

Planning, Transport & Sustainability Division
Planning and Rights of Way Panel 18 September 2012
Planning Application Report of the Planning and Development Manager

Application address: 7 Greenbank Crescent			
Proposed development: Erection of 3x 4-bed detached houses with associated parking and cycle/refuse storage (Outline application seeking approval for access, appearance, layout and scale)			
Application number	12/01038/OUT	Application type	OUT
Case officer	Jenna Turner	Public speaking time	5 minutes
Last date for determination:	25.09.12	Ward	Bassett
Reason for Panel Referral:	Referred by the Planning and Development Manager due to wider interest.	Ward Councillors	Cllr B Harris Cllr L Harris Cllr Hannides

Applicant: Mr R Wiles	Agent: Concept Design & Planning
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Recommendation Summary	Delegate to Planning and Development Manager to grant planning permission subject to criteria listed in report
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Reason for granting Permission

The development is acceptable taking into account the policies and proposals of the Development Plan and other guidance as set out below. Other material considerations such as those listed in the report to the Planning and Rights of Way Panel on the 18.09.12 do not have sufficient weight to justify a refusal of the application. The proposal would be in keeping with the site and surrounding properties and would not have a harmful impact on the amenities of the neighbouring properties. Furthermore, the proposal would assist in meeting housing need and increase family housing provision. Where appropriate planning conditions have been imposed to mitigate any harm identified. In accordance with Section 38 (6) of the Planning & Compulsory Purchase Act 2004, Planning Permission should therefore be granted taking account of the following planning policies:

“Saved” Policies – SDP1, SDP4, SDP5, SDP7, SDP9, SDP10, SDP11, SDP12, SDP13, H1, H2, and H7 of the City of Southampton Local Plan Review - Adopted March 2006 as supported by the adopted LDF Core Strategy (2010) policies CS4, CS5, CS13, CS16, CS18, CS19, CS20 and CS22 and the Council’s current adopted Supplementary Planning Guidance. The guidance within the National Planning Policy Framework (2012) is also relevant to the determination of this planning application.

Appendix attached			
1.	Development Plan Policies	2.	Planning History
3.	Contextual Plan		

Recommendation in Full

Delegate to the Planning and Development Manager to grant planning permission subject to the submission of a satisfactory Ecological Report and any necessary surveys and that the Planning and Development Manager be given delegated authority to add, delete or vary planning conditions as required.

In the event that satisfactory amended plans and Ecology information are not submitted within 1 month from the Planning and Rights of Way Panel meeting, the Planning and Development Manager be authorised to refuse permission.

1. The site and its context

- 1.1 The application site comprises a detached, two-storey dwelling located within a spacious plot on the corner of Greenbank Crescent. The dwelling is currently vacant and the plot itself is substantially overgrown with trees and vegetation. In particular, there is a large leylandii hedge to the site boundaries which means the dwelling itself is barely visible from the street scene. There is a Tree Preservation Order relating to a Silver Birch Tree on the corner of the site.
- 1.2 The site slopes upwards from west to east. The surrounding area is residential in nature and typically comprises extended two-storey, detached houses with a spacious, suburban character. The architectural style of properties vary, although the majority of properties within this part of the street were constructed after 1975.

2. Proposal

- 2.1 The application seeks outline planning permission for the demolition of the existing dwelling and the construction of three, four bedroom detached houses. The only matter reserved from consideration is landscaping and therefore the access, appearance, layout and scale of the proposed development can be considered in detail.
- 2.2 Each dwelling would be two-storey in height with further accommodation within the roof space served by roof lights. In terms of design, the properties would have a traditional appearance with pitched roof, double-height bay windows, chimneys and entrance canopies. The elevations would be finished in facing brick with elements of tile hanging and render used to provide detail.
- 2.3 Purpose built cycle and refuse stores would be provided in rear gardens. Each dwelling would be served by two off-road car parking spaces.

3. 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**. The National Planning Policy Framework came into force on 27 March 2012. Paragraph 214 of the Framework sets out that local policies adopted since 2004 retain their full material weight for decision making purposes.
- 3.2 The site is not allocated for a particular use or development within the Development Plan but lies within an area of Low Accessibility for Public Transport (Public Transport Accessibility Level Band 1).
- 3.3 The policies of the South East Plan, Southampton’s Core Strategy and Local Plan Review have been taken into account in the consideration of this application. The Core Strategy is in general conformity with the South East Plan, and it is not

considered that the policies in the South East Plan either conflict with or add particular weight to the policies in the Core Strategy for this application. Consequently only the local statutory development plan policies (Core Strategy and Local Plan Review) have been cited in this report.

4. Relevant Planning History

4.1 The planning history of the site at 7 Greenbank Crescent is set out in **Appendix 2** of this report.

5. 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 and erecting a site notice (09.08.12). At the time of writing the report **34** representations have been received from surrounding residents including from the local Residents Association. The following is a summary of the points raised:

5.2 ***The proposed residential density is out of keeping with the surrounding area.***

5.3 Response

The proposed residential density of 40 dwellings per hectare accords with the range set out in the Core Strategy. The proposed density would therefore make good use of the site to assist the Council in meeting its housing requirements.

5.4 ***The plot would appear over-developed, particularly since it has already been previously sub-divided. The resultant plot and dwelling sizes would appear out of character with the area and in particular the gap between proposed dwellings is insufficient.***

5.5 Response

The proposal is designed to retain a generous setback to the corner of the site and would reflect the narrower series of plots and properties which lie to the opposite corner of the street, to the north-west of the site. This is illustrated on the context plan included in **Appendix 3**. The issue of character and context is discussed further below.

5.6 ***The properties will not respect the building line within the street***

5.7 Response

The building line within the street is not rigid and moreover, given the corner location of the site, the layout would achieve sufficient set backs from street frontages to ensure that it does not appear anomalous with the positioning of buildings within the street.

5.8 ***The proposal would result in an increase in on-street car parking which would have a harmful impact on highway safety***

5.9 Response

The proposed dwellings would each be served by two off-road car parking spaces. This complies with the Council's adopted maximum car parking standards of 3 space per 4-bedroom dwelling. As such, there is no reason to believe that the

proposal would result in a significant and harmful increase in on-street car parking.

5.10 ***The vehicular access would result in the loss of highway verge which would further erode the green character of the area.***

5.11 **Response**

Two of the vehicular access points into the site would make use of existing access points into the site. As such, the proposal would not result in the significant erosion of the highway verge.

5.12 ***The loss of trees and vegetation will result in overlooking of the neighbouring properties by the development***

5.13 **Response**

It is considered that there is sufficient separation between the proposed dwellings and the site boundaries to prevent harmful overlooking from occurring. Furthermore, replacement landscape planting would be secured at the reserved matters stage.

5.14 ***The loss of trees and vegetation will have a harmful impact on the character of the area***

5.15 **Response**

Landscaping is a matter reserved for consideration in this outline application however, the layout will retain the protected tree on the site. A tree report has been submitted with the application that demonstrates that the remainder of the trees are not worthy of long-term retention. The Council's Tree Officer agrees with this conclusion. There is a history of complaints relating to the leylandii hedge to the boundary of the site and so there is no objection to its removal in principle subject to securing replacement planting at the reserved matters stage.

5.16 ***The proposal is inconsistent with the refusal of the 60 bedroom care home at 177 Bassett Avenue/3 Ridgemount Avenue***

5.17 **Response**

Whilst the appeal decision relating to character is noted, it is considered that the application proposal is significantly different from this proposal and should therefore be assessed on its individual merits.

5.18 ***The uniformity in the appearance of the dwellings is out of keeping with the character of the area***

5.19 **Response**

Whilst the dwellings do not exhibit the same degree of variation between them as other properties within the area, each proposed dwelling has a slightly different size and relationship with its plot. In addition to this, it is proposed to use a different material treatment to add individuality to each property.

5.20 ***The proposal represents 'garden grab' which should be resisted***

5.21 **Response**

The proposal would result in the loss of approximately 53sq.m of garden when

compared with the existing development on site. This is discussed in more detail in relation to the character of the area, below.

5.22 ***The proposed vehicular access points would create highway safety issues.***

5.23 **Response**

As stated above, two points of vehicular access are positioned in the location of existing points of access into the site. The Council's highway team is satisfied that the proposed points of access are acceptable in highway safety terms.

5.24 ***The proposal would have a harmful impact on wildlife and ecology***

5.25 **Response**

It is recommended that approval is only granted subject to the receipt of satisfactory ecology information.

5.26 **Consultation Response**

5.27 **SCC Highways** - No objection

5.28 **SCC Trees** - No objection subject to a condition to secure the retention of the protected silver birch tree to the corner of the site and to secure replacement boundary planting. The leylandii hedge on site has been subject to complaints in the past due to its height and is subject to a High Hedge Remedial Notice 01.09.07 which requires the reduction of the height of the hedge.

5.29 **SCC Sustainability Team** – Conditions are suggested to ensure the development meets level 4 of the Code for Sustainable Homes

5.30 **SCC Environmental Health (Pollution & Safety)** - No objection. Suggests conditions to minimise disruption during the construction process.

5.31 **SCC Ecology** – An Ecology report which includes a bat survey is required before the application can be determined

5.32 **Southern Water** – No objection. Suggests a note to applicant relating to the requirements for connection to the public sewer.

6. 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. Design, density & impact on established character;
- iii. Impact on residential amenity;
- iv. Quality of residential environment and,
- v. Highways and parking.

6.2 **Principle of Development**

6.2.1 The redevelopment of the existing dwelling and hardstanding on site is in accordance with saved Local Plan Policy H2 which requires the efficient use of previously developed land to provide housing. Garden land does not constitute

previously developed land and the priority for development should be previously developed sites. As such, the use of garden land for development needs to be assessed in terms of the proposal's impact on the character of the area and the good use of land to deliver housing.

6.2.2 The proposed residential density of 40 dwellings per hectare accords with density range of 35 to 50 dwellings per hectare set out in by policy CS4 of the Core Strategy. Furthermore, the provision of genuine family housing is welcome and will contribute towards the Council's housing requirements.

6.3 Design, density and impact on established character

6.3.1 Whilst it is acknowledged that the surrounding area does contain properties of a lesser density than proposed, the proposal would be viewed in the context of the existing development to the north-west of the site, on the opposite side of the street. These properties do have narrower plot and building widths than others within the area. The proposed houses would follow this tighter grain of development and when viewed in this context, it is considered that they would not appear out of character.

6.3.2 The previous property had been extended previously and so in terms of developed area, the application proposal would result in a 15% increase in built area on the site. The significant set back of the corner dwelling from the boundary with the road would provide an important gap to the corner which would help to create a sense of spaciousness when viewed from the street scene. The set backs of the dwellings from the other street frontage also reflects the set backs of other properties within the surrounding area. The gaps between the properties vary between 1.4 and 1.9 metres and, as a similar degree of separation can be found between 30 Greenbank Crescent and its neighbours, this is not considered to be unacceptable.

6.3.3 Whilst landscaping is a reserved matter, at the reserved matters stage, mature and dense replacement planting to this corner would be sought. A condition is also suggested to secure revised details of boundary treatment to ensure that the street frontage is not dominated by 1.8 metre high close boarded fencing. As stated above, the layout would enable the retention of the protected silver birch tree on site. There is no objection to the removal of the leylandii hedge. The frontage car parking can also be broken up with appreciable areas of soft landscaping.

6.3.4 There is not a predominant architectural style of buildings within the area, although the proposed design approach with traditional pitched roof form and bay windows does reflect common characteristics of buildings within the area. As such, in terms of design, the proposal is not considered to be unsympathetic. Whilst three levels of accommodation would be achieved, the third level would be within the roof space served by roof lights. This would ensure that the properties would have a two-storey appearance within the street. The proposal is therefore considered to be acceptable in character and design terms.

6.4 Impact on Residential Amenity

6.4.1 Whilst the proposed rear garden of plot A is only 9 metres in depth, the first floor, rear-facing accommodation is set back ten metres from the rear boundary of the site, in line with the Residential Design Guide Standard. As such, it is considered

that the proposal would not result in harmful overlooking of the neighbouring properties. Since the dwellings would lie north of those on Ridgemount Avenue and 9 Greenbank Crescent, no harmful overshadowing would occur to these properties. The spatial separation, and change in levels would also ensure that the proposed dwellings would not have a harmful impact on the residential amenity of either 9 or 5 Greenbank Crescent. The relationship with neighbouring properties is therefore, considered to be acceptable.

6.5 Quality of Residential Environment

6.5.1 Each dwelling would be served by genuine useable, private rear gardens which would range from 86sq.m in area to 169sq.m in area. Since these spaces are south-facing, it is also considered that good quality space would be provided for future residents. Outlook from habitable room windows would also be acceptable. Each dwelling would be served by purpose built cycle and refuse storage, although a condition is suggested to secure a revised position for dwelling C's storage to improve its appearance within the street.

6.6 Parking and Highways

6.6.1 The maximum number of car parking spaces permitted by the Parking Standards Supplementary Planning Document is 3 spaces per dwelling. As such, the provision of 2 spaces per dwelling accords with this and is therefore considered to be acceptable. The Council's Highways Team have raised no objection to the proposed access or car parking arrangements.

7. Summary

7.1 The proposal makes good use of the site to provide additional housing and whilst the development would have a denser character than some existing development in the vicinity of the site, it does respond to other spatial characteristics of properties within the area. On balance, it is considered that the benefits of making efficient use of the site to provide good quality family housing justifies the development of the site.

8. Conclusion

8.1 Subject to the imposition of the suggested conditions attached to this report, the proposal would be acceptable. The application is therefore recommended for approval.

Local Government (Access to Information) Act 1985

Documents used in the preparation of this report Background Papers

1 (a), (b), (c), (d), 2 (b), (c), (d), 3(a), 4 (f), (vv) 6 (a), (c), (f), (i), 7 (a)

JT for 18.09.12 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 and the scale, massing and bulk of the structure is approved subject to the following:

- (i) Written approval of the details of the landscaping reserved matter of the site specifying both the hard, soft treatments and revised details of means of enclosures shall be obtained from the Local Planning Authority prior to any works taking place on the site
- (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 of building materials to be used [Pre-Commencement Condition]

Notwithstanding the information shown on the approved drawings and application form no development works shall be carried out unless and until a written schedule of external materials and finishes has been submitted to and approved in writing by the Local Planning Authority. Development shall be implemented only in accordance with the agreed details. These shall include full details of the manufacturers, types and colours of the external materials to be used for external walls, windows, doors and the roof of the proposed buildings. It is the Local Planning Authority's practice to review all such materials on site. The developer should have regard to the context of the site in terms of surrounding building materials and should be able to demonstrate why such materials have been chosen and why alternatives were discounted. If necessary this should include presenting alternatives on site.

Reason:

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

03. 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.

04. APPROVAL CONDITION - Code for Sustainable Homes [Pre-Commencement Condition]

Before the development commences, written documentary evidence demonstrating that the development will achieve at minimum Level 4 of the Code for Sustainable Homes in the form of a design stage assessment, shall be submitted to the Local Planning Authority for its approval, unless an otherwise agreed timeframe is agreed in writing by the LPA.

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).

05. APPROVAL CONDITION - Code for Sustainable Homes [Performance Condition]

Within 6 months of any part of the development first becoming occupied, written documentary evidence proving that the development has achieved at minimum Level 4 of the Code for Sustainable Homes in the form of post construction assessment and certificate as issued by a legitimate Code for Sustainable Homes certification body, shall be submitted to the Local Planning Authority for its approval.

Reason:

To ensure the development has minimised 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).

06. APPROVAL CONDITION - Cycle and Refuse Storage [pre-occupation condition]

Prior to dwelling C first coming into occupation, revised details for cycle and refuse storage shall be submitted to the Local Planning Authority in writing and the dwelling shall not be occupied until the storage is provided in accordance with the revised details. The cycle and refuse storage of dwellings A and B shall be provided in accordance with the plans hereby approved before the respective dwellings first come into occupation. All stores shall thereafter be retained as approved.

Reason:

To ensure a satisfactory form of development

07. APPROVAL CONDITION - Construction Method Statement [Pre-commencement condition]

Before any development or demolition works are commenced details shall be submitted to and approved in writing by the Local Planning Authority making provision for a Construction Method Statement (CMS) for the development. The CMS shall include details of: (a) parking of vehicles of site personnel, operatives and visitors; (b) loading and unloading of plant and materials; (c) storage of plant and materials, including cement mixing and washings, used in constructing the development; (d) treatment of all relevant pedestrian routes and highways within and around the site throughout the course of construction and their reinstatement where necessary; (e) measures to be used for the suppression of dust and dirt throughout the course of construction; (f) details of construction vehicles wheel cleaning; and, (g) details of how noise emanating from the site during construction will be mitigated. The approved CMS shall be adhered to throughout the development process unless agreed otherwise in writing by the local planning authority.

Reason:

In the interest of health and safety, protecting the amenity of local land uses, neighbouring

residents, the character of the area and highway safety.

08. APPROVAL CONDITION - Amenity Space Access [performance condition]

The garden areas shown on the plans hereby approved, and pedestrian access to it, shall be made available as amenity space prior to the first occupation of the dwellings hereby permitted and shall be retained with access to it at all times for the use of the occupiers of the development .

Reason:

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

09. APPROVAL CONDITION – Parking and Access [pre-occupation condition]

Prior to the occupation of the development hereby approved both the access to the site and the parking spaces for the development shall be provided in accordance with the plans hereby approved. The parking shall be retained for that purpose and not used for any commercial activity.

Reason:

To ensure a satisfactory form of development

10. APPROVAL CONDITION – No other windows [performance condition]

No other windows shall be located in the side elevation, above ground floor level of the dwelling hereby approved unless they are fixed shut and obscurely glazed up to a height of 1.7 metres from the internal floor level and thereafter retained in this manner.

Reason:

In the interests of residential amenity

11. APPROVAL CONDITION – Removal of permitted development [performance condition]

Notwithstanding the provisions of the Town and Country Planning General Permitted Development Order 1995 (as amended), or any Order revoking or re-enacting that Order, no development permitted by A (extensions), B (roof alterations), C (other roof alterations), E (outbuildings), F (hard surfaces) of Part 1 of Schedule 2 of the Order, shall be carried out without the prior written consent of the Local Planning Authority for the dwellings hereby approved.

Reason

In order to protect the amenities of the locality and to maintain a good quality environment and in order to ensure that sufficient private amenity space remains to serve the dwellings.

12. APPROVAL CONDITION – Roof lights details [performance condition]

The cill level of the roof lights, when measured internally shall be no less than 1.7metres from the floor level of the rooms that they serve.

Reason:

In the interests of the privacy of the neighbouring residential occupiers

13. 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.

14. 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.

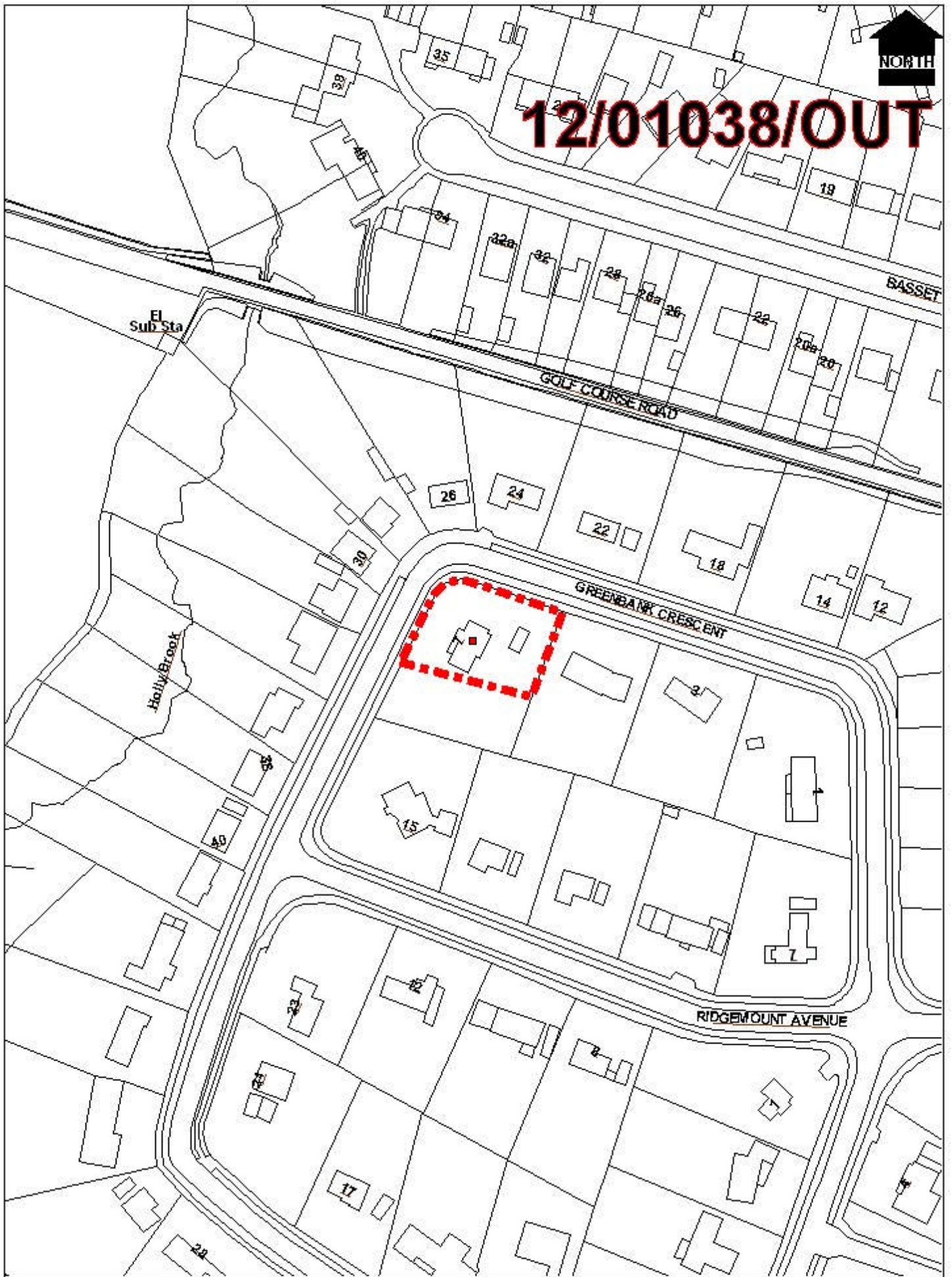
Note to Applicant

1. Connection to Public Sewer

A formal application for connection to the public sewerage system is required in order to service this development. Please contact Atkins Ltd, Anglo St James House, 39A Southgate Street, Winchester, SO23 9EH.



12/01038/OUT



Scale : 1:1250

Date 06 September 2012

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