

P/15/1055/FP

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AGENT: TONY OLDFIELD
ARCHITECTS LTD

THE ERECTION OF A DETACHED 5 NO. BEDROOM HOUSE PROVIDED WITH A DETACHED DOUBLE GARAGE, CAR PARKING, TURNING AND AN EARTH BUND TO THE FRONT OF THE SITE.

LAND AT NEW ROAD SWANWICK SO31 7HE

Report By

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Introduction

The application has been included on the agenda at the request of the applicant and at the discretion of the Head of Development Management.

Site Description

The site is located on New Road, Swanwick and falls within an area of countryside. To the north of the site lies a chalet style, detached bungalow known as Hazelbank. To the east of the site there is a detached, dwelling and a Garden Nursery. To the south of the site lies an undeveloped plot of land with Fairways School immediately beyond. To the west of the site there is a paddock which is within the ownership of the applicant.

The site is of an open character with an area of hard surfacing towards the front (east) of the plot.

The land rises from south to north along the road. The site is therefore at a slightly higher level than Fairways School to the south and in an elevated position from the road.

Description of Proposal

The application is for a two storey, detached dwelling together with a detached outbuilding (containing a double garage and a store), landscaping and a 1.8m close boarded fence along the southern boundary.

The dwelling would be of a traditional form with a hipped roof and a series of gable ends on the front and rear elevations. The dwelling would be set 1m below ground level with a retaining wall to the front. The detached garage would be positioned to the front of the dwelling. The application also proposes the addition of a bund to the front of the plot.

Policies

The following policies apply to this application:

National Planning Policy Framework 2012

Planning Policy Guidance

Fareham Borough Design Guidance (excluding Welborne) Supplementary Planning Document

Residential Car and Cycle Parking Standards Supplementary Planning Document

Approved Fareham Borough Core Strategy

CS5 - Transport Strategy and Infrastructure

CS14 - Development Outside Settlements

CS17 - High Quality Design

Development Sites and Policies

DPS1 - Sustainable Development

DSP3 - Impact on living conditions

DSP6 - New residential development outside of the defined urban settlement boundaries

Relevant Planning History

The following planning history is relevant:

Appeal ref T/APP/A1720/A/91/179670/P8 relating to FBC 5725/10 for a dwelling at the site address was dismissed in July 1991.

The Inspector stated that the gaps between the built up frontages on New Road help give the area a semi-rural character and that local planning policies seek to retain this character by restricting new development to small gaps in otherwise continually built up frontages. Most importantly, the Inspector also stated that the appeal site lies beyond any defined ribbon or residential development and that consequently the dwelling would be a conspicuous intrusion into the countryside, consolidating development contrary to local planning policies and damaging the rural character and appearance of the area.

Appeal ref APP/A1720/A/01/1057036 relating to P/00/0575/FP was for a dwelling on the land between the site and Fairways School and was also dismissed in April 2001.

The Inspector stated that the vicinity of the appeal site retains a semi-rural character and appearance which gives way to a predominantly rural character immediately to the north. The Inspector also stated that a new dwelling on the appeal site would inevitably consolidate existing development along New road and add to the urbanisation of the area.

Representations

Objections have been received from Hazelbank (to the north of the site), Oakenshaw (to the south east of the site) and the Burrigde and Swanwick Residents Association. The objections raise the following issues:

- The site is located beyond the defined urban settlement and would set an undesirable precedent.
- There is no justification for a dwelling within a countryside location.
- Additional vehicular traffic would add to existing traffic problems.
- Additional pressure on services.
- Policy CS15 states that 'The Borough Council will promote and secure sustainable development by directing development to locations with sustainable transport options, access to local services, where there is a minimum negative impact on the environment or opportunities for environmental enhancement'. The Council should therefore seek to resist proposals such as this that are not in sustainable locations.
- The continuous residential frontage on the west side of New Road terminates with the north elevation of Manor Farm. Fairways School cannot form part of the residential

frontage, therefore Hazelbank is an isolated dwelling and the site does not form part of a continuous residential frontage. Policy DSP6 is therefore not applicable.

-The proposed dwelling is too large and located too close to the north boundary. The combined mass, bulk, siting and dark materials in a side elevation with minimal architectural relief would overpower Hazelbank.

-If planning permission were to be granted, the roof lights in the north facing roof slope would need to be obscure glazed and fixed shut to protect the amenity of Hazelbank.

Planning Considerations - Key Issues

Principle of development

Policy CS14 of the Core Strategy (Local Plan Part 1) states that built development on land outside the defined settlements will be strictly controlled to protect the countryside and coastline from development which would adversely affect its landscape character, appearance and function. Policy CS14 limits the acceptable forms of development to those required for agriculture, forestry, horticulture and required infrastructure. The site is on land outside of the defined settlement, however the proposed dwelling is not a form of development allowed by Policy CS14 and is therefore not acceptable in principle.

Local Plan Part 2 Policy DSP6 then states that there is a presumption against new residential development outside of the defined urban settlement boundaries, but that there are some circumstances where new residential development will be permitted, for example if it is demonstrated that there is an essential need for a rural worker to live permanently at or near their place of work or the proposed dwelling would infill an existing and continuous built-up residential frontage. It is on the basis of this last criterion of policy DSP6 (frontage infill) that this application is made.

In appeal ref T/APP/A1720/A/91/179670/P8 the Inspector stated that Manor Farm Cottage represents the northerly extent of the ribbon development on the west side of New Road and that to the north of this dwelling residential development is sporadic and the area becomes more rural in character and appearance.

In appeal ref APP/A1720/A/01/1057036 the Inspector stated that there is a substantial distance (75m) between Hazelbank to the north and Manor Farm Cottage to the south.

Both appeal decisions therefore conclude that the gap between Manor Farm Cottage and Hazelbank is substantial and therefore did not constitute an infill plot.

Since the most recent appeal, the single storey garage building to the north of Manor Farm Cottage has been converted and now houses Fairways School. Policy DSP6 also requires infill plots to be in a continuous built-up residential frontage. Fairways School is not a dwelling, therefore it does not extend the residential frontage along the west side of New Road. Notwithstanding the fact that the school is not a residential use it is important to note that the building occupied by Fairways School has not been extended as part of the school conversion and was in existence at the time of the previous appeal and therefore its new use as a school has not decreased the size of the gap identified by the Inspector between Manor Farm Cottage and Hazelbank.

The findings of the Inspector in 2001 with reference to the 'substantial distance' between Hazelbank and Manor Farm Cottage continue to apply and it is therefore considered that the site does not constitute an infill plot and the applicant cannot avail itself of the provisions within policy DSP6.

The application is contrary to both policies CS14 and DSP6 and is therefore not acceptable in principle.

Appropriateness of design

Policy CS14 states that built development on land outside the defined settlements will be strictly controlled to protect the countryside and coastline from development which would adversely affect its landscape character, appearance and function. The site has an open and undeveloped character which contributes to the semi-rural character of the area. The proposed development of the site would by virtue of its massing and scale adversely affect the landscape character and would therefore be contrary to Policy CS14.

Policy CS17 requires all development, buildings and spaces to be of a high quality of design that responds positively to and is respectful of the key characteristics of the area including (amongst other criteria) landscape, scale, form and spaciousness.

The two storey dwelling would be 16m wide with a ridge height of 7.1m and three gable ends on the front elevation. The proposed dwelling when viewed from the front would be significantly larger than the chalet bungalow to the north and the single storey school building to the south and would appear out of keeping with the scale of the neighbouring buildings even when considering the submission proposes lowering the site of the house by 1m.

The land to the immediate south of the site is undeveloped and Fairways School is modestly proportioned and set back from the front of the plot by approximately 16m. The recessive character of Fairways School (which occupies a former garage building), combined with the gap between the school and the site and the elevated position of the site is such that any development on the site would be prominent when viewed from the south. Additionally the proposed two storey building which would also have a depth of 15m, would be particularly prominent in the New Road street scene and would not respond positively to the smaller scale of the buildings to the north and south of the site.

The elevated position of the site together with the open character of the undeveloped land to the south would result in unobstructed views of the south elevation when moving north along New Road.

Effect on neighbouring properties

The proposed dwelling would be set back from the front of the site by over 20m and would therefore be located to the south west of Hazelbank. The owners of Hazelbank have raised concerns about the 'overpowering' nature of the proposed building. The proposed dwelling would be visible from windows in Hazelbank's south elevation, however it would be positioned to the south west and would therefore only be visible from an oblique angle and would be separated by a distance of 11m at its closest point. The proposed dwelling would therefore not have an unacceptable adverse impact on the Hazelbank's sunlight, daylight or outlook.

The proposed building would also be visible from within the garden to the rear of Hazelbank, however it would be separated from the main amenity area by 10m and would therefore not be so overpowering as to have an unacceptable adverse impact upon the neighbour's enjoyment of their garden.

Parking and highways

The proposed development would accommodate on site parking in line with the requirements of the Residential Car and Cycle Parking Standards Supplementary Planning Document. One of the representations raised concerns about the impact the additional traffic would have on highway safety, however the additional traffic generation would not likely adversely affect the safety and operation of the strategic and local road network and is therefore in line with the requirements of Policy CS5.

Other issues

One of the representations received raised concerns about the impact on local services, however as recently noted by an Inspector for an appeal within the Borough (APP/A1720/A/14/2220031 - Land Rear of the Navigator, Swanwick), there are many areas within the region that are under pressure to provide services to meet future needs, however this is ultimately the task of the providers of those services and is not a reason to refuse planning permission.

The applicant has provided the necessary financial contribution towards the Solent Recreation Mitigation Partnership interim strategy, such that the proposed development is considered to mitigate its impact and would, in combination with other developments, not increase the recreational pressure and habitat disturbance to the Solent Coastal Protection Areas.

Conclusion

The site is located on land outside the defined settlement boundary and as there is no overriding need or justification is contrary to Policy CS14 and therefore not acceptable in principle. In addition to the harm that any dwelling in this location would have on the open and semi-rural character of the area, the proposed dwelling is significantly larger than the buildings to the north and south of the site and would therefore fail to respond positively to and be respectful of the key characteristics of the area as required by Policy CS17. It is therefore recommended that the application is refused on grounds that there is no overriding need or justification for a dwelling in this location and that the form and scale of the dwelling is inappropriate.

There are no other material considerations judged to have sufficient weight to outweigh this harmful impact. In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004 planning permission should be refused.

Recommendation

REFUSE for the following reasons:

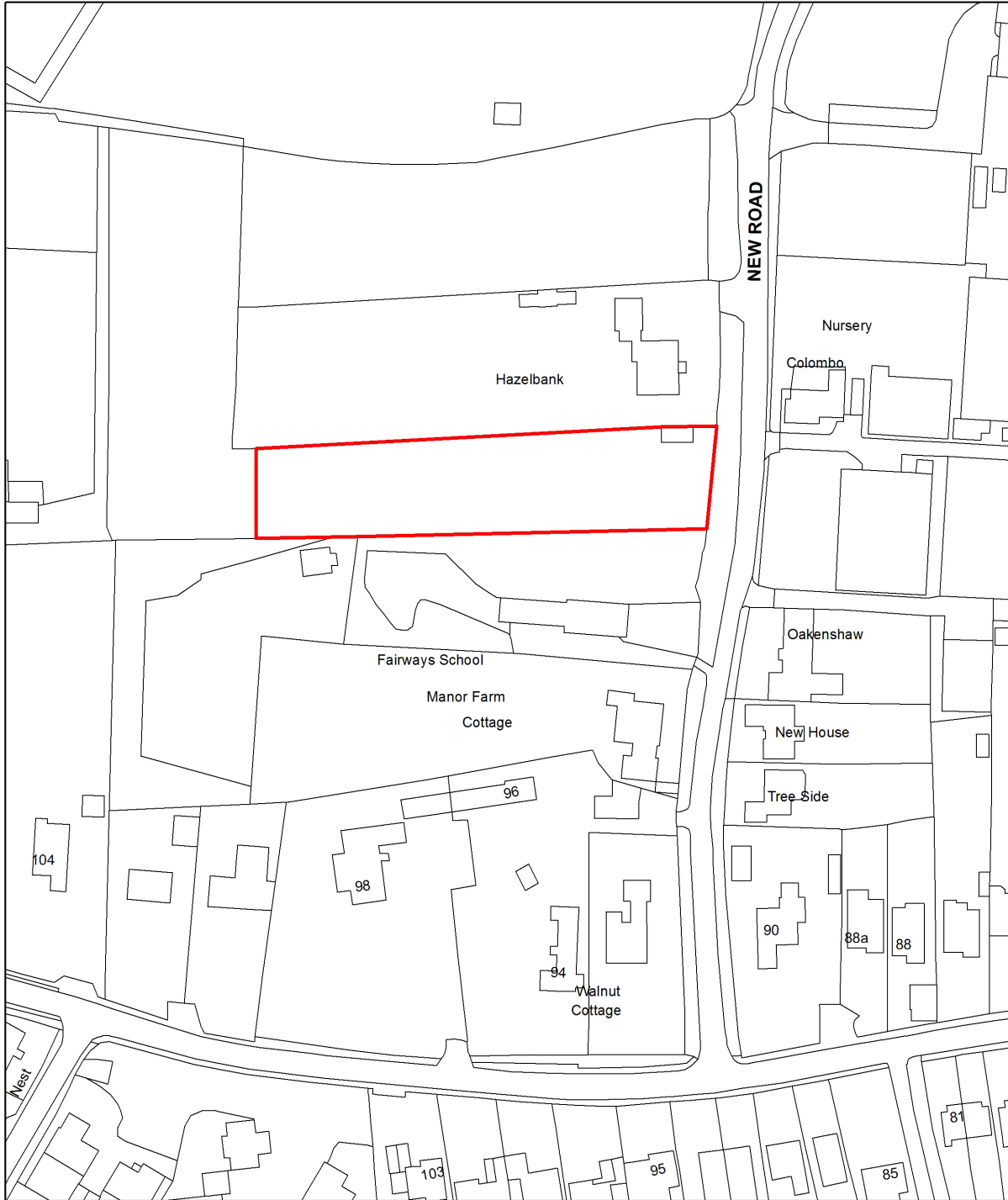
1. The proposed development in contrary to Policy CS14 of the Fareham Borough Core Strategy and is unacceptable in that the erection of a dwelling in this location would result in a dwelling in the countryside for which it has not been demonstrated that there is a justification or overriding need.
2. The proposed development would be contrary to Policy CS17 of the Fareham Borough Core Strategy in that the excessive mass and scale of the proposed development would not respond positively to the more modest proportions of the adjacent buildings and would have an adverse effect on the semi-rural character of the area.

Background Papers

P/15/1055/FP, T/APP/A1720/A/91/179670/P8, APP/A1720/A/01/1057036

FAREHAM

BOROUGH COUNCIL



Land at New Road
Scale 1:1250

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