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28 November 2017

S U M M O N S

MEETING: Regulatory Board
DATE: 6 December 2017
TIME: 6.00 pm
PLACE: Council Chamber, Town Hall, Gosport
Democratic Services contact: Lisa Young

MICHAEL LAWThER
BOROUGH SOLICITOR

MEMBERS OF THE BOARD

The Mayor (Councillor Mrs Batty) (ex-officio)
Chairman of the Policy and Organisation Board (Councillor Hook) (ex-officio)

Councillor Jessop (Chairman)
Councillor Mrs Hook (Vice-Chairman)

Councillor Allen	Councillor Farr
Councillor Beavis	Councillor Foster-Reed
Councillor Bergin	Councillor Hicks
Councillor Carter	Councillor Raffaelli
Councillor Ms Diffey	Councillor Ronayne
Councillor Earle	Councillor Wright

INFORMATION FOR MEMBERS OF THE PUBLIC

(To be read by the Chairman if members of the public are present)

In the event of the fire alarm sounding, please leave the room immediately. Proceed downstairs by way of the main stairs or as directed by GBC staff, follow any of the emergency exit signs. People with disability or mobility issues please identify yourself to GBC staff who will assist in your evacuation of the building.

Please note that mobile phones should be switched off or on silent for the duration of the meeting.

This meeting may be filmed or otherwise recorded. By attending this meeting, you are consenting to any broadcast of your image and being recorded.

IMPORTANT NOTICE:

- If you are in a wheelchair or have difficulty in walking and require access to the Committee Room on the First Floor of the Town Hall for this meeting, assistance can be provided by Town Hall staff on request

If you require any of the services detailed above please ring the Direct Line for the Democratic Services Officer listed on the Summons (first page).

Regulatory Board
6 DECEMBER 2017

AGENDA

1. APOLOGIES FOR NON-ATTENDANCE
2. DECLARATIONS OF INTEREST
All Members are required to disclose, at this point in the meeting or as soon as possible thereafter, any disclosable pecuniary interest or personal interest in any item(s) being considered at this meeting.
3. MINUTES OF THE MEETING OF THE REGULATORY BOARD HELD ON 18 OCTOBER 2017
4. DEPUTATIONS – STANDING ORDER 3.4
(NOTE: The Board is required to receive a deputation(s) on a matter which is before the meeting of the Board provided that notice of the intended deputation and its object shall have been received by the Borough Solicitor by 12 noon on Monday, 4 December 2017. The total time for deputations in favour and against a proposal shall not exceed 10 minutes).
5. PUBLIC QUESTIONS – STANDING ORDER 3.5
(NOTE: The Board is required to allow a total of 15 minutes for questions from Members of the public on matters within the terms of reference of the Board provided that notice of such Question(s) shall have been submitted to the Borough Solicitor by 12 noon on Monday, 4 December 2017).
6. CONSERVATION AREA DESIGNATION, HASLAR BARRACKS (FORMER IMMIGRATION HOLDING CENTRE)
To consider a proposal to designate Haslar Barracks Conservation Area with immediate effect (See Appendix A).

PART II
Contact Officer:
Rob Harper
7. DRAFT FAREHAM LOCAL PLAN 2036
To consider and approve a response to Fareham Borough Council's Draft Fareham Local Plan 2036 (DFLP).

Jayson Grygiel
8. REPORT OF THE HEAD OF PLANNING SERVICES
*Schedule of planning applications with recommendations.
(grey sheets pages 1-26/1)*

Debbie Gore
9. ANY OTHER ITEMS
Which the Chairman determines should be considered, by reason of special circumstances, as a matter of urgency.

**A MEETING OF THE REGULATORY BOARD
WAS HELD ON 18 OCTOBER 2017 AT 6PM**

The Mayor (Councillor Mrs Batty)(ex-officio); Councillor Hook (ex-officio), Councillors Allen (P), Beavis (P), Bergin (P), Carter (P), Ms Diffey, Earle (P), Farr (P), Foster-Reed (P), Hicks (P), Mrs Hook (P), Jessop (P), Raffaelli (P), Ronayne (P), Wright (P)

It was reported that in accordance with Standing Order 2.3.6, Councillor Miss Kelly had been nominated to replace Councillor Ms Diffey for this meeting.

55. APOLOGIES

Apologies for inability to attend the meeting were received from The Mayor and Councillor Ms Diffey,

56. DECLARATIONS OF INTEREST

Councillors Farr and Wright declared a non-pecuniary interest in agenda item 6
Councillor Allen declared a non-pecuniary interest in agenda item 5

57. MINUTES

RESOLVED: That the Minutes of the Regulatory Board meeting held on 30 August 2017 be approved and signed by the Chairman as a true and correct record.

58. DEPUTATIONS

Deputations had been received on the following items:

- Agenda Item 1 - 16/00599/FULL – Carisbrooke Centre
- Agenda Item 2 - 17/00274/FULL – 58-60 Foster Road
- Agenda Item 4 – 17/00281/FULL – 35 Bury Road
- Agenda Item 5 - 17/00334/FULL – 19 Amersham Close
- Agenda Item 6 – 17/00344/FULL – 63 Jellicoe Avenue
- Agenda Item 7 - 17/00168/FULL – 1 Beaulieu Place
- Agenda Item 8 – 17/00331/DULL – 26 Pier Street, Lee-on-the-Solent

59. PUBLIC QUESTIONS

There were no public questions

60. FAREHAM BOROUGH CONSULTATIONS

D.11/006/17

DETAILS OF THE ACCESS, APPEARANCE, LANDSCAPING, LAYOUT AND SCALE, PURSUANT TO OUTLINE PLANNING PERMISSION REFERENCE P/16/0557/OA, FOR THE INTERCONNECTOR AND CONVERTER STATION, ALL ASSOCIATED BUILDINGS AND SITE INFRASTRUCTURE AND DETAILS PURSUANT TO CONDITIONS 7 (LEVELS), 20 (CONSTRUCTION ACCESS) AND 21 (OPERATIONAL ACCESS) OF OUTLINE PLANNING PERMISSION REFERENCE P/16/0557/OA

D.11/008/17DETAILS OF ACCESS, APPEARANCE, LANDSCAPING, LAYOUT AND SCALE PURSUANT TO OUTLINE PLANNING PERMISSION REFERENCE P/16/0557/OA FOR THE AREA OF PUBLIC OPEN SPACE RELATING TO THE LAND TO THE NORTH OF THE IFA2 INTERCONNECTOR AND DETAILS PURSUANT TO CONDITIONS 35 (HARD LANDSCAPING)

**AND 36 (HABITAT CREATION & MANAGEMENT) OF THE OUTLINE PLANNING PERMISSION
REFERENCE P/16/0557/OA.**

LAND AT DAEDALUS AIRFIELD, LEE-ON-THE-SOLENT

Consideration was given to a report of the Head of Planning Services detailing two Reserved Matters applications that have been received by Fareham Borough Council (FBC) from National Grid IFA 2 Limited (National Grid) pursuant to Outline planning permission for a new electricity interconnector and convertor station at Daedalus that was granted planning permission by FBC in April 2017, under reference P/16/0557/OA.

As a neighbouring authority Gosport Borough Council has been consulted on the proposals by Fareham Borough Council.

Members proposed that stronger comments be made on the application and felt there should be concerns raised about the visual and electromagnetic impact of the proposal in addition to the potential noise and employment impacts.

It was proposed and seconded and subsequently agreed that the consultation response be amended to read as follows:

Notwithstanding the previous concerns raised about the principle of the development and detrimental impact on the Strategic Gap, contrary to Policy CS22 (Development in Strategic Gaps); Gosport Borough Council wishes to Raise Comments on the above consultations on the following grounds:-

Fareham Borough Council must give assurance that the reserved matters proposals and all other details submitted pursuant to conditions imposed on the Outline planning permission should not prejudice the on-going operations of existing occupiers of, or deter potential future specialist employers from locating on, the Solent Enterprise Zone.

In particular Fareham Borough Council must give assurance that:

- a) electromagnetic interference; and/or
- b) radio frequency interference

associated with the operation of the interconnector and the operation of the cables running across the airfield will not prejudice the existing occupiers of, or deter potential future specialist employers from locating on, the Solent Enterprise Zone.

Fareham Borough Council must also give assurance that noise associated with the operation of the interconnector will not cause harm or have a detrimental impact to:

- a) users of the proposed open space; or
- b) the occupiers of neighbouring residential and industrial premises.

RESOLVED: That notwithstanding the previous concerns raised about the principle of the development and detrimental impact on the Strategic Gap, contrary to Policy CS22 (Development in Strategic Gaps); Gosport Borough Council wishes to Raise Comments on the above consultations on the following grounds:-

Fareham Borough Council must give assurance that the reserved matters proposals and all other details submitted pursuant to conditions imposed on the Outline planning permission should not prejudice the on-going operations of existing occupiers of, or deter potential future specialist employers from locating on, the Solent Enterprise Zone.

In particular Fareham Borough Council must give assurance that:

- a) electromagnetic interference; and/or
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associated with the operation of the interconnector and the operation of the cables running across the airfield will not prejudice the existing occupiers of, or deter potential future specialist employers from locating on, the Solent Enterprise Zone.

Fareham Borough Council must also give assurance that noise associated with the operation of the interconnector will not cause harm or have a detrimental impact to:

- a) users of the proposed open space; or
- b) the occupiers of neighbouring residential and industrial premises.

61. REPORTS OF THE HEAD OF PLANNING SERVICES

The Head of Planning Services submitted a report on applications received for planning consent setting out the recommendation.

RESOLVED: That a decision be taken on each application for planning consent as detailed below:

- 62. 16/00599/FULL REFURBISHMENT OF THE CARISBROOKE CENTRE INVOLVING: (I) GROUND FLOOR EXTENSION TO THE COOP STORE (53SQ.M.); (II) REFURBISHMENT AND RECONFIGURATION OF THE UPPER FLOORS OF THE WEST AND NORTH WINGS OF THE CENTRE TO PROVIDE 27 ONE BEDROOM AND 1 TWO BEDROOM FLATS (REPLACING THE EXISTING 10 THREE BEDROOM FLATS) INCLUDING THE ADDITION OF 2ND FLOOR TO NORTH WING; EXTERNAL ALTERATIONS AND ENCLOSURE OF EXISTING OPEN STAIRCASES SERVING THE FLATS; (III) CONSTRUCTION OF A PAIR OF SEMI-DETACHED, THREE BEDROOM HOUSES TO SOUTH OF CAR PARK ENTRANCE, AND; (IV) ENLARGEMENT OF CENTRE CAR PARK AND RATIONALISATION OF REAR SERVICE AREAS AND RESIDENTS PARKING SPACES, AND LANDSCAPING TO PROVIDE A TOTAL OF 69 CAR PARKING SPACES AND 44 CYCLE SPACES (as amended by plans received 06.02.17 and 27.09.2017 and amplified by details received 27.09.2017)
Carisbrooke Centre 43-61 Carisbrooke Road Gosport PO13 0QY**

Consideration was given to the report of the Head of Planning Services requesting that consideration be given to planning application 16/00599//FULL.

Lauren Atkins and Matthew Pickup were invited to address the Board.

Lauren Atkins advised that she was the Managing Director of Zionstone Limited, the applicant and owner of the Carisbrooke Centre and that Matthew Pickup was the scheme's Planning Consultant. She advised the Board that she was also accompanied by Mr and Mrs Viney who were the closest residents in proximity to the Carisbrooke Centre, and Morgan Sheldon who was representing the Centre's shop and business owners and operates the Centre's parking management regime.

Lauren Atkins advised the Board that the benefits of the proposal were that it would make the Centre more attractive to customers and businesses and increase the long term viability, and that its redevelopment would provide an important focus for the community for many years to come.

The Board was advised that tenants of the shops did not want to bear the costs of refurbishments through their service charges and that the improvements needed would be a comprehensive refurbishment. The Board was also advised the tenants had been consulted on what they perceived to be the biggest issues and that these had been identified as parking and refuse, and as a result these had been considered during the design process.

The Board was advised that the development would formalise and improve the parking provision, providing 69 spaces for residents and shoppers which would be an increase of 34 spaces. Although there would be more dwellings, the number of bedrooms across the scheme would only be increased by five. In addition, the Board was advised that the existing three bedroom flats have no dedicated amenity space questioning their suitability as family accommodation.

The Board was advised that the detail regarding the proposed phased construction plan and timetable along with details of construction methods and evidence of ownership had already been provided but that any questions were welcomed. She also confirmed that the shops would remain open and parking would still be provided during construction.

Lauren Atkins advised the Board that the application had been submitted as a pre-application enquiry in May 2016 which resulted in several revisions to the number and mix of the dwellings, changes to the car parking and service area and changes to the external appearance of the new and refurbished buildings.

The Board was advised that the formal pre application response was positive and that the proposal was seen as an opportunity to improve the quality of a neighbourhood shopping area. The Board was advised that the scheme was compliant with national guidance and local policies with regard to height, scale, mass and design and also car parking, cycle and refuse storage and layout. In addition the provision of additional floor space was acceptable.

The final proposals had responded to comments from the Highway and Drainage engineers, Environmental Health, Streetscene, waste and cleansing as well as the Police and the Council's ecologist which had demonstrated that bats did not use the buildings for roosting. The Board was also advised that written responses had been provided to Councillor Philpott's concerns.

The Board was advised that the proposal was for the provision of a sustainable and accessible mixed use development within an urban area which was advocated by both Government and Local Plan guidance and that careful consideration had been given to the refurbishment of the Centre and how it met both Local and National Planning policy, whilst address the needs of local people.

In answer to a Member's question, Ms. Atkins advised that the currently all the residential units were occupied.

Councillor Philpott, Ward Councillor for Peel Common was invited to address the Board.

He advised the Board that since the publication of the Planning Officer's report a couple of changes had occurred: over the summer, the owners of the precinct had introduced a two hour parking restriction for customers and a permit system for traders. Whilst this had been beneficial for traders because customers had a greater certainty of finding a parking space, it had also exacerbated the existing shortage of spaces in neighbouring roads as some cars that had previously used the site had been displaced.

The Board was also advised that the Co-op store was now a McColl

Councillor Philpott also advised that, whilst the some of the housing to the east of the site was typically formed of short terraces and simple design, it was not largely true of properties to the south and west as stated in the report. Properties to the south and west were a mixed design of principally semi-detached and detached houses and detached bungalows.

Councillor Philpott advised that he was asking the Board to refuse the application because he did not consider it compatible with Policies LP24, LP27 or LP28 of the Local Plan. He advised that LP24 stated that *'Proposals for new housing developments should include a mix of dwelling types, sizes and tenures.'* He advised that the explanatory notes attached to LP24 gave further details of the percentages in relation to unit sizes that the Council would consider acceptable and stated that only 5-15% of any development should comprise one-bedroom units, and that the proposed percentage for the application was 90%. In addition, he advised the Board that the proportion of three bedroom units should be in the region of 40-45% and that this application reduced the number of three bedroom units from 10 to two. The Board was advised that the guidance on the mix of dwellings derived from the 2014 Strategic Housing Market Assessment and that the Partnership for Urban South Hampshire also encouraged its partners to strive for a mixed balance of housing types with 30% of new properties being family homes. The proposal for this site was just 10%.

Councillor Philpott advised the Board that the report implied that the increase in the number of units would lead to reduced stress on the infrastructure, or at least have a neutral effect. He advised the Board that this would only be true if two thirds of the new properties were to be occupied exclusively by children as 10 family units were being replaced with seven, one-bedroom flats. As a result there would be more adults and by definition more cars.

Councillor Philpott advised the Board that on sites of 10 dwellings or more the Council would seek to secure 40% affordable housing and that, where it could be clearly demonstrated that the provision of 40% was not economically viable, the Council would seek to negotiate a percentage of affordable housing as close as possible to the target level. Councillor Philpott advised that the proposal did not include any provision for affordable housing and the question of viability was based on the applicant's own assessment.

Councillor Philpott expressed concern that there was no evidence that negotiation had taken place to determine whether any percentage of affordable units could be achieved.

The Board was advised that the report referred to significant environmental improvements offered by the proposed scheme, and that one justification of the lack of affordable units related to improvements to the rear service yard. Councillor Philpott advised that the application proposed the removal of garages and their replacement with hardstanding, but he did not feel this could be deemed a significant environmental improvement, or justification for setting aside Policy LP24(2). Councillor Philpott advised that the proposed removal of soft landscaping would alter the character and appearance and result in the loss of some open space, including two trees which were positive features of the site and he felt that this could not be classed as environmental improvements.

Councillor Philpott advised the Board that the shopping parade at Carisbrooke Road was currently thriving and that every unit was filled and that this had been the case for a number of years. Whilst he accepted that this would not normally be a planning consideration, the Board was advised that current tenants of the parade included a music shop and a salon offering homeopathy treatments. Both shops were located in the block earmarked for an additional storey and the noise and disruption of the work could be devastating for the businesses. The work to convert the Co-op to a McColls earlier in the year had taken four days and traders reported lost trade and there were a number of service vehicles in the car park. The construction period for this proposal was estimated to be 18 months.

The Board was advised that, whilst the Construction Environmental Management Plan appeared comprehensive and mentioned Policies LP10, LP22, LP44, LP46 and LP47, there was no mention of Policies LP21 and LP28 safeguarding of the amenity of occupiers of adjoining properties and highway and pedestrian safety, and no corresponding safeguarding for traders.

The Board was advised that the report referred to a better designed entrance point, in the context of additional floor space, but made no mention of the impact the two semi-detached houses would have on the streetscene. Councillor Philpott advised that he felt that referring to the service yard as revamped to in the report gave the impression that there was expansion when it was in fact the opposite taking place and that, contrary to paragraph 8 of the report, the site would appear smaller and more cramped.

Councillor Philpott advised that the report referred to the Council's adopted parking standards and Policy LP23 in allowing for 29 spaces for flats and 16 for traders, leaving 20 spaces for customers, but it was anticipated that demand would be greater than the provision set out. Stress had already been placed on surrounding roads as a result in recent parking regime changes with footpath and grass verge parking becoming the norm. Councillor Philpott advised that he felt that the claim that there would be 50 spaces in front of the shop following the removal of green spaces was ambitious and optimistic and that even with disciplined and careful parking there would be a shortage and that if customers could not park they would shop elsewhere reducing the viability and vitality of the centre.

Councillor Philpott concluded by advising that he felt that the application was contrary to Policy LP24(1) in respect of the mix of dwelling types and LP24(2) in respect of affordable housing provision. He also felt that it was contrary to Policies LP27 and LP28 as it will have a detrimental impact on the

vitality and viability of the neighbourhood centre and the loss of green space and trees would result in a less attractive environment.

In answer to a Member's question the Board was advised by officers with regard to the affordable housing provision that the applicant had submitted a financial viability assessment with their application. The assessment had been independently assessed by the District Valuer as being robust and demonstrated that the proposal would not be viable if it included affordable housing provision and that there was provision in LP24 in such circumstances for the reduction of affordable housing provision.

The Board was also advised by officers that in relation to the limited mix of dwellings proposed the site was currently predominantly three-bedroom flats with no gardens or outdoor space. This is not in keeping with the amenities required by larger family units and smaller units were therefore more appropriate in this location.

In answer to a Member's question, the Board was advised that Council Policies provided a guide and a framework and that each application was carefully considered against them. In this instance it was felt that the proposal provided an appropriate mix of properties given the nature of the development and its location and the character of the surrounding residential area.

Members were also advised that, whilst it was desirable for the application to comprise a mix of dwelling types, there was a shortage of all types and sizes of dwellings in the Borough.

Members were advised that the Highway Authority was satisfied with the parking provision as it had been reconfigured and more spaces had been made available in accordance with the Parking SPD. The additional parking provided would meet the requirements of the proposed additional development, but that it was not possible for this application to address any existing shortfall in parking provision.

Members felt that the proposal was unacceptable as it did not meet Local Plan requirements with regard to the provision of affordable housing and the mix of proposed dwellings.

Members voted on the proposal and it was not approved.

It was proposed and seconded and agreed that the application be refused.

RESOLVED: That planning application 16/00599/FULL be refused as it is contrary to Policy LP24 of the Local Plan because it does not provide an appropriate mix of housing size.

**63. 17/00274/FULL - ERECTION OF 2 DETACHED TWO STOREY THREE BEDROOM DWELLINGS (CONSERVATION AREA IN PART) (as amended by plans received 10.08.17 and 29.08.17 and amplified by the Flood Risk and Surface Water Drainage Strategy received 02.08.17 and Highway Statement received 10.08.17)
58-60 Foster Road Gosport PO12 2JJ**

Consideration was given to the report of the Head of Planning Services requesting that consideration be given to planning application 17/00274/FULL.

Mr Catmore was invited to address the Board.

Mr Catmore advised the Board that he had resided in Foster Road for 53 years and that he was objecting to the proposal because he felt that if the application was approved it would have a detrimental impact on those living at 62 Foster Road.

He advised that this was no different to a planning application in 2008 which was refused because the proposed dwelling would be adjacent to, but fully forward of and in front of number 62 Foster Road.

Mr Catmore advised the Board that the application proposed would result in an identical situation with the same degree of detrimental impact.

He advised the Board that there was a mutual wish to develop the site at 58-60 Foster Road but that it should not be to the detriment of the neighbours at 62. He felt that the Council had previously understood this. He advised the cosmetic treatment of what appeared to be four bricked up windows on the west side would soften the harsh appearance of a vast expanse of brickwork but that the main issue was that of the positioning of the proposed dwelling – this side of the proposed dwelling would tower fully over the front garden of number 62.

Mr Catmore advised the Board that he felt the site was too narrow for two homes and that unlike neighbouring properties there would be no room for an integral garage and that the proposed homes did not create harmony with the neighbouring properties and had the potential for disagreement with a shared driveway.

Mr Catmore concluded that he hoped that Members would consider refusing the application on the basis of the detrimental impact it would have on the neighbouring property.

In answer to a Member's question the Board was advised that in principle Mr Catmore did not object to development of the site but that the objection was to the impact the 'Plot 1' dwelling would have on number 62 Foster Road; it would cast a shadow and block the sun.

In answer to a Member's question, the Board was advised by officers that they were not aware of a previous planning application for the site but would need to check the records to confirm this.

Matthew Pickup was invited to address the Board. He advised that he was the agent for the applicant.

Mr Pickup advised the Board that the proposal was for the construction of two, two-storey, detached houses following the demolition of the site's two existing garage blocks

He advised that the proposal was first submitted as a pre-application enquiry in September 2016 to establish whether officers would support the principle of the development and to seek their views on the initial layout, design and quantum.

The Board was advised by Mr Pickup that the pre-application proposal for two houses was considered to be acceptable in principle by planning officers and that the stepping of the houses to follow the curve respected the character of existing frontage development. Mr Pickup advised that the pre-application advice had commented on design, size, siting of the houses within the plots and the access and parking arrangements.

The Board was advised by Mr Pickup that following resubmission in April 2017 the previously proposed hipped roofs were replaced with gabled elevations and the front projecting gardens were deleted providing more open space at the front of the site for parking and landscaping. Separate vehicle entrances were replaced with a shared access. The proposed 'Plot 2' dwelling was re-sited so that there was only minimal overlap between the proposed house and number 56 to the east addressing possible concerns about overlapping and privacy. The Board was advised that the response from officers had been positive and that a formal application was submitted in June 2017.

Mr Pickup advised that during the course of the consideration of the application, several comments had been made by neighbours occupying the two adjacent properties; occupiers of No.56 had stated that they were concerned about the loss of part of the brick wall along the eastern boundary and the occupiers of No.62 to the west, whilst welcoming the principle of the development, had expressed concerns about the similar design of the two houses, the appearance of the west facing gable wall and the outlook from the front of their property. Further comments had been received from internal consultees regarding design, appearance and detailing and vehicle parking and manoeuvring.

Mr Pickup advised that his client was very keen to try and address the concerns of the site's neighbours. He advised that the plans were revised to indicate a brick wall along the length of the boundary shared with No.56 to the east and that the external materials of the two houses were

amended to give them greater individuality and visual interest. The dwelling in Plot 1 would combine facing brickwork, brick banding and cream rendered elevations; the house in Plot 2 would be finished with facing brickwork together with vertical tile hanging, both dwellings would also be built with recessed 'dummy' windows in their west flank elevations adding interest to their appearance. Mr Pickup was advised that the applicant was aware of Mr Catmore's concerns and, in order to address some of these, would be quite happy to replace the inset red brick panelling with high level windows - which could be achieved via a planning condition.

Mr Pickup advised that he had also discussed with the applicant the possibility of siting the dwelling within Plot 1 further back, to try and alleviate Mr Catmore's concerns but that it would have to be very carefully considered as it would result in a reduction in the size of the rear garden.

Mr Pickup advised that following advice from a Highways consultant the applicant revised the position, size and orientation of each of the dwellings' two proposed parking spaces so as to enable all vehicles to enter, turn and leave the site in a forward gear. The revisions had also resulted in the reduction in the width of the dropped kerb in front of the site from around 27m to 11m enabling two additional on-street parking spaces to be formed.

Mr Pickup concluded by advising that the proposed development would result in the provision of two good quality family homes, in a very sustainable location close to the town centre. The development would be on Brownfield land and would replace two blocks of garages which were currently in use for ad-hoc storage. He advised that the applicant had tried to address the concerns of both the Council's Officers and neighbours and had revised his plans accordingly whenever possible. He requested therefore that planning permission be granted.

In answer to a Member's question the Board was advised that the Officer's report addressed the style and design of the properties in relation to the streetscene and that there was minimal uniformity amongst the other properties in the road. The design of the proposal was such that it included elements of a number of the styles of properties on Foster Road.

Members were advised that proposed relocation of the 'Plot 1' dwelling would require further consultation and consideration as there would be an impact on the size of the garden.

Members proposed that a site visit be undertaken and that consideration be given to the applicant's offer of relocating the 'Plot 1' house further back on the site. This was seconded and approved.

RESOLVED: That planning application 17/002474/FULL be deferred for a site visit and further negotiations as to the position of the dwelling on Plot 1.

**64. 17/00374/FULL - DEMOLITION OF GARAGES AND BOUNDARY WALL AND ERECTION OF TWO-STOREY BUILDING COMPRISING GUEST ACCOMMODATION AND GARAGES TOGETHER WITH BOUNDARY WALL (LISTED BUILDING IN A CONSERVATION AREA)
Anglesey Hotel 24 Crescent Road Gosport Hampshire**

Consideration was given to the report of the Head of Planning Services requesting that consideration be given to planning application 17/00374/FULL.

A Member thanked Officers for their full and detailed consideration of the proposal and welcomed the conditions to be placed on the use of the bedrooms.

RESOLVED: That planning application 17/00374/FULL be approved subject to the conditions in the report of the Head of Planning Services.

**65. 17/00281/FULL - REPLACEMENT OF SINGLE AND TWO STOREY REAR EXTENSIONS AND RE-CONFIGURATION OF LAYOUT TO PROVIDE 6 BEDSITS AND 3 ONE BEDROOMED RESIDENTIAL UNITS (CONSERVATION AREA) (as amended by plans received 05.10.17)
35 Bury Road Gosport Hampshire PO12 3UE**

Consideration was given to the report of the Head of Planning Services requesting that consideration be given to planning application 17/00281/FULL.

Graham Jacobs was invited to address the Board.

Councillor Allen advised that he knew the depute personally and would take no part in the discussion or voting thereon.

Mr Jacobs advised that he was representing the applicant as he could not attend the meeting.

The Board was advised that the site had been purchased at auction in 2013 having previously been used as a halfway house. The property had undergone an extensive refurbishment which proved costly as it had previously been unlawfully entered and vandalised and had a previous reputation for drug use and antisocial behaviour.

Mr Jacobs advised that the applicant was mindful of the neighbours' concerns regarding the site but reassured the Board that the applicant ran the property as a business and did not use rental agents.

Mr Jacobs advised the Board that the applicant had taken on board concerns raised and made a number of changes to the proposal to address these. These included the reduction in the proposal from four two-bedroom flats to three one-bedroom flats, the implementation of extra car parking spaces and the amendment of window design from box to sash. Amendments had also been made to the first floor layout by recessing the staircase to reduce overlooking and the materials of the roof and construction had been amended to reflect the Conservation Area. The extension was smaller than originally proposed.

Mr Jacobs advised that overall the proposal only added one additional bedroom to the site and that Bury Road was well served by public transport.

Mr Jacobs concluded by advising that the existing building was badly designed and an eyesore, he advised that the extension currently had three bedrooms and was proposed to remain as having three bedrooms and that residents would be professional people.

In answer to a Member's question the Board was advised by Mr Jacobs that Hampshire Highways felt that there was sufficient parking in the surrounding roads for visitors and that vehicle ownership at the property was 0.5 vehicles per unit.

The Board was advised by Officers that the proposed level of parking spaces was acceptable as consideration had been given to the provision of off site visitors parking and the public transport options available.

RESOLVED: That planning application 17/00281/FULL be approved subject to the conditions in the report of the Head of Planning Services.

**66. 17/00334/FULL – CONTINUED USE OF LAND FOR RESIDENTIAL DRIVEWAY AND PART RETENTION / PART ALTERATION TO HARD STANDING AND 1.8 METRE HIGH FENCE (AMENDED SCHEME TO 16/00146/FULL AND 17/00208/FULL)
19 Amersham Close Gosport Hampshire PO12 2RU**

Consideration was given to the report of the Head of Planning Services requesting that consideration be given to planning application 17/00334/FULL.

Mr McCallan was invited to address the Board, he advised that he did not wish to add anything but was happy to answer any questions.

In answer to a Member's question, the Board was advised by Officers that highway rights were not a material planning consideration and would need to be considered under separate legislation. It was confirmed that the applicant owned the land.

Members felt that the applicant had made a reasonable compromise compared to what had previously been proposed/implemented on this site.

RESOLVED: That planning application 17/00334/FULL be approved subject to the conditions in the report of the Head of Planning Services:

**67. 17/00344/FULL - INSTALLATION OF A FIRST FLOOR REAR ROOF
TERRACE INCLUDING BALUSTRADING
63 Jellicoe Avenue Gosport Hampshire PO12 2PB**

Consideration was given to the report of the Head of Planning Services requesting that consideration be given to planning application 17/00344/FULL.

James Porter was invited to address the Board, he advised that he was the agent for the applicant.

Mr Porter advised the Board that there had been no concerns raised regarding the development when the applicant had discussed the proposals with the neighbours, nor had any objection been received in the period of public comment.

Mr Porter advised the Board that Jellicoe Avenue was currently undergoing a period of change and that many properties had undergone substantial alteration, remodelling or complete refurbishment and that the proposed rear terrace would be another step in the change and act as a catalyst for further improvement to the property and others in the Avenue.

He advised the Board that the proposal was supported by Policy LP10 which encouraged the reinforcement of locally distinctive patterns of development.

Mr Porter advised the Board that 63 Jellicoe Avenue was sited on a larger than usual plot as there was no 65 Jellicoe Avenue and as a result benefited from increased separation from neighbouring properties.

Mr Porter advised the Board that the Design Guidance Planning Document made reference to recommendations on back to back distances between properties being 21 metres, therefore implying that a separation distance of 10.5 metres between a two-storey window and an adjacent private amenity space was adequate. The Board was advised by Mr Porter that a person standing by the proposed balustrade would be just under 10.5 metres from the edge of 61 Jellicoe Avenue's garage roof which stood at more than 2.3 metres above ground level, which was some 500mm more than a typical boundary treatment.

The Board was advised that there was a separation distance in excess of 24 metres between the proposed terrace and number 7 Northcott Close to the east and that there was a 3 metre high hedge on the boundary which the applicant had no intention of removing. Number 67 Jellicoe Avenue had a separation of more than 11 metres from the balustrade to the edge of their garage roof which was also greater than 1.8 metres in height. There was also a single storey extension on number 67 which increased the physical separation between the proposed terrace and the private amenity space.

Mr Porter advised that beyond the neighbour's garden there were limited views as a result of boundary treatment and that a first floor extension of similar footprint would be acceptable in terms of planning with rear facing windows that would provide similar views to the proposed terrace.

Mr Porter provided the Board with a panoramic photograph from the existing first floor as a reference and advised that he felt the potential for overlooking was limited, at best. The Board was also advised that the access to the terrace would be from one of the main bedrooms, as it was

primarily for the private enjoyment of occupants and less so those visiting. Mr Porter advised the Board that the terrace would provide no greater disturbance to neighbours than the garden

Mr Porter advised the Board that recent planning permissions granted for applications at 54 Jellicoe Avenue and 113 Jellicoe Avenue had used similar designs and material choices on the front elevations and therefore did not consider that the materials were out of keeping with the local area. Mr Porter advised that he believed the terrace had no greater impact on the street scene than previously approved front elevation terraces that were visible from both north and south approaches. He did not believe that the terrace would be overbearing on neighbouring properties and that a first floor extension, though acceptable would have a more overbearing impact on neighbours than the terrace which would be used less frequently.

Members accepted that there was no objection from neighbouring properties and that planning officers who considered the proposal to be unacceptable. It was proposed, seconded and agreed that the item be deferred for a site visit.

RESOLVED: That application 17/00344/FULL be deferred for a site visit

**68. 17/00168/FULL - RETENTION OF A SINGLE STOREY SIDE EXTENSION
1 Beaulieu Place Gosport Hampshire PO13 0QP**

Consideration was given to the report of the Head of Planning Services requesting that consideration be given to planning application 17/00168/FULL.

Debby Osman was invited to address the Board.

She advised that she was objecting to the application at 1 Beaulieu Place as she felt it to be inappropriate and unlawful with disregard to neighbours and advised the Board that the side extension was contrary to a planning condition (reference K4089 Condition 9) which was placed on the estate properties in order to maintain visual space between properties and not allow future development to adversely affect neighbouring properties.

The Board was advised by Mrs Osman that the owners of 1 Beaulieu Place had applied for planning consent for large extensions to their property which included this side extension. These original plans were objected to by the occupants of 3 Beaulieu Place based on the side extension's impact on 3 Beaulieu Place, the spoiling of the street scene and the over-development of the site. The Board was advised that the plans were subsequently revised, during the planning process, and the side extension was removed. The owners of number 3 therefore thought that the side extension was not going ahead and as a result there was no objection by them to the development to the rear.

The Board was advised that the work began on the side extension at the beginning of May, before formal planning permission was granted for the submitted proposal.

Mrs Osman advised the Board that there were no permitted development rights for a side extension on the property and that subsequent investigation into historic documents led to the discovery of an enforceable condition regarding this. The Board was advised by Mrs Osman that it was felt that at this point work should have stopped.

The Board was advised by Mrs Osman that the report of the planning officer highlighted the unlawfulness of the development based on the K4089 condition and the owners of 1 Beaulieu Place subsequently instigated an application for lawful development approval upon completion of the build. This application was refused and a subsequent appeal lost as the Planning Inspectorate considered the condition valid and enforceable.

The Board was advised by Mrs Osman that the original planning condition was in place to safeguard against overdevelopment and disruption to a uniformed streetscene and that the Planning Inspectorate's upholding of the condition reinforced this.

Mrs Osman advised the Board that she disputed the reference in the planning officer's report that there was no need for visual context with neighbouring properties as the new extension had been built below the overhang of number 3 Beaulieu Place and that as a result, there was clearly a need for context, and that the officer had stated that there was a clear division between properties maintaining individual identity. She advised the Board that she felt that this was subjective as the contrived pitched roof had been constructed in such a way that it was not subservient to the front elevation. There had previously been a uniform space of 2.5metres between properties and this had now been reduced to 250mm

The Board were advised that the side extension and pitched roof of the extension made it impossible for the owner of number 3 Beaulieu Place to properly maintain their property on the gable end as there was no room for a person to work on the brickwork and impossible to change or maintain bargeboards at the front of the property. Mrs Osman felt that the development did adversely affect the neighbouring properties and requested that the Board visit the site before making a decision.

Debby Osman advised the Board that she felt the proposal should be looked at from the perspective of the entire site and all previous applications and not only considered from the front elevation as there had been a 102% increase in the footprint of the original bungalow and the original property was now subservient to the extensions.

She concluded by stating that the application was an overdevelopment of the site, that it adversely impacted on number 3 Beaulieu Place, contravening LP10 and stated that the owners had continuously been allowed to flout planning rules and conditions. She felt that the recommendation to grant permission for a side extension was disappointing when the Planning Inspectorate considered that the decision should be upheld.

In answer to a Member's question, the Head of Planning Services advised the Board that the original proposal had included plans for the side extension, but that the agent for the development had subsequently removed the side extension from the planning application as it was believed that the side extension could be completed under permitted development rights.

However, a condition had been placed upon the property when it was built, removing the permitted development rights for a side extension and the applicant was advised of this and requested to submit a retrospective application for the side extension. The applicant had contended that the condition was no longer enforceable and subsequently appealed to the Planning Inspectorate against the Council's refusal to agree that the works were permitted development and issue a Certificate of Lawful Development. The Planning Inspectorate confirmed that the condition to remove permitted development rights was still enforceable and that planning permission was required for the side extension.

Members expressed concern that the applicants had continued with the development after it had been identified that planning permission was required and questioned whether the proposal constituted overdevelopment. It was proposed, seconded and agreed that the application be deferred for a site visit.

RESOLVED: That application 17/00168/FULL be deferred for a site visit.

- 69. 17/00331/FULL - CHANGE OF USE FROM SHOP (CLASS A1) TO HOT FOOD TAKEAWAY (CLASS A5) AND INSTALLATION OF EXTERNAL FLUE TO REAR ELEVATION (RESUBMISSION OF 17/00096/FULL) (Conservation Area)
26 Pier Street Lee-On-The-Solent Hampshire PO13 9LD**

Consideration was given to the report of the Head of Planning Services requesting that consideration be given to planning application 17/00331/FULL.

The Board was given an update that a further letter of objection had been received objecting to the proposal for another fast food restaurant and the noise and odour that would be generated. The Board was advised that there were no additional issues raised to those set out in the report.

Dr Williams was invited to address the Board. He advised the Board that an application had been made before and had been refused and advised that he was representing all of the owners and residents of Solent Court Mansions that were opposing to the application.

Dr Williams advised the Board that the shop had had a number of uses over the years and that one of the main concerns for this proposal was the significant chimney that was proposed to be installed within two metres of the communal balcony used to access the flats above and onto which the bedroom windows opened.

Dr Williams advised the Board that the prevailing wind circulated around the outside space and that the fumes would not disperse and would enter the flats as a result.

The Board was advised that the block was historic with a distinctive design and Dr Williams expressed concern that the flats were prohibited from having satellite dishes, but that the proposal for a flue attached to the block was apparently acceptable.

Dr Williams advised that the oldest resident of the flats was 98 years old and that the increase in takeaways, the noise, smells, increased traffic and parking problems would be detrimental to all of the residents and requested that the application be refused.

A Member stated that the proposal was for alterations to a long, narrow shop and that the flue would be 25 foot high. They stated that there were already three takeaway shops in the vicinity and that the proposal would have a significant impact on local residents.

In response, Dr Williams expressed concern at the additional traffic levels that would be generated to both the front and the rear of the site, and concern regarding the visual impact of the proposed flue as there was a window between the flats and the unit.

In answer to a Member's question, the Board was advised that the proposed opening hours for the unit were noon until 11pm Monday to Friday, Sundays and bank holidays, and noon until 11.30pm on Saturdays. The Board was also advised that the opening hours could be subject to a planning condition should the Board wish.

Planning officers advised the Board that a joint visit had been undertaken with Environmental Health and the extraction system proposed was considered to be appropriate and fit for purpose.

Members expressed concern that the proposed system of extraction had not taken into account the weather conditions at the site and felt that the odour would be carried back into the flats.

In answer to a Member's question the Board was advised that existing takeaways had lower height extraction systems which had been in place for a number of years, so were perhaps not as effective as more modern systems. The extraction system for this application had been proposed because it would be the most effective in removing smells from the unit and away from the residents. It was a modest size and would be painted matt black to make its appearance more appropriate. The Board were also advised that there were a number of fixtures already attached to the rear of the properties including flues and fire escapes and that the proposed system was appropriate in the location.

A Member expressed concern that the information provided by the applicant stated that the proposal only anticipated that the flue would be 98% effective. The Board was advised that the specification of the flue was high and that proper maintenance would ensure that the flue worked effectively.

The Board was advised that following installation, if there were any issues with the effectiveness or maintenance of the system, Environmental Health would investigate.

Members felt that the proposal for the site was unacceptable with regard to the proposed use and the proposed extraction system. They felt that the flue was located too close to the access for the residents of the flats and that the appearance of it above the roofline was inappropriate. It was also felt that the unit did not lend itself to a fast food unit and it would affect the amenity of local residents.

Members suggested that the item be deferred to allow members to visit the site, this was proposed, seconded but not agreed. It was subsequently proposed and seconded that the application be refused as the proposal was contrary to Policy LP10 of the Local Plan and would have a detrimental impact on the local area and neighbouring residents and that the odours from the site had not been properly mitigated.

RESOLVED: That application 17/00331/FULL be refused for the following reason:-

The proposal fails to demonstrate that odour produced by cooking operations associated with the proposed use would be satisfactorily mitigated such that the residential amenities of the occupiers of neighbouring properties would not be affected contrary to Policy LP10 of the Gosport Borough Local Plan 2011-2029.

**70. 17/00143/FULL - ERECTION OF A PART NINE, PART EIGHT, PART FOUR, PART THREE & PART TWO STOREY BUILDING (WITH SEMI-BASEMENT PARKING AREA) TO PROVIDE 10 NO. ONE BEDROOM FLATS AND 39 NO. TWO BEDROOM FLATS, WITH ASSOCIATED ACCESS, CAR PARKING, REFUSE AND CYCLE STORAGE & LANDSCAPING (as amended by plans received 07.06.17 and 30.06.17)
Site Of Former Crewsaver Building On Land To The North Of Harbour Road Mumby Road Gosport Hampshire PO12 1AQ**

Consideration was given to the report of the Head of Planning Services requesting that consideration be given to planning application 17/00143/FULL.

Members were advised that there were no updates.

In answer to a Member's question regarding external cladding, the Board was advised that Building Control had raised no objection.

In answer to a Member's question the Board was advised that previous consent had been granted for 31 flats. Members were advised that the application had been accompanied by a viability assessment and that provision could be made for a payment of a sum to contribute towards offsite provision of affordable housing. The viability assessment had been independently reviewed by the District Valuer who had assessed the maximum amount that could be paid towards affordable housing without affecting the viability of the scheme.

Members were also advised that a Community Infrastructure Levy payment would also be required from the applicant if this scheme were to be approved and implemented.

A member expressed concern that there were only 46 car parking spaces proposed which equated to 0.94 spaces per unit and that this did not meet the Parking: Supplementary Planning Document (SPD). Planning Officers advised that the SPD was for guidance and that the applicant had submitted a Transport Statement that was robust and supported the level of parking provision based on the accessible location of the site and its access and proximity to public transport. The Board was advised that potential occupants of the building were less likely to need a vehicle as a result of the location and would also be aware of the level of available parking before purchasing or occupying.

Members expressed concern that a number of developments were not including affordable housing and expressed concern at the overspill of cars as a result of the number of car parking spaces. Members felt that previous applications in Alver Village and Royal Clarence Yard had been approved with a reduction in car parking spaces and then significant parking problems had become

apparent following occupation. Members felt that as a number of the proposed properties were two-bedroom there would potentially be two cars per property.

Members expressed disappointment that the proposal now included a tower block as neighbouring properties had been purchased without this proposal in place and approval would impact on views from those properties.

Members were advised that the SPD made provision for amendments to requirements for car parking spaces in locations that were sustainable and where there were viable alternatives to the private motor car. The Board was advised that the submitted Transport Statement was robust in supporting this deviation from the SPD.

Members nevertheless felt that the provision of parking was not acceptable and it was proposed, seconded and agreed that the application be refused as it did not meet the provision for car parking in the Parking: Supplementary Planning Document.

RESOLVED: That application 17/00143/FULL be refused as it does not meet the parking standards set out in the Parking Supplementary Planning Document

71. ANY OTHER BUSINESS

The Board were advised that there were updates on a number of appeals.

Appeals had been received against the refusal of planning applications 17/00155/FULL 142 Portsmouth Road, Lee on the Solent and 17/00156/FULL Land to the South of Netherton Road.

60 St Mary's Avenue - An appeal had been received and started against the refusal of planning permission for application 17/00279/FULL.

The Victualler – An appeal against the refusal of planning permission for the tables and chairs has been submitted and the prosecution for failure to comply with the requirements of the Enforcement Notice was proceeding.

The Cordite – The appeal against the refusal of planning application had been upheld.

20 Woodstock Road – 17/00001/FULL The appeal has been dismissed and the decision to refuse the proposed work was upheld.

The meeting concluded at 20.32

CHAIRMAN

AGENDA ITEM NO. 6

Board/Committee:	Regulatory Board
Date of Meeting:	6 th December 2017
Title:	Conservation Area Designation, Haslar Barracks (Former Immigration Holding Centre)
Author:	Head of Conservation and Design
Status:	For Decision

PURPOSE

To consider a proposal to designate Haslar Barracks Conservation Area with immediate effect (See Appendix A).

RECOMMENDATION

That the Board agrees to formally designate Haslar Barracks as a Conservation Area, as set out in Appendix A.

1 Background

- 1.1 In accordance with Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990, the Local Planning Authority is required to identify areas of special historic or architectural interest, which it is desirable to 'preserve or enhance', and shall designate those areas as conservation areas. The area covered by the former Immigration Holding Centre includes a number of buildings datable to c1802 and forming a complete regimental infantry barracks complex constructed at a time of national emergency in response to an imminent threat of French invasion. Based on recent research it is clear that this site meets the criteria for designation.
- 1.2 Full details on the importance of the site are contained with the Draft Appraisal (Appendix B).

2 Report: Purpose and Status of a Haslar Barracks Conservation Area

- 2.1 The purpose of a designated Conservation Area is to 'preserve and enhance' the special historic or architectural interest of an area and help ensure that future development has regard to that special interest. It limits some permitted development rights and planning permission is required to demolish buildings with a volume over 115 cubic metres (See Page 19 of the attached Draft Appraisal, Appendix B). Six weeks written notice is also required to carry out a range of works to most trees. Designation would not prevent development but would help to ensure that it is appropriate in form, scale, material and design such that it would not harm the setting and would help to positively enhance the site's unique character.

- 2.2 The site is within the urban area, as set out in the Gosport Borough Local Plan 2014, and Policies LP10 (Design), LP12 (Conservation Areas) and LP13 (Locally Important Heritage Assets) would be particularly relevant were designation supported.
- 2.3 The historic buildings on site are built of red brick, are robust in nature, and lend themselves to straightforward conversion.
- 2.4 The proposed Conservation Area Boundary was specifically drawn to relate to the historic extent of the barracks and does not extend to the open space to the south-west of the site. Designation of a Conservation Area would not prevent the development of land to the south-west but such development would need to have regard to its setting and would need to be sensitive to its potential impact.
- 2.5 It was resolved at the Economic Development Board meeting on 15th November that the Council go out to consultation on a Draft Haslar Barracks Conservation Area Appraisal. This Appraisal would be an important policy document in support of a designation and consultation can be, and often is, entirely separate from the designation process. Following the consultation exercise, which commenced on 20th November and is to be completed on 5th January 2018, the Council could amend the Draft Appraisal and could also amend the boundary of a designated Conservation Area as noted in Appendix A. Members of the Economic Development Board were concerned that the area be protected as soon as possible and the proposed designation has therefore been referred to this Board in accordance with the requirements of the Council's Constitution and in advance of the conclusion of the consultation exercise.
- 2.6 The need for designation is highlighted by the closure of the site and likelihood that development proposals will be forthcoming in the near future. Designation would help ensure that the unique interest of the site is protected through such development and that the heritage assets can be used to highlight the area's special qualities and characteristics for the benefit of the wider community.

3 Risk Assessment

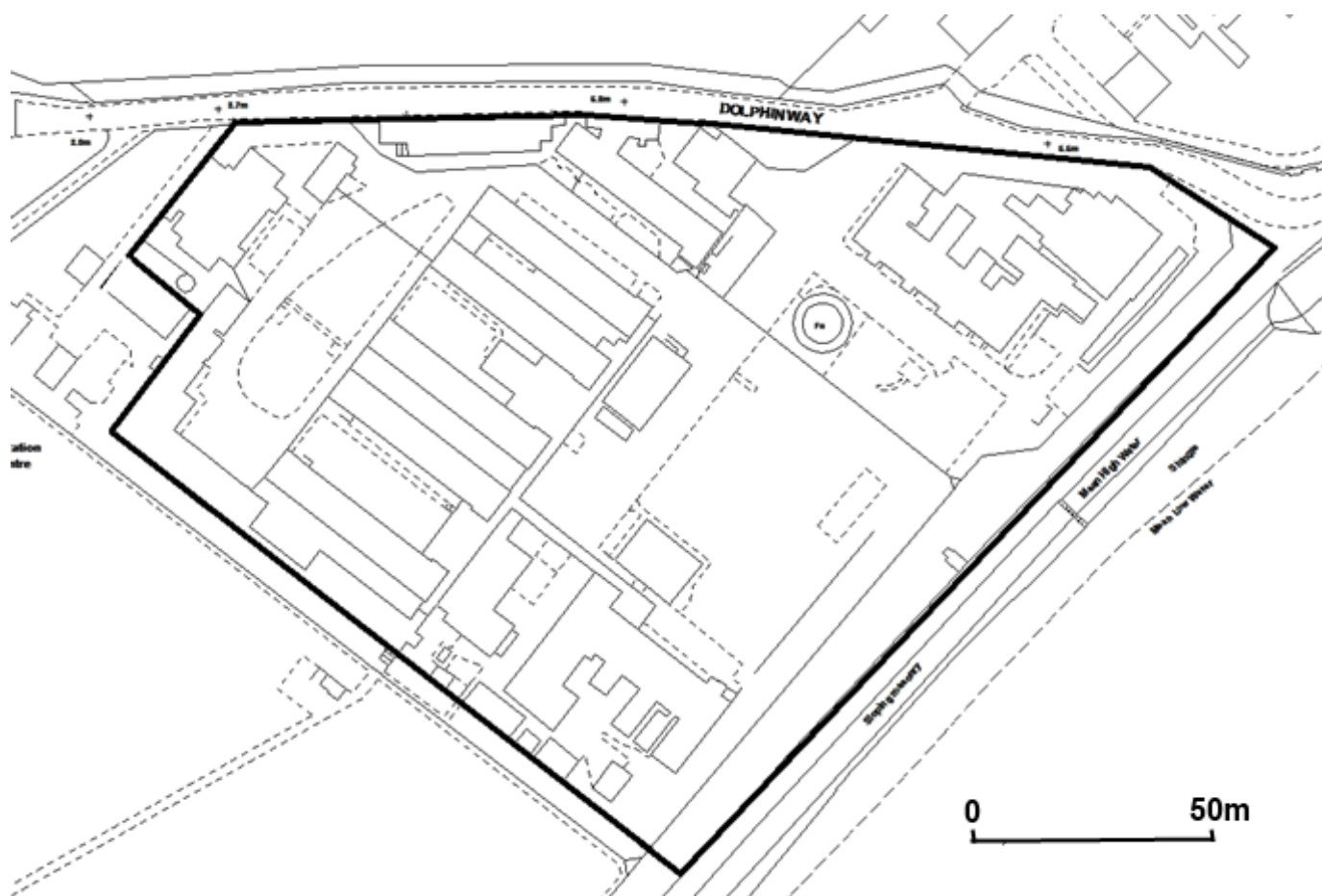
- 3.1 The designation of a Conservation Area will provide an important framework for making decisions on future proposals. Without such a framework in place there would be uncertainty regarding the retention of key historic buildings in the area and important heritage assets within the Borough could be at risk of demolition or poorly considered alteration

4 **Conclusion**

- 4.1 The formal designation of the Conservation Area will ensure that an important group of historic buildings, and their setting, are protected.

Financial Services comments:	None at this stage
Legal Services comments:	Included in the report.
Equality and Diversity	An Equality Impact Assessment Screening Form has been completed and is included in Appendix C.
Service Improvement Plan implications:	The need to consider Conservation Area designations are included in the SIP.
Corporate Plan:	A designated Conservation Area will help facilitate appropriate investment and development which will assist in delivering a number of the Council's strategic priorities outlined in its Corporate Plan. These include: preserving and enhancing Gosport's heritage and supporting the regeneration of key sites.
Risk Assessment:	See Section 3
Background papers:	Report to Economic Development Board, 15 November 2017
Appendices	Appendix A: Proposed Haslar Barracks Conservation Area Boundary. Appendix B: Draft Haslar Barracks Conservation Area Appraisal. Appendix C EIA Assessment Screening Form.
Report author/ Lead Officer:	Rob Harper (Head of Conservation and Design)

Proposed Haslar Barracks Conservation Area Boundary

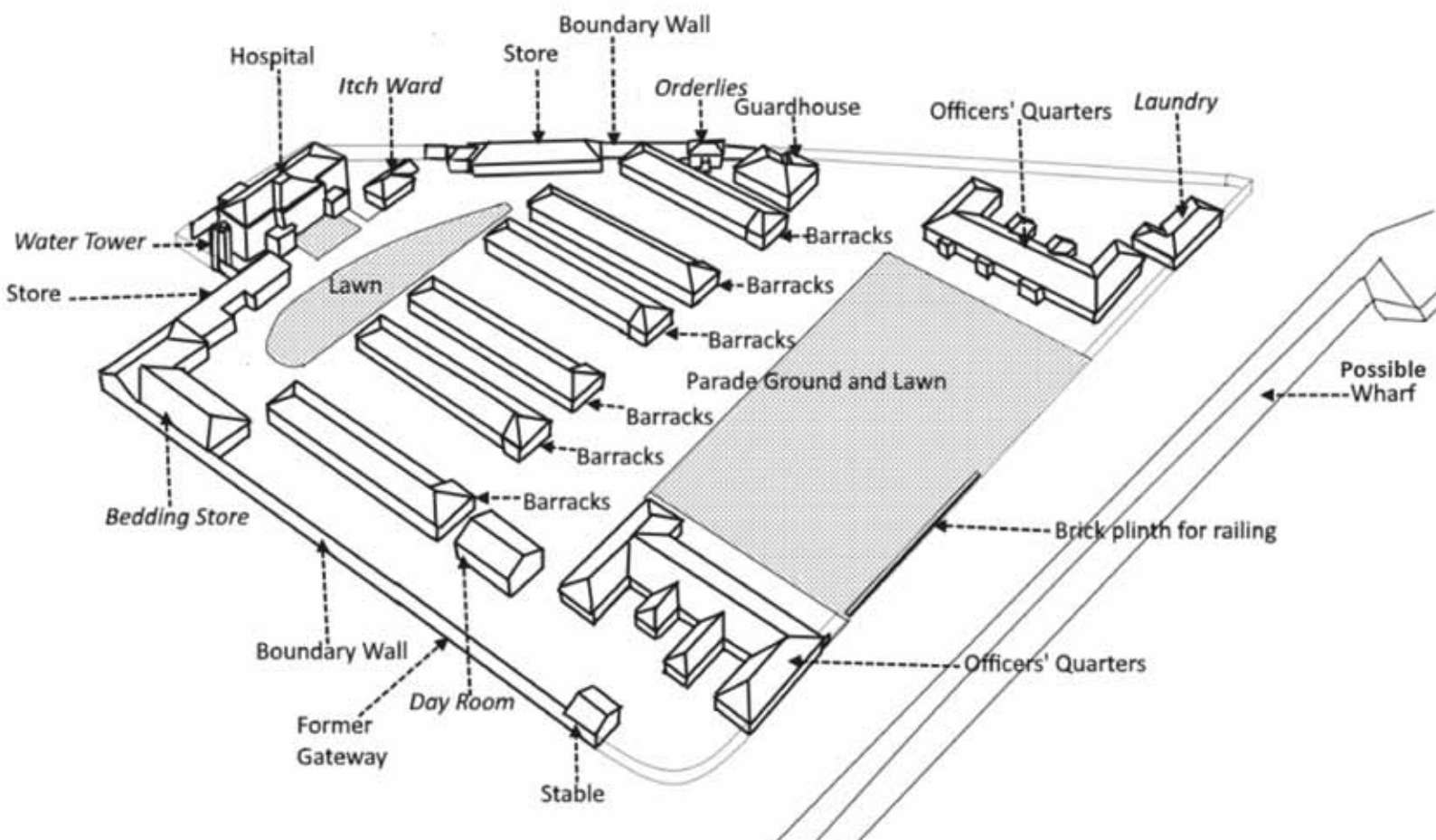


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Gosport Borough Council

Draft Haslar Barracks Conservation Area Appraisal

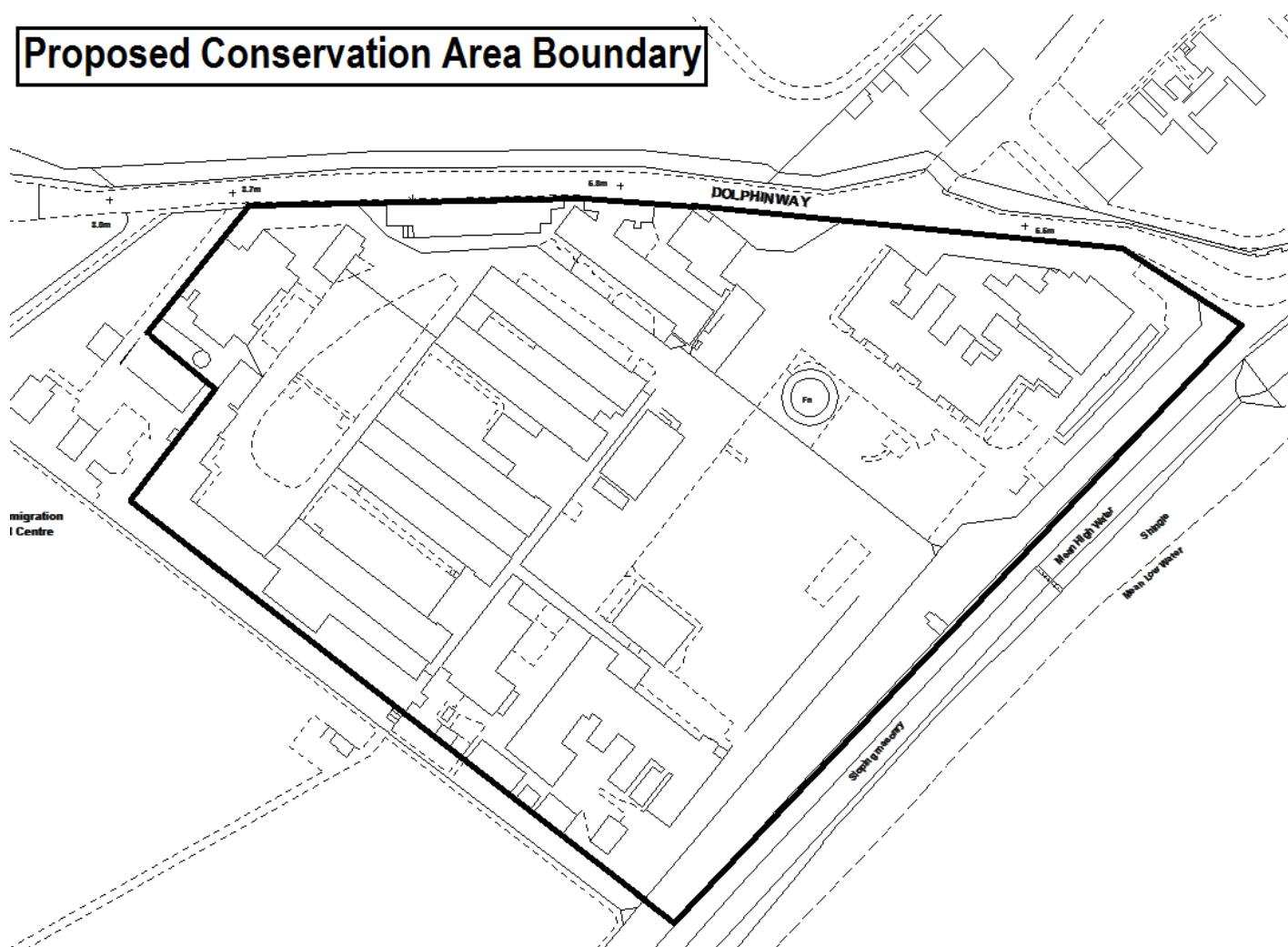
November 2017



Contents

Proposed Boundary Map, Introduction, Scope and structure of the appraisal	1
Character Statement:	
-The broader context of the site	2
-The significance of the Haslar barracks site	2
-The historic development of Haslar Barracks	4
Site Appraisal:	
-The Barracks site	6
-Buildings and features of historic interest relating to Haslar Barracks c.1802 to mid-19 th C.	7-13
Architectural detail	14
Character Areas	15
Management Proposals: Preserving and enhancing the character of the area.	16-18
Archaeology	18
Planning Policy and Development Management	19
Further information and advice	19
List of Regiments known to have used the site	20
Sources	21

Proposed Conservation Area Boundary



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1. Introduction

Designation of a Conservation Area sets certain parameters that influence future development. With the special historic and architectural character of the area set out in this document, the key priority will be to ensure that planning proposals 'preserve or enhance' this special interest. This will mean that proposals to add new development, or to demolish buildings, will need to consider the impact on the scale, form and setting of the identified historic buildings (which in this case are very clearly defined).

2. Scope and structure of the appraisal

This appraisal is set out to highlight the historic and architectural interest of the site, an evaluation of the character of the area, proposals that would enhance the area and the future management of the site, and planning considerations with regard to future development. Historic plans and images are included to highlight why the area is considered important and photographs and plans stress the key buildings and characteristics that would need to be preserved or enhanced as part of future proposals.

3. Character Statement

The broader context of the site

Gosport, on the western side of Portsmouth Harbour, was a highly strategic area and recognised as such by the development of fortifications from as early as the 15th Century, with extensive defences added in the 17th to 20th Century in the form of earthworks, redoubts, forts, moats, coastal fortifications and anti-aircraft defences.

By the time of the Napoleonic Wars it was a thriving settlement with many active military sites supplying the navy with food and drink, transporting and encamping troops, caring for sick and wounded soldiers and sailors, constructing small to medium sized naval and private vessels, supplying rope and sails, developing naval ordnance and being the last resting place for many military personnel. The extensive fortifications meant the town had a permanent garrison and its strategic location led to it being the home (for long or short periods) to many branches of the military, including: artificers, engineers, sailors, artillery personnel and many infantry regiments.

The Haslar peninsula is extremely rich in military heritage including: Fort Brockhurst, Haslar Hospital, Haslar Gunboat Yard, the former HMS Hornet and the Admiralty Experimental Works (Qinetiq). The significance of the area was such that the entire coastline was remodelled and reinforced with stone facing walls at the end of the 18th Century to protect it from coastal erosion.

To the immediate north of Haslar Barracks is the settlement of Clayhall, which in its current form developed during the 19th Century but which replaced an earlier medieval settlement known as 'Haselworth'.

Further south-west are the extensive fortifications relating to Fort Monckton, Fort Gilkicker and Stokes Bay: all reminders of the strategic significance attached to this stretch of coast and the vulnerability posed by the potential to land large invasion forces along its beach.

The Napoleonic Wars was a pivotal moment in the historic development of Gosport and resulted in extensive redevelopment of the town centre and the expansion and development of many military sites.



A view of Haslar Barracks from Monckton with Haslar Hospital in the distance. Detail from a watercolour by Captain John Durant, who served in the 2nd West Riding Militia 1800-1814. This regiment was in garrison at Haslar in 1813 and 1814.

The significance of the Haslar Barracks site

The area where Haslar Barracks was built was known as 'Camp Field' in the late 18th Century. Its location on the waterfront, not far from the major naval anchorage at Spithead, must have influenced the decision to build the barracks: both for strategic defence but also to facilitate the transport of regiments to and from Britain. Contextually Gosport was a major focus for troop activity in the French Revolution and Napoleonic era, not only with regard to the transit of numerous armies, but also for coastal defence and garrison duty. As an Appendix the list of regiments known to have occupied this site has been added, including numerous famous regiments rotated through the site or using it prior to embarkation abroad or on first return to the England. One regiment was even quarantined on site during a cholera outbreak.

In terms of the Napoleonic era, we know of two sets of specifically constructed barracks: Gosport 'New Barracks': a temporary barracks built in the mid-1790s on the east side of Weevil Lane (dismantled after the Napoleonic Wars) and Haslar Barracks. Forton Military Hospital was converted c1806 into a third infantry barracks and later became St Vincent's.

The Weevil Lane and Haslar Barracks' sites would have been built as part of Colonel De Lancey's programme of national defence under the newly formed Barracks Department. The evidence suggests, however, that permanent brick built regimental barracks (as opposed to timber hutments) are especially rare, making the Haslar site that much more significant.

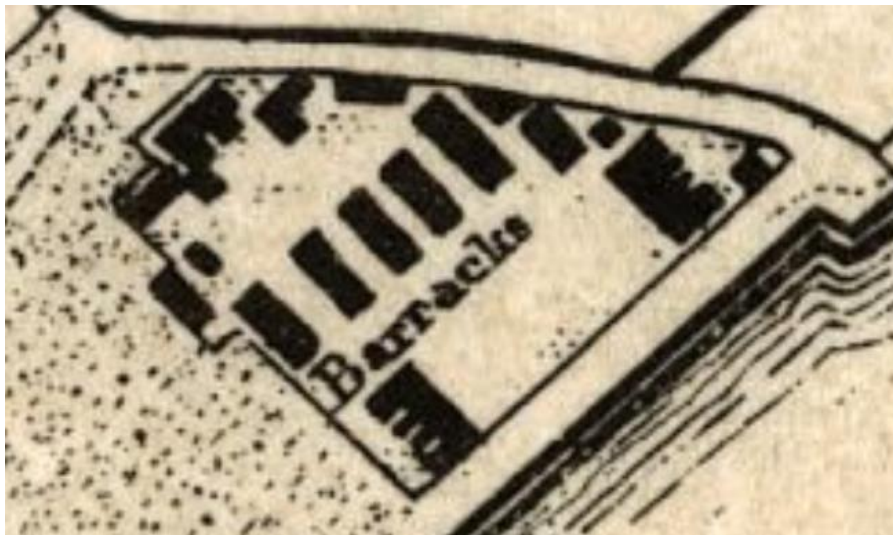
It was the scale of the national mobilisation required to combat the French that for the first time forced the Government to construct purpose built barracks in key strategic locations. The layout and design of buildings on these sites had to be carefully considered and would include the ranges of barracks themselves, the officers' quarters and offices, and various stables and stores.

The Historic Development of Haslar Barracks

Haslar Barracks is a site of national historic significance due to its rarity by type, and its strategic role in the defence of the wider military establishments in the Gosport and Portsmouth area. It appears to be the only significant regimental infantry barracks' complex that survives in England relating to the threat of invasion in the years leading up to the Battle of Trafalgar (1805): a crucial and nationally significant period, making the site of particular historic value.

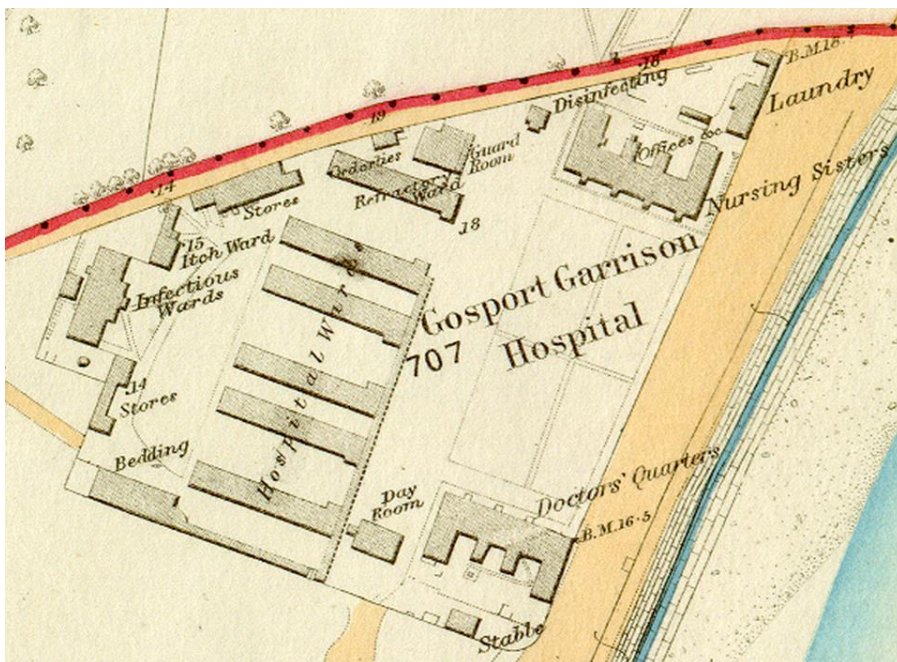
The historic use of the site for military purposes spans over two centuries and can be chronicled as follows:

1. A temporary barracks was proposed c.1800.
2. A permanent barracks was constructed in 1802 and was functioning by 1803. These barracks superseded the longstanding use of the site for military encampments as regiments were rotated through the area during the 18th Century.
3. A description of the Barracks site in a Commissioners' Report of 1863 notes that it consisted of 'six detached barrack blocks, one storey high, well separated from each other, with one large and two small rooms in each...' It also specifically mentions a kitchen, school room and privies. That report recommended an upgrade to the ventilation, and overall praises the condition and layout of the barrack blocks. In terms of proposed new build, they advise the addition of a mess room for NCOs and married NCO and soldiers quarters.
4. The above report details the Regimental Hospital as it then existed on the site, describing it as built 'like an ordinary dwelling house, and stands on ground somewhat lower than the barracks'. It had 40 beds in 4 wards, with a further 4 nurses' rooms. It appears to be the building referred to in the c.1870s as 'Infectious Wards' (see the Military Ordnance Survey map on Page 4).
5. In 1864 there is specific reference to the conversion of Haslar Barracks into a Hospital for the sum of £7,500 making it clear that the surplus of new barracks in Gosport (i.e. the St George Barracks ranges) made the buildings within Haslar Barracks available for use as a hospital. This was initially referred to as the 'Haslar Garrison Hospital' and almost certainly developed due to the long legacy of dispute between the navy and army over the exclusive use of Haslar for naval use.
6. In October 1865 HR the Duke of Cambridge visited the works then in progress and by the following year the conversion was complete and contracts had been advertised to supply the site with victuals.
7. By 1909 the Hospital had reverted to Barracks use at which time it was occupied by the Royal Engineers who played a key role in coastal defence from Blockhouse to Stokes Bay and who have a strong association with the town. The Royal Engineers (with some references to the 'Electrical Royal Engineers') were still resident in 1939 when there is also reference to the 'School of Electric Lighting, Haslar Barracks'.
8. An Anti-Aircraft Brigade occupied the site during the late 1940s (and probably WW2).
9. In the early 1950s the site was occupied by the Royal Army Ordnance Corps. At some point after the 1950s it became a Youth Offending Centre, before its final use as an Immigration Holding Centre. It closed in 2017.



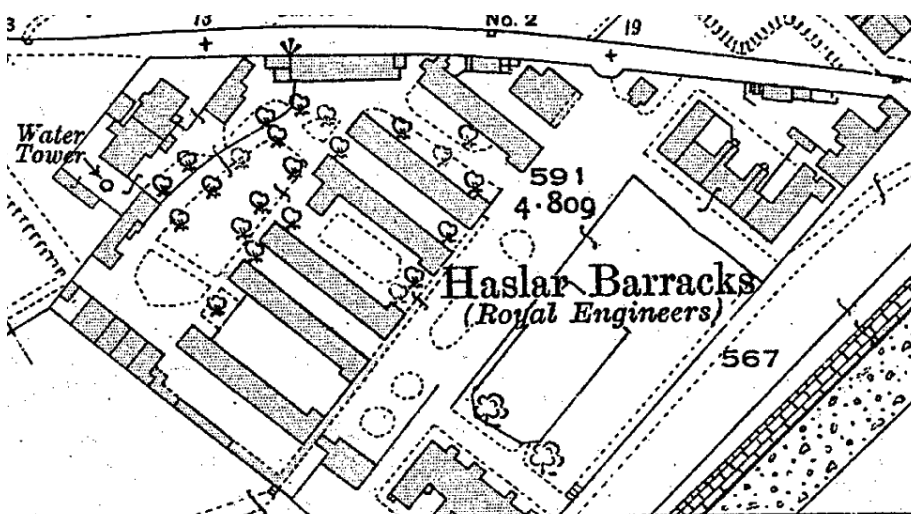
The site as it appeared in 1832.

Note: the number of barracks appears to be incorrectly marked.



The Barracks site in the 1870s, when it served as a hospital.

(From a military use Ordnance Survey plan drawn up in 1890).



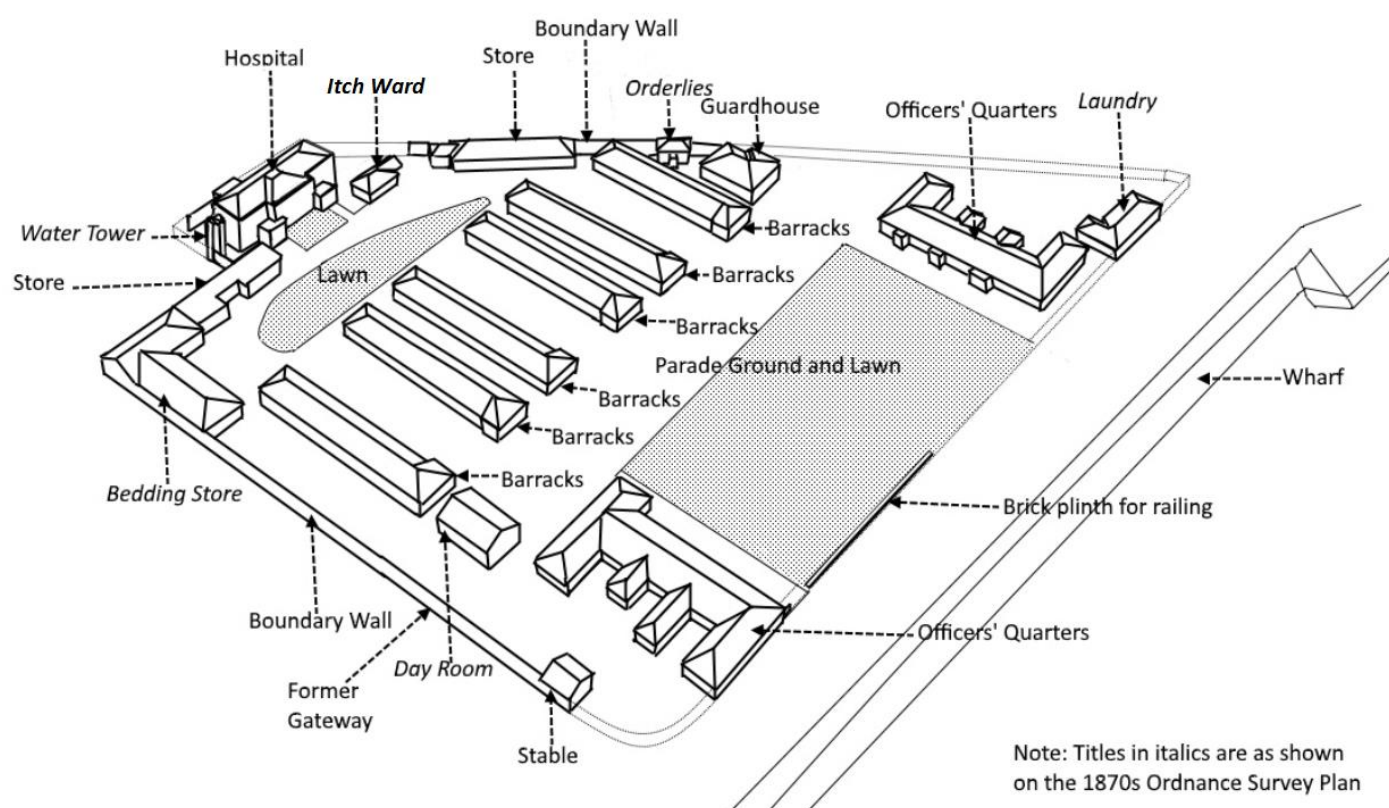
Part of the site in 1933 (Ordnance Survey)

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Aerial photograph of the site taken in 1976 showing the remarkably historic intact layout.

Proposed Conservation Area: Buildings of Historic or Architectural Significance.



Note: Titles in italics are as shown on the 1870s Ordnance Survey Plan

B. Site Appraisal

The Barracks Site

Haslar Barracks retains its complete original plan form. The buildings themselves are very simple, plain and functional structures rarely with notable fixtures or fittings (as befits a functional barracks complex). The painting by John Durant of 1813-4 on Page 2 clearly indicates the extent of survival.

Later additions can be readily unpicked and the quality and character of this unique complex can be preserved and enhanced but necessitates designation to assist in ensuring that development is carried out in an appropriately informed manner.

The extensive reconstruction of the sea defences, stretching from Fort Monckton to Blockhouse, date from this same era and included an indented stretch of land immediately adjacent to the site with flights of steps to access the site directly from the sea and which may directly relate to the use of the area by troops. Between the barracks site and the coast there was also a wide area of what appears to have been hardstanding: again possibly related to assembling troops for embarkation or disembarkation.

The site has a very simple and clear layout considering its awkward triangular shape. The six barracks ranges are end-on to the parade ground and formal lawn, with a guardhouse to their east. The flanks of the parade ground and lawn are framed by officers' quarters. To the north of the barracks is a smaller lawn with the former hospital to its north and various ancillary buildings (such as stores and possibly stables and offices) to east and west. Further ancillary buildings are tucked behind the primary buildings and include a laundry, an 'Orderlies' building and stable. A 'Day Room' and covered link-corridor (along the southern side of the barracks) were added as part of the hospital development.

The site was enclosed on three sides by a buttressed brick wall and on the seaward side by railings set in stone capping on a low brick plinth. Sections of this boundary treatment survive.

All buildings on the site are built in red brick (some having been rendered or painted in recent decades) and generally retain slate roofs.

The rigid geometry in the layout of the buildings is the most striking feature of the site, as is the simplicity and formality of the landscaping. This complete complex is therefore easy to understand in plan form and function. The rhythm of the window and door openings are also remarkably intact and in spite of its long-term institutional use the form of all the original buildings can be immediately recognised.

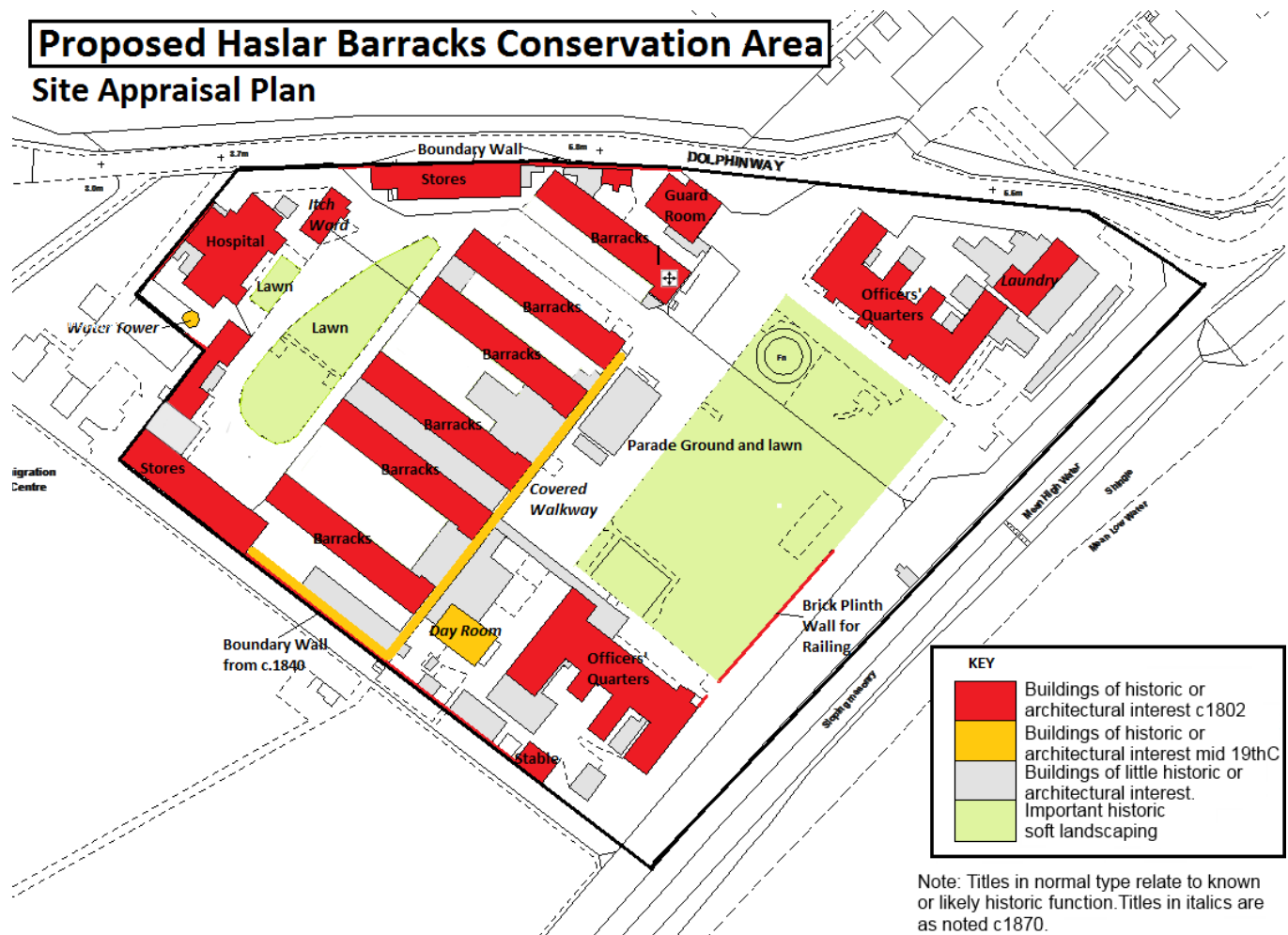
The barracks retain their king-post roof trusses and although they have been adapted through the addition of the linked covered-walkway and some internal subdivision, it should be a straightforward exercise to 'unpick' these later modifications. The buildings were upgraded in the 1860s with improved ventilation prior to the site's conversion to a hospital. The barracks had few if any chimneys historically (note: none are indicated on the Durant's Watercolour, and very few on the 1970s aerial image. It was not uncommon to use free-standing stoves for heating barracks).

From our detailed understanding of the purpose of the site and a wide array of local maps it appears that plans dating before the mid-19th Century erroneously show only 5 barracks, whereas a 6th range can clearly be seen on Captain John Durant's watercolour of c.1813-1814 (the 7th hipped gable shown on the same watercolour being the guardroom). The early maps were not interested in precision and are likely to have replicated errors. The first reliable map for this site is therefore that produced by the Ordnance Survey and published around 1870.

Whilst the barrack buildings have been altered, their modest form has not been substantially diminished by these changes.

Proposed Haslar Barracks Conservation Area

Site Appraisal Plan



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Buildings and features of historic interest relating to Haslar Barracks c.1802 to mid-19th C.

In terms of its historic function its use as a barracks has defined the built form and layout very precisely.

The layout and design of buildings on barracks sites had to be carefully considered as the standard layout at the time was to form a 'bilaterally symmetrical quadrangle, with inward facing buildings around a parade square' (Thematic Listing review, English Heritage). The shape of the Haslar site meant this could only be partially realised: hence the barracks being end-on to the parade ground and a secondary group of buildings being further north still. The hierarchy within a regiment was reflected in the buildings and layout and the large open parade ground formed the focus of barrack life.

All but one building were single storey.

In conformity with the requirements of a regimental barracks the range of buildings comprised:

1. Regimental Hospital

A 2 storey hospital block appears to be the building located towards the junction of Fort Road and Clayhall Road. Built with 9 bays to its south and 8 to its north, it has a raised parapet wall to each elevation and retains most of its historic openings which would have contained sliding sash windows. It has a hipped slate roof but has lost its chimneys above roof level. It is built of red-brick in Flemish Bond, with splayed rubbed brick lintels and stone cills to the windows. It is likely to have a large basement. In the 1870s it was in use as 'Infectious Wards'.



The Regimental Hospital block South elevation (left) and north elevation (right)

2. Barrack Ranges

Six, single storey, brick-built barrack blocks, in Flemish Bond, with hipped slate roofs supported on several king-post roof trusses. The buildings have a deep brick plinth. Many original openings survive indicating that it would have once had standard 6 over 6 sash windows, with ventilation into the barrack rooms provided by large flues and underfloor ventilation: all seemingly added in the 1860s upgrade. The northern elevations (except on the eastern most building) indicate that the blocks originally had three openings, with semi-circular rubbed brick lintels (two small windows framing a large window). The southern end of the barrack ranges slightly step to left or right and had a single chimney to each: possibly relating to NCOs accommodation. Internally the barracks were historically split into one large and two smaller rooms. Further investigation will reveal the extent to which the internal layout has survived. There are no obvious architectural differences between the barracks, excepting slight variation to the eastern most range.



The barrack ranges showing the southern most slightly projecting bay and precise rhythm of elongated openings with rubbed brick lintels and stone cills. Under floor ventilation can be seen within the plinth.



The northern end of three of the barrack blocks.

3. **Officers' Quarters** (later the Nursing and Doctors' Quarters)

Split internally into about five units respectively each entrance was characterised by a brick-built projecting porch (possibly a later addition). These single storey brick built buildings would have been constructed with hipped slate roofs and sash windows and many external openings appear original, identifiable by the arched window lintels and stone cills. The buildings have been painted and rendered (excepting the east elevation of the easternmost range). A basement has been viewed beneath the north wing of the western range, comprising three rooms with a number of arched alcoves.



The eastern of the two ranges of Officers' Quarters



The western range of Officers' Quarters

4. **Guard Room**

A key building on all military sites, the guard room would have been located near to the original entrance and would often contain punishment cells. The mass of the building and much of its elevation treatment is easy to understand, although the southern face of the building has at some point been rebuilt. This southern façade would have had a covered canopy supported on brick piers or cast iron columns.



The Guardhouse (northern elevation)

5. **'Orderlies' Building**

This small brick building, built in Flemish Bond with a hipped slate roof forms an attractive ancillary building north of the Guard Room. Its original function is not known but it is shown on all the historic plans.



The 'Orderlies' Building.

6. Stores 1

These stores are built into the boundary wall north of the Orderlies Building. They retain many timber sash windows and a basement. The building was sympathetically extended in the mid/late 19th Century. It is built in red brick (in Flemish Bond and some later stretcher bond) with a hipped slate roof. The arched window and door lintels are formed from two rows of headers. It has stone cills. Original buttresses to the historic boundary wall are visible on Dolphin Way.



Stores 1

7. Stores 2

The original function of this multi-phase building, known as the 'Itch Ward' in the 1870s, is not known. It retains many of the characteristics of the original buildings on site, being built in Flemish Bond and with a slate roof. Although modest in scale, once the fencing is removed it would make an important contribution to its setting.



Stores 2. Southern part of the Stores east of the 'Itch Ward'

8. 'Bedding Store'

The bedding store follows the design detail of many of the barrack buildings. A 20th Century extension at its northern end was built across a former entrance to the site. East of this extension further stores pre-date this infill and although significantly compromised by poor additions and the loss of their roof, retain sufficient historic material to form the core of a sympathetic restoration.



Bedding Store

9. 'Laundry'

This original building is sandwiched between later extensions and retains an interested internal roof structure, sash windows and a slate roof. With the later phases removed this early building could form the focus of more sympathetically designed new build to its north and south.



10. Boundary Wall and plinth to railing

The original boundary wall survives in several sections and appears to have been around 2 metres high when first built. It is supported by numerous shallow buttresses on both sides and visible sections indicate that it is built in Flemish Garden Wall Bond with a simple capping formed by a soldier course. The wall steps out towards ground level to form a wider brick plinth.



Sections of Boundary Wall

The southern boundary the site was originally enclosed by a brick plinth, capped with stone and surmounted by railing. A large section of the plinth wall and small pieces of the railing survive (cut off near the stone capping). This surviving railing indicates that the bars were square in section and set between more ornate principal supports, which would in turn have been held firm by angled brackets where the plinth wall regularly steps out on its northern side. The railing and plinth wall would probably have matched the height of the boundary wall.



Plinth Wall for railing

Later 19th Century buildings of interest: The Garrison Hospital

When the site was converted for use as the Garrison Hospital the barracks were upgraded with the latest ventilation and only a handful of buildings were added. The two most important that appear to form part of this phase are the Day Room and Water Tower.

1. Day Room

Built sometime around the mid-19th Century this large volume single storey building is built in Flemish Bond with large arched sash windows. It retains its slate roof and its king post roof trusses. The gable ends have raised stone parapets. Although linked to later development to its north this is a largely intact building making a notable contribution to the character of the area in its scale and form.



2. Water Tower

This striking structure is prominently located west of the hospital and is clearly visible from Clayhall and Fort Road towards the northern boundary of the site. It almost certainly relates to the hospital use of the site from the 1860s. It is constructed in red brick to an octagonal plan and includes recessed brick panels on two levels split horizontally by a stone ledge. It also retains a slate and lead roof.



The Historic Landscape

The key elements of the historic landscape are described in the Character Areas. Overall it was dominated by the large Parade Ground and Lawn. An aerial photograph of 1976 shows trees immediately north of the railing near the coast. The 1933 Ordnance Survey indicates that these trees extended along the western part of the same open area, with further lower-level planting on the lawn south of the Hospital. The 1870s Ordnance Survey indicates no planting at that stage. As a functional barracks site landscaping would have been kept to a minimum. Further research is likely to explain the original nature of the paths and road surfaces which may have been formed from hoggin (a mixture of clay, shingle and sand) with elements of Portland stone setts and paving.



View towards the coast from the barrack ranges



View looking north-east from near the seafront

Architectural Detail

The images below show a selection of historic detail evident on site.



1



2



3



4



5



6



7



8



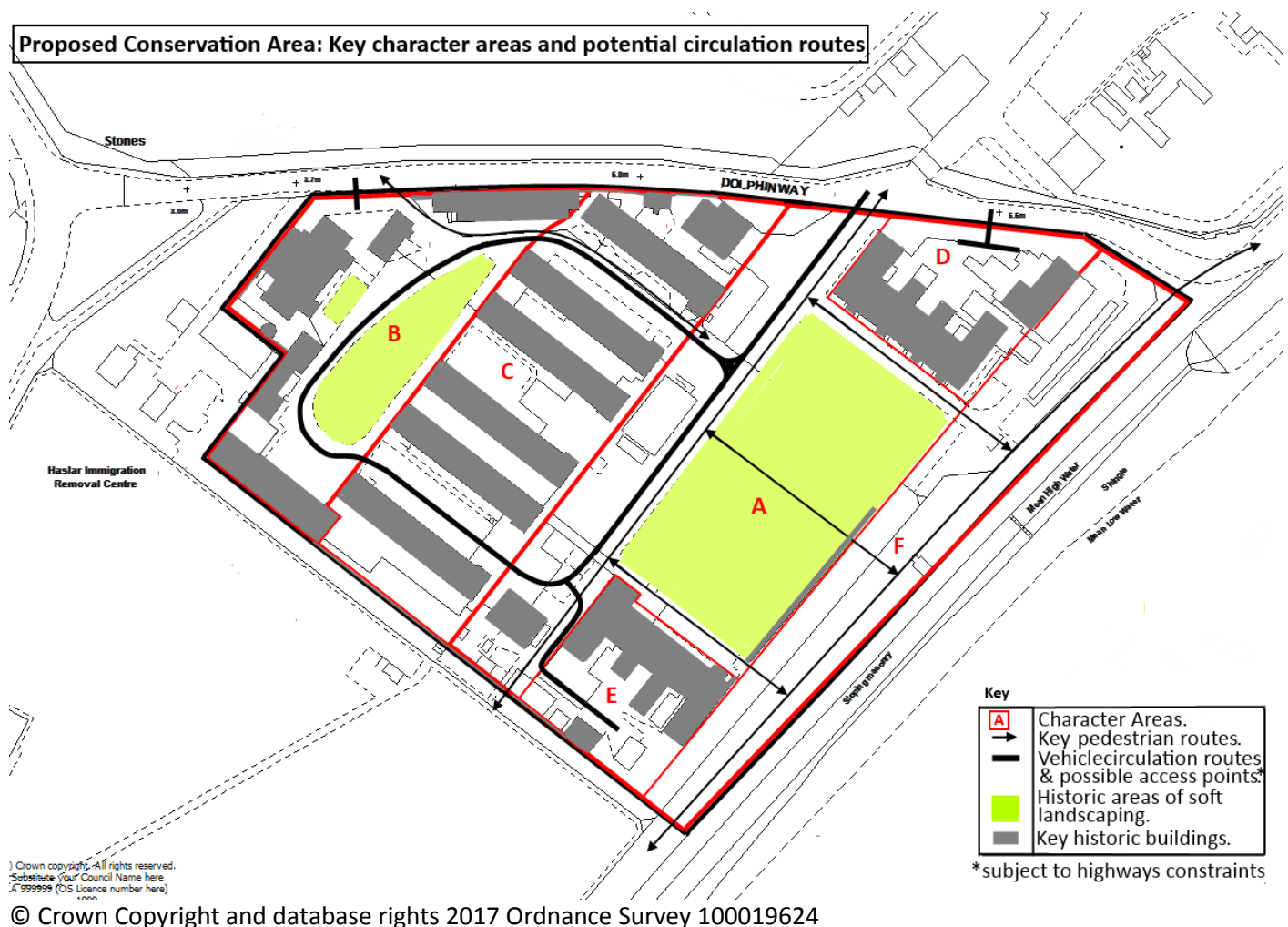
9



10

1. Timber sash Store 1; 2. Arched timber sash Day Room; 3. Architrave detail Officers' Quarters; 4 & 5. Stone plinth and evidence of historic railing; 6. Welsh Slate roof and arched openings; 7. Cellars to Officers' Quarters; 8. Historic ventilation grille; 9. Roof structure within the Laundry; 10. Typical barrack's king post roof truss.

4. Character Areas



Due to the level of survival of the original complex any development is likely to impact on the character of the former barracks as a whole. The alignment and scale of buildings, use of spaces between buildings, surface treatment, routes of footpaths or roads and proposed external materials will all need to consider how best to preserve, enhance or better reveal the historic character.

New build need not always follow a prescribed historic form. The proportion of the fenestration, rhythm of windows and doors and massing of a building will, however, have a significant impact and would need to reflect the formality of the site. Similarly the choice of surface materials and the layout of roads and paths will need to carefully consider the overall context. The plan above shows some of the obvious road and footways that may be necessary to enable the site to be fully accessible, whilst also reflecting the historic layout. It also highlights the key areas of lawn that should be retained.

As a functional military site the layout is determined by the hierarchy of buildings, shape of the site and regimental requirements from the Napoleonic era. The 'regimented' and largely balanced geometric form should be strictly retained and enhanced where any new built might be considered appropriate. The plan on Page 7 also indicates where buildings are not considered significant to the wider historic context. The characteristics of areas A to F, on the above plan, are examined in more detail on pages 17 and 18 as part of the management proposals.

Management Proposals: Preserving and enhancing the character of the area.

Section 71 of the Planning (Listed Buildings and Conservation Areas) Act 1990 places on local planning authorities the duty to draw up and publish proposals for the preservation and enhancement of conservation areas. This section outlines enhancement opportunities which can be used to inform development to conserve the special quality of the area.

General observations

The boundary wall was historically lower (as indicated by the height of many of the surviving buttresses). Reducing the height of the boundary wall would significantly enhance the setting. In addition to lowering the wall pedestrian and vehicular access points will need to be carefully considered to improve public accessibility and enjoyment of the area (in particular the waterfront) and safe access.

Lighting for the site should be simple in form and pick up on the precision in the layout of buildings, paths and open spaces. The site lends itself to a unified style of column, lantern (and possibly bollard lighting) in a black finish and to a slender design.

Street Furniture will need to be carefully sited to respect the simple geometry of the site's historic layout and be discrete in colour.

Parking (for both cars and bicycles) will need to minimise visual disruption or the experience of key open spaces. This may necessitate grouping spaces behind the Officers' Quarters and neatly within clearly defined areas. Several spaces could be discretely located on the fringes of the site, but it will be important to limit parking south of the barracks, or along the waterfront. The lawns should remain grassed.

Proposals to demolish buildings will be considered on the basis of the impact on the special interest of the area and in this instance the later additions to the core historic buildings have been clearly defined on the Site Appraisal Plan. The buildings of historic interest are robust in form and universally built in red brick, originally with slate roofs. Further research into the interior layout to identify historic from later interventions will be important but in general terms the buildings are relatively easy to adapt. As the site is so clearly defined, and retains its historic form, opportunities to enhance the setting are straightforward. In summary such opportunities include the following:

- Removal of all modern fencing and barbed wire;
- Removal of high modern brick walls to Dolphin Way and their replacement with low level brick walls or plinth walls with railing.
- Removal of the modern concrete wall along the sea-ward side of the site;
- Implementation of pathways through the site in a uniform style and reflective of the historic layout;
- Analysis of the land between the site and the coastal defences, to identify the historic surface materials and use this to inform a new promenade walkway as a southern extension to Haslar Waterfront. A key part of these works would be public accessibility. Such improvements will also present an opportunity to promote the historic link between the Napoleonic coastal defences, the possible wharf, and the Barracks site.

Externally the rhythm of the openings on the historic buildings will be a key factor in assessing proposals and where possible applicants would be encouraged to reinstate blocked in openings and 'heal' later ill-considered interventions.

Area A: The Parade Ground and Lawn

The primary open space is the extensive parade ground and lawn around which barrack life focused. This principal open area is neatly framed by the Officer's Quarters, the southern end of the barrack ranges and the waterfront.

The area could be significantly enhanced by removing the handful of buildings that have cut into this space, by reinstating the railing to the south and by using the 1870s Ordnance Survey plan to consider improving the clearly defined historic landscape with its lawns and paths. An analysis of the historic surfaces will inform the most appropriate way to enhance the landscape and would answer questions such as the precise extent of the parade ground. To the north-west there is scope to remove buildings between the 'Day Room' and the parade ground to better define the historic relationship and to open the original gated entrance linking the fields to the south to the site. A key issue will be the potential enhancement of the entrance to the site to make it inviting, simple and clear in layout, whilst positively enhancing and opening up the link to Dolphin Way.

Area B: The Hospital and Barracks Yard.

This secondary historic space retains its simple and well defined layout framed by the northern end of the barrack blocks, the hospital and various ancillary buildings. Enhancement opportunities will focus on improved landscaping to reflect its historic character.

Area C: The Barracks

The area was characterised by lawns and paths separating out the 6 barrack blocks and the yard to the rear of the Guard Room. By removing later infills and security fencing, these yards would benefit from retaining lawns and connecting footpaths: visually and practically linking Areas A and B. The existing road access between the two northern most barrack ranges is likely to be required to provide access to Area B. Pedestrian access points should be considered within the area behind the Hospital block. The covered walkway that links 5 of the barrack ranges at their southern end appears to have been heavily remodelled and originally dates from the later 19th Century. Whilst it may be possible to retain this convenient link there is alternatively scope to consider its removal to open some important visual links and create new access points.

Attention will need to be given to the historic boundary walls to consider how to best enhance them and to consider which stretched could be lowered. The lawn between the Hospital and Barrack ranges might be enhanced by sensitive planting, including modest-scale trees.

Area D: Officers Quarters' and Laundry Yard

This area has suffered from piecemeal and poor quality infill. Removal of most of this later 'clutter' will help reveal the two key historic buildings and provide a more manageable and attractive space. The high wall along Dolphin Way should be removed and replaced with a much lower wall which, whilst providing a degree of privacy, should also provide opportunity to see into the site.

Area E: Officers' Quarters and Stable Yard

As with Area D this space has been partially eroded by ill-considered infilling. Clearing much of this away will significantly enhance the context of the Officers' Quarters and draw more attention to the interest of the surviving stables and historic boundary wall.

Area F: the Waterfront

Historic plans seem to indicate that this was once all hardstanding: possibly used as an assembly area relating to the embarkation and disembarkation of troops. The functional and historic relationship of the site to the coast is significant. Enhancement of this area should have particular regard to the historic surfaces and stronger links should be established between the waterfront walkway to each end of the site to ensure more connectivity and an enhanced public experience of the coast.

The existing security wall along the southern side of the site should be removed to open out views to and from the coast. Subject to coastal defence requirements it would be a significant enhancement to replace this wall with low level railing.

The broader setting of the Conservation Area: The surrounding land.

The proposed Conservation Area is bounded to its east by Dolphin Way, which provides a neat separation between the site and Haslar Hospital. Historically there was an entrance to the site from near the junction with Fort Road, Clayhall Road and Dolphin Way. A path led to a point in the northern wall through a gap in the outbuildings clustered at the north-western corner of the site. The area between this junction and the site would be enhanced by clearing away the existing buildings and retaining this as landscaped open space. This area also provides a natural access point to the open land west of the Barracks site.

The western boundary to the site should retain a landscaped strip of land between the existing buildings and any future development to its south-west: possibly with consideration given to tree planting and a footpath link to the waterfront to ensure a degree of separation. Any development would need to have regard to the context of the Barracks site to ensure it would not be overbearing in form or harm its setting.

5. Archaeological significance and potential

There have been a number of archaeological interventions in the vicinity of the proposed Conservation Area, largely related to Royal Hospital Haslar to the north-east. The land within the proposed Conservation Area, however, has been relatively undisturbed and, as such, there is undoubtedly potential for the identification of previously unknown archaeological assets.

The proposed Conservation Area in its entirety is of particular archaeological interest and it is likely that deposits exist that provide valuable information on its early form, use and development and could relate to two main issues:

- 1) The historic use of the site as a military barracks and hospital.
- 2) Earlier evidence for occupation or land-use due to its proximity to the medieval settlement of Hazelworth and its coastal location.

With regard to the historic use of the site as a barracks complex and hospital there is a range of possible evidence that may be revealed by ground disturbance or building works: evidence for specific regiments occupying the site through finds such as buttons or badges; evidence for historic drainage patterns, and key aspects of the functional use of parts of the site or lost buildings that may still survive as below ground remains. The buildings themselves will also form 'built archaeology' where hidden details may reveal unknown aspects of the role and function of the site.

There was a settlement in the immediate vicinity known as Hazelworth and marked on 17th Century maps. It is shown straddling a creek which originally separated this land from the Haslar Hospital site. The focus of this settlement appears to be further north, although it is not clear whether it extended to include this site.

As the site is located between fortifications at Blockhouse and Stokes Bay the potential for works within this area also needs to be given some consideration and the original or earlier phases of the shoreline may also be detectable. It is also important to consider the prehistoric interest of coastal sites and what this site might reveal about early human activity. Such evidence has been forthcoming in Stokes Bay, the Alver Valley and on Forton Creek.

Opportunities for investigation and appropriate levels of recording will be sought during groundworks or when buildings undergo substantial alteration. Any proposed development within the Conservation Area that includes significant groundworks must include, within the heritage statement/heritage impact assessment, an archaeological appraisal to ensure that planning decisions are informed by an appropriate level of site specific information (and accord with Policy LP11 of the Gosport Borough Local Plan, 2011 – 2029 and Paragraphs 126 to 141 of the NPPF).

6. Planning Policy and Development Management

The Gosport Borough Local Plan (Adopted October 2015) sets out the policy position for sites in the local authority area. Key Local Plan Policies particularly relevant to this site include Policies LP12 and LP13. LP12 sets out the need for proposals within a Conservation Area or its setting to have particular regard to the features of historic interest and Policy LP13 highlights the importance of sensitivity towards locally listed non-designated heritage assets.

Design and Parking SPD: The Council adopted a Supplementary Planning Documents with regard to Urban Design and Parking Standards in February 2014. These important documents will be material considerations in determining the suitability of new development within the area and can be accessed through the following link:

<https://www.gosport.gov.uk/sections/your-council/council-services/planning-section/local-development-framework/supplementary-planning-documents/>

Planning controls are more restrictive within Conservation Areas and it may be necessary to apply for planning permission for some works that would normally be considered 'permitted development'. This includes:

- the size of some extensions and garden buildings;
- additions and alterations to roofs, including dormers;
- cladding the outside of buildings;
- satellite dishes in prominent positions;
- demolition of a building with a volume of more than 115 cubic metres;
- demolition of gates, fence, wall or railing over 1 metre high next to a highway (including a public footpath or bridleway) or public open space; or over 2 metres high elsewhere.

Works to trees in Conservation Areas also require consent from the Planning Section.

Planning applications for sites within Conservation Areas are required to be supported by a 'Heritage Statement' to demonstrate that the significance of heritage assets and/or their setting affected by a development, and of the impacts of that development upon them, have been taken into account when development is brought forward.

Further details can be found on the Council's website: <https://www.gosport.gov.uk/sections/your-council/council-services/planning-section/applying-for-planning-permission/>

7. Further information and advice

Gosport Borough Council welcomes and encourages discussion before a householder, developer or landowner decides to submit a planning application. Details of the Council's pre-application advice service can be found here:

<https://www.gosport.gov.uk/sections/your-council/council-services/planning-section/pre-application-advice/>

Appendix

List of Regiments known to have used the site (With thanks to Philip Eley)

1804	Royal Glamorgan Militia
1805	100 th Regt; 60th Regt
1807	East Kent Militia
1809	West Essex Regt of Militia
1810	2 nd West York Militia
1811	North Cork Militia
1813	2 nd West York Militia
1814	West York Regt of Militia; Royal Bucks Militia; Wiltshire Local Militia; 2 nd Regt
1820	Veteran Battalion
1824	75 th Regt; 2 nd Foot; 97 th Regt
1825	99 th Regt; 28 th Regt; 55th Regt
1829	28th Regt
1831	90th Light Infantry; 52 nd Regt; 14 th Regt
1832	81 st Regt; 11 th Regt; 14 th Regt
1833	94 th Regt; 12 th Regt
1834	86 th Regt
1835	86 th Regt; 96 th ; 99 th Regt
1837	84th Regt
1839	67 th Regt; 11 th Regt
1840	1st Bn 60th Rifles
1841	15 th Regt
1842	6 th Regt; 16 th Regt
1844	76 th Regt
1846	HQ 24 th Regt; 2 nd Regt
1848	91 st Regt
1849	77 th Regt
1851	30 th Regt; 13 th Foot
1852	93 rd Highlanders; 95 th Foot ; 13 th Regt Light Infantry; 38 th Regt.
1853	88 th Connaught Rangers.
1854	35 th Regt; Hants Militia; 4 th South Middx Militia; Royal Wilts; Hants Militia Artillery; 4 th West Middx Militia.
1855	Hampshire Regt; 3 rd bn. Rifle Brigade; the Foreign Legion (3rd Regt).
1856	Dorset Militia; 97 th Regt; 22 nd Regt
1857	33 rd Regt, the 85 th Regt; 1 st bn. Scots Fusiliers
1858	2 nd West York Light Infantry Militia; Royal North Lincoln Militia; Waterford Militia; Royal Wilts Militia
1859	Tipperary Militia Artillery
1861	10 th battery of 4 th Brigade
1862	Hants Militia Artillery
1863	Royal Marines; 64 th Regt
1864	Hampshire Artillery Militia
1864-5	HASLAR BARRACKS CONVERTED INTO A MILITARY HOSPITAL (It reverts to barracks by 1909).
1909-14	Royal Engineers
1914	Tyneside Electrical Engineers
1915	Royal Engineers
1923	Royal Engineers; R.A.M.C
1924	Tyne Electrician (Fortress) Royal Engineers
1926	Royal Engineers
1933	4th Fortress Company School of Electric Lighting, R.E.
1936-9	The School of Electric Lighting, Haslar Barracks
1948	HQ 10th A.A. Brigade
1949	227 H.A.A. Battery; HQ 10th A.A Brigade
1950-1	R A.O.C. Training School.

Main Sources

- James Douet British Barracks 1600-1914 English Heritage 1998
- English Heritage Thematic Listing Review report: Barracks c.1998
- Dr David Evans RCY Some Buildings Reconsidered Report for GBC 1998
- Roger Hart Forton Barracks a discarded treasure (unpublished research)
- Army Historical research: The Volunteer Army of Great Britain 1806.
- John Adolphus: The political state of the British empire, containing a general view of the domestic and foreign possessions of the crown, the laws, commerce, revenues, offices and other establishments, civil and military, Volume 2. 1812
- Report of the Commissioners appointed to inquire into the regulations affecting the sanitary condition of the army, the organization of military hospitals, and the treatment of the sick and wounded; with evidence and appendix 1858.
- General Report of the Commission appointed for Improving the Sanitary Condition of Barracks and Hospitals (London 1861)
- Appendix to the Report of the Commission for Improving the Sanitary Condition of Barracks and Hospitals (interim report) presented to the Houses of Parliament. (London 1863)
- Numerous extracts from historic newspapers from 1800 to 1951 (by courtesy Philip Eley): Notably: The Hampshire Telegraph, Hampshire Chronicle, London Courier and Naval and Military Gazette.
- Numerous historic maps.

Gosport Borough Council is committed to equal opportunities for all.

**If you need this document in large print, on tape, CD,
in Braille or in another language, please ask.**

Published: November 2017

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GOSPORT
Borough Council

**EQUALITIES IMPACT ASSESSMENT
Screening Assessment Form**

<p>Name of policy ✓ strategy function___ being assessed. Please ✓ what it is. Proposed Conservation Area and supporting Conservation Area Appraisal.</p>
<p>1. Is this policy, strategy or function new ___ or an existing_✓_ one? Please ✓ what it is. New</p> <p>1a. Briefly describe the reasons for developing or reviewing this? Eg: change in legislation or requirements, results of consultation, part of a regular review cycle, etc. Policy LP12 of the Gosport Borough Local Plan 2014 makes provision for the review and designation of Conservation Areas as does primary legislation through the Planning (Listed Buildings and Conservation Areas) Act 1990. This requirement is included in the Gosport Borough Local Plan 2011- 2029 which has also been subject to an Equalities Impact Assessment.</p>
<p>2a. Describe the main aim or purpose of this item? Who will it benefit? Why is it needed? Designation of a Conservation Area and supporting Appraisal provides detailed guidance on the heritage interest of the area and how it can be preserved or enhanced. It will benefit residents and the wider community as well as visitors to the area.</p>
<p>3a. The Public Sector Equality Duty is part of the Equality Act 2010. The Duty requires the Council to have <u>due regard</u> to the following three aims:</p> <ul style="list-style-type: none"> • eliminate unlawful discrimination, harassment and victimisation; • advance equal opportunities between people from different groups • foster good relations between people from different groups. <p>Having due regard means considering how this policy, strategy or function has or will advance equal opportunities for each of the protected groups below.</p>

3b Identify how this item demonstrates due regard to the three aims above for each of the protected groups below. (For marriage and civil partnership, legislation requires you only need to demonstrate how you would eliminate unlawful discrimination, harassment and victimisation)			
Protected characteristic	This item demonstrates due regard by: Describe how it furthers equal opportunities. You can cite examples of any disadvantage this item removes or minimises, how it meets the specific needs of any groups, how it encourages participation, promotes understanding or integration between groups	Describe any negative impact or potentially negative impact of this item for any group. For any negative impact identified, describe actions already taken to address it. Any planned actions must be identified in section 4.	List data sources/ evidence used to assess impact and whether this item furthers the aims of the Equality Duty. Insert links to data used where possible
All Characteristics	Conservation Area Designation has a wide range of beneficiaries including residents of the area, employers and employees in the area. There are also benefits for visitors to the area. The	None Identified	The Council's Statement of Community Involvement (SCI) which was scrutinised by a Government Inspector Planning and was found to be sound. It has subsequently been adopted by the

	Appraisal specifically targets the improvement and enhancement of the area for the wider community benefit. The Designation and Appraisal provide enhancements to the area for residents and visitors		Council in 2012. The SCI specifies the wide range of people who should be consulted, and the variety of consultation methods used to meet the needs of diverse stakeholders. The proposed Designated Conservation Area and Conservation Area Appraisal will be consulted on in line with the methods set out in the Statement of Community Involvement. The Conservation Area designation would be in line with the provisions of Policy LP10, 12 and 13 of the Gosport Borough Local Plan 2011-2029 which was inspected by a government inspector and adopted in October 2015. The Appraisal Document includes the Council's Corporate Equality Statement: 'Gosport Borough Council is committed to equality opportunities for all: If you need this document in large print, on tape, CD, in Braille or in other languages, please ask.' This includes provision of alternative
Age	See above under all characteristics. The Designation and Appraisal allows for the provision of specialist accommodation with many of the historic buildings being single storey. In terms of impacts on younger people the Appraisal encourages the development of improved open space and access to the waterfront.	None Identified	
Disability	See above under all characteristics. The site is currently closed (being the former Immigration Holding Centre) and once sold is likely to become accessible and this accessibility is highlighted within the proposed appraisal.	None Identified	
Gender reassignment	See above under all characteristics.	None Identified	
Marriage and Civil Partnership	See above under all characteristics. The Designation and Appraisal would seek to guide the design of new buildings and conversion of existing (potentially including residential uses). Building	None Identified	

	types and tenures would be designed to cope for all needs including people who are married and in civil partnerships.		<p>formats and languages on request according to <i>Accessible Communication Guidance: Alternative Format Requests</i> providing information and flexibility in dealing with enquiries to meet the needs of those from different equality groups. Consultation methods and networks will also be used to publicise the documents as accessibly as possible to invite the widest possible participation.</p> <p>The Council has an Equality Monitoring Framework providing guidance on including equality monitoring questions as part of any public consultation exercise to help evidence and encourage the widest participation from all protected characteristics.</p> <p>Links: Local Plan 2011-2029 http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/local-development-framework/gosport-borough-local-plan-2029/ http://www.gosport.gov.uk/sections/your-council/council-services/planning-</p>
Pregnancy and Maternity	See above under all characteristics. The Designation and Appraisal includes for the provision of improved open space and accessibility.	None Identified	
Race (ethnic or national origin, colour, nationality)	See above under all characteristics.	None Identified	
Religion or Belief (and lack of belief)	See above under all characteristics. The Designation and Appraisal does not knowingly prevent the inclusion of religious and/or community buildings.	None Identified	
Sex	See above under all characteristics	None Identified	
Sexual Orientation	See above under all characteristics	None Identified	

			section/local-development-framework/statement-of-community-involvement/
3c. Are there any other groups in addition to those above which could be impacted (e.g. socially or financially excluded) by this item? Please ✓ ___yes ___no			
	No but will be reviewed following public consultation.		

4. Please Identify any further actions you will take resulting from this assessment.

Action	Officer Responsible	Completion date
The document will be subject to 6 weeks community consultation and any issues raised relating to the potential equality impact on the above characteristics will be recorded and considered further. Equality Monitoring questions will be included in the consultation to evidence the spread of responses across all protected groups.	Rob Harper	January 2018
A full EIA may be required on assessment of consultation feedback and equality monitoring results to assess the impact of proposals if there is a potential for unlawful discrimination identified for any protected characteristics.	Rob Harper	March 2018

5. Do you have any additional comments? If so, please add.

6. Date of screening 10/17	Officer(s) completing assessment Rob Harper	Section Date Approved 09/10/17
7. Name of Section Head Rob Harper	Date review completed. 09/10/17	
8. Date submitted to E &D Lead Officer	Date review completed 12/10/17	
E &D Lead Officer Recommendation:		

- ☐ This assessment form is incomplete and requires additional information for its review by EDSG.
-

This assessment has been successfully reviewed with the following outcome:

- ☐ **No major change** – The assessment of this policy/strategy/function shows no potential for discrimination and the aims of the Equality Duty have been met.
- ☒ **Adjust the policy/strategy or function** – This item will meet the aims of the Equality Duty if actions identified in Sections 3 and 4 to remove barriers or to better advance equality are implemented.
- ☐ **Continue the policy/strategy/function** – There is some potential for adverse impact or missed opportunities to promote equality, but no unlawful discrimination has been identified. Ensure effective equality monitoring is in place to regularly assess the actual impact on different groups
- ☐ **Stop and Rethink** – Adverse equality impacts have been identified/ may not be justified and have not been sufficiently mitigated. Unlawful discrimination could be taking place. Do not adopt or continue until a full equality investigation has been completed.

AGENDA ITEM NO.7

Board/Committee:	Regulatory Board
Date of Meeting:	6 th December 2017
Title:	Draft Fareham Local Plan 2036
Author:	Deputy Head of Planning Services (Policy)
Status:	For Decision

PURPOSE

To consider and approve a response to Fareham Borough Council's Draft Fareham Local Plan 2036 (DFLP).

RECOMMENDATION

That this Council makes the following representations (as expanded upon within sections 2-8 of this Report) to Fareham Borough Council (FBC):

- That in the light of the requirements of the PUSH Spatial Position Statement and the Government's potential new standard methodology for calculating housing requirements, FBC consider whether there is the potential for any additional housing sites which are suitable, available and achievable (Policy H1 and Policy DA1).
- That FBC considers whether there is any potential to increase the affordable housing requirement from 30% (Policy H2).
- That this Council objects to the proposed residential allocation at Newgate Lane for the reasons set out in Section 5 of this Report (Policy HA2) and summarised below:
 - The proposal would physically and visually diminish the long-established Strategic Gap between Gosport/Fareham and Lee-on-the-Solent/Stubbington;
 - The proposal has the potential to negate the benefits being provided by the new improvements to Newgate Lane with a negative impact on traffic flow and increased congestion to the detriment of Gosport residents and the local economy including accessibility to the Solent Enterprise Zone at Daedalus;
 - The proposal has the potential to significantly harm the amenities of local Gosport residents with the introduction of new access points to existing residential areas, which due to the scale of the proposal would potentially lead to a significant increase of traffic on residential roads;
 - The proposal, as described, is very car dependent with no provision for public transport. This would exacerbate the

amount of trips using Newgate Lane;

- There is insufficient information on supporting infrastructure required including education, medical and community facilities;
- There is no provision in the policy to protect the amenities of existing residents in the vicinity.
- That this Council supports the additional employment allocation at Daedalus (Policy SP3) with further comments highlighted in Paragraphs 6.2-6.5 of this Report.
- That this Council supports the following policies:
 - Policy E5: Boatyards which aims to protect important marine sites for employment purposes;
 - Policy INF2: Sustainable Transport which aims to ensure the accessibility of existing highways networks are not harmed and provision is made for public transport and active travel;
 - Policy INF3: Road Network Improvements which safeguards the route of the Stubbington Bypass;
 - Policy D4: Coordination of Development and Piecemeal Proposals which aims to ensure a coordinated approach to development.

1 Background

- 1.1 Fareham Borough Council (FBC) has prepared its Draft Fareham Local Plan (DFLP) for consultation purposes which covers the period 2011-2036. This is the first stage of consultation whereby the Council is setting out its 'preferred' development strategy. The six week consultation runs between 25th October and 8th December 2017. FBC propose a further round of consultation in the summer 2018 with an Examination in Public envisaged in late 2018/early 2019. Once adopted, the FLP will replace Part 1 and Part 2 of its current Local Plan ('*Core Strategy*' and the '*Development Sites and Policies*' respectively). FBC intend that the *Welborne Plan* (Part 3) will remain in place as its contents are not being revised by the DFLP.
- 1.2 FBC is required to prepare a Local Plan in accordance with legislation and the Government's National Planning Policy Framework (NPPF) as well as guidance set out in the national Planning Practice Guidance (PPG). The Plan includes a vision, objectives, an overall development strategy, development management policies and various land-use allocations and designations including housing and employment allocations.

- 1.3 The DFLP takes into account evidence prepared for the Partnership of Urban South Hampshire (PUSH) relating to sub-regional issues. Such work informed the PUSH Spatial Position Statement (June 2016) which forms a key element of each Council's statutory duty to cooperate under Section 110 of the Localism Act 2011.
- 1.4 A copy of the Draft Fareham Local Plan and Policies Map has been placed in the Members' Room. The Plan and Policies Map, together with background reports and a sustainability appraisal are available on FBC's website¹.

Report

2 Introduction

- 2.1 This report provides an overview of the DFLP with particular emphasis to those policies and proposals that have particular implications for Gosport Borough. The report is broken down into a number of sections. These are:
- Housing requirements (Section 3)
 - Affordable housing (Section 4)
 - Newgate Lane housing allocation (Section 5)
 - Employment policies (Section 6)
 - Transport (Section 7)
 - Other policies (Section 8)

3 Housing requirements

- 3.1 The DFLP makes it clear that providing new homes to address housing need is a critical part of any Local Plan and a key requirement of the NPPF. Its development strategy aims to use previously developed land where available and greenfield land around the edges of existing urban areas in order to meet remaining housing needs but otherwise it states that it aims to strictly control development outside urban areas.
- 3.2 The DFLP makes provision for 11,300 dwellings over the period 2011-2036 (452 dwellings per annum). This figure has been informed by the PUSH Strategic Housing Market Assessment (SHMA Jan 2014) with an Objectively Assessed Housing Need (OAHN) Update published in April 2016. Subsequently the PUSH authorities considered the potential distribution of most of the housing requirement to 2034 and included this in the PUSH Spatial Position Statement (H1) (June 2016).
- 3.3 The various requirements of the OAHN, the PUSH Spatial Position Statement and the dwelling figures included in the DFLP are

¹ <http://modern.gov.fareham.gov.uk/mglIssueHistoryHome.aspx?Ild=13132&PlanId=181>

summarised in the table below:

Table 1: FLP Dwelling Target in comparison with OAHN and PUSH Spatial Position figure

	Timeframe	Borough total	Annualised
PUSH SHMA and Objectively Assessed Housing Needs (OAHN) (April 2016)	2011-2036 (25 yrs)	10,500	420
PUSH Spatial Position Statement	2011-2034 (23 yrs)	10,460	455 ²
Fareham Local Plan 2036	2011-2036	11,300	455 (2011-2034) 420 (2034-2036)

- 3.4 The DFLP therefore meets the April 2016 OAHN requirements over the period to 2036 by over 7%. The sources of housing supply are identified in Table 2 below, which is currently slightly higher than the DFLP requirement of 11,300:

Table 2: Sources of supply

Housing supply source	Number of dwellings
Housing completions (2011/12-2016/17)	1,859
Planning permissions	1,136
Windfall	1,320
Welborne (up to 2036)	3,840
Fareham Town Centre housing allocations	577
New Housing allocations	2,827
Total	11,559

- 3.5 It is important to recognise that the PUSH Planning Position Statement (paragraph 5.30) identifies that across the mainland PUSH area there is a shortfall of 6,300 dwellings (or 6.5%) to 2034 and when the Portsmouth housing market area (HMA) is considered separately there is a 4,180 dwellings shortfall (or 9%). Fareham Borough is located with the Portsmouth and Southampton HMA's and the inter-relationship between the two areas is recognised.
- 3.6 The PUSH Position Statement states that, *"Local authorities should actively seek opportunities to identify additional potential for housing provision to address the shortfall against the objectively assessed need through the local plan process" (H1)*. It adds that, *"any such potential opportunities will be tested against the principles of sustainable development set out in the National Planning Policy Framework and this Position Statement."*
- 3.7 The proposed dwelling figure in the DFLP in effect reduces the overall shortfall of the PUSH mainland requirement by 800

² Rounded

dwellings³ to 5,500. A significant question is whether there is sufficient capacity in the remaining parts of the Portsmouth HMA (Gosport, Havant, Portsmouth, Winchester (part) and East Hampshire (part)) to meet the remainder of this shortfall; if this cannot be demonstrated and if Fareham are unable to adequately justify why sites have or have not been allocated the Fareham Plan may be deemed to be unsound.

- 3.8 It is also important to recognise that the Government has recently consulted on a standard methodology to calculate housing need in a document entitled '*Planning for the right homes in the right places*'. Plans submitted to the Secretary of State after 31st March 2018 will need to use the new standard methodology. FBC are proposing to submit their plan in Autumn 2018. The latest calculated need figure included with the Government's consultation document highlights a figure of 531 per annum for Fareham Borough compared to the current figure for Fareham (420 per annum). This would result in an allocation requirement of 13,275 dwellings as opposed to 11,300 dwellings during a 25 year period.
- 3.9 The new methodology also requires a '*Statement of Common Ground*' to be produced between neighbouring local planning authorities which would form part of the statutory duty to cooperate. On this basis the PUSH authorities need to continue to work collaboratively to meet the housing market shortfall and FBC needs to be satisfied (and be able to satisfy the Inspector) that it has explored all other opportunities which are suitable, available and achievable, and can be tested favourably against the relevant sustainability principles set out in the NPPF.

4 Affordable Housing

- 4.1 Policy H2 of the DFLP relates to affordable housing which requires that on sites of 11 or more (or residential proposals with a total floorspace exceeding 1,000m²) proposals shall provide 30% of dwellings as affordable housing or 20% within the Fareham town centre boundary. This is based on a viability assessment. This would include the requirement that 10% of the overall dwellings on site would be an affordable home ownership product (such as the Government's proposals for Starter Homes).
- 4.2 The Gosport Borough Local Plan 2011-2029 (GBLP) requires 40% affordable housing on sites of 10 or more. The affordability of dwellings in Fareham Borough is an issue. For example, the ratio of median house price to median gross annual workplace earnings is

³ Based on the following calculation

The OAHN figure for Fareham Borough between 2011-2036 is **10,500** (Table 1 of the PUSH Spatial Position Statement)

The DFLP proposes **11,300** dwellings. 11,300- 10,500=**800**

9.22 in Fareham compared to 7.01 in Gosport. In the light of this and the fact that Gosport Borough has been able to achieve 40% affordable housing on numerous sites, FBC may wish to consider seeking a higher proportion of affordable housing. This may require re-examination of the assumptions made as part of their housing viability work. If there are viability issues these can be addressed as part of the provisions of the policy which outlines an open book approach with a third party assessment of development viability.

5 Newgate Lane Housing Allocation

- 5.1 In order to meet its housing requirement the DFLP identifies a number of housing allocations across the Plan area. Of particular relevance to Gosport Borough is the allocation of land at Newgate Lane for between 370 and 475 dwellings (Policy HA2).
- 5.2 The site is located on the western boundary of the Borough, with Tukes Avenue and other residential roads (Heron Way, Pettycot Crescent) to the east; and the new route of Newgate Lane to the west. The HMS Collingwood playing fields are situated to the north and the Brookers Field recreation ground to the south (as shown in Appendix 1 of the Report).
- 5.3 The site is primarily agricultural and largely flat. It is divided by a number of drainage ditches with associated hedges and occasional field trees. There is a strongly treed boundary to Brookers Lane to the south and along the eastern boundary with Bridgemary. The proposed extent of the allocation may change depending on the ecological significance of the northernmost field for overwintering birds. The proposal represents a density of 30 dwellings per hectare and would include a mix of dwelling sizes.
- 5.4 The plan in Appendix 1 is a draft development framework for the site and not the only possible approach. The DFLP states that any alternative approach should ensure that the key principles set out in the Plan are delivered. Full details of Policy HA2, as well as supporting text, is included in full in Appendix 2 of this Report.
- 5.5 It is acknowledged that FBC needs to find sufficient land to meet its housing requirements and that dwellings at this site would also assist in meeting the needs of people living in Gosport. However, there are a number of significant issues raised by this allocation, which are outlined below, and which it will be necessary for FBC to fully consider.

Strategic Gap

- 5.6 In order to accommodate the Newgate Lane residential allocation the DFLP proposes to amend the Strategic Gap between 'Fareham/Bridgemary and Stubbington/Lee-on-the-Solent', which is identified in the GBLP (Policy LP3) and FBC's current Local Plan

(Policy CS22 of the Core Strategy). GBC and FBC have worked collaboratively in the past to define the boundaries of the Strategic Gap and have been successful in maintaining a functional gap and visual separation between the settlements.

- 5.7 The sub-regional PUSH Spatial Position Statement states that Councils should identify in their Local Plans strategic countryside gaps of sub-regional importance and that these gaps are important in maintaining the sense of place, settlement identity and countryside setting for the sub region and local communities. It recognises that gaps can provide the space for necessary uses such as recreation areas, transport corridors and environmental mitigation.
- 5.8 FBC's current Policy CS22 states that '*development proposals will not be permitted either individually or cumulatively where it significantly affects the integrity of the gap and the physical and visual separation of the settlements*'. The Policy recognises that maintaining separation will prevent coalescence of the settlements in this densely settled part of South Hampshire.
- 5.9 The justification text states that gaps between settlements help define and maintain the separate identity of individual settlements and have strong local support. It adds that Strategic Gaps do not necessarily have intrinsic landscape value but are important in maintaining the settlement pattern, keeping individual settlements separate and providing opportunities for green infrastructure/green corridors. It acknowledges that continuing pressure for high levels of development mean that maintaining gaps continues to be justified.
- 5.10 It is considered that this remains relevant in the case of the Newgate Lane area. Indeed the current boundary has been supported by a Planning Inspector as recently as May 2015. In his report into the Examination in Public for the Fareham Local Plan Part 2, the Inspector refers to FBC's evidence regarding the review of Strategic Gaps and states,
- 'although the review did not specifically take into account the route of the Stubbington by-pass and the Newgate Lane improvements, there is no reason to conclude that these proposals would justify altering the boundary of the gap in those locations. Having visited the area I agree with the Council that the gap between Fareham and Stubbington is justified in order to retain visual separation and that the proposed road improvements would not justify a revision to the boundary. The Council's approach is sound.'*
- 5.11 The latest DFLP also includes a policy relating to Strategic Gaps (Policy SP6) which continues to prevent the coalescence of urban areas and to maintain the separate identity of settlements. It also identifies a Strategic Gap between '*Fareham/Bridgemary and*

Stubbington/Lee-on-the-Solent. It states, ‘development proposals will not be permitted where they cause severe adverse harm to the physical and visual separation of settlements’. The justification text acknowledges that, ‘retaining the open farmland gap between Fareham and Stubbington is critical in preventing the physical coalescence of these two settlements together with maintaining the sense of separation’. It also clearly states in Paragraph 4.39 that, ‘further to the east, retaining the gap will help maintain the separation of Stubbington and Lee-on-the-Solent from Fareham and Bridgemary along with maintaining the separate identity of Peel Common.’ This therefore appears to contradict the removal of the Newgate Lane area from the Strategic Gap.

- 5.12 The proposed removal of this land from the Strategic Gap also appears to be at odds with FBC’s own supporting evidence. The Fareham Landscape Assessment (2017) incorporates a review of the Strategic Gap designation including the ‘Woodcot area’ which includes the land covered by the proposed Newgate Lane allocation. It concludes,

‘This is a cohesive area of undeveloped landscape which performs an important role in respect of the primary purposes of the Strategic Gap i.e. in defining the edges, separate identity and settings of Fareham and Gosport, preventing their coalescence. Even minor encroachment beyond existing settlement boundaries could have an adverse effect on these functions and the overall integrity of the landscape and Strategic Gap. It is recommended that the Gap boundaries remain unchanged.’

- 5.13 Gosport Borough Council agrees with these findings set out in the Fareham Landscape Assessment and considers that the Woodcot area should remain an integral part of the Strategic Gap.

- 5.14 Whilst it is recognised that the local plan process is the appropriate time to review such designations it is considered that the proposed change at Newgate Lane will affect the integrity of the remaining gap by significantly reducing its width. The residential proposal by its sheer scale will undoubtedly harm the integrity of the gap and will diminish the physical and visual separation of the settlements.

Transport and accessibility

- 5.15 The Council also objects to the proposed allocation due to the potential negative impacts on the new Newgate Lane route. The new route was designed to achieve the following:

- improving access to the Peninsula including the Solent Enterprise Zone at Daedalus;
- increasing capacity and easing existing congestion on the route;
- creating fewer interruptions to traffic flow caused by turning traffic, or on-road cyclists;

- improving the alignment for safety reasons.

5.16 These objectives would be undermined by the proposed development. It was not intended that the improvements would facilitate new housing development.

5.17 The DFLP is accompanied by an Interim Transport Assessment for the DFLP allocations (Oct 2017) which recognises that the current Volume over Capacity (v/c) exceed 100% in the PM peak on Newgate Lane and is approaching available practical capacity in the AM peak resulting in significant congestion. Consequently it is already recognised that traffic exceeds the available capacity on this strategic route. Table 3 summarises information from this document which highlights that this situation is predicted to worsen over the period to 2036 and consequently the report recognises that Newgate Lane will experience *'more noticeable increases in traffic flow.'*

Table 3: Road capacity on Newgate Lane

	Volume over Capacity (v/c) on Newgate Lane		
	2015	2036 Baseline: Existing adopted local plan commitments (S Hants) with planned transport improvements*1	2036 Baseline plus DFLP allocations*2
AM	83%	98%	100%
PM	102%	106%	107%

*1 including Stubbington Bypass and Newgate Lane improvements

*2 this does not include any potential growth in Gosport Borough arising from the Gosport Borough Local Plan Review

5.18 At the present time this allocation has not been assessed by the Local Highway Authority to determine the implications on the highway capacity of Newgate Lane and no modelling work has been assessed to consider the trip generation from this level of development, either in terms of numbers of additional vehicles or their likely distribution on the highway network or highway safety. Therefore the Council has no option but to object to the proposed allocation in the DFLP on this issue at this stage. Gosport Borough Council is very concerned that the proposed allocation will have a detrimental impact on the existing significant congestion problems on the Gosport Peninsula and detract from recent and proposed improvements that aim to improve traffic flow to, and from, the Peninsula. This is critical for the future economic prosperity of the Borough including achieving the full potential of the Enterprise Zone.

5.19 The north-south movements along Newgate Lane should not be hindered by any proposed new access arrangements for the

proposed allocation and the Council objects to any proposals which will significantly hinder this flow. A new access off the proposed roundabout will introduce an interruption to traffic flow, particularly as it is envisaged to serve the whole development and that by its location and limited transport choice the proposed allocation would be very car-dependent. Indeed the supporting FBC Sustainability Appraisal concedes that the '*majority of sites [in the DFLP] are sustainably located which will improve accessibility and encourage travel by sustainable modes, although the urban fringe sites at Funtley Road and Newgate Lane South are less sustainably located.*'

- 5.20 Due to the lack of detailed available information it is not known what the likely impacts will be on the links and junctions further north e.g. the northern section of Newgate Lane, the Longfield Avenue roundabouts, the northern section of the A32 and the Quay Street roundabouts and beyond to the M27 Junction 11. Additionally, vehicles travelling south from the site will also reduce the capacity of the recently improved Peel Common Roundabout, which may also have significant implications for traffic queuing on Rowner Road.
- 5.21 Given that the proposed allocation may well negate the benefits gained by the Newgate Lane road improvements it will also be necessary to consider whether this site together with other potential residential developments on the south side of Fareham could cumulatively have a detrimental impact on the function and objectives of the Stubbington Bypass. It is important to note that the DFLP states in paragraph 11.46 that the Stubbington Bypass is not being provided with an intention of serving or facilitating additional new homes. FBC is therefore not being consistent in its policy approach between the Stubbington Bypass and the Newgate Lane improvements.
- 5.22 The Newgate Lane allocation policy (HA2) includes a criterion that makes provision for off-site highway improvements and mitigation works, however, this Council requires further details of such measures, and questions whether the principle of any proposal at this site would be able to satisfactorily mitigate these impacts.
- 5.23 The Council is also concerned that the proposed allocation would not meet the requirements of the DFLP sustainable transport policy (Policy INF2). Amongst other things, this policy aims to ensure that development:
- does not demonstrate a severe cumulative impact (causing demonstrable harm) on the operation, safety or accessibility to the local or strategic highway networks; and
 - mitigates impacts on the local or strategic highway networks arising from the development itself, or the cumulative effects of development on the network, through provision of improvements or enhancements to the existing network to

accommodate additional traffic; or contributions towards necessary or relevant transport improvements.

- 5.24 In the light of the above policy it is considered that the proposed allocation may not be able to provide any meaningful improvements to satisfy these requirements given the current and ongoing access issues to and from the Gosport Peninsula.
- 5.25 The DFLP originally proposed two other vehicular accesses (in addition to Newgate Lane) which link the potential new allocation to the existing residential communities in Gosport. This includes Brookers Lane as a secondary access for a limited number of dwellings.
- 5.26 The other proposed access off Tukes Avenue has now been withdrawn following a recently issued addendum by FBC which reads, *'The site promoter has advised Fareham Borough Council that the potential access identified via the demolition of two houses on Tukes Avenue (165 and 167) is a factual error. The site promoter has confirmed that potential vehicle access via these properties is not being pursued'*
- 5.27 Notwithstanding that the residents of these and adjacent properties were most unfortunately not previously notified of these proposals, it is not clear from this statement whether the site promoter will be seeking an alternative access on the eastern boundary. It is considered that any such access points from housing areas within Gosport, will add to traffic on the local highway network within Gosport, which again has not yet been quantified in terms of number/distribution and junction/link capacity. The nature and scale of these access points will have a direct impact on their use/attractiveness, particularly if through routes are created. The creation of such accesses may create rat-runs through the existing residential areas within Gosport, due to perceived journey time savings compared with joining Rowner Road/Peel Common Roundabout. This could be exacerbated with the development of the Stubbington Bypass.
- 5.28 Despite the addendum significant concerns remain regarding any proposed access onto Tukes Avenue. These include:
- The amenities of neighbouring residents as an access road will serve a considerable number of dwellings;
 - The capacity of Tukes Avenue and adjoining roads to take the additional traffic; and
 - The proximity to facilities such as Woodcot Primary School and the impact on pedestrian safety.
- 5.29 There is no mention of improving public transport with regard to the proposed allocation. This needs further consideration to reduce the site's car dependency which would add further pressure on Newgate

Lane. This will also have a detrimental impact on the existing Air Quality Management Areas within Fareham. It will be necessary to explore strategic transport options such as the potential for a new bus rapid transit link which could connect Lee-on-the-Solent, Daedalus, Newgate Lane, and the Busway through to Fareham.

- 5.30 Cycle and pedestrian links to the adjacent Bridgemary and Peel Common are identified in Policy HA2.

Residential amenities and design

- 5.31 Any development of this scale on greenfield land will create significant concerns from existing residents particularly in areas immediately adjoining the site. It will be critical that their amenities are not harmed by any future proposals on this site and this should be reflected in Policy HA2.

School provision

- 5.32 Provision is included in the policy to ensure improvements to local schools and early-years childcare (as identified by the Local Education Authority). However, there is insufficient detail of how local school places could be affected by the proposals. It will be necessary to understand the impact of the new housing development on local schools as any development on this site is likely to include a high proportion of households with children.

Community facilities

- 5.33 It will also be important to understand whether any new development at Newgate Lane can be sufficiently supported by other community facilities in the area including health facilities (such as GPs) and community hall provision and whether it is necessary to provide new community facilities as part of the development. Consequently without such information such proposals cannot be supported.
- 5.34 Policy CF1 of the DFLP recognises the need for community facilities as part of large residential developments and that these should be delivered to prescribed timescales to meet the needs of the community. The DFLP specifically mentions Bridgemary School as the primary location for community facilities (sport pitches, courts, hall and stage, and various meeting and conference rooms for hire). It states that these facilities are generally less than 1km from within the allocation and that it is not considered necessary for additional space to be provided with the allocation.
- 5.35 Policy LP32 of the GBLP requires the consideration of community facilities for new residential developments (normally for sites of 100 dwellings or more). It is therefore considered appropriate for FBC to further assess the community requirements of a development of this scale and include such provision within Policy HA2.

Open space

5.36 The proposals as set out in Policy HA2 include a number of open space requirements including:

- Neighbourhood Equipped Area of Play (NEAP) and a Multi-Use Games Area for older children on-site;
- Improvements to existing off-site sports facilities at Brookers Field and Tukes Avenue which are GBC-owned facilities.
- The potential to take a financial contribution to improve sports pitch provision and associated facilities at Tukes Avenue Open Space and/or Brookers Field Recreation Ground.

5.37 It will be necessary to ensure such provision meets the requirements of any new community without affecting that enjoyed by existing residents.

Air quality

5.38 Any additional traffic on Newgate Lane is likely to have an impact on the Air Quality Management Area (AQMA) at the north end of Newgate Lane and Gosport Road and therefore it would be necessary to include measures mentioned in Policy INF2 specifically to mitigate this impact for this development allocation. This may be difficult for a development of this scale with limited public transport choice. The issue of air quality is highlighted in the Interim Traffic Assessment which notes that in January 2017, Fareham and Gosport Environmental Health Partnership issued the Annual Status Report 2016, which concluded that both the existing AQMAs need to be extended as locations outside of the AQMAs had exceeded the annual mean NO₂ objective for Fareham. The AQMA extensions were agreed in October 2017.

Drainage

5.39 The area includes a number of drainage ditches which are part of the River Alver catchment. The development allocation proposes to retain and enhance these drainage ditches as part of a Sustainable Drainage System (SuDS). It will be important to understand the impact of any development on potential for surface water flooding in the vicinity and the water quality of the River Alver.

Natural environment

5.40 The proposal aims to retain existing field and tree boundaries and to incorporate street trees and verges to reflect the character of Bridgemary.

6 Employment policies

Employment floorspace requirements

6.1 The Draft Plan is proposing 130,000m² of new employment floorspace for the whole of Fareham Borough (Policy E1) which is based on the figure included in the PUSH Spatial Position Statement with the additional two years included on a pro-rata basis (and then

rounded to nearest '000 m²).

Daedalus

6.2 Of particular interest to Gosport Borough is the proposed extension to the employment allocation at Daedalus (Policy SP3) which will result in an additional 48,000 m² of employment floorspace with a total of 98,000m² of light industrial, general industrial and warehousing floorspace (B1c, B2 and B8 uses) with ancillary office accommodation (B1a) plus 4,000sq.m of retained floorspace. This extended area includes the 2nd runway on the Daedalus East part of the site.

6.3 The Policy makes provision for:

- an employment hub that contributes positively to the creation of aviation, non-aviation and skills/innovation employment clusters;
- ancillary service infrastructure and facilities to support the Solent Airport, and Faraday and Swordfish Business Parks;
- broad aviation uses which support the long term sustainability of the airfield;
- strategically important energy and communications infrastructure;
- skilled jobs that take advantage of and develop local skills; and
- accessible public open space and enhancements to the strategic green infrastructure network.

6.4 In principle, this additional area allocated for employment is strongly supported as it will bring additional jobs and investment to the Peninsula which will be accessible to Gosport residents and reduce out-commuting on the A32.

6.5 However, it is important to raise a number of concerns with FBC which are set out below.

- No mention is made of the Daedalus Waterfront area and the cross boundary issues. The Council consider that the policy and justification text needs to recognise the full context of the site and that part of the Daedalus site is within Gosport Borough. It is important to recognise the opportunities of the Waterfront and how these contribute to the success of the whole site. It will also be important to consider issues across the boundary including those relating to the provision of infrastructure in order not to prejudice delivery of the Waterfront.
- It is important that the proposed additional employment allocation set out in Policy SP3, which is over and above that set out in the original Outline Planning Permission, is subject to additional evidence with regard to issues such as transport movements. This is necessary in order not to prejudice development on those parts of the site that already have

Outline permission. These areas may come forward at a later date than the proposed allocation due to issues relating to contamination and the presence of important heritage assets that may affect the overall viability and speed of delivery.

- 6.6 The Strategic Gap covering Daedalus including the Airport and the extended employment allocation will remain in order to prevent coalescence of the Stubbington/Lee-on-the Solent with Fareham/Gosport. It is proposed that the additional development at Daedalus will be perceived as an 'isolated' campus style commercial development within the airfield site which has a separate identity rather than an extension of the surrounding urban area. There needs to be a specific criterion in Policy SP3 regarding this issue to ensure that the appearance and function of the Strategic Gap is sufficiently protected with more detailed guidance as part of the justification text.

Marine economy

- 6.7 The other main employment policy of particular relevance to the Gosport economy is Policy E5 which relates to boatyards. This policy aims to protect marine-related employment uses. This policy is supported as the availability of waterfront sites around the Solent is limited and the marine businesses they support contribute to one of the key sectors of the sub-regional economy.

7 Transport

- 7.1 The DFLP safeguards the land required for the Stubbington Bypass and associated junctions (Policy INF3). It recognises that this route forms part of Hampshire County Council's plan for improving access to Fareham and Gosport and seeks to ease congestion, improve safety and the area's economic prosperity by encouraging investment and regeneration, including at the Solent Enterprise Zone at Daedalus. The accompanying text acknowledges this will create a reliable route for traffic wishing to travel from the Gosport Peninsula westwards towards the M27 at Junction 9, in conjunction with recently completed works at St Margaret's Roundabout on the A27, and works underway to upgrade the A27 between the Titchfield Gyratory and Segensworth to two lanes in both directions. It states that the bypass is not being provided with an intention of serving or facilitating additional new homes. The safeguarding of the Stubbington Bypass route is supported.
- 7.2 There also appears to be a proposed improvement on the DFLP Policies Map at the Delme Roundabout (A27) but this is not mentioned in the Plan itself. Therefore clarification is sought on this proposal.
- 7.3 The DFLP also aims to encourage sustainable and active travel modes (Policy INF2) which is supported. This issue has become particularly important for FBC due to the requirements associated

with the Air Quality Management Areas (AQMAs) associated with the northern end of Newgate Lane and Gosport Road, and Portland Street. Consequently development will be required to support the use of alternative vehicle types and fuels such as the installation of Electric Vehicle charging equipment in residential properties and communal parking area.

8 **Other policies**

Retail

- 8.1 The Fareham Local Plan does not allocate any additional retail floorspace as it acknowledges that its Town Centre has seen a significant increase in vacant retail floorspace from 5,345 m² to 10,234m² between 2016 and 2017 (representing an increased vacancy rate from 6% to 11%). Its evidence suggests there will be a requirement beyond 2026 but it has been decided to consider this when the Plan is next reviewed, recognising that the Government is proposing a requirement to review Local Plans every five years.⁴

- 8.2 Proposals relating to out-of-town shopping areas such as Speedfields Park (Newgate Lane) will be subject to Policy R4 which requires an impact assessment in accordance with the NPPF for proposals of 500sq.m or over (both new units or extensions) in order to demonstrate that there is no significant adverse effect on the vitality and viability of existing or proposed centres. This approach is supported.

Community Facilities and Open Space

- 8.3 The Plan includes a number of policies relating to community facilities and open space which seek to retain and improve existing facilities.

Natural Environment

- 8.4 The Plan includes a series of policies relating to biodiversity including commitment to the Solent Recreation Mitigation Partnership, of which GBC is also a partner. It also includes provision relating to coastal flood risk management including the provisions of the River Hamble to Portchester Coastal Strategy prepared by the East Solent Coastal Partnership.

Design

- 8.5 The Plan includes a number of design and heritage policies which aim to protect the local distinctiveness of the landscape and built environment, and create a sense of place.
- 8.6 Policy D4 aims to coordinate development and states where proposals come forward that are part of a wider development site, supporting information will be expected to demonstrate that the

⁴ As proposed in the Government's Housing White Paper - Fixing our broken housing market (Feb 2017)

proposal will not prejudice the development of the adjoining site and that the proposal maximises place-making opportunities. It adds that development proposals will not be permitted that: prevent or limit the potential for developing an adjoining site; or which do not maximise connectivity and permeability opportunities; or address mitigation needs relating to the wider development potential.

- 8.7 The aims of Policy D4 are supported and may be applicable with regard to the development of sites such as Daedalus.

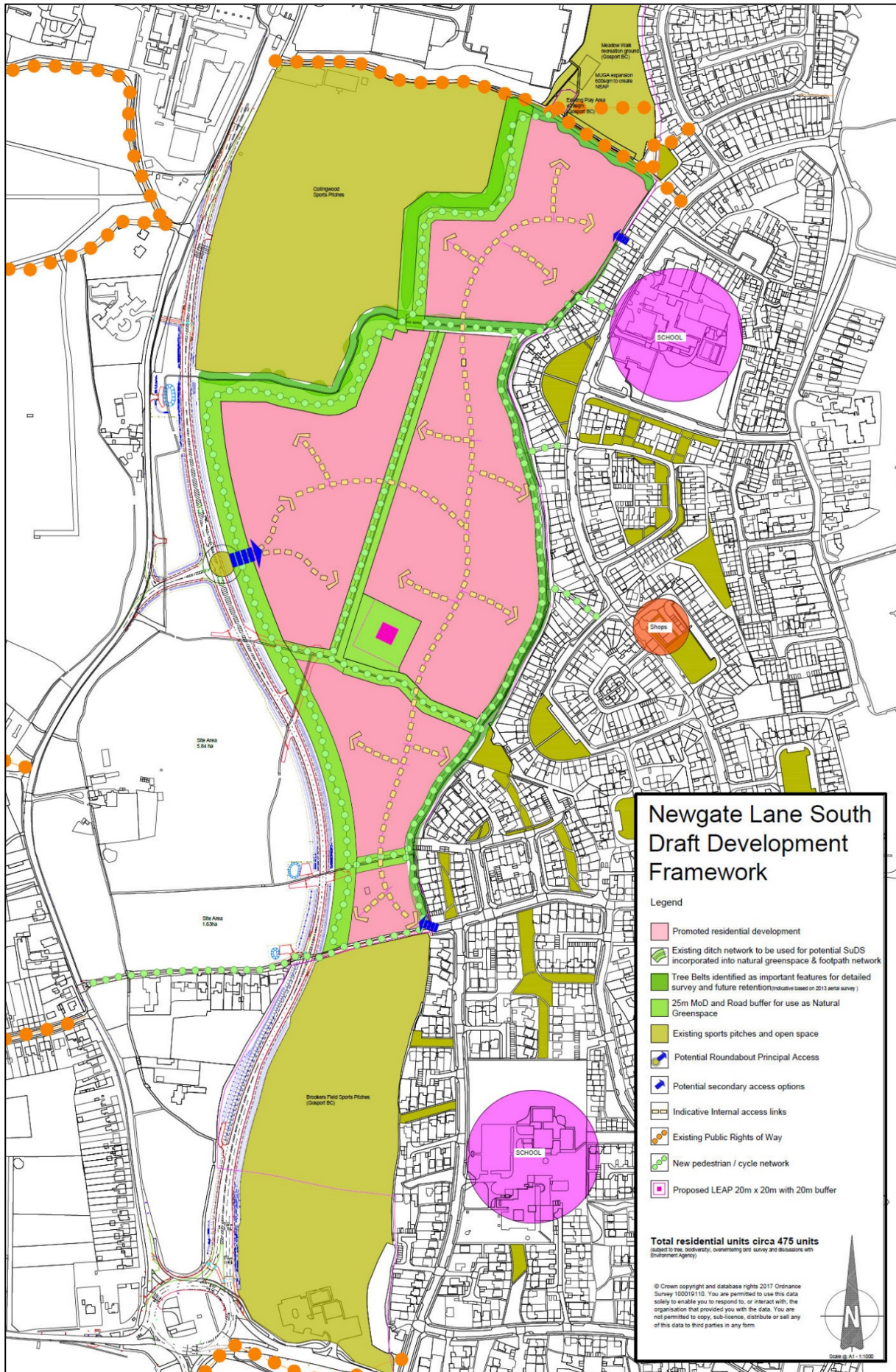
9 Next stages

- 9.1 Fareham's Local Plan consultation for this stage is due to end on 8th December with a further consultation period on the next stage of the Local Plan due in the Summer 2018. FBC envisage that they will be able to submit their Local Plan to the Secretary of State in Autumn 2018, with an Examination in Public late 2018/early 2019 and eventual adoption in the Summer of 2019.

10 Risk Assessment

- 10.1 Failure to respond to the consultation documents from Fareham Borough Council could result in the development of policies and proposals which are likely to be unfavourable to our community and its environment and be prejudicial to the development of Gosport's economy.

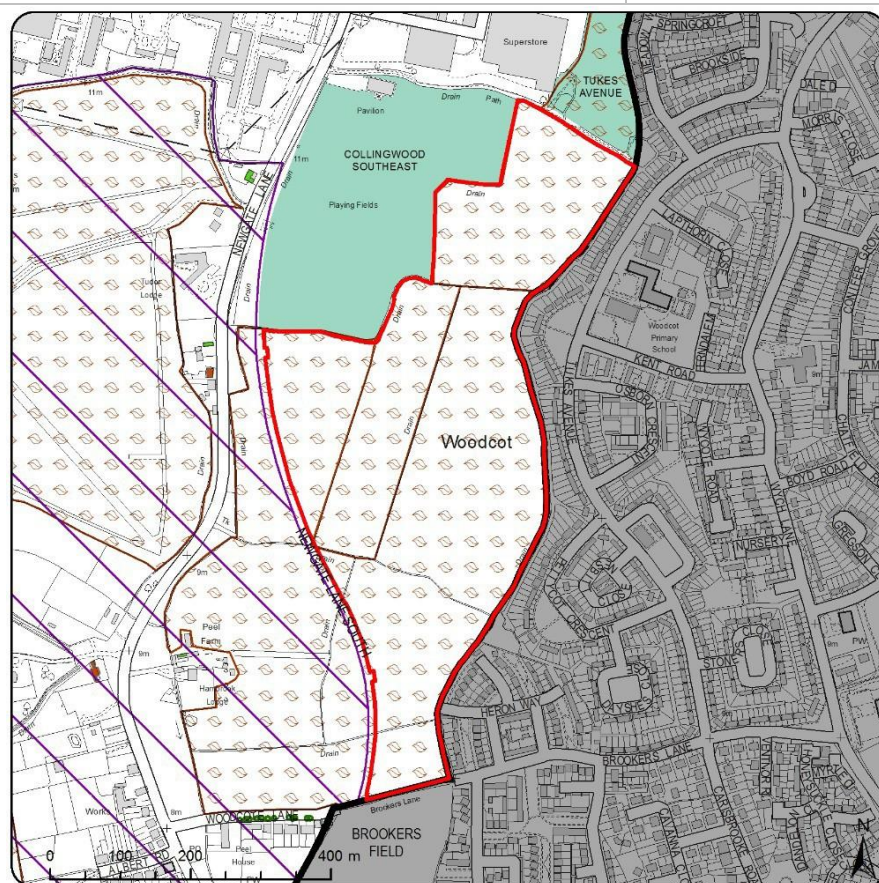
Financial Services comments:	The proposals may have implications for the Council's services with a potential budgetary impact.
Legal Services comments:	None save as contained in the report.
Equality and Diversity	FBC has submitted their own Equality and Diversity statement to accompany the Local Plan
Service Improvement Plan implications:	None
Council Plan:	Proposals may have implications on developing our economy.
Risk Assessment:	See section 10
Background papers:	Draft Fareham Local Plan 2036
Appendices	Appendix 1: Plan of the proposed Newgate Lane Housing Allocation Appendix 2: Extract of the Fareham Local Plan relating to the Newgate Lane Housing Allocation
Report author/ Lead Officer:	Jayson Grygiel, Deputy Head of Planning Services (Policy)



DEVELOPMENT ALLOCATIONS



Housing Site: HA2	SHLAA Reference: 3133 (incorporating 3002, 3028 and 3057)
Name: Newgate Lane South	Proposed Use: Residential
Location: Peel Common	Indicative Capacity: 475 dwellings
Size: 22.4ha	Planning Status: None



FAREHAM
BOROUGH COUNCIL

SITE NAME : Newgate Lane South, Peel Common

LEGEND

- HOUSING ALLOCATIONS
- STRATEGIC GAP
- "UNCERTAIN" BRENT GEESE & WADER SITES**
- EXISTING OPEN SPACE
- TPO TREE INDIVIDUAL
- LOCALLY LISTED BUILDING
- STATUTORY LISTED BUILDING

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Planning permission will be granted provided that detailed proposals accord with the policies in the Local Plan and meet the following site specific requirements:

- a) The design and layout of proposals shall be informed by and be consistent with the Development Framework in Appendix D; and
- b) The quantum of housing proposed shall be broadly consistent with the indicative site capacity; and
- c) Primary highway access shall be focused on Newgate Lane South in the first instance, with Brookers Lane having the potential to provide secondary access for a limited number of dwellings; and
- d) The provision of a north-south natural greenspace buffer of 25 metres minimum width between proposed development and both the boundary of the Newgate Lane South highway and HMS Collingwood playing fields, in accordance with the Development Framework in Appendix D; and
- e) The provision of pedestrian and cycle connectivity between adjoining parcels as



identified by the Development Framework, as well as safe pedestrian/ cycle crossing points of Newgate Lane South, safe and accessible walking/ cycling routes to local schools, open spaces and nearby facilities in Woodcot/Bridgemary.

- f) The provision of vehicular highway access between individual development parcels, as identified by the Development Framework, without prejudice to adjacent land in accordance with Policy D4; and
- g) Building heights shall be limited to a maximum of 2.5 storeys, except for buildings which front onto Newgate Lane South and Bridgmery/Woodcot where building heights shall be limited to a maximum of 2 storeys; and
- h) Existing trees subject to a Tree Preservation Order should be retained and incorporated within the design and layout of proposals in a manner that does not impact on living conditions; and
- i) Existing drainage ditches on-site should be retained and enhanced as part of a Sustainable Drainage System (SuDS) incorporated within the overall green network for the site; and
- j) Proposals shall either provide directly, or provide the mechanism for the delivery of the following infrastructure, having regard to national legislation on pooling contributions:
 - Off-site highway improvement and mitigations works; and
 - Local schools and early-years childcare improvements (as identified by the Local Education Authority); and
 - A Neighbourhood Equipped Area of Play (NEAP) and a Multi-Use Games Area (MUGA) for older children on-site as shown on the Development Framework; and
 - Improvements to existing off-site sports facilities at Brookers Field and Tukes Avenue.

This site allocation is based around the delivery of the new section of highway known as Newgate Lane South. The road scheme is third stage of work on the Newgate Lane corridor, linking the improvements at the northern section of Newgate Lane, undertaken in 2014/15 and the Peel Common roundabout, in 2015/16. It replaces the existing route for through traffic. The scheme has both planning consent (P/15/0717/CC and 15/00382/HCC3) from Hampshire County Council and agreed funding from the Solent LEP. Furthermore, in summer 2017 construction of the new road commenced, with the works estimated to take approximately 12 months to complete. Once completed, the new road will form the western boundary of this site allocation.

The allocated land comprises a number of different site promoters. As such, the Council has composed a Development Framework (Appendix D) for the site which sets out the rationale and approach for achieving a comprehensive and coordinated development that allows for excellent connectivity throughout the site and to the surrounding area, whilst allowing for development to come forward on a phased basis.

The open space and equipped play space need has been derived when considering the overall quantum of development and how and where this can be best achieved within the overall comprehensive development.

Draft Development Framework - Development Allocation HA2 (Newgate Lane South, Peel Common)

Development Assumptions

Introduction and Purpose

This Appendix sets out the Council's preferred approach to development within the site allocation, providing reasoning and justification where appropriate. It is accompanied by an illustrative framework which provides a spatial representation of the preferred development approach. The framework is not the only possible approach, but any alternative approach should ensure that the Key Principles set out below are delivered.

Site Context

The area of the allocation is located to the east of Newgate Lane with boundaries to the urban area of Woodcot and Bridgemary in the borough of Gosport, the HMS Collingwood playing fields to the north and Brookers Field recreation ground to the south. The western boundary of the allocation is the future Newgate Lane South, a new road which is due for completion in 2019.

The allocation is in undeveloped agricultural use, though the northernmost field appears not to be in production presently. The land is largely flat and divided by drainage ditches with associated hedgerows and occasional field trees. There are strongly treed boundaries to Brookers Lane to the south, the northern fields and along the eastern boundary with Woodcot and Bridgemary.

Woodcot and Bridgemary was largely developed in the mid 20th century. It is a low / medium density neighbourhood comprising a mix of semi-detached and small terraces of 2 storey housing with a number of detached bungalow enclaves and occasional detached 2 storey dwellings. The development is characterised by treed streets with grass verges, generous front gardens and pedestrian green spaces and small parks, which all contribute to providing an attractive landscaped public realm. The use of rear parking courts with connected green spaces between the fronts of dwellings is a distinctive and attractive characteristic of the neighbourhood. The neighbourhood also has a number of schools, community centres, local shops and public transport provision.

To the north of the allocation is Speedfields Park, which comprises large food and non food retail warehouse buildings with associated surface car parking. To the west is the existing Newgate Lane, which has a meandering alignment and fronted by ribbon development of detached houses and bungalows from the Victorian period to the mid 20th century, including late 20th and early 21st Century infill or replacement development. The land between the existing Newgate Lane and the new road is in use as horse paddock.

The recreation grounds to the north and south comprise managed amenity grassland for use as playing pitches.

The allocation currently sits within the Fareham-Stubbington Strategic Gap, which seeks to prevent the coalescence of these separate settlements.

Spatial Concept Key Principles

The following principles have been identified to achieve an optimal sustainable design approach that responds to the site's context and represents the outcome of survey analysis and discussion with relevant bodies to date:

- To utilise the existing ditch network to create linked green spaces as part of a Sustainable Urban Drainage System and to respond to the spatial green space network character of Woodcot and Bridgemary;
- To retain and strengthen existing field and boundary trees as a framework for the setting of a new neighbourhood;
- To provide a natural greenspace buffer running alongside Newgate Lane south to enhance the strategic gap setting of the road and the new neighbourhood and to provide space for potential

- ecological mitigation and enhancement;
- To provide a central park space(s) that provides a shared and collective focus and sense of place for the new neighbourhood, which is to include an equipped children's playground and any other community facilities;
- To focus vehicular access and movement to a new junction on the new Newgate Lane South and ensure that access to Woodcot and Bridgemary is at appropriate places that limits the environmental impact upon existing residents and nearby road junctions;
- To ensure that new development is laid out in a manner that encourages safe pedestrian and cycle movement to existing social and community services in Woodcot and Bridgemary;
- To ensure road and pedestrian links between sites within individual ownerships to avoid a patchwork of unrelated self contained developments.
- To ensure that future street design responds to the character of Woodcot and Bridgemary through the presence of street trees, verges and robust frontage planting.

Biodiversity

The existing land holdings are largely intensively managed open arable land, but with a network of field hedgerows, trees and ditches. These networks have been identified during survey work carried out as part of the Newgate Lane South road proposal, to support reptiles and bats. However, the survey work also identified that the northern most field has the potential to be an important habitat for overwintering birds and may be required to be retained in-situ. It will be necessary for an up to date bird survey to be conducted during October - March to ascertain the importance of the habitat.

The illustrative framework shows this site as developable, being some 105 dwellings at 30 dph. However, if this site is to be retained for over-wintering birds, then this number of dwellings will not be developed. A range of dwelling capacity is therefore identified for the Illustrative Framework.

The illustrative Framework shows how the retention of the tree, hedge and ditch networks can be achieved and used positively as part of natural greenspace and pedestrian movement. It should be noted that the links should be no less than 15m wide to ensure a robust scale that can be planted and managed to benefit identified species and biodiversity generally and allow for pedestrian movement.

In addition to the network above, an additional 25m buffer to HMS Collingwood playing fields and the future Newgate Lane South road is illustrated. The purpose of this buffer is firstly to provide an open landscape setting for the future Newgate Lane South road within the context of its location in a strategic gap. Secondly, to provide linked natural greenspace that helps maintain connections to the Site of Nature Conservation immediately to the south of Rowner Road and as space for potential ecological mitigation.

If corridors are required to be increased in size for biodiversity mitigation, there will be a corresponding reduction in the net developable area and therefore housing numbers assuming retention of an average density.

Public Space

The Illustrative Framework identifies how the provision of public space should form the focus and setting of a new neighbourhood through a central park that contains a Local Equipped Area of Play (LEAP) and linked natural greenspace networks. This is not the only potential location for the park but alternatives should be centrally located and linked to existing communities by safe natural greenspace links.

In accordance with the adopted Planning Obligations SPD, suitable equipped children's play space, parks and outdoor sports need to be provided. The SPD requires development of above 200 units to provide a Neighbourhood Equipped Area of Play (NEAP). However, there is an existing LEAP at Tukes Avenue Open Space Play Area immediately to the north of the allocation, which could be expanded to create a NEAP with the provision of a Multi-Use Games Area (MUGA) and other facilities for older children. Tukes Avenue play area is owned and operated by Gosport Borough Council and their agreement will be needed to expand this site. If this is not forthcoming, then a NEAP will need to be provided on the allocation site with a resultant minor reduction in developable area and dwelling

numbers. The Illustrative Framework currently shows a centrally located LEAP within the central park and includes a 20m buffer to new housing.

The SPD requires on-site provision of sports pitches for schemes of greater than 299 dwellings, taking account of nearby facilities. Some 1.31 ha of land would normally be required for this scale of site based on the potential number of dwellings. However, given the location of sports pitches at the Tukes Avenue Open Space and Brookers Field Recreation Ground to the south, it is considered appropriate for a contribution to be made towards the enhancement of existing facilities.

The illustrative framework shows footpath links within and to accessible natural greenspace provided by the buffers to the new Newgate Lane south and ditch network. This arrangement meets the Natural England standard of “at least 2 hectares within 300 metres (5 minutes' walk) from home” (Nature Nearby- Accessible Natural Greenspace, Natural England, March 2010).

Vehicular Access and Movement

The site allocation is currently in use for agricultural and equestrian purposes. There are minor field accesses from Newgate Lane to the west. To the east there are rear service roads to the rear of houses in Woodcot and Bridgemary but these have no formal vehicular accesses into the allocation site.

The Newgate Lane South road scheme is due to be completed by the end of 2019. This is shown on the Illustrative Framework and forms an extensive frontage to the west of the allocation. A site promotor has identified the potential to provide a roundabout junction on Newgate Lane South to create a principal access to the allocation. Submitted supporting evidence suggests that this intervention will not materially affect the performance of the new road with regard to its primary function of delivering unimpeded free flowing traffic north/south. At the present time, however, this option has not been assessed by the Local Highway Authority to determine its appropriateness. The location of the roundabout is shown on the Illustrative Framework.

A site promotor has also identified two potential access points from Woodcot and Bridgemary. The northernmost via the demolition of two houses on Tukes Avenue (no's 165 and 167) and a southern access via an extension of Brookers Lane. These are shown on the Illustrative Framework. The demolition of Nos 165 and 167, a pair of semi-detached two storey houses will create sufficient width (some 15 m) to accommodate a 6m highway with 2m footways and some landscaping. However, there is concern at the impact upon the amenity of adjacent properties from an access that will serve a considerable number of houses and associated vehicular movement. It is considered more appropriate to have a much wider opening so as to increase the level of separation to remaining dwellings and to allow for new dwellings to front the access. Further work will also be needed to assess the potential safety of this increase in traffic opposite Woodcot Primary School.^[GJ1]

The southern access is unlikely to have a significant amenity impact as a result of the position of existing dwellings. However, replacement parking if there is a reduction in the garage court will be necessary.

Further highway modelling work together with an assessment as to the balance of traffic movement using the three access options will need to be undertaken. If the roundabout proposal can be delivered it is considered that most traffic should be directed through this junction. In the absence of this junction, there remain significant concerns as to the appropriateness of allowing all traffic to access onto Tukes Avenue having regard to pedestrian safety (to the front of Woodcot Primary School), traffic flow and residential amenity.

Pedestrian and Cycle Network

There is a good public footpath network in the vicinity of the allocation that links directly with Stubbington and the new public open space/SANG at Daedalus to the west; Fareham and Town Quay and the Speedfields retail park to the north; The Alver Valley and SINC to the south and the existing services and facilities within Woodcot and Bridgemary. These are shown on the Illustrative Framework.

The proposed network within the allocation is identified on the Illustrative Framework. This shows a

strategy to link natural greenspace corridors to external networks and key internal spaces utilising existing landscape features.

Community Space Provision

The principal location for community space is served by Bridgemary Secondary School which has sport pitches and courts; a hall and stage and various meeting and conference rooms for hire. These facilities are generally less than 1km from within the allocation. It is not considered necessary for additional space to be provided within the allocation.

Dwelling Mix

Table A2 shows the dwelling mix that has been used to help identify the broad character of new development; the future population and dwelling numbers, vehicle trips and provision of open space and sports pitches. The mix reflects the housing need evidence set out in Chapter 5 (Housing). For large scale sites such as this, the mix includes accommodation for the elderly as well as small scale studios to ensure a mixed population community.

Dwelling sizes and types	Affordable mix %	Market mix %
1 bed	30%	5%
2 Bed	30%	30%
3 Bed	25%	35%
4 Bed	4%	15%
5+ Bed	2%	5%
Studio	2%	0%
Elderly 1bed	5%	8%
Elderly 2 bed	2%	2%
TOTAL	100%	100%

Table A2 - Suggested dwelling mix

Density Assumptions and Development Form

A character assessment has been undertaken in relation to the context of the site allocation. This has identified that Woodcot and Bridgemary comprise the prevailing and defining form of built development immediately to the east as described in the Site Context above.

The illustrative framework does not set out the detail of development areas. However, it is expected that the defining characteristics of Woodcot and Bridgemary will be assimilated into the design and layout of the allocation. This will be focussed on the openness and landscaped street design, dwelling frontage space and the provision of various incidental positive green spaces that will connect with the wider network shown on the Illustrative Framework.

The central park space will be the focus of the neighbourhood containing the LEAP. In order to ensure that all public space is overlooked and safe for users, site design must ensure that development fronts the space and can be seen from the main living room of new dwellings.

Development should also be outward facing to the boundaries of the site to ensure that the trees are not contained within rear gardens. Retention in rear gardens can lead to pressure to prune and result in boundary enclosures that visually dominate and interrupt the quality of the landscape and connectivity of biodiversity.

Based on this development approach and the dwelling mix identified, it is anticipated that the site allocation could deliver in the region of 370-475 dwellings, depending on the outcome of the overwintering bird study, at an average of 30 dph.

GOSPORT BOROUGH COUNCIL – REGULATORY BOARD

6th December 2017

ITEMS WITH RECOMMENDATIONS

1. Copies of drawings and accompanying planning applications referred to in this schedule will be made available for inspection by Members from 5.00 pm immediately prior to the meeting. Unless otherwise advised, these plans will be displayed in the room in which the Regulatory Board is to be held.
2. The number of objections and representations indicated in the schedule are correct at the time the recommendations were formulated. Should any representations be made after this date, these will be notified to the Regulatory Board during the officer presentation.
3. Copies of all representations received from the public will be made available for inspection by Members in the same way as drawings will be made available, referred to in Note 1 above.
4. An index of planning applications within this schedule can be found overleaf, together with a summary of each recommendation.

<u>Item</u>	<u>Page No</u>	<u>Appl. No.</u>	INDEX		<u>Recommendation</u>
			<u>Address</u>		
01.	03-06	17/00168/FULL	1 Beaulieu Place Gosport Hampshire PO13 0QP		Grant Permission
02.	07-10	17/00344/FULL	63 Jellicoe Avenue Gosport Hampshire PO12 2PB		Refuse
03.	11- 16/1	17/00274/FULL	58-60 Foster Road Gosport PO12 2JJ		Grant Permission subject to Conditions
04.	17- 18/1	17/00358/FULL	12 Grafton Close Gosport Hampshire PO12 4GD		Grant Permission
05.	19- 24/1	17/00440/FULL	131 Brockhurst Road Gosport Hampshire PO12 3AX		Refuse
06.	25-27	17/00468/TPO	9 Little Green Gosport Hampshire PO12 2EU		Grant Consent subject to Conditions

ITEM NUMBER: 01.
APPLICATION NUMBER: 17/00168/FULL
APPLICANT: Miss S Fielder
DATE REGISTERED: 05.07.2017

RETENTION OF A SINGLE STOREY SIDE EXTENSION
1 Beaulieu Place Gosport Hampshire PO13 0QP

The Site and the proposal

1. This application was considered by the Regulatory Board on 18th October 2017 when Members resolved to defer it for a site visit to take place prior to the next meeting of the Board.
2. The application site comprises a detached bungalow on the west side of Beaulieu Place. The original property has been extended recently to the rear and front in accordance with planning permission 16/00111/FULL.
3. The layout of the properties on Beaulieu Place is unusual in that the cul-de-sac which provides vehicular access to the properties is to the rear. There are a series of garages and parking spaces coming off the cul-de-sac which serve the properties, each with individual access gates within the solid fences surrounding their private rear gardens. The houses and bungalows face outwards from the cul-de-sac onto grassed open spaces connected by a series of pedestrian paths.
4. The application property is the southernmost dwelling within a row of 4 similar detached bungalows. All 4 properties are built abutting their southern boundaries with their eaves overhanging the adjoining neighbouring property's land. There is an approximately 2.5m separation between each of the 4 properties and these areas are enclosed by approximately 1.8m high walls / gates along the front (west) boundary which visually links the buildings together. All 4 properties have had some form of rear extension and the most northerly property has also had a side extension along its north elevation. 3 Beaulieu Place, immediately to the north of the application property, has no windows or doors in its side elevation which faces and runs parallel to the side of the application property.
5. The applicant submitted an application for a lawful development certificate for a side extension as it would comply with the appropriate permitted development criteria; however, the normal permitted development rights for this property were removed by condition 9 of the original planning permission for this part of the estate, reference K4089.

Condition 9 states:

'Notwithstanding the provisions of the Town & Country Planning (General Development) Orders 1950 + 1960, no structures of any type shall be erected on the land other than at the rear of dwelling houses without the prior consent of the local planning authority.'

This was drawn to the applicant's attention and accordingly the certificate was refused. The applicant chose to appeal the Council's decision as they considered the condition referred to old legislation but this was dismissed by the Planning Inspectorate on the grounds that Condition 9 of K4089 was still considered to be enforceable.

6. This application is, therefore, for full permission for the retention of the side extension which has been constructed along the northern elevation of the application property. It measures 2.25m wide and 6.65m long and has a pitched roof to the front with a flat roof behind. The roof has matching eaves to the original dwelling and a ridge height 1.2m lower than the main roof ridge. The flat roof to the rear has a maximum height of 2.9m. There is a window in the front elevation and a door in the rear elevation.

Relevant Planning History

16/00381/LDCE - Section 192 application - erection of single storey side extension - refused 26.09.16

16/00111/FULL - erection of single storey front and rear extensions (as amended by plan received 03.05.2016) - permitted 24.05.16

K4089 - 56 semi-detached houses: 7 bungalow garages: stage A phase 1 - permitted 07.05.62

Relevant Policies

Gosport Borough Local Plan, 2011 – 2029:

LP10

Design

Supplementary Planning Documents:

Gosport Borough Council Design Guidance: Supplementary Planning Document: February 2014

National Planning Policy Framework (NPPF), March 2012

Consultations

Nil

Response to Public Advertisement

2 letters of objection

Issues raised:-

- the front porch on the application property is outside of land owned by 1 Beaulieu Place
- no dimensions are shown on the plans and they do not show an elevational relationship between the application property and 3 Beaulieu Place
- the eaves and guttering of the extension sit directly below those of no. 3 so the side cannot be maintained
- damage has occurred to no. 3 and the drains during construction
- no Party Wall notice was served on no. 3 and the applicant did not consult with the neighbours prior to development
- the construction has led to the personal distress of the occupants of 3 Beaulieu Place
- water run-off from the extension goes into pipework which runs into a soakaway in the garden of 3 Beaulieu Place
- no regard to planning rules, regulations, statutory processes and previous planning conditions so makes a mockery of the system
- lack of 'Duty of Care' for the occupants of 3 Beaulieu Place by the Council and Building Control
- extension removes the uniformity of the row of properties, is not in keeping and unbalances the street scene
- over-development as when the side extension is included with the other extensions it more than doubles the size of the original property

2 letters of support

Issues raised:-

- whole regeneration of the property enhances its look and future proofs it for those with mobility issues
- small extension sits within the property footprint and enhances the surrounding area
- work was done by professionals when they were able to fit it into their schedule
- property at the far end of the row also has a side extension

1 letter of observation

Issues raised:- there are 2 trees within falling distance of the property outside of the property boundary, one a large mature willow

Principal Issues

1. The health and longevity of the trees close to the application site has not been affected by the side extension. The front porch on the application property does not form part of this application, it was granted permission under planning permission 16/00111/FULL. Notwithstanding this, land ownership is not a planning issue. The plans submitted have been drawn accurately to scale with the scales clearly shown on the drawings; there is no requirement for plans to have dimensions written on them. The types of plans submitted comply with the requirements to make a planning application valid and the relationship between the application property, side extension, and neighbouring properties could be assessed during the officer's site visit. The side extension is positioned on land entirely in the ownership of the applicant and this has not been contested, however an unusual character of the land divisions means that the eaves of the neighbouring property to the north overhang the application site. The requirements of the Party Wall Act, allegations of damage to property or personal distress and access for maintenance are not material planning considerations. Whilst applicants are encouraged to discuss their proposal with neighbours during the planning process, there is no requirement within planning legislation to do so. Drainage is controlled by Building Regulations and / or the statutory utility body for that area. The applicant's personal regard for the planning process is not a planning matter and this application has been submitted in accordance with planning legislation.

2. With regard to the effect of the previous unsuccessful Lawful Development Certificate Appeal on this application, the Inspector's decision confirmed that condition 9 of K4089 was an appropriate condition which could still be enforced meaning that planning permission was required for the side extension. The Inspector's decision on this type of appeal does not comment on the appropriateness of the proposal itself, only on whether the proposal falls within the definition of permitted development. The Council is satisfied that it has adhered to the Statement of Community Involvement, in terms of the publicity undertaken for the application, and that neighbours have been kept informed during the planning process. The main issues, therefore, are the appropriateness of the design of the proposal, its impact on the appearance of the locality and the amenities of the occupiers of adjacent properties.

3. The side extension is residential in character and it has been finished so that it is in keeping with the style of the application property. The location of the extension is on the same alignment as the front elevations of the application property and the neighbouring property to the north, and has replaced the boundary wall between the two properties. The roof form and height ensures the extension is subservient to the application property and, although it is higher than the original boundary wall, it retains the clear division between the properties and ensures that they are individually identifiable. The extension is not considered, therefore, to materially harm the character of the application property or the wider character of the locality. Equally the side extension is relatively small in comparison to the width of the application property and does not remove any usable garden or parking space related to the application property; nor does it create any additional requirement for increased parking provision. The side extension is therefore not considered to be an over-development of the application property and complies with the Policy LP10 of the Gosport Borough Local Plan 2011-2029 and the Council's Design Supplementary Planning Document.

4. The side extension does not protrude beyond the front or rear elevation of the application property and does not extend above the roof line. The only new window looks out over the open space to the front of the application property and the new door looks into the garden which is enclosed by approximately 1.8m high fencing and walls. The proposal, is therefore, not considered to harm the amenity of the occupants of adjacent properties in terms of privacy, access to light or outlook in compliance with this aspect of Policy LP10 of the Gosport Borough Local Plan 2011-2029.

RECOMMENDATION: Grant Permission

ITEM NUMBER: 02.
APPLICATION NUMBER: 17/00344/FULL
APPLICANT: Mr C Foster and D Whiting
DATE REGISTERED: 02.08.2017

**INSTALLATION OF A FIRST FLOOR REAR ROOF TERRACE INCLUDING
BALUSTRADING**
63 Jellicoe Avenue Gosport Hampshire PO12 2PB

The Site and the proposal

1. This application was considered by the Regulatory Board on 18th October 2017 when Members resolved to defer it for a site visit to take place prior to the next meeting of the Board.

2. The application site contains a detached two storey dwelling, located on the east side of Jellicoe Avenue, and there is a 3.2m wide section of land adjacent to the southern boundary which is rented by the applicant and has been incorporated into the garden since 1999. Beyond this is a 2m wide public footpath. The application dwelling is set away from the garden boundary to the north by 5.5m and to the south by 5.2m. It has an approximately 19m long rear garden and extending into this from the rear elevation is a 3.6m long by 3.5m wide flat roof extension. This rear extension aligns with the south side elevation of the application property and has an overall height of 2.8m. The rear garden is surrounded by approximately 1.8m high solid fencing with some sections of hedging extending above this by approximately 0.5m; there is also a flat roofed outbuilding just over 2m in height along the northern boundary.

3. Jellicoe Avenue is a residential road with a variety of house styles along it. The section surrounding the application site is dominated predominantly by properties similar in form, size and orientation to the application property with similar sized gardens. The character is suburban with low level landscaping in the rear gardens and there is a predominance of fencing as boundary treatment. The property to the north, 61 Jellicoe Avenue, and those beyond, have rear elevations broadly in line with the application property. A number of these have single storey rear extensions the majority of which are not higher than the rear extension of the application property. In the case of no. 61 there is also an outbuilding along the shared boundary which is similar in height to the application property's outbuilding. To the south of the application property, on the opposite side of the footpath, is 67 Jellicoe Avenue. No. 67 also has a flat roof rear extension and low level outbuildings along the northern boundary which is an approximately 2m high hedge. To the rear of the application property is a row of small single storey properties. These properties have compact 6.5m long rear gardens which are separated from the rear boundary of the application site by a 1m wide access path. Their garden boundaries are made up of various fencing types all approximately 1.5m high.

4. The proposal is to convert the roof of the single storey rear extension into a roof terrace accessible by double doors which would replace an existing window in the rear elevation. It would be enclosed with a 1.1m stainless steel balustrade with obscure glass infills. The balustrade would increase in height to 1.8m where it meets the rear elevation of the application property, over a distance of 1m.

Relevant Planning History

Nil

Relevant Policies

Gosport Borough Local Plan, 2011 – 2029:
LP10
Design

Supplementary Planning Documents:

Gosport Borough Council Design Guidance: Supplementary Planning Document: February 2014

National Planning Policy Framework (NPPF), March 2012

Consultations

Nil

Response to Public Advertisement

Nil

Principal Issues

1. The main issues are the appropriateness of the design of the proposal and its visual impact on the appearance of the locality and the potential impact of the development on the amenities of the occupiers of adjacent residential properties.

2. The proposed balustrade is modern in form and would use materials that are out of keeping with the more traditional palette of the application property and adjacent properties. It would be of a size which would dominate the rear elevation of the application property and would have a floor height which would be approximately 0.8m - 1m higher than the existing rear garden boundaries and various outbuildings. Due to the visual gap created by the footpath to the south of the application site and the projecting nature of the proposal it would be visible from Jellicoe Avenue, the footpath to the south and the open area surrounding the single storey properties to the east as well as from the gardens of the surrounding properties. Although there are some examples of front facing balconies and roof terraces along Jellicoe Avenue, they are smaller in form and more in keeping, in terms of their design and use of materials, with their host property. The proposed first floor terrace is therefore considered incongruous with the traditional suburban character of this part of Jellicoe Avenue. The proposed use of obscure glazing to all sides of the balustrade further increases the visual impact of the proposal as it would highlight its scale without offering any transparency. It is therefore considered that the proposal by reason of its scale, form, location and materials would represent an unduly prominent and incongruous addition to the rear of the application property and would fail to respect the character and appearance of the surrounding area. The proposal is therefore contrary to Policy LP10 of the Gosport Borough Local Plan 2011- 2029 and the Gosport Borough Council's Design Supplementary Planning Document.

3. It is considered that due to the orientation and location of the proposal it would not impact on the outlook from or cause loss of light to the adjacent properties. The proposed terrace would have a floor height which would be approximately 0.8m - 1m higher than the surrounding outbuildings and fences / hedges and the majority of the balustrade would be 1.1m in height, this would mean any person standing on the terrace would have clear views, and any person sitting on the terrace would have partial views, of the gardens of 61 and 67 Jellicoe Avenue as well as the properties beyond and the single storey properties to the rear. It is noted that nos. 61 and 67 have reasonably large gardens, however due to the depth of the proposed terrace there would be clear views of the most private parts of their garden namely the sections directly to the rear of the properties and partial views into no. 61's conservatory. These areas are currently screened by the existing outbuildings, rear extensions and boundary treatments with only oblique views from rear first floor windows. The proposal would remove this privacy by allowing unfettered views back into these areas over the existing screening from an elevated and prominent position. This position would also allow clearer views of the rear elevations and gardens of the single storey properties to the rear of the application property, which already have limited private open space associated to them. The proposed terrace is of such a size that multiple persons could be using it at any one time which would further increase the overlooking and possible disturbance created by it. It is therefore considered that by reason of overlooking the proposal would harm the privacy of the occupants of the adjacent properties. The

proposal is therefore contrary to Policy LP10 of the Gosport Borough Local Plan 2011- 2029 and the Gosport Borough Council's Design Supplementary Planning Document.

4. It is noted that the privacy impact of the proposal could potentially be mitigated by increasing the height of the balustrade and use of obscure glazed panels; however this would further increase the visual impact and exacerbate the harm to the character of the surrounding area. Equally the visual impact of the proposal could be reduced by using clear glass and a differing palette of materials; however this would have the potential of increasing the harm in terms of loss of privacy of the occupants of the adjacent properties.

RECOMMENDATION: Refuse

For the following reason(s):-

1. The proposal by reason of its unsympathetic scale and form, incongruous location and materials would represent an unacceptable and prominent addition to the rear of the application property and would fail to respect the character and appearance of the surrounding area; contrary to this aspect of Policy LP10 of the Gosport Borough Local Plan 2011- 2029 and the Gosport Borough Council's Design Supplementary Planning Document.

2. The proposal by reason of its size, location and form would result in increased overlooking and have an overbearing impact on the amenities of the occupants of the adjacent properties contrary to this aspect of Policy LP10 of the Gosport Borough Local Plan 2011- 2029 and the Gosport Borough Council's Design Supplementary Planning Document.

ITEM NUMBER: 03.
APPLICATION NUMBER: 17/00274/FULL
APPLICANT: Mr Ian Williamson
DATE REGISTERED: 14.06.2017

ERECTION OF 2 DETACHED TWO STOREY THREE BEDROOM DWELLINGS (CONSERVATION AREA IN PART) (as amended by plans received 29.08.17 and 06.11.17 and amplified by the Flood Risk and Surface Water Drainage Strategy received 02.08.17 and Highway Statement received 10.08.17)
58-60 Foster Road Gosport PO12 2JJ

The Site and the proposal

1. This application was considered by the Regulatory Board on 18th October 2017 when Members resolved to defer it for a site visit to take place prior to the next meeting of the Board and for further discussions to take place in relation to the position of the proposed property on Plot One.
2. The application site is broadly 'L' shaped, on the north side of Foster Road and slopes slightly up and away from the road towards the north. Its southern boundary follows the curve of the road and creates a 28m long frontage. The west boundary is 32.6m long; the north boundary is split and extends 11m to the east, turns through 90 degree to the south for 20m and then turns through 90 degrees to the east for 11.2m to join with the east boundary which is 30m long. The site is partly overgrown with two mainly brick buildings on it. These buildings appear as garage blocks and at one point would have been divided into 7; however they are not well maintained and do not comply with current size standards. The site is surrounded by approximately 2m high walls / fences along the west, north and east boundaries, which need some level of maintenance or repair. The frontage of the site is fully open to Foster Road with a dropped kerb the full width of the site. The most northern 10m of the site is within the Bury Road Conservation Area and was originally part of the rear gardens of the larger, three storey properties further to the north. Some of these properties have been converted into flats / apartments and all have simple functionally designed rear (south) elevations, comprising a mix of extensions. The two properties directly north of the application site have rear elevations which are between 12.5m to 30m from the rear boundary of the site, they are positioned higher up the slope and both have three storey rear elements with small single storey extensions.
3. Foster Road is residential in character with a mix of detached and semi-detached properties built at different times in a variety of materials, styles and forms. The majority have off road parking to the front but Foster Road also accommodates parking in formal on-road bays. To the east of the site is 56 Foster Road which is a detached two storey residential dwelling. It is set back from Foster Road by approximately 8m and is approximately 1m from the shared boundary with the application site. It has two high level first floor windows in its side (west) elevation only and is finished in a pale brick with red tiles on the main roof and grey tiles on the porch extension. To the west of the application site is 62 Foster Road which is set further back in relation to the site, approximately 14m from the road. It is set away from its east boundary by approximately 1.2m and has a blank side (east) elevation. No. 62 is finished in a red brick with a red tiled roof and sections of flat roof.
4. The proposal is for the erection of 2, two-storey, detached 3 bedroomed residential dwellings with associated parking, access and landscaping. The application site would be split broadly in half with a shared driveway and access. Due to the angled frontage and curve of Foster Road, the proposed eastern dwelling (Plot Two) would be set back by a minimum of 8m. The proposed western dwelling (Plot One) was originally proposed to be set back from the road by a minimum of 11m, however, after discussions since the last meeting of the Regulatory Board new plans were submitted and this was increased to 15m. The proposed plots would then be divided by 1.8m high fencing. The shared driveway, to be used for manoeuvring and access, would be 18m long and 5m wide and lead to the 2 off-road parking spaces located to the front of each property. To the west of the driveway is a bin storage area towards the road edge. There is space to the front and side of each property for potential future occupants to move the bins closer to the house between collection days and a shed

would be provided within the rear garden of each property for the storage of bikes. The existing 1.8m boundary wall along the east, west and north boundaries would be retained, repaired and infilled to complete missing sections. A 1m high boundary wall would be built fronting Foster Road which would reduce in height to 0.6m for 2m either side of the new site entrance which would be 7.8m wide. The existing full width drop kerb would be reduced to 11.4m and the onsite parking would be orientated to allow vehicle manoeuvring on site.

5. The proposed dwelling on Plot One would be 8.8m wide by 9.5m deep with a single storey mono-pitched addition on the rear elevation which would extend the eastern portion out by 1.4m. It would have a pitched roof with 4.9m high eaves and a 7.7m high ridge running east to west. There would be a gable detail to the front elevation with a ridge height of 6.3m and would have a hipped porch to the west side of this. The property would have the majority of windows in the front and rear elevation with an obscure glazed first floor window, for the en-suite bathroom, and a ground floor window in the east side elevation. The western elevation would not have any windows but would be detailed with recessed false windows. The property would be finished in red brick to the ground floor and cream render with red brick detailing to the first floor. The roof would be completed in a concrete tile. The rear garden would be 10m long with a 1.4m wide gated access between the west side of the dwelling and the western site boundary wall.

6. The proposed dwelling on Plot Two would be 8.8m wide by 6.1m deep with a two storey, 3.4m wide gabled addition to the front which would extend forward by 3.1m. The proposed property would have a pitched roof with 4.9m high eaves and a 7.1m high ridge running east to west. The front addition would have matching eaves but a ridge height of 6.3m and there would be a hipped porch to the western side of it, similar to Plot One. The majority of windows would be on the front and rear elevation with only 2 ground floor windows in the east side elevation and recessed false windows in the west elevation. The property would have vertical tile hanging at first floor level and the ground floor would be finishing in red bricks with brick detailing. Again the roof would be completed in a concrete tile. The rear garden would be 10m long with a 1.2m wide gated access between the eastern side of the dwelling and the eastern site boundary wall.

7. The application is supported by a Planning Statement and amplified by a 'Flood Risk Assessment & Surface Water Drainage Strategy' and Highway Statement.

Relevant Planning History

K6753/1 - demolition of existing garage and erection of detached dwelling - refused 09.06.2008.
This application was for a 4 bedroomed property to the front of the site close to the western edge. The application was refused due to the lack of a section 106 and that the forward siting of the proposed property would impact on the amenity of occupiers of the adjacent property.

Relevant Policies

Gosport Borough Local Plan, 2011 – 2029:

- LP10
- Design
- LP12
- Designated Heritage Assets: Conservation Areas
- LP23
- Layout of Sites and Parking
- LP24
- Housing
- LP42
- International and Nationally Important Habitats
- LP44
- Protecting Species and Other Features of Nature Conservation Importance
- LP45
- Flood Risk and Coastal Erosion

Supplementary Planning Documents:

Gosport Borough Council Parking: Supplementary Planning Document: February 2014

Solent Special Protection Areas Gosport Bird Disturbance Mitigation Protocol 2014

Gosport Borough Council Design Guidance: Supplementary Planning Document: February 2014

National Planning Policy Framework (NPPF), March 2012

Consultations

Eastern Solent Coastal Partnership	No objection.
The Gosport Society	No response received.
Southern Water	No objection. A formal application for connection to the public sewer is required. Disposal of surface water should be in accordance with Building Regulations. Due to changes in legislation it is possible that a public sewer crosses the site and if one is located Southern Water should be contacted prior to any further works being undertaken.
Building Control	No response received.
Streetscene Waste & Cleansing	No objection.
Hampshire Fire And Rescue Service	No objection. Access for firefighting to be dealt with under Building Regulations.

Response to Public Advertisement

2 letters of objection (to original plans)

Issues raised:-

- welcome in principle but overpowering visual impact on the exposed plain west side walls of each property from the road and the outlook from the lounge of 62 Foster Road
- to maintain the current security and privacy of 56 Foster Road the current eastern site boundary wall should be replaced by a wall

No objections to amended plans and objection relating to 62 Foster Road withdrawn verbally.

Principal Issues

1. The potential relationship between future residents and their ability to share a drive is a civil matter and planning conditions can be used to ensure the drive is kept clear and available for use. The application site is previously developed land within the existing Urban Area. The proposal is for a residential development of a density that makes efficient use of the land and relates to the context of the area. As such, the principle of a residential development on the application site is acceptable. The main issues, therefore, are the appropriateness of the design of the proposal, its impact on the appearance of the locality and provision to preserve or enhance the character and appearance of the Conservation Area; the impact on the amenities of the occupiers of adjacent properties and future occupiers of the proposed dwellings including refuse and cycle storage; off road parking and access on to Foster Road; flood risk and the impact on protected species.

2. The proposal would create two detached properties similar in form but with individual design features and use of materials. The proposed site division would create two residential plots which are similar in size to those in existence along Foster Road, specifically those on either side of the application site. The proposed dwellings would be orientated to the road to match the properties on

either side and would be similarly set back from the highway incorporating parking to the front. There is some correlation between the two separate dwellings but it is considered that there is enough individuality and difference created in the detailing of the properties as well as the mix of materials to ensure they add to the variety of styles and designs along this part of Foster Road and avoid pastiche or over replication thus fitting in with the visually mixed residential character of the road. The Conservation Area to the north was designated with the express focus of Bury Road and the property frontages along it. The application site's boundary would be maintained as a wall and retain the delineation between the Bury Road properties and add screening of the proposed dwellings thereby reducing their impact on views from the north and so preserving the character and appearance of this part of the Conservation Area. To ensure the quality of the finish of the proposal it is recommended that materials, hard surfacing and boundary details are controlled by condition. Taking this into consideration the proposal would be appropriate to the location, acceptable in design, would not harm the character of the locality and would preserve the character of the Conservation Area. The proposal would comply with Policies LP10 and LP12 of the Gosport Borough Local Plan 2011-2029.

3. The location, orientation and positioning of the proposed dwelling on Plot Two will not impact on the privacy, outlook or access to light for the occupants of the adjacent properties. The western elevation of the Plot One dwelling was originally proposed to be entirely to the front of 62 Foster Road, however Plot One has been redesigned so that only 5m of the western elevation would be forward of No. 62 and it would retain the approximately 3m separation distance between them. No. 62 has a large window in the front elevation but the frontage of the property is approximately 13.5m wide with an open aspect; therefore it is considered that the proposal would not significantly harm the outlook from that front window. No. 62 is positioned slightly higher than the site and although the proposed dwelling on Plot One would increase the amount of shadow over the front drive and parking area in the early morning it is not considered that the additional shadow would have a significant impact on the usability of this space. The proposal is therefore considered not to harm the amenity of the occupiers of the adjacent properties in terms of loss of outlook, privacy or light so would comply with Policy LP10 of the Gosport Borough Local Plan 2011-2029.

4. The proposed dwellings would have appropriate access to bins and cycle storage and appropriate levels of private outdoor open space to comply with the guidance set out in the Council's Design Supplementary Planning Document. It is therefore considered that the proposal is of acceptable design and thus would ensure the amenity of future occupants. To ensure the bin and cycle storage is provided and retained conditions are recommended. As such the proposal would comply with Policy LP10 of the Gosport Borough Local Plan 2011-2029.

5. The proposed parking provision offers appropriate manoeuvring space and visibility over the proposed front wall to ensure vehicles can access and exit the site safely in a forward gear. To ensure this is maintained, conditions to retain the off road parking, driveway provision and the height of the front wall are recommended. The proposal does not offer any visitor parking on site and under the Parking Supplementary Planning Document there would be a requirement for 0.4 spaces. However the reduction in width of the dropped crossing access to the site would create additional on road parking provision (a minimum of 2 spaces) and the submitted highway statement confirms to the satisfaction of the Local Planning Authority that there is availability of on road parking provision on Foster Road and nearby roads to accommodate any additional demand. The proposal would ensure that the existing public footpath is maintained and the access onto the site is of a width and style to allow future occupants to exit / enter the site on foot/ cycle without prejudice from vehicles moving on the site. The proposal is therefore considered to comply with Policy LP23 of the Gosport Borough Local Plan 2011-2029.

6. The submitted Flood Risk and Surface Water Drainage Strategy confirms that the finished ground floor levels of both proposed properties would be above the 1:200 present day extreme tidal flood level and the first floor, where all sleeping accommodation is shown, would be above the 1:200 2115 extreme tidal flood level. As a precautionary measure the ground floor would also be built in accordance with the flood resilience and resistance measures set out in the DEFRA document 'Improving the Flood Performance of New Buildings - Flood Resilient Construction'. As the proposed properties are both considered to be built at an adequate height above the 1:200 tidal flood levels it

is not considered necessary to condition the precautionary measures laid out, however an informative is recommended to flag these precautionary measures. The proposal would use the existing surface water sewer on site to discharge any increase in surface water run-off and the hard surfacing proposed for the drive and parking areas would be permeable. Taking this all into consideration the proposal is considered to comply with Policy LP45 and this aspect of Policy LP39 of the Gosport Borough Local Plan 2011-2029.

7. The proposal will introduce 2 additional dwellings which are likely to result in increased recreational activity on the coast and a consequential impact on the protected species for which the Portsmouth Harbour Special Protection Area (SPA), the Solent and Southampton Water SPA and the Chichester and Langstone Harbours SPA are designated. To address this impact, a contribution towards appropriate mitigation, in accordance with the Gosport Bird Disturbance Mitigation Protocol, has been paid. There is no evidence that the site supports notable or endangered species and none are a threat as a result of the development. The proposal, therefore, complies with Policies LP42 and LP44 of the Gosport Borough Local Plan 2011 - 2029.

RECOMMENDATION: Grant Permission

Subject to the following condition(s):-

1. The development hereby permitted must be begun within a period of three years beginning with the date on which this permission is granted.

Reason - To comply with Section 91 of the Town and Country Planning Act, 1990 (as amended).

2. The development hereby permitted shall be carried out in accordance with the following approved plans:

17/591/01 Revision C; 17/591/03 Revision A; 17/591/02 Revision A

Reason - To ensure that the development is completed satisfactorily in all respects and to comply with Policy LP10 of the Gosport Borough Local Plan 2011-2029.

3. a) No construction above slab level shall take place until details, including samples of all external facing and roofing materials, have been submitted to, and approved in writing, by the Local Planning Authority.

b) The development shall thereafter be carried out in accordance with the approved details.

Reason - To ensure that the external appearance of the development is satisfactory, and to comply with Policy LP10 of the Gosport Borough Local Plan 2011-2029.

4. a) The development hereby permitted shall not be occupied until details of the permeable hard surface for the shared driveway and parking areas have been submitted to, and approved in writing, by the Local Planning Authority.

b) The development shall thereafter be carried out in accordance with approved details.

Reason - To ensure that the external appearance of the development is satisfactory and that material will allow proper drainage of water through, and to comply with Policies LP10 and LP39 of the Gosport Borough Local Plan 2011-2029.

5. The development hereby permitted shall not be occupied until the alterations to the existing boundary wall and the construction of the new boundary wall, shown on the approved drawing 17/591/01 revision C, are completed using bricks that match in type, colour and texture those used in the retained sections of the wall.

Reason - To ensure that the external appearance of the development is satisfactory and preserves the character of the Conservation Area; and to protect the amenities of the occupants of neighbouring properties, and to comply with Policies LP10 and LP12 of the Gosport Borough Local Plan 2011-2029.

6. a) The development hereby permitted shall not be occupied until long and short stay cycle storage facilities have been provided in accordance with a detailed scheme submitted to and approved, in writing, by the Local Planning Authority.

b) The approved cycle storage facilities shall thereafter be retained.

Reason - To protect the amenities of future occupiers of the approved dwellings and to comply with Policies LP10 and LP23 of the Gosport Borough Local Plan 2011-2029.

7. The development hereby permitted shall not be occupied until the bin collection and storage area as shown on plan 17/591/01 Revision C has been provided and thereafter retained.

Reason - To protect the amenities of future occupiers of the approved dwellings and to comply with Policies LP10 and LP23 of the Gosport Borough Local Plan 2011-2029.

8. The development hereby permitted shall not be occupied until the 4 off road parking spaces as shown on plan 17/5900/01 Revision C have been provided and thereafter retained for vehicle parking.

Reason - To ensure adequate car parking is provided and retained, and to comply with Policy LP23 of the Gosport Borough Local Plan 2011-2029.

9. The development hereby permitted shall not be occupied until the driveway as shown on plan 17/5900/01 Revision C has been provided. The driveway shall thereafter be retained and kept clear for the manoeuvring of vehicles at all times.

Reason - To ensure adequate car parking and turning space is provided and retained, and to comply with Policy LP23 of the Gosport Borough Local Plan 2011-2029.

10. Unless otherwise agreed in writing by the Local Planning Authority, neither of the dwellings hereby permitted shall be occupied until the reduction of the existing dropped kerb as shown on plan 17/5900/01 Revision C has been carried out.

Reason - To ensure a safe and defined vehicular access onto the site, and to comply with Policy LP23 of the Gosport Borough Local Plan 2011-2029.

11. Notwithstanding the provisions of The Town and Country Planning (General Permitted Development) (England) Order 2015 (or any Order amending, revoking or re-enacting that Order with or without modification) the approved southern boundary wall which abuts the highway boundary shall not be altered in height after construction nor any access gate(s) be provided across the vehicular access without express permission from the Local Planning Authority.

Reason - To ensure adequate visibility between the approved driveway and Foster Road, and to comply with Policy LP23 of the Gosport Borough Local Plan 2011-2029.

12. Notwithstanding the provisions of The Town and Country Planning (General Permitted Development) (England) Order 2015 (or any Order amending revoking or re-enacting that Order with or without modification) no side extensions to the approved dwellings or enlargement of their roof space shall take place without express permission from the Local Planning Authority.

Reason: To protect the amenity of the occupants of neighbouring properties, and to comply with Policy LP10 of the Gosport Borough Local Plan 2011-2029.

ITEM NUMBER: 04.
APPLICATION NUMBER: 17/00358/FULL
APPLICANT: Mr Peter Hovington
DATE REGISTERED: 21.08.2017

RETENTION OF PERGOLA
12 Grafton Close Gosport Hampshire PO12 4GD

The Site and the proposal

1. The application property is a detached two storey dwelling on a residential estate. It is located on the southern side of the cul-de-sac, Grafton Close, set back behind a shared parking and access area. The open amenity land to the east of Grafton Close is well screened by a row of substantial trees. To the south of the application property are 3 and 5 Chatham Close and to the west is 10 Grafton Close, all are similar two storey detached properties.

2. The application property has a garden to the south which is broadly triangular in shape and shares boundaries with the rear gardens of 3 and 5 Chatham Close and 10 Grafton Close. The garden is 16m wide and on average 11m deep but this does vary due to the orientation and shape of the space. The rear garden is screened from Grafton Close by the application property. Its attached garage also largely screens the rear garden from 10 Grafton Close. The garden is surrounded by approximately 1.8m high fencing and there was a high hedge of conifers along the south-western boundary with 3 Chatham Close however this has recently been removed. The distance between the rear boundary of the garden and the two storey rear elevation of 5 Chatham Close is approximately 8m. The distance between the rear boundary of the garden and the two storey rear elevation of 3 Chatham Close is approximately 11m. Both properties have single storey conservatories which extend approximately 3.5m into the associated rear gardens.

3. The proposal is for the retention of a pergola which has been built to the rear of the application property's attached garage and next to the rear garden's north-west boundary shared with 10 Grafton Close and the part of the south-west boundary shared with 3 Chatham Close. It has been erected on an existing 0.1m high deck and is constructed from 6 dwarf brick pillars supporting an open wooden frame. The pergola is 2.7m tall from the deck, 11.2m long (north - south) by 4.6m wide (east - west).

Relevant Planning History

Nil

Relevant Policies

Gosport Borough Local Plan, 2011 – 2029:

LP10

Design

LP47

Contamination and Unstable Land

Supplementary Planning Documents:

Gosport Borough Council Design Guidance: Supplementary Planning Document: February 2014

National Planning Policy Framework (NPPF), March 2012

Consultations

Environmental Health

No objection.

Response to Public Advertisement

1 letter of objection

Issues raised:-

- in breach of Town and Country Planning (General Permitted Development) (England) Order 2015 as over 2.5m and within 2m of the garden boundary;
- structure is very close or encroaching on the boundary of 3 Chatham Close
- scale of the proposal dominates the rear aspect of 3 Chatham Close

Principal Issues

1. Planning permission is required because the pergola does not fall within permitted development tolerances. Planning legislation allows for the submission of retrospective applications. Comment has been made that the structure is very close or encroaching on the boundary of 3 Chatham Close, however no evidence has been submitted to substantiate this. As such the validation requirements for the application are satisfied and any boundary issues beyond this are not material planning considerations. Although the application site has the potential for land contamination, it is considered that due to the scale and form of the development it is unlikely contamination would have been encountered during construction and thus that there would have been no impact on human health. The main issues, therefore, are the appropriateness of the design of the proposal, its impact on the appearance of the locality and on the amenities of the occupiers of adjacent properties.

2. The pergola is large but is of a form common to decked areas within gardens. It is open in design allowing light through it. The bricks of the pillars are similar to the application property and the wood is similar in colour to the boundary fencing and decking, although not as weathered. It is not visible from the public realm in either Grafton Close or Chatham Close, with the trees along the eastern boundary screening it from the open space beyond. The pergola is positioned on an existing decked area already used by the occupants of the application property and although may increase the use of the decking, it is not considered that this increase would be above normal residential use and so would not be significant enough to cause harm to the privacy or amenity of the adjacent gardens.. The open design, however, ensures that the pergola does not harm the outlook from, or create a loss of light to, the adjacent gardens. Taking this into consideration the proposal is in compliance with Policy LP10 of the Gosport Borough Local Plan 2011 - 2029.

RECOMMENDATION: Grant Permission

ITEM NUMBER: 05.
APPLICATION NUMBER: 17/00440/FULL
APPLICANT: Mr Dave Winzar
DATE REGISTERED: 29.09.2017

DEMOLITION OF EXISTING BUILDINGS AND ERECTION OF TWO STOREY BUILDING COMPRISING 4 ONE BEDROOM FLATS WITH ASSOCIATED PARKING AND CYCLE & REFUSE STORAGE FACILITIES (RESUBMISSION OF 17/00277/FULL) (as amplified by Design & Access Statement received 20.10.2017 and email received 01.11.2017 and amended by plans received 01.11.2017)
131 Brockhurst Road Gosport Hampshire PO12 3AX

The Site and the proposal

1. The application site is located within the Urban Area and comprises a two storey hipped roof building, which contains two retail units at the ground floor (which appear to be currently vacant), with residential accommodation over. The building is finished in a white render to the walls, with a hipped roof finished in concrete interlocking tiles, with hip and ridge tiles. To the rear elevation is a small lean to addition. There was until recently a garage located in the south western corner of the site that was served by a vehicular access from Brockhurst Road located to the southern side of the existing building. This structure was demolished shortly before the submission of this application. The remainder of the land to the rear of the site comprises hardstanding and planting which is overgrown.
2. The front elevation of the building is set back from the highway edge; there is no boundary treatment delineating the eastern boundary of no. 131 Brockhurst Road with the highway boundary, however a low boundary wall projects off the front elevation of the existing building, which identifies the depth of this space. It is noted that this area in front of the existing building is used informally as a parking area for up to four vehicles but is not served by a vehicular crossover which necessitates vehicles parking in this area bumping up the kerb.
3. The application site is located to the western side of Brockhurst Road (A32), with the surrounding development comprising a mix of residential and commercial uses, within a variety of building styles, forms and ages. To the north of the application site there are retail units with residential accommodation over, to the east are residential dwellings, to the south is a car sales business, which comprises an outdoor car sales area to the southern extent and a single storey, pitched roof building with accommodation in its roof at its northern boundary; it is understood that a residential flat is located within part of that building. Pedestrian access to that unit is via a door within the building's northern elevation (two ground floor windows are set either side of that access door). To the west is a two storey pitched roof building, which is utilised as a workshop in connection with the car sales business; residential properties are located adjacent. No. 112 Brockhurst Road and the former Kings Head Public House (now a shop), are located south east and south of the site, respectively and are both included on the Gosport List of Buildings of Local Interest, as identified within the Local Plan.
4. The application seeks planning permission for the demolition of the existing building on site and the construction of a two-storey building which would be sited broadly on the footprint of the existing building, and would contain 4 one-bedroom flats. The proposed building would have a part gabled, part hipped tile roof with a flat crown and would include 2 two-storey projecting bay features to the front and gabled projections to the front and rear elevations with elements of 'Tudor' style timber cladding. The building would otherwise be finished in brick with contrasting cills and curved headers above the ground floor windows. The site is shown to provide four car parking spaces, bin and cycle storage facilities to the rear. The front forecourt is indicated to be enclosed and to include provision for visitor cycle parking. The parking area is indicated to be served by a three metre wide access with a two-way traffic light system to eliminate reversing onto Brockhurst Road.

5. The application is supported by a Design and Access Statement. Amended plans have been received changing the facing materials and architectural detailing of the proposed building, altering the siting and layout of bin and bike stores and introducing traffic light controls to the access. The main differences between this proposal and that refused in August 2017 is a reduction in the scale of the building from three to two storeys and the reduction in the level of development from six flats to four.

Relevant Planning History

K.405 - erection of garage - permitted 28.04.1949

K.405/1 - change of use from a ground floor retail shop to taxi office garage for repairs to own vehicles and use garden as car park - refused 18.10.1977

K.405/2 - demolition of existing building and erection of two storey replacement building to provide 2no. one bedroomed flats and 2no. two bedroomed flats - withdrawn 03.04.2009

K.405/3 - demolition of existing building and erection of two storey replacement building to provide 2no one bedroomed flats and 2no. two bedroomed maisonettes - refused 13.10.2009

K.405/4 - demolition of existing building and erection of three storey building to provide 2 no. two bedroom flats and 2 no. one bedroom flats and associated car parking, bin and cycle stores - refused 27.03.2013

17/00277/FULL - demolition of existing buildings and erection of three storey building comprising 6 no flats with associated parking and cycle & refuse storage facilities - refused 09.08.2017 for the following reasons:

1. The proposed development would, by reason of its unsympathetic height, mass, forward position within the street and detailing, represent an incongruous and unduly prominent feature within the street, which would be harmful to the character and appearance of the locality. As such the proposal is contrary to the principles of good design set out in the National Planning Policy Framework and to Policy LP10 of the Gosport Borough Local Plan 2011-2029.

2. The proposed development would, by reason of the level of parking provided and the layout of the spaces within the site incorporating inadequate provision for the manoeuvring of vehicles clear of the highway, result in vehicles being likely to reverse out onto the A32, interrupting the free flow of traffic in a manner that would be harmful to the safety and convenience of highway users. As such, the proposal is contrary to Policy LP23 of the Gosport Borough Local Plan 2011-2029.

3. The application has been submitted with insufficient ecological survey information and therefore fails to account for the presence or implications of protected species within the application site. The application, as such, fails to consider the impact of the development upon biodiversity contrary to Policy LP44 of the Gosport Borough Local Plan 2011-2029.

4. The proposal does not make adequate provision to mitigate against the harmful impacts of recreational disturbance resulting from increased residential provision in the area on internationally designated habitat sites, specifically the Portsmouth Harbour and Solent and Southampton Water SSSI/SPA/Ramsar sites which would be detrimental to the protected and other species for which these areas are designated. The proposal is therefore contrary to Policies LP2 and LP42 of the Gosport Borough Local Plan 2011-2029 and the Solent Special Protection Areas Gosport Bird Disturbance Mitigation Protocol 2014.

Relevant Policies

Gosport Borough Local Plan, 2011 – 2029:

LP3

Spatial Strategy

LP10

Design

LP22

Accessibility to New Development

LP23

Layout of Sites and Parking
LP24
Housing
LP30
Local Shops outside of Defined Centres
LP42
International and Nationally Important Habitats
LP44
Protecting Species and Other Features of Nature Conservation Importance

Supplementary Planning Documents:

Gosport Borough Council Design Guidance: Supplementary Planning Document: February 2014

Gosport Borough Council Parking: Supplementary Planning Document: February 2014
Solent Special Protection Areas Gosport Bird Disturbance Mitigation Protocol 2014

National Planning Policy Framework (NPPF), March 2012

Consultations

Building Control	Building Regulations approval required.
Streetscene Waste & Cleansing	No objection. Advises individual 240 litre bins not 1100 litres communal bins will be provided.
Hampshire Fire And Rescue Service	No objection.
Local Highway Authority	Object. Inadequate access and parking prejudicial to highway safety.
HCC Ecology	Recommends need for Phase 1 ecological survey.
Environmental Health	No objection.

Response to Public Advertisement

1 letter of observation.

Issues raised:-

- design and scale of revised proposal much improved;
- quoted bus routes have not existed for many years;
- bin storage to front should be reconsidered.

Principal Issues

1. The main issues to be considered in the determination of this application relate to: i) the loss of existing building and retail units; ii) the visual impact upon the locality; iii) impact upon amenities of surrounding occupiers; iv) impact upon highway safety; and, v) ecology. Particular regard must be had to the reasons for the refusal of the previous application and whether these have been addressed and overcome.

2. The application site lies outside of any defined shopping area. Policy LP30 allows for the loss of existing ground floor shops in such locations where they are vacant and reasonable attempts to let them for retail use have been undertaken. The existing retail premises appear to be currently vacant. The application is not supported by any evidence to demonstrate the retail units have been

marketed. Notwithstanding this, regard should be had to the provisions of the General Permitted Development Order which would allow the retail floorspace to be converted to residential subject to a prior approval procedure. Despite the lack of marketing evidence, it is considered that given the permitted development 'fall back', the refusal of the application as being contrary to Policy LP30 would not be reasonable.

3. The application site is located on the A32, a principal route into the Town Centre. It is imperative therefore that the design, position and form of the proposed development makes a positive contribution to the appearance of this prominent site within the streetscene and the visual amenity of the locality. The proposed building would sit up to 0.6 metres forward of the position of the southern-eastern corner of the front elevation of the existing building on site. The existing building sits forward of the buildings either side by approx. 1m (northern building) and 400mm (southern building). The proposed building would therefore sit approximately 1 metre forward of both the adjacent northern and southern buildings. Both the adjacent properties are two-storey in scale. The two-storey scale of the proposed building would be approximately 0.7 metres higher than the existing building and as such would not appear as an unduly prominent feature in the contextual streetscene. The inclusion of projecting bays to the front elevation with gable features above which would replicate features of Victorian buildings in the locality would help the proposal assimilate into the contextual streetscene.

4. The current proposal includes the use of brick as the external facing material instead of the previously proposed render and has an increased level of fenestration to the rear elevation to break up the mass of the building. Increased architectural detailing has been incorporated into the scheme in the form of contrasting brick headers and cills around windows. The current proposal is of a reduced scale and much improved appearance when compared to the previously refused scheme. Overall it is considered that the proposal represents an appropriate design solution for this prominent site that would complement the prevailing character of the locality. Furthermore the proposal would not have an adverse impact upon the setting of adjacent Locally Listed buildings. This proposal has addressed and overcome the design reason for the refusal of the previous application and is in accordance with Policies LP10 and LP13 of the Local Plan.

5. The proposal would not cause a harmful loss of privacy, light or outlook nor result in a dominating building which would be adversely harmful to the amenities of surrounding occupiers, when compared to the current building. The proposed building would be sited with a separation of 18 metres to the existing properties on the opposite side of Brockhurst Road to the east. This degree of separation is considered to be such that the development would not significantly impact on the living conditions of the occupiers of those properties. To the rear of no. 133 there is a covered alley with workshop/ stores, covering the immediately adjacent element of rear garden area to this property, while to the rear of no. 127 is a garage/ workshop. While the existing garage/ workshop and covered alley to no. 133 provides some screening to the rear of this site, there are residential flats over this unit and it is unclear as to whether the occupiers of these units have access to any outdoor amenity space. Notwithstanding this the proposal would not give rise to significant harm in amenity terms and in this respect would comply with Policy LP10 of the Local Plan.

6. The recent demolition of the former garage and the introduction of a formalised parking area, would increase vehicular movements to the rear of the site, over the current arrangement. Vehicles can currently gain access along the southern side of the site; however, the former garage prevented vehicles from accessing the rear of the site. The proposed vehicular access would measure three metres wide along its length and it is noted that the building to the south of the application site has a pedestrian access door and two ground floor windows which face out onto the access. The increased vehicular movements would impact upon the occupiers of the property to the south, however, a means of enclosure is indicated to be constructed at the site boundary, thereby retaining a clear access route for occupiers of the adjacent premises to utilise, unimpeded by traffic if the proposal were acceptable in other respects. The restricted width of the access is such, however, that two vehicles could not pass each other should they attempt to access and egress the site at the same time. This raises the prospect of vehicles attempting to reverse onto the A32 which would represent a significant risk to highway safety. The applicant suggests that a traffic light system could be used to control the use of the access and prevent vehicles needing to reverse into the A32.

However no substantive detail has been provided explaining how this would operate. In the absence of such detail the proposal fails to demonstrate that safe access and egress would be provided that would not be potentially prejudicial to the safety or convenience of users of Brockhurst Road and the A32 contrary to Policy LP23 of the Local Plan.

7. The adopted Parking SPD requires the provision of 4 car parking spaces for residents, plus 1 additional space for visitors. The site plan shows that the 4 spaces are all provided at a width of 2.5 metres, with the end spaces increased in width by an extra 300mm (2.8 metres). The area available to access the spaces and turn varies between 8 and 10 metres. As the site is only accessible from the A32 Brockhurst Road it must be demonstrated that vehicles can enter/leave the site in a forward gear. Given the highly trafficked nature of Brockhurst Road it would be unacceptable for a vehicle to drive into the site, be unable to find a car parking space, and then have to reverse out onto to the A32 in a manoeuvre that would be prejudicial to highway safety. The proposed layout of the turning area would not appear to allow such a manoeuvre to be carried out without one of the parking spaces being lost. On street parking within the immediate vicinity, along Brockhurst Road (A32) is severely restricted, and it is noted that the surrounding residential roads either have limited unrestricted parking opportunities or require the A32 to be crossed in order to be reached. A regular bus route runs along the A32, the site is therefore within a relatively sustainable location, with local convenience shops nearby. However, it is likely that future residents of the units would have a car; this is backed up by the census data for the ward. The parking/highways section of the submitted Design and Access statement does not provide a robust justification for relaxing the requirement for on-site parking. The proposal is therefore contrary to Policy LP23 of the Local Plan and to the Parking SPD.

8. Eight long-stay cycle spaces are proposed within the development, located to the rear of the site, adjacent to the car parking spaces. Whilst little detail is provided, this part of the site is capable of accommodating appropriate facilities which could be conditioned, if the proposal were acceptable in other regards.

9. The submitted drawings show 2x1100 litre bins being sited to the rear of the site. Refuse and recycling containers for a development of this type would be in standard 240 litre bins. The site is capable of accommodating such a provision and a suitable collection point, the details of which could be addressed through the imposition of a suitably worded planning condition, if the proposal were acceptable in other regards.

10. The application has been submitted with a biodiversity checklist, which suggests that the proposal would not have the potential to affect protected species. However, the existing building could be attractive to protected species, in particular bats. In the absence of an appropriate degree of ecological information it cannot be concluded with any certainty that protected species would not be adversely impacted by the development. Given the legal duty for a Local Planning Authority to assess the implications of developments on protected species prior to the determination of applications, this application cannot be positively determined and is contrary to Policy LP44 of the Local Plan.

11. The Conservation of Habitats and Species Regulations 2010 (as amended) and the Wildlife and Countryside Act 1981 place duties on the Council to ensure that the proposed development would not have a significant effect on the interest features for which Portsmouth Harbour, the Solent and Southampton Water are designated as Special Protection Areas, or otherwise affect protected habitats or species. Policy LP42 in Gosport Borough Local Plan 2011-2029 sets out how the Council will ensure that the European designated nature conservation sites along the Solent coast will continue to be protected. The Solent Special Protection Areas - Gosport Bird Disturbance Mitigation Protocol was adopted in April 2016. It has been identified that any development in the Borough which is residential in nature will result in a significant effect on the Special Protection Areas (SPAs) along the Solent coast.

12. The proposal would lead to a net increase in population, which is likely to lead to a significant effect, as described in Regulation 61 of the Habitats Regulations, on the Portsmouth Harbour SPA, the Solent and Southampton Water SPA and the Chichester and Langstone Harbours SPA. The

Gosport Bird Disturbance Mitigation Protocol sets out how the significant affect which this scheme would otherwise cause, could be overcome. The applicant has not acknowledged the need to provide SPA mitigation in accordance with the Protocol. In the absence of any mechanism to secure the required mitigation, the proposal would have an unacceptable impact on protected species and be contrary to Policy LP42 of the Local Plan.

RECOMMENDATION: Refuse

For the following reason(s):-

1. The proposed development would, by reason of the level of parking provided and the layout of the spaces within the site incorporating inadequate provision for the manoeuvring of vehicles clear of the highway, result in vehicles being likely to reverse out onto the A32, interrupting the free flow of traffic in a manner that would be harmful to the safety and convenience of highway users. As such, the proposal is contrary to Policy LP23 of the Gosport Borough Local Plan 2011-2029.
2. The application has been submitted with insufficient ecological survey information and therefore fails to account for the presence of implications for protected species within the application site. The application, as such, fails to consider the impact of the development upon biodiversity contrary to Policy LP44 of the Gosport Borough Local Plan 2011-2029.
3. The proposal does not make adequate provision to mitigate against the harmful impacts of recreational disturbance resulting from increased residential provision in the area on internationally designated habitat sites, specifically the Portsmouth Harbour and Solent and Southampton Water SSSI/SPA/Ramsar sites which would be detrimental to the protected and other species for which these areas are designated. The proposal is therefore contrary to Policies LP2 and LP42 of the Gosport Borough Local Plan 2011-2029 and the Solent Special Protection Areas Gosport Bird Disturbance Mitigation Protocol 2014.

ITEM NUMBER: 06.
APPLICATION NUMBER: 17/00468/TPO
APPLICANT: Mrs Jennifer Draper
DATE REGISTERED: 16.10.2017

CROWN CLEANING TO REMOVE DEAD / DYING / DISEASED AND CROSSING BRANCHES AND REMOVAL TO TRUNK OF LOWEST LIMB ON SOUTH WEST SIDE TO 1 HORSE CHESTNUT TREE (TPO G.1)
9 Little Green Gosport Hampshire PO12 2EU

The Site and the proposal

1. The application property is a two storey terraced dwelling located at the south eastern corner of Little Green. The tree the subject of this application is located in the rear garden which backs onto Green Lane. The tree is protected by Tree Preservation Order G.1.
2. The proposal is to crown clean to remove all dead, dying, diseased and crossing branches and removal to trunk of the lowest limb on the south west side of the horse chestnut.
3. This application is being referred to the Regulatory Board for decision as the applicant is related to an elected Borough and County Councillor.

Relevant Planning History

64/33616/TO - Tree Preservation Order (species: Cupressus Horse Chestnut Oak Lime Beech Acer & Elm.) (confirmed 20/11/64) - confirmed 20.11.64

86/21106/TPO - lopping of Horse Chestnut tree - granted 18.03.86

82/21107/TPO - lopping of 2 no. Horse Chestnut trees (G.1) - granted 03.09.92

02/00315/TPO - lopping of lower branches and crown raising of Horse Chestnut tree (T.12 of TPO G.1) - granted 25.11.02

03/10286/TPO - lopping of 2no. Horse Chestnut trees (T.12 and T.13 of TPO G.1) - granted 23.10.03

07/00255/TPO - lopping of 2no. Horse Chestnut trees (T.12 & T.13 of TPO G.1) - granted 25.06.07

07/00455/TPO - fell 1no. Horse Chestnut tree (T.15 of TPO G.1) and crown reduction to 1no. Horse Chestnut tree (T.16 of TPO G.1) - granted 17.09.07

Relevant Policies

Gosport Borough Local Plan, 2011 – 2029:
LP10
Design

National Planning Policy Framework (NPPF), March 2012

Consultations

Streetscene Parks & Horticulture

The application is in line with the advice given. The proposed crown cleaning, limb removal would be considered appropriate management for the tree given its age, condition, species and location. These

works would not be detrimental to the trees life expectancy or health. The work should be undertaken by suitably qualified arboricultural contractors using modern target pruning practices.

Response to Public Advertisement

Nil

Principal Issues

1. The main issues to consider in the determination of this application are the acceptability of the proposed works in relation to the trees current health and amenity value, and to its contribution to the character and appearance of the area.

2. The horse chestnut is mature and the proposed works to it are appropriate given its age and condition. The works will have no detrimental impact on the tree, and would ensure its continued good health and would therefore preserve its amenity value. The works will not have a harmful impact on the appearance of the tree or the visual amenities of the area. The proposal is, therefore, considered to comply with Policy LP10 of the Gosport Borough Local Plan 2011-2029.

RECOMMENDATION: Grant Consent

Subject to the following condition(s):-

1. The works hereby permitted must be begun within a period of two years beginning with a date on which this permission is granted.

Reason - To maintain, as far as possible, the appearance of the area and in accordance with the provisions of Section 17 of the Town and Country Planning Tree Preservation (England) Regulations 2012.

2. In accordance with the details of your application, no works to the trees subject of this permission shall take place other than:

- crown cleaning to remove dead / dying / diseased and crossing branches and removal to trunk of lowest limb on south west side of Horse Chestnut tree.

Reason - In the interests of amenity and to maintain, as far as possible, the appearance of the area and to comply with Policy LP10 of the Gosport Borough Local Plan 2011-2029.

3. The works hereby permitted shall be carried out in accordance with British Standard 3998 (2010) by a qualified tree surgeon.

Reason - In the interests of amenity and to maintain, as far as possible, the appearance of the area.