

Planning, Transport & Sustainability Division
Planning and Rights of Way Panel 14th January 2014
Planning Application Report of the Planning and Development Manager

Application address: 308 Bitterne Road West			
Proposed development: Conversion of building from 1 x 3-bed and 1 x 2-bed flats to 1 x 3-bed, 1 x 2-bed and 1 x 1-bed flats with associated bin and cycle storage (Retrospective)			
Application number	13/01654/FUL	Application type	FUL
Case officer	Jenna Turner	Public speaking time	5 minutes
Last date for determination:	26.12.13	Ward	Peartree
Reason for Panel Referral:	Referred by the Planning & Development Manager	Ward Councillors	Cllr Paul Lewzey Cllr Dr Darren Paffey Cllr Eamonn Keogh

Applicant: Cranbourne Homes	Agent: Jenkins Architecture Ltd
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Recommendation Summary	Conditionally approve
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Community Infrastructure Levy Liable	Yes
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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 on the attached sheet. Other material considerations such as those listed in the report to the Planning and Rights of Way Panel on 14.01.14 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. 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. 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).

“Saved” Policies – SDP1, SDP4, SDP5, SDP6, SDP7, SDP8, SDP9, SDP10, SDP11, SDP12, SDP13, SDP14, HE6, 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, CS6, CS13, CS15, CS16, CS18, CS19, CS20 and CS25 and the

Council's current adopted Supplementary Planning Guidance. National Planning Guidance contained within National Planning Policy Framework (March 2012) is also relevant to the determination of this planning application.

Appendix attached			
1.	Development Plan Policies	2.	Planning History

Recommendation in Full

Conditionally approve

1. Background

1.1 In 2009 Planning permission was granted, using the Planning and Development Manager's delegated powers, for the conversion of the application property from a single-family dwelling into one two-bedroom flat and one three-bedroom flat. The roof level of the building included the third bedroom for the uppermost flat and was served by two dormer windows. Since the granting of planning permission, the roof accommodation and part of the first floor has been converted into a further self-contained flat.

2. The site and its context

2.1 The application site comprises a two-storey semi-detached property with accommodation in the roof served by dormer windows. The property fronts the Bitterne Road West and has previously been converted into flats. The site benefits from a dropped kerb to the front and the rear of the site is currently concreted and appears to be used for car parking. The surrounding area is residential in character.

3. Proposal

3.1 The application seeks planning permission to regularise the additional self-contained flat. The third flat is provided over two floors with kitchen/utility area on the first floor and further living space within the roof served by two dormer windows.

3.2 The application also seeks planning permission to reconfigure the ground floor layout to provide a three bedroom unit with direct access to a private rear amenity space area. This involves the formation of a new door to the rear of the building and the landscaping of the existing rear yard. Planning permission is also sought for the provision of a car parking area to the rear of the site and the provision of cycle and refuse storage.

4. Relevant Planning Policy

4.1 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**.

4.2 The site is not allocated for a particular use within the Development Plan but lies within an area of Medium Accessibility to public transport.

- 4.3 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.

5. Relevant Planning History

- 5.1 Planning permission was refused in 2008 for the conversion of the property into two flats with a single-storey rear extension (reference 08/00887/FUL) and subsequently, an application for the conversion of the property into two flats with dormer windows was approved in 2009 (reference 09/00155/FUL). Details of these applications, including the previous reason for refusal are included in ***Appendix 2***.

6. 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 (08.11.13). At the time of writing the report **2** representations have been received including 1 from local ward Councillor Lewzey. The following is a summary of the points raised:

- 6.2 ***The visibility from the vehicular access is poor due to the bend in the road. The additional flat will increase the risk of a traffic accident.***

Response

The vehicular access into the site itself does not need planning permission, since it has existed for at least four years. The Highways Team have advised that the proposed alterations to the rear car parking area would be an improvement in highway safety terms as would enable the on-site turning of vehicles.

- 6.3 ***The proposal could result in overlooking and a loss of amenity for neighbouring occupiers.***

Response

The dormer windows that serve the additional flat were already approved as part of application 09/00155/FUL. Furthermore, there is over 35 metres back-to-back separation between the rear elevation of the application property and those on Chessell Crescent to the rear of the site. This distance exceeds the 28 metres separation recommended by the Residential Design Guide Supplementary Planning Document. The side-facing dormer window serves a bathroom window and is obscurely glazed. As such, it is considered that no harmful over-looking would occur as a result of the proposed development.

Consultation Responses

- 6.4 **SCC Highways** - No objection. The vehicular access into the site is difficult however, it has existed for over four years and therefore does not need planning permission. The proposed arrangement would include a turning area to the rear of the site which would be an improvement in highway safety terms.
- 6.5 **SCC Sustainability Team** – No sustainability information has been submitted with the application. Suggest a condition to secure energy saving measures.

7. Planning Consideration Key Issues

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

- i. The principle of development;
- ii. The impact on the character of the area and residential amenity;
- iii. The quality of the residential environment proposed and;
- iv. Parking and highways.

7.2 Principle of Development

7.2.1 The conversion of properties to provide further residential accommodation is in accordance with the saved policies of the Local Plan Review which support proposals which make good use of previously developed sites to address housing need. The application proposes the provision of a replacement three-bedroom unit to the ground floor which would have direct access to private amenity space. The principle of development is, therefore, acceptable. The proposed density of 111 dwellings per hectare is slightly in excess of the range of 50-100 dwellings per hectare set out in policy CS5 as being generally acceptable in areas of Medium Public Transport Accessibility. The acceptability of the residential density is discussed in more detail, below, in terms of the residential environment.

7.3 Impact on Character and Residential Amenity

7.3.1 The application proposes limited external changes to the property and the site and so would not have a significant impact on the character of the area. Whilst the proposal is slightly more intensive than that already approved, it is not considered that the provision of one additional flat would have a significant impact on residential amenity or the character of the area in this instance.

7.4 Quality of the Residential Environment

7.4.1 Following an officer site visit it is considered that the quality of the third flat, including the accommodation within the roof space, is acceptable. The unit has a good level of outlook from its main living area and good internal head room. The reconfiguration of the two previously approved flats would provide an improved environment for the three-bedroom unit by allowing for direct access to a private rear garden. Unlike the earlier refused application on this site a single family unit is proposed to be provided on the ground floor, meaning an acceptable level of privacy can be achieved for the unit. A condition is suggested to secure soft landscaping of the site together with boundary treatment to the rear garden and to secure implementation of the alterations to the ground floor unit to provide a policy-compliant family flat.

7.5 Parking and Highways

7.5.1 The Parking Standards Supplementary Planning Document permits a maximum of 5 parking spaces to serve the development. The provision of 3 spaces is in accordance with this standard and an improvement on the car-free scheme that was originally approved. As stated above, the vehicular access itself does not require planning permission and the works to formalise the car parking at the rear of the site would represent an improvement in highway safety terms. The proposal is, therefore, considered to be acceptable in this respect.

8. Summary

8.1 The proposed conversion makes good use of the existing building to provide a mix of residential units. Overall, the fact the scheme does not meet the suggested amenity standards is considered to be outweighed by the benefits the scheme offers in making a good use of the site creating a mix of unit types, and relocating a family unit to the ground floor where it can achieve access to a private garden. There are no planning grounds that outweigh the re-use of this existing building.

9. Conclusion

9.1 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) (d) 4 (f) (g) 6 (a) (c) (f) (i) 7 (a) 8 (a)]

JT for 17/12/13 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 - Landscaping, lighting & means of enclosure detailed plan [Pre-Commencement Condition]

Within one month of date of planning permission, a detailed landscaped scheme and implementation timetable shall be submitted to and approved in writing by the Local Planning Authority which includes:

- i. proposed means of enclosure; car parking layouts including the demarcation of car parking spaces and; hard surfacing materials;
- ii. planting plans; written specifications (including cultivation and other operations associated with plant and grass establishment); schedules of plants, noting species, plant sizes and proposed numbers/planting densities where appropriate;
- iii. an accurate plot of all trees to be retained and to be lost. Any trees to be lost shall be replaced on a favourable basis (a two-for one basis unless circumstances dictate otherwise) and;
- iv. a landscape management scheme.

Any trees, shrubs, seeded or turfed areas which die, fail to establish, are removed or become damaged or diseased, within a period of 5 years from the date of planting shall be replaced by the Developer in the next planting season with others of a similar size and

species unless the Local Planning Authority gives written consent to any variation. The Developer shall be responsible for any replacements for a period of 5 years from the date of planting.

The approved hard and soft landscaping scheme (including parking) for the whole site shall be carried out prior to occupation of the building or during the first planting season following the full completion of building works, whichever is sooner. The approved scheme implemented shall be maintained for a minimum period of 5 years following its complete provision.

03. APPROVAL CONDITION - Implementation of Approved Alterations [performance condition]

Within two months of planning permission being granted, the ground floor unit shall be implemented in accordance with the plans hereby approved. For the avoidance of doubt, the changes shall include the provision of an external door from the rear of the unit into the rear garden area and the provision of the third bedroom. The alterations shall be retained as approved for the lifetime of the development.

Reason:

To secure a replacement 3-bedroom to ensure that the development complies with policy CS16 of the Core Strategy 2010.

04. APPROVAL CONDITION - Cycle and Refuse Storage [performance condition]

The storage for cycles and refuse containers shall be provided in accordance with the plans hereby approved within one month of the date of the planning permission and thereafter retained for the lifetime of the development.

Reason:

To secure cycling as a sustainable transport alternative to the private car and in the interests of visual and residential amenity.

05. APPROVAL CONDITION - Obscure Glazing [performance condition]

The obscure glazing to the side-facing dormer shall be retained for the lifetime of the development hereby approved.

Reason:

In the interests of the amenities of neighbouring occupiers.

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)

CS4	Housing Delivery
CS6	Housing Density
CS13	Fundamentals of Design
CS16	Housing Mix and Type
CS18	Transport: Reduce-Manage-Invest
CS19	Car & 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	Urban Design Context
SDP9	Scale, Massing & Appearance
SDP10	Safety & Security
SDP13	Resource Conservation
SDP14	Renewable Energy
H1	Housing Supply
H2	Previously Developed Land
H5	Conversion to residential Use
H7	The Residential Environment
TI2	Vehicular Access

Supplementary Planning Guidance

Residential Design Guide (Approved - September 2006)
Parking Standards SPD (September 2011)

Other Relevant Guidance

The National Planning Policy Framework 2012

Relevant Planning History

08/00887/FUL

Refused 29.08.08

Conversion of the existing property into 2 flats including a single storey rear extension and roof conversion with rear facing dormer window, together with associated cycle and refuse storage.

Reason for Refusal -Loss of privacy to dwelling

The intensification of the site in the manner proposed would result in two bedrooms on the ground floor being served by windows which face onto the side access. Given the narrow width of the access, the outlook from these bedrooms would create a poor residential environment for prospective occupants to the detriment of their amenities. In addition to this the use of the access by occupants of the other flats within the building would also result in a loss of privacy to these bedroom windows with further noise, odour and visual disturbance coming from the proximity of the refuse store to the windows. The development would thereby not be in accordance with policies SDP1 and H7 of the City of Southampton Local Plan Review (Adopted Version March 2006) as supported by the relevant sections of the Council's approved Residential Design Guide (2006).

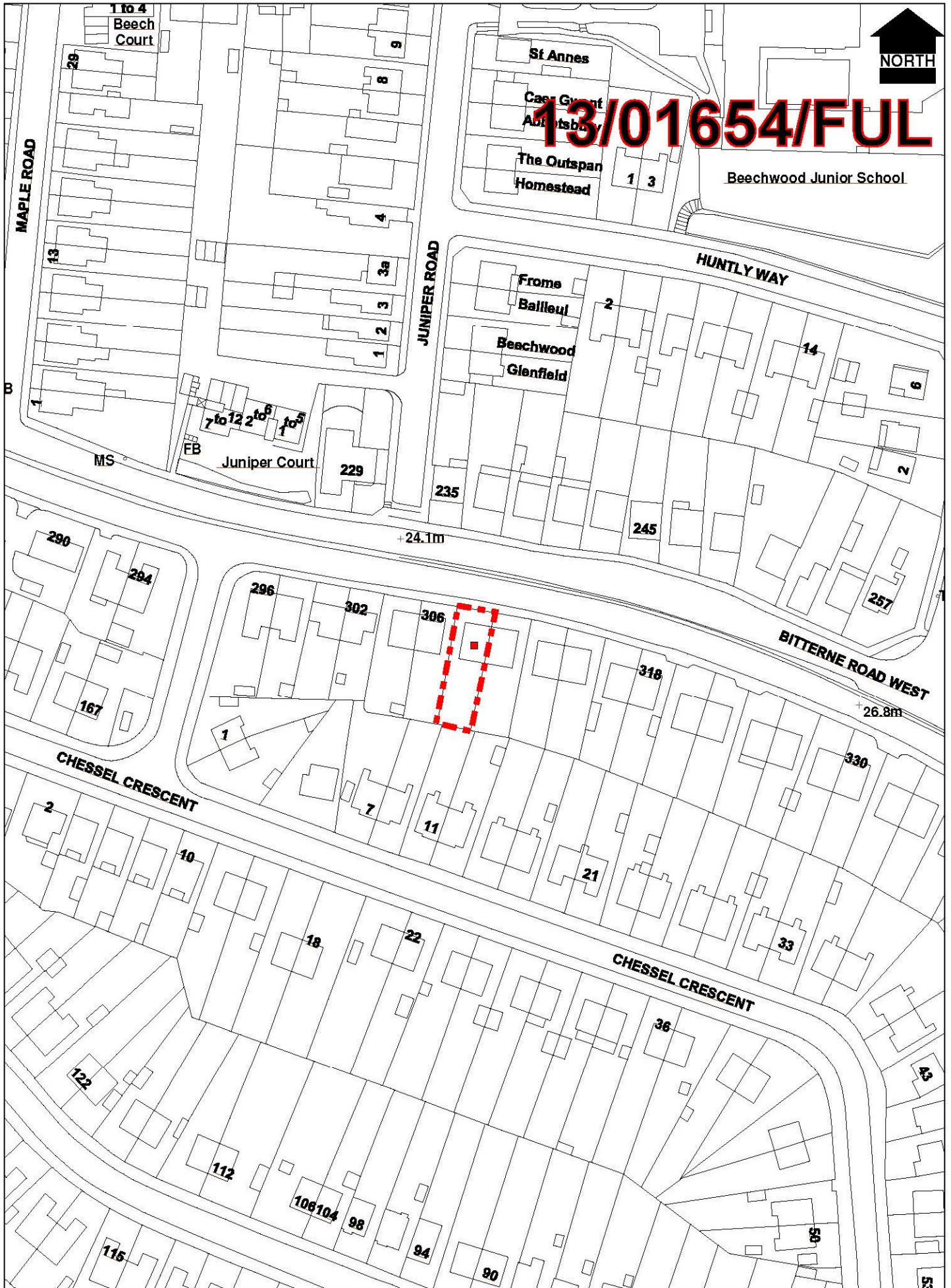
09/00155/FUL

Conditionally Approved 30.04.2009

Conversion of existing property into 1 x two-bed flat and 1 x three-bed self-contained maisonette, including roof conversion with rear and side facing dormers and associated detached cycle/refuse storage.



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Scale : 1:1250

Date :02 January 2014

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