

P/15/0962/FP

MR B FARROW

SARISBURY

AGENT: ROBERT TUTTON
TOWN PLANNING CO

ERECTION OF A DETACHED BUNGALOW WITHIN REAR GARDEN

GREENVIEW COTTAGE THE GREEN SARISBURY GREEN SOUTHAMPTON
HAMPSHIRE SO31 7AA

Report By

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Introduction

Pre-application advice (Q/0087/15) was given regarding a similar proposal in April 2015. It was advised that the sub-division of the plot and erection of a detached bungalow would not be supported due to the detrimental impact on the Sarisbury Green Conservation Area.

Site Description

This application relates to a site within the urban area which is located within Sarisbury Green Conservation Area. The site currently forms part of the mature residential curtilage of Greenview Cottage which lies to the south side of the recreation ground. The Green is a narrow and informal road with no pedestrian footpath which runs along the southern edge of Sarisbury Green.

Description of Proposal

Planning permission is sought for the erection of a detached 2-bed bungalow. A private access would be provided to the bungalow from The Green resulting in the creation of an additional opening in the hedgerow which currently forms the garden boundary. The dwelling would be provided with two car parking spaces. The private useable amenity space for the proposed bungalow would measure approx. 19m in width and 6.5 metres in depth.

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

CS9 - Development in Western Wards and Whiteley

CS15 - Sustainable Development and Climate Change

CS17 - High Quality Design

CS20 - Infrastructure and Development Contributions

Development Sites and Policies

DSP2 - Environmental Impact

DSP3 - Impact on living conditions

DSP5 - Protecting and enhancing the historic environment

DSP13 - Nature Conservation

DSP15 - Recreational Disturbance on the Solent Special Protection Areas

Relevant Planning History

The following planning history is relevant:

P/14/0903/TC **FELL 4 NO POPLAR TREES WITHIN SARISBURY GREEN
CONSERVATION AREA**
APPROVE 20/10/2014

Representations

Seven letters of objection has been received raising the following concerns;

- Detrimental impact to the character, appearance, landscape and setting of Sarisbury Green Conservation Area
- Overdevelopment of site
- Contrary to Sarisbury Green Conservation Area Appraisal and Management Strategy
- Changing the historic development pattern of the village
- Loss of established hedgerow and impact on public views from the Green
- The design and construction would not fit in or enhance the area
- Garden grabbing should not be permitted in the Conservation Area
- Impact to adjacent listed buildings and those of special interest
- Loss of privacy to adjacent rear gardens
- Proposed access detrimental to informality of The Green
- Additional vehicle movements on The Green
- Impact to surface water drainage/run off within local area
- Loss of mature garden with shrubs, hedges and small trees
- Setting a precedent for further in-fill development
- Impact of delivery and construction vehicles
- Inadequate access for emergency services

Five letters of support has also been received

Consultations

Director of Planning & Regulation (Conservation Officer) - The Sarisbury Green Conservation area was designated in 1994 to preserve the character and appearance of the old settlement around the village green. The Sarisbury Green Conservation Area Character Appraisal and Management Strategy sets out the characteristics of the conservation area that contribute to its significance. The document identifies the character of the southern side of the green as deriving from the established pattern of buildings, spaces and trees and their close relationship with the green itself. It also makes clear that the low key approach to enclosure allows wide uninterrupted views of the dwellings and gardens on its southern side. The historic pattern of development including the informal arrangement and small scale of residential and commercial buildings around the Green is identified as a key feature to preserve and enhance.

In my view the proposal, owing to the erosion of space and loss of garden around the existing dwelling, which would be evident in views from The Green, would result in harm to the character and appearance of the conservation area. The NPPF advises that when making a decision any harm should require clear and convincing justification and should be weighed against the public benefits of the proposal; I can see no public benefit resulting from this particular scheme that would justify the harm.

Director of Planning & Regulation (Highways) - No highway objection is raised to the application although it will be necessary to provide a 2m by 33m visibility splay to the western centreline from the access. The provision of this splay will require significant work to the frontage hedgerow, which may require some replacement. This requirement is based on the assessment that approach vehicle speeds are in the order of 25mph. It is considered the car parking and turning provisions are satisfactory.

Director of Planning & Regulation (Ecology) - Comments awaited

Planning Considerations - Key Issues

The main considerations in the determination of this planning application are;

Principle of Development

Impact to Character of the Area

Impact to Living Conditions of Neighbouring Properties

Highways

Other Matters

Principle of Development

Policies CS2 (Housing Provision) and CS6 (The Development Strategy) of the adopted Fareham Borough Core Strategy place priority on reusing previously developed land within the defined urban settlement boundaries to provide housing. The National Planning Policy Framework (NPPF) excludes private residential gardens from being defined as previously developed land but sets out there should be a strong presumption in favour of sustainable development. It is recognized that garden sites can assist in meeting housing needs provided that the proposed development is acceptable in all other respects.

The site is located within the defined settlement boundary such that the principle of re-development of the land may be acceptable subject to other planning considerations such as the effect on the character of the area and the living conditions of neighbours. The site lies within the Sarisbury Green Conservation Area which is a designated heritage asset. The NPPF expects the local planning authority to give great weight to the conservation of designated heritage assets.

Impact to Character of the Area

Policy CS17 (High Quality Design) of the adopted Core Strategy is of relevance to the determination of this application as it states that all development will be designed to respond positively to and be respectful of the key characteristics of the area, including heritage assets, landscape, scale, form, spaciousness and use of external materials.

Officers are concerned that the proposal does not respect the key characteristics of the area in particular with regards to the plot sizes of both the proposed dwelling and the retained plot for the existing dwelling. The surrounding area is generally far more spacious with dwellings set within large plots. The form of the proposed dwelling being a 2-bed detached bungalow is also alien to the area and in officers opinion would be out of keeping. The proposal would result in the loss of a mature garden and whilst it is accepted that there is no requirement to maintain this garden it is considered the proposal would be harmful to the existing landscape through the loss of established trees and planting and the extensive coverage of the site. The proposal is considered contrary to Policy CS17 of the Core Strategy.

Policy DSP5 (Protecting & Enhancing the Historic Environment) of the adopted Local Plan Part 2: Development Sites and Policies is also of particular relevance given the sensitive location of the site within Sarisbury Green Conservation Area. It states that development affecting a conservation area will be permitted where it preserves or enhances its character, setting and appearance. Development must also take account of the relevant Conservation Area Character Assessment.

The Sarisbury Conservation Area Appraisal and Management Strategy (adopted 2010) states at para 4.7;

'East of the community centre and the public footpath that leads to Holly Hill Lane the frontages of the houses are enclosed with almost unbroken hedging that abuts the road all the way to the cricket pavilion. The dwellings are separated from each other and the road by important garden spaces and trees, shrubs and hedges within them form a significant element in views across the green and contribute strongly to character.'

It is considered that the proposal would be detrimental to the character of the Conservation Area by virtue of the loss of space between the existing dwellings and important garden land. The proposed dwelling would be sited in close proximity to the garage of Mellow Mead eroding the sense of space between Greenview Cottage and Mellow Mead and would also be in close proximity to Fairfield View. The site would be cramped in comparison to surrounding development and the proposal would significantly reduce the amenity space available to Greenview Cottage.

Officers are of the opinion that the provision of a new access driveway on to The Green and the subsequent removal of a 3m wide section of hedge would be harmful to views from Sarisbury Green to the south as would the removal of established trees and planting within the rear garden of Greenview Cottage. Although it is stated that the new drive would be lined with planting inside of the proposed 1.8m high acoustic wall/fence it is not considered that there would be sufficient space for this planting to establish on the northern side giving a harsh appearance. It is considered that the presence of the dwelling would be apparent in views from The Green, particularly the roof and access drive. The dwelling would also be visible to the occupants of surrounding properties.

Whilst there are listed buildings within the Conservation Area it is not considered that this proposal would affect their setting.

Impact to Living Conditions of Neighbouring Properties

It is not considered that the proposal would have a detrimental impact on the living conditions of neighbouring properties. Given that it is limited to single storey it is not considered there would be a detrimental loss of privacy to adjoining garden areas.

Highways

The Council's Highways Engineer has raised concerns regarding visibility to the west when emerging from the driveway of the proposed dwelling. Whilst it is recognised that a visibility splay of 2m by 33m could be achieved it is considered this would require significant work to the frontage hedgerow. The hedgerow is acknowledged as an important feature within the Conservation Area and therefore these works cannot be supported.

The parking arrangements proposed for the dwelling are considered acceptable. Two car

parking spaces would be provided in accordance with the Council's Residential Car & Cycle Parking SPD. The parking and access arrangements for Greenview Cottage would remain as existing. It is not considered that the proposal could be resisted on the grounds that it would result in additional vehicle movements on The Green.

Other Matters

Concerns have been raised that this proposal would exacerbate existing flooding issues within the immediate locality. Had officers been minded to grant planning permission then as part of the building regulations application it would have been necessary for the applicant to demonstrate how surface water would have been disposed of.

Policy DSP15 (Recreational Disturbance on the Solent Protection Areas) of the adopted Fareham Borough Local Plan Part 2: Development Sites and Policies explains that planning permission for proposals resulting in a net increase in residential units may be permitted where the 'in combination' effects of recreation on the Special Protection Areas are satisfactorily mitigated through the provision of a financial contribution to the Solent Recreation Mitigation Project (SRMP). The proposal involves a net increase of one residential unit. Had the proposal been found acceptable in all other regards the applicant would have been invited to make a financial contribution through the SRMP. In the absence however of such a contribution or the means to secure one, or the submission of evidence to demonstrate that the 'in combination' effects of the development can be avoided or mitigated in another way, the proposal is held to be contrary to Policy DSP15.

Summary

In summary the proposal is considered unacceptable in that the subdivision of the plot and erection of a detached bungalow within the rear garden would result in a cramped and unsympathetic form of development detrimental to the more spacious character of the area. The proposal would erode the sense of space between existing buildings and result in the loss of garden space to the detriment of the character of the Sarisbury Green Conservation Area. The creation of an access driveway and the removal of a section of hedge along the boundary of The Green would also be harmful as would the removal of established trees and planting within the rear garden of Greenview Cottage.

The proposal does not make adequate provision for visibility in a westward direction when emerging from the proposed driveway and in order to achieve sufficient visibility significant works would be required to the frontage hedgerow which is recognised as an important feature within the Conservation Area and can therefore not be supported.

It is not considered that the proposal would have an unacceptable impact on the living conditions of the occupants of the neighbouring properties.

The proposal fails to mitigate the impact of the development on recreational pressure and habitat disturbance to the Solent Special Protection Areas.

The proposal is found contrary to Policies CS5 and CS17 of the adopted Fareham Borough Core Strategy and Policies DSP5 and DSP15 of the adopted Fareham Borough Local Plan Part 2: Development Sites & Policies.

Recommendation

i) Subject to receipt of comments from Director of Planning & Development (Ecology)

REFUSE

The proposed development is contrary to Policies CS5 and CS17 of the adopted Fareham Borough Core Strategy and Policies DSP5 and DSP15 of the adopted Fareham Borough Local Plan Part 2: Development Sites & Policies and is unacceptable in that:

i) the proposal would give rise to a cramped and unsympathetic form of development harmful to the character of the area which would fail to respond positively to and be respectful of the key characteristics of the area including its heritage assets, landscape, scale, form and spaciousness;

ii) by virtue of the proposed sub-division of the plot, the erosion of space between existing dwellings, the loss of established mature garden land and the removal of a section of hedge along the boundary with The Green the proposal would fail to preserve or enhance the character and appearance of the Sarisbury Green Conservation Area;

iii) the proposal fails to provide satisfactory visibility in perpetuity in a westward direction at the junction of the driveway with The Green and would as a result be harmful to the safety of highway users. Whilst it is considered that a satisfactory visibility splay could be achieved this would involve significant work to the frontage hedgerow to the detriment of the visual appearance and character of the area;

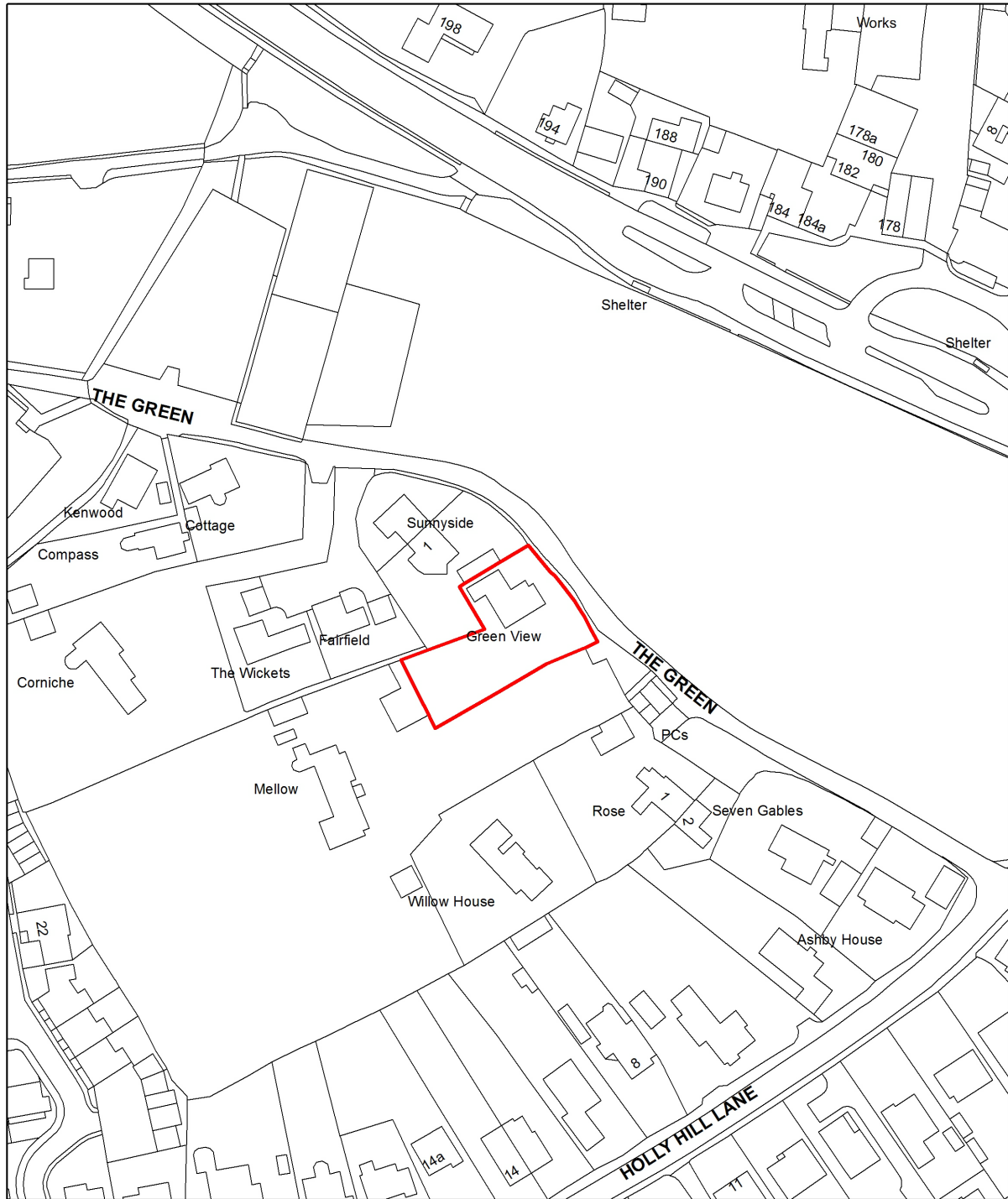
iv) in the absence of a financial contribution or a legal agreement to secure such, the proposal would fail to provide satisfactory mitigation of the 'in combination' effects that the proposed net increase in residential units on the site would cause through increased recreational disturbance on the Solent Coastal Special Protection Areas.

Background Papers

P/15/0962/FP

FAREHAM

BOROUGH COUNCIL



Greenview Cottage
Scale 1:1250

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