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Date: 10 May 2023

Development Management Team
Eastleigh Borough Council
Eastleigh House
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Dear Sir/Madam,

Full Planning Application for a Proposed New Boat Maintenance Building at Deacons Marina, Bridge Road, Bursledon, Southampton, SO31 8AZ

On behalf of my client, Boatfolk Marinas Ltd (Boatfolk), I enclose herewith an application (*Planning Portal Reference PP-12123044*) for a new Boat Maintenance Building at Deacons Marina in Bursledon. The proposed development is a revision of the existing boat maintenance building previously approved in July 2020 (reference F/19/85367). Following review of the existing building, a more suitably shaped footprint has been designed to better accommodate the marinas needs.

The planning application for the revised building comprises the following:

- Application form duly completed and signed;
- Site Location Plan (ref: PA23-105-01(A));
- Site Layout: As Proposed (ref: PA23-105-02(A));
- Proposed Boat Shed Floor Plan (PA23-105-04);
- Proposed Elevations and ISO & Top Views (ref: 054_0102B_)
- Construction Environmental Management Plan (Plum Architects); and
- Supporting Design Statement (Plum Architects);

Background Information and Context

Boatfolk

Boatfolk are a major marina operator, who own 11 marinas around the UK. A number of these marinas are located in the Hampshire and Dorset area, including on the Isle of Wight and in Portsmouth Harbour.

The Boatfolk ethos is to re-invent their marinas such that those waterside destinations become more than just a place for berthholders to berth their boats. Boatfolk therefore want to provide improved facilities such that the destinations become a place to enjoy for experienced boaters as well as for those new to boating.

Boatfolk are also passionate about their responsibility to the environment and are actively seeking in new ways to minimise the impact on the plant whilst getting more people to get involved in boating, have fun afloat whilst taking care of the water environment, thereby creating a community of responsible boaters for now and for future generations.

Boatfolk took over Deacons Marina in March 2017, with aspirations to provide a successful modern marina offering not only high-quality berthing but a range of high-quality services and facilities including commercial premises, boat repairs and sales, and an eating and drinking establishment. The ongoing development proposals at Deacons Marina represents the reorganisation and improvement of the facilities that Boatfolk consider necessary to secure the success of the marina. A large part of the rationale for the acquisition of Deacons Marina was to create a boatyard service and marina to allow boatowners from the wider Solent to have a facility to bring boats for servicing on the River Hamble.

Site and Surrounding Area

Deacons Marina Site

Marina and boatyard uses have operated from the Deacons site for nearly a century. At present the Marina can accommodate 135 berths afloat and has space for around 180 boats ashore with craneage facilities for boats up to 20 tonnes in weight and 45 feet in length. Other operations include the boatyard, offices, boat sales, tenant workshops, and a café/restaurant.

The marina is located on the northwestern side of the River Hamble to the southeast of Bursledon. The site is accessed from Bridge Road (A27) which runs to the northeast of the marina. Trees and vegetation on the ground leading up the railway line and Bursledon Station form the northern boundary of the Marina. The Marina is a level, long and relatively narrow site (approximately 11,716sqm- excluding the river use) being widest at its interface with Bridge Road and then narrowing as you enter further into the site past Deacons House and into the boatyard area. A separate boatyard (Elephant Boatyard) is located to the southwest.

As well as the pontoons and berths, the marina includes Deacons House (two storey including chandlery, offices, and café/restaurant), a single storey portacabin building for boat sales, parking areas, boat storage facilities, a boat shed and commercial workshop building.

The marina site falls within a recognised flood risk zone as identified on the Environment Agency (EA) risk mapping and falls within the Old Bursledon Conservation Area. The site is bordered by the River Hamble to the southeast, the A27/Bridge Road as it crosses the Hamble to the northeast and the mainline railway at Bursledon Station to the west.

The Application Site

The application site is a 431m² piece of land located between an existing spray booth and the main marina industrial and office buildings. It is set approximately 13.5m back from the gabion walls denoting the waters edge and 2m from the north western boundary beyond which runs the mainline railway. The land is currently used for parking and boat storage.

Planning History

A masterplan for the Marina was created to align with Boatfolk's aspirations to provide a successful modern marina offering high-quality berthing and a range of high-quality services and facilities including boat repairs, boat sales, food and beverage and a chandlery.

The overall works proposed at Deacons Marina were split into three phases, each intended to be the subject of separate planning applications but supported by the site-wide indicative masterplan.

The Phase 1 application (F/22/93844) was approved by Eastleigh Borough Council (EBC) in March 2022. It related to improvements to the site entrance, landscaping and public car parking area (to the barrier for the berthholder car park), including a 250mm increase in ground levels for flood protection, plus external alterations to Deacons House entrances, cladding and the addition of a first floor balcony, along with the transfer and expansion of the existing A3 use to the first floor restaurant, as well as the relocation of the boat sales office to a new building adjacent to the access.

Phase 2 was to include the extension to the flood defences into the berthholders car park and deck works to the shoreline.

Phase 3 was to include improvements to the boatyard, a replacement commercial/workshop building and potential revisions to the previously approved replacement boat maintenance building.

However, following the approval of Phase 1 application was submitted solely relating to a replacement for the existing commercial/workshop building (F/22/93844). This was approved by EBC in December 2022.

In April 2019, a planning application for a new boat maintenance building on the Deacons Marina was submitted to EBC and subsequently approved in July 2020 (F/19/85367). The proposed building was located beside the current temporary paint spray structure. Under the approved masterplan (F/21/91355), this end of the site is being shaped as the maintenance side of the operation and distinct from the customer and public areas to the north. The building was designed to accommodate space for a boat with a simple square footprint connected to the fabric structure by a lean-to link. The eastern corner of the square was shaved off to form the primary entrance which directly faced the boat lifting hoist. Either side of the boat area had two raised, triangular platforms forming the workshop, store and staff facilities.

Boatfolk have decided to make revisions to the approved boat maintenance building both in relation to its design and location, which is the subject of this planning application.

Proposed Development

The proposed development consists of a new boat maintenance building with a small staffroom and storage area, with a gross internal footprint of 300m².

The building is accessed via self-propelled boat movers from the neighbouring hoist on the waters edge, with the primary boat maintenance area set at ground level to enable boat movers to freely enter and exit. The revised shape of the building enables a lower primary ridge line, in excess of 3m lower than that previously approved. This sits below the level of embankment planting behind. Consequently, the form does not break the site silhouette.

The proposed building is clad in black with profiled metal cladding to the roof and walls which reflect the older, black painted commercial buildings found on site. Further information on the proposed design features and access arrangements can be found in the accompanying Design Statement and Construction Environmental Management Plan (CTMP).

The boatyard has a site-wide flood mitigation strategy in place and the new building is designed so any perishable elements are set above the flood risk datum. The main boat space is necessarily set at the surrounding site level to enable hoist movement and access. This area will have no water damageable elements and is designed to allow water to flow through in the event of an emergency. Further information on flooding can be found within the accompanying Flood Risk Assessment (FRA).

Planning Context

The application site lies within the administrative area of Eastleigh Borough. Therefore, the relevant development plan is the Eastleigh Borough Local Plan (2016-2036), which was adopted in April 2022. The adopted Local Plan and national policy set out in the National Planning Policy Framework (NPPF) are considered below.

National Planning Policy

A revised edition of the NPPF was published in July 2021. The NPPF must be taken into account in the preparation of local and neighbourhood plans and is a material consideration in planning decisions.

Two of the objectives of the NPPF were to simplify national planning policy and support and encourage sustainable economic development.

Paragraph 11 makes clear that 'Plans and decisions should apply a presumption in favour of sustainable development'. It is also made explicit that in making decisions on planning applications this means:

- *'approving development proposals that accord with the development plan without delay; and*
- *where there are no relevant development plan policies, or the policies which are most important for determining the application are out of date, granting permission unless:*
- *the application of policies in the Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or*

- *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole’.*

Paragraph 38 of the NPPF confirms that local planning authorities should approach decisions on proposed development in a positive and creative way and work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area.

Paragraph 81 of the NPPF states that planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt, and that significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. The approach taken should allow each area to build on its strengths, counter any weaknesses and address the challenges of the future.

Paragraph 82 goes on to state that planning policies should, inter alia, be flexible enough to accommodate needs not anticipated in the plan, to enable a rapid response to changes in economic circumstances and **Paragraph 83** confirms that planning policies and decisions should recognise and address the specific locational requirements of different sectors.

In relation to planning for climate change, **paragraph 153** confirms that plans should take a proactive approach to mitigating and adapting to climate change, taking into account the long-term implications for flood risk, amongst other things and **paragraph 154** confirms that new development should be planned for in ways that avoid increased vulnerability to the range of impacts arising from climate change.

More specifically in relation to flood risk, **paragraph 159** states that inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk (whether existing or future) but where development is necessary in such areas, the development should be made safe for its lifetime without increasing flood risk elsewhere.

In areas of flood risk **paragraphs 164** and **167** require that applications be informed by a site-specific flood risk assessment that demonstrates that: a) the development would provide wider sustainability benefits to the community that outweigh the flood risk; and b) the development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall.

With regard to heritage assets, **paragraph 202** states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal and **paragraph 207** confirms that not all elements of a Conservation Area necessarily contribute to its significance.

Development Plan

Eastleigh Borough Local Plan 2016-2036 (Adopted April 2022)

The newly adopted Local Plan for Eastleigh Borough Council sets out the policies and plans to guide future development to 2036. The plan identifies how much development is required and key locations for this development, the infrastructure and services needed to support new and existing communities and areas which will be protected from development.

The plan replaces all the previously saved policies of the Eastleigh Borough Local Plan Review (2001 - 2011) and makes provision for future needs in the Borough up to 2036.

The plan consists of key planning policy in relation to boatyard and marina sites on the River Hamble. Other relevant policies to this proposed development are detailed below:

Policy DM20 Boatyard and Marina Sites on the River Humble states that:

1. At boatyard and marina sites on the River Hamble, the Borough Council will permit development associated with boat building, and the fitting out, maintenance and repair of boats and ancillary uses, provided that it does not:

- a. Jeopardise the safety and ease of navigation on the river or have a detrimental impact on the regime of the river;*
- b. Adversely affect nature conservation, landscape or heritage interests; or*

c. Cause a reduction in water quality.

2. Exceptionally, development or redevelopment may be permitted incorporating a modest amount of floorspace not restricted to boat-related uses, where the Council is convinced that such a use is needed to secure the future of a boatyard or marina and it is demonstrated that the development will complement the use of the site and/or the enjoyment of the River Hamble.

The Local Plan requires, under **Policy DM1 General Criteria for New Development**, that 'All new development should (as relevant):

a. not have an unacceptable impact on, and where possible should enhance:

- i. residential amenities of both new and existing residents; the character and appearance of urban areas, the countryside and the coast;
- ii. biodiversity (avoiding significant adverse impacts); and iii. the significance of heritage assets;

b. make efficient use of the site, maximise opportunities to increase density and have regard to potential development opportunities on adjoining land;

c. take full and proper account of the context of the site including the character, appearance and land uses of the locality or neighbourhood, and be compatible with adjoining uses and be well integrated with these in terms of mass, scale, materials, layout, density, design and siting, both in itself and in relation to adjoining buildings, spaces and views. Where adjoining development is poor in urban design terms, new development should contribute to improving the character of the area;

d. not involve the loss of or damage to trees, woodlands, hedgerows, ponds, priority habitats or other landscape features of value to the character of the area, for appearance or biodiversity unless they can be replaced with features of equivalent or enhanced value, (recognising that some species and habitats may be irreplaceable);

d. include a landscape scheme covering the design and layout of external space;

f. protect and enhance public rights of way and National Trails and provide fully connected green infrastructure that interlaces the development and connects into the wider network;

g. provide satisfactory management arrangements for all landscape, green infrastructure and biodiversity enhancement;

h. incorporate provision for people with disabilities and create accessible communities that cater for all;

i. incorporate design measures to inhibit criminal and anti-social behaviour;

j. incorporate provision for on-site waste management; and

k. include provision for public art associated with new large scale development in accordance with the Council's adopted Public Art Strategy.

Policy DM5 Managing Flood Risk states that:

1. Development will only be permitted within the areas at risk of flooding, now and in the future, as identified on the EA most recent flood maps and the Council's Strategic Flood Risk Assessment provided that:

a. it meets the sequential and exception test (where required) as outlined in Government guidance;

b. a site-specific flood risk assessment demonstrates that the development, including the access, will be safe without increasing flooding elsewhere, and where possible, will reduce flood risk overall;

c. the scheme incorporates flood protection, flood resilience and resistance measures appropriate to the character and biodiversity of the area and the specific requirements of the site and where appropriate takes advantage of opportunities to utilise natural flood management techniques;

d. appropriate flood warning and evacuation plans are in place; and e. new site drainage systems are designed taking account of events which exceed the normal design standard.

2. Development should not increase flooding elsewhere.

3. Sustainable Drainage Systems (SuDS) must be designed in accordance with policy DM6.

Policy DM12 Heritage Assets states that the council will conserve and enhance the Borough's heritage assets through:

1. Development of a heritage asset or within its setting will be permitted provided it does not harm or detract from the significance or special interest of the asset, and sustains and enhances its special character and qualities. The more important the asset, the greater the weight that should be accorded to this criterion. Permission for development which results in substantial harm to, or loss of, designated assets of the highest significance will be wholly exceptional. Development which involves the demolition or destruction of any part of other heritage assets will not be permitted unless its removal or replacement would enhance or better reveal the significance of the asset. In these circumstances, the developer will be required to record and advance understanding of the significance of any heritage assets to be lost, in a manner appropriate to their importance and the impact, and to make this evidence publicly accessible.

a. Development that affects an archaeological site either above or below ground that is already identified or discovered through development proposals will only be permitted provided:

i. if the remains cannot be preserved in situ, the clear and convincing overriding public benefits of the development that cannot be achieved by any other means is sufficient to outweigh the value of the remains; and

ii. prior to the commencement of the development, provision has been made for a programme of archaeological investigation and recording and for this evidence to be made publicly accessible;

b. It achieves a high standard of design which respects and complements the character and qualities of the heritage asset(s);

c. Where necessary, it secures the long-term future maintenance and management of the asset;

d. Where possible, it enables public enjoyment and interpretation of the asset; and

e. A heritage statement is submitted with the application explaining the significance of the assets affected including the contribution made by their setting, at a level of detail proportionate to the asset's significance; the impact of the proposal on the significance of the asset; and how proposals have been developed to avoid harm or, if this is not possible, minimise the harm; with mitigation measures proposed.

2. In permitting development involving a heritage asset the Borough Council may seek a legal agreement to secure the long-term management and enhancement of the asset.

3. The Council will monitor buildings or other heritage assets at risk through neglect, decay or other threats, proactively seeking solutions for assets at risk through discussions with owners and willingness to consider positively development schemes that would ensure the repair and maintenance of the asset, and, as a last resort, using its statutory powers.

Policy Analysis and Conclusion

The proposed development is in full accordance with the Eastleigh Local Plan and relevant national planning policy. Notably, local planning policy emphasises the importance of marina businesses to the local and the wider economy (**Policy DM20 of the adopted Local Plan**).

The new building represents an improvement to the existing operation in accordance with Boatfolk's aspirations for its marina businesses. The new building is a revision of the previously approved boat maintenance building (F/19/85367) and provides a more suitable design and location within the site. The new building is located immediately west of the recently approved replacement commercial building creating a more efficient site relationship.

Whilst the application site lies within designated countryside, a flood risk zone and conservation area, its position on an existing, well-established operational marina site, in conjunction with its sensitive design, taking into account flood future-proofing in terms of floor level mean that the proposed development would result in substantial improvements in all regards.

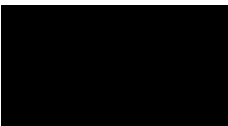
With regard to the prevailing planning policy context, therefore, the pertinent facts are as follows:

- The principle of the proposed use at this long-established marina site are fully supported by adopted **Local Plan Policy DM20**. The policy allows for development associated with boat building, and the fitting out, maintenance and repair of boats and ancillary uses without detrimental impact the environment such as nature conservation, water quality and character of the river.
- The building design includes integral flood defence measures to achieve resilience in terms of flood risk, taking into account the potential impacts of climate change, fully in accordance with **Policy DM5** of the adopted Local Plan and **paragraphs 153, 154, 159, 164 and 167** of the NPPF. The site is located within Flood Zone 2 (deemed medium risk by the EA) and the NPPF confirms that the proposed use is 'less vulnerable' which is appropriate in such a zone, especially in a marina environment.
- The proposed building will visually preserve and enhance the character/appearance of the Old Bursledon Conservation Area in accordance with **Policy DM12** of the adopted Local Plan and **paragraphs 202 and 207 of the NPPF**, through more appropriately designed, modern building and its position within the site appropriately screened by the surrounding trees.
- The new building will have no adverse effect on highway safety, parking or access within or surrounding the site.
- Similarly, the proposed building will not have any adverse effects on residential amenity through overbearing impact, loss of light or privacy.

To conclude, we are of the opinion that the new building will offer an improved, safer, more sustainable and user-friendly structure than the previously approved building in accordance with Boatfolk's aspirations for Deacons Marina, and with national and local planning policy.

We trust, therefore, that this application is in order and look forward to confirmation of receipt and its positive determination in due course. However, should you require any further information during your consideration of the application, please do not hesitate to contact me.

Yours sincerely,
for R P S Group Limited



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