

**P/13/0137/OA**

MR & MRS A.F.W. TRIMMINGS

**FAREHAM NORTH-WEST**

AGENT: ROBERT TUTTON  
TOWN PLANNING CO

PROPOSED REDEVELOPMENT BY THE ERECTION OF FOURTEEN TWO-BEDROOMED BUNGALOWS FOR OCCUPATION BY ELDERLY PERSONS (OUTLINE).

84 FAREHAM PARK ROAD FAREHAM HAMPSHIRE PO15 6LW

***Report By***

Alex Sebbinger (Ext 2526)

***Site Description***

The application site comprises a parcel of land located at the north-eastern end of Fareham Park Road. The site is in part occupied by the house and garden of No. 84 (Hope Lodge), which has extensive gardens, which lead through to a caravan storage site to the north-east. Land levels in the area slope gradually down to the south however overall the site is largely level. Views into the application site are currently obscured by dense tree and bush screening.

The site is located on what could reasonably be considered as being the border of the urban area with countryside beyond. To the south and east the surrounding area is predominantly residential, with Fareham Park Road characterised with properties of different styles and types, however nearest to the application site on that road are large detached dwellings located in spacious plots. Nearby Cort Way contains two storey flats.

The site itself is in part within the development boundary and partly within the countryside. The amount within the urban area is confined to the land surrounding Hope Lodge. A Site of Importance for Nature Conservation (SINC) lies to the north west of the site.

***Description of Proposal***

This application is for outline planning permission for the demolition of Hope Lodge and the erection of fourteen two-bedroom bungalows for occupation by elderly persons. Access and layout are for consideration, with all other matters remaining for subsequent approval. Access would be via the existing vehicular entrance to Hope Lodge, however the turning off Fareham Park Road would be modified with works to the rear garden of No. 80 Fareham Park Road in order to enable the entrance to the site to be revised.

***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

CS7 - Development in Fareham

CS15 - Sustainable Development and Climate Change

CS17 - High Quality Design

DG4 - Site Characteristics

CS20 - Infrastructure and Development Contributions

CS21 - Protection and Provision of Open Space

### **Fareham Borough Local Plan Review**

C18 - Protected Species

DG4 - Site Characteristics

### ***Relevant Planning History***

The following planning history is relevant:

P/13/0059/OA - Erection of 7 four bedrooomed detached houses - see previous report on this agenda.

P/02/0213/LU - Use of land for the open storage of touring caravans - Grant certificate May 2002

### ***Representations***

Seventeen representations have been received raising the following concerns:

- Development on green field land
- Increased traffic along Fareham Park Road with resultant concern for safety
- Disruption to users of the bridleway
- Impact on wildlife
- Ability of proposed access to be used by refuse and emergency vehicles?
- Disruption during construction
- Reduced quality of life for existing residents
- Overdevelopment given inadequate access
- Area is of 'special residential character'
- Access is across private property
- Boundaries with adjoining properties are incorrectly drawn
- Where will displaced caravans go?
- Detail of access road and junction is lacking
- Inappropriate location for elderly residents
- Poor water pressure already
- Overloaded drains
- Insufficient buffer to ancient woodland
- Issues concerning wildlife, habitat, domestic animal predation and light pollution etc
- SINC not shown

The Fareham Society -

The Society object to the proposal as about half the site is in the countryside and there is no justification

Hampshire and Isle of Wight Wildlife Trust -

As you will be aware, Application P/13/0059/OA is for seven four bedroom dwellings that are proposed to be situated at the north-eastern corner of the site, by the access road; this application is now closed and being considered. However Application P/13/0137/OA is still

open for comment and comprises 14 bungalows, with the development footprint covering the footprint of the first application, but also extending further into the managed grassland, marked on the proposed wildflower meadow.

Both applications are supported by Ecological Survey reports (Phase 1 Ecological report, ECOSA January 2011 and Phase 2 Bat Survey report, ECOSA August 2012) which consider the full range of protected species. However in the Phase 1 report, the dormouse results section, the report states the site itself contains no significant areas of suitable mature woodland/scrub habitat and therefore the site is considered to offer negligible potential for supporting dormice. Iron Mill Copse itself does offer potentially suitable habitat in the form of mature semi-natural woodland, although a small size and general lack of suitable habitat linkage to the wider landscape is considered to significantly reduce the potential for the species to occur in a self sustaining population.

The Trust agrees with the statement that the site itself contains no significant areas of suitable mature woodland/scrub habitat, but consider the statement that Iron Mill Copse lacks suitable habitat linkage to the wider landscape to be misleading and incorrect. Iron Mill Copse is linked to the wider landscape by a network of mature hedgerows, motorway and railway embankments and therefore there is more than adequate connectivity between the hedgerows bordering the site, Iron Mill Copse and the wide landscape for dormice to utilise. In addition, the Trust is aware of records of Hazel dormouse throughout this area and consider there to be a healthy population in the area, therefore the removal of any areas of woodland and hedgerow habitats could impact on the species.

Another area of concern for the Trust is the boundary of the SINC, which according to the current maps, extends along the south western edge of the area defined as wildflower meadow (drawing 1531/Old, which was received by the council on 26th February). Reviewing aerial photographs this area should be woodland and forms part of Iron Mill Copse SINC. However, this has not been acknowledged on the drawing, and given the increased size of this latest application (P/13/0137/OA), there will undoubtedly be more pressure on the SINC as a whole, but in particular the section which extends along the south-western boundary, and the protected species within it (Hazel Dormice).

The Trust would therefore recommend that the presence of dormice (a European Protected Species) in the suitable habitat surrounding and adjacent to the site should be considered, and that the SINC is protected in order to maintain its value and prevent and increase in public disturbance, which could ultimately impact on the European Protected

### ***Consultations***

Director of Planning and Environment (Arboriculture) - No Objections subject to conditions.

Director of Planning and Environment (Highways) -

Initial comments:

This is a proposal to demolish an existing dwelling and numerous outbuildings and to erect fourteen two bedroom bungalows for occupation by the elderly. The proposals include the making up of the unmade entrance from Fareham Park Road that also serves as part of a public bridleway. The site is currently used for the siting and storage of touring caravans. As such, there is already a limited degree of vehicular activity at the site access.

For the proposals to be satisfactory in access terms, it will necessary for the access way

and estate road to be built to adoptable standards and to ensure a safe arrangement for the bridleway and entrance onto Fareham Park Road. However, the width apparently available to the applicant, at only some 4m, is considerably less than the width of the access way and thus it is not certain that a satisfactory layout could be provided. A footway should be provided on the south side of the entrance, to cater for the pedestrian desire line, leading into the site. An adequate entry radius will also be needed to ensure that removal vehicles etc. will be able to access. Forward visibility and visibility splays along Fareham Park Road will also be required. Traffic calming on Fareham Park Road should be considered.

Unless it can be demonstrated that a satisfactory access layout can be provided, a highway objection would be raised to the application.

Parking provisions will need to comply with the Residential Parking SPD, whilst it will need to be demonstrated that a refuse vehicle will be able to manoeuvre through the proposed access and within the site.

Further Comments:

Following initial concerns over the standard of the proposed access, the applicant has submitted a revised access layout, including land from the side garden of No. 80 Fareham Park Road, so as to provide a 4.5m wide access road, a 1.8m wide footway and a bellmouth junction arrangement with Fareham Park Road.

Whilst the rear, western portion of the application forms part of an area for the storage of caravans, it is evident that there will be a material increase in use of the site access with the site developed as proposed. Accordingly, it is considered necessary that the access should be improved to a standard sufficient to be adoptable as public highway.

Given the retained caravan storage use and need for accessibility by refuse vehicles, it is necessary for a car to be able to pass a towed caravan or refuse vehicle. The minimum width for this to be achieved is 4.8m and thus the proposed improvement in width is considered to be unacceptable. Added to this, it has been stipulated by the Rights of Way Officer that, to satisfactorily accommodate bridleway users, a 3m wide unmetalled margin should be incorporated into the access proposals along with measures to calm vehicle speeds at the bridleway crossing point. Further, the alignment of the accessway would be such that there would also be inadequate forward visibility for drivers leaving the site.

Consequently, a highway objection is raised to the application on the grounds that the proposed access improvement would be inadequate to accommodate the demand from the various uses to which the accessway would be put, following development. As a result, users of the accessway would be inconvenienced and highway safety would be compromised.

Further amended plans were submitted by the applicant.

Final Comments:

The submitted access layout overcomes previous concerns over both applications. Subject to appropriate conditions no highway objection would be raised to the applications.

Director of Regulatory and Democratic Services (Environmental Health)-

No objection subject to a condition requiring the submission of a noise assessment in

relation to noise from the M27.

Director of Regulatory and Democratic Services (Contaminated Land) -

No objection subject to conditions requiring appropriate site investigation and mitigation as necessary.

Director of Community and Streetscene (Strategic Housing) - It is noted that the applicant intends to make affordable housing provision on site. Further dialogue with the applicants would be appropriate and necessary.

Natural England -

No Objection - No statutory sites area affected.

Director of Planning and Environment (Ecology) -

Initial comments:

The site has been subject to a suitable level of survey. Overall the site has low ecological value with the exceptions of the mature treelines at the boundaries, and the identified bat roost within Hope Lodge.

Ancient Woodland SINC - Significant impacts are not anticipated but a Construction Environment Management Plan is required to plan for avoidance of harm through runoff, dust and pollution.

Bats - There will be direct loss of roosts so that the three tests for a licence must be met:

1. The consented operation must be for 'preseving public health or public safety or other imperative reasons of overriding public interest including those of a social or economic nature and beneficial consequences of primary importance for the environement;
2. There must be no satisfactory alternative;
3. The action authorised 'will not be detrimental to the maintenance of the population of the species concerned at a favourable conservation status in their natural range.

The Authority must be satisfied on points 1 and 2 but given the measures detailed in the Bat report including measures during construction and compensatory measures it is not unlikely that a licence would be issued.

Details such as lighting, bird nesting and enhancements can be covered by conditions and informatives.

Subsequent Comments regarding amended plans relating to revised access road:

Details need to be submitted addressing the potential for any further ecological impacts resulting (such as a loss of a tree).

It also appears that the proposed 'meadow area' may extend into the woodland SINC. Without clarification that this is not the case the development, encroaching upon the SINC, would be unacceptable.

***Planning Considerations - Key Issues***

The following Key issues arise from the development proposal:

- Policy Principle
- Character of the area
- Access
- Ecology
- Affordable Housing

#### Policy Principle

The site is located at the north end of Fareham Park Road and straddles the urban edge as defined by the adopted Local Plan. 'Hope Lodge' and its curtilage are within the urban area, but in the region of half of the application site, to the southwest and in part to the northwest of that property is within the defined countryside.

On this basis alone there is an in principle objection to the proposed development which includes dwellings situated in the countryside area (layout is one of the matters proposed to be approved).

The applicants have drawn attention to the fact that there is no definable 'urban edge' at the site which explains the alignment of the urban boundary in this location and conclude that the line is 'arbitrary'. They point out that the National Planning Policy Framework urges Planning Authorities to define boundaries that are clearly recognisable and are likely to be permanent. It is proposed that this development offers an opportunity to create a recognisable and defensible boundary.

The applicants acknowledge that the part of the application site within the urban boundary has been identified in the Local Plan Part 2 - Development Sites and Policies - Draft Document October 2012. Were the smaller area of land, which is within the urban area as defined (as proposed under planning application P/13/0059/OA - reported on this report - and without prejudice to that determination) to be developed it would just as easily create a recognisable boundary to the urban area. It is the view of Officers that no adequate case has been promoted to demonstrate that the extension of the development into the countryside is necessary in this case. The applicants cite the National Planning Policy Framework from the perspective of sustainable development and the need to 'approve development proposals that accord with the development plan without delay' - however, the application proposals do not accord with the development plan.

In addition to this, no justification or special circumstances are put forward that would warrant or explain why development outside of this boundary is appropriate or needed. The applicants point to the increasing age of the population and to the key objective of the Core Strategy to provide for the housing needs of the ageing population. However, this in itself is not a justification to approve an unplanned development beyond the urban boundary and outside of any allocated site. Officers would further question whether or not this site at the far end of Fareham Park Road is indeed an appropriate location for elderly residents being at the edge of the developed area and approximately a kilometre from the local services on Highlands Road.

#### Character of the Area

The applicants allude to the 'mixed character' of the surroundings and context of the site. Whilst the character of development on Cort Way and to the south along Fareham Park

Road provides a firmly urban context, the application site and its immediate neighbours to the northeast are detached properties on spacious plots providing a semi-rural character. There is therefore a distinct change in character at the northern end of Fareham Park Road and northwest of the bridleway. The properties to the northeast of the site were developed within a woodland setting with remaining trees being subject to a preservation order, resulting in a particularly low density of development.

The application site extends to 0.87ha resulting in a proposed density of 16 dph. Although not as low as the development to the northeast this is considered as a low density of development and is therefore considered appropriate to the context; this being supported in the Draft Development Sites and Policies Plan. However, in order to achieve an adoptable standard access to the site a significant visual opening up at the entrance will result. As a result officers have no doubt that the larger extent and encroachment of the development into the countryside would be such that the extent of the development would be visible and would, consequently, be a noticeable extension of the urban boundary and incursion into the countryside.

### Access

The issue of access has been raised in objections to the development albeit principally in terms of the increased use of the existing road network. Objectors have raised concern that the access encroaches upon adjacent properties, however, appropriate notices have been served so that this is not a planning issue. A highway objection was originally raised to the application, however following discussions and receipt of amended plans which now see a revised access arrangement using a portion of the rear garden of No. 80 (under the control of the applicant), this objection is now lifted.

In terms of the increased use of Fareham Park Road, this is not considered in itself to be sufficiently harmful so as to justify an objection to the proposed development. Nonetheless, the layout internal to the site still requires some alterations to be acceptable, including clear demonstration that a 10.8m refuse vehicle can turn adjacent to plot 4, better distribution of visitor parking spaces, adjustment to Plot 12 parking to become a car port, clarification of parking adjacent Plot 14, location of footway on south side of road and its extension to Plot 2.

A revised layout regarding the arrangement of the internal road and footpaths has since been provided, and the concerns raised have now been overcome.

### Ecology

The applicants have submitted appropriate surveys concerning ecological issues, such that matters relating to the loss of habitat for bats from the demolition of 'Hope Lodge' and matters of the creation of enhanced habitat on the 'blue land' shown on the application and within the site itself could reasonably be secured by condition if permission were to be granted. Concern was raised that the application drawings showed that part of the woodland SINC to the southwest of the site lies both within the 'blue land' but is also shown on the submitted plans as part of the 'meadow' ecological enhancement area. This has now been removed from the application drawings and the applicant has confirmed that the woodland SINC is not to be affected by this application.

### Affordable Housing

Achievement of affordable housing is a national imperative sought through the National Planning Policy Framework and which is locally sought through Policy CS18 of the Core Strategy. The Policy requires that all new residential development of five or more new dwellings should make proportionate provision for affordable housing. In this case the development involves the loss of a dwelling and the construction of 14 dwellings giving an increase of 13 dwellings.

The Policy requires that on sites proposing between 10 and 14 new dwellings a 30% proportion of affordable housing should be sought. Despite the proposal being for elderly persons bungalows, there is no indication that these would be other than market value houses so that the view is taken that the full affordable provision should be sought.

The applicants have advised in their Design and Access Statement that they are willing to make affordable housing provision with an offer of four units. In broad terms this is considered acceptable. Were the application to be acceptable in all other respects this provision would be secured by condition, however, there are other in principle objections to the proposed development so that the recommendation will be to refuse the development. Under these circumstances, the lack of identified affordable housing and the means of achieving this means that the application must also be rejected on the grounds of a lack of affordable housing.

#### Other Matters

The application site is located adjacent to a lawful use of land for the storage of touring caravans. Part of the lawful use of that site is taken by part of this application site and the Design and Access Statement advises that an area equivalent to 10 of the lawful 92 caravans will be lost to the development. Access to the caravan storage area would be via a road running through this application site.

Concern has been raised that the grant of permission for the proposed development might lead to pressure for the further development of the remainder of the caravan storage site, perhaps through potential complaint from future residents. Although this concern is acknowledged, the Director of Regulatory and Democratic Services (Environmental Health) advises that potential disturbance from the caravan storage use would not be expected to cause a nuisance. In light of this, Officers are of the opinion that resisting the development on this basis would prove very difficult to sustain in the event of an appeal. It should also be made clear that in the event that a further application is made outside of this application site (for instance on the site of the caravan storage area), this would be dealt with on its merits in relation to extant policy. Without prejudice to any such application, it could potentially be more problematic in its own right due to proximity to the M27 motorway.

#### Conclusion

The development is unacceptable taking into account the policies and proposals of the Development Plan as set out above, in particular Policies CS4, CS14, CS17 and CS18 of the Adopted Fareham Borough Core Strategy 2011, Saved Policies DG4 and C18 of the Fareham Borough Local Plan Review. The proposal includes residential development in the countryside for which no justification has been provided which would be unacceptable and be harmful in terms of visual impact; insufficient information is provided regarding ecology; no affordable housing provision has been secured.

#### ***Recommendation***



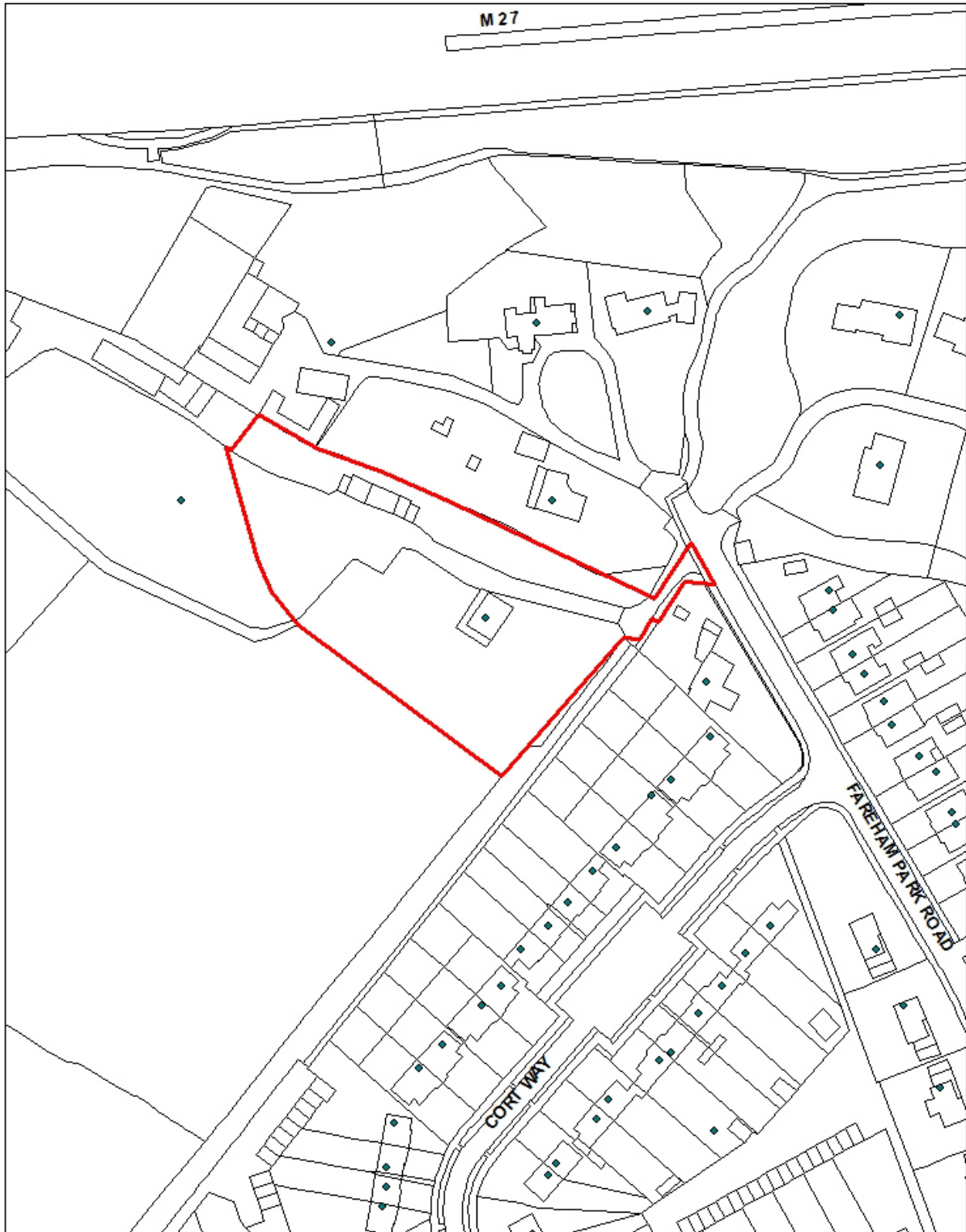
REFUSE: Contrary to policy; development in the countryside, affordable housing.

***Background Papers***

P/13/0137/OA, P/13/0059/OA

# FAREHAM

BOROUGH COUNCIL



84 Fareham Park Road  
Scale 1:1,250



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