

**P/13/0408/FP**

**FAREHAM EAST**

HANOVER HOUSING  
ASSOCIATION

AGENT: SAVILLS

CONSTRUCTION OF TWO, PART 2 AND PART 3 STOREY BUILDINGS (WITH ROOF ACCOMMODATION) COMPRISING 55 DWELLINGS WITH A MIX OF 27 X 1 BED UNITS AND 28 X 2 BEDROOM UNITS WITH ASSOCIATED LANDSCAPING, PARKING, SERVICING AND REFUSE AREAS

RED LION HOTEL - LAND TO REAR OF FAREHAM HAMPSHIRE PO16 0BP

***Report By***

Kim Hayler - Ext 2367

***Site Description***

The application site consists of two areas located to the rear of the Red Lion Hotel within the Fareham Town Centre. The Red Lion Hotel car park lies between the two sites and is part of the High Street Conservation Area.

Site A, comprising 0.23 hectares, lies to the west of the Red Lion car park and east of Adelaide Place. The Tesco supermarket lies to the south of this area. The site is vacant and overgrown with vegetation. A small part of the northern part of Site A lies within the High Street Conservation Area.

Site B, comprising 0.18 hectares, lies to the east of the Red Lion car park and to the west of properties in Bath Lane. To the south of the site is the A27 Eastern Way dual carriageway and immediately to the north is the parking area for Madison Court. The site is currently used as a car park.

Vehicular and pedestrian access to the site is on the southern side from Bath Lane. This access was constructed in connection with the Tesco store development but is not used by the store. The access runs through the Bath Lane public car park. The pedestrian access runs through to Quay Street.

Outline planning permission (P/07/1490/OA refers) was granted in 2010 for residential development on the two areas subject of this application. This permission is currently extant due to the submission of an application renewing the permission (P/13/0499/FR), currently under consideration.

Both the sites subject of this application and the Red Lion car park are identified within the Local Plan Part 2: Development Sites and Policies document as having development potential.

***Description of Proposal***

The application seeks full permission for the construction of two blocks of flats to provide a total of 55 dwellings for older persons.

The western block in site A would comprise 8 no. 1-bedroom flats and 20 no. 2-bedroom flats. Block B would provide 19 no. 1-bedroom flats and 8 no. 2-bedroom flats. Both blocks would be accessed from Bath Lane.

Block A would provide 3-storeys of accommodation, although the third-storey would be within the roof space served by dormer windows. It would be served by 12 car parking spaces (including 2 disabled user spaces) within a courtyard to the eastern side of the building. The main pedestrian entrance to the building would also be from the parking courtyard. To the west of the building a landscaped communal garden would be provided and each flat would also have direct access to either a private balcony or winter-garden.

Block B would be partly 4-storeys in height along the frontage with the link road, stepping down to 3-storeys adjacent to Bath Lane. The top level of accommodation would also be within the roof space, served by dormer windows. A parking courtyard of 12 spaces would be located to the east of the building. The main pedestrian entrance to the building would be from Eastern Way. This block would also benefit from a landscape garden, private balconies or winter gardens.

The buildings would have mainly brick elevations with lead clad bay windows. A mansard-style roof form is proposed, set behind a parapet. Both blocks would be served by integral storage for refuse and recycling as well as for mobility scooters. External, covered cycle stores would also be provided.

The scheme has been amended from as originally submitted and the key changes relate to Block B. In particular, the height of the 3-storey element of Block B has been reduced by approximately 1.8 metres and the 4-storey section has been reduced by 2.0 metres.

A plan has been submitted demonstrating that the development of the two sites would not compromise the future development of the Red Lion car park.

### ***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

CS8 - Fareham Town Centre Development Location

CS15 - Sustainable Development and Climate Change

CS17 - High Quality Design

CS18 - Provision of Affordable Housing

CS20 - Infrastructure and Development Contributions

#### **Development Sites and Policies**

DSP2 - Design

DSP4 - Impact on Living Conditions

DSP6 - Protecting and Enhancing the Historic Environment

DSP15 - Recreational Disturbance on the Solent Special Protection Areas

DSP40 - Housing Allocations

## **Fareham Borough Local Plan Review**

C18 - Protected Species

DG4 - Site Characteristics

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

The following planning history is relevant:

P/07/1490/OA - Residential development (outline application with access only to be considered) - Permission - 11 June 2010

P/11/1070/D3 - Change of use of land for use as a temporary car park - Permission - 30 January 2012 (Site B)

P/13/0499/FR - Renewal of P/07/1490/OA Residential development (outline application with access only to be considered) - undetermined

Pre-application discussions were carried out between the applicant and officers for some time prior to the application being submitted. Discussions included the height, mass, scale and appearance of the development and also the inclusion of an access road within Site B to provide future access to the Red Lion car park.

### ***Representations***

The applicant undertook a public exhibition at the Red Lion Hotel on 27 March 2013. The outcome of this exhibition formed part of the Statement of Community Involvement submitted as part of the planning application.

A letter of comment and objection has been received from The Fareham Society. The following points are made:

The Society is aware that the principle of residential development is established at this site;  
The Society has objections relating to parking and design;  
Inadequacy of parking provision, and car parking for both units does not meet the Council's Parking Standards;

This development is for the 55+ age group which creates greater demand;

Visitor parking and spaces for essential services personnel will be required;

Object to height and bulk of the four storey element at Block B. It is overbearing and an unacceptable feature;

The balconies overlooking the residential properties in Adelaide Place and Bath Lane are unacceptable, particularly where there is no intervening vegetation;

The disposition of the buildings on their sites do not allow for them to be set slightly further back away from the residential boundaries.

Six representations have been received, from three households raising concerns and objections to the proposal:

The removal of the woodland rear of Adelaide Place will be a detriment to the area;

Loss of privacy;

Bath Lane will be further damaged by construction vehicles;

Damage to properties caused by pile driving should be paid for by the developer;

Not enough car parking;

Loss of another natural soak-away due to more development;

Site B will adversely impact on 15 Bath Lane;  
Assurances were given that a specific daylight and sunlight assessment would be carried out;  
Adjacent properties are single storey bungalows;  
Japanese Knotweed should be dealt with appropriately;  
Contaminated land should be dealt with appropriately;  
Danger to users of walkway during construction phase;  
Hours of work restrictions should be put in place

The application was re-publicised following receipt of amended plans. One further letter of objection was received from the occupier of 15 Bath Lane, commenting as follows:

15 Bath Lane is the nearest property and the one most likely to be adversely affected by the development;  
The developer gave assurances that the neighbours concerns would be taken into account;  
The daylight/sublight assessment refers to the wrong property;  
The site is not surrounded by 2-4 storey buildings as 11 and 15 Bath Lane are single storey only;  
Loss of amenity, reduced daylight and sunlight;  
Overshadowing;  
Loss of privacy;  
Landscaping/planting will further reduce light;  
Loss of property value;  
The well being of neighbours should be taken into account.

***Consultations***

Environment Agency -

No objection or conditions suggested.

Southern Water Services -

No objection subject to conditions.

Natural England -

No objection. The applicant has set out a series of measures to mitigate the impact that recreation generated by the development would have on the internationally designated ecological sites. Subject to the mitigation measures being secured and subject to controls regarding construction-related noise, the proposal is considered to be acceptable.

Hampshire Constabulary -

No objection. Suggest conditions to ensure security measures are provided.

Hampshire County Council (Archaeology) -

No objection. The site has the potential for archaeology to exist and conditions are suggested to secure and implement a programme of archaeological evaluation.

Director of Planning & Environment (Highways) -

No objection. Suggests conditions to secure improvements to the visibility from the site access. Query whether the level of parking proposed is sufficient.

Director of Planning & Environment (Arboriculture) -

No objection. Suggests conditions to secure adequate tree protection measures during the construction process.

Director of Community (Strategic Housing) -

The requirement is for 40% affordable housing to be provided as part of the development. The internal standard of the development is acceptable. The Council would normally require the tenure of the affordable housing to be 65% for affordable rent and 35% intermediate.

Director of Regulatory & Democratic Services (Contaminated Land) -

No objection. The site may be subject to historic land contamination and conditions are suggested to secure a detailed investigation and any necessary remediation works.

Director of Planning & Environment (Ecology) -

An Ecological survey has been undertaken for site A. Low-level bat activity and no reptile use of the site were recorded. The recommendations within the submitted Ecology report will need to be implemented into the design. Further survey work for site B may be required.

Director of Planning & Environment (Design) -

No objection. The frontage to the access road would work well. The varied height of the buildings adds interest. Suggests amended plans be sought to alter the roof to Block B.

Director of Planning & Environment (Conservation Officer) -

The sites lies outside of the High Street Conservation Area but would affect its setting together with nearby Listed Buildings. There will be views of the roof-scape of the development from the Conservation Area meaning good quality materials will be required. Recommend the reduction of the roof pitch to reduce the overall height. Further information regarding the detailed elements of the design will be needed to secure the quality of the development.

Director of Regulatory & Democratic Services (Environmental Health) -

No objection. Suggest conditions to secure mechanical ventilation and an appropriate specification of glazing to mitigate the impact of road transport noise on the development.

### ***Planning Considerations - Key Issues***

Principle of development

Design and impact on the character of the area

Impact on neighbouring properties

Quality of the residential environment

Highways

Ecology and trees

Viability and affordable housing

## Principle of development

The site is located within the town centre and within the defined urban area. Since the proposal would make good use of previously developed land to meet an identified housing need, the principle of development is, therefore, acceptable. The level of development proposed accords with the minimum density requirement set out in policy CS15 of the Core Strategy. Furthermore, the principle of residential development on this site has been previously accepted by the granting of outline planning permission listed above. The development of a long-term vacant site within the town-centre is welcome.

## Design and impact on the Character of the Area

The scale of the proposed flats reflects the range of building heights to be found within the vicinity of the site and the reduction of the height of Block B enables the development to better integrate into its context and addresses the points raised by the Council's Design Team and Conservation Officer. The new buildings would create an active and strong built frontage to the Quay Street/Bath Lane link road, which would represent an improvement to the character of the area. The massing of each block is carefully broken with articulation to the elevations in the form of bay windows, balconies and a varied roof-scape. The buildings have been designed to take reference from the historic buildings within the area in terms of the regular and vertical proportions of the fenestration and the mansard-style roof form set behind a strong parapet. The submitted plans indicate that a high-quality palette of materials will be used and a condition can secure this. Overall, it is considered that the application proposes an appropriate form of development for this town-centre location and would preserve the special character of the Conservation Area and adjacent Listed Building.

## Impact on neighbouring properties

### Site A -

The adjacent properties in Adelaide Place are somewhat unusual in that they have no rear gardens, however they do have approximately 20 metre deep front gardens used as amenity space. Pedestrian access to these properties is via their frontages; in light of this, apart from the southernmost property (no. 11) none benefit from an exclusive 'private' amenity area. The building on site A would be set back from the western boundary to provide a separation distance of 28 - 30 metres window to window. There is also an intervening tree screen along the western boundary. The southernmost wing of the building would extend closer to the western boundary; however its western elevation would not have any windows. A number of small 'walk-on' balconies are proposed within this western rear elevation, however officers are of the opinion that in light of the distances involved and the intervening screening, the amenities of the neighbouring properties in Adelaide Place would not be compromised. Furthermore, the height and scale of the building is not considered to impact upon these properties.

### Site B -

The nearest property to the west, 15 Bath Lane is a single storey bungalow. Officers have viewed the proposal from within this property. The property has patio doors serving a lounge facing west towards site B and has a rear west and south facing garden which wraps around the bungalow.

The building proposed on Site B would be 'T' shaped. The south eastern corner of the

building would be sited 19 metres from the lounge window of 15 Bath Lane. The elevation of this part of the building would not have any windows. A box dormer is proposed within this flank wall with windows facing north and south away from the bungalow. This elevation has an eaves height of 7.7 metres and an overall height of 11.5 metres.

The part of the building extending northwards would be sited 23 metres from the lounge window of 15 Bath Lane. Accommodation would be provided on three floors, the third floor being partly within the roof. The eaves height would measure 6.5 metres and the overall height 9.4 metres rising to 10.8 metres at the northernmost end and 10.3 metres at the southernmost end. Two Juliet balconies are proposed at first floor and two recessed balconies at second floor, recessed within the roof. The height and massing of the building has been reduced significantly from that originally submitted.

Normally a distance of 22 metres is sought between facing windows where two storey development is proposed. In this instance the distance would be 23.4 metres and the height and scale of the building representing that of two storey development. Officers consider that in light of its bulk, height, mass and design the proposed building on site B would not result in an overbearing or unneighbourly form of development.

### Quality of the Residential Environment

All flats proposed would have direct access to good quality, useable amenity space which is sufficiently private and relates well to the buildings themselves. Outlook from habitable rooms would be good and defensible space is provided between ground floor units and public routes and areas. The pedestrian access to the buildings would benefit from natural surveillance and a condition is suggested that appropriate external lighting would be provided. Overall, it is considered that a good-quality residential environment would be provided for prospective occupiers of the development.

### Parking and Highways

The Council's adopted Residential Parking Standards SPD would require the provision of 31 spaces to serve Block A and 24 spaces to serve Block B. However, the guidance also sets out that the Town Centre has the lowest car ownership levels in the Borough and, due to the availability of shops, services and public transport opportunities, it may be appropriate for developers to provide significantly below the standards set out, particularly in the instance of older person's accommodation.

Having regard to the nature of the accommodation proposed and the sustainable location of the development, the provision of 12 spaces for each block would meet the objective set out in the National Planning Policy Framework to encourage use of more sustainable forms of transport to the private car. In addition to this, the current application proposes an improved amount of parking when compared with the outline planning permission.

The parking spaces proposed relate well to the units that they serve and benefit from natural surveillance from the development itself. A condition is suggested to secure a Travel Plan which would further discourage reliance on the private car. The use of planning conditions and a section 106 legal agreement secure a safe access to the development.

### Ecology and trees

A number of trees on site A would be removed to facilitate the development. The majority

of these trees are classified as low quality or in need of removal for arboricultural reasons. The proposed landscaping scheme will compensate for this loss by planting native trees with the external areas of the scheme. Boundary planting will be retained and reinforced with new native trees and plants.

Site A, which benefits from the most existing natural vegetation, has been found to have limited ecological interest. Given the predominantly hard-surfaced nature of site B and that it has been in active use as a car park, no further ecological survey work is considered to be required in this instance.

### Viability and Affordable Housing

Core Strategy policy CS18 requires the provision of 40% affordable housing on sites where there would be a net gain of more than 15 residential units. The policy also states that 'where development viability is an issue, developers will be expected to produce a financial assessment in which it is clearly demonstrated the maximum number of affordable dwellings which can be achieved on the site'.

The developer has produced such a financial assessment which has been the subject of scrutiny by the District Valuer. The assessment took into account amongst other things, build costs, Community Infrastructure Levy and developer profit. The applicant claimed the scheme would only be able to support 20% of the units being provided for affordable housing, of which the District Valuer agreed.

Government guidance encourages a positive approach to planning to enable appropriate, sustainable development to come forward wherever possible. The National Planning Policy Framework establishes that the planning system ought to proactively drive and support sustainable economic development. It also requires that local planning authorities should positively seek to meet the development needs of their area.

'The Government is keen to encourage development to come forward, to provide more homes to meet a growing population and to promote construction and economic growth. Stalled schemes due to economically unviable affordable housing requirements result in no development, no regeneration and no community benefit.' (DCLG publication - Section 106 affordable housing requirements review and appeal published April 2013).

In light of the Government advice on such matters, and the economic viability appraisal submitted which was subject to independent scrutiny, Officers consider it would be appropriate to accept the level of affordable housing being offered.

The tenure mix of the eleven units being offered is currently being considered by officers. The agreed tenure mix will be reported to Members in an update at the meeting.

### Conclusion

The application site is identified as a potential development site with the Development and Policies Plan and is important to the Borough as it includes the delivery of much needed housing, including the delivery of a number of affordable housing units.

Officers acknowledge the concerns raised by interested parties, however the report sets out above how the development of the site would be undertaken to ensure the amenities of



local residents are safeguarded.

Planning conditions along with a Section 106 obligation are recommended below to secure all appropriate matters and to ensure the necessary safeguards are in place where required.

It is the opinion of officers that the proposal is an acceptable form of development.

***Recommendation***

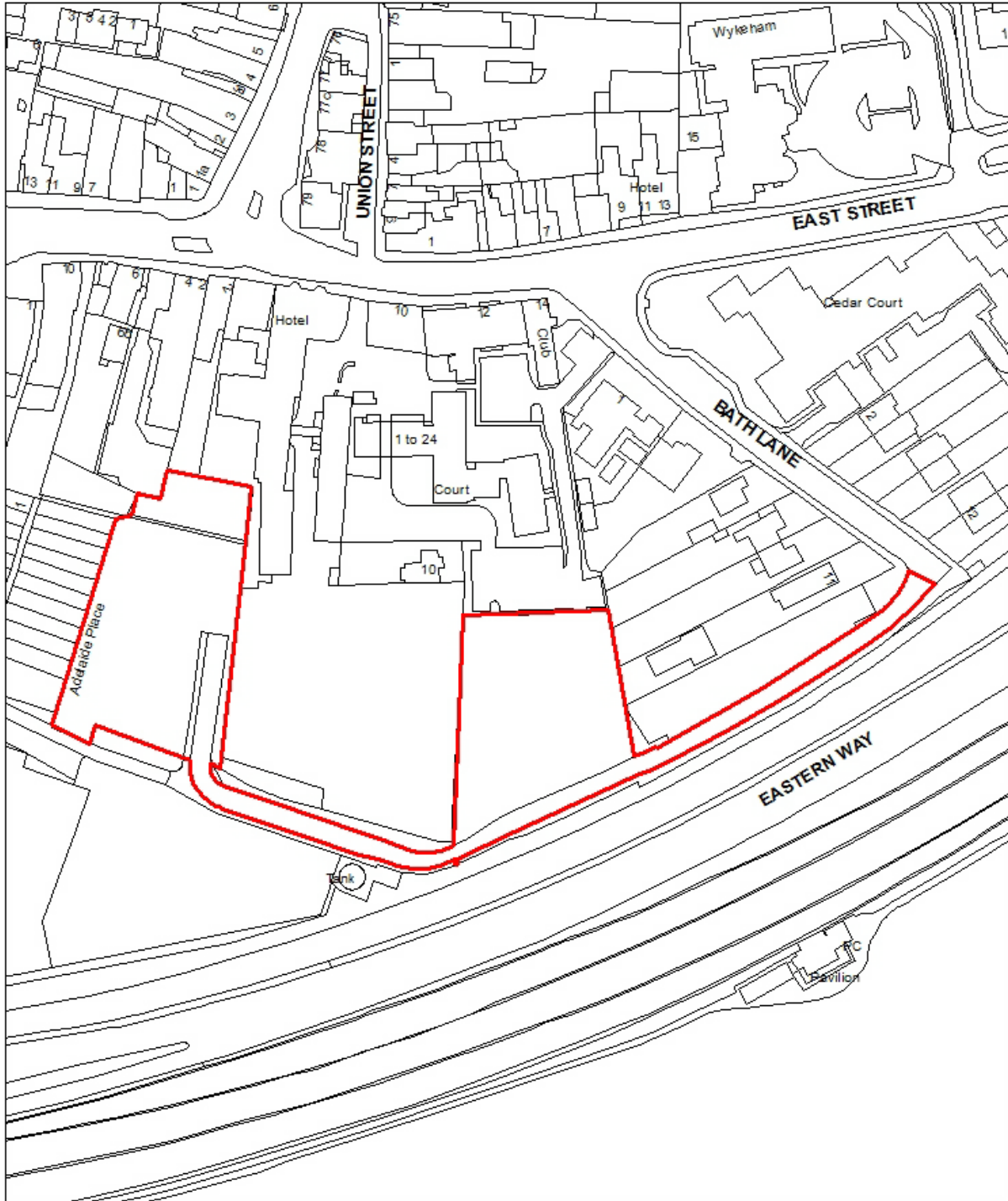
Subject to:

1. The completion of a section 106 legal agreement to secure the funding of a Traffic Regulation Order to prevent parking on the site access road and financial contributions towards open space work to mitigate the impact of the development on designated ecological sites;
2. The further comments of the Director of Community (Strategic Housing) confirming the agreed tenure mix.

PERMISSION: Specification of materials to be used, including hard surfacing; Occupation restriction to over 55's only; The submission and implementation of a Travel Plan; Submission and implementation of a landscaping scheme; Provision of parking and access before occupation; refuse/cycle storage; Submission and implementation of a scheme for external lighting; Submission and implementation of details of foul and surface water disposal; Submission and implementation of a construction management plan; Limitation of the hours of construction; Submission and implementation of an archaeological work programme; Submission and implementation of tree protection measures; Completion of a contaminated land investigation; Implementation of ecological mitigation measures; Completion of the development to Code for Sustainable Homes level 4; Implementation of noise mitigation measures; no burning on site; no mud on roads; boundary treatment; affordable housing; levels; method statement for any piling; highway improvement to the junction of bath Lane and East Street.

# FAREHAM

## BOROUGH COUNCIL



Land to Rear of  
Red Lion Hotel  
Scale 1:1250

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