

Land North of Station Road, Hayling Island

Havant Borough Council

PLANNING STATEMENT

June 2013



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1.0 INTRODUCTION

- 1.1 This Planning Statement is submitted in support of an outline planning application by Hayling Island Builders Limited for a mixed-use development at land off Station Road, Hayling Island.
- 1.2 The application proposes an illustrative masterplan with all matters reserved apart from access and seeks permission for the creation of up to 60 new homes and circa. 1,200sqm of light-industrial accommodation.
- 1.3 Following extensive public consultation the site has been identified in the Council's Draft Site Allocations Local Plan for development comprising housing and non-residential 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.
- 1.4 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 the applicant's 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.
- 1.5 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.

Purpose and Scope

- 1.6 This document reviews the planning context for the issues associated with the development and considers recent relevant trends in the national planning debate. The report is structured as follows:
- Section 2 provides a description of the site and surrounding area;
 - Section 3 provides an overview of the application proposals;
 - Section 4 sets out the planning policy context for the proposals;
 - Section 5 considers the key planning issues raised by the development;
and
 - Section 6 sets out our summary and conclusions.

1.7 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 by CSa
- Landscape and Visual Impact Assessment by CSa
- Transport Assessment by The Stilwell Partnership
- Flood Risk and Drainage Assessment by The Stilwell Partnership
- Ecological Appraisal by Tyler Grange

2.0 THE SITE AND SURROUNDINGS

- 2.10 A full description of the site and surrounding area is provided in the Design and Access Statement prepared by CSA, including a detailed analysis of the local context which was a key consideration in formulating the application proposals.

The Application Site

- 2.11 As illustrated in Figure 2.1 the application site comprises a 2.4 hectare parcel of land located at the northern edge of West Town in South Hayling, Havant.

- 2.12 The site is rectangular in shape and forms part of an arable field which is broadly bound by open land to the north; housing development to the east; and commercial / light-industrial premises to the south and west.



Figure: 2.1 Aerial Photograph of Site

- 2.13 The northern boundary of the site is not defined by any physical features and extends into an area of further arable farmland. The eastern boundary is marked by a drainage ditch which forms the boundary with residential properties along Dances Way. The southern boundary adjoins a builder's yard, garage and residential properties fronting Station Road. The western boundary is also marked by a drainage ditch which runs parallel with Furniss Way beyond which sits the Hayling Billy Business Centre.
- 2.14 The site has been used for agricultural purposes for many years and has little vegetation of note apart from several mature trees located around the peripheral edges none of which are subject to Tree Preservation Orders (TPOs),



Station Road Frontage and Site Access



Commercial Premises to the South



Hayling Billy Business Centre to the West



Housing to the East
The Local Area

- 2.15 Hayling Island is located off the south coast of England in the county of Hampshire. The Island is shaped like an inverted T and extends to approximately 4 miles in width and 4 miles in length with a total land area of approximately 12 square miles.
- 2.16 Hayling is a true island being completely surrounded by sea and separated from the mainland by a narrow channel known as Sweare Deep. The Island is accessible from the mainland by Langstone Bridge whilst a small passenger ferry connects it to the neighbouring island of Portsea where the city of Portsmouth is located.
- 2.17 The application site falls in the southern half of the Island which is also the most populated part of Hayling containing the agglomerated settlements of West Town, Gable Heas and Eastoke. The southern part of the Island is also the most popular area for tourists and West Town, which is well located for the beaches and coastline, has developed into a seasonal seaside resort.
- 2.18 West Town contains a range of local amenities including a Tesco Express, a grocers, pharmacy, butchers, takeaways, pubs and restaurant facilities. Hayling Park playing fields and Hayling Island Community Centre are located close by to the south of Station Road and provide a number of leisure and recreational facilities including football, tennis, cricket and bowls.



Hayling Island Coastline

Conservation and Heritage

- 2.19 The site is not located within a conservation area the nearest designated area being the Coastguards Conservation Area some 700m to the south. As illustrates in Figure 2.2 below there are a number of heritage assets in the wider area including individual listed buildings and the Scheduled Monument at Sinah Common. However, due to the prevailing topography there is no visibility of the application site from these features.



Figure 2.2: Heritage Assets (source: CSa Design and Access Statement)

Transportation

- 2.20 As set out in the Transport Statement which accompanies the application the site is sustainably located with good access to public transport, shops, schools, employment and other facilities.

- 2.21 The application site is located off Station Road which links directly to the A3023 the main 'A' road on the island which connects to Havant and the main motorway network. The majority of local roads in the immediate vicinity of the site are residential streets with low volumes of traffic and good pedestrian and cycle facilities.
- 2.22 In terms of public transport two bus services pass close to the site and provide connections to Havant bus and rail stations which, in turn, provide links to Portsmouth, Southampton, Chichester and the wider district. Bus services provide a "loop" around the island enabling local connections with peak frequency every 20 to 30 minutes.
- 2.23 Hayling Ferry is located 1.5 miles west of the site and provides frequent crossings to Eastney (Portsmouth). Road and cycle links between the application site and ferry terminal are lightly trafficked enabling efficient movement for commuters and school children as well as leisure travellers.



Figure 2.3: Transport Links

The Floodplain

- 2.24 As illustrated in Figure 2.2 below the application site falls within Flood Zone 1 which is defined as being outside the floodplain and / or an area liable to flooding (less than 1 in 1000 year risk).



Figure 2.4: Flood Map (source Environment Agency)

3.0 SUMMARY OF THE PROPOSED DEVELOPMENT

The Application Proposals

- 3.1 A detailed description of the application proposals is provided in the Design & Access Statement including an overview of the design process which has informed the illustrative masterplan for the site.
- 3.2 The application seeks outline planning permission for the creation of up to 60 new homes along with light-industrial accommodation (1,250sqm) set around new open spaces and landscaping. The application is submitted with all matters reserved except access.

Illustrative Masterplan

- 3.3 An Illustrative Masterplan is submitted as part of the application and establishes the underlying design and development principles for the site and forms a framework for subsequent Reserved Matters applications. The layout has been developed in accordance with the Havant Borough Council 'Borough Design Guide' (2011) and consider the principles set out in Manual for Streets
- 3.4 The Illustrative Masterplan has been developed to minimise the visual impacts of the development on the wider landscape whilst also providing a landscaped buffer between the proposed area of new housing and light-industry, and the existing residential properties adjacent to the site boundaries.
- 3.5 The rectilinear shape of the site lends itself to a symmetrically derived layout in which the alignment and arrangements of roads and buildings has been intentionally designed to promote a number of key spaces and character areas. Together these features will add interest to the street scene, promote internal legibility and provide future residents with neighbourhood identify and a sense of ownership.
- 3.6 Wherever practicable, the proposed new homes are orientated to overlook, frame and enclose key spaces and 'urban squares' so as to create an attractive public realm where natural surveillance promotes a safe and secure environment. New strategic tree and shrub planting at the site's periphery together with the retention and creation of existing and new drainage ditches will enclose the development and create a soft edge. Buffer planting will also screen views of the development from the Hayling Billy Trail and help to screen views towards existing housing to maximise amenity.



Figure 3.1: Illustrative Masterplan

Amount, Mix and Distribution of Uses

- 3.7 The distribution, amount and relationship of the proposed land-uses have been developed in response to an analysis of site constraints and opportunities, in particular the proposed vehicular access points, views towards the site and the relationship between the proposed new homes, light-industrial units and the existing residential properties on Station Road and Dances Way.
- 3.8 As shown in Figure 3.2 the illustrative masterplan locates the light-industrial units adjacent to the western boundary of the site opposite the Hayling Billy Business Centre with a dedicated access road of Furniss Way. The proposed dwellings occupy the remainder of the site access from Station Road.



Figure 3.2: Indicative Distribution of Uses

- 3.9 The application seeks outline permission for up to 60 dwellings and 1,250sqm of light-industrial accommodation. In order to inform the illustrative masterplan the following indicative mix of unit types has been used.

	Bungalow	House	Total
2 Bed	8	27	35
3 Bed		25	25

Table 3.1: Indicative Dwelling Mix

Unit 1 (northern unit)	603sqm (or 4 x 1500sq.ft units)
Unit 2 (southern unit)	638sqm (or 1 x 2500sq.ft unit & 2 x 2000sq.ft units)

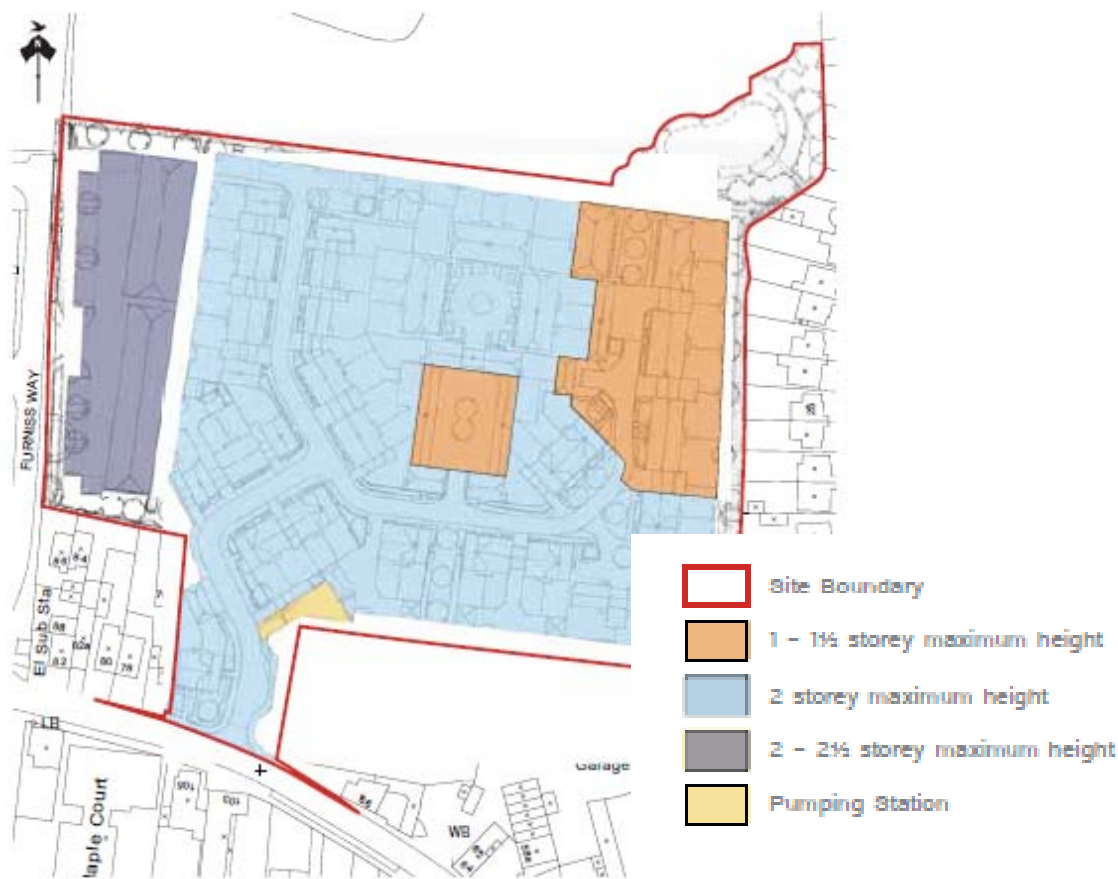
Table 3.2: Indicative Non-Residential Units

Density

- 3.10 The Illustrative Masterplan has an average net density of 32 dwellings per hectare (dph) which respects the built form of the local area to ensure the new dwellings are well integrated with and compliment the local built environment in terms of scale, massing and grain.
- 3.11 The Illustrative Masterplan establishes a clear hierarchy of built form with higher density housing within the central courtyard and lower density housing across the remainder of the development.
- 3.12 Buildings within the higher density central courtyard will enclose and frame the communal open space, whilst the lower density areas have been designed to relate to the grain of the neighbouring residential properties and provide an appropriate scale to the site's open aspect to the north.

Building Heights

- 3.13 The development will be low rise with single and two storey properties proposed to respond to the character of the surrounding area. Single storey buildings are proposed on much of the eastern boundary to respect the amenity of the neighbouring residential properties.



Access and Parking

- 3.14 As set out above, a new access is proposed from Station Road, to provide vehicular access to each of the residential properties. The light industrial units will be accessed via a new vehicular access from Furniss Way.
- 3.15 Parking is proposed in line with the standards in the Havant Borough Core Strategy (2011). 120 residential car parking spaces are proposed to provide two spaces per dwelling, with two additional visitor spaces. A further 28 car parking spaces are proposed to serve the light-industrial units.
- 3.16 Cycle parking or suitable storage is provided at two spaces per residential dwelling and a secure cycle stand will provide parking for 5 cycles for the light industrial units.

Landscaping

- 3.17 Extensive planting is proposed as part of the Illustrative Masterplan to create an appropriate boundary to the adjoining countryside, to screen the residential development from the proposed and adjoining commercial uses and to provide a visual buffer between the development and existing residential properties.
- 3.18 Existing boundary trees and hedgerows will be retained and enhanced with a belt of native planting to provide a robust landscape buffer around the boundaries of the development area. In particular, a belt of buffer planting along the site's northern and eastern edges will be planted in order to screen views into and out of the site from existing properties at Dances Way, Charleston Close and Saltmarsh Lane.
- 3.19 Semi-mature trees will be planted within key open space and at focal points to define open spaces, landscape features and neighbouring character zones throughout the site. A number of specimen trees will add quality to the streetscape, while standard trees will be planted throughout the development and within the enhanced boundary hedgerows to provide enclosure, enhance the public realm and provide a characterful environment with an attractive development edge.

Consultation and Community Engagement

- 3.20 From the outset of the project has been discussed with Havant Council and key statutory consultees whose comments have helped to inform the submitted proposals. In addition, the applicant has undertaken consultation with the community to engage local residents, businesses and other key stakeholders in the emerging proposals.
- 3.21 A public exhibition was held at Hayling Island United Reformed Church in March 2013 where Members of the public and elected representatives were invited to attend and give their feedback on the proposals. This process has been successful in raising awareness of the proposals and has enabled the project team to take into account local issues during the design process.



4.0 PLANNING POLICY BACKGROUND

- 4.1 All development proposals take place within the context of national, regional and local planning policy and recognised best practice. Within this section we set out the relevant planning policy framework which the applications should be considered against.

NATIONAL PLANNING POLICY

National Planning Policy Framework (March 2012)

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

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



- 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 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.

- 4.5 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

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.

4.6 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.

4.7 Paragraph 216 of the NPPF states that from the day of publication, decision-takers may also give weight to relevant policies in emerging plans according to:

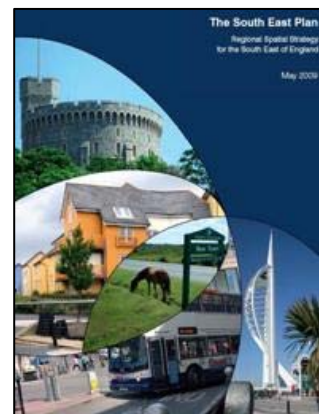
- the stage of preparation of the emerging plan (the more advanced the preparation, the greater the weight that may be given);
- the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and
- the degree of consistency of the relevant policies in the emerging plan to the policies in this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).

4.8 Paragraph 22 of the NPPF states that planning policies should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose. Land allocations should be regularly reviewed. Where there is no reasonable prospect of a site being used for the allocated employment use, applications for alternative uses of land or buildings should be treated on their merits having regard to market signals and the relative need for different land uses to support sustainable communities.

REGIONAL POLICY

The South East Plan (2009)

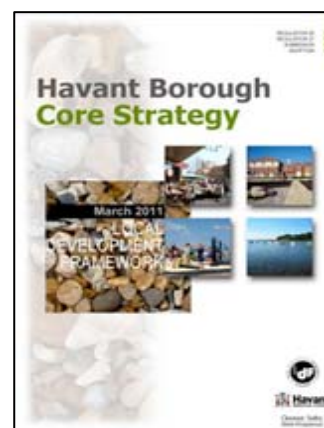
- 4.9 On the 26th February 2013, the Secretary of State made an Order to partially revoke the South-East Plan due to powers conferred under Localism Act 2011. This order came into force on the 25th March 2013.
- 4.10 The remaining policies in the South East Plan have no relevance to the application site.

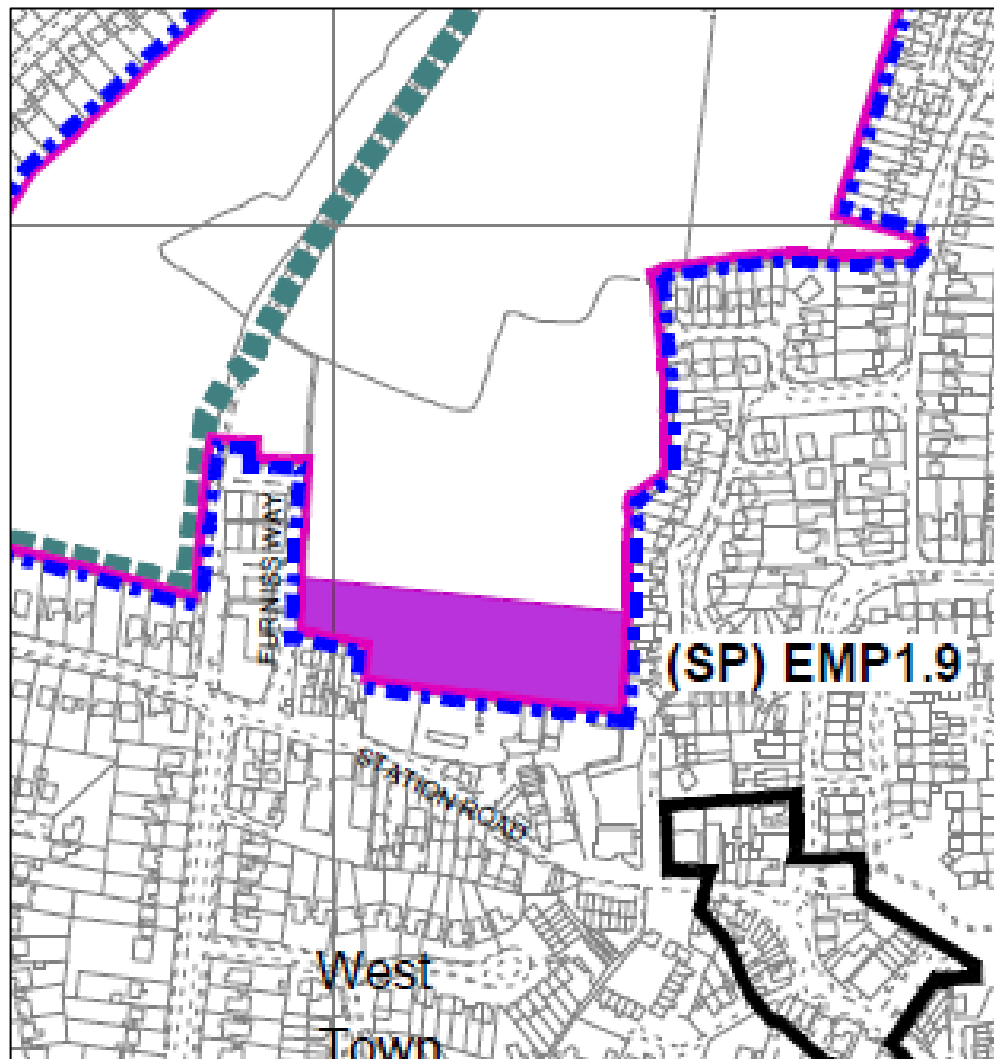


LOCAL POLICY

Havant Borough Core Strategy (March 2011)

- 4.11 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.
- 4.12 The relevant Core Strategy policies against which the application proposals should be considered are set out in the following paragraphs.
- 4.13 As illustrated on the extract from the Core Strategy Proposals Map the southern part of the site is allocated for employment development on the Adopted Proposals Map - EMP1.9.
- 4.14 The allocation is a "saved policy" carried forward from the Havant Borough Council Local Plan (2004) which identified 1.03 hectares of the site as appropriate for light-industrial uses as an extension to the existing commercial uses along Station Road.
- 4.15 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.





Extract from Core Strategy Proposals Map (2011)

- 4.16 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.
- 4.17 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.
- 4.18 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.*

4.19 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.*

4.20 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.

- 4.21 Part 8 of the 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.
- 4.22 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.
- 4.23 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.
- 4.24 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.
- 4.25 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.
- 4.26 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.*

4.27 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, Waterloo, 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)*

4.28 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.

4.29 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,

4.30 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.*

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

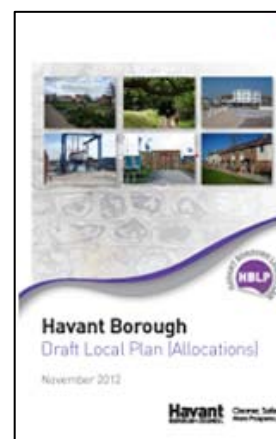
4.32 Policy DM8 (Conservation, Protection and Enhancement of Existing Natural Features) will only permit development where it protects and enhances local habitats and landscape distinctiveness and which addresses all of the relevant criteria as set out below:

- 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.*

- 4.33 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.
- 4.34 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.
- 4.35 Policies DM13 and DM14 ensures that development will only be permitted where it complies with the Council's car and cycle parking standards.

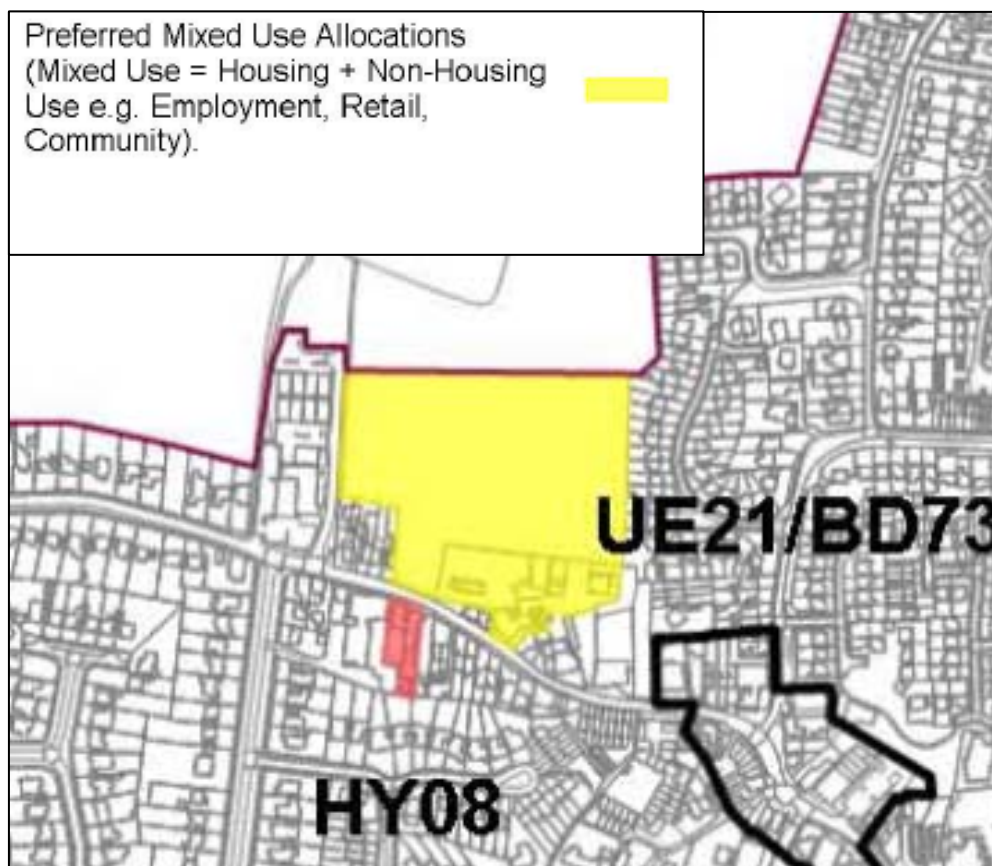
Draft Havant Borough Local Plan (Allocations) (2012)

- 4.36 The Council's Allocation Plan forms part of the LDF and allocates land in the borough for new homes and employment and safeguards land for strategic infrastructure.
- 4.37 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.



- 4.38 The latest Draft Local Plan Allocations document was published by the Council for public consultation in November 2012 and allocates the sites considered necessary to meet the development requirements set out in the Core Strategy. Once adopted the Allocations Plan will form part of statutory development plan; however, given its advanced stage of preparation it is already a material consideration in the determination of planning applications.
- 4.39 As illustrated in the extract from the Draft Local Plan Allocations document below the application site forms the substantive part of Site Allocation UE21/BD73 which is identified as suitable for housing and non-residential development.
- 4.40 Draft Policy HY2 allocates 'Station Road (East of Furniss Way)' for 56 dwellings and 1,014sqm employment floorspace. The policy states that planning permission will be granted provided that the detailed proposals:

1. Are consistent with the indicative provision for the number of dwellings and floorspace; and
2. Take account of any specific development requirements as set out in the supporting text.



Extract from Havant Borough Draft Local Plan [Allocations] November 2012

4.41 Paragraph 6.07 of the draft document states that:

Land North of Station Road (UE21/BD73) is located close to West Town Local Centre. Part of the site fronting Station Road is occupied by a number of businesses, while the northern section of the site is undeveloped. The Greenfield part of the site is identified as an 'uncertain' site for Brent Geese and waders and is within Havant Biodiversity Action Plan (BAP) action area. A comprehensive mixed use redevelopment would regenerate an existing employment area providing new jobs and homes. The employment element would front Furniss Way, as an extension to the Hayling Billy Business Centre. It would be suitable for a mixture of small scale manufacturing and warehousing that would be market led. It could provide approximately 1,014 square metres of new floorspace, supporting between 14 and 36 jobs.

4.42 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, Waterloooville, 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).*

4.43 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.

5.0 PLANNING ASSESSMENT - KEY ISSUES

- 5.1 In light of the redevelopment objectives of Hayling Island Builders Limited, and in the context of the planning policy position outlined above, the following paragraphs consider the key planning considerations associated with the application proposals.

A. Land Use Considerations

(i) Principle of Development

- 5.2 Following on from the housing and employment targets for the borough set out in the Core Strategy the site forms the substantive part of an area allocated for development in the Draft Havant Borough Local Plan (Allocations) document as an appropriate location for housing and employment uses.
- 5.3 The allocated area 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.
- 5.4 As part of the allocations process the application site (and wider designation) has consistently scored favourably against a range of planning and environmental considerations and has been supported by the community as an appropriate location for development, particularly when compared to other potential locations for development on Hayling Island.
- 5.5 A particular advantage of the site for new development is its accessible location close to West Town and, whilst the majority of the site allocation comprises 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.
- 5.6 The submitted application does not extend to the entire site allocation as Hayling Island Builders Limited's ownership does not include the circa. 0.4 hectare parcel of land towards the Station Road frontage which is currently occupied by builders merchant and garage workshop.
- 5.7 Given the different land-ownerships it is necessary to bring the allocation forward on a phased basis; however, the current application will deliver the substantive part of the site allocation (over 85%) and will act as a catalyst for the Station Road

element (the garage and builders yard) to come forward as a subsequent phase. Furthermore, as set out in the Design and Access Statement, the Illustrative Masterplan has been developed to provide a logical opportunity for this future phase of development in a fully integrated manner.

5.8 Whilst the Local Plan Allocations document has not yet been formally adopted it is at an advanced stage of preparation with no significant unresolved objections to draft Policy HY2 and site allocation UE21/BD73. In this regard paragraph 216 of the NPPF sets out the following:

‘From the day of publication, decision-takers may also give weight to relevant policies in emerging plans according to:

- the stage of preparation of the emerging plan (the more advanced the preparation, the greater the weight that may be given);*
- the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and*
- the degree of consistency of the relevant policies in the emerging plan to the policies in this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).’*

5.9 Accordingly, the principle of developing the site for a mix of housing and employment uses is considered appropriate given its designation in the Draft Havant Borough Local Plan Allocations document which is considered a significant material consideration in the determination of this planning application.

(ii) Delivering New Homes

5.10 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.

5.11 The Core Strategy states that the most sustainable way of meeting this target is to disburse the allocation throughout the borough and harness existing infrastructure. Following on from this Table 6.1 identifies the potential supply of 727 of these

dwellings (10%) on Hayling Island based on the borough's Strategic Housing Land Availability Assessment (SHLAA).

- 5.12 Table 3.1 of the Council's Annual Monitoring Report (AMR) (2012) demonstrates that completions in the Borough have consistently fallen below the targets set by the South East Plan before its substantial revocation. In relation to the current 5 year housing supply paragraph 3.1.4 of the AMR states that:

The Council are likely to receive speculative applications on currently unallocated sites and in order to maintain a 5 year housing supply it may be appropriate to consider positively one such site. Such a site should be appropriate in terms of its overall acceptability in relation to the emerging local plan and public consultation to date. Further issues surrounding this approach in relation to other speculative planning applications will be explored as appropriate when dealing with such planning proposals based on relevant information at that time.

- 5.13 Paragraph 47 of the NPPF sets out the requirement for local planning authorities to maintain a 5 year supply of specific deliverable sites plus an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land. Furthermore, where a local planning authority has a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in the plan period) to provide a more realistic prospect of achieving the planned supply.
- 5.14 A key part of NPPF paragraph 47 is that the sites which form part of the 5 year supply should be deliverable. The applicant is a local house-builder who has delivered significant levels of new housing in the region and intends to bring forward the development quickly should permission be granted.
- 5.15 The application proposals 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.
- 5.16 The Illustrative Masterplan provides the scope for a mix of dwellings to meet local housing needs, whilst the development has the potential to bring forward a

proportion of on-site affordable housing with the final unit mix to be determined at the reserved matters stage.

5.17 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 application proposals 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

5.18 As noted in Section 4 the southern part of the application site was allocated for employment development in the Havant Borough Council Local Plan 2004 and the designation was carried forward as a "saved policy" as part of the Core Strategy.

5.19 However, despite the long-standing allocation, the site has shown no sign of coming forward for employment development as the prevailing market conditions would not support the delivery of light-industrial uses in this location on a stand-alone basis.

5.20 As set out above, significant weight should be afforded to the Draft Site Allocations Local Plan which identifies the application site as the substantive part of an allocation for mixed-use development. In addition, paragraph 22 of the NPPF is also relevant as it makes it clear that, where there is no reasonable prospect of a site being used for the allocated employment use, applications for alternative uses should be considered on their merits.

5.21 In this instance the application proposals have been designed to deliver a significant amount of new employment space in the form of small light-industrial units providing up to 1,250sqm of accommodation which will provide important employment opportunities for the local community.

5.22 The light-industrial accommodation is 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.

- 5.23 Accordingly, whilst the application proposals do not fully accord with the extant employment allocation for the site the proposed mixed-use response does reflect the Council's current thinking towards the site and represent the only viable way in which employment uses can be brought forward to benefit the local community.

B. Design, Landscape and Visual Impact Considerations

- 5.24 Whilst the application is submitted in outline with all matters reserved except for access, the Illustrative Masterplan has been developed in response to a detailed analysis of the site and local context. Furthermore, the Design and Access Statement includes a comprehensive suite of illustrative information to establish key principles which will be used to develop the proposals at the reserved matters stage.
- 5.25 The internal layout of the development has been designed in accordance with the "Havant Borough Council Design Guide" (2011) and takes into account the need to minimise the visual impacts of the development in the wider landscape and a need to provide a comprehensive landscape buffer between the proposed areas of new housing and light industry, and the existing residential properties adjacent to the site boundaries.
- 5.26 The Illustrative Masterplan is based around a permeable and legible layout of streets and buildings that combine to create a number of distinctive characterful neighbourhood zones which are characterized by variations of urban grain, plot size, building form, enclosure, external form, architectural detail, boundary treatments, landscaping and key open spaces.
- 5.27 In order to inform the Illustrative Masterplan a "Landscape and Visual Impact Assessment" (LVIA) has been undertaken to understand the relationship of the site with the surrounding area and the impact of the development on the prevailing landscape and neighbouring development.
- 5.28 As set out in the LVIA which forms part of the application the site is not covered by any statutory or non-statutory designations for landscape character or quality and the existing site condition is undistinguished and considered to be of medium to low landscape quality.
- 5.29 Given the existing and proposed planting which forms an integral part of the Illustrative Masterplan the LVIA concludes that the proposed development will not result in any harm to the setting of the wider landscape and would provide a well-considered extension to the existing settlement.

- 5.30 Accordingly, it is considered that the application proposals represent an appropriate response to the site which will result in the creation of a high-quality new development which will sit harmoniously with its surroundings and that the illustrative material submitted as part of the application provide a robust set of principles against which the detailed proposals for the site will be developed.

C. Transport and Parking

- 5.31 As set out in the Transport Statement prepared by The Stilwell Partnership which accompanies the application the site is sustainably located with good access to public transport, shops, schools, employment and other facilities. Furthermore, the proposed development can be accommodated within the local road network without detriment to vehicular flows and road safety.
- 5.32 The internal layout has been designed in accordance with the principles in Manual for Streets, and in consultation with the Council and Highway Authority, whilst separate pedestrian and vehicular access is provided to the residential and commercial parts of the development.
- 5.33 To comply with the Council's car parking standards, the Illustrative Masterplan incorporates sufficient space for at least 120 car parking spaces which equates to 2 car parking spaces per house plus visitor spaces. A further 28 car parking spaces are proposed to serve the light industrial units.
- 5.34 In order to encourage sustainable travel 120 secure cycle spaces will be provided for the residential dwellings (2 spaces per dwelling). A further 5 spaces will be provided in the form of a secure cycle stand for the light industrial units.
- 5.35 Accordingly, it is considered that the application site represents an appropriate location for new development which will not give rise to any adverse detrimental impact upon existing transport infrastructure and will help towards achieving a more sustainable pattern of development across the borough.

D. Ecological Considerations

- 5.36 A detailed "Ecological Appraisal" prepared by Tyler Grange is submitted as part of the application and considers the site specific and wider ecological impacts of the proposed development.

- 5.37 As set out in the Appraisal the site is not covered by or adjacent to any statutorily protected sites of nature conservation importance. However, there are a number of such sites in the wider area which need to be taken into account when considering the application proposals.
- 5.38 Due to the sites proximity to the Solent the most significant issue with respect to new development relates to the potential for adverse effects to nearby SSSIs and SPAs that are designated for dark-bellied Brent geese and wading birds due to the potential for increased recreational use to disturb the birds.
- 5.39 However, in order to mitigate against the potential effects of residential development in the wider area, a strategy has been devised by key local stakeholders through the “Solent Disturbance and Mitigation Project” which the application proposals will make an appropriate contribution towards.
- 5.40 In terms of the application site itself the appraisal confirms that the site is of negligible value from an ecological perspective and that planning conditions can be used to secure an appropriate mitigation and enhancement strategy through: landscape design; construction protocols; and a habitats management plan.
- 5.41 Accordingly, with the implementation of an appropriate mitigation and enhancement strategy, the proposed development responds positively with its context and will ensure that ecological resources are protected and enhanced.

E. Flood Risk and Sustainable Urban Drainage

- 5.42 A “Flood Risk Assessment and Drainage Strategy” prepared by The Stilwell Partnership is submitted as part of the application and considers the hydrological implications of the proposal on the site and surrounding area.
- 5.43 As set out in the report the site falls within Flood Zone 1(which is defined as being outside the floodplain and / or an area liable to flood risk) and benefits from existing flood defenses that serve the Island. As such residential development at the application site is considered appropriate and accords with the compatibility requirements of the NPPF.
- 5.44 The application proposals have been devised to incorporate sustainable urban drainage systems (SUDS) to manage surface water drainage for a 1 in 1000 year (plus 30% climate change) flood event. The primary sustainable drainage will be infiltration drainage with surface water removed through porous paving, perforated pipes and proposed swales and ditches.

- 5.45 Accordingly, the report concludes that the risk of flooding to the site is low and fully compatible with the proposed form of development which will be supported by the proposed sustainable drainage system and maintenance of local drainage systems within the site.

6.0 SUMMARY AND CONCLUSIONS

- 6.1 This Statement is submitted in support of an outline planning application by Hayling Island Builders Limited for a mixed-use development at land off Station Road, Hayling Island. The application proposes an illustrative masterplan with all matters reserved apart from access and seeks permission for the creation of up to 60 new homes and circa. 1,200sqm of light-industrial accommodation.
- 6.2 Following extensive public consultation the site has been identified in the Council's Draft Site Allocations Local Plan for development comprising housing and non-residential 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.
- 6.3 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 application proposals are 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.
- 6.4 In summary the scheme would deliver the following benefits:
- the provision of 60 new high quality homes to add to the borough's housing stock, including the provision of on-site affordable housing;
 - the provision of 1,242sqm high quality light industrial floorspace as an extension to the Hayling Billy Business Centre to provide new employment opportunities;
 - rounding off the existing built up area which will reduce future pressure to build on the open countryside;
 - a sustainable location for new development, close to shops, services and public transport links;
acting as a catalyst to future redevelopment of the southern part of the wider site
- 6.5 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 the applicant's objective of delivering a high-quality development. Accordingly, for the reasons set out in this report the proposals are considered to represent an appropriate response to the site which accords with the aims and objectives of planning policy at all levels.