



TOWN & COUNTRY PLANNING ACT 1990

**PLANNING APPEALS BY
RESIDE DEVELOPMENTS LTD AND ATHERFOLD INVESTMENTS LTD**

OUTLINE APPLICATION TO PROVIDE UP TO 125 ONE, TWO, THREE AND FOUR-BEDROOM DWELLINGS INCLUDING 6 SELF OR CUSTOM BUILD PLOTS, COMMUNITY BUILDING OR LOCAL SHOP (USE CLASS E & F.2) WITH ASSOCIATED INFRASTRUCTURE, NEW COMMUNITY PARK, LANDSCAPING AND ACCESS, FOLLOWING DEMOLITION OF EXISTING BUILDINGS AND CHANGE OF USE OF LAND FROM EQUESTRIAN/PADDOCK TO COMMUNITY PARK FOLLOWING DEMOLITION OF EXISTING BUILDINGS

Land to the south of Funtley Road, Fareham

APPEAL REFS:
APP/A1720/W/21/3283643, 3284532
LPA REFS: P/20/1168/OA & P/20/1166/CU

PROOF OF EVIDENCE ON DESIGN MATTERS

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on behalf of Fareham Borough Council

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1.0 QUALIFICATIONS AND EXPERIENCE

- 1.1 I am Philip Russell-Vick, a Director of Enplan, landscape, planning and environmental consultants. I hold a Diploma in Landscape Architecture and I am a Chartered Member of the Landscape Institute.
- 1.2 I have over thirty-five years of experience in landscape consultancy and have provided landscape and design advice on a wide range of residential, commercial, industrial, mineral, infrastructure and other development proposals, as well as a range of landscape design projects, throughout the UK and overseas for both private and public sector clients. I have undertaken concept schemes and been involved with masterplanning various green and brown field residential development projects across England, including the 450 home redevelopment of a former hospital at Leybourne Grange, Maidstone, 850 homes at Bromley, 750 homes at Uckfield, 700 homes at Stoneythorpe, Warwickshire, 800 homes at Brighton and, currently, a new settlement of 2,800 homes near Tunbridge Wells, a 900 home scheme on the Isle of Wight and a 2,000 home neighbourhood for a town in East Sussex.
- 1.3 I formed Enplan in December 2000 with partners. We offer consultancy advice in the fields of landscape architecture and planning. We have offices at Lewes in East Sussex and at Milton Keynes. Prior to forming Enplan I worked in private practice for seventeen years for a well-established landscape architectural, heritage and environmental consultancy.
- 1.4 Enplan were approached by Fareham Borough Council (“the Council”) in November 2021 to consider the appeal and to review the outline proposals for 125 dwellings, including the Design and Access Statement¹ and Planning Statement² submitted with the outline application, as well as other relevant documents, including the various parameter plans³ and illustrative Masterplan⁴, the design comments provided by the Council’s Urban Design Officer⁵ and the Design Response by Turley⁶, supplied by the applicants (now appellants). I first attended

¹ CDA.1

² CDA.2

³ CDA.18, 20 and 21

⁴ CDA.19

⁵ CDB.19

⁶ CDA.23

site in early December 2021 to consider the site, surroundings and the scheme in terms of its design and the degree to which it would respect the character of the neighbouring settlement and local area.

- 1.5 I am familiar with the character of this part of Hampshire, of the landscape and settlement that forms the immediate context of the proposal and of the appeal site. I have visited the area on several occasions in preparing my evidence for the inquiry.
- 1.6 I understand my duty to the Inquiry and have complied, and continue to comply, with that duty. I confirm that this evidence identifies all facts which I regard as being relevant to the opinions that I have expressed, and that the Inquiry's attention has been drawn to any matters which would affect the validity of those opinions. I believe that the facts stated within this proof are true and confirm that the opinions expressed are my true and professional opinions.

2.0 SCOPE OF EVIDENCE

2.1 This Public Inquiry concerns two non-determination appeals. The first (“Appeal 1”) concerns an outline application for a development comprising up to 125 dwellings, including six self or custom build plots, community building or local shop with associated infrastructure, new community park, landscaping and access. The second (“Appeal 2”) relates to the Change of Use of Land to a community park. The location of both appeal sites is shown in Figure 1.

2.2 My evidence addresses the issues raised by the Council’s putative reasons for refusal on Appeal 1 (November 2021), insofar as these relate to design matters. The resolution by the Council to refuse planning permission would have been for eight reasons for refusal, the first of which is relevant to my evidence:

“The development would be contrary to Policies CS2, CS4, CS5, CS6, CS14, CS16, CS17, CS18, CS20, and CS21 of the Adopted Fareham Borough Core Strategy 2011 and Policies DSP6, DSP13, DSP15 and DSP40 of the Adopted Local Plan Part 2: Development Sites and Policies Plan, and is unacceptable in that:

a) The proposed development is not sensitively designed to reflect the character of the neighbouring settlement of Funtley and fails to respond positively to and be respectful of the key characteristics of the area harmful to the character and appearance of the countryside.....”

2.3 The Council has no objection to Appeal 2, and resolved (also in November 2021) that, had it been able to determine the application, it would have resolved to grant permission. As such, I do not address it further in my evidence.

2.4 In considering the design issues of Appeal 1, I shall:

- Review the design-related planning policies and design guidance relevant to this proposal, including the National Planning Policy Framework, the Planning Practice Guidance, saved policies of the Adopted Local Plan Part 1: Fareham Borough Core Strategy (2011) (specifically Policies CS14 (Development Outside of Settlements), CS17 (High Quality Design)) and policies DSP6 (New Residential Development Outside of the Defined Urban Settlement Boundaries) and DSP40 (Housing Allocations) of the Adopted Local Plan Part 2:

Development Sites and Policies Plan, as well as the National Design Guide (2019) and the Fareham Borough Design Guidance SPD (2015);

- Also review the emerging policy position for the land, as defined in Policy HA10 of the Revised Fareham Local Plan 2037, and Policy D1 (High Quality Design and Placemaking);
- Describe the context of the appeal site, including the character of the village of Funtley, examining the site's immediate environs in particular;
- Review the Council's Urban Designer's consultation comments⁷, the response provided by the appellants⁸ and provide my appraisal of the design of the development proposal;
- Consider these and the quality of the proposals and the response to the key characteristics of the area, in the context of the Framework, the PPG, the National Design Guide, local planning policies and the local design SPD; and
- Provide my conclusions.

⁷ CDB.19

⁸ CDA.23

3.0 DESIGN RELATED PLANNING POLICY AND PLANNING GUIDANCE

3.1 This section describes the background of relevant national and local planning policies, in so far as they relate to design matters, against which the development proposals will be determined. In addition, I refer to the guidance on design and the processes of design as set out in the ‘*Design: process and tools*’ section of the PPG, and in the National Design Guide⁹ and Fareham Borough Design Guidance SPD¹⁰.

The Framework

3.2 The Framework (as revised July 2021) defines three overarching objectives for the planning system to contribute to achieving sustainable development; these are economic, social and environmental. For the social objective, at Paragraph 8(b) the planning system should (among other things) seek to foster a well-designed and safe built environment. Whilst for the environmental objective, at Paragraph 8(c), the planning system should contribute to protecting and enhancing our natural, built and historic environment.

3.3 Within Section 12 “*Achieving well-designed places*”, Paragraph 126 sets out that “*The creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities*”.

3.4 Paragraph 130 requires that planning decisions should ensure that developments: will, inter alia, function well and add to the overall quality of the area over the lifetime of the development; are visually attractive, including as a result of good layout and appropriate and effective landscaping; are sympathetic to local character, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change; establish or maintain a strong sense of place; and optimise the potential to accommodate and

⁹ CD 7.8

¹⁰ CD 7.9

sustain an appropriate mix and amount of development (including green and other public open space).

- 3.5 Paragraph 134 sets out that development that is not well designed should be refused, especially where it fails to reflect local design policies and government guidance on design and, conversely, significant weight should be given where development proposals do reflect such policies and guidance and/or are “*outstanding and innovative*”, or help raise the standard of design in an area, so long as they fit in with the form and layout of their surroundings.

Adopted Local Planning Policy

- 3.6 The relevant adopted local planning policy includes saved policies of the Adopted Local Plan Part 1: Fareham Borough Core Strategy (2011), specifically Policies CS2 (Housing Provision), CS4 (Green Infrastructure, Biodiversity and Geological Conservation), CS5 (Transport Strategy and Infrastructure), CS6 (The Development Strategy), CS14 (Development Outside of Settlements), CS15 (Sustainable Development and Climate Change), CS16 (Natural Resources and Energy), CS17 (High Quality Design), CS18 (Affordable Housing), CS20 (Infrastructure and Development Contributions) and CS21 (Protection and Provision of Open Space), and policies DSP1 (Sustainable Development), DSP6 (New Residential Development Outside of the Defined Urban Settlement Boundaries), DSP13 (Nature Conservation), DSP15 (Recreational Disturbance on the Solent SPA) and DPS40 (Housing Allocations) of the Adopted Local Plan Part 2: Development Sites and Policies Plan.

- 3.7 These policies are set out in Section 6.0 of the Council’s Statement of Case and addressed in Section 4 of the Statement of Common Ground. Mr Jupp addresses all of the local policies in full in his evidence at section 5. I highlight the following policies and matters contained within the policies that particularly apply to design considerations and that are relevant to my evidence:

- **Policy CS14** Development Outside of Development Boundaries seeks to protect the countryside, outside development boundaries, from development which would adversely affect its landscape character, appearance and function;
- **Policy CS17** High Quality design requires that all development, buildings and spaces will be of a high quality of design and proposals will need to demonstrate, inter alia, that they respond positively to key characteristics of

the area, including landscape, scale and form and spaciousness; provide continuity of built form with active frontages to the street; ensure permeable movement patterns and connections, create a sense of identity and distinctiveness; ensure that the public realm has pedestrian priority; provide green infrastructure; and provide appropriate parking taking into account the context of the development. In addition, new housing will be required to secure adequate internal and external space;

- **Policy DSP6** New Residential Development Outside of the Defined Urban Settlement Boundaries, in seeking the protection of the character, appearance and function of the landscape, requires that there will be a presumption against new residential development outside of the defined urban settlement boundaries. It also requires that new buildings should be well-designed to respect the character of the area and, where possible, should be grouped with existing buildings; and
- **Policy DPS40** Housing Allocations, sets out that where it can be demonstrated that the Council does not have a five year housing land supply, additional housing sites may be permitted outside the urban area boundary, where (among other things) (ii) the proposal is adjacent to, and well related to, the existing urban settlement boundaries and (iii) the proposal is sensitively designed to reflect the character of the neighbouring settlement and to minimise any adverse impact on the countryside.

Emerging Local Planning Policy

- 3.8 **Policy D1** (High Quality Design and Placemaking) of the Revised Fareham Local Plan 2037 (submitted for independent examination on 30th September 2021) is consistent with the objectives of the Framework to achieve high quality design and its structure and approach closely reflects the key characteristics of high quality design as set out in the National Design Guide¹¹. The supporting text to the policy makes clear that a well-designed, contextual development demonstrates that it is based, inter alia, on a sound understanding of the surrounding context and integrated into its surroundings so that it relates well to them. The policy wording sets out that development proposals will be permitted where compliance with the

¹¹ CDH.24

ten key characteristics of high quality design, as defined in the National Design Guide, has been demonstrated.

- 3.9 **Policy HA10** is a draft allocation policy in the Revised Local Plan relating to the extant outline permission for 55 homes on part of the Appeal 1 site. It indicates an indicative yield of 55 dwellings and sets out various site-specific requirements, including that the quantum of housing should be broadly consistent with the indicative site capacity, the proposals should have view corridors from Funtley Road through to the allocated public open space to the south and should form part of the open space network and incorporate pedestrian/cycle links with limited vehicle crossings.

Planning Practice Guidance

- 3.10 The '*Design: process and tools*' section of the PPG refers to the National Design Guide which sets out what good design means in practice and to local design guides, such as the Fareham Borough Design Guidance SPD, that can set out general principles and standards that development proposals should follow.

National Design Guide

- 3.11 The 2021 National Design Guide¹² (NDG) forms part of the suite of planning guidance supporting the Framework and is based on national planning policy, practice guidance and objectives for good design as set out in the Framework. The NDG addresses the question of how we recognise well-designed places, by outlining and illustrating the Government's priorities for well-designed places through ten characteristics. These characteristics reflect the Government's priorities and provide a common overarching framework. More specific guidance can then be locally formulated at a local authority level, such as the Fareham Borough Design Guidance SPD, although this of course pre-dates the NDG and is, I would suggest, somewhat out of date with the current approach taken by the NDG and the National Model Design Code, noting the latter is not directly relevant to this appeal in my view.
- 3.12 The ten characteristics of high quality design, as identified in the NDG, are:
- Context
 - Identity

¹² CDH.24

- Built Form
- Movement
- Nature
- Public spaces
- Uses
- Homes and Buildings
- Resources
- Lifespan

3.13 'Context' is defined in paragraph 38 as "*the location of the development and the attributes of its immediate, local and regional surroundings*". Paragraph 41 states that well-designed development responds positively to the features of the site itself and the surrounding context beyond the site boundary, enhancing positive qualities and improving negative ones. Paragraph 43 states that:

"Well-designed new development is integrated into its wider surroundings, physically, socially and visually. It is carefully sited and designed, and is demonstrably based on an understanding of the existing situation, including:

- *the landscape character and how places or developments sit within the landscape, to influence the siting of new development and how natural features are retained or incorporated into it;*
- *patterns of built form, including local precedents for routes and spaces and the built form around them, to inform the layout, grain, form and scale;*
- *the architecture prevalent to the area including the local vernacular and other precedents that contribute to local character, to inform the form, scale, appearance, details and materials of new development.....*
- *public spaces, including their characteristic landscape design and details, both hard and soft."*

-
- 3.14 Paragraph 44, however, highlights that “*well-designed places do not to copy their surroundings in every way. It is appropriate to introduce elements that reflect how we live today, to include innovation or change such as increased densities, and to incorporate new sustainable features or systems*”.
- 3.15 Paragraph 50 highlights that “*The identity or character of a place comes from the way that buildings, streets and spaces, landscape and infrastructure combine together and how people experience them.....Local character makes places distinctive*”. Creating identity may involve adopting forms, features materials and details of the area and drawing on the architectural precedents that are prevalent in the area or “*Where the scale or density of new development is very different to the existing place, it may be more appropriate to create a new identity rather than to scale up the character of an existing place in its context*”¹³ and “*Where the character of an existing place has limited or few positive qualities, then a new and positive character will enhance its identity*”¹⁴.
- 3.16 ‘Built Form’ is defined as “*the three-dimensional pattern or arrangement of development blocks, streets, buildings and open spaces*”¹⁵. Paragraph 66 states “*Built form is determined by good urban design principles that combine layout, form and scale in a way that responds positively to the context. The appropriate density will result from the context, accessibility, the proposed building types, form and character of the development*”.
- 3.17 For ‘Movement’ paragraph 76 identifies that “*Successful development depends upon a movement network that makes connections to destinations, places and communities, both within the site and beyond its boundaries*” and, at paragraph 77, that a well-designed movement network defines a clear pattern of streets that (amongst other things) “*incorporates green infrastructure, including street trees to soften the impact of car parking...*”.
- 3.18 For ‘Nature’ paragraph 91 highlights, inter alia, that well-designed places integrate existing and incorporate new natural features and provide attractive open spaces with activities for all to enjoy, including play space.
- 3.19 For ‘Public Spaces’ the NDG considers that the quality of the spaces between buildings is as important as the buildings themselves and that the design of public

¹³ CDH.24 paragraph 59

¹⁴ CDH.24 paragraph 60

¹⁵ CDH.24 paragraph 61

space should encompass its siting and integration into the wider route network.

Paragraph 100 states that:

“Well-designed places:

- *Include well-located public spaces that support a wide variety of activities and encourage social interaction.....;*
- *Have a hierarchy of spaces.....”*

3.20 At Paragraph 107 the NDG considers that a well-designed public space, that encourages social interaction, is sited so that it is open and accessible, and connected into the movement network, preferably so that people pass through it.

3.21 The NDG encourages a mix of uses within developments to support everyday activities, such as local services and facilities, and an integrated mix of housing tenures and types, designed to be tenure neutral and socially inclusive. It also encourages well-designed homes that provide good quality internal and external environments, and relate positively to the spaces around them, contributing to social interaction and inclusion, and resolving the details of operation and servicing; places that conserve resources, responding to the impacts of climate change; and places that sustain their beauty over the long term, and that have an emphasis on quality and simplicity.

Fareham Borough Design Guidance SPD 2015

3.22 The Fareham Borough Design Guidance SPD¹⁶ sets out detailed design guidance for new residential development. Its focus is on establishing principles for layouts and the relationships within developments between streets, housing and open spaces, rather than the broader principles considered by the NDG.

3.23 Pages 14 and 15 of the SPD deals with ‘New Streets (higher density)’, which although no specific density range is provided in the document, I consider to be more relevant to the appeal scheme than the lower density section. Page 14 identifies that private rear gardens should be 11m deep, with large family homes having more generous sized gardens, and that first floor windows should be no less than 22m from the facing windows of neighbouring homes. Page 15

¹⁶ CDE.7

addresses on-street parking and parking in squares, finding that continuous areas of communal parking are visually intrusive and need to be broken up, including with street trees and planting.

- 3.24 For larger developments, the SPD sets out that these “*will be expected to provide new well designed and thought out public spaces which function successfully. New development adjacent to existing public spaces will take every opportunity to improve and enhance these spaces and where possible should connect to surrounding public spaces.....*”¹⁷

¹⁷ CDE.7 Page 16

4.0 THE CONTEXT

Funtley

- 4.1 The village of Funtley grew up from a farming and, later, a brickworks community built along Funtley Road, Funtley Lane and Funtley Hill comprising a small number of simple Victorian worker's cottages (refer to Figure 2). During the mid-20th Century, the linear form of the settlement was reinforced with some infill development and apparent re-development, particularly along the northern side of Funtley Road, and, following the demise of the brickworks, with more substantive development along and to the south of Funtley Road in the late 20th Century ('The Waters' and 'Lakeside'). To the west of the railway line, a former abattoir site, north of Funtley Road was redeveloped in the 1990's ('Roebuck Avenue', as I will refer to it), and west of this, filling in the remaining undeveloped frontage along the north side of Funtley Road between the railway and the Deviation Line, the very recently completed development at 'Fallow Close'.
- 4.2 The strongest characteristic of the village is its linear form along Funtley Road, and to a lesser extent along Funtley Hill. The linear character of modest Victorian detached houses and short terraces of cottages, display typical ribbon development characteristics within Fareham borough, with front gardens and long rear gardens. This has been reinforced with the form of the later development along Funtley Road, which has partially mimicked this character (refer to Photograph 1 Figure 3). Much of the mid-20th Century development north of Funtley Road and Funtley Lane has been set back to provide large front gardens with off-street parking. The late-20th Century development on the south side is set tighter to the street than the earlier housing opposite and has also introduced some variety to the form with some housing side-on facing a small open space, which allows a 'surprise', albeit contained view to the wooded space to the south (refer to Photograph 2 on Figure 3), or the cul de sac accesses, some side-on (refer to Photograph 3 on Figure 3), some fronting onto the street but with rear parking and some also backing onto Funtley Road along one short section, which mimics the opposite relationship of the housing on Funtley Lane (refer to Photograph 4 on Figure 3). This arrangement of the more recent development has successfully

maintained the impression of the linear character of the village, whilst providing some additional interest and subtle variety to the street scene.

- 4.3 The cul de sac layout arrangements of largely detached housing to the south of Funtley Road, although somewhat typical of their era, have some further interest generated by virtue of the varied parking arrangements at The Waters, which allows for a small, overlooked internal 'green' (refer to Photograph 5 on Figure 4), and an attractive relationship between the houses and the open space to the south at Lakeside (refer to Photograph 6 on Figure 4).
- 4.4 East of the bend in the road, that marks the change from it being Funtley Road to Funtley Hill, there is a loose cluster of six detached two, one and a half and single storey houses in larger, well-treed gardens. This group has a completely different and irregular form to the remainder of the village (refer to Photograph 7 on Figure 4).
- 4.5 The north-south alignment of the railway divides the original part of the village to the east of the railway, expanded as described, from a new area of the village to the west. The new part is very largely visually separate from the older part, due the woodland alongside the railway, and barring a few older houses along Funtley Road, has a more modern appearance, which due to this and its location, is not well integrated with the original settlement.
- 4.6 The 1990's and even more recent development along Funtley Road, to the west of the railway, is of largely detached houses set out along cul de sac streets. The Roebuck Avenue and Fallow Close developments have similar forms with frontage parking or occasional on-street parking, with typically modestly sized rear gardens, in accordance with general minimum standards. Whilst the internal character of these developments is again typical of the era, they have a consistent and somewhat unusual relationship with Funtley Road. Retaining the hedgerow and trees along the road in the public realm, the housing fronts onto the street through the use of short parallel drives, and whilst this somewhat mimics a similar arrangement that the few houses immediately west of the railway bridge have with the road, it does present a more car dominated frontage than could have been achieved with the use of some rear parking arrangements for variety (refer to Photographs 8 and 9 on Figures 4 and 5).
- 4.7 The Roebuck Avenue development has an interesting relationship with its related open space to the north-west in which the housing both fronts onto the open space, using a similar short drive arrangement as it does to the Funtley Road

frontage (refer to Photograph 10 on Figure 5), but also with some houses set side-on set behind a retained line of trees (refer to Photograph 11 on Figure 5).

- 4.8 The layouts to the east of the railway provide for densities of some 15dph up to 30dph, with densities to the west at around 25-30dph. Densities are, therefore, at the low to mid-low end of the scale and are appropriate for an essentially rural context. Densities themselves are not necessarily a strong guide to character, as these are partly driven by the size of the plots within which the houses sit. The scale, form and layout of the development tend to underpin character more clearly, as is observed in the differing densities east and west of the railway but, as both sides have a relatively compact built form, with the houses close together along Funtley Road, the apparent density east and west is perhaps not dissimilar.
- 4.9 The outer edges of Funtley and how these relate to the rural context is also an important factor in the character of the settlement. The village overall has a quite wooded setting provided by the woodland along the railway, the former brickworks open space to the south-east with the wooded embankment of the M27 beyond, and the woodland along the raised Deviation Line to the west. These combine to contain the village to the south-east and north-west both visually and physically. The north-eastern and eastern edges have, by contrast, an evidently countryside setting with views out from most of the properties across a largely open arable landscape. A number of the houses along the northern side of Funtley Road back onto and look over the village's recreation ground. Vegetation within the recreation ground helps to soften the relatively compact building line. East of this the houses have much deeper gardens with some more vegetation which also help to soften their appearance. The six detached properties on the corner of Funtley Road and Funtley Hill have a much more open and vegetated character than the rest of Funtley Road and this arrangement provides for a soft, feathered edge to the village at what otherwise would be an exposed settlement boundary.

The Appeal Site and its Immediate Context

- 4.10 The appeal site is located to the south-west of Funtley, as identified at Figure 1. The site is some 6.09Ha in area and it adjoins Funtley Road along its northern edge. The general arrangement of its features and boundaries is set out within the Council's Statement of Case.

4.11 In terms of design related issues, the key features and functions are as follows:

- 1) The character of the roadside along Funtley Road, its somewhat intermittent hedgerow with a few larger hawthorns and trees, and the vegetated northern side of the road and the arrangement of the housing in the Roebuck Avenue and Fallow Close developments (as set out above);
- 2) The markedly climbing topography of the southern land and its partially open character which allows views down into the development appeal site from the permissive path;
- 3) The partial enclosure provided by Great Beamond Coppice in the south-east and other woodland, in particular the wooded and fully enclosed character of the easternmost field;
- 4) The woodland that currently largely surrounds the existing stables and yard;
- 5) But otherwise, the relative absence of landscape or other features within the body of the site that would either constrain the design or, indeed, provide the scheme with an immediate sense of place and character. These latter elements are provided more by its boundaries and setting.

5.0 DESIGN APPRAISAL

5.1 My appraisal firstly considers the design approach adopted by the extant 55 unit scheme. I then review the consultation response of the Council's Urban Designer and the appellant's response to this. I then provide my overall design assessment based on the information provided within the Design and Access Statement, the parameter plans and the illustrative Masterplan, and seek to identify where the scheme design would differ or conflict with the requirements of Policy HA10 of the emerging Local Plan. Lastly, I consider my conclusions against the context of the policy background and the NDG. In all of this, I recognise that the Appeal 1 proposal (as with the 55 unit scheme) is an outline proposal, with all matters reserved except for access. There is therefore scope for some design issues to be addressed at reserved matters stage, but other design aspects are fundamental to the acceptability or otherwise of the outline proposal and must be considered now.

5.2 The appraisal addresses, in particular, the following three design aspects:

- The design approach adopted for the edges of the site, including the relationship envisaged with Funtley Road and the development opposite, the outer southern edge and the relationship this would have with the allocated open space, countryside and as seen in the view from the permissive path to the south and other key characteristics of the area;
- The design of the layout in respect of the view corridors provided, in the context of Policy HA10, part (f), and the degree to which this would meet the objectives of the policy but also whether this makes the most of this asset, to help integrate the development with its surrounds and embellish its sense of place; and
- The degree to which the scheme reflects the character of Funtley village generally but also the key differences between the appeal scheme for 125 homes and the extant permission for 55.

The Extant 55 Unit Scheme

5.3 Outline planning permission for 55 units within a smaller red line boundary, as compared with the appeal scheme, was granted in 2020 (P/18/0067/OA). The

Council's Urban Design Officer first commented on the 55 unit scheme in April 2018 (Appendix A) and the basis of the submitted Parameters Plan (Appendix B). He raised a series of objections, based on the scale of the development but also a prime one related to the approach taken to enclose the development with landscape buffers which, in his view, failed to integrate the scheme properly with its surroundings. The proposals were subsequently amended, culminating in a revised and subsequently approved Parameters Plan (Appendix C: drawing D2546_032_REVI), which incorporated two "*indicative primary view corridors*" involving areas or strips of open space through the layout, as well as a revised routing for the permissive path. He confirmed in his following comments (Appendix D) that the plan met the principles established by the draft Local Plan framework at that time. The final revised illustrative Masterplan he refers to is appended at Appendix E (drawing D2456_008_REVG).

- 5.4 The Council's Urban Design Officer also set out the potential density of 22dph, based on a net developable area of 2.48Ha, and commented "*.....22dph should be low enough to ensure robust planting within the development plots and public space to help create a more landscape dominated development, much more so than the standard 30-35dph as exists on the north side [of Funtley Road] and elsewhere*".
- 5.5 In respect of the view corridors and associated open space through the development, I note that the westerly one of these is specifically angled across the site to allow a view from Funtley Road, from in the vicinity of the houses close to the Deviation Line bridge, to the open 'summit' of the topography and countryside to the south, whilst the easterly one sets up an angle, more perpendicular to Funtley Road, from close to the Roebuck Avenue junction, to an open area on the horizon to the west. I understand the logic for these two corridors, in respect of their potential to maintain the visual linkages with the settlement's landscape setting, and their function of breaking up the layout, reducing its apparent density and helping to 'feather-out' the scheme to the south, especially as perceived from the raised viewpoint of the permissive path to the south.
- 5.6 I would agree with the Urban Design Officer's comments in terms of the permitted density. The scheme at a net density of 22dph allows for a generous amount of open space and landscape buffers within the scheme overall, such that planting within the plots and further public space would probably be unnecessary, although generous tree planting within the central street and at the edges of the blocks would be. Certainly, the form of the illustrative Masterplan contrasts strongly with

the approach to layout and density of the Roebuck Avenue development to the north which, in the context of the more open, countryside setting of the site to the south, would be an appropriate response and, potentially, although this is not deeply explored within the application, properly reflective of the character of Funtley, depending on how the housing was laid out, parking arrangements addressed and other similar details.

The Council's Urban Design Officer's Comments on the Appeal Scheme and the Appellants' Response

5.7 The Council's Urban Design Officer poses four "*key questions...from an urban design perspective*" in his consultation response dated 18th December 2020¹⁸. These were:

- What relevance does the Meon Valley village assessment have?
- Does the parameter plan take account of key views and is its structure appropriately arranged having regard to the site's location on the edge of the village?
- Does the illustrative masterplan provide sufficient evidence to support a figure of 125 dwellings?
- Does the illustrative masterplan demonstrate key requirements in terms of standards and the principle of decreasing density?

5.8 In summary, he draws the following conclusions in respect of the above points:

- He accepts that the Meon Valley document (appended to the Design and Access Statement) is useful in setting out some of the qualitative built form and townscape elements of the historic Meon Valley villages but considers that the study has been used to provide evidence to justify much higher densities to the permission. He notes that the study focusses on the 'urban' core of the villages rather than the edge characteristics (which is the context for the site) and that the "*proposals appear to be an attempt to reflect the creation of a new higher density 'core' to Funtley village, but without the low and decreasing density and looseness that comes with*

¹⁸ CDB.19

edge locations...". He also notes that the illustrative masterplan shows very compact, small perimeter blocks rather than based along a primary linear route with linked lanes, "*without the variety in form and density, spaciousness of plot depth and architectural expression as seen in the historic examples*";

- He considers that the parameter plan does not provide the strategic view corridor from the north-west corner to the top of the slope where the bridge crossing is located, or the summit as I refer to it. He finds that there is no added benefit to move away from the approved parameter plan; and
- He considers it remains unclear as to whether 125 units are actually shown on the illustrative masterplan or how the parking arrangements would be delivered to standards. Also, that most of the plots have substandard gardens and separation distances¹⁹ (refer to his marked up plan²⁰), and that together with the above points would, as a result, mean that the blocks would be more visually cramped than both the historic examples or the village of Funtley.

5.9 He also raised that the development parcel had been extended to the south, rising slightly up the slope, noting that this is principally a landscape matter, and a further point that the Masterplan shows dwellings backing onto open space, which is a design out crime issue and not acceptable.

5.10 The appellants provided a response to these comments, via Turley, dated 1st February 2021²¹, from which I draw the following key points:

- The village, for much of the 20th and 21st Century, has been dominated by roadside development of remarkably similar houses with little coherent structure or contribution to a sense of place and whilst it has never benefitted from the slow evolution of the Meon Valley villages, new development, of an appropriate form and density, could create a distinctive edge to the village;
- There is no cogent case for reducing the density down to 20dph, which does not meet government advice of making the best use of land, particularly where there is not landscape case to do so;

¹⁹ Note Fareham Design Guidance distances as set out at my paragraph 3.23

²⁰ CDB.19

²¹ CDA.23

- The illustrative masterplan “is realistic” in how it shows the disposition and mix of houses, parking, open space and pedestrian circulation to create a place with a distinctive identity as opposed to a conventional suburban and car dominated environment;
- The masterplan indicates differing approaches to the arrangement of buildings across the site with smaller farmstead clusters along the southern edge;
- The two main view corridors are substantive landscape features with pedestrian access and overlooked, and connected to other open spaces;
- Funtley is conveniently close to the Meon Valley whose settlements offer lessons for achieving distinctiveness and the appellants chose to apply the lessons to the frontage of the site, along Funtley Road, and have paired the singular street development forms of the Meon villages to form back to back arrangement resulting in perimeter blocks. It is not intended to copy the Meon villages but to take the general form and apply it in a modern way; and
- Accepted design standards generally will be followed, including the separation distances set out in the Fareham Design Guide SPD, and that it is premature to decide such details at an outline stage.

5.11 I address these issues, amongst other points, in my overall design assessment below.

Overall Design Assessment

5.12 I have focussed my assessment on three main areas, as set out in the sub-sections below. In so doing, I am mindful that this is an outline application and that, although the various parameters plans are offered for approval, the Illustrative Masterplan²² and the Illustrative Layout for Parcel C²³ are not. Accordingly, some of the comments related to the Illustrative Masterplan and Illustrative Site Layout may be capable of being addressed through Reserved Matters applications in due course, should the appeals be allowed. However, the plans, underpinned by the

²² CDA.19

²³ CDA.22

Design and Access Statement²⁴, highlight a set of approaches that to some degree demonstrate issues with the proposal that are not in its favour.

The design approach adopted for the edges of the site

- 5.13 The Overall Parameter Plan²⁵ shows a 15m wide, or so, 'rural edge green space' along the development edge beside Funtley Road. The red line boundary is set back, for part of its length, from the carriageway by an additional width of around 10m at its widest. It would appear as though the hedge and ditch along this section of Funtley Road lies within highway land and would be excluded from the scheme. This arrangement is similar in principle to the extant permission for 55 units but the illustrative Masterplan (Appendix E), which accompanied the application, indicates that the frontage would be formed by housing fronting onto a green space with a pedestrian only route. The Illustrative Masterplan for the appeal scheme shows an almost continual road frontage parallel to Funtley Road with housing shown up against that road and its footway. Whilst this latter approach shares some commonality with the developments on the north side, such a solution would give rise to effectively three parallel roads, albeit subdivided by landscaping, which would be a much more urban and car dominated appearance than envisaged by the 55 unit scheme.
- 5.14 The 55 unit scheme layout suggests that all of the development blocks would be outward facing perimeter blocks, as envisaged for the appeal scheme; however, these blocks are not accompanied by almost continual perimeter roads, as shown for the appeal scheme. This accordingly suggests that at least some of the parking arrangements, for the 55 unit scheme, would be internalised, as it were, set within communal semi-private parking courts. More frontage or on-street parking could exist along the access roads through the site's centre. This approach requires a lesser net density within the blocks, to allow for the communal parking space. It has the significant advantage of presenting outward facing development frontages that are less intensely developed, less car dominated, more pedestrian and play friendly, with more opportunity for tree planting and landscaping, to soften the visual impact of cars and to better integrate the built form with the site's rural edges. Regarding the use of street trees to soften the visual impact of car parking, whilst the illustrative Masterplan shows a number along the central street, few are indicated along the perimeter roads, especially on the sides occupied by buildings.

²⁴ CDA.1

²⁵ CDA.18

- 5.15 The contrasting approaches of the 55 unit scheme and the appeal scheme are demonstrated not only along the northern boundary with Funtley Road but also along the southern edge adjoining the allocated open space and open countryside to the south.
- 5.16 I accept that this is not a matter for approval at this stage but, in order for the principles of the appeal scheme to be amended through detailed design to address the approach established with the 55 unit scheme, some radical re-thinking would be required, in my view, in terms not only of the approach but critically to the amount of housing within the blocks, i.e. their overall net density, to allow for a greater proportion of internalised parking provision. This is fundamental and heightens the Council's Urban Design Officer's concern regarding back garden sizes and separation distances, which I share, that the 125 units proposed cannot be appropriately and sensitively delivered in the form suggested.

The design of the layout in respect of the view corridors provided

- 5.17 The Overall Parameter Plan identifies two view corridors, or what it terms "*views to hillside trees*". The eastern of these is aligned from a point on Funtley Road just east of the Roebuck Avenue junction to the central woodland group within the allocated open space. This alignment is the same as identified on the 55 unit parameters plan and supported by the Council's Urban Designer. I would prefer to have the second aligned directly with the Roebuck Avenue access as this would reinforce the integration of Roebuck Avenue with the new scheme and allow for a more open view (with some vegetation management along the frontage), not of the wooded clump, but to the west of this, to the second area of the open hilltop on the skyline; as defined it would be largely obscured by vegetation to be retained. This is an 'opportunity missed' point, but I accept of course that the Council has accepted its alignment previously.
- 5.18 The western corridor, as indicated on the Overall Parameter Plan, is set parallel to the first and aligned from an indistinct point along Funtley Road and orientated towards an existing tree on the southern edge of the development, with, beyond it and set higher, a relatively modern house. This is not aligned as per the 55 unit scheme, which had the logic of providing a visual link between a point on Funtley Road related to the older houses but also at a point where people, emerging from the tunnel under the Deviation Line, would have the view to the 'summit' point

retained. There is no sound rationale for the second corridor proposed with the appeal scheme and other than simply performing as a break in the development, its focus on a tree and a house, of no particular architectural or historic merit, would not retain an interesting characteristic or add greatly to the sense of place for the new development. This is also an 'opportunity missed' point but one that was clearly apparent from the approved 55 unit scheme and supported by the Council's Urban Design Officer (refer to Appendix D).

The degree to which the scheme reflects the character of Funtley village

- 5.19 In my assessment, whether the development is sensitively designed to reflect appropriately the character of Funtley turns on: the degree of understanding demonstrated as to the existing character of the village, its strengths and weaknesses, and how these lessons are expressed in the scheme; how the site relates to its setting and how key components have been treated by the scheme; consideration of the form and layout of the scheme, in principle, driven by the lessons learned above; and the nature of the development in terms of total numbers and related densities.
- 5.20 I share the Council's Urban Design Officer's scepticism as to the value of the Meon Valley Village Study. In itself it is an interesting piece of work, but I cannot agree that it is fully relevant to the proposals or Funtley. Funtley is not an historic village in the sense that those villages are, and it is not located in the downland part of the Meon Valley that is the landscape context for these villages. I accept the qualifications made in the Turley response to the Council's Urban Design Officer's comments, as to how the lessons have been loosely employed, but Funtley has its own particular history which although unremarkable is obviously central to its own form and character, and Funtley's character deserves a bespoke response related to it.
- 5.21 This said, the key characteristics of the village such as its dominant linear form with a compact frontage and the later cul de sac developments behind the frontage to the south, are not necessarily of such value that they should be mimicked just to match character. The design of the development for the appeal site, particularly given its relationship to the more recent developments to the north and together the somewhat separate location of these to the west of the railway, does require an approach that draws on some of the very general parameters of the village analysis, such as the overall east-west alignment of the village with the main internal access route following that alignment (which I accept the appeal scheme

achieves), but also requires a more positive approach which might address some of the shortcomings of the existing form, i.e. the dominant linear form with cul de sacs behind, with more innovative, contemporary urban design solutions. In considering this, I accept that a perimeter block approach is broadly the right approach and agree with the Council's Urban Design Officer that this could produce an attractive scheme²⁶ but I am not convinced that a successful design is demonstrated through the Illustrative Masterplan or that the arrangement can deliver the numbers of units applied for.

5.22 I agree with the Council's Urban Design Officer that the Illustrative Masterplan fails to demonstrate that 125 units could be accommodated on the appeal site in the form suggested, even allowing for the Illustrative Layout for Parcel C²⁷ drawing. There remain issues with the standards for back garden depths and distances between the rears of properties, as his original comments highlight²⁸, and the Masterplan does not fully show how the parking arrangements would work. The plan shows some internal courtyard parking within the blocks, in some but not all cases, but this is inadequate on its own, and most perimeter blocks would appear to provide for most of the parking as on-street, there being comparatively little frontage parking illustrated. The Illustrative Layout for Parcel C does, I accept, demonstrate a spatial and parking strategy that very largely works, but this is for this area alone, and does highlight a strong reliance on on-street parking along the perimeter roads and green spaces, as well as relative absence of space for street trees to reduce the visual impact of the parking.

5.23 In terms of the design approach, I have raised points above as to the extensive use of perimeter roads, as shown on the Illustrative Masterplan, and the concerns for the strategy for the car parking. I would also highlight that the Illustrative Masterplan does not appear, from the various units illustrated, to reflect the proposed change in densities across the site, as indicated by the Density Parameter Plan²⁹. The variation in densities is proposed, I assume, to 'thin out' the built form at the southern edge and to have a significantly denser, more urban frontage onto Funtley Road; neither are apparent to me on the Illustrative Masterplan, rather densities appear relatively consistent across the site.

²⁶ CDB.19

²⁷ CDA.22

²⁸ CDB.19

²⁹ CDA.21

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- 5.24 On the matter of the most appropriate and sensitive approach to density, my preference would be to have a higher density through the middle of the site, focussed on the central street, providing some sense of the linear form of Funtley, although handled in a more varied fashion (not unlike the way The Waters and Lakeside have been handled within the village). I would prefer a low to mid-range density along Funtley Road, as per the densities that exist opposite, to reflect that aspect of local character rather than to contrast with it. The proposed density of 40dph for the northern edge of the development would be significantly higher than the development on the north side of Funtley Road, which for the new developments is at around 25-30dph but which drops to less than this (to around 22/23dph, I calculate) when the pre-existing development to the east and west along Funtley Road is included (some of these houses having larger plots). I agree that the southern edge should have a low density in order to help the development ‘feather out’. But I do not agree that the density ranges, indicated by the Density Parameter Plan, are an appropriate or sensitive reflection of local character.
- 5.25 Taken as a whole, the appeal scheme has an overall density of 30-34dph³⁰, varied across the scheme, as set out above³¹. This is both higher than the developments to the north (i.e. around 25-30dph) and higher than development within the main body of the village to the east of the railway (some 15dph up to 30dph). Whilst I accept that higher densities on their own may not always be a reason to find a scheme unacceptable, there is nevertheless, in my view, evidence that the development as proposed with the number of units envisaged, could not be sensitively designed to respect its context and the neighbouring settlement.

Conclusions in the Context of Planning Policy and Design Guidance

- 5.26 The recent changes to the Framework have raised the profile of good design in the decision-making process. An emphasis has been placed on the necessity to create high quality places as being fundamental to what the planning and development process should achieve. Paragraph 130 sets out several key ‘tests’ for this, including that new development should function well and add to the overall quality of the area; be visually attractive, including as a result of good layout; be sympathetic to local character, including the surrounding built environment and

³⁰ CDA.23

³¹ CDA.21

landscape setting; establish or maintain a strong sense of place, and optimise the potential to accommodate and sustain an appropriate mix and amount of development (including green and other public open space). Paragraph 134 sets out that development should be refused where it is not well designed, especially where it fails to reflect local and government design guidance contained in the NDG and National Model Design Code.

5.27 The PPG refers to the NDG which emphasises the tests highlighted in Paragraph 130 and defines why these are important, stressing that well-designed new development should be carefully sited and designed, based on a demonstrable understanding of the locale, and be integrated physically, socially, and visually.

5.28 The NDG³² addresses the question of how we recognise well-designed places, by outlining and illustrating the Government's priorities for well-designed places through ten characteristics. As the Appeal 1 proposal is in outline, several of the ten characteristics are not directly relevant at this stage and are more properly addressed through Reserved Matters applications (these are 'Homes and Buildings', 'Resources' and 'Lifespan'). Furthermore, some aspects of the relevant characteristics are also more appropriately addressed at a detailed stage, such as the design of buildings for example. I consider the following characteristics to be relevant and I summarise the points I have raised in my assessment against each as follows:

- **Context** – I do not consider that an appropriate degree of understanding of the existing character of the village, its strengths and weaknesses, has been demonstrated and, consequently, any lessons that might have been learnt are not expressed in the scheme. The Meon Valley Village Study is an interesting piece of work, but it is not fully relevant to Funtley, for various reasons, and it should not form the basis of a design response for the appeal site. Funtley has its own history, which although unremarkable is obviously central to its own form and character, and Funtley's character deserves a bespoke response related to it. The form of the proposed development, in terms of the way the periphery of the scheme has been designed, the potential reliance on on-street car parking along the perimeter roads by the green space and in some part along the exterior of

³² CDH.24

the development, the potential failure to comply with basic spatial and separation standards and the use of higher proposed densities than the neighbouring settlement, all combine demonstrate that the scheme would not be a good fit with its context, would not reflect existing character or minimise adverse effects on its surroundings;

- **Identity** – As for Context, the same concerns apply to the characteristic of Identity. As the NDG highlights “*Most places have some positive elements of character, particularly for their users. These can help to inform the character of new development*”³³. Among other matters, this includes considering views, vistas and landmarks. As envisaged, the appeal scheme has failed to make the most of the opportunity to establish the vistas through the site, as successfully as the extant 55 unit scheme does;
- **Built Form** – In addition to the above points, the approach to the parking arrangements and given the relatively high densities envisaged, there is the potential for adverse effects on the street scene and on the context of the site, created through a high dependence on on-street parking with limited space for street tree planting. Also, the potential sub-standard relationship between building fronts and backs, or more accurately in this case, building backs to backs, as expressed on the illustrative Masterplan, is not good practice;
- **Movement** – As set out, the concern that the high dependence of on-street parking plus other pressures for space would not allow adequate street tree planting to soften the impact of car parking;
- **Nature** – I support the appeal scheme’s provision of open spaces, as illustrated (subject to my points about the location of the two view corridors, street tree planting and that these spaces are not ultimately reduced in order to generate more area to accommodate the 125 units), and accept that as proposed the scheme would provide generous space and that it has the potential to create attractive open spaces;
- **Public Spaces** – As above; and
- **Uses** – To the extent that a development of this scale can meet the objectives of the NDG in terms of Uses, I accept that the scheme has the

³³ CDH.24 paragraph 52

potential to reasonably meet the guidance, particularly with the provision of a potential community building and shop.

- 5.29 Accordingly, I find some support for the scheme in the guidance, but overall, I consider the highlighted issues in terms of the design approach and density/dwelling numbers weigh against the proposals and outweigh those elements I do support.
- 5.30 For the reasons set out above, in my assessment, the scheme proposals, by the virtue of the design approach and the issues with the density/dwelling numbers, would not represent good design, as a result of the layout and effective landscaping (street trees), would not be sympathetic to local character, including the surrounding built environment and landscape setting and would fail to reflect local design policies and government guidance on design. Consequently, the proposals conflict with the objectives of Paragraphs 126, 130 and 134 of the Framework.
- 5.31 In respect of local policies relevant to my evidence I also consider that the scheme proposals fail to comply with the requirements of these policies. Policy CS14 (Development Outside of Development Boundaries) seeks to protect the countryside, outside development boundaries, from development which would adversely affect its landscape character, appearance, and function. In my assessment, whilst there would inevitably be some adverse effect on the adjoining countryside through the development of this site (i.e. through the implementation of the 55 unit scheme), the scheme proposals fail to minimise the adverse effects on the appeal site's immediate context, including the landscape.
- 5.32 Policy CS17 (High Quality Design) requires that all development, buildings and spaces will be of a high quality and proposals will need to demonstrate, inter alia, that they have responded positively to key characteristics of the area. As set out above, I consider the scheme proposals are not of high quality and have not responded positively to key characteristics of the area.
- 5.33 Policy DSP6 (New Residential Development Outside of the Defined Urban Settlement Boundaries) of the Adopted Local Plan Part 2, in seeking the protection of the character, appearance and function of the landscape, requires that there will be a presumption against new residential development outside of the defined urban settlement boundaries. It also requires that new buildings should be well-

designed to respect the character of the area. For the reasons given in respect of Policy CS14, the scheme fails to accord with this policy too.

- 5.34 Policy DSP40 (Housing Allocations), sets out that where it can be demonstrated that the Council does not have a five year housing land supply, additional housing sites may be permitted outside the urban area boundary, where (among other things) (ii) the proposal is adjacent to, and well related to, the existing urban settlement boundaries and (iii) the proposal is sensitively designed to reflect the character of the neighbouring settlement and to minimise any adverse impact on the countryside. For the reasons given in respect of Policies CS14 and CS17, the scheme fails to accord with this policy as well.
- 5.35 In respect the Revised Fareham Local Plan 2037, I conclude that the proposals would also conflict with Policy D1 (High Quality Design and Placemaking) as these would not closely reflect the key characteristics of high quality design as set out in the national Design Guide and would not meet all of the requirements of Policy HA10, the draft allocation policy, specifically items (a) and (f).

6.0 SUMMARY AND CONCLUSIONS

- 6.1 This Public Inquiry concerns two non-determination appeals. The first concerns an outline application for a development comprising up to 125 dwellings, including six self or custom build plots, community building or local shop with associated infrastructure, new community park, landscaping and access. The second relates to the Change of Use of Land to a community park. My evidence addresses the issues raised by the Council's putative reasons for refusal on the first appeal, insofar as these relate to design matters.
- 6.2 The village of Funtley grew up from a farming and, later, a brickworks community built along Funtley Road, Funtley Lane and Funtley Hill comprising a small number of simple Victorian worker's cottages. During the mid-20th Century, the linear form of the settlement was reinforced with some infill development and, following the demise of the brickworks, with more substantive development along and to the south of Funtley Road in the late 20th Century. To the west of the railway line, a former abattoir site, was redeveloped in the 1990's and west of this the very recently completed development at 'Fallow Close'.
- 6.3 The strongest characteristic of the village is its linear form along Funtley Road and Funtley Hill. The linear character of modest Victorian detached houses and short terraces of cottages, display typical ribbon development characteristics within Fareham borough, with front gardens and long rear gardens. The cul de sac layout arrangements of largely detached housing to the south of Funtley Road, although somewhat typical of their era, have some interest generated by a more varied layout approach to the Funtley Road edge, varied parking arrangements at The Waters, which allows for a small, overlooked internal 'green' and an attractive relationship between the houses and the open space to the south at Lakeside.
- 6.4 The north-south alignment of the railway divides the original part of the village to the east of the railway, expanded as described, from a new area of the village to the west. The 1990's and very recent development along Funtley Road, to the west of the railway, is of largely detached houses set out along cul de sac streets. The Roebuck Avenue and Fallow Close developments have similar forms with frontage parking or occasional on-street parking, with typically modestly sized rear gardens, in accordance with general minimum standards. Retaining the hedgerow and trees

along the road in the public realm, the housing fronts onto Funtley Road through the use of short parallel drives.

6.5 The layouts to the east of the railway provide for densities of some 15dph up to 30dph, with densities to the west at around 25-30dph. Densities are, therefore, at the low to mid-low end of the scale and appropriate for an essentially rural context. The outer edges of Funtley and how these relate to the rural context is also an important factor in the character of the settlement.

6.6 The appeal site is located to the south-west of Funtley. The site is some 6.09Ha in area and it adjoins Funtley Road along its northern edge. the key features and functions are as follows:

- 1) The character of the roadside along Funtley Road, its somewhat intermittent hedgerow the arrangement of the housing in the Roebuck Avenue and Fallow Close developments;
- 2) The markedly climbing topography of the southern land and its partially open character;
- 3) The partial enclosure provided by woodland;
- 4) The small woodland within the site;
- 5) But otherwise, the relative absence of landscape or other features within the body of the site that would either constrain the design or, indeed, provide the scheme with an immediate sense of place and character.

6.7 Outline planning permission for 55 units within a smaller red line boundary, as compared with the appeal scheme, was granted in 2020. Amended proposals incorporated two “*indicative primary view corridors*” involving areas or strips of open space through the layout. The Council’s Urban Design Officer confirmed in his additional comments that the plan met the principles established by the draft Local Plan framework at that time, in terms of density (22dph) and the view corridors. I concur with these views.

6.8 For the Appeal 1 scheme, the Council’s Urban Design Officer drew various conclusions:

- He accepts that the Meon Valley document is useful in setting out some of the qualitative built form and townscape elements of the historic Meon Valley villages but considers that the study has been used to provide

evidence to justify much higher densities to the permission noting that the “proposals appear to be an attempt to reflect the creation of a new higher density ‘core’ to Funtley village, but without the low and decreasing density and looseness that comes with edge locations...”

- He considers that the parameter plan does not provide the strategic view corridor from the north-west corner to the top of the slope where the bridge crossing is located;
- He considers it remains unclear as to whether 125 units are actually shown on the illustrative masterplan or how the parking arrangements would be delivered to standards. Also, that most of the plots have substandard gardens and separation distances, and that together with the above points would, as a result, mean that the blocks would be more visually cramped than both the historic examples or the village of Funtley;
- He also raised that the development parcel had been extended to the south, rising slightly up the slope, noting that this is principally a landscape matter, and that the Masterplan shows dwellings backing onto open space, which is a design out crime issue and not acceptable.

6.9 I have focussed my assessment on three main areas:

- The design approach adopted for the edges of the site, including the relationship envisaged with Funtley Road and the development opposite, the outer southern edge and the relationship this would have with the allocated open space, countryside and as seen in the view from the permissive path to the south and other key characteristics of the area;
- The design of the layout in respect of the view corridors provided, in the context of Policy HA10, part (f), and the degree to which this would meet the objectives of the policy but also whether this makes the most of this asset, to help integrate the development with its surrounds and embellish its sense of place; and
- The degree to which the scheme reflects the character of Funtley village generally but also the key differences between the appeal scheme for 125 homes and the extant permission for 55.

6.10 I conclude as follows:

- The National Design Guide addresses the question of how we recognise well-designed places, by outlining and illustrating the Government's priorities for well-designed places through ten characteristics. As the applications are in outline, several of the ten characteristics are not directly relevant at this stage and are more properly addressed through Reserved Matters applications. I find some support for the scheme in the guidance, but overall, I consider the issues in terms of the design approach and density/dwelling numbers weigh against the proposals and outweigh those elements I do support. In particular, I do not consider that an appropriate degree of understanding of the existing character of the village, its strengths and weaknesses, has been demonstrated and, consequently, any lessons that might have been learnt are not expressed in the scheme. The form of the proposed development, in terms of the way the periphery of the scheme has been designed, the potential reliance on on-street car parking along the perimeter roads by the green space and in some part along the exterior of the development, the potential failure to comply with basic spatial and separation standards and the use of higher proposed densities than the neighbouring settlement, all combine demonstrate that the scheme would not be a good fit with its context, would not reflect existing character or minimise adverse effects on its surroundings. As envisaged, the appeal scheme has failed to make the most of the opportunity to establish the vistas through the site, as successfully as the extant 55 unit scheme does;
- In my assessment, the scheme proposals, by the virtue of the design approach and the issues with the density/dwelling numbers, would not represent good design, as a result of the layout and effective landscaping (street trees), would not be sympathetic to local character, including the surrounding built environment and landscape setting and would fail to reflect local design policies and government guidance on design. Consequently, the proposals conflict with the objectives of Paragraphs 126, 130 and 134 of the Framework;
- In respect of local policies relevant to my evidence I also consider that the scheme proposals fail to comply with the requirements of Policy CS14 (Development Outside of Development Boundaries) and Policy CS17 (High

Quality Design) of the Adopted Local Plan Part 1: Fareham Borough Core Strategy (2011), Policy DSP6 (New Residential Development Outside of the Defined Urban Settlement Boundaries) and Policy DSP40 (Housing Allocations) of the Adopted Local Plan Part 2. In respect the Revised Fareham Local Plan 2037, I conclude that the proposals would also conflict with Policy D1 (High Quality Design and Placemaking) and would not meet all of the requirements of Policy HA10, the draft allocation policy, specifically items (a) and (f).

APPENDICES

APPENDIX A: URBAN DESIGNER'S COMMENTS ON 55 UNIT APPLICATION (10/04/2018)

Subject:

Fareham Borough Council - Consultation: Land to the South of Funtley Road

From: Lyster, Dominic

Sent: 10 April 2018 10:11

To: Wright, Richard <RWright@Fareham.Gov.UK>

Subject: RE: Fareham Borough Council - Consultation: Land to the South of Funtley Road

Richard,

Final version

**Planning Application P/18/0067/OA by Reside Developments Limited
Land To The South Of Funtley Road, Funtley, Fareham**

Following demolition of existing buildings, residential development of up to 55 dwellings (including 3 self-build homes) (Use Class C3), community building incorporating a local shop 250 sqm (Use Classes A1, A3, D1 & D2), accesses and associated landscaping, infrastructure and development works.

Urban Design Comments

The following assessment relates to urban design issues only and are not prejudice to the consideration of the principle of development in this countryside location and issues relating to the 5 year housing land supply.

The issue of the provision of a community hall / shop is to be assessed by Planning Policy

Setting aside the principle of development in the countryside and 5 year housing land supply, there are two key policy areas relating to design that need to be satisfied:

- Core Strategy Policy (CS14) that seeks to protect the landscape character and the setting of settlements outside of the built-up areas. In this case the lower slopes of Portsdown Hill.
- Core Strategy Policy (CS17) seeks high quality design and specifically that development responds positively to and be respectful of the key characteristics of an area including landscape, scale, form, spaciousness.

The application is in outline with all matters reserved except for access. It is understood that the Parameter Plan is also submitted for approval, which has been informed by the illustrative masterplan.

Landscape character and the setting of settlements

Key landscape context –

The 2017 Fareham Landscape Assessment identifies the site as falling within the Upper Meon Valley, Area 062b. The Assessment provides guidance regarding important features, the sensitivity of areas to future development, and appropriate approaches to potential development.

- The site is identified as being set within a predominantly high sensitive landscape that represents part of the Borough's undeveloped landscape resource and the rural setting and 'natural edge' of the settlement of Funtley. It has an intrinsic attractive rural character and is particularly distinctive through its rising ground and hilltop/ridgeline topography;
- The Assessment advises that there is very limited potential for development without significant detrimental effects on the character and quality of local views;
- The Assessment identifies a few small pockets of land which are enclosed by strong hedgerows or vegetation and less visible such as areas off the Funtley Road, whereby any development would need to be small-scale and sensitively integrated
- The Assessment envisaged a much smaller parcel of land to be developed than currently proposed. The land to the east, which is substantially enclosed by existing woodland and trees. In this smaller site context, the advice identifies an approach that seeks to strengthen this enclosing characteristic by maintaining the effectiveness of the screening especially along the northern edge, to contain any potential effects on visual amenity and the more sensitive rural character of the surrounding area and the setting of Funtley.
- The housing site is however much larger than envisaged as it includes land further west. The visual exposure and essentially rural character of this western part is likely to result in built development remaining evident for many years and would affect the integrity and intrinsic quality of the rural character of the surrounding landscape and the setting of Funtley.
- In this context, I would suggest a different approach is needed whereby built form is acknowledged but with a strong landscape structure that assimilates development into the landscape and links small scale, low density parcels through landscape, rather than being imposed in a standard suburban form and density, with a long-term attempt to enclose and screen.
- The importance of the high ground and its relationship back to the development core and Funtley Road, linking with existing development, is a key element in my opinion. This visual and physical linkage can be captured to create a site sensitive, distinctive place that integrates key landscape features and views and help to reduce the urbanising impact upon a sensitive rural character. The current proposal in my view, visually severs this link and is likely to produce a standard suburban development where landscape is insufficiently respected or integrated.

It is understood that the submitted Parameter Plan, that sets out a structure of development parcels, open space and access is to be approved as part of this outline proposal. Taking account of the above, it will be necessary for the Parameter Plan to be altered. In my view, I would expect to see the development structure show the future parkland sweeping through the development parcels to Funtley Road. These should be strategically placed and sufficiently wide to create strong visual and physical connections to the high ground and incorporate substantial planting to contribute to GI as well as pedestrian movement and activity.

These spaces will help to break up development parcels so they do not dominate and sever the integrity of the landscape, aided by low density development that should allow for substantial on plot planting.

Design Quality

A key component of design quality, having regard to policy CS17, is to ensure that development respects and responds to the important characteristics of the site and its context. At this outline stage, the structure and scale of development parcels, how they are organised, their anticipated

density and the integration of open space and future planting space, needs careful design. This element is largely covered under landscape above and can be agreed through the Parameter Plan.

At this stage, regarding more detailed matters (to be submitted as reserved matters if the outline is approved) I can only advise:

- To avoid the use of standard suburban development forms with dominant turning head cul-de-sacs, large radii, minimal front planting spaces, shared driveways and parking, non-native short term planting.
- To utilise rural lane street design with robust native planting to boundaries, informal parking arrangements, minimal radii, low key lighting;
- To consider the use of more rural vernacular forms and materials limited to single and two storey, organised in less rigid arrangements and of varying scales and mass.

Conclusion

The development approach is set out in the submitted Design and Access Statement, which draws on other assessment work, particularly the Landscape Visual Impact Assessment and drainage strategy. This identifies a development strategy that seeks to enclose development behind landscape buffers to Funtley Road and the future community parkland to the south. This is shown in an illustrative masterplan and a land use parameter plan, which is to be approved as [part of this outline application. In my view, this approach will not appropriately integrate the development with the wider landscape, its future function or existing development.

In my view, the development parcels need to provide a stronger visual and physical connection through to the community parkland. Such connections need to be sufficiently wide to accommodate substantial planting including future large-scale tree species, suitable ped/cycle link, and a planting mix that will support robust habitat for identified species. In addition to this approach, I would expect to see lower density development that has sufficient front and frontages that can incorporate long term robust planting that will soften the visual appearance of the streets and space between dwellings and groups so that there is openness and views between buildings. It is important to avoid a 'wall' of development. I would advocate a rural lane design approach and introduce less rigidly organised plots and of varying scales and mass.

Note:

- The parameter plan does not show a 15m buffer adjacent to Funtley Road.
- There needs to be an agreement as to the precise boundary of the woodland/SINC as the proposed parameter plan does not align with the SINC boundary.

Dominic Lyster
Urban Designer
Fareham Borough Council
01329 824371



From: devcontrol@fareham.gov.uk [<mailto:devcontrol@fareham.gov.uk>]

Sent: 30 January 2018 09:19

To: Lyster, Dominic <DLyster@Fareham.Gov.UK>

Subject: Fareham Borough Council - Consultation: Land to the South of Funtley Road

I am writing to consult you on a planning application I have received (P/18/0067/OA). Details of the application and how to respond are in the attached PDF document.

Please do not hesitate to contact me should you wish to discuss this.

Richard Wright
Principal Planner (Development Management)
Fareham Borough Council
01329 824758

APPENDIX B: SUBMITTED PARAMETERS PLAN

PROJECT TITLE
 LAND SOUTH OF FUNTLEY ROAD, FUNTLEY
 FOR RESIDE DEVELOPMENTS

REV.	DESCRIPTION	APP. DATE
A	Boundary and key updates	BS 19.01.17

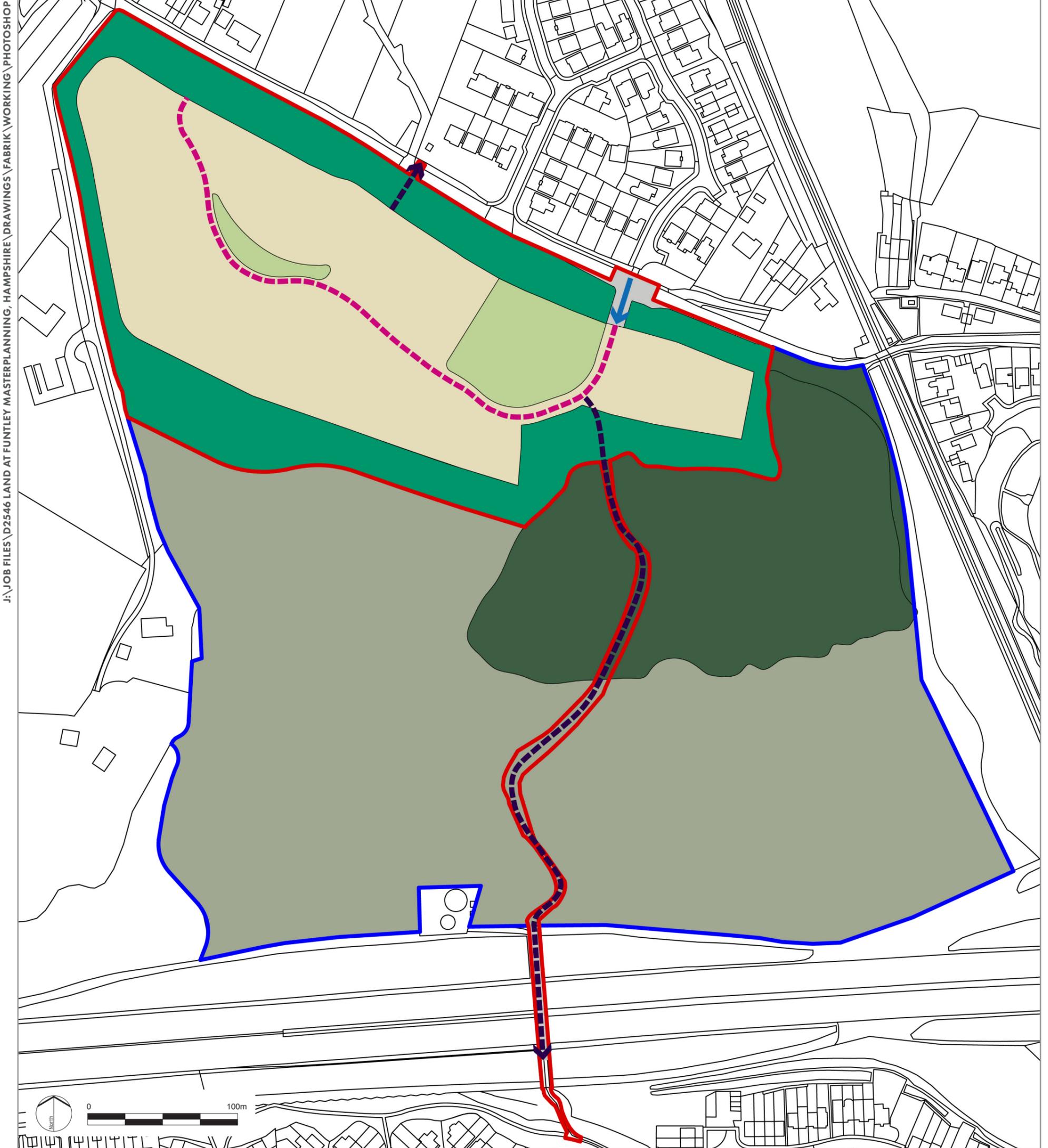
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DRAWING TITLE
 PARAMETERS PLAN

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DATE JAN 2018 **DRAWN** BS
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STATUS PLANNING **APPROVED** AS

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LEGEND

APPLICATION SITE BOUNDARY	DEVELOPABLE AREA	LANDSCAPE BUFFER	SITE ACCESS
CHANGE OF USE BOUNDARY	INDICATIVE OPEN SPACE	BEAMOND COPPICE	FOOT/CYCLE ACCESS
	COUNTRY PARK	ACCESS LAND	INDICATIVE SPINE STREET

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APPENDIX C: APPROVED PARAMETERS PLAN FOR 55 UNIT SCHEME

I	15m offset annotation added	PDC	05.06.18
H	View corridors, spine and footpath revised	BS	21.05.18
G	View corridors and spine revised	BS	14.05.18
F	Eastern view corridor widened	BS	10.08.18
E	Footpath boundary revised	BS	20.04.18
D	Footpath boundary revised	BS	18.04.18
C	Pedestrian crossing location revised	BS	17.04.18
B	Boundary, view corridors and footpath	BS	13.04.18
A	Boundary and key updates	BS	19.01.18
REV.	DESCRIPTION	APP.	DATE

PROJECT TITLE
 LAND SOUTH OF FUNTLEY ROAD, FUNTLEY
 FOR RESIDE DEVELOPMENTS

DRAWING TITLE
 PARAMETERS PLAN

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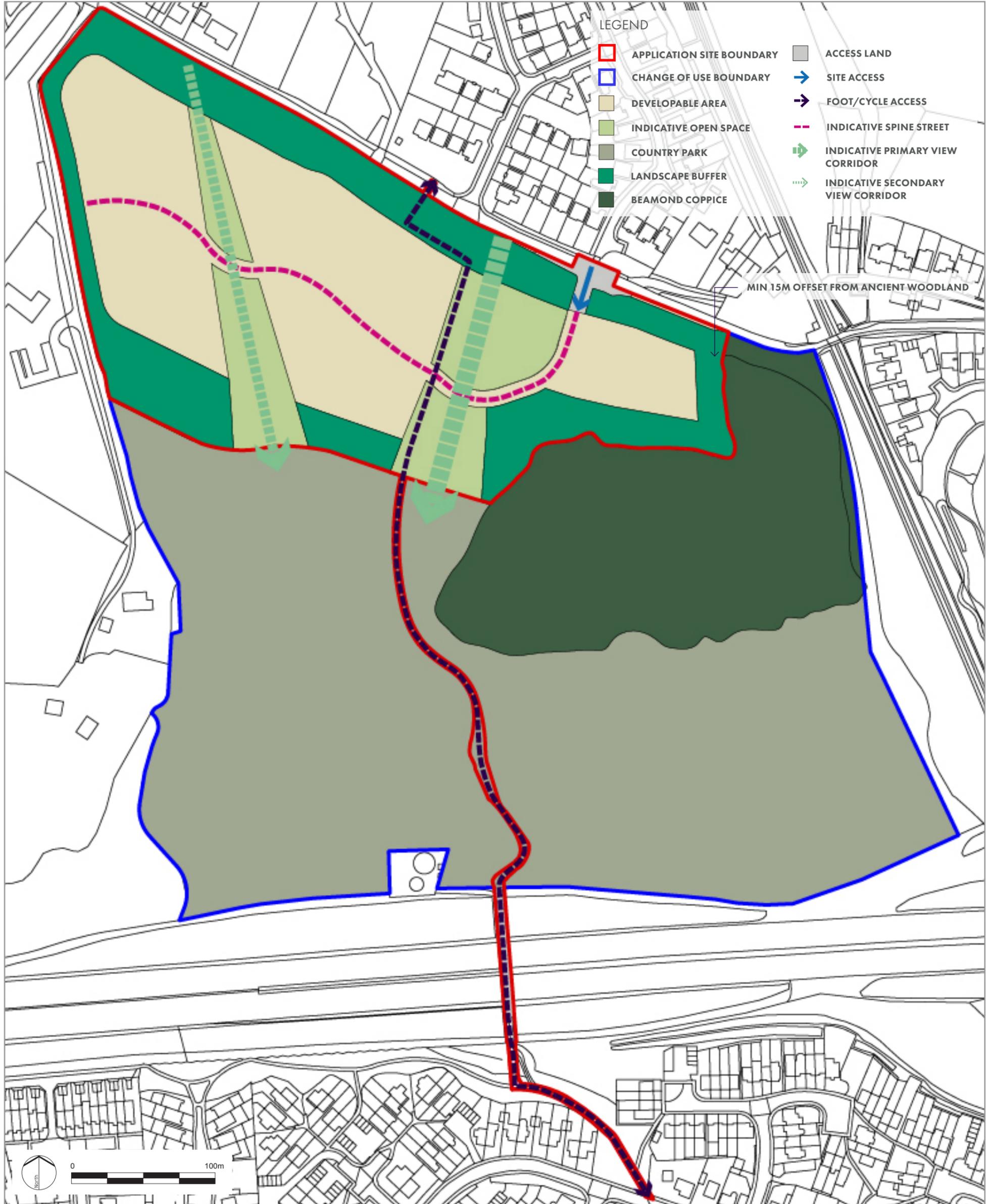
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APPENDIX D: FURTHER URBAN DESIGNER'S COMMENTS (04/06/2018)

From: Lyster, Dominic
Sent: 04 June 2018 12:32
To: Wright, Richard <RWright@Fareham.Gov.UK>
Subject: RE: Funtley South - Additional Supporting Information (Design and Highways)

Richard,

Further to our discussions, I can confirm that the revised parameter plan (and illustrative masterplan) is suitably aligned with the principles established by the Draft Plan Framework.

I have shown a snapshot below of the parameter plan identifying the net developable areas (blue boundaries) which excludes strategic open space and the principal road access. This shows a total area of some 2.48 ha, which for 55 dwellings would be approximately 22 dph. this is slightly above the Draft Framework plan that suggested approximately 20dph. However 22dph should still be low enough to ensure robust planting within development plots and public space to help create a more landscape dominant development, much more so than standard 30-35dph as exists on the north side and elsewhere.



Happy to discuss,

Regards,

Dominic Lyster
Urban Designer
Fareham Borough Council
01329 824371



**APPENDIX E: ILLUSTRATIVE MASTERPLAN FOR 55 UNIT
SCHEME**



LEGEND

 SITE BOUNDARY

G	Green corridors and development blocks	BS	21.05.18
F	Green corridors and spine realigned	BS	15.05.18
E	Green corridor widened	BS	10.05.18
D	Footpath site boundary	BS	20.04.18
C	Footpath, pedestrian crossing and boundary	BS	17.04.18
B	Ancient woodland graphic	BS	23.01.18
A	Labels and community park updates	BS	19.01.18
REV.	DESCRIPTION		APP. DATE



PROJECT TITLE

LAND SOUTH OF FUNTLEY ROAD, FUNTLEY
FOR RESIDE DEVELOPMENTS

DRAWING TITLE

ILLUSTRATIVE MASTERPLAN

ISSUED BY London T: 020 7620 1453

DATE JAN 2018 DRAWN BS
SCALE@A3 1:2500 CHECKED BS
STATUS PLANNING APPROVED AS

DWG. NO. D2546_008_REVG

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