

Southampton City Planning & Sustainability
Planning and Rights of Way Panel meeting 29 May 2012
Planning Application Report of the Planning and Development Manager

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| Application address: 28 -30 Alma Road SO14 6UP | | | |
| Proposed development: Re-development of the site, demolition of existing buildings and erection of a two-storey building with accommodation in roof, containing ten flats with associated car parking, refuse and cycle store (outline application seeking approval for access, appearance, layout and scale). | | | |
| Application number | 12/00339/OUT | Application type | OUT |
| Case officer | Mathew Pidgeon | Public speaking time | 15 minutes |
| Last date for determination: | 17.05.2012 | Ward | Bevois Valley |
| Reason for Panel Referral: | Major scheme with objection | Ward Councillors | Clr Burke Clr Rayment Clr Barnes-Andrews |

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| Applicant: Mr K Mohmed | Agent: Concept Design & Planning LLP - Mr Rob Wiles |
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| Recommendation Summary | Delegate to Planning and Development Manager to grant outline planning permission subject to criteria listed in report |
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Reason for Granting Outline Permission

The development is acceptable taking into account the policies and proposals of the Development Plan as set out below. Other material considerations including the impact on the character of the street scene, car parking, the number and layout of units, the amenity and privacy of adjacent occupiers and the residential environment created 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 outline planning permission should therefore be granted.

Policies - SDP1, SDP4, SDP5, SDP7, SDP9, SDP13 and H7 of the City of Southampton Local Plan Review (March 2006).

Policies- CS4, CS5, CS13, CS16, CS19 and CS20 of the Core Strategy 2010.

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| Appendix attached | |
| 1 | Development Plan Policies |
| 2 | Relevant Planning History |

Recommendation in Full

Delegate to the Planning and Development Manager to grant planning permission subject to the completion of a S.106 Legal Agreement to secure:

- i. Financial contributions towards site specific transport contributions for highway improvements in the vicinity of the site in line with Policy SDP4 of the City of

Southampton Local Plan Review (March 2006), policies CS18 and CS25 of the adopted LDF Core Strategy (2010) and the adopted SPG relating to Planning Obligations (August 2005 as amended);

- ii. A financial contribution towards strategic transport projects for highway network improvements in the wider area as set out in the Local Transport Plan and appropriate SPG/D;
- iii. Financial contributions towards the relevant elements of public open space required by the development in line with policies CLT5, CLT6 of the City of Southampton Local Plan Review (March 2006), Policy CS25 of the adopted LDF Core Strategy (2010) and the adopted SPG relating to Planning Obligations (August 2005 as amended);
Amenity Open Space (“open space”)
Playing Field;
- iv. Provision of affordable housing in accordance with Core Strategy CS15.
- v. Submission of a highway condition survey to ensure any damage to the adjacent highway network attributable to the build process is repaired by the developer.
- vi. A financial contribution towards public realm improvements in accordance with the adopted SPG relating to Planning Obligations (August 2005 as amended).

In the event that the legal agreement is not completed by 31st July 2012 the Planning and Development Manager be authorised to refuse permission on the ground of failure to secure the provisions of the Section 106 Legal Agreement.

1. The site and its context

- 1.1 The site is located on the north western side of Alma Road, within the centre of the road. The residential street is characterised by late Victorian two storey dwelling houses.
- 1.2 The semi-detached pair of dwellings have direct external access to the rear of the property. To the rear there are reasonable sized amenity areas. The pair of properties has previously been extended at single storey level. Front gardens have been paved over to provide parking.

2. Proposal

- 2.1 The application seeks permission to demolish the original two storey pair of semi detached dwelling houses and replace them with a single building containing ten flats (2 x 3 bed and 4 x 1 bed and 4 x studio flats). Only landscaping has been left as a Reserved Matter.
- 2.2 The footprint of the building will alter. However, overall it will not exceed the existing footprint.
- 2.3 The proposed new build will have a slightly increased ridge height which will allow the 4 studio flats to be located within the roof space.
- 2.4 In design terms, the proposed dwelling mimics the character and features of the existing semi detached pair and their neighbouring properties. Traditional design features have been incorporated including recessed entrances, bay windows and a hipped roof.

3.0 Relevant Planning Policy

- 3.1 The Development Plan for Southampton currently comprises the “saved” policies of the City of Southampton Local Plan Review (March 2006) and the City of Southampton Core Strategy (January 2010). The most relevant policies to these proposals are set out at **Appendix 1**.
- 3.2 The National Planning Policy Framework came into force on 27 March 2012. Having regard to paragraph 214 of the National Planning Policy Framework the policies and saved policies set out in **Appendix 1** which have been adopted since 2004 retain their full material weight for decision making purposes.
- 3.3 Major developments are expected to meet high sustainable construction standards in accordance with the City Council’s adopted and emerging policies. In accordance with adopted Core Strategy Policy CS20 and Local Plan “saved” Policy SDP13.

4.0 Relevant Planning History

- 4.1 There is no planning permission relating to the single storey rear extensions there are however building control records that indicate that the extensions were built in 1994.
- 4.2 **09/00124/FUL** - Redevelopment of the site by the demolition of the existing dwellings (with the exception of the single-storey rear extensions) and erection of 2 x two-storey, six-bed, semi-detached dwellings with rooms in the roof and associated car - Refused
- 4.3 **09/00410/FUL** - Redevelopment of the site by the demolition of the existing dwellings (with the exception of the single-storey rear extensions) and erection of 2 x two-storey, six-bed, semi-detached dwellings with rooms in the roof and associated car parking (resubmission). Refused
- 4.4 **09/00588/FUL** - Redevelopment of the site by the demolition of the existing dwellings (with the exception of the single-storey rear extensions) and erection of 2 x two-storey, six-bed, semi-detached dwellings with rooms in the roof and associated car parking, with the provision of a single storey detached store to the rear to serve 30 and 32 Alma Road (resubmission and variation to 09/00410/FUL). Refused
- 4.5 **10/00511/OUT** - Redevelopment of site of 6 flats. Erection of a 2.5 storey building comprising (2x2 bed flat and 4x3 bed flat) with associated parking and cycle storage following demolition of existing building (outline application). Conditionally Approved.
- 4.6 **11/01646/OUT** - Redevelopment of site to provide 5 flats. Erection of a 2.5 storey building comprising (2 x 1-bed, 2x bedsit and 1x3-bed flats) with associated parking and cycle/refuse storage, following the demolition of existing building. (Outline application seeking approval for access, appearance , layout and scale.) Refused.
- 4.7 Please refer to **Appendix 2** for the reasons for refusal used in determining the above applications.

5.0 Consultation Responses and Notification Representations

- 5.1 Following the receipt of the planning application a publicity exercise in line with department procedures was also undertaken which included notifying adjoining and nearby landowners, placing a press advertisement (enter date) and erecting a

site notice (enter date). At the time of writing the report 2 representations have been received, one from a local residents' group and one from a nearby resident.

- Insufficient off road car parking.
- Inappropriate and insufficient outside amenity space for the number of residents.
- Design of building is out of character.
- Overdevelopment of the site.
- Loss of family housing.
- Increased occupancy placing pressure on local services.
- Loss of front boundary walls.
- Poor refuse storage provision.
- Cycle store is not large enough.

5.2 **Environmental Health, Pollution and Safety** - No objection subject to conditions.

Environment Agency - No objection.

5.2 **SCC Highways** - Alma Road is subject to parking pressures. A parking survey is required to determine whether or not the proposal will create a harmful impact on the public highway.

6.0 **Planning Consideration Key Issues**

6.1 The key issues for consideration in the determination of this planning application are:

- i. The principle of development,
- ii. The impact on character of the local area and street scene,
- iii. The impact on the amenity of the surrounding area,
- iv. The adequacy of the living environment for the residents; and
- iv. Whether previous refusal reasons have been overcome.

6.2 **Principle of Development**

6.2.1 The principle of redeveloping the site which involves the loss of two family dwelling houses and erection of a block which has ten flats split between two halves of the building is not objectionable in principle.

6.2.2 The proposal also involves the formation of two three bedroom units which both have direct access to their own private amenity space and as such the scheme would not result in the net loss of 'family dwelling units'. The amenity space provided for the two family units is sufficient in scale and is fit for its intended purpose.

6.3 **The impact on character of the local area and street scene**

6.3.1 In design terms, the proposed dwelling mimics the character and features of the existing semi detached pair and neighbouring properties. The ridge height of the proposed building is slightly higher than the existing. The building would also be slightly wider than existing; the projection of the building into the site would however be less than the existing houses.

6.3.2 The properties within Alma Road are not all uniform in character and/or design. There is a change in height along the road and properties have been extended to the rear. Yet dwellings are similar by way of having many common features.

- 6.3.4 The scale and mass of the building is considered acceptable given its context within the wider street scene.
- 6.3.5 In terms of the detail of the design, at ground and first floor level the size and proportion of windows respect those of the surroundings and improve upon the situation which exists at present on the site. Front facing bay windows add architectural interest to the front elevation and dormer windows in the roof would break up the roof form in a similar fashion to surrounding roofs which have a combination of chimneys, dormer windows and parapet walls.
- 6.3.6 The dormer windows are set well into the plane of the roof and are significantly smaller than the main windows in the building and therefore do not dominate or give the impression that the building is top heavy.
- 6.3.7 The building maintains an active frontage.

6.4 Impact on the amenity of the surrounding area.

- 6.4.1 At present there are habitable room windows within the side elevation which face habitable room windows of the neighbouring property. This is not an ideal situation and at present is made worse by the fact that all boundary treatments between neighbouring properties have been removed (due to being in the same ownership). With appropriate boundary treatment the overlooking/privacy issue at ground floor level can be overcome.
- 6.4.2 At first floor level there are habitable room windows proposed to be added to a side are secondary windows serving kitchen/living rooms and therefore can be obscurely glazed to prevent harm to neighbouring privacy.
- 6.4.3 The building respects neighbouring outlook.
- 6.4.4 The applicant has been asked to provide a parking survey and it is hoped that the results will be able to reported to Panel members on the day of the Planning and Rights of Way Meeting.

6.5 The adequacy of the living environment for the residents

- 6.5.1 The shared amenity space proposed is considered large enough to be both high quality and fit for purpose. Southampton Common would provide mobile occupants with a larger space to use for amenity purposes.
- 6.5.2 The dwelling is located close to Portswood District Centre and therefore is close to community facilities including retail services.
- 6.5.3 Adequate refuse and cycle storage facilities can be provided on site.

6.6 Whether previous refusal reasons have been overcome

- 6.6.1 All previous reasons for refusal are not applicable to the scheme put forward for determination.

7.0 Summary

- 7.1 The proposals are compliant with relevant policies of the development plan.

8.0 Conclusion

- 8.1 The development is acceptable taking into account the development plan and relevant guidance. Accordingly the scheme is recommended for approval subject to relevant planning conditions.

Local Government (Access to Information) Act 1985
Documents used in the preparation of this report Background Papers

1 (a), 1(b), 1(c), 1(d), 1(b), 1(d), 4(f), 6(c), 10(a), 10(b)

MP3 for 29/05/12 PROW Panel

PLANNING CONDITIONS

01. APPROVAL CONDITION - Outline Permission Timing Condition

Outline Planning Permission for the principle of the development proposed and the following matters sought for consideration, namely the layout of buildings and other external ancillary areas, the means of access (vehicular and pedestrian) into the site and the buildings, the appearance and design of the structure, and the scale, massing and bulk of the structure, of the site is approved subject to the following:

- (i) Written approval of the details of the following awaited reserved matters shall be obtained from the Local Planning Authority prior to any works taking place on the site:

The landscaping of the site specifying both the hard surface treatments to be used on external areas and the planting to be undertaken within the soft landscape areas to include a detailed landscaping scheme and implementation timetable, which clearly indicates the numbers, planting densities, types, planting size and species of trees and shrubs to be planted, and treatment of hard surfaced areas.

- (ii) An application for the approval of the outstanding reserved matters shall be made in writing to the Local Planning Authority before the expiration of three years from the date of this Outline Permission
- (iii) The development hereby permitted shall be begun either before the expiration of five years from the date of this Outline permission, or before the expiration of two years from the date of approval of the last application of the reserved matters to be approved whichever is the latter.

Reason:

To enable the Local Planning Authority to control the development in detail and to comply with Section 91 and Section 92 of the Town and Country Planning Act 1990 (as amended).

02. APPROVAL CONDITION - Details & samples of building materials to be used [Pre-Commencement Condition]

No development works shall be carried out unless and until a detailed schedule of materials and finishes including samples (if required by the LPA) to be used for external walls, windows, doors and the roof of the proposed buildings has been submitted to and approved in writing by the Local Planning Authority. Details shall include all new glazing, panel tints, drainage goods, and the ground surface treatments formed. Development shall be implemented only in accordance with the agreed detail.

REASON:

To enable the Local Planning Authority to control the development in detail in the interests of amenity by endeavouring to achieve a building of visual quality.

03. APPROVAL CONDITION Cycle Storage Facilities [Pre-Occupation Condition]

The approved cycle storage facilities shall be constructed in accordance with the approved plans prior to the first occupation of any of the hereby approved flats. Such facilities as approved shall be permanently retained for that purpose.

REASON:

To encourage cycling as an alternative form of transport.

04. APPROVAL CONDITION, Refuse & Recycling [Pre-Occupation Condition]

The hereby approved refuse storage facilities shall be constructed in accordance with the approved plans prior to the occupation of the hereby approved scheme. Such facilities as approved shall be permanently retained for that purpose.

REASON:

In the interests of visual amenity, the amenities of future occupiers of the development and the occupiers of nearby properties.

05. APPROVAL CONDITION - Contractors Compound (Pre-Commencement Condition)

Detailed plans specifying the areas to be used for contractors vehicle parking and plant; storage of building materials, and any excavated material, huts and all working areas required for the construction of the development hereby permitted shall be submitted to and approved in writing by the Local Planning Authority before development commences on site. The development shall proceed in accordance with the agreed details

REASON

For the avoidance of doubt and in the interests of the amenities of nearby residents.

06. APPROVAL CONDITION - Wheel Cleaning Facilities [Pre-Use Condition]

During the period of the preparation of the site, excavation for foundations or services and the construction of the development, wheel cleaning facilities shall be available on the site and no lorry shall leave the site until its wheels are sufficiently clean to prevent mud being carried onto the highway.

REASON:

In the interests of highway safety.

07. APPROVAL CONDITION - Glazing panel specification [Pre-Occupation Condition]

The windows in the side elevation of the hereby approved development [at first floor level] shall be glazed in obscure glass and shall only have a top light opening above a height of 1.7m above the floor level of the room to which it serves. The window as specified shall be installed before the development hereby permitted is first occupied and shall be permanently retained in that form.

REASON:

To protect the privacy enjoyed by the occupiers of the adjoining property.

08. APPROVAL CONDITION - Landscaping detailed plan [Pre-Commencement Condition]

The approved landscaping scheme pursuant to the reserved matters application as required by condition 1 of this consent shall be implemented prior to first occupation of any

of the flats or within the first planting season following completion of development whichever is the sooner.

REASON:

To improve the appearance of the site and enhance the character of the development in the interests of visual amenity, to ensure that the development makes a positive contribution to the local environment and, in accordance with the duty required of the Local Planning Authority by Section 197 of the Town and Country Planning Act 1990

09. APPROVAL CONDITION, Boundary fence [Pre-Occupation Condition]

Before occupation of the development hereby approved, details of the design and specifications of the boundary treatment of the site shall be submitted to and approved in writing by the Local Planning Authority. The agreed boundary enclosure details shall be subsequently erected prior to the occupation of any of the units provided under this permission and such boundary treatment shall thereafter be retained.

REASON:

In the interests of the visual amenities of the area and to protect the amenities and privacy of the occupiers of adjoining property

10. APPROVAL CONDITION - Code for Sustainable Homes [Pre-Occupation Condition]

The dwelling(s) shall achieve a Code Level 4 in accordance with the requirements of the Code for Sustainable Homes: Technical Guide (or such national measure of sustainability for house design that replaces that scheme). No dwelling shall be occupied until a Final Code Certificate has been issued for it certifying that Code Level 4 has been achieved.

REASON:

To ensure the development minimises its overall demand for resources and to demonstrate compliance with policy CS20 of the Local Development Framework Core Strategy Development Plan Document Adopted Version (January 2010).

11. APPROVAL CONDITION, Renewable Energy - Micro-Renewables

An assessment of the development's total energy demand and a feasibility study for the inclusion of renewable energy technologies on the site, that will achieve a reduction in CO2 emissions of at least 20% must be conducted. Plans for the incorporation of renewable energy technologies to the scale that is demonstrated to be feasible by the study, and that will reduce the CO2 emissions of the development [by at least 20%] must be submitted and approved in writing by the Local Planning Authority prior to the commencement of the development hereby granted consent. Renewable technologies that meet the agreed specifications must be installed and rendered fully operational prior to the first occupation of the development hereby granted consent and retained thereafter.

REASON:

To reduce the impact of the development on climate change and finite energy resources and to comply with adopted policy CS20 of the Local Development Framework Core Strategy Development Plan Document Adopted Version (January 2010).

12. APPROVAL CONDITION - Hours of work for Demolition / Clearance / Construction [Performance Condition]

All works relating to the demolition, clearance and construction of the development hereby granted shall only take place between the hours of;
Monday to Friday 08:00 hours to 18:00 hours (8.00am to 6.00pm)

Saturdays 09:00 hours to 13:00 hours (9.00am to 1.00pm)

And at no time on Sundays and recognised public holidays.

Any works outside the permitted hours shall be confined to the internal preparations of the buildings without audible noise from outside the building, unless otherwise agreed in writing by the Local Planning Authority.

REASON:

To protect the amenities of the occupiers of existing nearby residential properties.

Note to Applicant

1. A formal application for connection to the public sewerage system is required in order to service this development. To initiate a sewer capacity check to identify the appropriate connection point for the development, please contact Atkins Ltd, Anglo Street, James Hous, 39A Southgate street, Winchester, SO23 9EH (tel 01962 858688), or www.southernwater.co.uk.

2. Due to the nature of the residential units hereby approved if any of the units are proposed to be occupied by three or more unrelated individuals you are advised to check with the Local Planning Authority to see whether or not the proposal would require a change of use from C3 to C4 use.

POLICY CONTEXT

Core Strategy - (January 2010)

CS4 (Housing Delivery)
CS5 (Housing Density)
CS13 (Fundamentals of Design)
CS16 (Housing Mix and Type)
CS19 (Car and Cycle parking)
CS20 (Tackling and Adapting to Climate Change)

City of Southampton Local Plan Review – (March 2006)

SDP1 (Quality of Development)
SDP4 (Development access)
SDP5 (Parking)
SDP7 (Context)
SDP9 (Scale, Massing and Appearance)
SDP13 (Resource Conservation)
H7 (Residential Environment)

Supplementary Planning Guidance

Residential Design Guide (Approved - September 2006)
Planning Obligations (Adopted - August 2005 and amended November 2006)

Relevant Planning History

09/00124/FUL - Redevelopment of the site by the demolition of the existing dwellings (with the exception of the single-storey rear extensions) and erection of 2 x two-storey, six-bed, semi-detached dwellings with rooms in the roof and associated car parking - REF

REFUSAL REASON: Excessive Parking and Poor Site Layout

Notwithstanding the existing site layout and parking arrangements the proposed scheme makes provision for 4 parking spaces on site, with potential for more taking access from the existing driveway along the side of 30 Alma Road. The proposal therefore makes an over-provision in on-site car parking that will discourage alternative modes to the private car in an area of "high" accessibility to local services and public transport alternatives, and results in a poor residential layout with a car dominated site frontage and a loss of amenity to prospective residents as vehicles manoeuvre onto and from the site (particularly from headlight glare in the evening). Furthermore, as proposed, the refuse storage has been poorly integrated into the development and has been sited outside of a dedicated store adjacent to the window of the proposed sun lounge without an area identified on the site frontage for the presentation on refuse collection days. As such the application is not considered to assist in reducing the need to travel and will not result in design led improvements to the site frontage, the wider streetscene or the residential amenity of prospective residents. The application has been assessed by the Local Planning Authority as contrary to policies SDP1, SDP5 (and Appendix 1), SDP7, SDP9 and H7 of the adopted City of Southampton Local Plan Review (2006) as supported by the relevant sections of the Council's approved Residential Design Guide SPD (2006)

Note to Applicant

Plan ref: 09/1501/P03 incorrectly shows a side dormer window on the front elevation

09/00410/FUL - Redevelopment of the site by the demolition of the existing dwellings (with the exception of the single-storey rear extensions) and erection of 2 x two-storey, six-bed, semi-detached dwellings with rooms in the roof and associated car parking (resubmission)

REFUSAL REASON - Insufficient plans

The submitted plans are not a true representation of existing development on the site. The submitted plans indicate the provision of garden space in the location where unauthorised works are currently being undertaken at the rear of the premises. On the basis of the contradictory information the local planning authority is unable to fully assess the impact that the accumulation of development on this site may have on future occupants, including the ability to provide adequate private amenity space for occupiers of the house as proposed to be extended, or the amenities of occupiers of neighbouring dwellings contrary to policies SDP1, SDP7, SDP9 and H7 of the City of Southampton Local Plan Review (March 2006).

09/00588/FUL - Redevelopment of the site by the demolition of the existing dwellings (with the exception of the single-storey rear extensions) and erection of 2 x two-storey, six-bed, semi-detached dwellings with rooms in the roof and associated car parking, with the

provision of a single storey detached store to the rear to serve 30 and 32 Alma Road (resubmission and variation to 09/00410/FUL).

Refusal Reason - over development

The proposed single storey detached store to the rear of the 30 and 32 Alma Road by reason of its siting height, scale and footprint creates a cramped and overdeveloped layout of the site which results in insufficient amenity provision for occupants of 30 and 32 Alma Road and would appear over dominant when viewed from the rear dwelling and curtilage of 45 – 53 Livingstone Road. The proposal is therefore contrary to the provisions of policies SDP1, SDP7, SDP9 and H7 of the City of Southampton Local Plan Review (March 2006) and the relevant provisions of the Residential Design Guide (September 2006).

Note to applicant:-

Please be advised that an enforcement action to remove the rear store will be forthcoming.



12/00339/OUT

Scale : 1:1250

Date : 17 May 2012

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