

Your ref: Chichester Harbour Conservancy

Our ref: Planning Recommendation



Havant Borough Council
Development Management
Public Service Plaza
Civic Centre Road
Havant
PO9 2AX

BY EMAIL ONLY

18 July 2025

Dear Selina,

Apologies for the delayed response.

Application: APP/25/00470

Location: 24 Treloar Road Hayling Island PO11 9SE

Description of development: Proposed rear extension and new first floor addition to existing bungalow

Chichester Harbour Conservancy is a unique organisation in that it is the only Harbour Authority with statutory responsibility for a National Landscape (NL). Further details are explained in the Appendix to this response.

Please note that the above case has been considered under the fully officer delegated protocol of The Conservancy.

Chichester Harbour Conservancy's Response

Recommendation – No objection: subject to suggested conditions covering -

- Overall height finished height of the new work not to exceed the dimensions shown on the submitted elevations;
- No external lighting to be fitted at the site unless first approved by the local planning authority in writing;
- All recommendations of the FRA in terms of surface water attenuation to be fully implemented before first occupation of the enlarged dwelling and subsequently retained;

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- Samples of external facing and roofing materials to be submitted and agreed in writing and new work implemented with the agreed materials;
- implementation of the recommended biodiversity enhancements set out in the Ecology Co-op report, dated April 2024, prior to first occupation of the enlarged dwelling with subsequent retention;
- agreement of a construction environment management plan (CEMP), to ensure no adverse noise or dust impacts to the adjoining Sandy Point Local Nature Reserve, including a provision that no burning of any cleared building materials is to take place, with subsequent adherence to the CEMP during the build process.

As an initial observation, the description of development is queried. With no report on the existing foundations, especially those under the existing garage, it is not clear whether these would be sufficient to bear the weight of the new first floor. It would therefore seem likely – bearing in mind the 300mm ground/site level raising proposed – that the existing bungalow would be largely demolished. It is more likely that a replacement dwelling is actually proposed

1.0 Site and its context

1.1 The site is within a defined 'urban' area and sits immediately west of the Chichester Harbour National Landscape (NL – formerly AONB) boundary within the F1 South Hayling Island landscape character area, as defined by the CBA 2005 Landscape Character assessment (updated 2019) for the Conservancy, exhibiting the following relevant key characteristics:-

- Extensive coastal urban development, including holiday villages;
- Exposed southern sea coast;
- Small pockets of rough grazing marsh, scrub, copses and dune heath.

The landscape has a moderate to high sensitivity to development and change.

1.2 The 0.0525 ha, rectangular site, currently consists of a detached, hipped-roof 3 bedroom bungalow with shallow pitched roof garage on north side linked by single storey, flat-roofed element. Located on east side of the street, the dwelling was built under a planning permission granted in 1959 (HWU/05471). The street has no uniform dwelling type or roof ridge height, but is mostly comprised of single storey dwellings, some (e.g. No. 22 to the south) rebuilt and raised up on a plinth. There are 2, two storey houses a few properties down the street. No.14 with an 8m high rock

ridge - (which may pre-date planning control, introduced in 1948) - is towards large dwellings in Sandy Beach Estate. Another exists in the east-west part of the street back onto Bosmere Road (first floor within roofspace). A chalet bungalow exists at the north end of the street at the junction with Sandy Point Road. The property adjoining to the north is a gable-ended bungalow.

- 1.3 The site is visible from the beach footpath, looking north-west across the adjoining the Sandy Point Local Nature reserve at Eastoke Point, which is part of the Chichester Harbour SSSI. This comprises mainly dune heath and grassland assessed by Natural England to currently be in favourable condition. The Calluna and lichen dominated dune heath is a very rare habitat in southern England and includes the locally rare pale heath and heath violets. There are also interesting saltmarsh and brackish grassland floras in the low-lying parts of the land.
- 1.4 The site is visible at distance from the beach/Solent foreshore, somewhat mitigated by tree cover/vegetation in the Local Nature Reserve.
- 1.5 The site sits within flood zone 3 (highest risk - a risk of flooding from tidal sources greater than 1 in 200 (0.5%) with a moderate risk from surface water flooding in times of heavy rainfall to up to 90 cm, during a 0.1% storm event. The submitted statement says the property has flooded in 2005 (paragraphs 3.6 and 4.7 of the FRA). LiDAR data shows the ground elevation of the site varies between approximately 1.16m AOD (metres Above Ordnance Datum) and 1.53m AOD. The existing bungalow is located on land at approximately 1.30m AOD. Flood predictions in the FRA, by 2124, vary between 4.12m to 4.50m AOD, meaning flooding at the site could vary between 2.59 m to 3.34m.
- 1.6 The existing dwelling has red brick facades, with a light-brown concrete tiled roof save for flat felted roof areas and glazing to the corrugated roofing to the attached garage. The architecture of this modest bungalow is unremarkable. Ground levels on adjoining plots are approximately 30cm higher. Existing eaves height is 2.481 m and roof ridge 5.181 m high.

2.0 Site history

- 2.1 Under GEN/24/00411, the Council provided advice on a fully two-storeyed asymmetric roof profiled dwelling (NL east boundary elevation seen below). Council Officers expressed concerns for impact to the NL's setting from increased

scale, neighbour impact and flood risk. Prior to that only a few modest applications to alter and extend the dwelling.

- 2.2 Application APP/24/00746 followed for “*Demolition of existing bungalow and erection of new two storey replacement dwelling including solar panels and flood defences*”. This was withdrawn on 22-1-2025. Chichester Harbour Conservancy had made the following objection –

“There would be adverse visual impact to the setting of the adjoining Chichester Harbour AONB from increased bulk and excessive first floor glazing. This would be by reason of added bulk and mass across the width of the plot at first floor level. The extent of glazing to main habitable spaces would also be likely to add to light pollution to the adjacent National Landscape during the hours of darkness. Notwithstanding the proposed muted external materials, the use of vertical timber cladding would be highly discordant in the street scene. The proposals are therefore considered to be contrary to Policies CS12 (which also includes consideration of Policies 1-2 of the Chichester Harbour Management Plan 2019-2024), CS16.1 (a)/(c) & 7, DM9.2/3 and AL1 of the Borough Development Plan.”

3.0 Proposed development

- 3.1 To build a rear extension and add a first floor, raising site levels 300mm, the new eaves and ridge height (to the truncated/crown) roof would be 4.15m and 6.93m respectively. There would be a raised balcony to the rear overlooking the NL. There would be a number of rooflights in roof surfaces, but only one directly facing the NL (serving an en-suite bathroom).
- 3.2 Glazing compared to the withdrawn application would be more modest in proportion/amount facing the NL. Solar PV would be fitted to the roof surface.
- 3.3 The application has been supported by the following reports:-
- Bat roost assessment; and,
 - Flood risk assessment (FRA).

I note that Environment Agency ultimately withdrew its objection to APP/24/00746 and that a revised FRA has now been submitted taking into account updated EA modelling. It is clear that in the event of a flood event, those at the site would either need to evacuate 12-24 hours before a notified flood event warning, or else need to take refuge on the first floor - (paragraph 4.37 of the FRA) - and wait for flood waters to recede, as there is no safe escape route away from the site. It is proposed to raise the finished floor levels 30 cm to a minimum of 1.46m + 1.5m AOD based on LiDAR data. The submitted FRA at paragraph 5.1 states –

“...the site could be flooded with depths ranging from 2.59m and 2.96m (higher central scenario) and 2.97m and 3.34m (upper end scenario) for the year 2124.”

and at paragraph 5.5 –

“The site is also considered to be at a moderate risk of surface water flooding with depths of 600mm during the 1.0% AEP storm event and 900mm during the 0.1% AEP storm event.”

Flood resilience measures are recommended in accordance with DCLG Report Improving the Flood Performance of New Buildings Flood Resilient Construction (2007). It is recommended that occupier monitor Met Office Weather Warnings for extreme weather events. The site is in the Environment Agency 'South Hayling and South Eastoke seafront' flood warning service area. Relevant mapping shows that the majority of defences are protecting the site for events up and greater than the 1 in 1000 year event at present (2007).

3.4 The development is considered to be at low risk of flooding from sewers.

3.5 The following flood resilience measures are proposed –

- The external walls will be tanked using a Visqueen Torch-On Tanking Membrane to 1.5m above the FFLs (1.46m AOD + 1.5m, based on LiDAR data).
- All ground floor windows are set to 1.5m above the FFLs (1.46m AOD + 1.5m, based on LiDAR data).
- Internal access from ground floor to first floor for the lifetime of the development.
- General flood resilience measures recommended such as the below, where practical:
 - * Flood proof doors and barriers at front and rear doors.
 - * Units to be raised on legs above plinth.
 - * Air brick covers to be installed.
 - * Damp Proof Membranes (d.p.m.) should be included in any design to minimise the passage of water through ground floors.
 - * Waterproof internal render such as lime based plaster.

* Non-return valves to be fitted on new drainage associated with the WC to prevent backflow.

* All new plumbing insulation to be of closed cell design.

3.6 In terms of a surface water drainage strategy, the FRA concludes infiltration will likely not be feasible at the site. There is a separate surface water drain in Treloar Road. However, the site has a combined drain, which flows into the public sewer. As such separate systems will be created at the site and surface water is proposed to be drained to a new connection to the surface water main. To achieve a betterment flow rate of 1 litre/second, it is proposed that the surface water runoff from the development is managed via a geocellular storage tank and maintained – (paragraph 6.27 of the FRA) SuDS planter in the back garden.

3.7 It is proposed to face the replacement dwelling with red brick. A clay roof tile is proposed for the roof surfaces. Aluminium windows are proposed, but no colour finish is specified. No materials are specified for the garage door or main front door framework, nor their colour finish. No detailed specification is given for the appearance of the solar panels. The elevations suggest they will be laid flush onto the crown roof surface and not installed at an angle to that surface. It is unclear if an existing front boundary wall is to be retained, nor what is proposed for other site boundaries, especially that abutting the NL.

3.8 The bat scoping survey concludes the existing bungalow has negligible value as a bat roost, but that the adjoining Local Nature Reserve provides foraging for bats.

4.0 Key issues

4.1 Safeguarding the setting of the NL and intrinsic character and beauty of coast/biodiversity from inappropriate development

4.1.1 The site falls within the identified 'urban area' where the principle of extension and enlargement of the existing dwelling is accepted, subject to compliance with other development plan policies. Impact to the character of the area and surrounding landscape still falls to be considered under Policies CS11-CS12 and CS16, even where the site is not within the NL. Although not in the NL the site abuts it and a part which is designated as SSSI. The landscape character assessment says the harsh abutment of built form has sometimes compromised the setting of the NL in Character Area F1. The rearmost part of the proposed development would be set some 12.5m off the rear boundary shared with the NL.

- 4.1.2 Whilst no silhouette comparison is required outside of the NL, the increase in massing and its impact on the character and visual amenity of the area still falls to be considered. It is estimated that the silhouette would increase by just over 80% (whereas APP/24/00746 had been just over 100%). The architect has designed for a similar width as the existing bungalow. Bungalows usually have an extensive footprint, compared to houses. Adequate spacing would be maintained in the street scene between the enlarged dwelling and its neighbours. Although taller than its neighbour to the south by about 1 m, its roof would pitch downwards to the neighbour to the north.
- 4.1.3 In overall terms and bearing in mind no uniform roof ridge height in the street, the proposed enlargement is considered to be acceptable in terms of its visual impact to the setting of the NL
- 4.1.4 Whilst there is no requirement to demonstrate BNG, strands 1 and 2 of Policy CS11 encourages developers – where possible – to enhance key landscape features set out in its Borough Townscape, Landscape and Seascape Character Assessment. Strand 3 of Policy DM8 also requires developers to provide ‘...*new landscape works that integrate successfully with the local environment*’. Bat boxes are proposed in the recommendations of the Ecology report.
- 4.2 **Flood risk**
- 4.2.1 Tantamount to a replacement dwelling is proposed, as opposed to a dwelling being proposed at the site for the first time. It is unclear whether the sequential and exception tests of the NPPF only relate to brand new/first time housing proposals. The flood risk consultant has argued that by ‘tanking’ the ground floor, placing bedrooms at first floor and the package of resilience measures, that the replacement dwelling represents a betterment over the existing circumstance. Cellular storage in the back garden should ensure that surface water rainfall events could be attenuated without increasing the risk of flooding elsewhere, including the adjoining Local Nature Reserve. Overall, the Policy tests on CS15 could be argued to be met, noting the Environment Agency ultimately withdrew its objection to the last application.
- 4.2.2 A number of bungalows have been built on plinths in the street and it is unclear why the applicant has discounted this approach at the site. Such an approach certainly would have helped to reduce the silhouette/massing impact adjacent to the NL. No. 22 to the south of the site has been built on a plinth under a planning permission granted in 1999.
- 4.2.3 It is suggested that some more tree planting at the site could also help attenuate

surface water run-off, as well as providing increased biodiversity at the site.

4.3 High quality and sustainable design

- 4.3.1 The applicant's architect has crafted a suitable enlargement of this dwelling and specified vernacular quality materials for its finish, even if the precise details are unclear. The incorporation of solar PV is also laudable. The truncated/crown roof design mitigates the slightly higher roof ridge within the street scene.

5.0 Conclusions

- 5.1 The adjusted design solution is not considered to harm the setting of the Chichester Harbour National Landscape.

Policy framework*

NPPF paragraphs - 1-3, 6-12, 20, 28, 38-43, 47, 54-56, 96, 108, 111-112, 114-116, 118, 131, 134-135, 139-140, 157-159, 162-171, 173-174, 180, 182, 185-186, 189, 191, 224-225;

NPPG ID's - 6-8, 15, 20, 21a, 21b, 26, 31, 34, 53, 56-57;

HBLP – CS8, CS11-CS12, CS14-CS17, CS20, DM8-DM11, DM13 / AL1-AL2;

CHMP: 1-2

HBCBABF – 1-2, 4, 8, 10, 12, 14-18, 21, 24, 26-29, 31, 47, 52;

SPG/SPD

***Abbreviations**

NPPF – National Planning Policy Framework (December 2024, as adjusted 7-2-2025)

NPPG – National Planning Practice Guidance (2014 onwards)

HBLP – Havant Borough Local Plan (2011/2014)

CHMP – Chichester Harbour Management Plan (2024-2025)

HBCBABF - Building a better future: Havant's replacement, emerging local plan:
Consultation draft (2025)

SPG/SPD –

Borough Design Guide (2011)

Joint Chichester Harbour AONB SPD (2017)

NL – National landscape (Formerly AONB)

FRA – Flood risk assessment

AoD – Above Ordnance datum

SuDS – Sustainable urban drainage system

DAS – Design and access statement

Yours sincerely,

Steve Lawrence MRTPI

**Principal Planning Officer
Chichester Harbour Conservancy**

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Appendix

Chichester Harbour National Landscape (NL - formerly AONB)

Chichester Harbour was designated as an Area of Outstanding Natural Beauty (AONB) in 1964. It is the smallest mainland NL in England, and in terms of moorings, it is largest recreational sailing and boating harbour in Europe. Chichester Harbour is quite rightly regarded as a nationally important protected landscape.

Local Planning Authorities must seek to further the purposes of the NL.

The primary purpose of the NL designation is to **conserve and enhance the natural beauty**. In pursuing the primary purpose, account should be taken of the needs of agriculture, forestry, other rural industries and of the economic and social needs of local communities. Regard should be paid to promoting sustainable forms of social and economic development that in themselves conserve and enhance the environment. Recreation is not an objective of designation, but the demand for recreation should be met insofar as it is consistent with the conservation of natural beauty and the needs of agriculture, forestry, and other uses.

The management of the NL was formalised through the Countryside and Rights of Way Act of 2000 with Chichester Harbour Conservancy appointed as the Joint Advisory Committee (JAC) for the AONB.

Chichester Harbour Conservancy

Chichester Harbour Conservancy was established in 1971. It is a unique organisation in that it is the only Statutory Harbour Authority with responsibility for the NL. Its purposes extend beyond that of other NL's, to include leisure, recreation, and the conservation of nature.

Section IV, part 21, of the 1971 Act states:

21.– (1) It shall be the function of the Conservancy, subject to the provisions of this Act, to take such steps from time to time as to them seem meet for the conservancy, maintenance and improvement of–

- a) The harbour, for the use of pleasure craft and such other vessels as may seek to use the same;
- b) The amenity area, for the occupation of leisure and recreation and the conservation of nature:

and the facilities (including, in relation to the harbour, navigational facilities) afforded respectively therein or in connection therewith.

(2) In the fulfilment of the function with which they are charged by subsection (1) of this section, the Conservancy shall have regard to the desirability of conserving the natural beauty and amenity of the countryside and of avoiding interference with fisheries.

The full text of the Chichester Harbour Conservancy Act of 1971 is published on the Conservancy's website.

<https://www.conservancy.co.uk/page/279-the-conservancy>

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Chichester Harbour Conservancy's Planning Committee

Chichester Harbour Conservancy utilises a member-led Planning Committee to act on behalf of the Conservancy Board in responding to planning applications and consultations. Membership is derived from the Conservancy Board and the Statutory Advisory Committee. The Planning Committee meet every 6-8 weeks. The Conservancy's Case Officer reports, agendas, and minutes of past meetings are on the Conservancy's website.

<https://www.conservancy.co.uk/page/committees-and-meetings>

Chichester Harbour Statutory Management Plan

The Chichester Harbour Management Plan (2019-2025) details the 10 Special Qualities of the NL and features 15 policies to guide the management of the protected landscape. Chichester Harbour Conservancy prepared the Management Plan on behalf of the Local Planning Authorities: Chichester District Council, Havant Borough Council, West Sussex County Council, and Hampshire County Council. Prior to adoption, the Plan was subject to a public consultation over 8 weeks. The Plan is a material planning consideration under Policy CS12 of the Havant Borough Core Strategy (2011-2026). This means it is relevant to making planning decisions in and around Chichester Harbour (whether to grant or refuse an application for planning permission).

<https://www.conservancy.co.uk/page/management-plan>

<https://www.havant.gov.uk/local-plan>

Chichester Harbour Planning Principles

Chichester Harbour Conservancy has developed 19 Planning Principles to guide development in and around the NL. These Planning Principles can be read in Section 3 of the Management Plan. The Planning Principles directly inform whether a planning application is likely to be supported by the Conservancy.

<https://www.conservancy.co.uk/page/planning>

Chichester Harbour NL Landscape Character Assessment

The purpose of the Landscape Character Assessment is to provide an understanding of the unique landscape character and special qualities of the Chichester Harbour AONB to inform the development of NL Management Plans and wider planning policy. The Chichester Harbour NL - (or AONB, as it was at the time of publication) - Landscape Character Assessment was first published in 2005, and subsequently reviewed in 2018. The Landscape Character Assessment is a material planning consideration.

<https://www.conservancy.co.uk/page/management-plan>

The Joint Supplementary Planning Document for the NL

Chichester Harbour Conservancy supported two Local Planning Authorities (Chichester District Council and Havant Borough Council) to jointly publish guidance on development proposals in Chichester Harbour NL -(or AONB, as it was at the time of publication) - which was adopted in 2017. It expands upon the relevant policies in the Local Plans, particularly relating to the design of replacement dwellings and extensions and provides photographic examples showing the impacts of developments and suggested techniques for limiting those impacts. The Joint SPD is a material planning consideration.

In addition to the guidance within the main part of the SPD, there are several further issues to consider if you are proposing to undertake development or works within the Chichester Harbour NL. Applicants may need at least one of several consents, including: Planning Permission; other

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Local Authority Consents; a Marine Licence from the Marine Management Organisation; Consent from Natural England; Consent from the Environment Agency; and/or a Works Licence from the Chichester Harbour Conservancy (see below).

<https://www.conservancy.co.uk/page/planning>

NL Impact Statement

It is best practice for all planning applications inside the NL to submit an NL Impact Statement to the Local Planning Authority. This Statement will detail how the application: a) will conserve and enhances natural beauty; b) complement the special qualities of the NL; b) will deliver the adopted policies in the Statutory Management Plan. The level of detail provided in the NL Impact Statement is expected to reflect the relative complexity of the planning application. A NL Impact Statement is also a good idea for planning applications outside of the boundary, but close enough to affect the character and setting of the protected landscape (within 500m).

<https://www.conservancy.co.uk/page/management-plan>

Conservancy's Works Licence

The Chichester Harbour Conservancy Act 1971 (Sections 45, 47 and 48) makes it an offence for any person to construct, alter, renew, or extend any works on, under or over tidal waters or tidal lands below the level of Mean High-Water Springs in Chichester Harbour unless licensed to do so by the Conservancy. The only exceptions are works specifically authorised by an Act of Parliament or the renewal of works which were in place on 1st August 1970. Most projects below Mean-High Water Springs are required to apply for a Works License. Approval must be gained before any works commence.

<https://www.conservancy.co.uk/page/planning>

Addendum

Natural England

Natural England is a non-departmental public body sponsored by the Department for Environment, Food and Rural Affairs. It is responsible for ensuring that England's natural environment, including its land, flora and fauna, freshwater and marine environments, geology, and soils, are protected and improved. It also has a responsibility to help people enjoy, understand, and access the natural environment. Natural England advise that Chichester Harbour Conservancy's "knowledge of the site and its wider landscape setting, together with the aims and objectives of the NL's Statutory Management Plan, will be a valuable contribution to the planning decision."

Summary of Environmental Designations at Chichester Harbour

Worldwide Designation	Ramsar Site	Wetlands are among the most diverse and productive ecosystems. Chichester and Langstone Harbours were recognised as a wetland of international importance when they were designated as a Ramsar Site in 1987, under the Ramsar Convention.
Nationally Important Designations	Area of Outstanding Natural Beauty	An Area of Outstanding Natural Beauty - (now National Landscape (NL)) - is a landscape which is considered so precious that it is protected for the nation. The criteria for designating a NL include valuable wildlife, habitats, geology, and heritage, as well as scenic views. Chichester Harbour was designated as an AONB - (now National Landscape (NL)) - in 1964.
	Bass Nursery Area	A Bass Nursery Area is a place that is recognised as a haven for small school bass. Fishing for bass, or fishing for any fish using sand-eels as bait, by any fishing boat within any part of the Harbour as defined, is prohibited between 30th April and 1st November each year. Chichester Harbour was designated a Bass Nursery Area in 1990.
	Site of Special Scientific Interest (SSSI)	Chichester Harbour was designated a Site of Special Scientific Interest in 1970 because it was of special interest by virtue of its fauna, flora, geological or physiographical / geomorphological features.
	Special Area of Conservation (SAC)	A Special Area of Conservation is a site designated under the Habitats Directive. These sites, together with Special Protection Areas, are called Natura sites and they are internationally important for threatened habitats and species. Solent Maritime SAC was designated in 1994.
	Special Protection Area (SPA)	A Special Protection Area is a site designated under the Birds Directive. Chichester and Langstone Harbours SPA was designated in 1979.
	Water Framework Directive	This aims for good water quality and covers groundwater, surface water (rivers, canals, lakes, reservoirs, estuaries, other brackish waters, and coastal waters) out to one nautical mile from shore as well as wetlands. The Directive, which came into effect in 2000, gives shellfish harvesting waters and bathing waters special protection.
Locally Important Designations	Conservation Area	Conservation Areas protect special architectural and historical places of interest. There are ten Conservation Areas in and around Chichester Harbour.
	Dark Sky Discovery Site	Three Dark Sky Discovery Sites were defined in Chichester Harbour in 2017. They are particularly good sites for stargazing.
	Local Nature Reserve	Local Nature Reserves are particularly appropriate for educational, research or public information purposes. There are five Local Nature Reserves in Chichester Harbour.
	Local Wildlife Site	Local Wildlife Sites in West Sussex feature important habitats that complement Local Nature Reserves and the Site of Special Scientific Interest. They are the equivalent of a Sites of Importance for Nature Conservation in Hampshire. There are 16 Local Wildlife Sites in Chichester Harbour.
	Site of Importance for Nature Conservation (SINC)	Sites of Importance for Nature Conservation in Hampshire feature important habitats that complement Local Nature Reserves and the Site of Special Scientific Interest. They are the equivalent of Local Wildlife Sites in West Sussex. There are 25 SINC in Chichester Harbour.