

**P/16/1333/FP**

**FAREHAM NORTH-WEST**

DRIFTSTONE DEVELOPMENTS

AGENT: ADP ARCHITECTS LTD

RESIDENTIAL DEVELOPMENT COMPRISING THE DEMOLITION OF EXISTING BUNGALOW AND ERECTION OF 7 BUNGALOWS (3 PAIRS OF SEMI-DETACHED AND 1 DETACHED) AND ASSOCIATED PARKING ON LAND REAR OF 10-20 TEWKESBURY AVE, FAREHAM PO15 6LL

LAND TO REAR OF 10-20 TEWKESBURY AVENUE FAREHAM HAMPSHIRE PO15 6LL

***Report By***

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***Site Description***

The application site comprises the northern sections of the gardens of residential properties at 10 - 20 Tewkesbury Avenue as well as the whole of the property at 14 Tewkesbury Avenue. These north-west facing gardens are between 42 - 52 metres long from the rear of the existing houses.

Tewkesbury Avenue is a residential cul-de-sac of 23 dwellings made up of a combination of bungalows, chalet bungalows where first floor accommodation has been added and two-storey dwellings. To the rear of two of the plots fronting the north-western side of the road are four semi-detached chalet bungalows granted planning permission on appeal in 2007 in a development known as Poppy Gardens (our reference P/07/0592/FP). At the south-western end of the road is the vehicular entrance to St Columba C of E Primary Academy school. To the north-west of the application site lies the Kershaw Adult Day Care Centre.

***Description of Proposal***

Full planning permission is sought for seven bungalows on the application site (six 2-bedroom semi-detached dwellings and one 2-bedroom detached dwelling).

The bungalows are proposed to be laid out on the site in a row behind the frontage properties. The existing semi-detached bungalow at 14 Tewkesbury Avenue would be demolished to make way for vehicular and pedestrian access to the new homes.

***Policies***

The following policies apply to this application:

**Approved Fareham Borough Core Strategy**

CS2 - Housing Provision

CS5 - Transport Strategy and Infrastructure

CS6 - The Development Strategy

CS7 - Development in Fareham

CS17 - High Quality Design

CS18 - Provision of Affordable Housing

**Approved SPG/SPD**

RCCPS - Residential Car and Cycle Parking Standards Supplementary Planning Document,

**Design Guidance Supplementary Planning Document (Dec 2015)**

**Development Sites and Policies**

DSP3 - Impact on living conditions

DSP15 - Recreational Disturbance on the Solent Special Protection Areas

***Relevant Planning History***

The following planning history is relevant:

<b><u>P/16/0395/OA</u></b>	<b>Residential development comprising the demolition of existing bungalow and erection of 8 semi-detached dwellings (3 bed), new access road, car ports and associated parking on land rear of 10-20 Tewkesbury Ave, Fareham PO15 6LL</b>
	WITHDRAWN 12/07/2016

***Representations***

Objections to this application have been made on behalf of 13 different households in Tewkesbury Avenue and Poppy Gardens. The objections raise the following concerns:

- Highway safety at junction of Tewkesbury Avenue and Fareham Park Road
- Highway safety along Tewkesbury Avenue through increase of traffic, particularly at times when children are travelling to and from school
- Parking problems
- Harmful to character of area
- Overlooking/loss of privacy
- Noise and disturbance
- Disruption caused during construction (including noise, dust and traffic/parking problems)

A letter of objection has also been received from the Principal of the school raising concerns over the potential for the development to add to existing parking problems and the associated increase in risk to children coming to and leaving school on a daily basis.

***Consultations***

INTERNAL

Contaminated Land Officer - No objection.

Ecology - Further detail in respect of the proposed reptile mitigation strategy should be sought.

Highways - No objection subject to a condition to ensure parking spaces remain unallocated.

***Planning Considerations - Key Issues***

a) Principle of development

Policy CS2 (Housing Provision) of the adopted Fareham Borough Core Strategy states that when delivering housing to meet the Borough's need "priority will be given to the reuse of previously developed land within the existing urban areas".

The application site is located within the urban area as defined by the local plan, however garden sites such as this are excluded from the definition of previously developed land given in the National Planning Policy Framework (NPPF). That is not to say that garden sites cannot be developed for housing purposes, but that the specific impacts of each proposal must be considered on its own merits in line with local planning policy. It is recognised that well thought through proposals for the reuse of garden land can assist in delivering housing without harming the character of the surrounding area.

In this instance the application site comprises long rear gardens to six frontage properties on one side of the road. There is similar backland garden development immediately adjacent (Poppy Gardens) and to the south of Tewkesbury Avenue and rear of Fareham Park Road. If planning permission was granted for this development there would be no harmful effect on the prevailing character of the surrounding area as a result. In that respect there is no conflict with either Core Strategy Policy CS2 or Policy CS17 which seeks to ensure that development responds positively and is respectful of the key characteristics of an area including amongst other things its form and spaciousness.

#### b) Design and layout

An earlier planning application submitted in April 2016 proposed eight semi-detached chalet bungalows on the site (our reference P/16/0395/OA). This application was withdrawn after discussions between the applicant and Officers during which concerns were raised that the layout of the site was unduly cramped resulting in problems with the amount of space about the buildings and room for vehicles to manoeuvre.

This application therefore proposes an alternative scheme of seven smaller dwellings meaning less space is required for parking. The submitted site layout shows an access road 5.0 metres wide narrowing to 4.5 metres with sufficient space for a footpath on one side as well as planting strips to soften the approach into the site. Within the interior of the site there would be adequate room for vehicles to manoeuvre around a shared surface and a reasonable amount of space in front of each of the dwellings to provide landscaped frontages. To the rear of the bungalows rear gardens ranging between 11.0 - 11.8 metres long are proposed. This is broadly speaking in keeping with the size of some gardens nearby (dwellings in Poppy Gardens, 6 Tewkesbury Avenue) and also large enough to adequately meet the needs of future occupants for private garden space.

The bungalows themselves have been designed to mimic the traditional form of the existing dwellings along Tewkesbury Avenue with fully hipped roofs and bay windows to the front and flat roof additions to the rear. In combination with the now satisfactory proposed layout of the site, this ensures that there would be no visual harm to the character and appearance of the surrounding area.

#### c) Living conditions of neighbours

The development is proposed to be single storey thereby removing any concerns regarding overlooking from first floor windows. There would therefore be no material impact on the privacy of any of the adjacent or nearby properties.

There would be no materially harmful effect on light to or outlook from any of the neighbouring properties. The proposed bungalow at Plot 1 would stand approximately between 1.0 - 1.5 metres from the north-eastern site boundary the other side of which lies the chalet bungalow at 14 Poppy Gardens. The submitted site sections show that the

bungalow at Plot 1 would be set around 0.3 - 0.4 metres lower than the existing neighbouring chalet bungalow. It would also be positioned around 3.8 metres further forward. The impact on light into and outlook from the front ground floor window (serving a kitchen/diner) in the adjacent chalet bungalow would not be materially harmful. Officers have followed the guidance set out in the Council's adopted Design Guidance SPD and found that the front corner of the bungalow would fall just behind a line drawn at 45 degrees from the centre of that window. This is in addition to the bungalow being set on lower ground and having a fully hipped roof so as to reduce its bulk.

The access into the site passes adjacent to the neighbouring properties 12 & 16 Tewkesbury Avenue. The property closest the vehicular carriageway is within the control of the applicant and would be improved with the installation of a 2.0m high acoustic fence or wall along its flank elevation and rear garden in order to mitigate increased noise from passing cars.

#### d) Highways

A main point of concern raised by local residents is the impact of the development on the amount of traffic using Tewkesbury Avenue. Neighbours are concerned over the potential detrimental impact on highway safety from additional vehicle movements in and out of the site, along Tewkesbury Avenue and in and out of the junction with Fareham Park Road.

Officers agree that Tewkesbury Avenue is a well used road primarily because of the effect of vehicles coming and going to the school in combination with the traffic generated by the existing 23 dwellings. The school is open Monday to Friday during term-time and traffic is generated throughout a typical school day. However, the road is particularly busy at times when children are being brought to school at the start of the day (the school gates open at 8.30am and registration takes place at 8.45am) and collected at the end of the school day (children can leave school from 3.15pm) with a mixture of heavy pedestrian and vehicular use along Tewkesbury Avenue.

The applicant's own Highway Appraisal suggests that on average around 45 two-way vehicle movements occur between 8.00 - 9.00am (the morning peak). Using a tool known as TRICS (a database which records actual trip movements generated by various types of development) the appraisal estimates that a typical development of the type proposed could be expected to generate an additional 4 vehicle movements during this morning peak hour (1 every 15 minutes).

The Council's Transport Planner has been consulted on the proposal and has responded to raise no objection. Whilst it is acknowledged that Tewkesbury Avenue is at times a busy road, mainly due to traffic associated with the school, the anticipated increase in vehicle movements to and from the new houses are not significant enough to be able to demonstrate that any material harm would be caused to highway safety.

#### e) Parking

Closely related to the issues discussed in the above paragraphs concerning highway safety, some local residents have raised concerns over how the development might affect the availability of street parking in the area. Because of the vehicle movements associated with the school, on street parking is under particular pressure at certain times of the school day, but less so outside of those times.

The Council's adopted Residential Car & Cycle Parking Standards SPD recommends that for 2-bedroom properties the equivalent of 1.25 parking spaces should be provided. The application proposes to provide 9 unallocated parking spaces for use by the residents of the new bungalows as required by these standards.

The standards also suggest that residential developments take account of the demand for visitor parking and provide spaces accordingly. It follows that "In areas where over 50% of the spaces are allocated, an extra 0.2 spaces per dwelling should be provided". In this case the spaces are to be unallocated meaning that visitors could use any of the 9 spaces in front of the dwellings themselves. Notwithstanding, the developer has opted to provide an additional 2 spaces along the access into the site specifically for visitors to use. In practice however these spaces could be used for residents of the development to park their own vehicles should the need arise.

Officers consider the level of parking provision proposed to be adequate and in line with local policy. It would be necessary to control the parking spaces by using a planning condition to ensure they remain for use by any of the residents of the new bungalows or their visitors and do not become allocated to any one particular dwelling or resident.

#### f) Affordable housing

Policy CS18 of the adopted Fareham Borough Core Strategy expects that development on sites that can accommodate a net increase in residential units of five or more should be subject to the requirement for a contribution towards off-site affordable housing provision. However, the government's recently reissued guidance published on the Planning Practice Guidance website advises that affordable housing obligations should not be sought from small scale development of 10-units or less and which have a maximum gross floorspace of no more than 1000m<sup>2</sup>.

Whilst the local plan policy requirement is for an affordable housing contribution, the PPG advice is an important material consideration which suggests otherwise. In this instance therefore it is considered that there should be no obligation for the developer to make some of these bungalows available as affordable units or to make an equivalent financial contribution towards off-site affordable housing provision.

#### g) Ecology

The Council's ecologist has considered the reports submitted by the applicant in relation to ecology, particularly in relation to reptiles and bats. No objection has been raised subject to the applicant providing an updated reptile mitigation strategy which could be secured through an appropriately worded condition.

Policy DSP15 of the adopted Fareham Borough Local Plan Part 2: Development Sites and Policies explains that proposals for residential development must satisfactorily mitigate the 'in combination' effects of recreation on the Special Protection Areas of the Solent coastline. Subject therefore to the applicant providing a financial contribution to offset the impact of this development through the Solent Recreation Mitigation Strategy (SRMS), the proposal would comply with this policy requirement.

#### h) Disruption during construction

Concerns have been raised by neighbours over the impact of the development during

construction, in particular the effect of noise, dust and debris from the building site, and also the effect on parking and highway safety. The applicant has responded by submitting a Construction and Site Waste Management Plan in an attempt to address some of these concerns.

The Construction and Site Waste Management Plan explains that the developer would try and avoid deliveries of materials and plant to the site taking place during school drop off and pick up times. Officers consider it would be reasonable given the constraints at the site to secure this by way of a planning condition preventing any deliveries from occurring during those busiest times. The applicant has also submitted a construction management layout plan showing how space will be provided during the construction phase for site office/welfare facilities, materials and top soil storage and 8 parking spaces for contractors' vehicles. This again could be secured by condition, in particular to ensure those parking spaces are provided for use by contractors as an alternative to street parking. A further restriction to prevent contractors from parking on Tewkesbury Avenue could also be subject of an explicit condition.

### Conclusion

The proposed bungalows would not be harmful to the character of the area or to the living conditions of neighbours. Officers have carefully considered the impact on highway safety and have concluded that there would be no demonstrable harm arising from the development. Adequate parking provision would be provided. The applicant has set out how certain aspects of the construction phase of the development would be managed, notwithstanding various conditions are considered necessary to control and mitigate any impacts particularly in relation to on-street parking and disruption during peak hours of school traffic.

The proposal is considered acceptable and there is no conflict with the relevant local plan policies mentioned above.

### ***Recommendation***

Subject to:

a) the applicant making a financial contribution of £176 per dwelling towards the Solent Recreation Mitigation Strategy (SRMS) to be secured under section 111 of the Local Government Act 1972;

b) the applicant submitting an updated reptile mitigation strategy to the satisfaction of Officers;

PERMISSION subject to the following conditions:

1. The development shall begin before the expiry of a period of three years from the date of this decision.

REASON: To allow a reasonable time period for work to start, to comply with Section 91 of the Town and Country Planning Act 1990, and to enable the Council to review the position if a fresh application is made after that time.

2. The development shall be carried out in accordance with the following approved documents:

a) 1726-L01e Location plan

b) 1726-10e Site layout - Bungalows

- c) 1726-11a Plots 1-4 Plans
- d) 1726-12a Plots 5 & 6 Plans
- e) 1726-13a Plot 7 Plans
- f) 1726-17 Site Sections
- g) 1726-14a Plots 1-4 Elevations
- h) 1726-15a Plots 5 & 6 Elevations
- l) 1726-16a Plot 7 Elevations
- j) Drainage Strategy by RGP - November 2016
- k) Construction and Site Waste Management Plan
- l) 1726-CM01 Construction Management Layout
- m) Reptile Mitigation Strategy

REASON: To avoid any doubt over what has been permitted.

3. No development above damp proof course (dpc) level shall take place until details of the materials to be used in the external construction of the development and areas of hard surfacing on the site have been submitted to and approved by the local planning authority in writing. The development shall be carried out in accordance with the approved details.

REASON: To ensure the development is of a high quality design and appearance.

4. No development above damp proof course (dpc) level shall take place until there has been submitted to and approved in writing by the local planning authority a plan indicating the positions, design, materials and type of boundary treatment to be erected, including full details of the acoustic fencing/wall shown on the approved site layout plan. The boundary treatment, including the acoustic fencing/wall, shall be completed before any of the dwellings hereby permitted are first occupied and the acoustic fencing/wall shall be retained at all times thereafter unless otherwise agreed in writing by the local planning authority.

REASON: In the interests of the living conditions of future residents and the appearance of the development.

5. No development above damp proof course (dpc) level shall take place until details of bin and cycle storage have been submitted to and approved in writing by the local planning authority. The approved bin and cycle storage shall be completed before any of the dwellings hereby permitted are first occupied.

REASON: To provide appropriate storage space for bins in the interests of the satisfactory appearance of the development; to encourage alternative modes of transport to the motorcar.

6. No development above damp proof course (dpc) level shall take place until a detailed landscaping scheme identifying all existing trees, shrubs and hedges to be retained together with the species, planting sizes, planting distances, density, numbers and provisions for future maintenance of all new planting, including all areas to be grass seeded and turfed, has been submitted to and approved by the local planning authority in writing.

REASON: To ensure the development is of a high quality design and appearance.

7. The landscaping scheme, submitted under Condition 6 above, shall be implemented in full within the first planting season following the commencement of the development or as otherwise agreed in writing with the local planning authority and shall be maintained in accordance with the agreed schedule. Unless otherwise first agreed in writing, any trees or plants which, within a period of five years from first planting, are removed, die or, in the opinion of the local planning authority, become seriously damaged or defective, shall be replaced, within the next available planting season, with others of the same species, size and number as originally approved.

REASON: To ensure the development is of a high quality design and appearance.

8. None of the dwellings hereby permitted shall be occupied until the parking spaces shown on the approved site layout plan have been constructed and made available for use. The parking spaces shall be retained for use on an unallocated basis at all times thereafter and at no time shall any of the parking spaces be allocated for use only by a particular dwelling or individual.

REASON: To ensure an adequate level of parking provision.

9. No development above damp proof course (dpc) level shall take place until a scheme of biodiversity enhancements to be incorporated into the development has been submitted to and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved details.

REASON: To enhance biodiversity.

10. The development hereby permitted shall be carried out in accordance with the approved reptile mitigation strategy unless otherwise agreed in writing by the local planning authority.

REASON: To ensure appropriate mitigation measures for protected species.

11. Notwithstanding the provisions of the Town & Country Planning (General Permitted Development) Order 2015 (or any subsequent Order revoking and re-enacting that Order with or without modification), no roof alterations (including the addition of roof lights or dormer windows), extensions or outbuildings shall be constructed within the curtilage of any of the dwellings hereby permitted unless otherwise agreed in writing by the local planning authority following the submission of a planning application made for that purpose.

REASON: To protect the living conditions of neighbours; to ensure adequate private garden space is retained; to ensure adequate levels of parking provision.

12. No work relating to the construction of any of the development hereby permitted (including works of demolition or preparation prior to operations) shall take place before the hours of 0800 or after 1800 Monday to Friday, before the hours of 0800 or after 1300 Saturdays or at all on Sundays or recognised public holidays, unless otherwise first agreed in writing by the local planning authority.

REASON: To protect the living conditions of neighbours.

13. No deliveries of materials or plant shall be made to the site between the hours of 0815 - 0900 and 1500 - 1530 hours Monday to Friday unless otherwise first agreed in writing by the local planning authority.

REASON: In the interests of highway safety.

14. The development hereby permitted (excluding demolition works and site preparation) shall be carried out in accordance with the approved Construction and Site Waste Management Plan and Construction Management Layout (drawing no. 1726-CM01). The contractors' parking spaces shown on the Construction Management Layout shall be provided and retained for use for parking purposes by contractors at all times during the development (excluding demolition works).

REASON: In the interests of highway safety and to ensure adequate levels of parking provision.

15. At no time whilst the development hereby permitted (excluding demolition works and site preparation) is being carried out shall vehicles used by contractors or other persons involved in carrying out the development be parked on the public highway Tewkesbury



Avenue.

REASON: In the interests of highway safety and to ensure adequate on-street parking provision is available to meet the needs of this residential area.

***Notes for Information***

a) Bats and their roosts receive strict legal protection under the Wildlife and Countryside Act 1981 (as amended) and the Conservation of Habitats and Species Regulations 2010 (as amended). All work must stop immediately if bats, or evidence of bat presence (e.g. droppings, bat carcasses or insect remains), are encountered at any point during this development. Should this occur, further advice should be sought from Natural England and/or a professional ecologist.

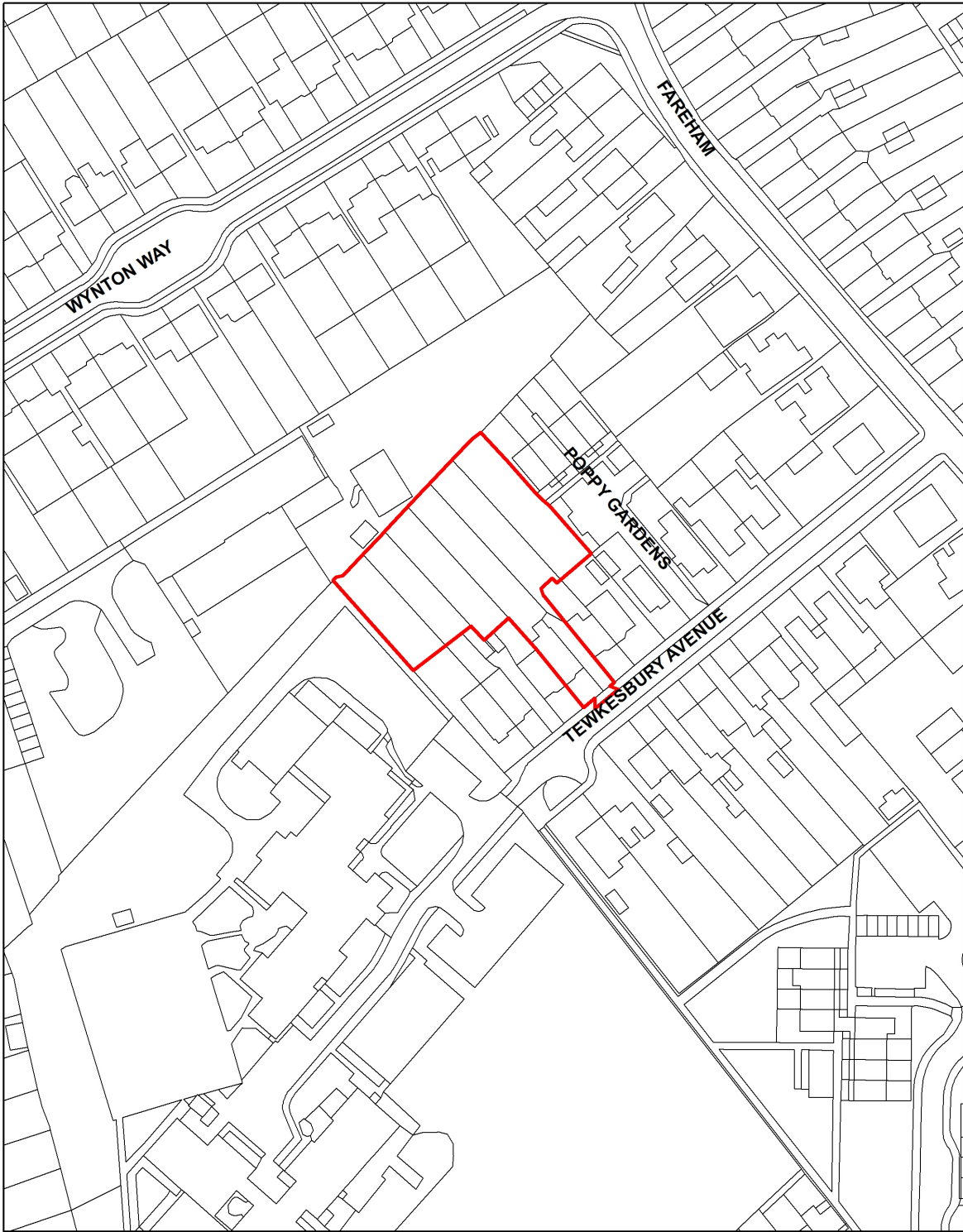
b) Birds nests, when occupied or being built, receive legal protection under the Wildlife and Countryside Act 1981 (as amended). It is highly advisable to undertake clearance of potential nesting habitat (such as hedges, scrub, trees, suitable outbuildings etc) outside the bird nesting season, which is generally seen as extending from March to the end of August, although may extend longer depending on local conditions. If there is absolutely no alternative to doing the work in this period then a thorough, careful and quiet examination of the affected area must be carried out before clearance starts. If occupied nests are present then work must stop in that area, a suitable (approximately 5m) stand-off maintained, and clearance can only recommence once the nest becomes unoccupied of its own accord.

***Background Papers***

P/16/1333/FP

# FAREHAM

BOROUGH COUNCIL



Land to Rear of  
10-20 Tewkesbury Avenue  
Scale 1:1250



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