

# LAND NORTH OF GOLDRING CLOSE & SOUTH OF BEECH GROVE

MENGHAM, HAYLING ISLAND

PROPOSED RESIDENTIAL DEVELOPMENT



PREPARED BY PRO VISION PLANNING & DESIGN FOR AND ON BEHALF OF:  
TOLCARNE DRIVE DEVELOPMENTS LTD

**SEPTEMBER 2012**

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## 1.0 Introduction

- 1.1 This statement supports an outline planning application for the development of 131 dwellings on land north of Goldring Close and south of Beech Grove (hereinafter referred to as the application site). The application seeks approval of access, layout and scale, with appearance and landscaping being reserved for later approval.
- 1.2 A number of other reports have been prepared in support of the application, namely:
- Affordable Housing Statement (prepared by PRO Vision Planning & Design);
  - Arboricultural Impact Assessment (prepared by Eco Urban);
  - Archaeological Impact Assessment (prepared by CGMS);
  - Design & Access Statement (prepared by PRO Vision Planning & Design);
  - Flood Risk Assessment (prepared by Capita Symonds);
  - Habitat Regulations Assessment (prepared by P V Ecology);
  - Landscape & Visual Impact Assessment (prepared by PRO Vision Planning & Design);
  - Phase 1 and Phase 2 Ecology reports (prepared by P V Ecology);
  - Statement of Community Involvement (prepared by Vuepoint Consulting); and
  - Transport Assessment and Green Travel Plan (prepared by Stuart Michael Associates).

These reports should be read in conjunction with this statement.

- 1.3 The southern part of the application site (land north of Goldring Close) is allocated as a reserve housing allocation in the adopted Havant Borough Local Plan. The northern part of the application site (land south of Beech Grove) is not currently allocated.
- 1.4 The Council has produced and published on its website, a statement regarding its position on speculative planning proposals. A response to this statement in relation to the proposed scheme is provided in Section 6 of this statement.

## **2.0 Site Description**

### **The site**

- 2.1 The application site is located in the southern part of Hayling Island, in an area known as Mengham. A plan showing the location of the site is attached as Appendix A.
- 2.2 The site comprises two large fields, which are used for horse grazing. They occupy an area of approximately 4.4 hectares (ha). Photographs of the site are attached as Appendix B.
- 2.3 Access to the site is gained from Beech Grove. There are a number of public footpaths which run adjacent to or through the site. These are identified on the contextual analysis plan, attached as Appendix C.
- 2.3 There are a number of trees and hedgerows present on the application site. The majority of these are found along the site boundaries. The two Oak trees at the entrance to the site are the subject of a Tree Preservation Order.
- 2.4 The northern part of the application site is currently designated as countryside in the adopted Local Plan with the southern part of the site being allocated as a reserve housing allocation. Aside from these designations, there are no other planning or environmental designations that are known to apply to the site. The eastern boundary of the site however lies adjacent to the Chichester Harbour Area of Outstanding Natural Beauty (AONB)

### **The surroundings**

- 2.5 To the north and south of the site are areas of existing residential development. The eastern boundary of the site is formed by Mengham Junior School and existing residential development, whilst to the west of the site are a number of fields and beyond these, Chichester Harbour.



### **3.0 Relevant Planning History**

- 3.1 The application site was promoted for allocation for new housing during the last review of the Havant Borough Local Plan. The Local Plan Inspector considered the overall level of housing need in the Borough and the merits of the site against those others being considered. He recommended that the southern part of the application site (known as land north of Goldring Close) be allocated in the Local Plan as a reserve housing allocation. The Council accepted the Inspector's recommendation and allocated the southern part of the application site as a reserve housing allocation under Policy H4 of the adopted Local Plan. Policy H4 is a saved policy which the Secretary of State has agreed to be used beyond 30<sup>th</sup> September 2008.
- 3.2 A total of 3 reserve housing sites were allocated in the adopted Havant Borough Local Plan. Outline planning applications for the development of 2 of the 3 allocated reserve sites (namely Hampshire Farm and land off Scratchface Lane) have since been submitted with both applications recommended for approval by the Council's planning officers.
- 3.3 The adopted Core Strategy identifies a requirement for the provision of 727 dwellings on Hayling Island between 2006 – 2026, in order to meet the overall housing requirement for the Borough of 6,300 new homes between 2006 – 2026. The Island's share of the overall housing requirement for the Borough amounts to only 10% of this total.
- 3.4 The Council is currently in the process of preparing its Development Allocations DPD which will identify those sites (other than the strategic sites which are already allocated in the adopted Core Strategy) which will be allocated to meet the identified housing requirement. The application site is included within one of the 3 options for Hayling Island that officers have consulted the general public on. A copy of the plan the Council has prepared indicating the sites it is considering allocating is attached as Appendix D.

## 4.0 Relevant Planning Policies

- 4.1 This section of this statement sets out the planning policies which are considered relevant to the proposed scheme.
- 4.2 Section 38(6) of the Planning and Compulsory Purchase Act, 2004, requires planning applications to be considered against the policies contained in the development plan, unless other material considerations indicate otherwise. In this instance material considerations relate principally to the guidance contained within the National Planning Policy Framework (NPPF).

### Development Plan Policies

- 4.3 At the time of writing, the development plan for the area in which the application site is located comprises:
- The Regional Spatial Strategy for the South East; and
  - The Havant Borough Core Strategy
- 4.4 The Localism Act has now received Royal Assent and contains the legislation required to abolish the Regional Spatial Strategies (RSS). Whilst at the time of writing, the RSS have not been formally abolished, there is a clear expectation that they will be in the near future. Limited weight should therefore be attached to those policies contained within the South East Plan.
- 4.5 Policy SP3 states that the prime focus for new development should be in urban areas in order to foster accessibility to employment, retail and other services.
- 4.6 Policy H4 states that Local Authorities should identify the full range of existing and future housing needs in their areas and should require an appropriate range and mix of housing.
- 4.7 The 2 policies in the Havant Borough Core Strategy that are considered to be of greatest relevance when considering the proposed scheme are Policies CS9 and CS17.
- 4.8 Policy CS9 states that:

*"Planning permission **will be granted for housing proposals** (our emphasis) 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. Provide accommodation for the ageing population in sustainable locations, taking account of the need to provide for a variety of care needs and flexibility to accommodate differing requirements of ageing care.*

*7. Contribute to achieving 450 extra-care dwellings between 2006 and 2026.*

*8. 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.*

4.9 Paragraph's 6.07 and paragraph 6.08 of the policy subtext to Policy CS9 explain how the housing requirement will be provided.

4.10 Paragraph 6.07 states:

*"The Development Delivery (Allocations) Plan DPD will take into account a range of alternative distributions within the borough and will distribute this allocation in a way that avoids adversely affecting the integrity of international sites".*

4.11 Paragraph 6.08 states:

*"Housing development will be dispersed through the borough. The Sustainability Appraisals have shown the benefits of this approach as existing infrastructure can then be harnessed. Table 6.1 sets out an indicative/approximate distribution of the housing between five areas of the borough. This table is based on potential supply as identified in evidence base work. The Development Delivery (Allocations) Plan will detail those sites to be allocated for development".*

4.12 Policy CS17 states:

*"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).*

*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".*

- 4.13 Other relevant policies include Policy H4 of the adopted Havant Borough Local Plan which is a saved policy. Policy H4 allocates the southern part of the application site (land north of Goldring Close) as a reserve housing allocation.

### **Material Considerations**

- 4.14 The NPPF contains guidance of direct relevance when considering the proposed scheme.

- 4.15 Paragraph 6 of the National Planning Policy Framework states that

*“The purpose of the planning system is to contribute to the achievement of sustainable development”.*

- 4.16 Paragraph 7 advises:

*“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”.

- 4.17 Paragraph 14 states:

*“At the heart of the National Planning Policy Framework 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 this Framework taken as a whole; or*

*— specific policies in this Framework indicate development should be Restricted”*

- 4.18 Paragraph 49 of the NPPF states that planning applications for new housing should be considered in the context of the presumption of sustainable development.

## **5.0 Compliance of the proposed scheme with relevant planning policies**

### **Compliance with Policy CS9**

- 5.1 Set out below are the reasons why the proposed scheme would comply with the 8 criteria listed in Policy CS9

#### Criteria 1

- 5.2 The scheme (if permitted) would make an important contribution towards meeting the identified housing requirement.

#### Criteria 2

- 5.3 30% of the proposed dwellings would be affordable. The percentage of affordable to open market as well as the mix of the affordable dwellings has been agreed with the Council's Housing Enabling Officer.

#### Criteria 3

- 5.4 The proposed scheme would achieve the creation of mixed communities through the seamless integration of open market and affordable housing.

#### Criteria 4

- 5.5 The proposed scheme would have a density of approximately 30 dwellings per hectare (dph). This is appropriate considering the density of the surrounding residential area, ranges between 18 and 27 dph and indicates that the proposed scheme would be in character with the local area. It is considered that this density is more appropriate than the 40 dph figure contained in the SHLAA, which would result in an overly dense development that may be difficult to integrate, may not take full account of requirements for drainage, open space etc and would be out of character with the surrounding housing.

#### Criteria 5

- 5.6 As the proposed site layout plan demonstrates, the proposed scheme provides a mix of dwellings in terms of both size, type and tenure in order to contribute to the creation of mixed and sustainable communities.

#### Criteria 6

- 5.7 As stated in paragraph 5.6, the proposed scheme provides a range of different types of dwelling including those that would be suitable for the elderly such as 1 and 2 bed flats in a sustainable location where they could meet their day to day needs without being reliant on having a car.

#### Criteria 7

- 5.8 This criteria is not relevant to the proposed scheme.

#### Criteria 8

- 5.9 The Council has acknowledged that in order to meet the housing requirement contained in the adopted Core Strategy, greenfield urban extensions (like the application site) will

have to be developed. The application site has now been identified on 2 occasions by the Council as being potentially suitable for residential development. Thus permitting the scheme would not result in the unnecessary development of greenfield land. In any event, paragraph 6.11 of the adopted Core Strategy acknowledges that it cannot simply be a case of PDL sites as some of these sites may not come forward. The need for new housing (especially affordable housing) is now and it is considered that there would be no harm caused to the strategy contained in the adopted Core Strategy by permitting the development of the application site, given its highly sustainable location.

### **Compliance with Policy CS17**

- 5.10 The reasons why the proposed scheme would comply with the 3 criteria listed in Policy CS17 are set out below.

#### Criteria 1

- 5.11 The proposed scheme would comply with this criteria as it would provide new housing development within the area on Hayling Island shown on the proposals map.

#### Criteria 2

- 5.12 The Council has acknowledged that greenfield sites are needed to meet the adopted housing requirement. There is a significant need for affordable housing within the Borough in general and on Hayling Island in particular. There are no sites on Hayling Island in the SHLAA that comprise PDL that would be able to deliver the number of affordable dwellings that the proposed scheme would. For this reason, as the Core Strategy acknowledges, it would not be inappropriate for the proposed scheme to come forward before other sites which comprised PDL.

#### Criteria 3

- 5.13 The proposed scheme would comply with this criteria as it would provide new housing development within the area on Hayling Island shown on the Key Diagram.

### **Compliance with the NPPF**

- 5.14 It is considered that the proposed scheme would comply with the guidance contained in the NPPF and would represent sustainable development for the following reasons:

#### Economic Role

1. The adopted Core Strategy makes it clear that the housing requirement contained within the CS is based on achieving economic growth within the Borough as well as meeting social needs. By providing part of the identified housing requirement, the proposed scheme would therefore be contributing to building a strong, responsive and competitive economy. New residents are likely to improve economic activity locally by increasing the catchment populations for both existing shops and other local facilities

#### Social Role

2. The proposed scheme would support strong, vibrant and healthy communities by providing a range of new open market and affordable housing to meet the needs of present and future generations in a high quality development that is accessible to local services.

3. The site is in an area where there has been little change for many years. There is an ageing local population with consequent pressure on the doctor's surgery and spare capacity in local schools. The proposed development should help the social improvement of the area by providing new accommodation suited to families as well as older people as well as potentially, financial contributions towards any necessary improvements to local health facilities.

#### Environmental Role

4. The proposed scheme would contribute to protecting and enhancing the natural, built and historic environment by:
  - Developing land that is not of high landscape or ecological importance, thereby reducing the pressure for development on such areas;
  - Providing a high quality development which would be in character with its surroundings and provide new pedestrian and cycle connections to improve the permeability of the area;
  - Providing a development which has a layout which has sought to take full advantage of sustainable energy technologies whilst being mindful of urban design considerations; and
  - Developing land that is not of (or near to land of) historic importance, thereby reducing the pressure for development on such areas

## **6.0 Response to Havant BC Planning Policy Position Statement**

- 6.1 This section of this statement provides a response to the position statement that has been prepared by the Council's planning policy team in respect of speculative planning proposals. The Council's statement explains that it has been published, following the publication of the NPPF, as the Council perceives that the publication of the NPPF and particularly some of the guidance contained in it (which is made reference to in the Council's statement) is likely to lead to the Council receiving speculative planning applications for the development of unallocated site.
- 6.2 This statement provides a response to the Council's statement as it is considered important to demonstrate the difference between the application site and other greenfield sites which may be the subject of speculative planning applications.
- 6.3 It appears that the intent of the Council's statement is to resist 'ad hoc' development proposals. Development of the application site would not be 'ad hoc'. It would be appropriate, well related to the existing urban area (and local facilities and services) and accord with the strategy for the spatial distribution of the housing requirement as set out in the adopted Core Strategy
- 6.4 There are important differences between the application site and other sites where speculative development proposals may come forward. These are:
- Part of the site is already allocated for the proposed use;
  - The whole site has been previously been identified by officers as suitable for allocation and most recently has been identified as one of the sites the Council has consulted the public on as parts of its consultation on the draft Site Allocations DPD;
  - The application site has already been the subject of a sustainability appraisal undertaken by the Council which concluded that the site performed favourably.
- 6.5 In light of the above, it is considered that the Council should consider the proposed scheme on its merits and should not resist the proposed scheme in principle.

## 7.0 Heads of Terms

7.1 It is proposed that the following contributions would be provided as part of the proposed scheme.

- **Affordable Housing**
- **Transportation**
- **Public Open Space (POS)**
- **Environmental Improvements**

7.2 No contribution to education is proposed as the Education Authority has confirmed that the primary and secondary schools that would serve the site have the capacity to accommodate the requirement for classroom spaces that the proposed scheme would generate. A copy of the email confirming this is attached as Appendix E.

7.3 A Section 106 agreement will be prepared to secure these contributions as well as ensuring that the amount of affordable housing proposed is secured and delivered to a Registered Social Landlord.

## **8.0 Conclusions**

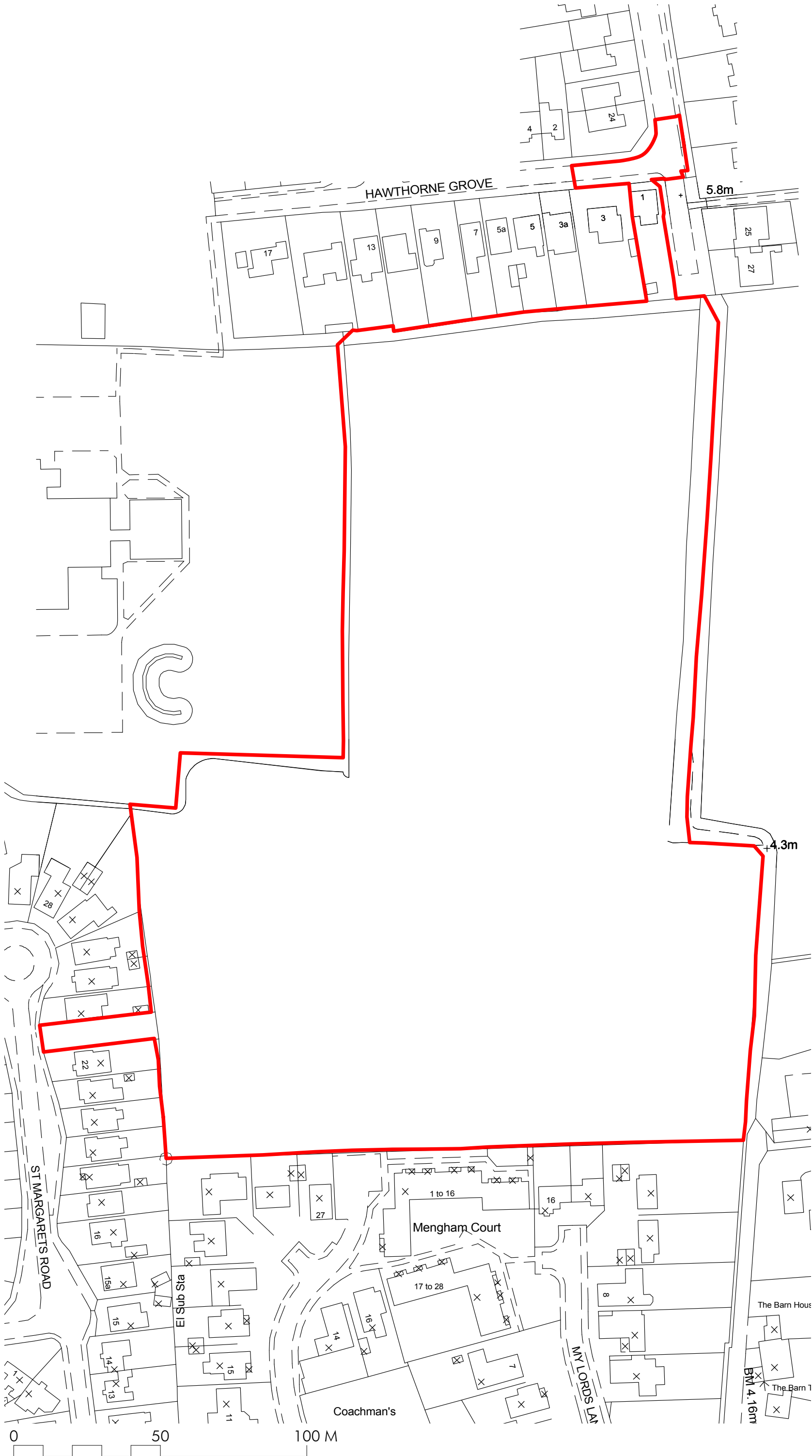
- 8.1 The proposed scheme would involve the development of land which has previously been allocated for residential development in a highly sustainable location, where future residents would have a real opportunity to access key local facilities and services without having to use the private car.
- 8.2 This statement has demonstrated how the proposed scheme would comply with relevant policies in the adopted Core Strategy as well as the guidance contained within the NPPF. The presumption in favour of sustainable development should therefore apply and outline planning permission should be granted for the proposed scheme.

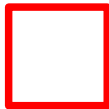


## **Appendix A**

### Site Location Plan

| REV: | DATE:    | AMENDMENTS:                 | DRAWN: | CHECKED: |
|------|----------|-----------------------------|--------|----------|
| #    | AUG 12   |                             | RD     | JH       |
| A    | 11.09.12 | Amended following SMA info. | RD     | JH       |



 Site Application Boundary



CLIENT:  
**Tolcarne Drive Developments Ltd**

PROJECT:  
**Land North of Goldring Close  
Mengham**

DRAWING:  
**Site Location Plan**

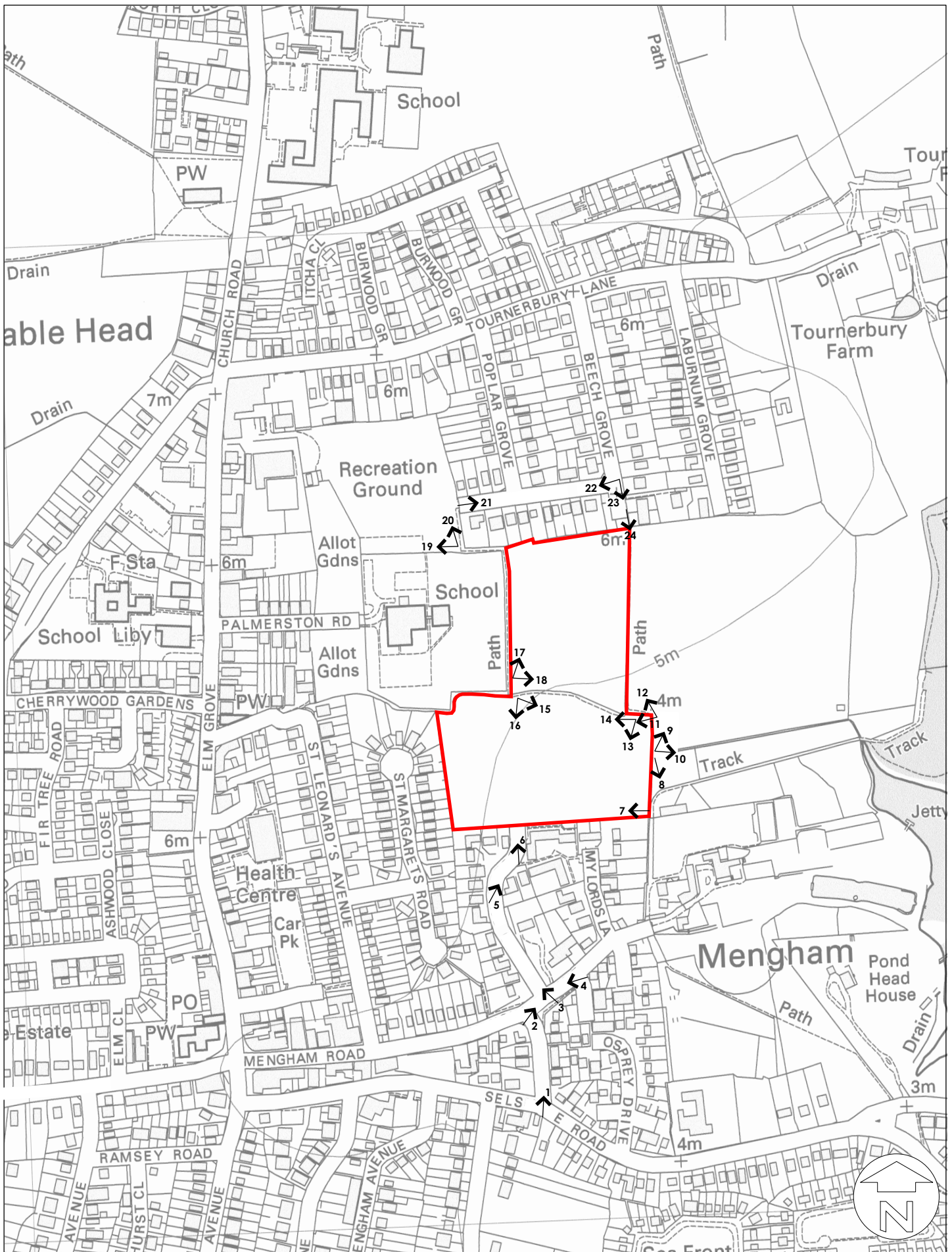
SCALE: **1:1250 @ A3** DWG NO: **9711/P01**

DATE: **Aug 12** REV: **A**



## **Appendix B**

### Photo Sheets of Site and Surroundings



# LAND AT MENGHAM, HAYLING ISLAND RESERVE HOUSING ALLOCATION SCALE 1: 5000 @ A3





1. View looking north along Mengham Lane from junction with Selsmore Road



2. View looking east along Mengham Lane from junction with Mengham Road



3. View looking north along Goldring Close from junction with Mengham Lane



4. View looking west along Mengham Lane towards Goldring Close



5. View looking north from Goldring Close towards Allocated site



6. View looking north from Goldring Close towards proposed access to Allocated site

# LAND AT MENGHAM, HAYLING ISLAND

## PHOTOGRAPHIC SURVEY

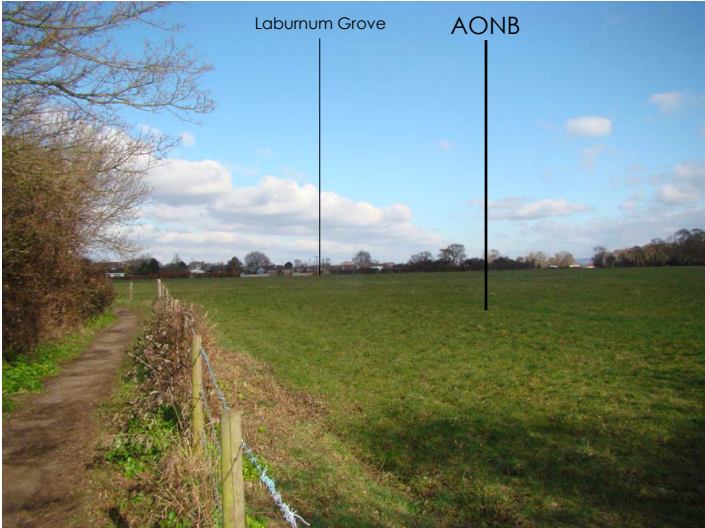




7. View looking west from public footpath towards Goldring Close and St Margarets Road



8. View looking south along public footpath towards Mengham Lane



9. View looking north along public footpath towards AONB and Laburnum Grove



10. View looking east at AONB from public footpath



11. View looking north from public footpath towards Beech Grove



12. View looking west from public footpath towards Allocated Site and St Margarets Road

# LAND AT MENGHAM, HAYLING ISLAND

## PHOTOGRAPHIC SURVEY





13. View looking west from public footpath towards Goldring Close and St Margarets Road



14. View looking south-east across Allocated Site towards My Lords Lane and Goldring Close



15. View looking north from public footpath across land adjacent to Allocated Site in the direction of Beech Grove and Hawthorne Grove

# LAND AT MENGHAM, HAYLING ISLAND PHOTOGRAPHIC SURVEY





19. View looking west across Public Open Space towards Play Area and Community buildings



20. View looking north across Public Open Space towards properties along Tournebury Lane



21. View looking east along Hawthorne Grove towards Beech Grove



22. View looking west along Hawthorne Grove towards Public Open Space



23. View looking south from junction of Beech Grove and Hawthorne Grove towards public footpath



24. View looking south towards public footpath and access to land north of Allocated Site



## **Appendix C**

### Contextual Analysis



## NOTATION

|  |                                |
|--|--------------------------------|
|  | SINGLE STOREY BUILDING         |
|  | TWO STOREY BUILDING            |
|  | LOCAL AUTHORITY ALLOTMENTS     |
|  | VEHICULAR ROUTE                |
|  | PEDESTRIAN ROUTE               |
|  | GATE                           |
|  | STRONG DEFENSIBLE BOUNDARY     |
|  | VIEWS FROM PUBLIC RIGHT OF WAY |
|  | LOCAL AREA OF PLAY (LAP)       |

Based on Ordnance Survey Scale Map Data with the permission of the Controller of Her Majesty's Stationery Office. O S Copyright Licence AR 100018708

CLIENT:  
Tolcarne Drive Developments

PROJECT:  
Land North of Goldring Close  
& South of Beech Grove, Mengham

DRAWING:  
Contextual Analysis Plan

SCALE: 1:2500 @ A3      DWG No : 9711/SO3

DATE: August 2012      REV: #



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# LAND NORTH OF GOLDRING CLOSE & SOUTH OF BEECH GROVE, HAYLING ISLAND

SCALE 1: 2500 @ A3

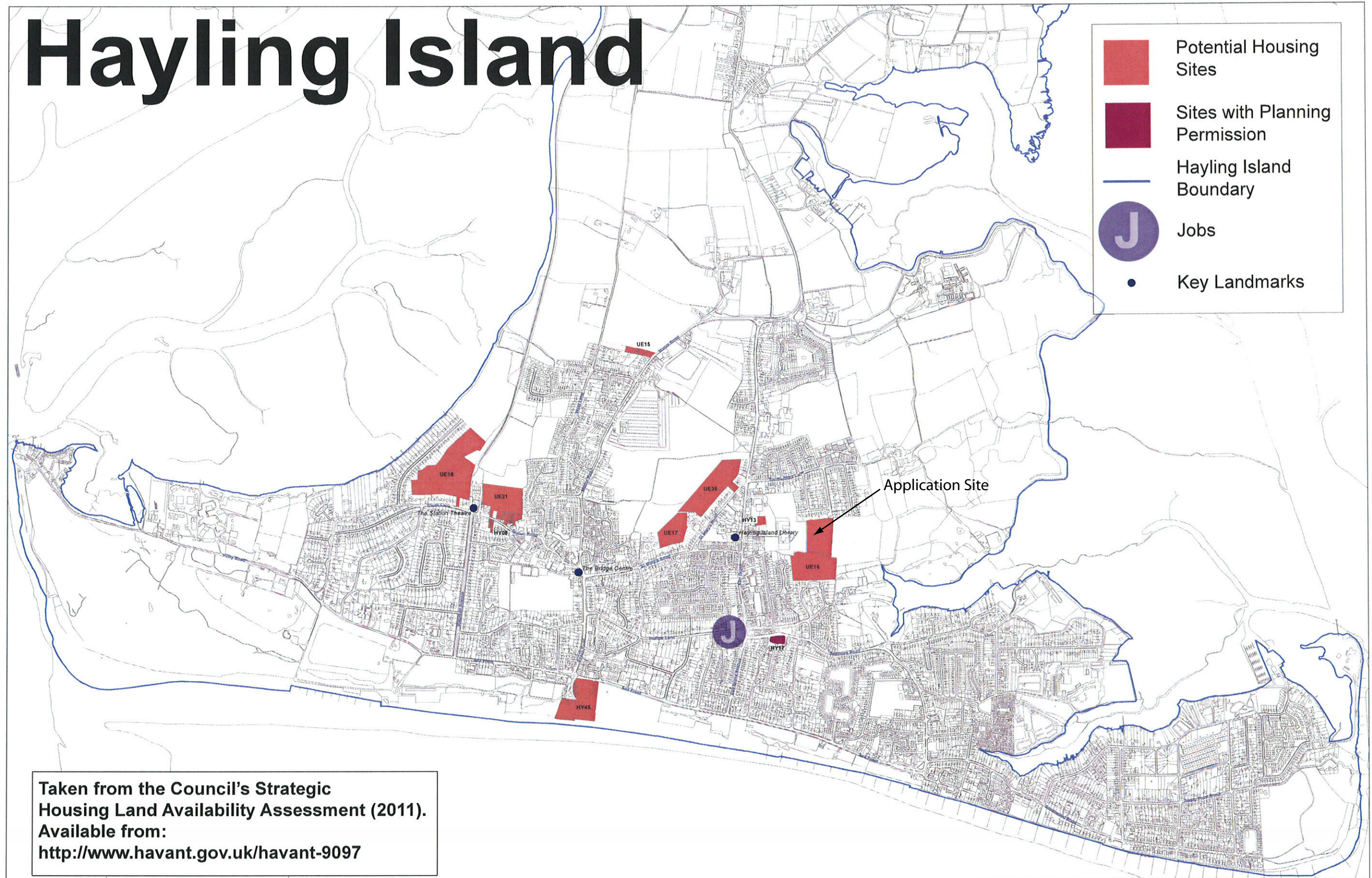
## **Appendix D**

Plan of sites being considered for allocation on Hayling Island



## Enlarged Potential Housing Sites Map from Previous Page

# Hayling Island



Cleaner, Safer,  
More Prosperous



## **Appendix E**

Email from Education Authority

## Jeremy Higgins

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**From:** Shefferd, Martin [martin.shefferd@hants.gov.uk]  
**Sent:** 22 August 2012 14:25  
**To:** Jeremy Higgins  
**Subject:** RE: Hayling Island school capacity

Jeremy,

Having now looked at all the figures I can confirm that no Developer Contribution will be sought for Education facilities for this development.

I am sorry not to have been able to reply before today but it takes time to get all the figure work together in order to give a considered response. Had I just looked at the Mengham Schools I would be seeking a contribution to expand the schools. By looking at Hayling Island holistically there are surplus places available at the Mill Rythe Schools that could accommodate the anticipated numbers from the development.

I would respectfully ask that when asking for information regarding the possibility of a developers contribution being sought sufficient time is allowed for all the figure work to be completed and a considered view be sent.

Kind regards,  
Martin Shefferd

*Martin Shefferd*  
*School Organisation Officer,*  
*Children's Services Department,*

 [martin.shefferd@hants.gov.uk](mailto:martin.shefferd@hants.gov.uk)  
 01962 845746

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**From:** Jeremy Higgins [mailto:j.higgins@pvprojects.com]  
**Sent:** 20 August 2012 11:57  
**To:** Shefferd, Martin  
**Subject:** Hayling Island school capacity

Dear Martin,

I spoke with your colleague, Ian Lawson in your absence last week regarding the above.

The reason for speaking to Ian was that we are about to submit a planning application for the development of 131 dwellings on a site in Mengham.

Ian advised that both the schools that would serve the site (Mengham Junior and Hayling Island Secondary have spare capacity but asked me to speak to you about whether these schools would have sufficient capacity to accommodate the additional schoolchildren that would be generated by the proposed scheme.

I have provided below, a breakdown of the proposed scheme, showing the numbers of eligible dwellings i.e. 2, 3 and 4 bed dwellings:

- 52 two bedroom dwellings;
- 49 three bedroom dwellings; and
- 20 four bedroom dwellings.