

Planning, Transport & Sustainability Division
Planning and Rights of Way Panel 13th September 2016
Planning Application Report of the Planning and Development Manager

Application address: 1 Cunningham Crescent			
Proposed development: Erection of a two storey side extension and single storey rear extension (resubmission)			
Application number	16/01163/FUL	Application type	FUL
Case officer	John Fanning	Public speaking time	5 minutes
Last date for determination:	13.09.16	Ward	Sholing
Reason for Panel Referral:	Request by Ward Member	Ward Councillors	Cllr Hecks Cllr Baillie Cllr Wilkinson
Referred to Panel by:	Cllr Hecks	Reason:	The amendments to the scheme are felt to address the previous reasons for refusal

Applicant: Mr Tim Marolia	Agent: Southern Planning Practice
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Recommendation Summary	Refuse
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Community Infrastructure Levy Liable	Not applicable
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Reason for refusal - Unacceptable impact on character

The proposed development, by means of its height, width, depth and overall massing, represents an unsympathetic form of development, harming the visual amenity of the street scene by unbalancing the existing semi-detached pair and a failure to respect the scale and design of the existing dwelling. The proposal would, therefore, have a detrimental impact on the character of the area and prove contrary to saved policies SDP1(i), SDP7(iii)(iv) and SDP9(i) of the adopted City of Southampton Local Plan Review (March 2006) and CS13 of the adopted Local Development Framework Core Strategy Development Plan Document (January 2010), with particular reference to sections 2.3.1-2 and 2.3.6-9 of the Residential Design Guide.

Appendix attached			
1	Development Plan Policies	2	Site history
3	Appeal Decision (15/01981/FUL)		

1. The site and its context

- 1.1 The application site is occupied by a semi-detached residential dwelling. The property forms the last in the row of properties on Cunningham Crescent, before it meets North East Road. The surrounding area is predominately residential in nature, with the immediate street scene around the site featuring other semi-detached houses of identical design.

2. Proposal

- 2.1 The application proposes a large two-storey side and rear extension, with additional single storey front and rear extensions. The two-storey element is positioned to the north-west elevation of the site with a two-storey extension to the rear of this segment.
- 2.2 A single-storey extension is proposed to the front of the property to allow the forward projection of an integral garage 0.7m beyond the existing building line (with the existing porch to be retained). The two-storey element is set back from the front of the property by 1.2m and extends for a depth of 10.3m (extending 3.65m from the rear wall of the property). The two-storey section extends the width of the property by 4m (with the original property having a width of 6.2m). To the rear, the two-storey section is set 5.1m off the boundary with the conjoined property. The extension has a hipped roof design with a maximum height of 6.3m, matching the pitch and eaves height of the original dwelling.
- 2.3 The single-storey extension to the rear extends deeper than the two-storey section, with a depth of 4.6m stretching the full 10.2m width of the property, as proposed. The single-storey section to the rear has a flat roof design with a maximum height of 2.9m.

3. Relevant Planning Policy

- 3.1 The Development Plan for Southampton currently comprises the “saved” policies of the City of Southampton Local Plan Review (as amended 2015) and the City of Southampton Core Strategy (as amended 2015). The most relevant policies to these proposals are set out at **Appendix 1**.
- 3.2 The National Planning Policy Framework (NPPF) came into force on 27th March 2012 and replaces the previous set of national planning policy guidance notes and statements. The Council has reviewed the Core Strategy to ensure that it is in compliance with the NPPF and are satisfied that the vast majority of policies accord with the aims of the NPPF and therefore retain their full material weight for decision making purposes, unless otherwise indicated.

4. Relevant Planning History

- 4.1 Two very similar proposals have previously been submitted to the Council for consideration on this site. An initial application was submitted in 2015 under planning application reference 15/00922/FUL. This application was refused on 16.07.2015 based on an identical reason for refusal as proposed under the current application.
- 4.2 Following the refusal of this application, an amended application was submitted under planning application reference 15/01981/FUL. This scheme was identical to the previously refused scheme except that the set back of the two-storey section from the front of the property had been increased from 0.45m to 1.2m.

The application was refused with an identical reason for refusal.

- 4.3 This application was subsequently appealed by the applicant. The Inspector noted that while the proposal had been set back, the extension would still be highly visible from the north-west as you enter Cunningham Crescent and as you face the property. With specific reference to the depth and width of the proposed extension, it was found that the extension would be 'incongruent within the street scene'. A copy of the appeal decision is attached as **Appendix 3**.

5. Consultation Responses and Notification Representations

- 5.1 Following the receipt of the planning application a publicity exercise in line with department procedures was undertaken which included notifying adjoining and nearby landowners. At the time of writing the report no representations have been received from surrounding residents.

5.2 Consultation Responses

- 5.3 **Cllr Hecks** - The minor amendments to the scheme have overcome the concerns that the Inspector raised with the scheme and the application should be referred to Panel for consideration.

6. Planning Consideration Key Issues

- 6.1 The previous applications on the site (and appeal decision in the recent past on a very similar scheme) form a large part of the material consideration on the current proposal. For clarity, the scheme is predominately identical to the previously refused scheme with the following amendments:

- Two-storey section reduced in depth to rear by 0.95m
- Ridge height of two-storey section reduced by 0.15m
- Width of side extension reduced by 0.45m
- Slight alterations to window layout

- 6.2 The application site is situated forming the effective start of Cunningham Crescent where it meets North East Road, increasing the visual prominence of the property within the street scene. The property at 42 North East Road has a hedge forming the boundary treatment up to the property. At present, there is a reasonably large gap between the house and the side common boundary. The semi-detached form and design of the application site are typical within the surrounding street scene. It is noted that the applicant has highlighted other side extensions which have been given permission in the surrounding area (specifically at 34 and 9 Cunningham Crescent). Both of these properties have significantly different circumstances to the application site, in addition to the extensions being significantly smaller in scale than the proposal on this site.

- 6.3 As outlined in the previous applications, it is considered that the proposal retains adequate outlook and amenities for the residents of the host dwelling without impacting on the amenities of neighbouring occupiers. As such, the key consideration is the impact of the proposal on the character of the property in the surrounding street scene.

- 6.4 The proposal is set down from the main ridge of the existing dwelling which does help the proposal integrate into the original dwelling. Notwithstanding this, section 2.3.1-2 of the RDG states that extensions should typically be 'smaller than the main part of the house and not dominate its appearance' and specifically highlights that extensions that 'make the house look lopsided or unbalanced' will typically not be supported. It is considered that the proposal

significantly extends the scale of the original building in a highly visible way which will unbalance the existing semi-detached pair.

- 6.5 The findings of the appeal Inspector are pertinent in that the scale of the proposed extension, due to the position and layout of the surrounding street scene, would fail to integrate with the scale and character of the existing dwelling. It is not considered that the relatively minor alterations to the scheme proposed would significantly alleviate the impacts of the extension when compared to the previously refused scheme.

7. Summary

- 7.1 It is felt that the scale and massing of the proposed extension are excessive and do not integrate with the character of the existing property in the street scene, with particular reference to the unbalancing of the existing semi-detached pair. It is not considered that the relatively minor alterations proposed to the previous scheme are sufficient to address the concerns previously raised and upheld by the Inspector.

8.0 Conclusion

- 8.1 For the reasons outlined above, the application is recommended for refusal.

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

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

JF1 for 13.09.2016 PROW Panel

Reason for refusal

The proposed development, by means of its height, width, depth and overall massing, represents an unsympathetic form of development, harming the visual amenity of the street scene by unbalancing the existing semi-detached pair and a failure to respect the scale and design of the existing dwelling. The proposal would, therefore, have a detrimental impact on the character of the area and prove contrary to saved policies SDP1(i), SDP7(iii)(iv) and SDP9(i) of the adopted City of Southampton Local Plan Review (March 2006) and CS13 of the adopted Local Development Framework Core Strategy Development Plan Document (January 2010), with particular reference to sections 2.3.1-2 and 2.3.6-9 of the Residential Design Guide.

POLICY CONTEXT

Core Strategy - (as amended 2015)

CS13 Fundamentals of Design

City of Southampton Local Plan Review – (as amended 2015)

SDP1 Quality of Development
SDP7 Urban Design Context
SDP9 Scale, Massing & Appearance

Supplementary Planning Guidance

Residential Design Guide (Approved - September 2006)

Other Relevant Guidance

The National Planning Policy Framework (2012)

The Southampton Community Infrastructure Levy Charging Schedule (September 2013)

Relevant Planning History

15/01981/FUL, Erection of a 2 storey side extension and single storey rear extension (resubmission)
Refused, 27.11.2015
Appeal Dismissed, 05.05.2016

Reason for refusal - Unacceptable impact on character

The proposed development, by means of its height, width, depth and overall massing, represents an unsympathetic form of development, harming the visual amenity of the street scene by unbalancing the existing semi-detached pair and a failure to respect the scale and design of the existing dwelling. The proposal would, therefore, have a detrimental impact on the character of the area and prove contrary to saved policies SDP1(i), SDP7(iii)(iv) and SDP9(i) of the adopted City of Southampton Local Plan Review (March 2006) and CS13 of the adopted Local Development Framework Core Strategy Development Plan Document (January 2010), with particular reference to sections 2.3.1-2 and 2.3.6-9 of the Residential Design Guide.

15/00922/FUL, Erection of a single-storey rear extension and two-storey side and rear extension.
Refused, 16.07.2015

Reason for refusal - Unacceptable impact on character

The proposed development, by means of its height, width, depth and overall massing, represents an unsympathetic form of development, harming the visual amenity of the street scene by unbalancing the existing semi-detached pair and a failure to respect the scale and design of the existing dwelling. The proposal would, therefore, have a detrimental impact on the character of the area and prove contrary to saved policies SDP1(i), SDP7(iii)(iv) and SDP9(i) of the adopted City of Southampton Local Plan Review (March 2006) and CS13 of the adopted Local Development Framework Core Strategy Development Plan Document (January 2010), with particular reference to sections 2.3.1-2 and 2.3.6-9 of the Residential Design Guide.



Appeal Decision

Site visit made on 27 April 2016

by Mr C J Tivey BSc (Hons) BPI MRTPI

an Inspector appointed by the Secretary of State for Communities and Local Government

Decision date: 05 May 2016

Appeal Ref: APP/D1780/D/16/3143621

1 Cunningham Crescent, Southampton SP19 8LB

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
 - The appeal is made by Mr Tim Marolia against the decision of Southampton City Council.
 - The application Ref 15/01981/FUL, dated 5 October 2015, was refused by notice dated 27 November 2015.
 - The development proposed is for a two storey side extension and single storey rear extension.
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Decision

1. I dismiss the appeal.

Main Issue

2. The main issue is the effect of the appeal proposal on the character and appearance of the area.

Reasons

3. The site is situated within a residential street with dwellings predominantly comprising two storey semi-detached houses, many of which have been altered over time. There are no five storey tower blocks situated further along the road, although these do not set the context for the immediate street scene. There exists a quite significant gap between the north-western flank elevation of the host dwelling and the respective side boundary and I note that the Council do not object to the principle of erecting an extension within this location.
4. Notwithstanding the fact that the appellant sought to deal with issues raised by the Council on the previous proposal, the proposed extension would be substantial in scale. I accept that the visual impact of the proposal when approaching the appeal site from the south-east would be limited, however, that is not the only vantage point and the greatest impact would be on viewing the proposed extension face-on and when approaching the site from the north-west. Admittedly there would be some vegetative screening intervening within the latter view, but this would not fully screen it, and not all year round.
5. I acknowledge that the height of the extension would be lower than that of the

main ridge of the dwelling, although there is also some lack of clarity over the design of the roof on the front of the extension, with the roof plan not tallying with that of the proposed front elevation. Notwithstanding this, I consider that by virtue of its width and depth, the proposal would give rise to an extension that would significantly unbalance the semi-detached pair of dwellings, of which no1 forms part. Therefore, the proposed design would appear incongruent within the street scene.

6. I note the other example cited by the appellant, of a two-storey side extension at 112 North East Road, but each case must be assessed on its own merits. Further, I appreciate that the appellant was born in the property and has lived there his whole life. I can fully understand his desire to increase the living accommodation for him and his family, but this does not outweigh the harm that would result to the character and appearance of the area.
7. I therefore find that the proposal would give rise to demonstrable harm to the character and appearance of the area and would be contrary to Policies SDP7 and SPD9 of the City of Southampton Local Plan Review (2006) which do not permit development which would cause material harm to the character and/or appearance of the area, in respect of the scale and proportion of existing buildings, massing and visual impact. This is supported by Policy CS13 of the Southampton City Council Core Strategy (2010) which requires development to respond positively and integrate with its local surroundings.

Conclusion

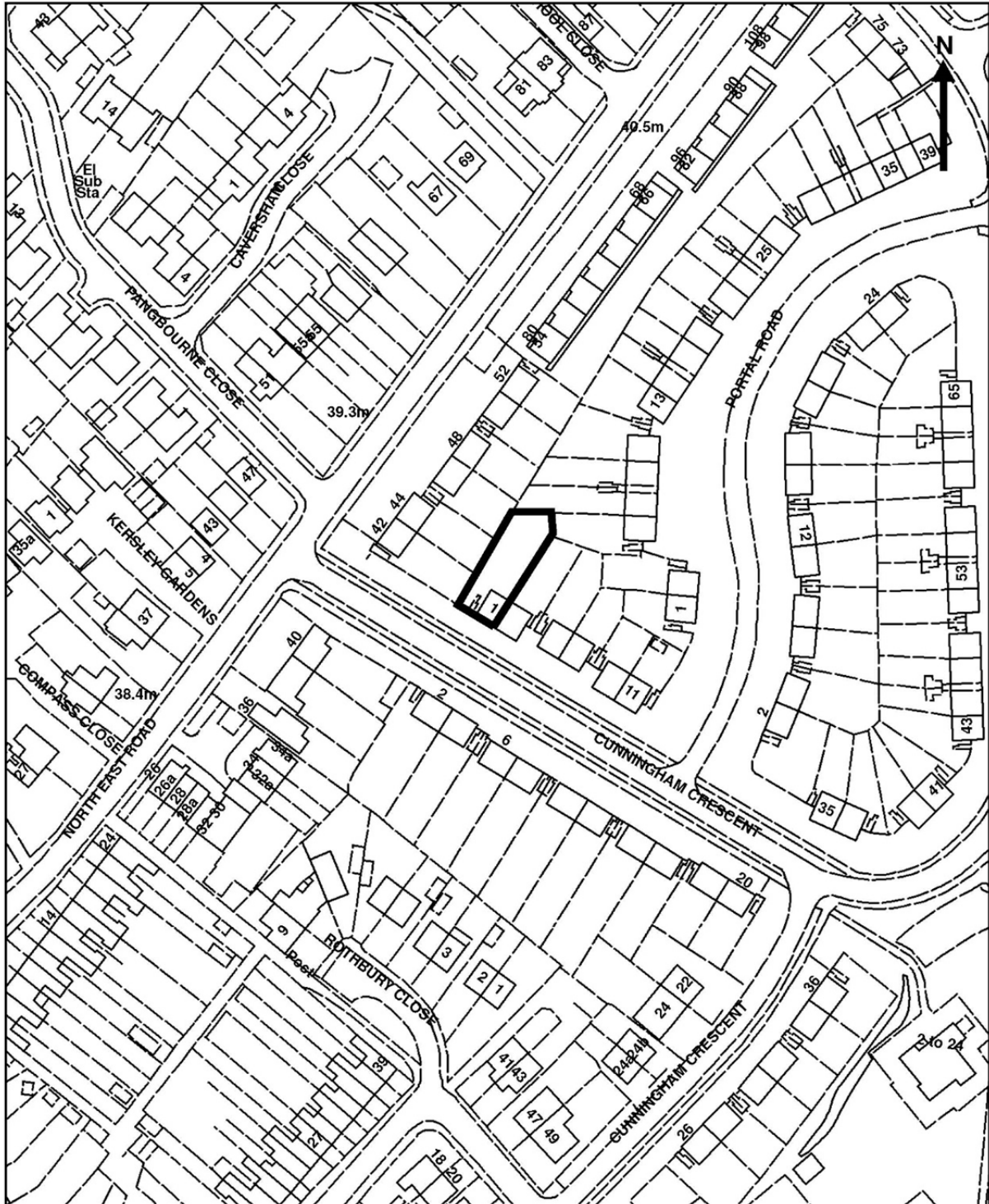
8. Therefore, for the reasons given above and having regard to all other matters raised, I conclude that the appeal should be dismissed.

C J Tivey

INSPECTOR

Appeal Decision APP/D1780/D/16/3143621

16/01163/FUL



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