

P/13/0065/FP

WARSASH

KEBBELL HOMES LTD

AGENT: MR PATRICK BARRY

ERECTION OF THREE DWELLINGS WITH ASSOCIATED ACCESS, PARKING & LANDSCAPING FOLLOWING DEMOLITION OF 45 FLEET END ROAD & ASSOCIATED OUTBUILDINGS

45 FLEET END ROAD WARSASH SO31 9JH

Report By

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Site Description

The application site comprises a parcel of land to the rear, and south-east of Nos. 33-43 Fleet End Road, which is currently occupied by land associated with a derelict bungalow. Properties within Fleet End Road itself are of mixed character, with the existing row of properties fronting Fleet End Road comprising two storey semi-detached cottages. Other surrounding properties are of differing architectural styles with semi-detached bungalows to the north, and detached bungalows opposite the site.

The application site itself is approximately 0.44 hectares in size and currently forms the extended curtilage of No. 45. The land is level, and the site itself is currently accessed via an unmade access track which leads to other properties to the south-east.

The site is located within what is known as "Area 14"; an allocated site for residential development that has been the case for many years. A portion to the north-east of the allocation has been developed (now known as Shorewood Close), and there have been ongoing discussions relating to the development of some additional areas of this land. Building lines within this area are irregular, with a derelict bungalow immediately to the east (within the "Area 14" envelope) and other properties to the south.

Description of Proposal

This application is for the erection of three dwellings, with associated landscaping, garden and amenity space, and provision of parking and garaging. The proposed dwellings are to be accessed via a track which lies between Nos. 43 and 47 Fleet End Road. The proposed properties will be substantially sized with five bedrooms, and architecturally will be traditionally designed. Accommodation is provided over two floors.

Policies

The following policies apply to this application:

Approved Fareham Borough Core Strategy

CS15 - Sustainable Development and Climate Change

CS17 - High Quality Design

CS18 - Provision of Affordable Housing

CS20 - Infrastructure and Development Contributions

CS21 - Protection and Provision of Open Space

CS5 - Transport Strategy and Infrastructure

CS6 - The Development Strategy

C18 - Protected Species

Fareham Borough Local Plan Review

DG4 - Site Characteristics

C18 - Protected Species

Relevant Planning History

The following planning history is relevant:

<u>P/12/0978/FP</u>	ERECTION OF A THREE BED DETACHED DWELLING AND DETACHED GARAGE
	REFUSE 14/01/2013
<u>P/05/0429/OA</u>	Erection of 18No Dwellings (Outline Application)
	REFUSE 22/06/2005
<u>P/01/1433/OA</u>	Erection of Five Dwellings (Outline Application)
	REFUSE 08/07/2002

Representations

Five letters of objection have been received concerned about disruption to the area, the ability of the access to cope with the development, highway safety and citing recent refusal of land rear of 47 Fleet End Road. Also concern is raised about wildlife that might be affected by the development. Concern also raised that the application if approved will prejudice the development of the remainder of the site.

Two letters of support expressing the view that housing is needed and that it would not upset the surrounding area, would enhance the surrounding area and the existing bungalow attracts vandals etc. View put forward that the access can cope with the traffic.

Consultations

Director of Regulatory and Democratic Services (Environmental Health - pollution) - No adverse comments in relation to this application in terms of pollution and suitability of use matters.

Director of Regulatory and Democratic Services (Environmental Health - noise) - The rear gardens of plots 2 & 3 are adjacent to a pub garden. Several anonymous noise complaints have been received regarding the activities at the pub since 2010. As these were anonymous complaints, the department was unable to ascertain the source of the noise eg main building, pub garden etc or the location of the complaint eg Fleet End Road, Shorewood Close etc. Similar problems are experienced at another pub in the Fareham area that was the source of vocal noise complaints from people using the garden, where the width of the complainant's garden ran along the length of the pub garden. A statutory noise nuisance was not established in connection with any of these complaints. It is suggested that a condition is attached to any consent requiring the provision of high close boarded fencing to the end of the gardens to units 2 and 3 where they adjoin the pub garden. Similar fencing should also be erected along the driveway to avoid disturbance to numbers 43 and 47 from an increased number of vehicles using the drive to access the new houses.

Director of Regulatory and Democratic Services (Environmental Health - contamination) - Asbestos buildings have been demolished poorly on this site recently and material has been

burnt on site. If this development is approved, a condition requiring a desk-study investigation for contamination should be applied.

Director of Planning & Environment (Arboriculture) - No arboricultural grounds for refusal so no objections raised subject to conditions regarding landscaping and tree protection.

Director of Planning & Environment (Highways) - This is a proposal to demolish the existing derelict dwelling and replace it with three new large houses, all to be accessed from an existing, narrow, unmade track leading from Fleet End Road. The track also serves an additional bungalow further east along the track and rear parking for a semi-detached house located adjacent to the entrance to the track.

As no improvements are proposed to the width of, or visibility from, the track entrance from Fleet End Road or the initial section of the track itself, it is considered not to be adequate to safely provide access to the additional dwellings that are proposed. The access would need to be widened to 4.5m for the initial 10 metres and have 4.1 metre wide passing places where appropriate along the track. A bin store would need to be provided within 25 metres of Fleet End Road. A footway crossover would suffice at the entrance and visibility splays of 2 metre by 43 metre would be required. A Traffic Regulation Order would also be required to prevent adjacent parking on Fleet End Road. The visibility improvement and access widening would require land at the side of 47 Fleet End Road. Consequently, a highway objection is raised to the application.

Director of Planning & Environment (Ecology) - Further information should be sought in clarification from the applicant, prior to further consideration of the application. The site is bordered (to the east) by woodland, a proportion of which, separated from the site, is designated as a SINC. The surveys provide a reasonable assessment of the current site, which was found to be of overall low ecological value, with some badger foraging identified (there is a known historic sett offsite), small numbers of Slow worms (protected reptiles) in suitable habitat around the site margins, and the potential for bat foraging and commuting particularly along the eastern site boundary vegetation. The bungalow was found to have low potential for supporting European protected bats, and as such was subject to a dawn survey at an appropriate time of year. This found no evidence of bats using the bungalow for roosting. At the point the report was written, the plans for the site had not been finalised. As such it provides some, but not comprehensive, assessment of impacts associated with the development. Some recommendations are provided, along with suggested enhancement measures. Further information and clarification should be sought from the applicant on a number of matters however.

Director of Planning & Environment (Policy) - Site was allocated in 1990 (known as Area 14), and although part of the site was developed, the remainder has been carried through the subsequent Local Plan Reviews. The principle of residential development in this location is therefore confirmed as acceptable. The site is also allocated for development under the emerging "Local Plan Part 2", which although is not yet adopted is a material consideration in reaching planning decisions. It is unclear why land to the north-west corner of the site has been included in the application; the indicative comprehensive development layout indicates that these dwellings could be served by an extension of Shorewood Close at a later date and would join up with the proposed access to the application site. There is no certainty that the Jolly Farmer garden land will be released to allow the Shorewood Close extension to come forward and it is possible that this excluded north-west section may remain undeliverable, sterilising this land from future development. Furthermore there is no indication how the remainder of the site to the south of the lane could be developed. It is

important to see how the application proposal relates to the rest of the allocation site. The comprehensive illustrative masterplan submitted by the applicant should be extended to include the entire allocation at Fleet End Road. Insufficient information has been provided and it is therefore not possible to comment on the suitability of this piecemeal approach to the development of the site, and the application fails to show that it is capable of meeting the requirements of Policy CS15 and DG4, and is contrary to adopted and emerging policy.

Director of Planning & Environment (Landscaping) - A standard landscape condition should be applied and the landscape proposals should include a hedge along the south east boundary to provide a 'soft' boundary against the woodland.

Planning Considerations - Key Issues

The main issues with this application are as follows:

- Principle of development
- Design and appearance
- Impact on neighbouring properties
- Highway safety
- Financial contributions and affordable housing

PRINCIPLE OF DEVELOPMENT

The application site is located within a section of land that has long been allocated for housing development. The entire parcel of land (named "Area 14") was then subject to a development brief that was adopted in May 1990. The principle of residential development on this site is therefore considered to have been long established. Part of the total "Area 14" site has been developed (east of The Jolly Farmers public house), and is now known as Shorewood Close. The remainder of the land (to date) has remained undeveloped, primarily due to the inability to link with the access of Shorewood Close to the east.

Policy CS15 of the Core Strategy sets out that development must not prejudice the development of a larger site. Concern has been raised however regarding the ability of the remainder site to be comprehensively developed in the event that permission is granted for this development, which is to make use of the access-way that lies between Nos. 47 and 43, leading to Fleet End Road.

In terms of the siting of the proposed dwellings, they have been positioned in a manner that does not appear to stifle any proposed future development. It lies away from Green Lane (thereby not physically blocking that route) and the applicant has provided an indicative masterplan that shows how the remainder of this portion of this site overall can be satisfactorily developed in the event this development is constructed, retaining Green Lane and assuming an eventual link to Shorewood Close. Although Planning Policy have raised concerns regarding the fact the development to the east is not shown, however although clearly part of the site overall, it is clear that the development potential of that site could still theoretically take place at a future date (in terms of layout and form) were this application permitted. It is therefore considered that permitting dwellings in this location would not prejudice the development of the remainder of the site in principle.

The principle of this development is therefore considered acceptable, subject to compliance with all other requisite development control criteria.

DESIGN AND APPEARANCE

Aesthetically, the proposed dwellings are to be of a traditional modern design, with pitched tile roofs with brick elevations. Given the mixed character of the surrounding area, it is not considered that this design would appear to be out of keeping with the locality. The properties are of a large scale, however the separation from existing properties (and indeed the separation between the proposed dwellings) is considered acceptable and the dwellings will not appear as an unduly intrusive feature.

The plot sizes reflect the size of the dwellings that are proposed. Adequate amenity space is provided and the development will not read as an unduly cramped feature. It is acknowledged that these properties are larger than those previously permitted as part of the "Area 14" development and existing neighbouring dwellings but the site is considered to be of a suitable size so as to be able to accommodate this adequately. Two of the properties have attached garaging, whilst one (at plot three) has a detached garage (which is also styled acceptably) which poses no design or siting issues.

Overall, it is not considered that there are any design or appearance issues with this development that would be contrary to Policy CS17 of the Core Strategy.

IMPACT ON NEIGHBOURING PROPERTIES

The properties that are most likely to be affected by the proposed new dwelling are Nos. 41, 37, 47 and 49 Fleet End Road by reason of the use of the access lane and the siting of plot one, as well as No. 34 Fleet End Road (itself located at the end of the access track, to the south of the site) by reason of the siting of plots two and three, and the associated use of the access lane. Plot one is some 35 metres from the rear elevations of Nos. 41 and 42, and it is not considered that there would be any excessive levels of overlooking that would arise as a result of this proposal. Plots two and three are sufficiently skewed away from No. 34, and are far enough away from any other neighbouring property so as not to cause any direct overlooking. Indeed, the indicative masterplan shows that the position of these properties can adequately allow development to take place that would not give rise to any loss of amenity for either these, or future dwellings should further stages of the development go ahead.

Given the distance that exists between the application site and any neighbouring properties it is not considered that the properties themselves (by reason of overshadowing or prominence) would give rise to any overbearing impact, loss of outlook or loss of daylight/sunlight.

The development would rely on the access between Nos. 43 and 47, and the increased use of this would have the potential to give rise to disturbance to these properties by reason of vehicular and pedestrian traffic passing by. Whilst it is acknowledged that this already occurs to an extent due to existing access rights for properties that have to access it, it is considered that developing three, substantial detached houses would give rise to levels of vehicle movements that would cause excessive noise and disturbance to a harmful degree to take place. Furthermore, the development of more properties that could potentially use this access would exacerbate this already unacceptable impact.

HIGHWAY SAFETY

Highway Officers have commented on the application, stating that the access from Fleet End Road, by reason of its width of 4.15 metres is unsuitable to serve the additional dwellings (a width of 4.5 metres being required for the initial 10 metres and have 4.1 metres

wide passing places where appropriate along the track). Additionally, a bin store would need to be provided within 25 metres of Fleet End Road, and the entrance to the access from Fleet End Road needs to have visibility splays of 2 metres by 43 metres and a Traffic Regulation Order put into place to prevent parking on Fleet End Road. The application is not accompanied with any improvements to the access or entrance, so it is therefore considered that the proposal would give rise to situations detrimental to highway safety, which is contrary to Policy CS5.

FINANCIAL CONTRIBUTIONS AND AFFORDABLE HOUSING

The application is eligible for providing financial contributions in respect of highway infrastructure (TCP), as well as in respect of public open space contributions. No such contributions have been provided and no mechanism for which they can be brought forward has been submitted. The application therefore is deficient on these grounds.

Policy CS18 states that applications that are made on sites that are demonstrably part of a larger developable sites, the Council will seek to achieve affordable housing on a pro-rata basis. It is considered that this proposal is clearly part of a larger developable site and in essence is a form of piecemeal development of Area 14. It is therefore the case that it would be eligible for an affordable housing contribution, and pre-application discussions relating to larger applications on Area 14 have established that a contribution of 40% would be required. No such contribution or mechanism to secure such a contribution has been provided or submitted. The application is therefore contrary to this policy.

ECOLOGY

The application was accompanied by an ecological report, which has been scrutinised by the Council's Ecologist who has commented that there is insufficient information in respect of a number of detailed matters. In the absence of this information, it can only be assumed that the development would be harmful to, and fail to cater for ecology and this application therefore is also unacceptable on this basis.

CONCLUSION

The application is unacceptable as it fails to provide a suitable access to the site, the use of the access proposed would not only detriment neighbouring amenity but would give rise to situations that would be harmful to highway safety. Furthermore, the development fails to provide for affordable housing on-site nor does it provide for highway or infrastructure contributions. Furthermore the proposal does not adequately address ecological issues. The application is recommended for refusal.

Reasons For Refusal

The development is unacceptable taking into account the policies and proposals of the Development Plan as set out above, in particular Policies CS5, CS16, CS18, CS20 & CS21 of the Fareham Borough Core Strategy and Policies DG4 and C18 of the Fareham Borough Local Plan Review. The proposed access is of insufficient width and quality, there is insufficient off-street car-parking, no financial contributions in respect of highway infrastructure, open space provision and affordable housing. Furthermore, insufficient information has been provided in respect of how the development will seek to retain existing preserved trees adjacent to the application site. There are no other material considerations judged to have sufficient weight to outweigh this harmful impact. In accordance therefore

with Section 38(6) of the Planning and Compulsory Purchase Act 2004 planning permission should be refused.

Recommendation

REFUSE:

The proposed development is contrary to Policies DG4 and C18 of the Fareham Borough Local Plan Review; Policies CS5, CS15, CS17, CS18, CS20, CS21, of the Adopted Fareham Borough Core Strategy and the Council's Residential car parking standards SPD November 2009 in that:

(i) the proposal will make use of an existing sub-standard access, which does not have an adequate splay at the junction with Fleet End Road, and is also of insufficient width to allow vehicles to safely travel along it failing to provide any passing place, detrimental to highway safety and convenience of users of the highway;

(ii) the proposal will make use of the access between Nos. 43 and 47 Fleet End Road, which would give rise to both vehicular and pedestrian movements that would be detrimental to the amenities of the occupiers of these properties;

(iii) the creation of these additional dwellings would lead to greater pressure on highway infrastructure in the locality and in the absence of a contribution towards the upgrading of existing and/or provision of additional facilities, deficiencies would be exacerbated to the disadvantage of existing and new residents alike;

(iv) the creation of these additional residential units would lead to greater pressure on existing open space, sport pitches and other related facilities which have been identified as deficient within the Council's approved open space supplementary planning guidance. In the absence of a commuted payment towards the upgrading of existing and/or provision of additional open space and facilities existing deficiencies would be exacerbated to the disadvantage of existing and new residents alike;

(v) the application is made on a site which is demonstrably part of a potentially larger developable site and fails to provide for means to provide for affordable housing in the form of a financial contribution which would be necessitated by this development, and the development fails to provide the measures that are required in the form of a financial contribution;

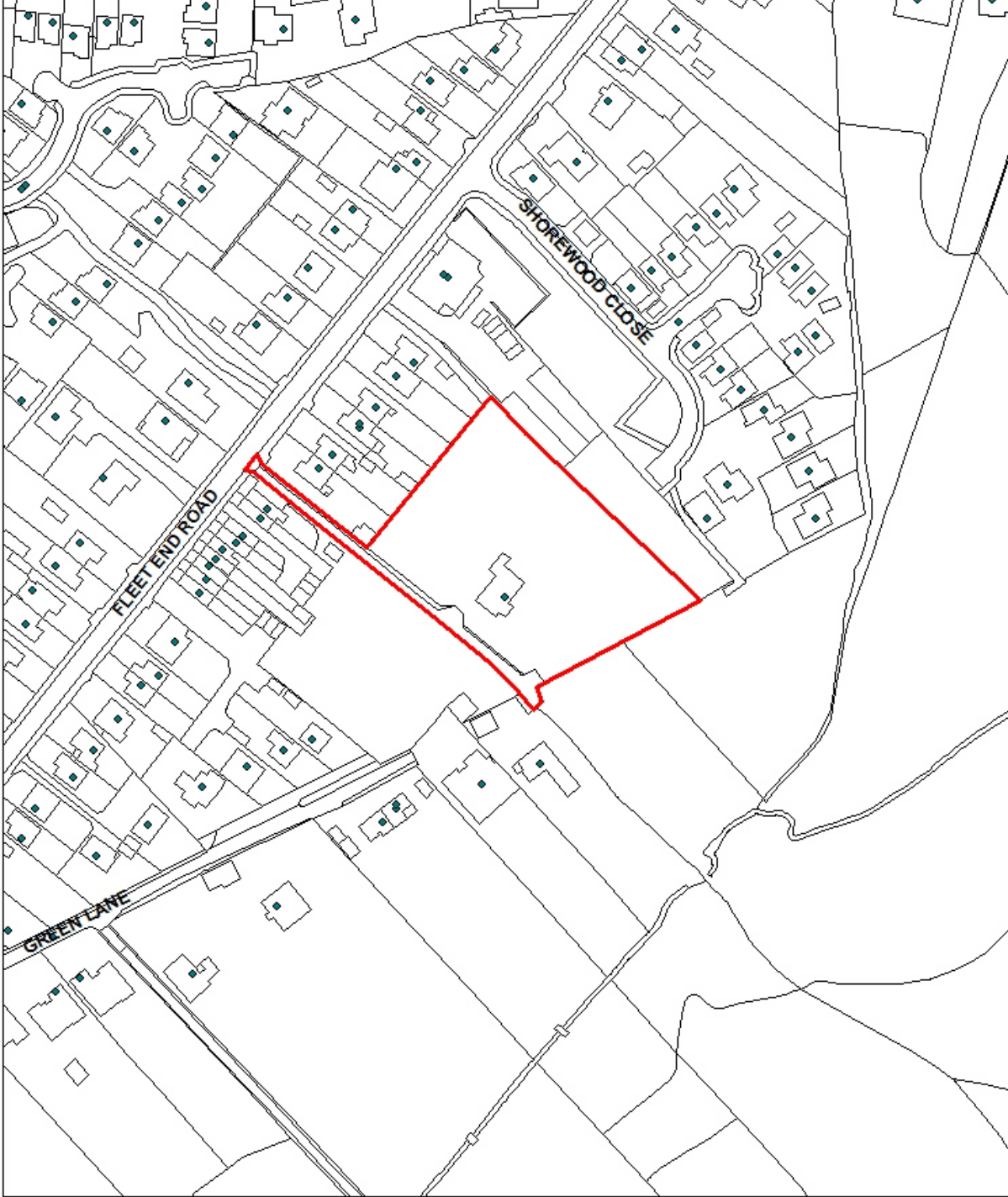
(vi) insufficient information has been submitted in respect of the impact of the development on ecology, in particular how the development will impact on protected species. In the absence of this information it is considered that the development would not adequately cater for these species.

Background Papers

P/13/0065/FP

FAREHAM

BOROUGH COUNCIL



19 WARASH ROAD - SILVER FERN
1:1250

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