

Southampton City Planning & Sustainability
 Planning and Rights of Way Panel meeting 19 January 2010
 Planning Application Report of the Head of Division

Application address 12-13 Holland Road, Woolston			
Proposed development Two storey side extension and alterations to existing building to provide 4x1-bed flats (2 additional) with associated parking and bin/cycle storage			
Application number	09/01169/FUL	Application type	Full
Case officer	Andy Gregory	Application category	Q13 - minor dwellings

Recommendation Summary	Conditional Approval
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Reason for Panel consideration	In the interests of consistency following a Ward Member referral for the previous application
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Applicant Ms Allen	Agent Sanders Design Services Ltd
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Date of receipt	10.11.2009	Ward members	Woolston
Date of registration	10.11.2009		Cllr Cunio
Publicity expiry	11.12.2009		Cllr Williams
Date to determine	05.01.2010 OVER		Cllr Payne

Site area	0.05 hectares	Usable amenity area	130sqm
Site coverage (developed area)	25%		
Density - whole site	80dph		

Residential mix	numbers	size sqm	Other land uses	class	size sqm
Studio / 1-bedroom	2	40 sqm	Commercial use	-	
2-bedroom			Retail use	-	
3-bedroom			Leisure use	-	
other			other	-	

Accessibility zone	medium	Policy parking max	2 spaces
Parking Permit Zone	no	existing site parking	2 spaces
Cyclist facilities	no	car parking provision	4 spaces
motor & bicycles	4 cycles	disabled parking	0 spaces

Key submitted documents supporting application			
1	Design and Access Statement	2	Tree Report
Appendix attached			
1	Local Plan Policy schedule	2	Suggested Planning Conditions

Proposed Development and surrounding context

This application relates to the extension, and subsequent conversion, of an attractive semi-detached building at 12 and 13 Holland Road. The building is currently occupied as 2 flats and is located at the end of the Holland Road cul-de-sac. The rear garden is currently characterised by mature evergreen planting, a large decked area, an outbuilding and a mature tree protected by a Tree Preservation Order (TPO). The rear garden slopes down to the west and the applicant's intend to retain the existing boundary planting. The surrounding area is predominantly residential in character, with a mix of accommodation and architectural styles including detached and semi-detached family housing and flatted schemes (including both purpose built, such as Mirabella Close, and converted dwellings). Parking along Holland Road is unrestricted, but limited, and the junction with Church Road is controlled by double yellow lines.

Full planning permission is sought for the extension and conversion of the property from 2 flats into 4 self-contained 1 bedroom flats with two flats per floor. The two storey side extension comprises two flats and follows the demolition of the existing porch. The existing single storey lean-to will be replaced with a similar extension that forms the entrance to the two-bed flat. The materials and fenestration proposed would match the existing building.

A timber cycle store and bin store would be provided and 4 car-parking spaces (on a 1 for 1 basis) would replace part of the existing decking area with access taken from the existing access. All residents would have direct access to approximately 130sq.m of useable amenity space within the rear garden.

Relevant Planning Policy

There are no site-specific policies which relate to the application site, but a schedule of local plan policies is attached as **Appendix 1**.

The adopted Local Plan Review is the current development plan document for Southampton. However, the emerging Core Strategy has recently been ratified by Government and its policies should also be afforded significant weight as a material consideration. The proposed development is compliant with emerging policies contained within the Core Strategy (as amended by the Inspector's report, October 2009) as it provides affordable family housing on previously developed land to a high design and sustainable standard.

The Family Housing SPD is not applicable to schemes less than 15.

Relevant Planning History

09/00026/FUL

2-storey side extension and alterations to existing building to create 4 flats (comprising of an additional 2x1-bed flats) with associated parking and bin/cycle storage - description amended following submission
Withdrawn 27.02.2009

Consultation Responses and Notification Representations

A publicity exercise in line with department procedures was subsequently undertaken which included notifying adjoining and nearby landowners, and erecting a site notice (26 November 2009). At the time of writing the report 12 representations had been received, which included 10 from surrounding residents and 2 from Local Ward Councillors.

Summary of Representations made

- Holland Road is a very narrow street that cannot cope with extra traffic movements, compounded by the fact that the site is at the end of the no-through road.
- Building flats in this location is out of character with the local area, which is dominated by family housing.
- Car parking displacement - There is an acute shortage of on-street parking in Holland Road and the development will lead to increased on-street parking demand. This would compromise road safety in the area.
- Increased on-street car parking may stop service vehicles getting through.
- The extension could lead to overdevelopment of the site.
- The alteration of the property will fundamentally change the character of the road
- The extension will potentially result in loss of light to a window within the side of 10 Holland Road.
- Narrowing of the pathway serving 13 Holland Road
- Overlooking of neighbouring properties.

These issues are addressed in the 'planning considerations' section of this report.

Summary of Consultation comments

Highway Development Control – No objection raised subject to the use of a revised surfacing material because the propose shingle drive will result in shingle being dragged onto the highway. The car parking layout should also be revised to reduce the amount of hard surfacing / turning area. The number of spaces exceeds the councils maximum standards however the level of car parking provision is considered acceptable in this instance having regard to the existing take-up of on-street parking and the likely level of car ownership. The level of provision will not compromise highway or pedestrian safety. However careful consideration should be given to measures to encourage alternative modes of transport to the private car. Details of the surfacing treatment and car parking layout should be reserved and secured by condition

Trees – No objection raised. The proposed extension is far enough away from the trees to not cause significant impact. However the parking area is within the root protection area of both the sycamore and oak. The submitted Tree Report has specified non-dig construction methods. This is feasible however the submitted Arboricultural Method Statement is not site specific. There are no details on how the level changes on site will overcome or mention of how the current structures within the root protection area of oak will be dismantled. There are no details on location of site compounds or storage of material. Conditions which safeguard the trees on and adjacent to the site should be added.

Planning Consideration Key Issues

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

- Principle of development;
- Residential design, density and impact on established character;
- The impact on existing residential amenity;
- The quality of residential environment for future occupants; and,
- Whether the travel demands of the development can be met.

1. Principle of Development

The principle of converting and extending this existing building into 4 flats is supported by adopted Local Plan (2006) policy H1(iv) (which states that “*residential development will be permitted through the conversion, where appropriate, of existing dwellings*”) and paragraph 31 from PPS3 (as set out at **Appendix 2**). Furthermore, the intensification of use and the net gain of 2 further dwellings will assist the Council in meeting its strategic housing requirements. The provision of a genuine mix of accommodation is consistent with the aims of PPS3. The existing building is occupied as 2 flats and therefore there will be no net loss of family housing.

2. Residential design and impact on established character

This character property is not safeguarded as listed

A Design and Access Statement has been submitted in accordance with the requirements of Policy SDP6 of the Local Plan and identifies measures to be taken into account when maintaining the character of the area and achieving high standards of design. The proposed layout and scale of development is not considered out of keeping with the surrounding pattern of development. The surrounding area includes two-storey detached, semi-detached and terrace properties situated within varying plot sizes. The resultant plots are comparable to nearby plot sizes within Quilter Close.

The existing landscaped areas and trees on site are not safeguarded. The proposal seeks to provide enhanced replacement tree planting and landscaping to compensate for any loss.

The proposed design approach responds to the local context and will not be detrimental to the visual amenities of the area. Details of materials will be secured through condition; however an acceptable materials palette is currently proposed.

3. Impact on Residential Amenity

Following receipt of amended plans, the residential amenities of nearby residents will not be adversely harmed. The proposed development will not give rise to harmful sense of enclosure, loss of light, shadowing or overlooking / loss of privacy, having regard to the separation distance and orientation of the proposed two-storey housing development in relation to neighbouring properties and gardens.

The scheme has been amended to introduce obscure glazing to the bottom section of the first-floor windows within the front elevation of units 4-6 to prevent unreasonable overlooking / loss of privacy to 27 Orpen Road. A minimum back to back separation distance of 21m is proposed between the development and the rear elevations of 1-7 Sullivan Road to the south-west; this is compatible with the privacy and day lighting standards contained within the Councils Residential Design Guide SPD.

Furthermore the development will not unreasonably shadow neighbouring gardens on the basis of the building / plot orientation and separation distance in relation to neighbouring gardens and houses. Shadow diagrams have been requested to demonstrate this.

Replacement tree planting and enhanced landscaping is proposed to mitigate against any loss. The proposed layout will not directly contribute to anti-social behaviour and the positioning of trees close to neighbouring boundaries is a common arrangement on housing developments across the city.

In terms of increased demand on drainage, intensified residential development naturally places increased demand on public utilities. This is not a valid reason for refusal and it rests with the utility companies to ensure that supply meets demand. The application is supported by a S106 unilateral undertaking to mitigate against the schemes direct impacts.

4. Residential Standard

The proposal seeks to provide a good mix of residential accommodation. All units will benefit from dual aspect, and room sizes are acceptable. Internally, the stacking of similar habitable rooms within the development has broadly been achieved and noise attenuation measures could be secured more aptly through the Building Regulations. All residents will have direct access to secure bin and cycle storage. The amenity space has been designed with direct access for all residents. The minimum requirement of 20sq.m per flat has also been achieved. As such, the application complies with those standards set out in the approved RDG.

5. Highway Issues

The development proposes 6 car parking spaces (i.e. 1:1 provision) which is compliant with the maximum parking standards set out in the adopted Local Plan for an area defined as a "low" accessibility zone. The level of parking provision and re-configured access arrangement will not prejudice highway safety.

Conclusion

It is considered that this application to convert and extend the site is acceptable as the level of development proposed will not result in an adverse impact on the amenities enjoyed by surrounding occupiers or to the character and appearance of the area. The conversion of this existing dwelling is supported by national planning guidance and the relevant policies contained within the adopted Southampton Local Plan Review listed at **Appendix 2**. The application is recommended for conditional planning approval.

Corporate Awareness Considerations

The planning assessment made on this planning application proposal has taken into account the relative importance of Council initiatives and corporate aims as considered appropriate to the formulation of the recommendation reached. For this scheme there has been no significant corporate issue identified

Local Government (Access to Information) Act 1985

Documents used in the preparation of this report Background Papers

1(a), 1(b), 1(c), 3(a), 4(s), 6(a), 6(c), 6(f), 6(h), 7(c), 8(a), 9(a), 9(b), 2(c),
Core Strategy and Family Housing SPD

Appendix 1

Adopted City of Southampton Local Plan Review Policies

SDP1	General Principles
SDP2	Integrating transport and Development
SDP3	Travel Demands
SDP4	Access
SDP5	Parking
SDP6	Design
SDP7	Context
SDP10	Safety and Security
H1	Housing Supply
H2	Previously Developed Land
H7	The Residential Environment
H8	Housing Density
H12	Housing Type and Design
CLT5	Provision of Open Space
CLT6	Provision of Children's Play Space
IMP1	Provision of Infrastructure

Emerging Core Strategy

CS4	Housing Delivery
CS5	Housing Density
CS15	Affordable Housing
CS16	Housing, mix and type
CS19	Parking

Supplementary Planning Guidance

The following SPG also forms a material consideration in the determination of this planning application:

Residential Design Guide (Approved - September 2006)

Planning Obligations (Adopted - August 2005 as amended November 2006)

The Council's Family Housing SPD was adopted on 29th June 2009 and should be given significant weight in the determination of applications with 15 or more residential units. The SPD provides additional guidance on the interpretation of Policy H12 in the adopted City of Southampton Local Plan Review in that it introduces a definition of a family home and seeks, through negotiation, the provision of increased numbers of family homes. Although the current application is for less than 15 units it complies with the Family Housing SPD.

Planning Policy Statement PPS3 - Housing (2006)

The Government's guidance on housing confirms the need to make the best use of previously developed sites, whilst respecting a site's existing context. The PPS also re-emphasises the need for the planning system to create sustainable, inclusive, mixed communities with an improved choice of accommodation.

Planning Policy Guidance Note PPG13 - Transport (2001)

The Government is committed to reducing the need to travel by the private car as part of an integrated transport policy. Land use planning has a key role to play in delivering this strategy. PPG13 explains that by "influencing the location, scale, density, design and mix of land uses, planning can help to reduce the need to travel". One element of this approach is the implementation of maximum car parking standards, as set out at Policy SDP5 and Appendix 1 of the adopted City of Southampton Local Plan Review (2006).

RECOMMENDATION: CAP

CONDITIONS for 09/01169/FUL

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 and window recess, drainage goods and roof in the construction of the building 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 – 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 LPA.

Reason

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

04. APPROVAL CONDITION - Amenity Space Access [Pre-Occupation Condition]

The external amenity space serving the development hereby approved, and pedestrian access to it, shall be made available as a communal area prior to the first occupation of the development hereby permitted and shall be retained with access to it at all times for the use of the flat units.

REASON:

To ensure the provision of adequate amenity space in association with the approved flats.

05. APPROVAL CONDITION - Glazing panel specification

The bathroom windows in the side elevation of the building hereby approved shall be glazed in obscure glass and shall only have a top light restricted opening. The window as specified shall be installed before the development hereby permitted is first occupied and shall be permanently maintained in that form.

REASON:

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

06. APPROVAL CONDITION - Tree Retention and Safeguarding [Pre-Commencement Condition]

All trees to be retained pursuant to any other condition of this decision notice shall be fully safeguarded during the course of all site works including preparation, demolition, excavation, construction and building operations. No operation in connection with the development hereby permitted shall commence on site until the tree protection as agreed by the Local Planning Authority has been erected. Details of the specification and position of all protective fencing shall be indicated on a site plan and agreed with the Local Planning Authority in writing before any site works commence. The fencing shall be maintained in the agreed position until the building works are completed, or until such other time that may be agreed in writing by the Local Planning Authority following which it shall be removed from the site.

Reason:

To ensure that trees to be retained will be adequately protected from damage throughout the construction period.

07. APPROVAL CONDITION - no storage under tree canopy [Performance Condition]

No storage of goods including building materials, machinery and soil, shall take place underneath the crown spread of the trees to be retained on the site. There will be no change in soil levels or routing of services through tree protection zones or within canopy spreads, whichever is greater. There will be no fires on site. There will be no discharge of chemical substances including petrol, diesel and cement mixings within the tree protection zones or within canopy spreads, whichever is greater.

Reason:

To preserve the said trees in the interests of the visual amenities and character of the locality.

08. APPROVAL CONDITION - Overhanging tree loss [Performance Condition]

For the duration of works on the site no trees on or overhanging the site shall be pruned/cut, felled or uprooted otherwise than shall be agreed in writing by the Local Planning Authority. Any tree removed or significantly damaged, other than shall be agreed, shall be replaced before a specified date by the site owners /site developers with two trees of a size, species, type, and at a location to be determined by the Local Planning Authority.

Reason:

To secure a satisfactory setting for the proposed development and to ensure the retention, or if necessary replacement, of trees which make an important contribution to the character of the area.

09. APPROVAL CONDITION - Arboricultural Method Statement [Pre-Commencement Condition]

Notwithstanding the submitted information no operation in connection with the development hereby permitted shall commence on site until a site specific Arboricultural Method Statement in respect of the protection of the trees during all aspects of work on site is submitted and agreed in writing by the Local Planning Authority. It will be written with contractors in mind and will be adhered to throughout the duration of the demolition and development works on site. The Method Statement will include the following:

1. A specification for the location and erection of protective fencing around all vegetation to be retained
2. Specification for the installation of any additional root protection measures
3. Specification for the removal of any built structures, including hard surfacing, within protective fencing areas.
4. Specification for the construction of hard surfaces where they impinge on tree roots

5. The location of site compounds, storage areas, car parking, site offices, site access, heavy/large vehicles (including cranes and piling rigs)
6. An arboricultural management strategy, to include details of any necessary tree surgery works, the timing and phasing of all arboricultural works and protection measures.
7. Specification for soft landscaping practices within tree protection zones or the canopy of the tree, whichever is greatest.

Reason

To ensure that provision for trees to be retained and adequately protected throughout the construction period has been made.

10. APPROVAL CONDITION - Arboricultural Protection Measures [Pre-Commencement Condition]

No works or development shall take place on site until a scheme of supervision for the arboricultural protection measures has been approved in writing by the LPA. This scheme will be appropriate to the scale and duration of the works and may include details of:

- Induction and personnel awareness of arboricultural matters
- Identification of individual responsibilities and key personnel
- Statement of delegated powers
- Timing and methods of site visiting and record keeping, including updates
- Procedures for dealing with variations and incidents.

Reason:

To provide continued protection of trees, in accordance with Local Plan Policy SDP12 and British Standard BS5837:2005, throughout the development of the land and to ensure that all conditions relating to trees are being adhered to. Also to ensure that any variations or incidents are dealt with quickly and with minimal effect to the trees on site.

11. APPROVAL CONDITION – Means of enclosure [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 and maintained to the boundaries of the site.

REASON:

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

12. APPROVAL CONDITION - Refuse & Recycling Bin Storage – [Pre Occupation Condition]

Bin storage shall be laid out with a level approach prior to the first occupation of the development hereby approved in accordance with the approved plans. The facilities shall include accommodation for the separation of waste to enable recycling. The approved refuse and recycling storage shall be retained whilst the development is used for residential purposes.

REASON:

In the interests of the visual appearance of the building and the area in general.

13. APPROVAL CONDITION - Cycle storage

The development to which this consent relates shall not be brought into use in full or in part until secure, covered space has been laid out within the site for 04 bicycles to be stored for the benefit of the residents/staff in accordance with the plans hereby approved. The cycle storage hereby approved shall thereafter be retained on site for that purpose.

REASON: To encourage cycling as a sustainable form of transport.

14. APPROVAL CONDITION - Details of surfacing treatment to car parking area and access
Details of the surfacing treatment to the car parking area and access shall be submitted and agreed in writing by the Local Planning Authority prior to the commencement of development. The surfacing treatment shall be installed as agreed and retained.

REASON:

To secure a satisfactory form of development

Reason for Granting Permission

The development is acceptable taking into account the policies and proposals of the Development Plan as set out below. It is considered that this application to convert and extend the site is acceptable as the level of development proposed will not result in an adverse impact on the amenities enjoyed by surrounding occupiers or to the character and appearance of the area. The 12 representations made to the application have raised issues that have been considered as set in the report to Panel on 19/01/10. Other material considerations do not have sufficient weight to justify a refusal of the application. In accordance with Section 38 (6) of the Planning & Compulsory Purchase Act 2004 Planning Permission should therefore be granted.

Policies SDP1, SDP4, SDP5, SDP7, SDP9, H1, H2 and H7 of the City of Southampton Local Plan Review - Adopted March 2006.