. Prior to the submission of an application the Council also invited the applicant to attend a Development Consultation Forum in November 2013 to explain the proposed development to local stakeholders, residents and local councillors. This is all explained below.

Site Allocations Plan

- 3.2 The National Planning Policy Framework (NPPF) provides guidance on plan making and paragraph 155 states that 'early and meaningful engagement and collaboration with neighbourhoods, local organisations and businesses is essential. A wide section of the community should be proactively engaged so that local plans, as far as possible, reflect a collective vision and a set of agreed priorities for the sustainable development of the area including those contained in any neighbourhood plans that have been made'.
- 3.3 The Council followed this guidance and after the Core Strategy was adopted in March 2011, it carried out a comprehensive six week consultation exercise of a range of alternative housing sites in May-June 2012 to meet its housing requirements. Over 1,400 representations were received and the application site came out as the top scoring individual site for housing at Emsworth with over 25% of respondents who named a site indicating it as their favourite.
- 3.4 In the event, the site was subsequently selected as a housing allocation for residential development in the Draft Site Allocations Document (December 2012) under site reference UE37 in Policy EM1. We deal with this more fully in section four of this statement below.

Pre Application Enquiries

- 3.5 Following the confirmation of the site as a housing allocation in the draft Site Allocations Plan, a formal Pre Application Enquiry was submitted to **Havant Borough Council** in 2013. At this time the proposal was for 53 dwellings on a site area of 1.94 ha and the main points to note from the Council's response of September 2013 were:
- There was no objection to the site being brought forward for development at the scale proposed as the site was an allocated site in the Site Allocations Document;

- The proposed road layout was acceptable to the highway officer;
- The layout should ensure the dwellings are orientated to face away from the A27 to mitigate potential noise impacts;
- All dwellings should be built to Level 3 of the Code for Sustainable Homes;
- Measures should be taken to protect the ecology of the adjacent SINC;
- The proposed dry flood attenuation pond should be designed taking account of advice from the Environment Agency;
- 30% affordable equivalent to 16 units will be required on site;
- A footpath link at least 2.5m wide will be provided to connect to the A27 services;
- CIL and other contributions would be payable

3.6 As suggested by Havant Borough, a separate Pre Application Enquiry was submitted to the **Environment Agency** in respect of the proposed on-site flood attenuation pond and its design within the residential layout. This response dated October 2013 confirmed that:

- The location of the proposed dry attenuation basin was acceptably located within the site on land in flood zone 3;
- However details of the storage capacity of the basin, its design and the intake and outlet structure to be provided, were requested;
- Details of the drainage from the proposed development (separate to the flood attenuation works to benefit the wider area) were requested;
- Two dwellings proposed to the north of the basin were in flood zone 3 and required mitigation or relocation outside the flood plain;
- Further modelling of flood water velocity in the vicinity of the proposed access was required
- Further detail on the proposed embankments including the material to be used to ensure their future stability was requested

Development Consultation Forum

3.7 This was held on 28 November 2013 at Havant Borough Council. It was a well-attended event and the presentation by the applicant confirmed several aspects of the proposal including the proposed layout, means of access and the associated flood and drainage measures proposed for inclusion in the scheme. The main points were:

- The layout showed 53 dwellings with 16 affordable units on 1.94ha. The housing was located to the west and central area of the site, with public open space allocated to the east within the flood plain of West Brook;

- The site adjoined highway land which included the spur at the end of the Coldharbour Farm spine road;
- Because of the orientation of the dwellings, the layout mitigated potential noise from the A27 and maximised their solar gain and energy efficiency in accordance with policy;
- It was suggested the route of the proposed footpath link to the A27 services could be improved by integrating it within the adoptable internal road layout;
- The development would be served by an adoptable foul water drainage system with a connection to the existing foul water system to the east beneath Coldharbour Farm Road;
- The surface water system would be designed to restrict site run-off to 'greenfield' flow rates and part of the local open space would allow for the inclusion of a landscaped dry basin. This would offer a material benefit to areas downstream south of the A27 by intercepting peak flows from West Brook and releasing these at lower discharge rates.

4.0 PLANNING CONSIDERATIONS

- 4.1 Planning policy considerations for the application comprise National Planning Policy Guidance in the National Planning Policy Framework (The Framework) and Development Plan policy in the Havant Borough adopted Core Strategy (March 2011) and the emerging Site Allocations Local Plan Submission Version (January 2014). Supplementary Planning Guidance comprising Design Guidelines, Housing SPD and Residential Car Parking and Cycle Provision are also relevant.

A National Policy Guidance

- 4.2 Paragraph's 11 and 12 confirm that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The NPPF does not change the statutory status of the development plan as the starting point for decision making and proposed development that accords with an up to date Local Plan should be approved.
- 4.3 Paragraph 14 introduces the presumption in favour of sustainable development. For decision taking on applications it confirms that this means local planning authorities should approve development proposals that accord with the development plan without delay. Where the development plan is absent, silent or relevant policies are out of date permission should be granted 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.
- 4.4 Paragraph 49 requires housing applications to be considered in the context of sustainable development. Paragraphs 188 -191 encourages pre application discussions between the applicant and the local planning authority as the more issues that can be resolved at pre application stage the greater the benefits. This includes the participation of other consenting bodies in pre application discussions to ensure consideration of all the fundamental issues relating to whether a particular development will be acceptable in principle.

B Development Plan Policy

- 4.5 Relevant Development Plan policy is set out in the Havant Borough adopted Core Strategy (March 2011) and the emerging Site Allocations Local Plan Submission Version (December 2013).

Adopted Core Strategy March 2011

- 4.6 Policy CS9 sets out the Borough Council's overall housing requirement although the majority of housing sites excluding the large strategic proposals will be identified through the Development Delivery (Allocations) Plan. It requires at least 30% affordable housing on sites over 15 dwellings with 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. CS14 deals with Sustainable Construction and High Quality Design and for Residential development to meet Level 3 of the Code for Sustainable Homes. As indicated in the Energy Statement, this is achieved in the application proposal.
- 4.7 Policy CS15 requires development to avoid areas at risk of flooding and this has been achieved on the application site as only the proposed dry flood attenuation pond is within flood zones 2 and 3. This feature will assist flood relief improvements to the site and wider area. CS16 requires a high standard of design and whilst appearance, layout, scale and landscaping are all reserved matters, the illustrative layout has had regard to this policy.
- 4.8 Development Management Policies in the Core Strategy are relevant too. DM8 requires the protection and enhancement of habitat including natural features of nature conservation and/or amenity importance including streams, stream corridors, springs, ditches or ponds from damage, destruction and a deterioration in quality. West Brook which is a locally designated Site of Interest to Nature Conservation (SINC) has been protected and impacts from the development suitably mitigated as explained the Habitat Survey and Site Suitability Assessment of Ecosulis.
- 4.9 Policies DM11-DM13 deal with sustainable travel, car parking and cycle provision in residential development. The standards are set out separately in the Residential Car Parking and Cycle Provision SPD.

Local Plan (Allocations) December 2013

- 4.10 The Local Plan (Allocations) Document was submitted to the Secretary of State and an Examination is being held in April 2014.
- 4.11 **Policy EM1** allocates two sites for housing at Emsworth. Site UE37 deals with the application site referenced 'Land West of Coldharbour Farm Road'. The policy refers to the site area as 1.94ha and a net site capacity of 47 dwellings. The Schedule of Minor Changes has proposed a change to the wording of the policy however and this now states:

'The number of dwellings shown for each site is 'indicative' based on known site characteristics and density considerations. Planning permission will be granted provided that detailed proposals:

- Are broadly consistent with the indicative figure for the number of dwellings; and**
- Take account of all site specific development requirements set out in the relevant site profile'.**

4.12 The reason for the change is to improve the policy consistency with paragraph 3.06 of the Plan and recognise the need for greater flexibility. Paragraph 3.06 recognises for instance that planning applications for numbers greater or lower than the numbers indicated in the policy should be treated on their own individual merits and should not be refused on the basis that they are not the same as the indicative figure in the plan. The Council has in any event already accepted that the proposed 53 dwellings is suitable for the site as explained in section 3 of this statement dealing with the recent pre application enquiry.

4.13 The remainder of Policy EM1 requires proposals take account of the site specific requirements in the site profile which specifies:

- Connecting footpath/cycle link to A27 (eastbound carriageway) Service Station**
- Layout to have regard to adjacent SINC and boundary planting to be incorporated**
- Access is expected to be achieved from the end of Coldharbour Farm**
- Consultation with HCC alongside any planning application in relation to minerals and whether prior extraction may be required**
- Mitigate any impacts on Brent Geese and/or waders (Policy DM23)**
- Ensure appropriate amenity level for occupants of proposed residential properties having regard to noise and light pollution (Policy DM18)**
- Flood Risk Assessment, including detailed fluvial modelling**
- On-site SUDS**
- Reduce green field runoff rates and a likely contribution to the Emsworth Flood Alleviation Scheme (Policy DM25)**

4.14 All these considerations including those in Policies DM18, DM23 and DM25 have been dealt with in the supporting statements accompanying the application and are summarised in section 5 of this statement below.

C Supplementary Planning Guidance

- 4.15 The Design Guide SPD has informed the design and layout of the application. The SPD draws on adopted Policy CS16 of the Core Strategy and section 4 of the document deals with the approach to the layout and design of new developments. Appendix 4 of the SPD provides an Urban Context and Character Area Appraisal for Emsworth. Although the application site is excluded from all the character areas it does adjoin Character Area 3F – Horndean Road and New Brighton Road Environs (North Emsworth) and this therefore has some relevance for the application layout.
- 4.16 The Council's SPD on Residential Parking and Cycle Provision is relevant as it is cross referenced in the Development Management Policy DM13 of the Core Strategy. These standards have been met in full in the application and this is explained more fully in sections 7.5-7.8 of the Transportation Assessment of Bellamy Roberts.

5.0 THE DEVELOPMENT PROPOSAL AND RECOMMENDATION

A Policy Considerations

5.1 Policy EM1 of the Site Allocations Document requires development on the application site to pay regard to the various requirements of the site profile. All requirements have been met in this outline application as follows:

- It provides a footpath connection to the A27 services within the adoptable road layout of the housing development itself
- The layout has paid regard to the ecological interest of the adjacent SINC at West Brook and its associated population of narrow-leaved water plantain.
- Access is available from the Coldharbour Farm Road spur which is adopted highway land.
- Minerals Safeguarding Areas (MSA's) have been identified by the British Geological Society. Their document 'A Guide to Mineral Safeguarding in England' 2007 points out however, that they do not carry any presumption against permission being granted for development which is incompatible with mineral extraction. This designation should not therefore preclude development of the application site.
- The potential impacts on bird habitat have also been assessed and the accompanying report of Ecosulis confirms that the site is unsuitable to support wader birds or Brent geese populations due to a lack of suitable habitats and high levels of disturbance from adjacent urban environments.
- The application is accompanied by a Noise and Vibration Assessment. It concludes that the internal noise levels in the dwellings should all be achievable even without the need for secondary glazing because the habitable rooms are proposed to face away from the A27. There will still be a requirement to install 2.5m high acoustic barriers (in the form of acoustic fences) along the boundary of gardens which are not screened from the A27 by proposed building envelopes. The acoustic barriers can easily be provided as suggested behind the proposed footpath link shown on the feasibility plan. Light pollution has been mitigated by the orientation of the dwellings to face away from the A27. Landscape planting will also safeguard residential amenity and mitigate noise and light pollution from the service area and A27 running behind the embankment to the south.
- Although a small part of the site on its east boundary is in flood zone 2 and 3, work has already been carried out and a drainage strategy agreed with the Environment Agency in respect of flood mitigation and on site SUDS. The application layout plan has been subject to a pre application enquiry and it is agreed that proposed works will provide flood relief improvements to the site and wider area in connection with the Emsworth Flood Alleviation Scheme. Foul water drainage is available to connect to the existing system.

- The site profile refers to moderate potential for archaeological deposits but this can be safeguarded in the usual way with the imposition of model condition 55 from circular 11/95 on any grant of planning permission which allows for the protection of sites of archaeological importance.

B The Development Proposal

- 5.2 The proposal is for 53 dwellings comprising eight 1-bed flats, eight 2-bed flats, seventeen 2-bed houses, eighteen 3-bed houses and two 4-bed houses. It provides for 30% affordable housing equivalent to sixteen units with the balance of 0.2 of a unit provided as a commuted sum for off-site provision. The dwelling mix of the affordable units comprises four 1-bed flats, four 2-bed flats, four 2-bed houses and four 3-bed houses (16 total). The mix has been agreed with the Council's Housing officer to meet local affordable housing need. On a site of 1.94ha the density is equivalent to approximately 27 dph.

C Character

- 5.3 The character of an area is derived from the layout and form of development, the design and use of materials and the density of surrounding development. In accordance with Policy CS16 the illustrative layout allows the development to integrate with existing local landscape features, and promotes wildlife and biodiversity with the protection of the adjacent SINC stream.
- 5.4 The character of the area in terms of building heights, massing, existing building lines, plot widths and depths, materials and proportions of windows and doors will all inform the proposed form of development. The layout is permeable allowing connections through to the existing recreation ground with access to the nearby rail station interchange and the main schools shops and facilities in the wider area. The layout provides a footpath/cycle path to & from the service station which is indicated at 3m wide overall.

D Design and Scale

- 5.5 The design and scale of the new dwellings will add to the interest & distinctiveness of the area. Materials will be predominantly brick (in various colours & textures, but mostly red) with concrete interlocking tile, some tile hanging & weatherboarding all to reflect local vernacular. All dwellings will be designed to achieve Code Level 3 by means of innovative construction techniques & energy & water efficiency measures.
- 5.6 Regard has been paid to the A27 and the dwellings alongside this boundary are proposed as flats with all principle rooms facing away from the A27, which is beneficial in terms of reducing

noise impact. An active street frontage is provided at the entrance to the site with the proposed orientation of units 32-39.

E Car Parking and Highways

- 5.7 The layout plan provides approximately 113 car parking spaces (100 allocated and 13 unallocated) to accord with the Council's car parking standards. To break up the impact of the parking courts within the layout the maximum number of spaces in one allocated area is 6 spaces maximum. The Transportation Assessment of Bellamy Roberts provides more information on the highway aspects of the proposal.

F Landscaping

- 5.8 Although landscaping is reserved for subsequent approval, we have provided a landscape and planting specification and accompanying Landscape Master Plan to show how the layout can accommodate new planting for on-site amenity purposes. Planting can of course be conditioned in the usual way once the layout has been fixed. A Landscape and Visual Impact Appraisal is provided to show that with proposed planting the visual impact of the development can be satisfactorily mitigated.

G Recommendation

- 5.9 In accordance with the NPPF, Local Planning Authorities should approve development proposals that accord with the development plan without delay. The application is entirely in accordance with Policy EM1 of the Site Allocations Document of Havant Borough which allocates the site for residential development. The development comprising up to 53 dwellings is consistent with the indicative number of dwellings required by the policy.
- 5.10 The development has been consulted on locally during the preparation of the site allocations Plan in 2012 and more recently at a Development Consultation forum attended by local residents, councillors and other stakeholders in November 2013. There are no adverse impacts arising from the development that outweigh its benefits in terms of providing additional housing including affordable housing to meet local need.
- 5.11 We trust therefore your Council will be able to grant outline planning permission within the minimum determination period.