

**P/17/0956/FP**

FAREHAM BOROUGH COUNCIL

**FAREHAM NORTH-WEST**

AGENT: M H ARCHITECTS  
LIMITED

DEMOLITION OF EXISTING BUILDING AND THE CONSTRUCTION OF 18  
RESIDENTIAL DWELLINGS WITH ASSOCIATED LANDSCAPING, CAR PARKING AND  
EXTERNAL WORKS

THE HAMPSHIRE ROSE 96 HIGHLANDS ROAD FAREHAM HAMPSHIRE PO15 6JF

***Report By***

Richard Wright - direct dial 01329 824758

***Introduction***

This application is made in accordance with Regulation 3 of the Town and Country Planning General Regulations 1992. The Regulations set out that "... an application for planning permission by an interested planning authority to develop and land of that authority... shall be determined by that authority".

***Site Description***

The application site lies on the corner of Fareham Park Road and Highlands Road where The Hampshire Rose public house stood until around ten years ago. The site of the former pub is currently surrounded by hoarding.

Also included within the application site is the residential property and curtilage of 2 Fareham Park Road to the north of the pub site. This plot is around 65 metres long with a long rear garden behind a detached bungalow fronting the road.

Together the land associated with the former pub and the bungalow form an L-shaped plot of approximately 0.26 hectares. The site wraps around the adjacent dental practice and medical centre to the south-west whilst to the north it borders the residential development of Burt Close. On the opposite side of Fareham Park Road is a short parade of commercial units including a florists and hot-food takeaway. On the other side of Highlands Road meanwhile are a number of shops and other uses which together form the Highlands Road Local Centre as designated in the adopted local plan.

***Description of Proposal***

Planning permission is sought for the construction of 18 residential units set out in four separate blocks.

Block A, a three storey building of six flats, would occupy the prominent corner location with a dual frontage onto Highlands Road and Fareham Park Road. Ground floor units would have private gardens on the southern side of the building whilst communal gardens would be to the north.

Block B, again comprising three storeys and containing six flats, would be located further north fronting onto Fareham Park Road. Between it and Block A would be a communal car park with twelve parking spaces. Again, the two ground floor units would have private amenity space to the rear of the block whilst upper floor flats would benefit from terraces.

Block C would occupy a similar position but slightly further forward in the plot as the existing bungalow at 2 Fareham Park Road. It would be a two storey building with a flat on each floor both of which would have private amenity space to the rear.

Between Block B & C would be a shared pedestrian/vehicular access to a rear parking court

with space for eight cars. Block D would be located to the far south-western end of the plot, physically in line with the adjacent development at Burt Close, and fronting onto this parking court. All four units contained within the building would have their own private amenity areas to the rear.

### ***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

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)**

EXD - Fareham Borough Design Guidance Supplementary Planning Document

#### **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/10/0045/FP</u></b>	<b>ERECTION OF SIX THREE BED DWELLINGS AND TWO FOUR BED DWELLINGS</b>	
	REFUSE	03/03/2010
<b><u>P/06/1344/FP</u></b>	<b>DEMOLITION OF EXISTING PUBLIC HOUSE AND ERECTION OF 12NO. FLATS IN 2 BLOCKS WITH ACCESS, CAR PARKING AND LANDSCAPING</b>	
	REFUSE	13/11/2006
	APPEAL: DISMISSED	17/05/2007

### ***Representations***

Six letters of objection have been received raising the following concerns:

- Loss of privacy
- Increase in traffic / congestion
- Parking provision inadequate
- Means for vehicles to exit medical centre onto Fareham Park Road should be incorporated into the scheme to ease congestion on Highlands Road
- Scale of development out of keeping with area

One letter of support has been received saying that the site is an eyesore at present.

One further letter has been received asking that all properties be provided with charging points for electric vehicles.

## **Consultations**

### INTERNAL

Highways - No objection subject to conditions and suggested technical revisions.

Environmental Health - No objection.

Contaminated Land - No objection.

Trees - No objection. More detail will be required in terms of a landscaping and tree planting plan that specifies the design and construction of tree pits to ensure sufficient soil rooting volumes are provided and that they connect to the underlying subsoil.

Refuse & Recycling - A footway ramp is required for the bin collection area for Block A and the path must align with the doors. Collections would only be carried out travelling northbound. There remains concern regarding the proximity to the junction with Highlands Road even using only the northern of the three paths. In addition can the bin collection point for Block D be moved closer to Fareham Park Road to minimize the time the vehicle is stopped on the road.

Ecology - No objections.

### EXTERNAL

Police (Crime Prevention Design Advisor) -

- A buffer zone should be introduced to the ground floor windows to Flat 1 which face the communal garden
- There is little natural surveillance of the communal cycle store for Block B
- Each apartment should be allocated a parking space to avoid confrontation
- Lighting throughout the scheme should conform to the relevant British Standard

Portsmouth Water - In regards to groundwater protection the location of the site is of low risk and the site is not situated within any of the Environment Agency Groundwater Source Protection Zones for our sources.

Hampshire County Council (Flood and Water Management Team) - Comments awaited.

## **Planning Considerations - Key Issues**

a) Principle of development

Policy CS2 (Housing Provision) states that "Priority will be given to the reuse of previously developed land within the existing urban areas".

The application site partly comprises previously developed land with regards the site of the former pub. Whilst the residential garden of 2 Fareham Park Road is not defined as previously developed land it is recognised that the redevelopment of existing residential properties can assist in delivering housing within the urban area. In this instance the combination of the land around the former pub and bungalow is a site where residential development is acceptable in principle subject to full consideration of other material planning issues as discussed below.

b) Design and impact on character of area

Planning permission has previously been sought on two occasions to redevelop this site.

On both occasions the design and appearance of the development has caused concern and, amongst other things, has led to the Council refusing those applications.

In 2006 permission was refused for 12 flats on the site of the former pub (not including the property at 2 Fareham Park Road) - our reference P/06/1344/FP. An appeal was subsequently lodged and determined in May 2007. At paragraph 6 of the appeal decision the Inspector noted that:

"Building A would be located on a prominent corner position. It would be a large building, with three storeys extending around the corner, but dropping to two storeys at each end. Having regard to the height and size of the building, particularly the complexity and bulk of the three storey part with its large roof form, I do not consider that it would be in keeping with the surrounding buildings which are all lower and generally of smaller scale. While I acknowledge that the design contains features that would add interest to the appearance of the building, it would nevertheless appear massive and at odds with its less bulky surroundings".

In 2010 a further application for eight dwellings was refused permission by the Council (our reference P/10/0045/FP). The reasons for refusal cited, amongst other things, the poor relationship between the siting, height and mass of the frontage block to the highway, the incongruous design, dominance of car parking and poor sized garden areas as examples of the proposal's poor standard of design.

This current application arrives seven years after the most recent of those decisions. The application site is larger than before and incorporates the adjacent property at 2 Fareham Park Road also. The focus is on providing 1 and 2 bed affordable units.

The architect employed by the applicant has looked to address the concerns raised through the previous refusals with regards the design and appearance of Block A which sits on the prominent corner of Highlands Road and Fareham Park Road. Firstly the building is set back from the back edge of the pavement of both roads sufficiently to retain the spaciousness in the streetscene and prevent the building from appearing overly dominant. The building is contemporary in design and whilst it is three storeys tall the top storey is recessed and made subservient through the use of contrasting materials and sloping roofs. The eastern corner is designed to help the building 'turn the corner' in visual terms from Highlands Road into Fareham Park Road at a two storey scale. The design is well articulated with good use of materials and external terraces to break up the mass of the building and therefore assist in reducing its perceived bulk. In general Officers consider that the proposed design of Block A, whilst clearly unlike other buildings in the immediate vicinity, does not have the same harmful effect in design terms as previous proposals for this site. Its appearance is considered to complement and respond positively to the mixed character of Highlands Road.

Turning to the other three buildings, Officers are satisfied that their design respects the character of the surrounding area. Block B, like Block A, has a subservient top storey, addresses Fareham Park Road well and its massing and appearance would not detract from the streetscene. Block C continues the Fareham Park Road frontage by stepping down to two-storey level similar to that of the neighbouring buildings to the north. Block D features two storey eaves heights but with a third storey of accommodation within the roof space and overall relates well to the neighbouring buildings in Burt Close.

It is considered that the proposal satisfies the design related criteria of Policy CS17 of the adopted Fareham Borough Core Strategy.

c) Living conditions of future residents

Ten of the eighteen proposed flats have private gardens which range between 35 - 45 square metres in size. The Council's adopted Design Guidance (excluding Welborne) SPD advises that where it is not possible to provide each flat in a development with its own garden a communal garden will be acceptable or more innovative ways of providing quality outdoor space might be required. In this instance a communal garden is provided to the northern side of Block A to serve the upper floor flats in that building. All of the upper floor flats across the site have external private terraces. Officers consider this provision to be satisfactory to meet the needs of future residents.

Officers have worked with the applicant's architect to address minor concerns over the storage and collection of bins. The issues that were raised by the Council's Refuse & Recycling Coordinator have on the whole been resolved with individual bin storage areas being provided where possible and communal areas located conveniently for both residents and refuse collectors.

The design and layout of the proposed scheme ensures adequate light, outlook and privacy for future residents. As suggested by the Police Crime Prevention Design Advisor, a buffer area of planting has been created around ground floor windows to Flat 1 adjacent the communal garden.

#### d) Living conditions of neighbours

The design of Block A has been influenced by the need to ensure that views towards the property at 94 Highlands Road on the opposite side of Fareham Park Road do not result in a loss of privacy for its occupants. Facing windows are proposed to be obscure glazed and fixed shut and a privacy screen constructed alongside a rear first floor terrace to prevent views into windows and the garden of that neighbouring property.

The distance between the nearest upper floor windows in Block B and the rear garden of 94 Highlands Road would be 11.6 metres. Whilst views into the garden would therefore be created it is not considered that this would be materially harmful to the privacy of the neighbours in light of the advice contained in the Council's adopted Design Guidance (excluding Welborne) SPD that first floor windows should be at least 11 metres from boundaries they look towards.

The relationships between Blocks C & D and adjacent neighbouring properties are such that no material harm to light, outlook or privacy should arise.

#### e) Traffic and parking

The junction of Highlands Road and Fareham Park Road is acknowledged to be a busy one. The junction is also on a bus route and on the opposite side of the road to the application site is a bus stop.

The Transport Assessment submitted with the application concludes that the proposed development would not have a significant impact upon the local road network. Adequate access is to be provided via two footway crossovers with suitable visibility splays for exiting drivers. The Council's Transport Planner has raised no objection to the proposed scheme.

The proposed development would have twenty unallocated car parking spaces. The Council's adopted Residential Car & Cycle Parking Standards SPD expects development to provide 0.75 car parking spaces per 1-bed unit and 1.25 spaces per 2-bed unit. According to these standards the development should provide 18 car parking spaces meaning that the proposed 20 spaces exceeds this requirement.

The Police Crime Prevention Design Advisor has recommended that the car parking spaces be allocated to avoid potential confrontation. It is acknowledged that in some cases communal parking can lead to friction between drivers and confrontation over spaces. However, it is considered that the proposal to provide unallocated parking would ensure no spaces are left unavailable and all spaces are put to efficient use, for example, in the event that a resident of a particular flat does not require a dedicated parking space or only uses that space at certain times of day outside of which it is left empty.

#### e) Affordable housing

All of the proposed units being built would be affordable housing for the purposes of Policy CS18 of the adopted Fareham Borough Core Strategy.

#### f) Ecology

The Council's ecologist has raised no concerns over the impact on protected species arising from the development. The development should however be carried out in accordance with the proposed reptile mitigation strategy and further details regarding biodiversity enhancements should be secured by condition.

The applicant has agreed to make a financial contribution towards the Solent Recreational Mitigation Strategy (SRMS) to offset the cumulative effect of increased recreational visits to the protected Solent coastline caused by new residential development. This is to meet the requirement set out in Policy DSP15 of the adopted Fareham Borough Local Plan Part 2: Development Sites and Policies.

#### g) Land drainage

As the lead local flood authority, Hampshire County Council Flood and Water Management team have been consulted on this application with regards the proposals for disposal of surface water. The comments received from that team will be provided to Members of the committee by way of a written update.

#### Conclusion

In summary, the proposal is to redevelop a site within the urban area which has been vacant for a number of years to deliver a scheme of 18 affordable one and two bedroom flats. The new flats would not be harmful to or detract from the visual amenities of the street. The design and layout of the scheme ensures a good quality living environment for future residents whilst at the same time protecting the living conditions of existing neighbours.

The proposal is not considered likely to generate significant numbers of additional vehicle movements that might be harmful to the safety and convenience of the local highway network. Access to the site is considered safe and the level of parking provision proposed sufficient to meet the needs of future residents.

Matters concerning ecology and land drainage will be reported to Members by way of a written update. Subject to those matters the proposal is found to be acceptable and without conflicting with the relevant policies of the adopted local plan.

#### ***Recommendation***

PERMISSION

Subject to:

a) The applicant making a commuted payment towards the Solent Recreation Mitigation Strategy (SRMS) secured under section 111 of the Local Government Act 1972;

b) Receipt of comments from Hampshire County Council Flood and Water Management team;

c) The following conditions:

1. The development hereby permitted shall be begun before three years from the date of this decision notice.

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 hereby permitted shall be carried out strictly in accordance with the following drawings/documents:

- a. 14-097-HRF-MHA-00-ZZ-DR-A-0006 -P03 Block A Plans & Elevations
- b. 14-097-HRF-MHA-00-ZZ-DR-A-0007 -P03 Block B Plans & Elevations
- c. 14-097-HRF-MHA-00-ZZ-DR-A-0008-P02 Block C Plans & Elevations
- d. 14-097-HRF-MHA-00-ZZ-DR-A-0009-P02 BlockD Plans & Elevations
- e. 14-097-HRF-MHA-00-ZZ-DR-A-0002-P03 Site Plan
- f. HRF-MHA-00-GF-DR-A-0003 P02 - Proposed Technical Site Plan
- g. Reptile Mitigation Strategy - EPR November 2016
- h. Bat Survey Report - EPR November 2016
- i. Reptile Survey Report - EPR November 2016
- j. Environmental Noise Report - Mach Acoustics
- k. Site Specific Flood Risk Assessment with Drainage Strategy - August 2017

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

3. No development shall proceed beyond damp proof course level until details of all proposed external facing and hardsurfacing materials 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 secure the satisfactory appearance of the development.

4. None of the development hereby approved shall be occupied until a plan of the position, design, materials and type of boundary treatment to be erected to all boundaries and around all bin storage areas has been submitted to and approved in writing by the Local Planning Authority and the approved details have been fully implemented. It shall thereafter be retained at all times unless otherwise agreed in writing with the local planning authority.

If boundary hedge planting is proposed details shall be provided of planting sizes, planting distances, density, and numbers and provisions for future maintenance. Any 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 protect the privacy of the occupiers of the neighbouring property, to prevent overlooking, and to ensure that the development harmonises well with its surroundings.

5. No development shall proceed beyond damp proof course level until a landscaping scheme identifying all existing trees, shrubs and hedges to be retained, together with the species, planting sizes, planting distances, density, numbers, surfacing materials and provisions for future maintenance of all new planting, including all areas to be grass seeded and turfed and hardsurfaced, has been submitted to and approved by the local planning authority in writing.

REASON: In order to secure the satisfactory appearance of the development; in the interests of the visual amenities of the locality

6. The landscaping scheme, submitted under Condition 5 above, shall be implemented and completed 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. 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 provision, establishment and maintenance of a standard of landscaping.

7. The following windows shall be glazed with obscure glass and be of a non-opening design and construction to a height of 1.7 metres above internal finished floor and shall thereafter be retained in that condition at all times:

- a. The first floor windows to bedrooms in the north-eastern elevation of Block A serving Flat 4 as shown on the approved plan 0006 PO3 as having "obscure glass";
- b. The second floor windows to a bedroom and living room in the north-eastern elevation of Block A serving Flat 6;
- c. The ground floor window to a living room in the north-western elevation of Block B serving Flat 7;
- d. The first floor window to a living room in the north-western elevation of Block B serving Flat 9;
- e. The first floor window to a living/dining area in the north-western elevation of Block D serving Flat 16;
- f. The second floor window to a bedroom in the north-western elevation of Block D serving Flat 16.

REASON: To prevent overlooking and to protect the privacy of the occupiers of the adjacent properties.

8. Flat 4 in Block A shall not be occupied until a solid or obscure glazed privacy screen no less than 1.8 metres in height above the finished floor level of the terrace has been installed along the north-eastern side of the terrace serving that flat. The screening shall subsequently be retained at all times unless otherwise agreed in writing by the local planning authority.

REASON: To protect the privacy of the occupiers of the neighbouring property and to prevent overlooking.

9. None of the flats hereby approved shall be occupied until the approved parking and turning areas have been constructed in accordance with the approved details 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 flat or individual.



REASON: To ensure an adequate level of parking provision.

10. None of the flats hereby permitted shall be occupied until bin and cycle storage has been provided in accordance with the approved plans. The bin and cycle storage shall thereafter be retained and made available for use by residents living in the new flats hereby permitted for their respective uses at all times.

REASON: To ensure satisfactory provision of bin and cycle storage; in the interests of the satisfactory appearance of the development; in order to promote alternative sustainable modes of transport.

11. None of the development hereby permitted shall commence until a scheme for the delivery of on-site affordable housing has been submitted to and approved in writing by the local planning authority. The scheme shall include the following details:

- a. The plot numbers and type of affordable housing;
- b. Details of the timing of the construction of the affordable housing including any phasing arrangements;
- c. The arrangements to ensure that such provision is affordable for both initial and subsequent occupiers of the affordable housing;
- d. The occupancy criteria to be used for determining the identity of prospective and successive occupiers of the affordable housing, and the means by which such occupancy criteria shall be enforced;

The provisions of this condition shall not be binding on a mortgagee or chargee or any receiver (including an administrative receiver) appointed by such mortgagee or chargee or any other person appointed under any security documentation to enable such mortgagee or chargee to realise its security or any administrator (howsoever appointed) including a housing administrator (each a Receiver) of the whole or any part of the affordable housing units or any persons or bodies deriving title through such mortgagee or chargee or Receiver.

REASON: In order to secure the provision of affordable housing within the site.

12. The development hereby approved shall be carried out in accordance with the glazing and ventilation specifications stated in sections 7.3 - 7.5 of the approved Environmental Noise Report - Mach Acoustics unless otherwise agreed in writing by the local planning authority.

REASON: To prevent avoidable disturbance to residents from noise.

13. No development hereby permitted shall commence until a desk top study of the former uses of the site and adjacent land and their potential for contamination has been submitted to and approved in writing by the local planning authority (LPA).

Should the submitted study reveal a potential for contamination, intrusive site investigation and risk assessments should be carried out, including the risks posed to human health, the building fabric and the wider environment such as water resources, and where the site investigation and risk assessment reveal a risk to receptors, a detailed scheme for remedial works to address these risks and ensure the site is suitable for the proposed use shall be submitted to and approved by the LPA in writing.

The presence of any unsuspected contamination that becomes evident during the development of the site shall be brought to the attention of the LPA. This shall be investigated to assess the risks to human health and the wider environment and a

remediation scheme implemented following written approval by the local planning authority. The approved scheme for remediation works shall be fully implemented before the permitted development is first occupied or brought into use.

On completion of the remediation works and prior to the occupation of any properties on the development, the developers and/or their approved agent shall confirm in writing that the works have been completed in full and in accordance with the approved scheme.

REASON: To ensure that any contamination of the site is properly taken into account before development takes place.

14. No dwelling hereby permitted shall be first occupied until the visibility splays at the access with the existing highway have been provided in accordance with the approved details. The visibility splays shall thereafter be kept clear of obstruction (nothing over 0.6m in height) at all times.

REASON: In the interests of highway safety.

15. No work on site 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 with the local planning authority.

REASON: To protect the occupiers of nearby residential properties against noise and disturbance during the construction period.

16. No development shall commence on site until a Construction Management Plan (CMP) setting out how provision is to be made on site for the parking and turning of operatives vehicles, wheel cleaning, the areas to be used for the storage of building materials, plant, excavated materials and huts associated with the implementation of the approved development, has been submitted to and approved in writing by the local planning authority (LPA). The development shall be carried out in accordance with the CMP and areas identified in the CMP for specified purposes shall thereafter be kept available for those uses at all times during the construction period, unless otherwise agreed in writing with the LPA.

REASON: In the interests of highway safety and to ensure that the occupiers of nearby residential properties are not subjected to unacceptable noise and disturbance during the construction period.

17. The development hereby approved shall be carried out in full accordance with the approved Reptile Mitigation Strategy - EPR November 2016 submitted as part of the application unless otherwise agreed in writing by the local planning authority.

REASON: To ensure that protected species are not harmed and that habitat is enhanced as a result of the proposed development.

18. No development shall commence on site until a scheme of biodiversity enhancements to be incorporated into the development has been submitted to and approved by the local planning authority in writing. The development shall be carried out in accordance with the approved details.

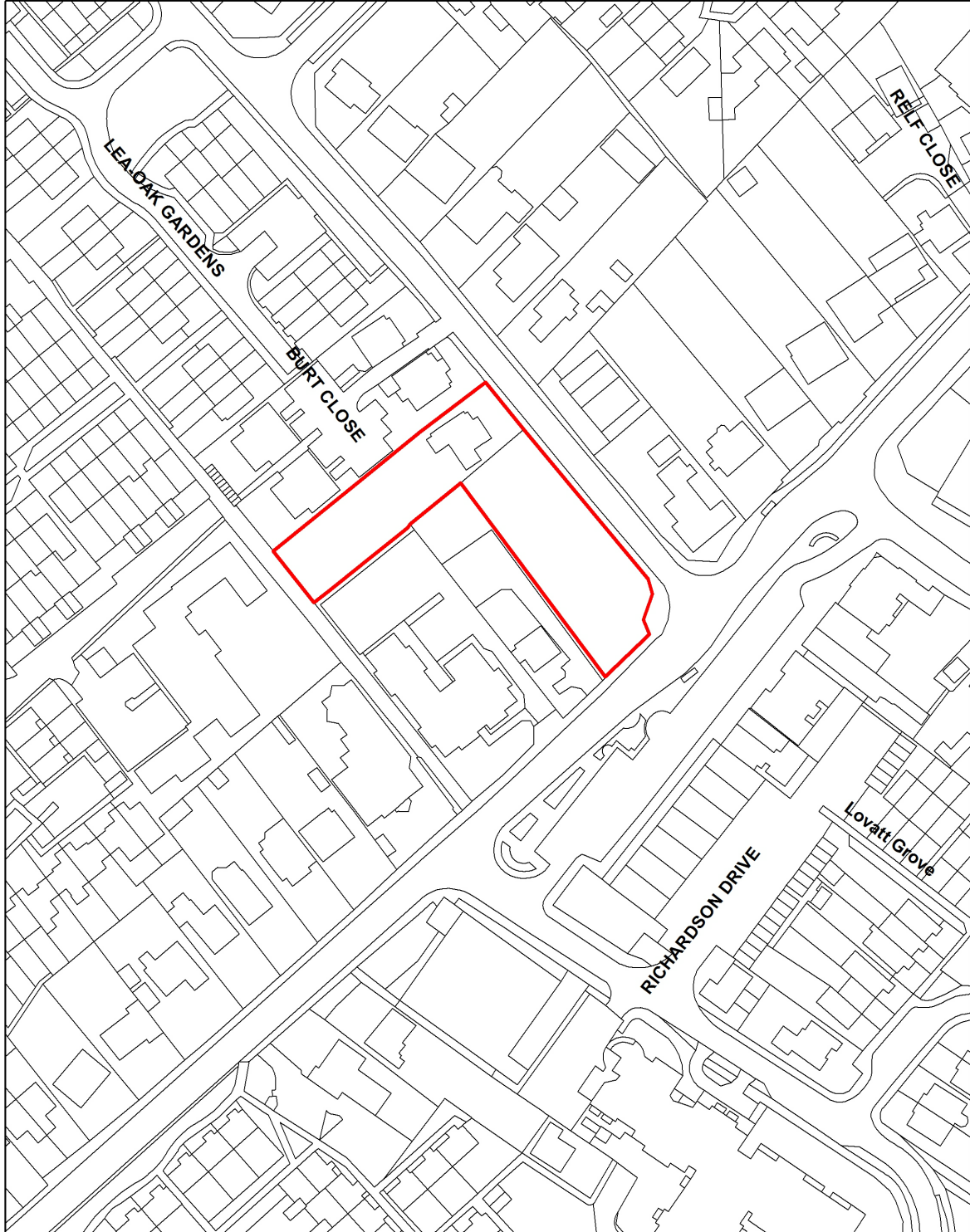
REASON: To ensure that protected species are not harmed and that habitat is enhanced as a result of the proposed development.

### ***Background Papers***

See planning history

# FAREHAM

BOROUGH COUNCIL



The Hampshire Rose  
96 Highlands Road  
Scale 1:1250



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