

P/12/0974/FP

TAYLOR WIMPEY

LOCKS HEATH

AGENT: WOOLF BOND
PLANNING

RESIDENTIAL DEVELOPMENT COMPRISING ERECTION OF 49 DWELLINGS WITH
NEW ACCESS, ASSOCIATED CAR PARKING AND OPEN SPACE

LAND AT PETERS ROAD LOCKS HEATH

Report By

Alex Sebbinger (Ext 2526)

Amendments

As amended by plans received on 1 and 5 February 2013

Introduction

Planning permission (P/07/1515/OA) was granted in 2008 for a total of 307 dwellings on the whole of the Peters Road allocated housing site (8.2Ha). That planning application was a hybrid consent including full permission for a first phase of 54 dwellings with the remainder granted approval in outline.

The application was submitted by a consortium of three housebuilding companies, Taylor Wimpey, Bovis Homes and Barratt Homes. Barratt Homes subsequently withdrew from the consortium arrangement and their land was acquired by Highwood Homes. Highwood Homes received planning permission (P/11/0125/FP) for 49 houses on this site in 2012 and subsequently transferred the site to Taylor Wimpey.

The greater part of the broader Peters Road site is subject to a separate current full planning application jointly made by both Taylor Wimpey and Bovis Homes.

Site Description

The site covers an area of approximately 1.35 hectares and is bounded by Peters Road to the north east, existing properties fronting on Chichester Close and Brook Lane to the west and by land forming Taylor Wimpey/Bovis Homes' portion of the wider site to the south and east.

The site comprises areas of derelict glasshouses and a number of abandoned outbuildings. This particular site is largely devoid of mature trees with only a few poorer specimens on the boundaries of existing development and a conifer plantation within the site. The boundaries internal to the main site are not formally defined with the boundaries to adjacent residential properties being principally fencing with some hedging.

The adjoining, existing residential dwellings are generally chalet bungalows presenting, in most cases, rear elevations to the development site.

Description of Proposal

The application is a revised proposal for a development of a total of 49 detached, semi-detached, linked and flatted dwellings, ranging from two to three storeys in height.

The dwelling mix comprises 5 x four bed, 33 x three bed and 1 x two bed houses together with nine x 2 bed and one x 1 bed flats. A total of 16 will be affordable comprising 9 x three

bed houses, 6 x two bed and 1 x one bed flats.

The application is made to amend the design of the properties as a result in the change in ownership of the site. The broad pattern and layout of the development remains as previously approved.

Policies

The following policies apply to this application:

Approved Fareham Borough Core Strategy

CS2 - Housing Provision

CS4 - Green Infrastructure, Biodiversity and Geological Conservation

CS5 - Transport Strategy and Infrastructure

CS6 - The Development Strategy

CS9 - Development in Western Wards and Whiteley

CS15 - Sustainable Development and Climate Change

CS16 - Natural Resources and Renewable Energy

CS17 - High Quality Design

CS18 - Provision of Affordable Housing

CS20 - Infrastructure and Development Contributions

CS21 - Protection and Provision of Open Space

Fareham Borough Local Plan Review

C18 - Protected Species

DG4 - Site Characteristics

H1 - Housing Allocations

Relevant Planning History

The following planning history, which relates to the broader Peters Road development site, is relevant:

P/97/0067/OA - Residential Development, access and open space undetermined -Appeal lodged and dismissed in May 1998.

P/00/1251/FP - Erection of 241 dwellings, open space and associated infrastructure (Affecting Public Right of Way) - Dismissed by The Secretary of State in October 2002.

P/02/0164/OA - Erection of 288 dwellings with associated infrastructure, open space and landscaping (outline application) Dismissed by The Secretary of State in October 2002.

P/02/0165/OA - Erection of 288 dwellings with associated infrastructure open space and landscaping Withdrawn July 2002.

P/07/1515/OA - Outline application for the erection of 307 dwellings, the provision of associated open space and recreational facilities, new vehicular access from Lockswood Road and Peters Road, transport and drainage infrastructure and landscaping of the 307 dwellings. The application includes the submission of full details for Phase 1 of the

development, which will involve the erection of 54 dwellings - approved November 2008.

P/07/1655/FP - Layout and specification of internal roads, footpaths, cycleways and drainage in association with P/07/1515/OA Approved November 2008.

P/11/0124/FP - Erection of 9 dwellings (7 three-bed houses and 2 four-bed houses) with associated parking and new access from Peters Road - withdrawn November 2011

P/11/0125/FP - Erection of 49 Dwellings with associated Parking, Open Space and Landscaping and New Access from Peters Road - Permission 18 July 2012

P/11/0126/FP - Erection of 14 dwellings (1 one-bed flat and 13 three-bed houses) with associated parking and new access from Lockwood Road - withdrawn November 2011

P/11/0195/FP - Erection of 215 dwellings (including affordable housing) together with new vehicle and pedestrian access, associated car parking, landscaping and open space - Refused 3 May 2012

P/11/0730/FR - Layout and specification of internal roads, footpaths, cycleways and drainage in association with P/07/1515/OA (full renewal of P/07/1655/FP - decision pending

P/11/0731/FR - Outline application for the erection of 307 dwellings, the provision of associated open space and recreational facilities, new vehicular access from Lockwood Road and Peters Road, transport and drainage infrastructure and landscaping of the 307 dwellings. The application includes the submission of full details for Phase 1 of the development, which will involve the erection of 54 dwellings - decision pending

P/12/0717/FP - Residential Development, Erection of 207 No. Dwellings (Including Affordable Housing) With New Vehicle & Pedestrian Access, Associated Parking, Landscaping & Open Space - Decision Pending

Representations

Eight representations have been received raising the following issues:-

- Overlooking and loss of privacy
- 10 Chichester Close is shown without extension and conservatory therefore Plot A21 appears to be further from existing property
- Plot A12 garage too close to 7 Chichester Close
- Conditions from approved development should be made applicable to this application
- Car ports appear to be just garages without doors
- There must be assurance that the end of Chichester Close will be blocked off
- Soakaways are unlikely to work for surface water drainage - flooding has increased
- No need for primary access on to Peters Road now that there is one developer
- Inadequate parking for Plot 3

Consultations

Director of Planning & Environment (Highways -

Following the receipt of revised plans the following matters remain to be resolved:

- Whilst the principle of access to Peters Road is acceptable, the 6m radii proposed should be drawn properly so that the tangent points align with the straight sections of kerb.
- The alignment of the 3m pedestrian/cyclist link should be arranged to reflect the natural

desire line in a form I have advised to the applicant's representative.

- It appears that Units A1, A23 and A24 now have car ports in the place of garages, which is acceptable.
- The lay-by parking for units A2 and A3 is unacceptable.
- As units A7, A8, A13, A28 and A38 are 4 bedroom or equivalent, three car parking spaces should be provided for each.
- Whilst several track plots have been submitted, there is no evidence that a 10.8m long refuse vehicle will be able to turn within the proposed layout at the southern end of the site."

Hampshire County Council (Strategic Environmental Delivery Group, Economy, Transport and Environment Department - Archaeologist) - No Objections subject to conditions

Director of Community & Streetscene (Refuse/Recycling) - Developers must have regard to the Planning Advice Note on The Provision of Refuse Storage Facilities in New Residential Developments, available from the Planning department.

On this particular development, houses will need to put their bins out on the kerbside at the edge of their property, unless there is a bin collection point. Purchasers will need to be advised if they are required to use a bin collection point. All bin collection points must be installed with a suitable hard surface, not grass.

Director of Regulatory and Democratic Services (Pollution and Suitability) - No objections

Director of Regulatory and Democratic Services (Contaminated Land) - No objection subject to condition

Director of Planning & Environment (Ecology) -

Comments remain as previous permitted application:

The information includes an Information for Habitats Regulations Assessment report (Aluco Ecology, January 2012). On the basis of the report and some further information within the Solent Mitigation and Disturbance Project study documents, the Local Planning Authority (LPA) can conclude no likely significant effects upon European designated sites. In satisfying itself the LPA has also addressed the previous comments and advice of Natural England, which relate to potential recreational disturbance impacts on the interest features of the Solent and Southampton Water Special Protection Area (SPA) and Ramsar site. Impacts on other European sites are not considered to be likely.

The Aluco report concludes that the effect of an additional 49 dwellings at Site A is de minimus and would not contribute to any in-combination effect. On the basis of the report and information within the Solent Mitigation and Disturbance Project study documents, it is advised that there would be no likely significant effects upon European designated sites.

Survey work has indicated the presence of badger sett entrances along the southern boundary, which are very likely to be an outlying sett to the main sett located off the site and to the south. A finalised detailed reptile mitigation strategy based on the submitted Reptile Mitigation Strategy (Ecosupport Ltd, August 2011) with specific timescale should be secured by condition of any consent. The long term management and monitoring of the receptor site is proposed to be carried out by the landowner of the receptor site with financial contribution by the developer, which should be secured through a legal agreement.

Any consent will need to secure the following matters by condition: adherence to the mitigation measures set out within the Ecology Survey and addendum, submission of up to date badger surveys and mitigation strategy prior to commencement, submission of a Construction Environment Management Plan, submission of a management plan for the areas of ecological mitigation and enhancement and submission of a lighting scheme designed to avoid and minimise impacts to wildlife.

Natural England -

Comments remain as previous permitted application:

Confirm that it is unlikely that the proposal would have a significant effect upon the interest features of Solent and Southampton Water Special Protection Area (SPA) and RAMSAR site so that an Appropriate Assessment is not required. Ongoing research is being carried out concerning the extent of the recreational impacts that may be occurring within the Solent, so that the LPA in conducting their Habitats Regulations Assessment may wish to consider whether the provision of open space in line with Public Open Space Standard is sufficient or whether further green space provision is necessary to be certain of avoiding a significant effect on European designated sites. The LPA should consider these proposals in combination with other applications on the wider development site as well as others in the area with regard to their potential impact on European Sites.

Hampshire Constabulary (Crime Prevention Design Advisor) - A number of recommendations/suggestions relating to providing security by the design of the scheme have either been dealt within the scheme or can be addressed by planning condition.

Southern Water - Formal application is required for a connection to the public sewer. If planning permission is granted this should be conditional upon agreement of details of foul and surface water sewage disposal and upon an informative drawing attention to the need for a formal public sewer connection application.

Environment Agency - No objection raised in principle, subject to conditions.

Director of Planning and Environment (Tree Officer) -

In general terms the layout and proposed landscaping are broadly supportable, however, further detailed information will be required before a fully informed decision can be made:

- Protection, remediation or creation of sufficient soil rooting volumes for amenity planting in hard surfacing
- Boundary treatment for residential gardens adjacent to naturalised areas, tree belts and woodlands etc
- Below ground service runs in relation to root protection areas
- Finished levels/cross sections for construction in relation to retained trees and landscape features
- Section 106 agreement to formalise management of landscaping and frontage areas in perpetuity

Director of Community & Streetscene (Strategic Housing) -

It is noted that the number, type and location of the proposed affordable housing units remain as previously permitted. Issue was raised over the floorspaces of the units in respect

of normal affordable housing standards.

Following discussion it has been agreed that all the affordable dwellings as proposed are acceptable with the exception of plot A46 (a one bedroom flat over garage) that is oversized. (Amended plans have been submitted)

Planning Considerations - Key Issues

Principle of Development

The site is identified as part of a housing allocation within the Fareham Borough Local Plan Review (2000) under Policy H1.

The site is proposed for development independently from the remainder of the site and care has been taken to ensure that the proposed development not only functions in its own right, but that it does not compromise the development of the remainder of the allocated site and that it complies with the aims and objectives set out in the Peters Road Development Brief, adopted as a Supplementary Planning Document in November 2007. The Development Brief provides detailed guidance for the residential development, expanding on the residential allocation in the Local Plan Review.

The principle of residential development on this site together with the broad layout has previously been established by approval of a detailed scheme P/11/0125/FP for 49 dwellings.

In view of the above, the proposed residential development of the site accords with the Core Strategy, the Local Plan Review and the adopted Development Brief and is acceptable in principle.

Layout Design

The adopted Peters Road Development Brief provides guidelines for the layout of the residential development of the site.

The development layout generally follows the requirements of the Design Code of the Development Brief. The layout follows closely that already approved with the major changes being to the dwelling designs. The layout follows closely that already approved with the major changes being to the dwelling designs.

The variations of the latest proposals from the previous approved layout include:

- minor footprint changes, insufficient to result in harm to adjacent existing or proposed dwellings
- Changes to a number of car port positions, again, not in locations where harm would arise
- Strengthening of the built form of the street corner units to create a greater degree of physical enclosure
- Connection of flat units with dwelling units to the north to again provide visual enclosure and to visually close the proposed car parking court.

Officers consider that the changes to the layout retain the important features set out in the Development Brief and achieved through the planning permission.

Impact on neighbouring residential properties

Building heights of the proposed dwellings on plots adjacent existing residential properties in Brook Lane, Chichester Close and Peters Road have been arranged to ensure that the potential for overlooking and loss of light is minimised and in any event the separation distances are at least those indicated within the design guidelines of the Local Plan Review, as are the proposed depths of garden areas. It is considered that the proposal will not result in any material impact on the amenities of neighbouring properties. Similarly, there would be no significant impacts resulting from the scheme on the amenity of future occupiers of Taylor Wimpey/Bovis Homes' proposed scheme.

Adjoining occupiers have raised concerns about drainage and flooding. The applicant has submitted Flood Risk Assessment and Drainage Strategy documents to address these issues. The Environment Agency has analysed these documents and has no objection to the proposal, subject to conditions.

Proposed dwellings having a relationship to existing properties are all standard two storey with separation distances being to all intents and purposes the same as before. Relationships to existing adjacent developments remain acceptable.

At the committee meeting approving the previous application members resolved that they did not wish to see any access between the development site and Chichester Close. The current application does not propose any access through to Chichester Close and the applicants have agreed that they are happy with a condition being imposed to secure this in perpetuity.

Dwellings/units Design

The changes to the proposed layout and the resubmission of this application have in essence been design led to the extent that as an established building company the applicants aim to construct the development within or as close as possible to their own established portfolio of building styles.

In some respects this will enable a cohesive visual style to be established over the majority of the wider development site although due to the more individual 'homezone' form of the layout of this application site it does lend itself to more bespoke design. Nonetheless, the applicants have retained the individuality of the layout whilst also using more generic building designs.

Some variations to the detailing of the designs have been submitted, which include chimneys on some plots, and it is the Officers' opinion that, whilst, as a point of judgement, they do not result in such a site specific and unique development as that already approved, nonetheless, they cannot be considered unacceptable.

The applicants have submitted a palette of materials which include a mix of three brick types, render, and timber boarding and three roofing materials. The quality of the materials is considered to be acceptable

Access, Highways and Transportation

This application proposes access via the secondary access point for site as a whole. The form of access arrangement follows the principles set out in the Brief. Potential access linkages to the remainder of the site and the route of the cycle path have been taken into account. The scheme complies with the requirements of the Development Brief to allow

access to no more than 50 dwellings from Peters Road.

The majority of units within the wider site will be accessed from Lockwood Road, though an emergency access link between the two access arrangements will permit emergency vehicles to travel through the site from either entrance, which will be ensured by a legal agreement.

In response to the reported Highway comments amendments have been sought to cover the issues raised including:

- Redrafting of the access to Peters Road to provide 6m radii - This can be achieved without harm or alteration to the dwelling layout;
- Revision of layby parking adjacent plot A3 - This can be achieved by allocating the southern space to Plot A3 and identifying the northern space for visitors. Plot A2 already has sufficient parking;
- Providing additional car parking spaces for plots A7, A8, A13, A28 and A38 - Plots A7, A8, and A38 can be addressed by creating 'through' car ports which will allow triple tandem parking. Plot 13 can be provided with a tandem space. Plot A28 can be resolved with the provision of a space alongside those for A26 which requires adjustment under the final point below;
- Provision of adequate turning for a refuse vehicle - On the previously approved Highwood development part of the access to (what is now) Plot 26 was shown to be available for refuse vehicle manoeuvring. The current layout has moved the proposed dwelling further to the west, reducing the access area to that plot to its parking spaces only. Officers are advised that the highway would not be adoptable on this basis. The solution is to move the boundary of Plot 26 further to the east to allow a widening of the access/parking area sufficient to accommodate a manoeuvring refuse vehicle. The same area can also provide for the third space to Plot A28. Vehicle swing diagrams are sought to demonstrate the achievement of this aim. Members should note that the changes will result in a reduction of the open space area, however, the open space is larger on the current plan than on the approved Highwood Scheme.

Nature Conservation

Comments from the County Ecologist and Natural England remain unchanged.

Although no part of the development site is designated as an area of any significance for nature conservation, the current nature of this former horticultural land indicates the likely presence of a variety of wildlife habitats.

Nature Conservation issues arise from two areas:

- (i) Offsite impact of increased recreational pressure upon designated SPA/RAMSAR sites resulting from the increase in local residents represented by the new development;
- (ii) On site assessment and mitigation of species extent on the land.

Off-site - it has been concluded that the limited number of dwellings involved in this case would be de minimus and would not result in any significant impact upon these sites.

On-site - Survey work has indicated the presence of badger sett entrances along the southern boundary, which are very likely to be an outlying sett to the main sett located off

the site and to the south. It is proposed to maintain the hedge along the southern boundary and a continuation 'wildlife corridor' is proposed around the remainder of the southern/western and northern boundaries through to Chichester Close. The Director of Planning and Environment (Ecology) advises that the survey of badger setts and activity and mitigation will be required by condition.

Similarly, reptiles have been identified as present at the site. A mitigation report has been submitted identifying a suitable receptor site for any translocated reptiles. Again, the detailed strategy should be secured by condition. It is suggested that the long term management, monitoring and funding of the reptile receptor site be ensured through a Section 106 agreement. A Construction Environment Management Plan will also be a requirement before commencement of works.

Contributions and affordable housing

The level and type of development remains unaltered from that previously approved. As a consequence, contributions required would remain the same. The applicants have confirmed that they will offer the same level of contributions previously agreed. This involved a 30% affordable housing contribution together with a total of £300,000 contribution towards highways, education and open space. It is expected that the contributions would be secured through a deed of variation on the previous agreements.

The affordable housing as now proposed has been agreed with the Strategic Housing Manager and in fact amounts to 16 dwellings resulting in a 32.6% contribution and includes a mix of housing for rent and shared ownership.

Policy CS15 and Code for Sustainable Homes

From the beginning of 2012, Policy CS15 of the Core Strategy has sought to achieve Code Level 4 of the Code for Sustainable Homes for new residential proposals. This issue was raised under the previously approved development where the applicants pointed out that the development would achieve Code Level 3, but that a Level 4 requirement would cause viability issues, in the order of an additional £270,000 burden which would have required reassessment of the package of affordable housing/contributions that the development could support. Members agreed that under the circumstances it would be appropriate to allow the achievement of Code level 3 only.

The current application which incurs the same viability constraints as the previous permission proposes the same Code Level 3. Officers advise that this should again be accepted.

Conclusion

The application site forms part of the Peters Road residential development area as allocated in the Core Strategy and the Fareham Borough Local Plan Review. The proposed development of the site would bring forward new residential properties helping to meet the current levels of housing demand and in particular the need for affordable dwellings. The applicant has demonstrated that development of this site may successfully be achieved, without prejudice to the development of the wider site or to meeting the aims and objectives of the Development Brief.

The form and layout of the development is broadly similar to the development already approved and there are no significant differences in impact which might lead to a different recommendation in this case.

Notwithstanding the representations presented, subject to appropriate legal agreements and planning conditions, officers consider the proposal to be acceptable.

Reasons For Granting Permission

The development is acceptable taking into account the policies of the Development Plan and adopted Development Brief for the site. The built form of the proposal is well related to existing development to the north and west and development of this portion of the allocated site, in isolation, would not prejudice development of the wider site. The proposal is not considered likely to result in any significant impact on the amenity of adjoining occupiers, the character of the area, nature conservation interests or on highway safety. The proposal has justified provision for infrastructure enhancements in respect of affordable housing, open space, highways/transport and education. There are no other material considerations that are judged to have sufficient weight to justify a refusal of the application, and where applicable conditions have been applied in order to satisfy these matters. The scheme is therefore judged to be in accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004 and thus planning permission should therefore be granted.

Recommendation

Subject to:

- (i) amended plans to cover the outstanding highway matters set out in the report;
- (ii) the applicant/owner first entering into a planning obligation pursuant to Section 106 of the Town and Country Planning Act 1990 on terms drafted by the Solicitor to the Council or a deed of variation to the same effect to secure:
 - a) a financial contribution towards off-site public open space and/or facilities;
 - b) the provision and maintenance of the on-site open space and play area;
 - c) to secure the long term management, monitoring and funding of the reptile receptor site;
 - d) secure access to the adjoining site;

by the 30th May 2013;

- (iii) the applicant/owner first entering into a planning obligation pursuant to Section 106 of the Town and Country Planning Act 1990 on terms drafted by the Solicitor to Hampshire County Council to secure a financial contribution towards education facilities and transport infrastructure improvements by the 30th May 2013;

PERMISSION:

time limit, approved plans, materials; levels; boundary treatments; parking; hard surfacing; vehicular access restriction through site, full closure of access from site to Chichester Close, landscaping implementation and management; in highway tree planting; removal of permitted development rights (specified plots); no windows (pd rights) specified elevations; retention of carports without doors; open space management plan and implementation; site contamination survey and remediation details; archaeological investigation and evaluation; details of street furniture/signage/lighting; adherence to ecological survey and mitigation measures (reptiles); badger survey and mitigation; Construction Environment Management Plan; surface water drainage strategy; Code for Sustainable Homes; measures to prevent

mud on roads; no burning; construction hours; construction traffic; details of foul sewage disposal; implementation of off-site highway works; provision of LAP and affordable housing provision.

Informatives:

In-highway tree planting schedule to be agreed by Hampshire County Council as Highway Authority before submission of scheme to comply with specific landscape condition to identify how planting will be undertaken to provide for future tree growth; formal public sewer connection application to Southern Water will be required; attention drawn to Hampshire Constabulary letter regarding the achievement of Secure by Design Status

OR

In the event that the applicant fails to complete the necessary Agreements by 30th May 2013;

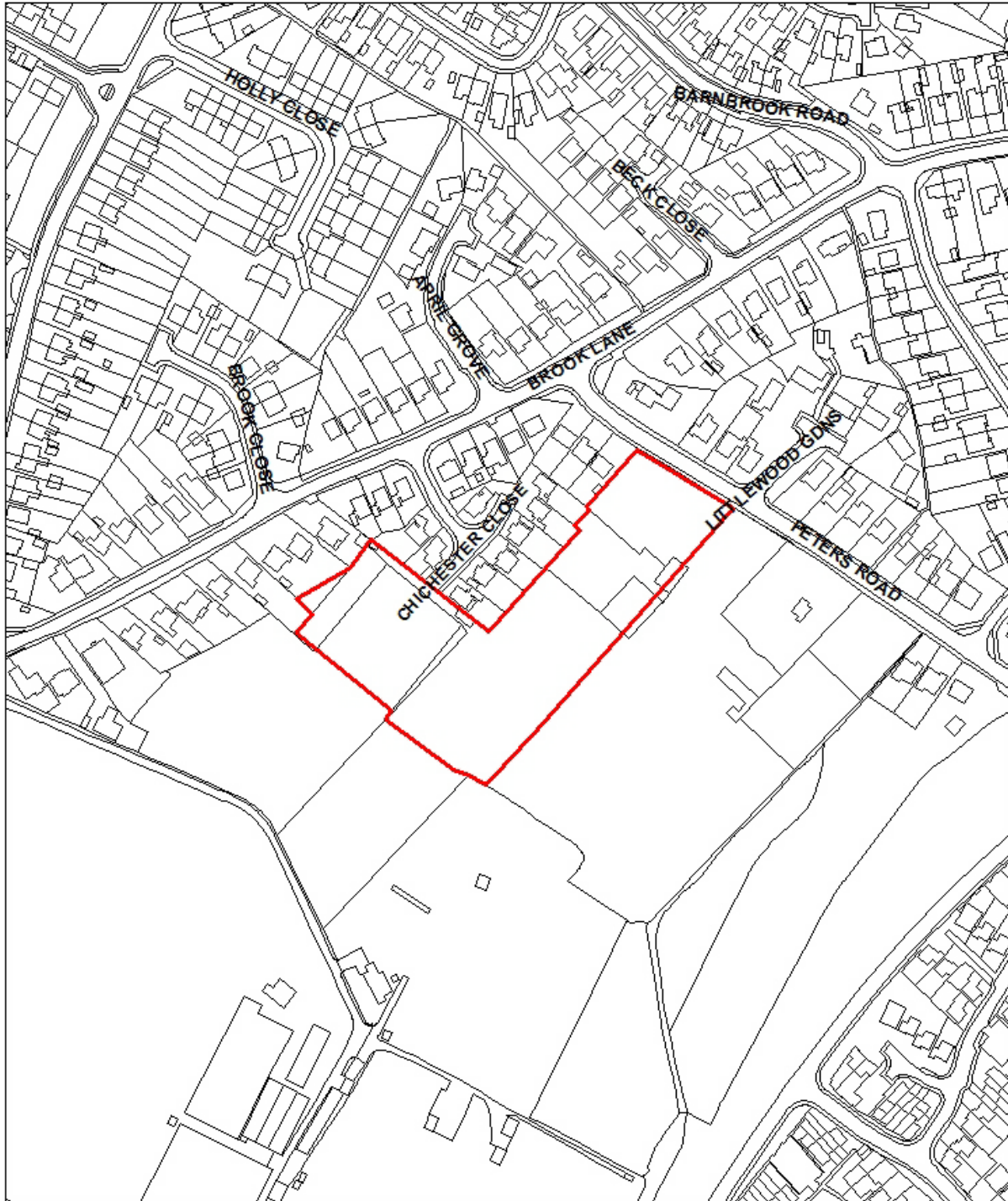
REFUSE: Contrary to policy: open space provision; impact on local educational facilities; impact on local highway network, impact on nature conservation interest

Background Papers

File: P/07/1515/OA, P/11/0125/FP, P/11/0195/FP and P/12/0974/FP

FAREHAM

BOROUGH COUNCIL



Land at Peters Road
Scale 1:2500

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