

OFFICER REPORT FOR COMMITTEE

DATE: 16/06/2021

**P/20/0928/FP
MR REYNOLDS**

**TITCHFIELD
AGENT: C&L MANAGEMENT**

DEMOLITION OF EXISTING DWELLING AND CONSTRUCTION OF FOUR
DETACHED DWELLINGS WITH ASSOCIATED CAR PARKING, CYCLE AND BIN
STORAGE

53 TITCHFIELD PARK ROAD, TITCHFIELD, FAREHAM, PO15 5RN

Report By

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1.0 Introduction

- 1.1 This application is reported to the Planning Committee due to the number of third party representations that have been received.

2.0 Site Description

- 2.1 The application site relates to a detached bungalow located within the Urban area. The site is set within a large plot of land located on the eastern side of Titchfield Park Road on the corner with Branewick Close. The surrounding area is characterised by a variety of residential dwellings.

3.0 Description of Proposal

- 3.1 The proposal is for the demolition of the existing dwelling and construction of four detached dwellings with associated car park, cycle and bin storage.
- 3.2 The proposal would include 3 x 4 bedroomed properties (Plots One, Two and Four) and 1 x 3 bedroomed property (Plot Three).
- 3.3 The accommodation for Plots' One, Two and Four would comprise of a lounge, kitchen/diner, study, utility room and WC at ground floor. The first floor accommodation would comprise of four bedrooms including two en-suites and a family bathroom.
- 3.4 Plot Three accommodation would comprise of a lounge, kitchen/diner, utility and WC on the ground floor and three bedrooms including one en-suite and a family bathroom on the first floor.

4.0 Policies

- 4.1 The following policies apply to this application:

Adopted Fareham Borough Core Strategy

CS2: Housing Provision

CS4: Green Infrastructure, Biodiversity and Geological Conservation

CS5: Transport Strategy and Infrastructure

CS6: The Development Strategy

CS17: High Quality Design

Adopted Development Sites and Policies

DSP1: Sustainable Development

DSP2: Environmental Impact

DSP3: Impact on Living Conditions

DSP13: Nature Conservation

DSP15: Recreational Disturbance on the Solent Special Protection Areas

Other Documents:

Fareham Borough Design Guidance: Supplementary Planning Document
(excluding Welborne) December 2015

Residential Car Parking Standards 2009

5.0 *Relevant Planning History*

5.1 There is no relevant planning history

6.0 *Representations*

6.1 A total of thirty-five representations have been received which raise objections on the following grounds:

- Highway safety
- Lack of affordable houses
- Increase in traffic
- Not in-keeping
- Flooding
- Increased noise
- Increase in debris during demolition
- Plot sizes too small
- Pollution
- Loss of vegetation
- Loss of parking
- Loss of green space
- Unsustainable location
- Overshadowing from trees
- Already large housing developments within area
- Dwellings are prominent and intrusive
- Loss of privacy

- Overcrowding
- Impact to protected species
- Road unadopted - owned by management company

7.0 Consultations

EXTERNAL

Highways Hampshire County Council

7.1 No objection, subject to conditions.

Natural England

7.2 No Objection

INTERNAL

Ecology

7.3 No Objection subject to conditions.

Trees

7.4 No objection subject to the submission of a new tree planting and landscaping scheme, to be conditioned.

8.0 Planning Considerations

8.1 The following matters represent the key material planning considerations which need to be assessed to determine the suitability of the development proposal. The key issues comprise:

- a) Principle of development
- b) Design/Impact on character and appearance of surrounding area
- c) Impact on residential amenity
- d) Highways
- e) Ecology
- f) Trees
- g) Impact on Protected Sites
- h) Other issues raised in objections
- i) Conclusion

a) Principle of development

8.2 Policies CS2 (Housing Provision) and CS6 (The Development Strategy) of the adopted Fareham Borough Core Strategy place priority on re-using 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 recognised 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 is acceptable subject to all other material considerations.

b) Design/Impact on character and appearance of surrounding area

- 8.3 Policy CS17 of the Core Strategy 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 and spaciousness and use of external materials.
- 8.4 The Fareham Borough Design Guidance SPD highlights the importance of new dwellings having regard to the scale and character of the surrounding area. Titchfield Park Road and the adjoining estate of Branewick Close is varied in character with a mix of different housing densities. The properties to the east as well as the properties in Fern Way have much smaller plot sizes compared to the properties within Titchfield Park Road. Furthermore, the application site benefits from a much larger plot compared to the other properties within the surrounding area. Therefore, it is considered that the sub-division of the site to create four dwellings would create a development proposal with comparable plot sizes to other properties within the immediate surrounding area.
- 8.5 In terms of the design of the four dwellings, these would have an appropriate design and palette of materials which would have regard to existing character of the surrounding area.
- 8.6 The dwellings would have a garden depth of at least 11m which would comply with the guidance specified in the Design Guidance SPD. Further, there would be no large trees that would cause overshadowing to the rear gardens of the dwellings.
- 8.7 Each dwelling provides suitable parking as well as landscaping within the front gardens and each dwelling would be set back from the road as do the majority of properties within the surrounding area. A Condition will be imposed to ensure that the details of the landscaping are provided prior to the commencement of the development.
- 8.8 An ecological buffer zone would be provided on the northern boundary adjacent to Branewick Close. This would ensure that the development would

be set away from the road and would provide sufficient net gain in ecological habitat which will be addressed further on within this report.

- 8.9 It is therefore considered that the design of the proposal would be acceptable and would have regard to the key characteristics of the surrounding area.

c) Impact on Residential Amenity

- 8.10 Each dwelling would be set back from the highway by a front driveway and garden and the orientation of the windows would mean that there would be no overlooking or loss of privacy to the occupiers opposite on Titchfield Park Road or on Branewick Close. There is also a separation distance of 22.5 metres (approximately) between the rear elevations of Plots One and Two to the rear elevations of Plots Three and Four. This level of separation would therefore slightly exceed the minimum 22 metres sought in the Council's adopted Design Guidance.
- 8.11 In terms of the impact on the neighbouring occupier to the south, No 55 Titchfield Park Road, Plot Two would align with No 55 and would not project beyond the rear elevation. The only window facing onto No 55 would be obscure glazed windows serving an en-suite at first floor, and there would be a door at ground floor serving the utility room. Concerns have been raised about the close proximity of Plots Three and Four to No 55. However, the rear elevation of Plot Four is set approximately 22 metres from the existing first floor rear elevation of No 55 Titchfield Park Road, which is also at an oblique angle. The Design Guidance SPD sets out the requirement of a 22-metre level of separation between direct facing windows. Therefore, it is considered that the proposal would not result in an unacceptable adverse impact on the living conditions of occupiers of No 55 Titchfield Park Road.
- 8.12 No 49 Titchfield Park Road, to the north of the site is separated from the application site by Branewick Close and a separation distance of approximately 13m separates the application site from No 49. Furthermore, the only window facing onto No 49 would be an obscure glazed en-suite window. Therefore, it is not considered that the proposal would result in any unacceptable adverse impact on the amenities of No 49 Titchfield Park Road.
- 8.13 The development has been assessed against the Nationally Described Space Standards. The Nationally Described Space Standards set out nationally acceptable minimum standards for property sizes based on the number of bedrooms and intended number of occupants, and further minimum standards for single and double bedroom sizes. The scheme is fully compliant with the standards sought in the Space Spaces.

- 8.14 The development proposal is therefore considered to accord with the requirements of the Design Guidance and would not result in an unacceptable adverse impact on the living conditions of neighbouring occupiers or future residents, in accordance with Policy DSP3.

d) Highways/Parking

- 8.15 HCC Highways initially raised an objection to the proposal. Subsequently the orientation of Plots Three and Four have been amended. They were initially orientated northwards with the access directly to the north on Branewick Close. The plans have been amended so these properties face eastwards and now access the site from the southern arm of Branewick Close.
- 8.16 HCC Highways has confirmed that the concerns raised regarding the parking layout and property access have been addressed. The Authority is therefore satisfied that there is no direct or indirect impact upon the operation or safety of the local highway network. This recommendation is subject to a condition requiring a construction method statement.
- 8.17 Concerns have been raised by third parties that Branewick Close is unadopted and owned by a management company. The ownership of the road is not a material planning consideration and is considered under separate legislation which would need to be resolved by the applicant.
- 8.18 The Residential Car Parking Standards Supplementary Planning Document requires a three bedroomed dwelling to provide 2 off-street car parking spaces and a four bedroom dwelling to provide 3 off-street car parking spaces. The three bedroomed dwelling (Plot Three) will provide 2 car parking spaces and the rest of the four bedroom dwellings will provide three car parking spaces which would be in accordance with the Residential Car Parking Standards SPD. Sufficient landscaping would be retained around to the car parking areas to ensure a soft visual appearance from the street scene, particularly along Titchfield Park Road. Landscaping would be subject to a separation condition, and a separate condition imposed to ensure the provision and retention of the car parking provision on the site.

e) Ecology

- 8.19 The plans have been amended following discussions with the Council's Ecologist to include an Ecology Buffer Zone to the north of the application site adjacent to the highway with Branewick Close. The Ecologist has reviewed the revised documents and updated plans and is satisfied that the proposal would not have a detrimental impact on protected species of biodiversity of the site.

- 8.20 Conditions will be imposed to ensure that the proposed receptor site is made suitable for reptiles by removing the existing ornamental shrubs and sowing with a suitable seed mixture. A further condition will ensure that the development is carried out in accordance with the measures specified in the submitted Reptile Mitigation Strategy and the Ecological Report, and a third condition will require that a report of action summarising the results of the reptile capture and translocation programme is submitted to the LPA for approval.

f) Trees

- 8.21 Concerns have been raised by third parties regarding the loss of trees on the site. The Tree Officer has assessed the proposal and raises no objection to the proposal subject to a condition requiring details of landscaping.

g) Impact on protected sites

- 8.22 The site lies within 5.6km of The Solent and Southampton Water SPA and Ramsar Site, Solent and Dorset Coast SPA, Portsmouth Harbour SPA and Ramsar Site and the Solent Maritime SAC, for which it is important to ensure that new residential developments, in combination with other developments, do not have a significant effect on the integrity of these sites as a result of increased recreational disturbance and increased nitrogen loading from water sources and air pollution.
- 8.23 The applicant has paid the necessary habitat mitigation contribution to address the likely significant effect of the development from increased recreational disturbance on the Protected Sites.
- 8.24 In addition, the provision of additional dwellings within the Borough will have a detrimental impact on air and water quality on the Protected Sites around The Solent. Natural England has advised that the effects of emissions from increased traffic along roads within 200 metres of the Protected Sites also have the potential to cause a likely significant effect. The Council's Air Quality Habitat Regulations Assessment highlights that developments in the Borough would not, in combination with other plans and proposals, have a likely significant effect on air quality on the Protected Sites up to 2023, subject to appropriate mitigation.
- 8.25 In respect of water quality, a calculation of the nitrogen loading from the development demonstrates that the scheme will generate 2.8kg TN/year. Due to the uncertainty of the effect of the nitrogen from the development on the Protected Sites, adopting a precautionary approach, and having regard to NE

advice, the Council will need to be certain that the output will be effectively mitigated to ensure at least nitrogen neutrality before permission can be granted.

- 8.26 The nitrogen budget assumes an occupancy rate for the new development of 2.4 people. Natural England recommends that, as a starting point, local planning authorities should consider using the average national occupancy rate of 2.4 persons per dwelling as calculated by the Office for National Statistics (ONS), as this can be consistently applied across all affected areas. However, competent authorities may choose to adopt bespoke calculations where they are satisfied that there is sufficient evidence to support this approach. In this case, there is no evidence to justify adopting a bespoke occupancy rate, and no have there been any representations suggesting that an alternative rate should be used, and therefore a rate of 2.4 persons is appropriate.
- 8.27 The existing use of the land has been classified as urban (0.13ha) as it is used as a residential dwelling.
- 8.28 The nitrogen budget shows a surplus of 2.8kg/TN/year that would enter The Solent via the wastewater treatment works. The applicant has entered into a contract and purchased 3.00kg of nitrate mitigation 'credits' from the Hampshire and Isle of Wight Wildlife Trust (HIWWT). Through the operation of a legal agreement between the HIWWT, Isle of Wight Council and Fareham Borough Council dated 30 September 2020, the purchase of the credits will result in a corresponding parcel of agricultural land at Little Duxmore Farm on the Isle of Wight being removed from intensive agricultural use, and therefore providing a corresponding reduction in nitrogen entering The Solent marine environment. A condition would be imposed to ensure the Building Regulations Optional requirement of a maximum of 110 litres of water per person per day is complied with, in order to accord with the nitrates loading calculation and the Appropriate Assessment.
- 8.29 The Council has carried out an appropriate assessment and concluded that the proposed mitigation and condition will be adequate for the proposed development and ensure no adverse effect on the integrity of the Protected Sites either alone or in combination with other plans or projects. The difference between the credits and the output will result in a small annual net reduction of nitrogen entering The Solent.
- 8.30 Natural England has been consulted on the Council's Appropriate Assessment and agrees with its findings.

- 8.31 It is therefore considered that the development accords with the Habitat Regulations and complies with Policies DSP13 and DSP15.

h) Other issues raised in objections

- 8.32 **Flood Risk** - Concerns have been raised that the proposal would result in flooding. The site is within Flood Zone 1 and therefore the risk of flooding is low.
- 8.33 **Affordable Housing** - With regards to the lack of affordable housing, Policy CS18 (Provision of affordable housing) states that the council will require affordable housing on all schemes that can deliver a net gain of 5 or more dwellings. Further, the NPPF has since updated this provision in so far as the threshold for the provision of affordable housing contributions, which supersedes the provisions of Policy CS18. The NPPF provision is that affordable housing should only be sought for major development with a housing provision of 10 dwellings or more. This scheme results in only a net increase in 3 dwellings, and therefore there is no requirement to make an affordable housing contribution.
- 8.34 **Noise** - The minor increase in number of residential units as a result of the development is not considered likely to amount to an increase in noise and disturbance compared to other residential properties within the surrounding area.
- 8.35 **Construction Disturbance** - Further, any development is likely to result in a minor level of disturbance and disruption to the local area during the course of the construction period. The application would be subject to a condition requiring the submission of a Construction Management Plan in order to ensure that any impact is minimised. Further, the disturbance would only be for a limited period of time, during the construction period.

Conclusion

- 8.36 Notwithstanding the representations received, it is therefore considered that the proposal would be acceptable and would be in accordance with the Fareham Borough Core Strategy and the Fareham Local Plan Part 2: Development Sites and Policies.

9.0 Recommendation

- 9.1 GRANT PLANNING PERMISSION, subject to the following Conditions:

1. The development shall begin before the expiry of three years from the date of this decision.

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 shall be carried out in accordance with the following approved documents:
 - a) Location Plan 999-100 Rev A
 - b) Existing Site Plan 999-101 Rev A
 - c) Proposed Site Plan 999-110 Rev H
 - d) Plot One Floor Plans 999-201 Rev A
 - e) Plot Two Floor Plans 999-202 Rev A
 - f) Plot Three Floor Plans 999-203 Rev B
 - g) Plot Four Floor Plans 999-204 Rev B
 - h) Plot One Elevations 999-211 Rev A
 - i) Plot Two Elevations 999-212 Rev A
 - j) Plot Three Elevations 999-213 Rev B
 - k) Plot Four Elevations 999-214 Rev B
 - l) Planning Statement
 - m) Ecology Report

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

3. No development hereby permitted shall proceed beyond damp proof course level until details (including samples where requested by the Local Planning Authority) 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. The first floor windows proposed to be inserted into the north and south elevations serving the en-suite of the approved development shall be:
 - a) Obscure-glazed; and
 - b) Of a non-opening design and construction to a height of 1.7 metres above internal finished floor level;and shall thereafter be retained in that condition at all times.

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

5. No dwelling, hereby approved, shall be first occupied until the approved parking and turning areas (where appropriate) for that property have been constructed in accordance with the approved details and made available for use. These areas shall thereafter be kept available for the parking and turning of vehicles at all times unless otherwise agreed in writing by the Local Planning Authority following the submission of a planning application for that purpose.

REASON: In the interests of highway safety.

6. None of the dwellings hereby permitted shall be first occupied until the bicycle storage relating to them, as shown on the approved plan, has been constructed and made available. This storage shall thereafter be retained and kept available at all times.

REASON: To encourage cycling as an alternative mode of transport.

7. 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 has been submitted to and approved in writing by the Local Planning Authority and the approved boundary treatment has 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.

8. 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

9. The landscaping scheme, submitted under Condition 8, 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.

10. No development shall commence on site until a Construction Environment Management Plan (CEMP) has been submitted to and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved CEMP (unless otherwise agreed in writing by the local planning authority) which shall include (but shall not necessarily be limited to):

a) Details of how provision is to be made on site for the parking and turning of operatives/contractors'/sub-contractors' vehicles and/or construction vehicles;

b) The measures the developer will implement to ensure that operatives'/contractors'/sub-contractors' vehicles and/or construction vehicles are parked within the planning application site;

c) Arrangements for the routing of lorries and details for construction traffic access to the site;

d) The arrangements for deliveries associated with all construction works, loading/ unloading of plant & materials and restoration of any damage to the highway;

e) The measures for cleaning the wheels and underside of all vehicles leaving the site;

f) A scheme for the suppression of any dust arising during construction or clearance works;

g) The measures for cleaning Titchfield Park Road and Branewick Close to ensure that they are kept clear of any mud or other debris falling from construction vehicles, and

h) A programme and phasing of the demolition and construction work, including roads, footpaths, landscaping and open space;

i) Location of temporary site buildings, compounds, construction material, and plant storage areas used during demolition and construction;

j) Measures to control vibration in accordance with BS5228:2009 which prevent vibration above 0.3mms^{-1} at the boundary of the SPA;

- k) Provision for storage, collection, and disposal of rubbish from the development during construction period;
- l) The erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate;
- m) Temporary lighting;
- n) Protection of pedestrian routes during construction;
- o) No burning on-site;
- p) Scheme of work detailing the extent and type of piling proposed;
- q) A construction-phase drainage system which ensure all surface water passes through three stages of filtration to prevent pollutants from leaving the site;
- r) Safeguards for fuel and chemical storage and use, to ensure no pollution of the surface water leaving the site.

REASON: In the interests of highway safety; To ensure that the occupiers of nearby residential properties are not subjected to unacceptable noise and disturbance during the construction period; The details secured by this condition are considered essential to be agreed prior to the commencement of development on the site so that appropriate measures are in place to avoid the potential impacts described above.

11. Prior to commencement of the works on site, the proposed receptor site shall be made suitable for reptiles by removal of ornamental shrubs and sowing with a suitable seed mixture.

REASON: To ensure the long-term protection of reptiles in line with the Wildlife and Countryside Act 1981 (as amended)

12. Development shall proceed in accordance with the measures detailed in Sections 5.4.2 to 5.7 of the submitted Reptile Mitigation Strategy by Ecosupport (December 2020) and Section 6.8 'Design Consideration & Ecological Enhancements' of Ecological Assessment report (Ecosupport, August 2020)

REASON: To ensure the long-term protection of reptiles in line with the Wildlife and Countryside Act 1981 (as amended) and a net gain in biodiversity in line with the NPPF.

13. No later than three months after the completion of the works on site, a report of action, summarising the results of the reptile capture and translocation

programme, along with representative photographs of the receptor site shall be submitted to the LPA for approval.

REASON: to ensure the success of the proposed mitigation strategy in relation to reptiles.

14. The dwelling shall not be occupied until the Building Regulations Optional requirement of a maximum water use of 110 litres per person per day has been complied with.

REASON: In the interests of preserving water quality and resources

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 bank and public holidays, unless otherwise first agreed in writing with the Local Planning Authority.

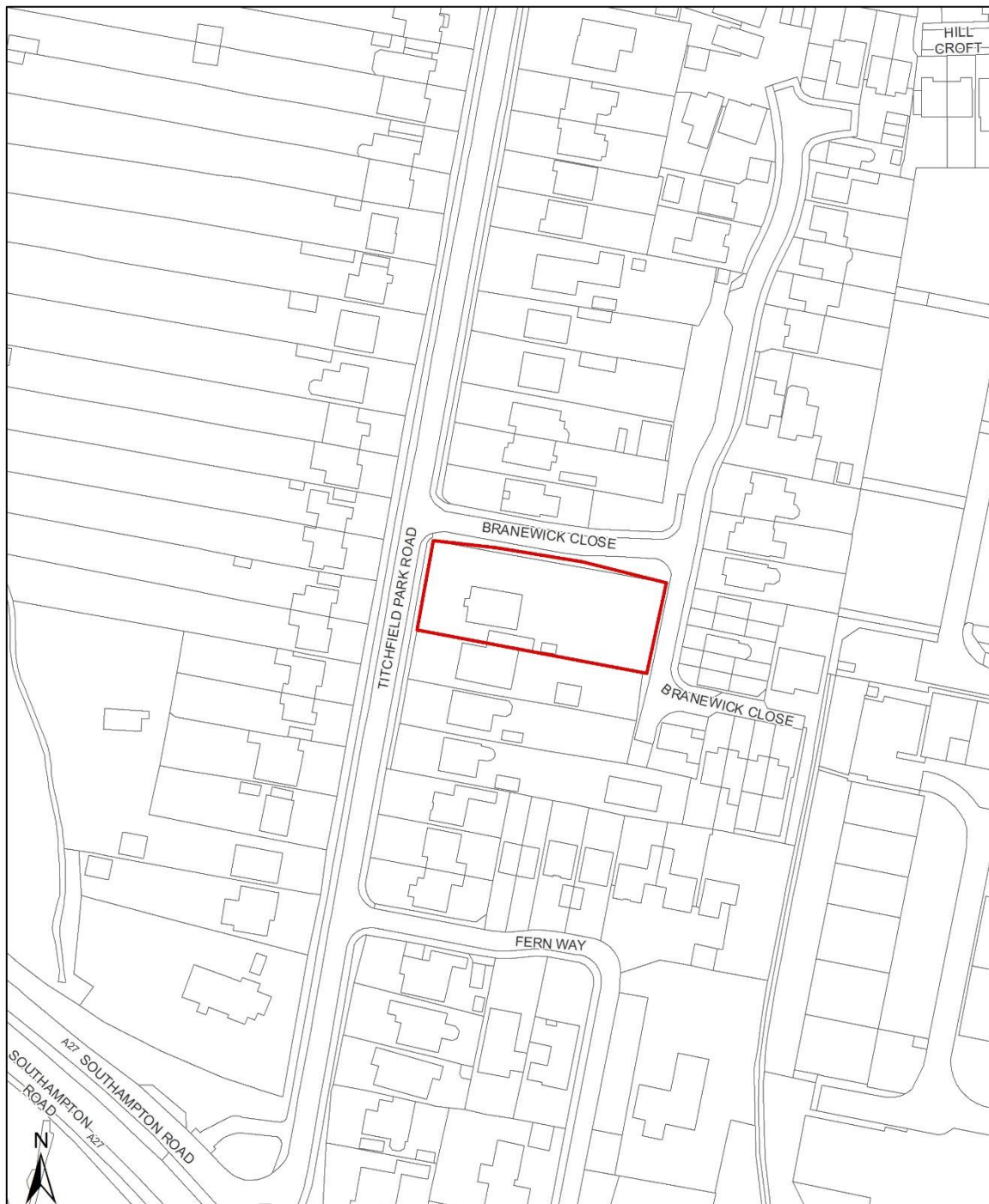
REASON: To protect the occupiers of nearby residential properties against noise and disturbance during the construction period.

10.0 Background Papers

P/20/0928/FP

FAREHAM

BOROUGH COUNCIL



53 Titchfield Park Road

Scale 1:1,250

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