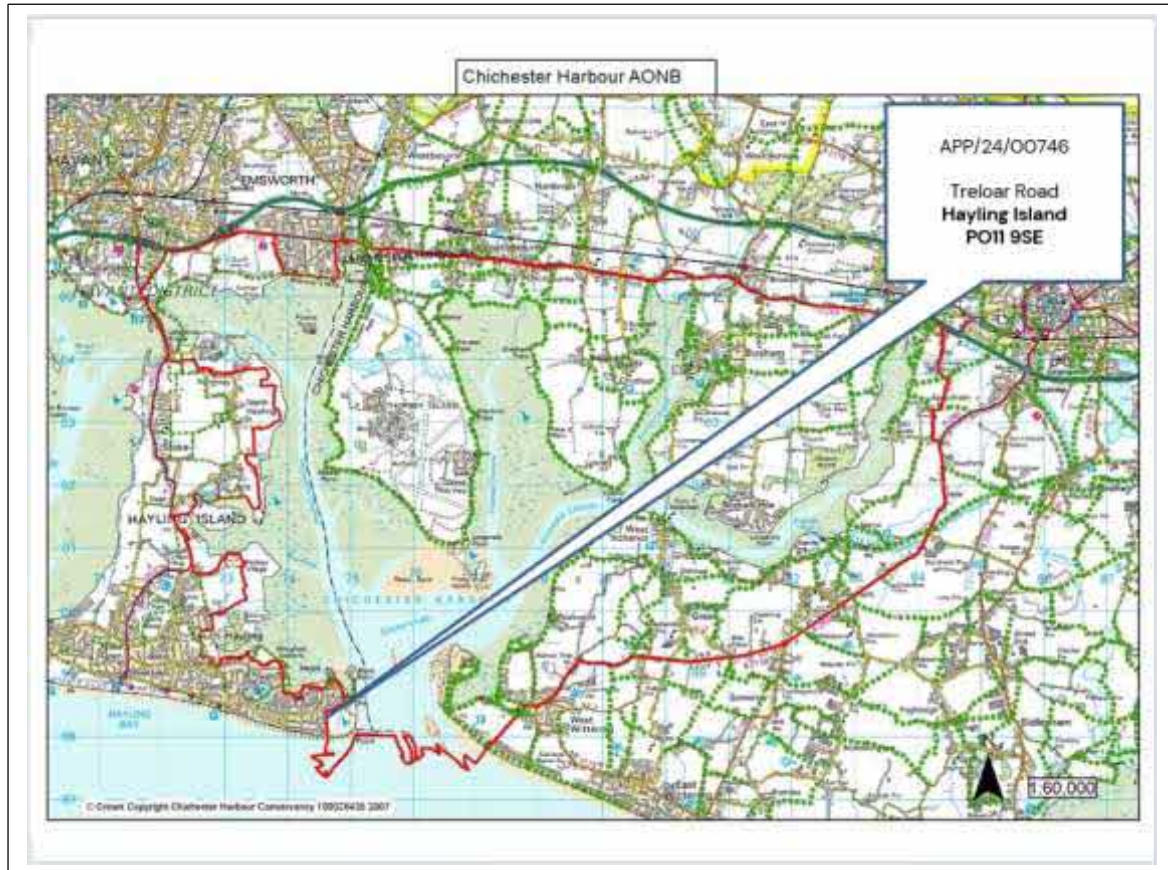


Local Planning Authority planning application reference: APP/24/00746

Site – 24 Treloar Road Hayling Island PO11 9SE

Proposal - Demolition of existing bungalow and erection of new two storey replacement dwelling including solar panels and flood defences.



Recommendation – 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 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.

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 2, two storey houses a few properties down the street. No.14 with an 8m high roof ridge (which may pre-date planning control introduced in 1948) is towards larger 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. 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.



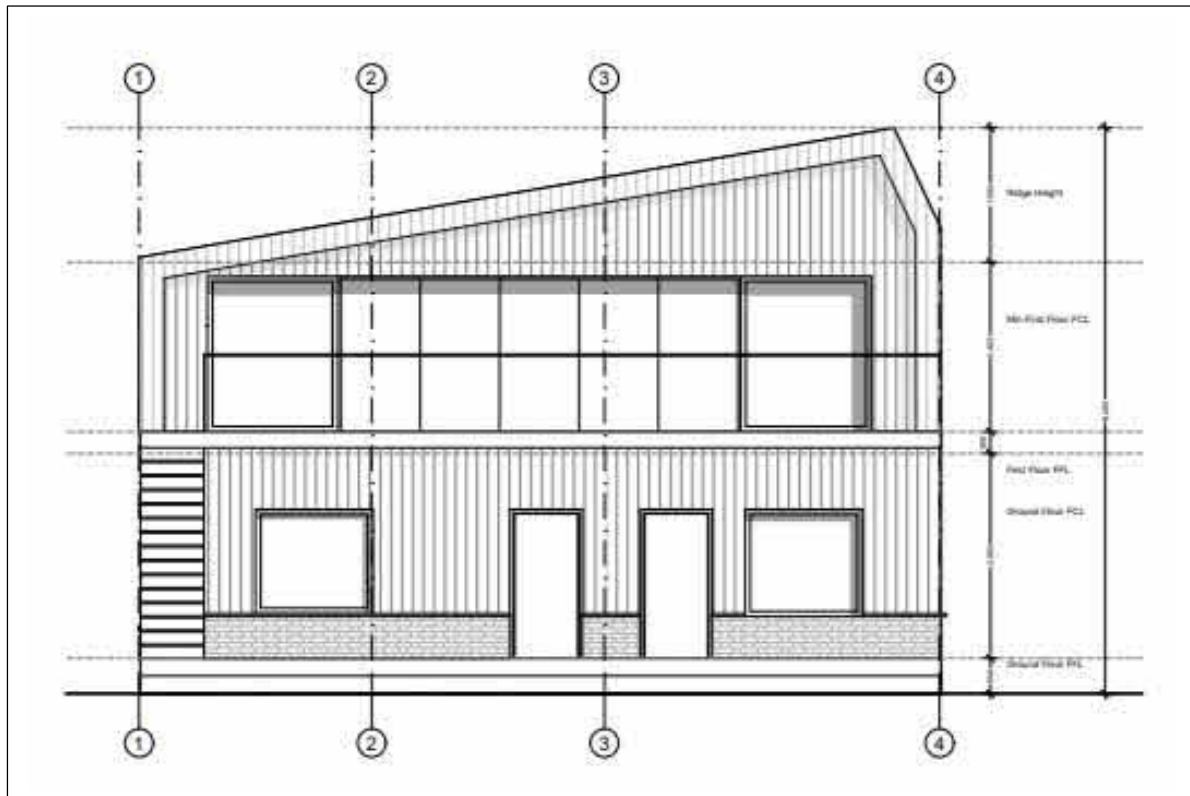
- 1.6 The existing dwelling has red brick facades, with a light-brown concrete tiled roof, save for flat felted roof areas and glazing to the corrugated roofing to the attached garage. The architecture of this modest bungalow is unremarkable. Ground levels on adjoining plots are approximately 30cm higher. Existing eaves height is 2.481 m and roof ridge 5.181 m high.



Outline of No. 24's roof shown with dotted red line above

2.0 Site history

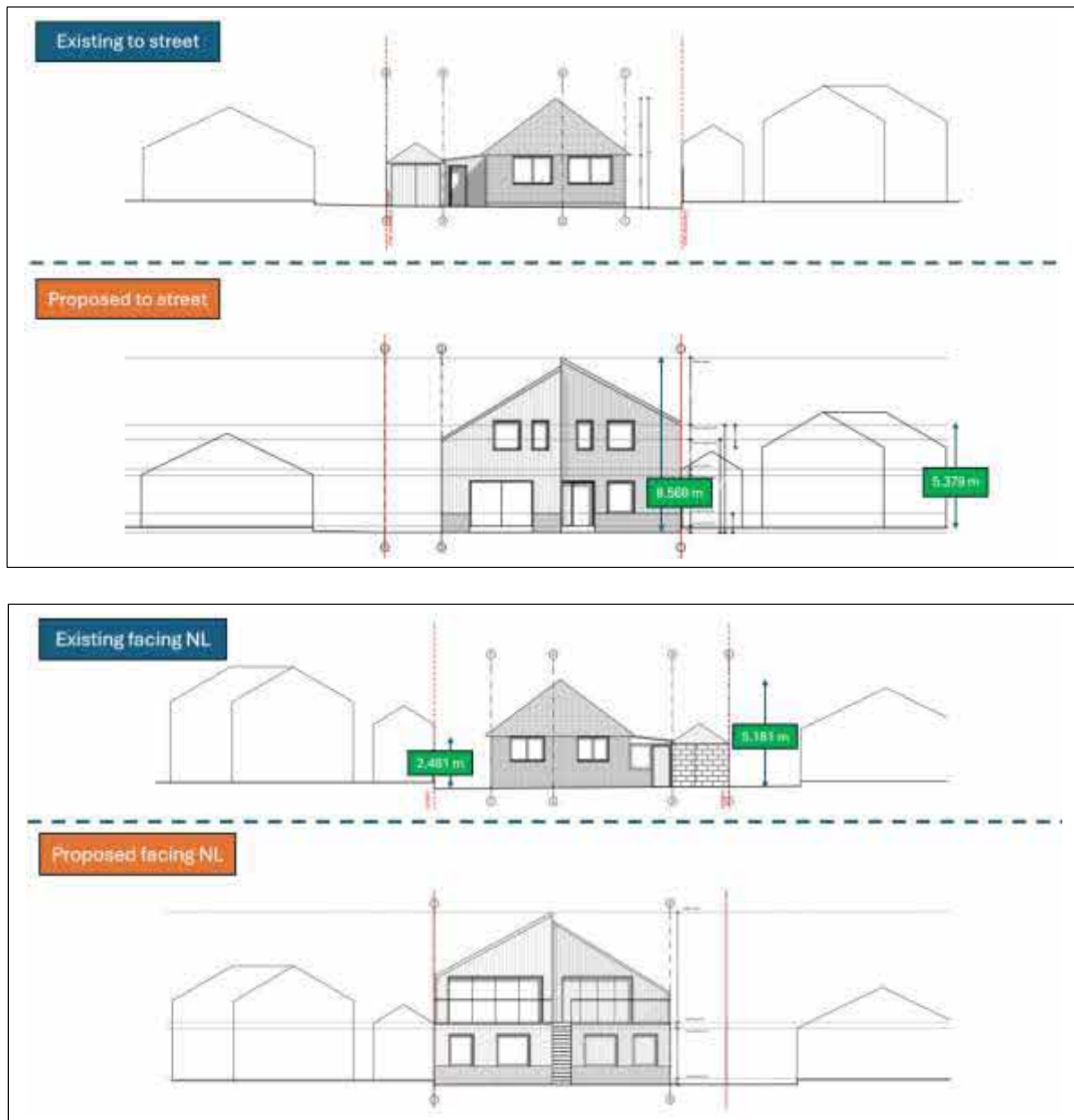
- 2.1 Under GEN/24/00411, the Council provided advice on a fully two-storeyed asymmetric roof profiled dwelling (NL east boundary elevation seen below). Council Officers expressed concerns for impact to the NL's setting from increased scale, neighbour impact and flood risk. Prior to that only a few modest applications to alter and extend the dwelling.



3.0 Proposed development

- 3.1 To demolish existing bungalow and build two storey split-pitched-roofed dwelling with southern part set behind the front wall of northern part, but projecting beyond it to the rear. Dwelling would not be raised up on a plinth although driveway would slope up gently to front door. Whilst no long-section has been prepared east-west through the site, it is assumed this would rise up 30cm from pavement level. Instead, the applicant proposes to 'tank' the ground floor external walls to a height of 1.5m to future proof the replacement dwelling against future flood risk. The submitted CIL forms set out this would be a self-build scheme, exempt from needing to demonstrate biodiversity net gain (BNG). Dwelling shown to have two bedrooms and large lounge space on first floor, with integral garage, study, bathroom and kitchen/diner/lounge on ground floor
- 3.2 Large double, off-set balcony at first floor at rear looking out over Sandy Point Nature Reserve/SSSI. An external staircase would lead down from the balcony to the back garden. A considerable amount of full-length glazing would be fitted to this eastern elevation, the first floor not really tempered by any significant

recessing of openings. Solar PV would be fitted to the southern roof surface.



3.3 The application has been supported by the following reports: -

Design and access statement; and,
Flood risk assessment (FRA).

Clarification has been sought as to whether a bat scoping report has actually been prepared for the site. It is not clear whether any pre-application advice has been obtained from the Environment Agency. 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 4.30 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 AOD based on LiDAR data. The submitted FRA 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 –

"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).

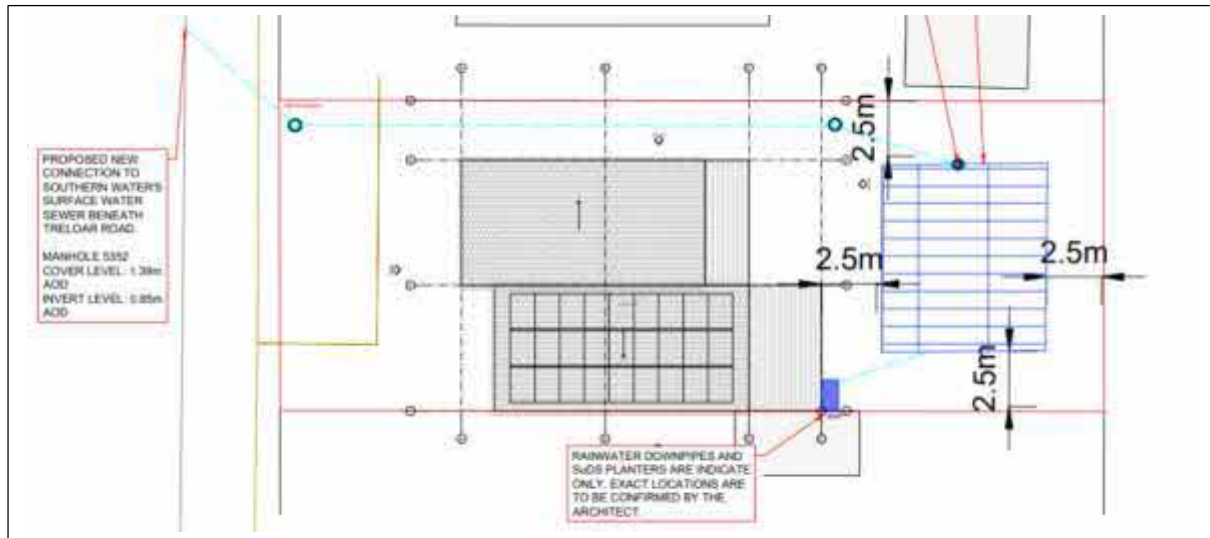
Internal access from ground floor to first floor for the lifetime of the development.

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. o 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 (see solid blue shape in diagram below). The available cellular storage has been modelled at available storage 9.384m³.

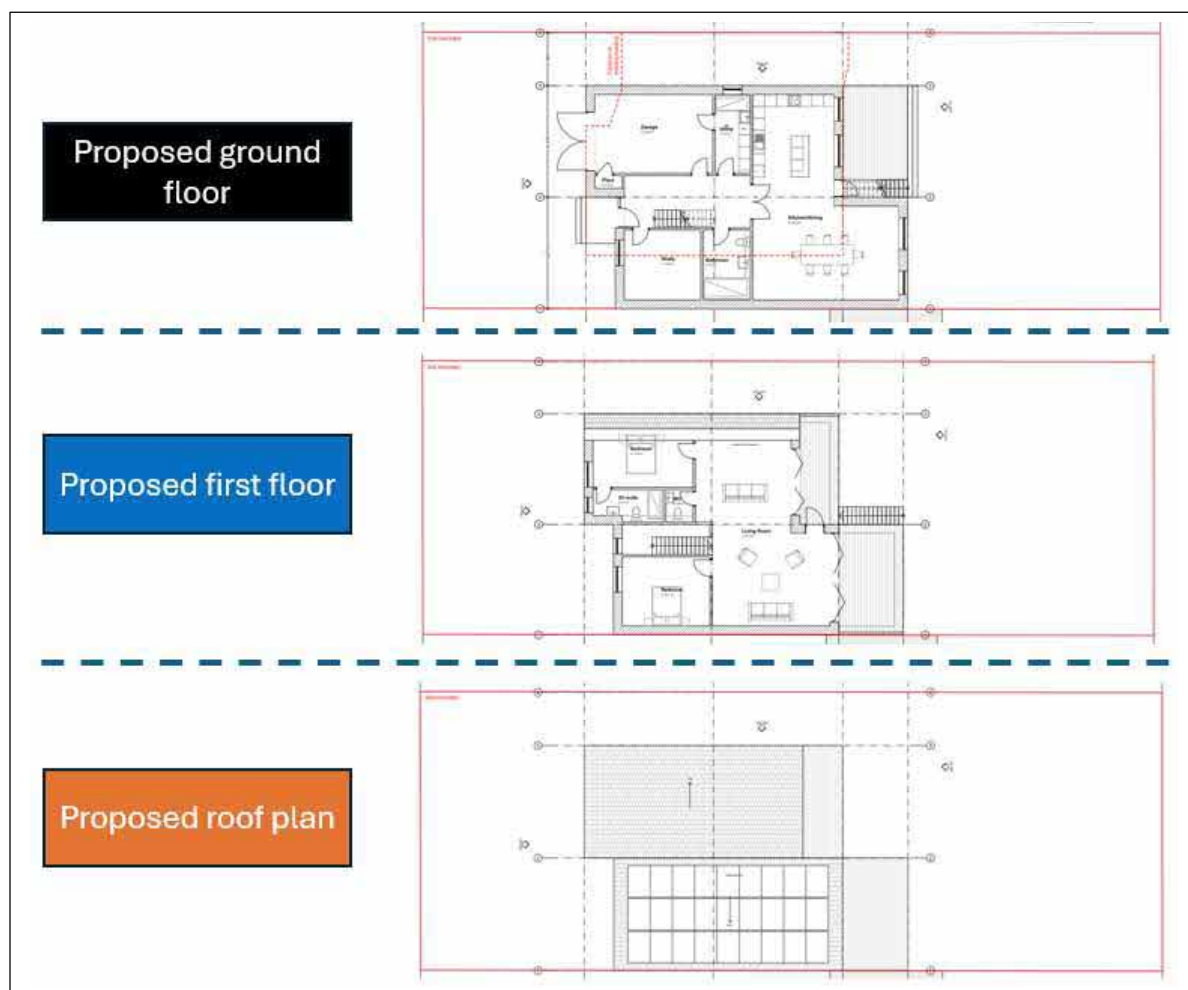


- 3.5 The agent's design and access statement is informed by a good assessment of the varied character of the immediate locale, which has identified various distinctive fetures of built form, namely uniform front build line to the street and off-set front elevations. As can be seen above, a reduction in overall massing has been achieved by changing the roof profile, such that the two storey eaves line comes down to common boundaries compared to the pre-application scheme.
- 3.6 It is proposed to face the replacement dwelling with a mixture of red brick to ground floor with vertical timber panelling above 1m. A clay roof tile is proposed for the roof surfaces. The application form says timber windows are proposed, but the design and access statement (DAS) specifies PPC aluminium double glazed windows, with no colour finish given. No materials are specified for the garage

doors or main front door framework, nor their colour finish. No detailed specification is given for the appearance of the solar panels, the DAS merely stating – “Clay roof tiles with integrated PVs”. 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.

3.7 If no bat scoping survey has been undertaken, it is difficult to understand what potential the existing dwelling has to be used as a bat roost. This matter should be clarified before the Council sanctions the demolition of the existing dwelling.

3.8 The proposed floor and roof plans are shown below.



3.9 The DAS sets out an air source heat pump – with low noise levels - is also to be

installed, but its location within the plot is not given. The DAS goes on to state "The rear garden will be maintained as a wildflower garden, that will respond to the nature reserve beyond."



4.0 Key issues and related 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

SPG/SPD

4.1 Safeguarding 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 replacing 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 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 100%. Whilst the architect has designed for a similar width as the existing bungalow, bungalows usually have an extensive footprint, compared to houses. If the proposed dwelling were to have a reduced width, but retain the same roof pitch angle, the height of its ridge would decrease and sit more comfortably within this run of properties and have less impact on the setting of the NL. Reducing the width of the proposed replacement would also therefore reduce its massing, seen from the NL (and the street).

4.1.3 No assessment of the existing bungalow's potential to be being used as a bat roost has been submitted for this site. The Council ought not issue any favourable decision until it is satisfied on this point.

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'.

4.2 Flood risk

4.2.1 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. Overall, the Policy tests on CS15 could be argued to be met, but at the time of writing this report the Environment Agency has not commented on the proposals.

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.

4.3 High quality and sustainable design

4.3.1 The applicant's architect has crafted an contemporary replacement dwelling and specified high quality materials for its finish, even if the precise materials for window and door frameworks and solar panels are unclear. The dwelling's proposed sustainable design credentials are also laudable.

4.3.2 However, criticism is made above of the impact of increased massing, especially at first floor, across much of the width of the plot. A large amount of glazing is proposed and that at first floor considered to come too close to the roof plane, with little vertical alignment with that below it.



5.0 Conclusions

- 5.1 Notwithstanding the design quality of the proposals the increased roof ridge in this part of the street would not respect the site context of the immediately adjoining roof ridge townscape and would thus be too divergent and harm the setting of the Chichester Harbour National Landscape.
- 5.2 The Conservancy's preferred approach would be for a single level dwelling raised up on a plinth, mitigating the flood risk at the site.

SRL - For 25.11.2024 CHC Planning Committee

Comments requested by: 27 November 2023. Extension of time given to comment.

*Abbreviations

NPPF – National Planning Policy Framework (September 2023 iteration)
NPPG – National Planning Practice Guidance (2014 onwards)
HBLP – Havant Borough Local Plan (2011/2014)
CHMP – Chichester Harbour Management Plan (2019-2024)
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
CIL – Community Infrastructure Levy
SuDS – Sustainable urban drainage system
BNG - Biodiversity net gain