

**Planning, Transport & Sustainability Division
 Planning and Rights of Way Panel (West) 2 June 2015
 Planning Application Report of the Planning and Development Manager**

Application address: 7 Carlton Road			
Proposed development: Erection of a two storey side extension			
Application number	15/00484/FUL	Application type	FUL
Case officer	Stuart Brooks	Public speaking time	5 minutes
Last date for determination:	27.05.2015	Ward	Bevois
Reason for Panel Referral:	Request by Ward Member or five or more letters of objection have been received	Ward Councillors	Cllr Derek Burke Cllr Jacqui Rayment Cllr Stephen Barnes-Andrews
Referred by:	Cllr Jacqui Rayment	Reason:	Impact on character and amenity

Applicant: Dr J Jenkinson	Agent: Simpson Hilder Associates
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Recommendation Summary	Conditionally approve
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Reason for granting Permission

The development is acceptable taking into account the policies and proposals of the Development Plan as set out below. Other material considerations have been considered and are not judged to have sufficient weight to justify a refusal of the application, and where applicable conditions have been applied in order to satisfy these matters. The scheme is therefore judged to be in accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004 and thus planning permission should therefore be granted. In reaching this decision the Local Planning Authority offered a pre-application planning service and has sought to work with the applicant in a positive and proactive manner as required by paragraphs 186-187 of the National Planning Policy Framework (2012). Policies - SDP1, SDP7, SDP9, H4 of the City of Southampton Local Plan Review (as amended 2015) and CS13, CS16 of the Local Development Framework Core Strategy Development Plan Document (as amended 2015).

Appendix attached			
1	Development Plan Policies		

Recommendation Summary	Conditionally Approve
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1.0 Introduction

- 1.1 The application is one of six separate applications, submitted concurrently, for similarly designed extensions to existing Houses in Multiple Occupation (HMO's) in Carlton Road. The applications currently being considered are listed as follows and are highlighted on the attached location plan:
- 7 Carlton Road reference 15/00484/FUL
 - 9 Carlton Road reference 15/00489/FUL
 - 11 Carlton Road reference 15/00483/FUL
 - 13 Carlton Road reference 15/00485/FUL
 - 17 Carlton Road reference 15/00482/FUL and 15/00398/MMA.
- 1.2 Numbers 7, 11 and 13 are all existing Use Class C4 HMO's (up to six persons). Number 9 benefits from planning permission for use as a larger, Sui Generis HMO (limited to seven persons) and is essentially seeking to amend the scheme as approved to incorporate the two-storey side extension. Number 17 also benefits from planning permission for use as a larger, Sui Generis HMO (limited to seven occupants) and also seeks to remove a condition of that permission which restricts permitted development rights.
- 1.3 Whilst it is important to take a consistent approach to decision-making, each of the above listed applications should be determined on their own merits, taking into account the specific circumstances of each site.

2.0 The site and its context

- 2.1 The application site is a two storey semi-detached house. The property is located on the eastern side of Carlton Road and is within an area characterised by a range of uses including a school, retail and residential. The area to the rear of the property is hard-surfaced and appears to be used for car parking.
- 2.2 At present the property is occupied as a six-bed Class C4 House in Multiple Occupation. The applicant has submitted Tenancy Agreements to demonstrate that the HMO use of the property is lawful and the Electoral Register and Council Tax records confirm this.

3.0 Proposal

- 3.1 Permission is sought for the construction of a two-storey side extension. This would project outwards from the side elevation of the original two-storey projection by 2.4m. It would measure 4.4m in length and would have a pitched roof with a maximum height of 6.5m (5.3m to the eaves).
- 3.2 As a result of this proposal the property would still retain the same number of bedrooms. The internal layout will have been modified to provide an upstairs bathroom and an enlarged living/dining/kitchen area downstairs.

4.0 Relevant Planning Policy

- 4.1 The Development Plan for Southampton currently comprises the "saved" policies of the City of Southampton Local Plan Review (as amended 2015) and the City of Southampton Core Strategy (as amended 2015). The most relevant policies to

these proposals are set out at **Appendix 1**.

- 4.2 The National Planning Policy Framework (NPPF) came into force on 27th March 2012 and replaces the previous set of national planning policy guidance notes and statements. The Council has reviewed the Core Strategy to ensure that it is in compliance with the NPPF and are satisfied that the vast majority of policies accord with the aims of the NPPF and therefore retain their full material weight for decision making purposes, unless otherwise indicated.
- 4.3 Following the Article 4 direction coming into effect on 23 March 2012, the conversion of a family house into a small HMO for up to six people requires planning permission. Any physical improvement to the property should be purely assessed against the Council's quality of development policies where the level of occupation does not exceed a small HMO as there would be no further affect the balance and mix of the households within the local area.
- 4.4 The Houses in Multiple Occupation SPD was adopted in March 2012, which provides supplementary planning guidance for policy H4 and policy CS16 in terms of assessing the impact of HMOs on the character and amenity, mix and balance of households of the local area. The SPD sets a maximum threshold of 20% for the total number of HMOs in the ward of Bevois. It is important to be aware that as the property is already being occupied legitimately as a C4 HMO and was established as a small HMO before 23 March 2012 and the threshold, therefore, does not apply in this case. The reason being that there would be no increase in the concentration of HMOs within the assessment area (section 6.7 of the SPD refers).
- 4.5 Saved Policy SDP1 (Quality of development) of the Local Plan Review allows development, providing that it does not unacceptably affect the health, safety and amenity of the city and its citizens. Policy SDP7 (Context) and SDP9 (Scale, Massing, and Appearance) allows development which will not harm the character and appearance of the local area, and the building design in terms of scale and massing should be high quality which respects the surrounding area. Policy CS13 (Fundamentals of Design) assesses the development against the principles of good design.

5.0 Relevant Planning History

- 5.1 There have been no recent or relevant planning applications submitted for this property.

6.0 Consultation Responses and Notification Representations

- 6.1 Following the receipt of the planning application a publicity exercise in line with department procedures was undertaken which included notifying adjoining and nearby landowners and erecting a site notice (31.03.2015). At the time of writing the report **8** representations have been received from surrounding residents, including a local residents group. A local Ward Councillor has called in the application. The following is a summary of the points raised:

6.1.1 Comment

Overconcentration of HMOs and over population within the local area already. Further occupiers will further harm the amenity of long term residents living in the local area. The granting of permission for the extension at 15 Carlton Road (ref no. 15/02121/FUL) should not set a precedent. The applicant is developing their properties in a piecemeal manner, and the cumulative impact should be taken into account.

Response

This application is not for a change of use of the property but for a two storey side extension to an existing HMO. If the applicant wishes to increase the occupancy at this property, a further planning application would be required which would be considered on its merits at the time of submission.

6.1.2 Comment

Out of character. The Edwardian style of building in Carlton Road should be preserved as they are the only ones of their type in the local area. Affects the local conservation area.

Response

The proposed extension lies to the rear of the main façade. It would be a modest and proportional addition in size using matching materials to the existing building. The property is not highly visible within the setting of the conservation area within Carlton Crescent and The Avenue.

6.1.3 Comment

The property has potential to be increased to a seven bedroom HMO.

Response

Planning permission is required to change the use from a small C4 HMO to a large HMO. This change of use would need to be assessed under a separate application and is therefore not a material consideration under this application.

6.1.4 Comment

Overdevelopment. Reduced amenity space for occupiers.

Response

The extension has a small footprint of 11sqm which would not significantly reduce the amenity space available. The extension lies to the side in a part of the amenity space which is not very useable and would not impact on the main rear garden area.

6.1.5 **Cllr Rayment** - Concern that increase in scale and intensity of use will harmfully impact nearby occupiers in terms of associated issues such as anti-social behaviour and noise (noted as being sent on behalf of Cllrs Rayment, Burke and Barnes-Andrews).

6.2 **Consultation Responses**

6.3 **SCC Private Housing** - No objection

7.0 Planning Consideration Key Issues

7.1 As set out above, the application does not propose a change of use of the site or an increase in the number of bedrooms contained within the property. Furthermore, were the applicant to change the layout of the property in the future and increase the number of bedrooms, planning permission would be required for a change of use and the Council could consider the impact of such an intensification at that time. However, for the avoidance of doubt and in the interests of the potential impacts on the character and amenity of the area, conditions are recommended that would prevent the formation of further bedrooms or an increase in the occupancy of the dwelling. The application, therefore, falls to be considered solely on the associated impacts of the proposed physical extension in terms of the impact on the character of the area and residential amenity.

7.2 Impact on the Character of the Area

7.2.1 The proposed extension would not project beyond the side elevation of the main dwelling house and would not subsequently be readily visible from Carlton Road. As such, the proposal would not have a significant impact on the wider street scene.

7.2.2 The design of the proposed extension is considered to relate well to the appearance of the existing property, given that the height of the roof ridge is well set down in a subservient manner and it does not project beyond the outer flank wall of the existing property. The extension would be built using materials closely matching the existing property.

7.2.3 Whilst the extension would reduce the external space associated with the property, the main area of rear garden would be retained, meaning the site would not appear over-developed when having regard to the higher-density, central location of the site.

7.3 Impact on Residential Amenity

7.3.1 The proposed extension directly faces the school grounds and, therefore, does not affect the amenities of neighbouring occupiers.

8.0 Summary

8.1 In summary, the proposed extension would improve the facilities for the existing occupiers, whilst it would be in keeping with the character and appearance of the local area and would not adversely affect the amenities of the neighbouring occupiers.

9.0 Conclusion

9.1 In conclusion, the proposal is not considered to be contrary to the Council's planning policy and guidance and, therefore, is recommended for conditional approval.

Documents used in the preparation of this report Background Papers

1(a), 1(b), 1(c), 1(d), 2(b), 2(d), 4(f), 4(qq), 6(c), 7(a), 9(a), 9(b).

SB for 02/06/15 PROW Panel

PLANNING CONDITIONS

01. APPROVAL CONDITION - Full Permission Timing Condition - Physical works

The development works hereby permitted shall begin not later than three years from the date on which this planning permission was granted.

REASON:

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

02. APPROVAL CONDITION - Materials to match [Performance Condition]

The materials and finishes to be used for the external walls, windows (including recesses), drainage goods and roof in the construction of the extension hereby permitted shall match in all respects the type, size, colour, texture, form, composition, manufacture and finish of those on the existing building.

REASON:

To enable the Local Planning Authority to control the development in detail in the interest of the visual amenities of the locality and to endeavour to achieve a building of high visual quality and satisfactory visual relationship of the new development to the existing.

03 APPROVAL CONDITION – Window restriction [Performance Condition]

Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order amending, revoking or re-enacting that Order), the first floor bedroom window in the west elevation of the extension hereby approved shall be obscure glazed to 1.7m above floor level and be top opening only (as indicated on the approved plans).

REASON:

To protect the privacy of the occupiers within the property.

04. APPROVAL CONDITION - Room restrictions [Performance Condition]

The rooms annotated on plans 6555-132 as the kitchen/dining/lounge area and bathrooms shall remain as communal space for the occupiers of the dwelling throughout occupation of the building and shall at no time be used as bedrooms unless otherwise agreed upon in writing but the Local Planning Authority.

REASON:

For the avoidance of doubt, to maintain sufficient residential environment for occupiers and to ensure that there is no intensification of use of the site.

05. APPROVAL CONDITION - Approved Plans

The development hereby permitted shall be carried out in accordance with the approved plans listed in the schedule attached below, unless otherwise agreed in writing with the Local Planning Authority.

REASON:

For the avoidance of doubt and in the interests of proper planning.

POLICY CONTEXT

Core Strategy - (January 2010)

CS13 Fundamentals of Design
CS16 Housing Mix and Type

City of Southampton Local Plan Review – (March 2006)

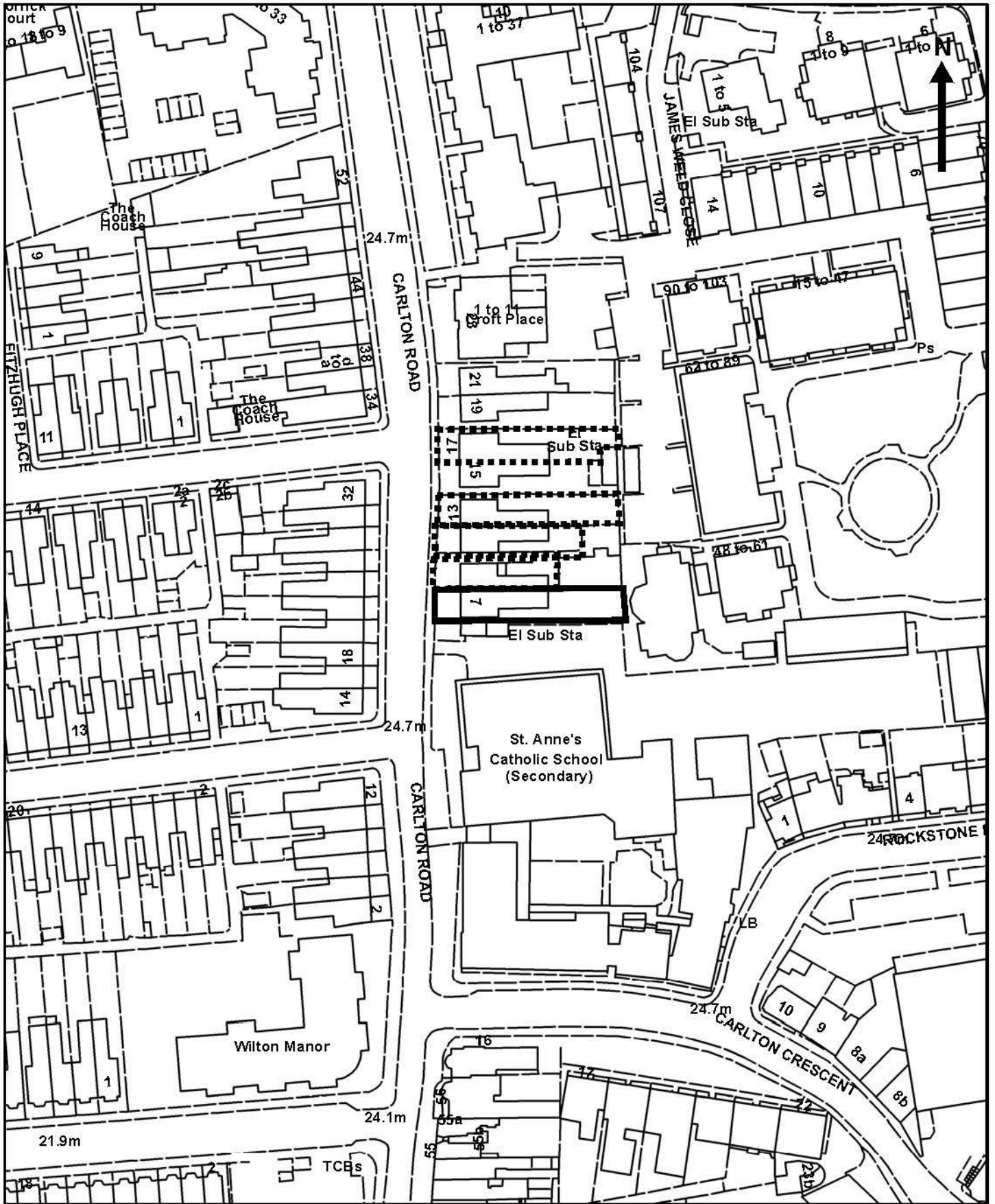
SDP1 Quality of Development
SDP7 Urban Design Context
SDP9 Scale, Massing & Appearance
H4 Houses in Multiple Occupation

Supplementary Planning Guidance

Houses in Multiple Occupation (Approved – March 2012)
Residential Design Guide (Approved - September 2006)
Parking Standards SPD (September 2011)

Other Relevant Guidance

The National Planning Policy Framework 2012



Scale: 1:1,250

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