
Site Address: Public Conveniences Opposite Chichester Avenue, Sea Front, Hayling Island

Proposal: Application to extend the existing public toilet block to provide an accessible changing places facility.

Application Type: Full Planning Permission

Application No: APP/24/00211 Expiry Date: 20/05/2024

Applicant: S Flynn

Agent: Havant Borough Council

 Miss Grinsted Case Officer: Tina Pickup

 Ridge and Partners LLP

Ward: Hayling West

Reason for Committee Consideration: HBC application on HBC land

HPS Recommendation: **GRANT PERMISSION**

1 **Site Description**

- 1.1 The application site relates to a detached Public Convenience block on the Sea Front at Hayling Island, opposite Chichester Avenue. It is constructed of red brick with a central white render panel on the north elevation and a white render corner on the south elevation, beneath a fully hipped, red tiled roof. The roof has a large eaves overhang and doors and windows are painted green. It is a Havant Borough Council building on land owned by the Council. The building currently provides separate male and female facilities accessed from the south elevation, with a small accessible facility accessed from the north elevation.
- 1.2 The building is sited within the Chichester Avenue public car park and opposite the beach huts. Immediately around the building the surface is tarmac and there are 4 disabled bay parking spaces marked out to its west side. To the east side is a larger area of unmarked tarmac, currently used as a site for a Licensed refreshment concession van and informal parking. There are 8 picnic benches placed in this area and on the eastern corners of the building two screening panels have been fixed (one on each corner), creating a screened area for a couple of the benches. The benches and screen are the property of the Licensee of the concession, not the Council.
- 1.3 The Hayling Light Railway track runs to the north of the building, within the grassed area between the site and Sea Front highway. The site lies outside the defined urban area and within the more open sea front area. It is also within flood zones 2 and 3 and the Beachlands East SINC lies adjacent to the site - largely to the east and south.

2 **Planning History**

94/58407/002 - Extension and refurbishment of existing public convenience including the construction of a pitched roof over the existing flat roof, PERMISSION 27/10/1994

3 **Proposal**

- 3.1 Application to extend the existing public toilet block to provide an accessible Changing Places facility.
- 3.2 The proposal would extend the existing building by 3.3m to the east, at full depth of the existing building (6.5m), with hipped roof above, with eaves, including overhang, and

ridge height matching the existing at 2.6m and 5.5m high respectively. Materials would match existing.

- 3.3 Internally the majority of the area would form the accessible toilet including adjustable changing bench, a ceiling hoist etc to meet the standards set by Changing Places. Access would be from the eastern side via a 1.5m wide ramped access. The remaining space would provide a store room accessed from the north elevation.

4 Policy Considerations

National Planning Policy Framework

Havant Borough Council Borough Design Guide SPD December 2011

Havant Borough Council Parking SPD July 2016

Havant Borough Local Plan (Core Strategy) March 2011

CS1	(Health and Wellbeing)
CS11	(Protecting and Enhancing the Special Environment and Heritage of Havant Borough)
CS15	(Flood and Coastal Erosion)
CS16	(High Quality Design)
CS5	(Tourism)
CS6	(Regeneration of the Borough)
DM14	(Car and Cycle Parking on Development (excluding residential))

Havant Borough Local Plan (Allocations) July 2014

AL1	(Presumption in Favour of Sustainable Development)
AL2	(Urban Area Boundaries and Undeveloped Gaps between Settlements)

Listed Building Grade: Not applicable.

Conservation Area: Not applicable.

5 Statutory and Non Statutory Consultations

Coastal Engineering

Thank you for consulting with Coastal Partners on the above application. I can confirm we have no objection in principle to the proposed development, but are able to offer the following comments and advice:

The site is shown to lie within the Environment Agency's present day Flood Zone 3 and therefore may be at risk from a 1:200 year (0.5% annual probability) extreme tidal flood event. For information, present day 1:200 year extreme tidal flood level for Chichester Harbour to be 3.4 mAOD, increasing to 4.5 mAOD by 2115.

The applicant has submitted a Flood Risk Assessment (FRA) in support of the application, compiled by Ridge and dated March 2024, outlining how flood risk at the site will be mitigated.

The FRA states that the existing building is located within Flood Zone 2 and the proposed single WC extension will fall within Flood Zone 3, with the development being at high risk from fluvial flooding, however this should instead be stated as tidal flooding. In addition, the FRA states that no formal defences are in place, therefore breach of defence scenarios do not need to be considered. However, it is important to note that wave overtopping may still occur of the beach defence, given the close proximity of the site from the sea.

Given the small scale of the proposed development and its classification as water-compatible development, the proposed development is unlikely to increase flood

risk to additional persons. Furthermore, the FRA advises that the toilets will not be in use during times when the car park is closed at times of high flood risk.

Southern Water

None received at the time of publishing this report.

Property Services

The Property Team are in support of the application, the tenant in position is being moved to a space they have requested so no issues with anyone losing any business

6 Community Involvement

This application was publicised in accordance with the Council's Code of Practice for Publicity of Planning Applications approved at minute 207/6/92 (as amended), as a result of which the following publicity was undertaken:

Number of neighbour notification letters sent: 6

Number of site notices: 2

Statutory advertisement: Not applicable.

Number of representations received: At the time of publishing this report, 3 letters have been received, 1 of support and 2 of objection; but the neighbour notification period does not expire until 24th April 2024 and any further comments received will be reported at Committee on 25th April.

Comment	Officer Comment
Support:	
Right facility for the wide spectrum of visitors;	Noted.
Happy with the quality of design and overall appearance;	Noted – see section 7 below.
Understand that access is via a special key and would welcome confirmation of level of security	Access to the facility is likely to be via a registration/membership scheme - see section 7 below.
Objection:	
Well used area by residents and day visitors - loss of the public seating facility would be detrimental to visitors;	The seating belongs to the concession and is to be re-sited – see Property Services Team comment above.
Why not site to the rear of the adjacent existing disabled toilet & why is a ramp proposed when the existing one does not have a ramp?	A ramp is required to enable wheelchair access.
Why build facilities for accessible changing when access to the beach would be restricted unless you are able bodied;	Facility required to improve access to whole of Hayling for those in need
The build would be on the site used by the 'White Van' - would their licence be	See the Property Services Team comment above; the Concession is to be re-sited

<p>revoked? They provide valuable outdoor social space for the community which is important for peoples health and wellbeing; would be a great loss to Hayling if the new building encroached on this wonderful space - could the building not be on the other side of the block, next to the accessible toilet?</p>	<p>and so the facility will not be lost.</p>
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7 **Planning Considerations**

7.1 Having regard to the relevant policies of the development plan it is considered that the main issues arising from this application are:

- (i) Principle of development
- (ii) Impact upon the character and appearance of the area
- (iii) Impact upon amenity
- (iv) Flood Risk
- (v) Parking

(i) Principle of development

7.2 The application site lies beyond the urban area identified by policy AL2 of the Local Plan and therefore lies within the 'non-urban' area of Hayling. The supporting text to policy AL2 at paragraph 2.10 indicates that development in the non-urban areas needs to respect its special environment and proposals that enhance existing facilities will be encouraged providing they comply with all other Local Plan policies, particularly with regard to flood risk and nature conservation.

7.3 The proposed development would provide a "Changing Places" toilet facility which is designed for people who cannot use a standard accessible toilet. They are larger facilities that have the right equipment, including hoist, to support disabled people who need assistance. "Changing Places" is a national scheme and the location and access information for registered facilities is made available on the "Changing Places" national website.

7.4 Generally policies of the Local Plan would support the provision of facilities which improve the lives and wellbeing of those with disabilities - in particular policy CS16 clause 4 supports development that is inclusive of the needs of those with disabilities; and policy CS6 regarding Regeneration of the Borough supports beach user facilities. The sea front at Hayling is a key tourist destination and policy CS5 supports proposals that would improve existing tourist facilities. Since the provision of the proposed facility would benefit users enabling them to access facilities not otherwise available anywhere on Hayling, and enjoy both the Hayling sea front area and the wider Hayling area, then the proposal is supported in principle.

(ii) Impact upon the character and appearance of the area

7.5 The existing public convenience building is sited within the open flat landscape of the sea front with little screening. It is approximately centrally sited within a large, rough surfaced car park. The proposal would result in a modest extension, which in the scale and context of the sea front area would be relatively insignificant. The extension would match exactly the profile of the existing building and be constructed of matching materials.

7.6 The extension of an existing building to provide the facility would be less damaging in landscape terms than a new detached structure. The existing building is sited within a car park and adjacent an established cluster of beach huts and the concession/refreshment

vehicle when parked up. Overall, it is considered that the modest extension to an existing building in this cluster of structures and vehicles on the sea front would not be visually harmful to the otherwise open character of the sea front.

- 7.7 As such the design and appearance of the proposal is deemed appropriate to the context to the main building and appropriate to its setting on the sea front, and is therefore considered to be acceptable, meeting the requirements of Policy CS16 of the HBLP (Core strategy).

(iii) Impact upon amenity

- 7.8 From the properties to the north on the opposite side of the Sea Front road, the extension would be seen against the backdrop of the beach huts, and whilst the increased silhouette of the building would be visible, there is no right to a view in planning terms. The separation distances from these nearest properties is significant (58m) and these properties all have a wide aspect outlook. It is considered that the modest increase of mass and bulk of the building would have a very limited and acceptable impact on the outlook of these properties.
- 7.9 Third party comment notes the potential loss of the benches and seating arrangement provided by the refreshment concession adjacent the existing building as being detrimental to the amenity of visitors and users of the sea front. It is acknowledged that the existing screen panels would be lost and the benches displaced - but it is noteworthy that they are not Havant Borough Council public benches but provided by the Licensee. Property Services have confirmed that meetings with the current Licensee have taken place and an alternative siting within the same overall area has been agreed for the concession to continue. Therefore, the service and amenity provided by the concession would not be lost, just slightly re-sited.
- 7.10 Third party comments also query the method of access to the facility and security. To prevent the misuse and any vandalism of this specialist facility it is intended to operate a registration/membership scheme. As a national scheme, "Changing Places" facilities are not intended for ad hoc users but for carers who have to plan away trips carefully and therefore pre-registration is not seen as a barrier. This would allow the Council to control and restrict entry and thus prevent any misuse with associated anti-social behaviour or fear of crime affecting neighbouring amenity.
- 7.11 Overall it is considered that the proposal would not have any adverse impact on the amenity of the occupiers of the nearest dwellings, or public use of the sea front, and would not result in any loss of outlook, meeting the requirements of Policy CS16 of the HBLP (Core Strategy).

(iv) Flood Risk

- 7.12 The site lies within flood zone 2 and 3 where there is a high probability of flooding. As a minor non-residential extension, the sequential and exception tests do not need to be applied to the development. A site-specific Flood Risk Assessment (FRA) has been submitted which notes the land on which the extension would be sited is already impermeable and there would therefore be no increase in impermeable surface. The FRA also indicates that the finished floor level would be set at a minimum of 150mm above adjacent ground levels.
- 7.13 Due to the small scale of the proposal, consultation with the Environment Agency is not necessary for this application. Instead, the Coastal Engineering Team have been consulted and raise no objection in principle. They note the small scale of the development and its classification as "water compatible" development, with the Flood Risk assessment advising that the toilets would not be in use during times when the car

park is closed at times of high flood risk. Therefore, the development is unlikely to increase flood risk to additional persons.

- 7.14 It is considered that as a public convenience the facility would not be used during a flood event and would be safe to use at all other times. Overall, it is considered that the proposal would comply with policy CS15 of the Local Plan.

(v) Parking

- 7.15 The proposed extension and access ramp would extend out a maximum of 4.8m from the side of the existing building, thus reducing the extent of tarmac hard surface available by 4.8m. The hard surfaced area to the east extends some 20m and about half of this is currently used for the siting of picnic benches by the Licensee of the refreshment concession and the remainder for ad hoc informal parking.
- 7.16 The refreshment concession van is to be re-sited to the east, within the adjacent tarmac area, so the development effectively results in the loss of 2 informal parking spaces. The disabled spaces to the west of the building would be unaffected and probably used by users of the proposed accessible facility. It is considered that the loss of just 2 informal spaces within the overall Chichester Avenue public car park would represent a very minor loss relative to the overall size of the car park. Being an unmarked, informal car park, its efficiency and capacity varies according to drivers' parking practices, so the loss of just 2 spaces is considered very marginal and would not be harmful to highway amenity or safety.

8 Conclusion

- 8.1 The proposed extension to the existing public convenience building would be appropriate in design, scale and materials and have minimal visual impact on either the host building or wider area. It would not have any adverse impact on nearby residents or adverse impacts to highway issues. Due to the nature of the use, avoiding times of flooding, then flood risk would be minimal. One consequence of the development would be the displacement of the adjacent Licensed refreshment concession van, but this service is to be re-sited, not lost.
- 8.2 Whilst outside the defined urban area, the small scale of the proposed development to improve existing facilities in a tourist area is considered to be an appropriate form of development in accordance with adopted policies and the NPPF, and is recommended for permission.

9 **RECOMMENDATION:**

That the Head of Place be authorised to **GRANT PERMISSION** for application APP/24/00211 subject to the following conditions:

- 1 The development must be begun not later than three years beginning with the date of this permission.
Reason: To comply with the requirements of Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.
- 2 The development hereby permitted shall be carried out in accordance with the following approved plans:

Location Plan – Drawing number 0103 Rev A
Proposed Site Plan – Drawing Number 0102 Rev B

Proposed GA Plan – Drawing Number 0305 Rev B
Proposed Elevations – Drawing Number 0902 Rev B
Proposed Sections - Drawing Number 0201 Rev A
Flood Risk Assessment by Ridge dated March 2024
Design & Access Statement by Ridge dated March 2024

Reason: - To ensure provision of a satisfactory development.

- 3 The external materials used shall match, in type, colour and texture, those of the existing building so far as practicable.

Reason: In the interests of the amenities of the area and having due regard to policy CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework.

Appendices:

- (A) Location Plan
- (B) Existing Site Plan
- (C) Existing Elevations
- (D) Proposed Site Plan
- (E) Proposed GA Plan
- (F) Proposed Elevations
- (G) Photos