

OBJECTION TO HAYLING ISLAND GREENFIELD DEVELOPMENT

Application: APP/21/01351 Location: Land South of Saltmarsh Lane, Hayling Island, PO11 0JT Proposal: Outline application for erection of up to 60 dwelling units with access; associated landscape and highway works on land south of Saltmarsh Lane, and all other matters reserved.

Dear Sir/Madam,

I wish to formally object to this outline planning application. The proposal is **contrary to the statutory Development Plan** of Havant Borough Council, specifically Core Strategy Policy **CS17** and Allocations Local Plan Policy **AL2** (as the site lies outside the defined urban area) (1). This fundamental conflict, coupled with the Council's inability to demonstrate a 5-year housing land supply (2), necessitates that the application is determined under the National Planning Policy Framework's '**tilted balance**' (2, 3). The scheme fails this test by presenting fundamental, unmitigated conflicts across multiple material grounds—including mandatory **flood safety breaches**, systemic **public health harm** (infrastructure viability), and **severe residual amenity and highway impacts**. As a result, the adverse impacts of granting permission **significantly and demonstrably outweigh the benefits** (3)

A. Strategic Flood Risk Failure

The proposal is located on land confirmed to be at **future flood risk (Flood Zone 2/3)** (4), and conflicts directly with the Council's emerging strategy and mandatory national flood policy.

- **Conflict with Emerging Strategy:** The Havant Borough Council's Draft Building a Better Future Plan (published July 2025) explicitly states that "**no greenfield development is proposed on Hayling Island**" (5). Since the A3023 access route is designated by the NPPF as an "**area at risk of flooding**" and an "**asset of particular importance**" (6), the application triggers the mandatory refusal caveat in the NPPF.
- **Failure of the Sequential Test (ST):** The Council's Planning Policy Consultee concluded in February/September 2025 that the applicant's Sequential Test is "**not passed**" (7). The proposal cannot be fully supported in policy terms as the applicant's own materials acknowledge that "**other similarly sized sites exist**" in the district at a lower risk of flooding (8).
- **Reliance on Avoidance through Land Raising:** The proposed flood mitigation strategy relies on **massive land raising** (requiring retaining wall structures up to "**1.3m along the North boundary**") (9) to elevate the development above future

flood levels. Reliance on land raising should **"not be used as a means to avoid the Sequential Test"** (10).

- **Mandatory Exception Test Missing:** Strategic flood risk mapping confirms the site increases to **"Flood Zone 2 and 3 in the future"** (11). As the NPPF requires the **Exception Test (ET)** for 'more vulnerable' development (such as housing) in areas at risk, the Council **"disagrees with this view"** that the test is unnecessary (12).

B. Technical Deficiency in Flood Risk Mitigation and Drainage

The core mitigation proposals fail to satisfy key technical consultees, demonstrating that the development cannot be guaranteed to be safe for its lifetime.

- **Flood Risk Assessment (FRA) Deemed Unsatisfactory:** Coastal Partners **"reinstated a holding objection"** in September 2025 (13) because the revised Flood Risk Assessment (FRA V4.0, July 2025) was **"unsatisfactory once again, appearing to revert to older information"** (14).
- **Incorrect Design Life and Climate Change:** The FRA assumes a design life of 50 years; a lifetime of **"100 years must be assumed for residential development"** (15). Furthermore, the FRA lacks consideration of appropriate **"UKCP18 climate change allowances"** (16).
- **LLFA Rejects Drainage Strategy (August 2025):** The Lead Local Flood Authority (LLFA) advised that the submitted Drainage Strategy reports **"should not be considered as approved documents"** due to outstanding technical issues (17).
- **Non-Standard Design:** The LLFA specifically noted that the drainage design is **"not in accordance with best practice or the National Standard for SuDS"** (18).
- **Inadequate Runoff Calculations:** The calculations are fundamentally flawed because they considered **"only runoff from impermeable areas"** (19). The LLFA concluded the proposed discharge rate is **"not acceptable"** because the pre- and post-development discharge rates are **"not comparable"** (20).
- **Unmitigated Internal Flood Risk:** In the event of a surface water flood, the proposed attenuation basin would be **"inundated"** and the proposed drainage system would **"not operate as designed"** (21).
- **Reliance on External Asset Remediation (LLFA):** The LLFA requires the developer to undertake **"improvement, reparation, remediation, and replacement of that external asset"** if deficient (22).

C. Infrastructure Viability: Unmitigated Public Health Harm

The proposal is fundamentally unsustainable as it introduces new demand into an infrastructure system that is already demonstrably failing.

- **Existing Infrastructure Failure:** Local GP practices currently operate at an overwhelming 275% of their designed capacity, accommodating 11,421 patients beyond their functional limit. The proposed 60 dwellings will introduce an estimated 137 new residents, exacerbating this extreme oversubscription and placing **"additional pressure on existing NHS services"** (23).
- **Mitigation Insufficient to Achieve Sustainability:** The one-off financial contribution sought (e.g., **"£41,281 towards increasing primary care infrastructure is necessary"**) (24) is calculated only to secure the minimal estimated physical space (10.94 m²) needed for the new 137 residents. This financial contribution does **"not resolve the massive, pre-existing capacity shortfall"** (25) affecting thousands of existing residents. The NHS ICB confirms the only way to mitigate the impact is to **"increase the physical capacity of the existing surgeries"** (25).
- **Refusal Basis Confirmed:** The NHS Hampshire and Isle of Wight ICB formally advised that without securing the financial contribution, they would **"object to the application"** (26) because of the direct and adverse impact on the delivery of primary health care.

D. Pest Generation Risk from SuDS

The design includes the creation of a permanent water feature (the SuDS attenuation pond), which introduces a significant, unmitigated public health risk, conflicting with NPPF amenity objectives.

- **Historical Risk:** Hayling Island has a documented legacy of severe mosquito infestation, historically linked directly to local saltmarsh habitats. Records confirm the need to combat outbreaks linked directly to these marsh zones since **1925**.
- **Creation of Breeding Grounds:** The proposed SuDS pond, designed as a permanent wet feature, poses a risk due to its proximity to established saltmarsh habitats, which are historically and ecologically proven breeding grounds for mosquitoes. Introducing artificial standing water, particularly in this location, creates **ideal conditions for mosquito proliferation**.
- **Deficient Mitigation Plan:** In line with the precautionary principle, the application materials reportedly **fail to confirm specific, proactive management measures** to control this adverse public health and amenity impact, leaving the local community exposed to this hazard.

E. Amenity, Visual Harm and Unresolved Environmental Compliance

The proposed scheme fails to secure adequate long-term amenity and environmental protection standards.

- **Boundary Drainage Obstruction:** Land raising risks altering surface water flow paths onto adjacent properties. Confirmation of **"boundary drainage features"** is needed to ensure **"existing flow paths are not obstructed"** (27). This remains an outstanding issue.
- **Unassessed Pumping Station Noise:** The foul drainage system requires the construction of an **"onsite adoptable pumping station"** (28). The submitted Noise Assessment **"fails to specifically assess the operational noise levels of the pumping station"** (29).
- **Unmitigated Air Quality Deficits:** The Air Quality Assessment (February 2022) relied on screening. The applicant confirms that **"at the time of writing, no response had been received"** (30) from HBC's Environmental Health department, meaning the assessment lacked necessary technical consultee feedback when submitted.
- **Conditional Ecological Acceptability:** The Ecologist is content in principle, but ecological acceptability is contingent upon securing a **"Landscape and Ecological Management Plan"** by condition (31). This must include details for **"ongoing management, monitoring and responsibilities"** (32).
- **Risk of Dehydration to Protected Oak Tree (TPO):** A high-value oak tree (TPO status) is noted as growing next to a deep drainage ditch (33). The drainage strategy relies on significantly **altering existing ground levels** and **massive land raising** (34) which risks disrupting the natural water retention capacity supporting this protected, high-value tree.

F. Unresolved Access Safety and Compromised Neighbouring Properties

While National Highways offers '**No Objection**' (September/October 2025) (35), Hampshire Highways (HCC) "**confirmed (September 2025) that the development results in material impacts that are considered 'significant'**", triggering the requirement for mitigation (36).

- **Compromised Access, loss of parking and Severe Safety Conflict for 64A:** The new access is located between properties 64 and 64A (37). The new 6.0m wide bellmouth access (40) creates an unacceptable and hazardous conflict point, **forcing the resident of 64A to reverse directly into the path of high-frequency estate traffic**. This diminished safety and compromised manoeuvrability constitutes a **severe residual impact** on the existing residential amenity and safety of the adjoining property, triggering the mandatory refusal threshold set out in the NPPF (44). Furthermore, the bellmouth design, implemented in part to **prevent on-street parking within 10m of the access** (38), results in the **material loss of potential parking amenity** for adjacent residents (39).
- **Unmitigated Risk to Protected Boundary Tree (TPO T52):** The TPO-protected Oak tree (T52) is situated adjacent to the new bellmouth access (40) and immediately opposite the ditch. As the ditches provide crucial hydrological support to trees near the boundaries (33), the combination of "**massive land raising**" (34) and the installation of a new drainage system (21) and hard surfaces (40) risks severely impacting the "**viability**" and "**root systems**" of this retained tree (41). Planning policy requires that existing vegetation and soils are retained "**wherever possible**" (41). The failure to guarantee the safety of this TPO asset demonstrates a physical conflict.
- **Outstanding Visibility Requirements for No. 64:** The safe operation of the access for the adjacent property (No. 64) is conditional on achieving specific visibility splays. HCC required the applicant to submit drawings that include the "**boundary fence for property 64 to assess the impact**" the existing fence will have on visibility (42).
- **Unresolved Road Safety Audit Issues (RSA1):** The Stage 1 Road Safety Audit (RSA1) identified a persistent safety risk: the potential for visibility splays at the access to be "**obstructed by on-street parking**" (43).

Conclusion

The proposed development fails to meet the three pillars of sustainable development—economic, environmental, and social—as defined by the National Planning Policy Framework (NPPF) (45). The application contains fundamental, unmitigated planning conflicts that render the scheme unacceptable at the outline stage.

Summary of Mandatory Conflicts and Unresolved Policy Breaches:

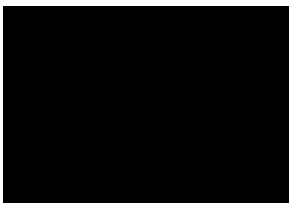
1. **Fundamental Flood Risk and Policy Failure** (Failure to pass the Sequential Test; mandatory Exception Test missing; lack of safety demonstration over 100-year life) (46).
2. **Systemic Public Health Crisis** (Unmitigated pressure on essential NHS services operating at severe overcapacity) (47).
3. **Technical Design Non-Compliance** (Drainage Strategy calculations deemed fundamentally flawed; attenuation basin risks inundation) (48).
4. **Unresolved Local Safety and Amenity** (Severe residual cumulative highway impacts; loss of local parking amenity) (49).

The accumulation of mandatory policy failures and evidence of unmitigated systemic harm constitute major adverse impacts.

When assessed against the National Planning Policy Framework's '**tilted balance**', these adverse impacts, particularly the unresolvable threats to long-term safety and public infrastructure, "**significantly and demonstrably outweigh the benefits**" of granting permission for this housing proposal (50), **triggering mandatory refusal under NPPF Paragraph 11(d)ii** (51). Conditions or financial contributions cannot resolve these systemic planning conflicts.

We urge the Council to **refuse planning permission** for application **APP/21/01351**.

Yours Sincerely



Footnote Source Table

No	Date Received	File Title	Snippet
(1)	17/09/2025	Consultee response - Planning Policy.pdf	"As the applicant acknowledges, the site lies outside the urban area as defined by policies CS17 and AL2 of the Development Plan . These policies seek to restrict development in these locations , except in exceptional circumstances."
(2)	21/10/2021	Title- PLANNING STATEMENT.pdf	"the lack of a 5-year housing land supply... means that the Council is directed to assess housing applications having regard to the 'tilted' balance exercise found at paragraph 11(d)" "where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date8, granting permission unless: ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits "
(3)	12/2024	NPPF_December_2024.pdf	"The site lies in present day Flood Zone 1 (low risk). However, the National Flood Map for Planning indicates that in the future, with climate change "
(4)	17/09/2025	Consultee response - Planning Policy.pdf	"It is noted that no greenfield development is proposed on Hayling Island due to flood risk concerns as set out within the Leaders foreword to the plan."
(5)	24/09/2025	Consultee response - Hampshire Highways.pdf	"focussing on the areas defined in footnote 7 to paragraph 11 of the NPPF as assets of particular importance ."
(6)	17/09/2025	Consultee response - Planning Policy.pdf	"The sequential test is therefore not passed ."
(7)	05/02/2025	PLANNING POLICY (SEQUENTIAL TEST).pdf	"[It is] not disputed that there are other sites identified in this assessment which are at a lower risk of flooding "
(8)	05/02/2025	PLANNING POLICY (SEQUENTIAL TEST).pdf	

(9)	13/04/2023	FLOOD RISK ASSESSMENT ADDENDUM V1.0.pdf	"RTW1280 4.40 [referring to a retaining wall height of 1.28m]"
(10)	17/09/2025	Consultee response - Planning Policy.pdf	"Paragraph 175 clearly states that land raising...should not be used as a means to avoid the sequential test. " "The proposed development is therefore specifically NOT subject to the exceptions provided by this paragraph (i.e. cases where it is demonstrated that no built development, including land raising is in an area at risk)." "The applicant has not provided an exception test and does not consider that one is required. The Council disagrees with this view , on the basis that paragraph 177 of the NPPF and the PPG require the test for this type of development in areas at risk."
(11)	17/09/2025	Consultee response - Planning Policy.pdf	"Coastal Partners reviewed the applicant's initial Flood Risk Assessment and submitted a holding objection. " "The FRA has been altered to become unsatisfactory once again , appearing to revert to the information submitted in a previous FRA and not the updated addendum."
(12)	13/02/2024	Consultee response - Planning Policy.pdf	"At Paragraph 9.3.2 a design life of 50 years has been assumed. A lifetime of 100 years should be assumed for residential development "
(13)	15/09/2025	Consultee response - Coastal Partners.pdf	"There is a lack of consideration of appropriate climate change allowances. " "We advise that, if the application is granted, the submitted flood risk assessment and drainage strategy reports should not be considered as approved documents "
(14)	15/09/2025	Consultee response - Coastal Partners.pdf	
(15)	15/09/2025	Consultee response - Coastal Partners.pdf	
(16)	15/09/2025	Consultee response - Coastal Partners.pdf	
(17)	26/08/2025	Consultee Comment - LLFA.pdf	

(18)	26/08/2025	Consultee Comment - LLFA.pdf	"the drainage design is not in accordance with best practice or the National Standard for SuDS " "only runoff from impermeable areas has been considered in the hydraulic calculations. Runoff from permeable areas including gardens, shared green spaces and SuDS features should not be ignored."
(19)	26/08/2025	Consultee Comment - LLFA.pdf	"the proposed discharge rate for the site is not acceptable . As the areas used in the calculations differs... the pre and post development discharge rates are not comparable "
(20)	26/08/2025	Consultee Comment - LLFA.pdf	"In the event of a surface water flood the proposed attenuation basin would be inundated and the proposed drainage system would not operate as designed ."
(21)	26/08/2025	Consultee Comment - LLFA.pdf	"If found deficient, the LLFA requires the developer to undertake improvement, reparation, remediation, and replacement of that external asset ."
(22)	26/08/2025	Consultee Comment - LLFA.pdf	"The resulting growth in the locality population will inevitably seek registration with a local GP surgery and place additional pressure on existing NHS services "
(23)	02/10/2025	Consultee Response - NHS Hampshire & IOW ICB.pdf	"a contribution of £41,281 towards increasing primary care infrastructure is necessary to make the application acceptable in planning terms."
(24)	02/10/2025	Consultee Response - NHS Hampshire & IOW ICB.pdf	"For new builds or extensions, the ICB needs to agree the additional rent from a limited revenue budget. If the ICB has no ability to [increase physical capacity] "
(25)	02/10/2025	Consultee Response - NHS Hampshire & IOW ICB.pdf	"[Implied refusal: contribution] is necessary to make the application acceptable in planning terms. [Failure to
(26)	02/10/2025	Consultee Response - NHS Hampshire & IOW ICB.pdf	

			secure the required contribution leads to objection.]"
(27)	02/12/2020	Officer's Report to Committee.pdf	"Confirmation of any boundary drainage features to ensure existing flow paths are not obstructed. "
(28)	22/10/2021	Title- DRAINAGE STRATEGY PART 1.pdf	"[Foul water network includes] Proposed Foul Water Rising Main "
(29)	04/2021	Title- NOISE ASSESSMENT.pdf	"[The Noise Assessment makes no specific reference to the operational noise of the pumping station itself.]"
(30)	02/02/2022	20220207 - Title- AIR QUALITY ASSESSMENT.pdf	"The scope of assessment... was emailed to HBC's Environmental Health department with a request for comment in January, 2022. At the time of writing, no response had been received. "
(31)	29/08/2025	Consultee Comment - Ecology Team.pdf	"Prior to the commencement of any development activities, a Landscape and Ecological Management Plan shall be submitted to and approved in writing by the Local Planning Authority."
(32)	29/08/2025	Consultee Comment - Ecology Team.pdf	"It shall include but not necessarily be restricted to: full details of all ecological compensation and enhancement measures, including... ongoing management, monitoring and responsibilities. "
(33)	12/01/2022	Title- ARBORICULTURAL IMPACT ASSESSMENT (PRELIMINARY).pdf	"Two TPO's were found affecting trees on this site: TPO- 0750 & TPO-2083."
(34)	13/04/2023	FLOOD RISK ASSESSMENT ADDENDUM V1.0.pdf	"[Drawing A21079-0400-P2] Flood Contours [show proximity of flood mitigation to boundaries.]"
(35)	09/09/2025	Consultee Response - National Highways.pdf	"National Highways offer ' No Objection to application APP/21/01351."
(36)	24/09/2025	Consultee response - Hampshire Highways.pdf	"The Highway Authority considers these significant and therefore trigger the requirement for mitigation. "
(37)	23/04/2021	Title- SITE ACCESS DETAILS.pdf	"ACCESS ARRANGEMENTS [Drawing shows bellmouth access between properties 64 and 64a]."

(38)	27/09/2022	POST APPLICATION TECHNICAL NOTE.pdf	"There is the potential for visibility splays at the access to be obstructed by on-street parking , where restricted visibility could lead to side impact collisions."
(39)	24/09/2025	Consultee response - Hampshire Highways.pdf	"[Implied loss of parking amenity as bellmouth is intended to control parking]."
(40)	22/10/2021	Title- TRANSPORT STATEMENT.pdf	"However following discussions with HCC during the pre-app process the access was revised to provide a bellmouth junction "
(41)	20250701	Draft Building a Better Future Plan.pdf	"Development should wherever possible retain existing vegetation and soils within proposed schemes rather than remove and replace"
(42)	21/10/2022	POST APPLICATION TECHNICAL NOTE.pdf	"Visibility splays for property 64 Saltmarsh Lane should include the boundary fence on the plan to assess the impact the existing fence will have on visibility."
(43)	27/09/2022	POST APPLICATION TECHNICAL NOTE.pdf	"There is the potential for visibility splays at the access to be obstructed by on-street parking "
(44)	12/2024	NPPF_December_2024. pdf	"development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe. "
(45)	24/09/2025	Consultee response - Hampshire Highways.pdf	"The Highway Authority... is required under its statutory duties to assess applications... against the National Planning Policy Framework (NPPF) and other relevant local policies."
(46)	05/02/2025	PLANNING POLICY (SEQUENTIAL TEST).pdf	"The sequential test is therefore not passed. " [Also ref 12]
(47)	02/10/2025	Consultee Response - NHS Hampshire & IOW ICB.pdf	"[Capacity shortfall leads to need for financial contribution]."
(48)	26/08/2025	Consultee Comment - LLFA.pdf	"The submitted Flood Risk Assessment and Drainage Strategy reports should not be considered as approved

			documents; hydraulic calculations are fundamentally flawed."
(49)	24/09/2025	Consultee response - Hampshire Highways.pdf	"The Highway Authority considers these significant and therefore trigger the requirement for mitigation. "
(50)	12/2024	NPPF_December_2024.pdf	"any adverse impacts of doing so would significantly and demonstrably outweigh the benefits "
(51)	12/2024	NPPF_December_2024.pdf	"the presumption in favour of sustainable development applies, as set out in footnote 8 of this Framework [NPPF 11(d)ii]"