

Southampton City Planning & Sustainability
Planning and Rights of Way Panel meeting 15th March 2011
Planning Application Report of the Planning and Development Manager

Application address: St Denys Hotel Public House, 1 Aberdeen Road			
Proposed development: External alterations, single-storey rear and first floor side extensions to facilitate conversion of existing building into 5 flats (1 x 3 bed, 2 x 2 bed and 2 x 1 bed) with associated parking and cycle/refuse storage			
Application number	10/01632/FUL	Application type	FUL
Case officer	Jenna Turner	Public speaking time	5 minutes
Last date for determination:	24.01.11	Ward	Portswood
Reason for Panel Referral:	Referred by Councillor Vinson	Ward Councillors	Councillor Vinson Councillor Sollitt Councillor Capozzoli
Applicant: Homelife Lettings		Agent: Knight Architectural Design	
Recommendation Summary	Conditionally approve		

Reason for granting Permission

The development is acceptable taking into account the policies and proposals of the Development Plan and other guidance as set on the attached sheet. Other material considerations such as those listed in the report to the Planning and Rights of Way Panel on the 15.03.11 do not have sufficient weight to justify a refusal of the application. The proposed dwellings would be in keeping with the surrounding area and would not have a harmful impact on residential amenity or highway safety and the proposal is considered to be acceptable. 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 having 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, CS19, and CS20 and the Council’s current adopted Supplementary Planning Guidance. National Planning Guidance contained within PPS1 (Delivering Sustainable Development), PPS3 (Housing 2010) and PPG13 (Transport 2011) are also relevant to the determination of this planning application.

Appendix attached	
1	Development Plan Policies

Recommendation in Full

Conditionally approve

1. The site and its context

- 1.1 The application site contains a public house located on the corner of Priory Road and Aberdeen Road. The pub, which is now vacant, included residential accommodation at first floor level. Although, it has been previously extended, the existing building is an attractive character property within the street.
- 1.2 The surrounding area is predominantly residential in character and typically comprises two-storey, semi-detached and terraced properties.

2. Proposal

- 2.1 The application seeks to convert the existing building to provide 5 flats (1 no. 3 bed, 2 no. 2 bed and 2 no. 1 bed units). The application proposes a first floor extension to the side of the property to link the main building to an existing extension at the rear of the site. In addition to this, a single storey extension is proposed to the rear of the property, adjacent to the boundary with 3 Aberdeen Road. A residential density of 125 dwellings per hectare is proposed.
- 2.2 Approximately 70sq.m of private and useable amenity space would be provided to the rear of the site. The proposal would make use of an existing car parking area to the side of the building to provide 2 car parking spaces which would be accessed from Priory Road.
- 2.3 Amended plans were received following validation to make the following improvements to the scheme:
 - A parking space has been omitted to provide improved pedestrian access to the cycle and refuse storage;
 - The layout to flat C has been altered to provide improved outlook from habitable rooms;
 - An external staircase from flat A to the rear garden area has been provided;
 - The layout of flat A has been altered to provide improved outlook and access to daylight from the lounge/dining room within that property;
 - An additional window has been provided to flat D, to improve the outlook from the bedroom and;
 - The proposed first floor rear extension now has a pitched roof appearance.
- 2.4 Neighbours have been reconsulted with these changes and responses will be reported verbally at the Panel meeting.

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**.
- 3.2 The application site is not allocated in the current development plan. The Council’s usual requirements for achieving context-sensitive residential design as required by Core Strategy policy CS13 and policies SDP1, SDP7 and SDP9 of the Local Plan are applicable. Applications for new residential dwellings are expected to meet high sustainable construction standards in accordance with adopted Core Strategy Policy CS20 and Local Plan “saved” Policy SDP13.

4. Relevant Planning History

4.1 There are no previous planning applications relating to this property.

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 (16.12.10). Objectors have been notified of the amended plans and given until the 8th March to respond. At the time of writing the report 7 representations have been received from surrounding residents. The following is a summary of the points raised:

5.2 **The proposal will add to parking pressures in the vicinity of the site as the number of off-road parking spaces proposed is insufficient to serve the development**

Response

The site lies within an area of Medium Accessibility for public transport and the level of parking proposed accords with the maximum permitted by the saved policies of the Local Plan. The maximum standard permitted would be 3 but there is insufficient space to provide anymore spaces than the 2 currently shown.

5.3 **The proposal is likely to result in noise disturbance to the adjoining property**
Response

The Local Planning Authority has no control over the hours of operation of the existing public house use and it is noted that noise complaints have been received regarding the premises in the past. It is considered that the proposed residential use would be less disruptive to residential amenity than the existing use. Environmental Health have raised no objection to the proposal on noise grounds and a condition has been suggested to secure soundproofing to the flats.

5.4 **The level of amenity space is insufficient and the quality of the space is poor**
Response

The level of useable amenity space proposed is approximately 30 sq.m less than that recommended by the Residential Design Guide. The space however, is sufficiently private with a southerly aspect and all flats would have direct access to it. A condition is suggested to introduce soft landscaping into the amenity area.

5.5 **The works to the building include the replacement UPVC windows and plastic rainwater goods would have a harmful impact on the character of the building**
Response

The existing buildings are not listed and, as such, planning permission is not required for replacement windows or rainwater goods. The application proposes to retain other important features which contribute to the building's character, including the iron work detailing to the gables and the tiled pub sign.

5.6 **SCC Highways** - Direct access from the flats to the cycle and refuse storage is required. Suggests a condition to secure boundary treatment. The reduction to 2 car parking spaces is supported.

5.7 **SCC Sustainability Team** - No objection. Suggests a condition to secure a 20% reduction in carbon dioxide emissions through the incorporation of low carbon or renewable energy technologies.

- 5.8 **SCC Environmental Health (Pollution & Safety)** – No objection. Suggests conditions to minimise the disruption to residents during the construction process.
- 5.9 **SCC Ecology** – No objection. Suggests a condition to secure a method statement addressing works to the roof area as there is a low risk of bats being present.
- 5.10 **Southern Water** – No objection. Suggests a note to applicant to advise that a formal application will be required to connect to the public sewerage system.

6. Planning Consideration Key Issues

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

- i. Principle of development;
- ii. Design;
- iii. Residential amenity;
- iv. Residential Standards; and
- v. Highways and parking.

6.2 Principle of Development

6.2.1 The saved policies of the Local Plan Review encourage the conversion to residential accommodation of un-neighbourly, non-residential uses within residential areas such as this. The retention and conversion of the existing building is welcome both in terms of sustainability benefits and since the existing property is an attractive character property within the street scene. The application proposes a mix of accommodation which would contribute to creation of a balanced community by providing additional housing on previously developed land.

6.3 Character and Design

6.3.1 The proposed first floor extension would be set well back from the front building line of the property and would be lower in height than the existing building. As such it would appear appreciably subordinate to the property. The single-storey extension would not be readily visible from public vantage points and would not therefore have a significant impact on the appearance of the building.

6.3.2 The application proposes the retention of the iron work detailing on the gables of the building and the tiled pub sign. As such, it is considered that the proposed external alterations to the building would not have a harmful impact on the character and appearance of the property as viewed from the street and the proposal is in accordance with policy CS13 of the Core Strategy.

6.3.3 Whilst the proposed level of density at 125 dwellings per hectare is higher than is typically characteristic in areas of Medium Accessibility, this needs to be balanced against making good use of an existing building to provide housing, and the retention and re-use of the existing pub building.

6.4 Residential Amenity

6.4.1 The proposed physical alterations to the building would not have an impact on the amenities of the occupiers of the neighbouring properties. The single storey extension would not project any further to the rear than the neighbouring extension. Habitable room windows are positioned to overlook either the street or the

communal amenity space area and as such would not impact upon privacy. An additional external staircase would be screened from the neighbouring properties by the building itself and would not therefore, introduce any additional overlooking.

- 6.4.2 Having regard to the un-restricted hours of opening of the existing public house use, and the history of noise complaints from the premises, it is considered that the proposed flatted development would represent an improvement to residential amenity.

6.5 Residential Standards

- 6.5.1 The amount of amenity space proposed is less than the amount required by the Residential Design Guide, however this space would be private and not restricted by an awkward shape or undue enclosure. All of the flats would have direct access to the garden area and, furthermore, a landscaping condition is suggested to secure improvements to the space.
- 6.5.2 There is an area of defensible space to the Aberdeen Road frontage of the building and a condition is suggested to secure a front boundary wall and soft landscaping to protect the privacy of the occupants of the ground floor flat. There is also sufficient room to secure buffer planting between ground floor habitable room windows and communal circulation routes to improve the quality of the residential environment for future occupants. Whilst the outlook from flat C's kitchen window is poor, this room has dual aspect with outlook across the amenity space. On balance, therefore, the outlook from habitable room windows is considered to be acceptable.
- 6.5.3 Secure cycle storage would be provided within the rear garden area and this can be directly accessed from the flats and cycles could be moved with ease to the public highway. Refuse storage would also be provided to the rear of the site and whilst it would not be readily visible from the street, containers could be moved with ease to the public highway for collection purposes.

6.6 Highways and Parking

- 6.6.1 Whilst the level of on-site parking has been reduced (when compared with the scheme as originally submitted), the level of parking proposed complies with the Council's adopted standards. Local Plan policy SDP5 confirms that car parking is a key determinant in the choice of the mode of travel and therefore the provision of two off-road car parking spaces would comply with current planning guidance in the form of PPG13: 'Transport', PPS1 'Delivering Sustainable Development' and PPS3 'Housing, which emphasises the need to reduce car dependence.
- 6.6.3 The provision of secure and convenient cycle storage would promote cycling as an alternative to the private car. The level of car parking proposed to serve the development is therefore considered to be acceptable.

6.7 Direct Local Impacts

- 6.7.1 As there is an existing flat on the first floor of the public house, the development does not trigger the need for a Section 106 Agreement to mitigate against the direct local impacts of the development or to provide Affordable Housing.

7. Summary

7.1 The proposed conversion makes good use of the existing building and since the site has limited external space its use for a flatted development is considered to be the best solution. Having regard to the positive appearance of the existing building, a conversion solution, albeit of a high residential density, is deemed more appropriate than a redevelopment. 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. There are no planning grounds that outweigh the re-use of this existing building and the recommendation is therefore to approve.

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) 4 (f) 6 (c) (i) 7 (a) (b) (e) (o) 9 (a)

JT for 15/03/11 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 - Materials to match [Performance Condition]

The materials and finishes to be used for the external walls, windows (including recesses), 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. The existing wall-mounted pub sign and the iron-work to the gables shall be retained unless otherwise agreed in writing by the Local Planning Authority.

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 - Refuse & Recycling Bin Storage – Details to be submitted [pre-commencement condition]

Notwithstanding the information already submitted, details of the elevations of the storage of refuse and recycling together with the management of the storage shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of the development hereby approved. The facilities shall include accommodation for the

separation of waste to enable recycling. The approved refuse and recycling storage shall be thereafter retained.

REASON:

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

04. APPROVAL CONDITION - Cycle Storage [performance condition]

Cycle storage shall be laid out with a level approach prior to the first occupation of the development hereby approved in accordance with the plans hereby approved. The cycle storage shall be thereafter retained.

REASON:

In the interests of the visual appearance of the building and the area in general and to promote alternative modes of travel to the private car.

05. APPROVAL CONDITION - Landscaping, lighting & means of enclosure detailed plan [Pre-Commencement Condition]

Notwithstanding the submitted details before the commencement of any site works a detailed landscaping scheme and implementation timetable shall be submitted to and approved by the Local Planning Authority in writing, which includes:

- i. proposed finished ground levels, means of enclosure to include a 600mm high front boundary wall to the Aberdeen Road frontage and hard surfacing materials;
- ii. planting plans including defensible planting adjacent to ground floor habitable room windows, and means of demarcating pedestrian access from the car park to the rear of the site; 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. The means of enclosure shall be thereafter retained as approved.

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

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

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

REASON:

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

07. 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 2 parking spaces for the development shall be provided in accordance with plans to be submitted and approved to the Local Planning Authority in writing. The plans shall detail means of restricting additional on site car parking. The parking shall be retained for that purpose and not used for any commercial activity.

REASON

To ensure a satisfactory form of development

08. APPROVAL CONDITION - Energy (Pre-Commencement Condition)

An assessment of the development's total energy demand and a feasibility study for the inclusion of renewable energy technologies on the site, or other means of improving energy efficiency that will achieve a reduction in CO2 emissions [as required in core strategy policy CS20] over part L of the Building Regulations must be conducted. Plans for the incorporation of renewable energy technologies or other means of improving energy efficiency to the scale that is demonstrated to be feasible by the study, and that will reduce the CO2 emissions of the development [as required in core strategy policy CS20] over part L of the Building Regulations must be submitted and approved in writing by the Local Planning Authority prior to the commencement of the development hereby granted consent. 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).

09. APPROVAL CONDITION – Soundproofing [Pre-Commencement Condition]

Prior to the commencement of the development hereby approved a scheme for the soundproofing of the development shall be submitted to the Local Planning Authority for approval in writing. The details shall include measures to limit noise transference from the development into the adjoining property and the measures shall be implemented as approved before the development is occupied.

REASON

In the interests of the amenities of the adjoining property.

10. APPROVAL CONDITION - Hours of Construction [Performance condition]

In connection with the implementation of this permission any demolition, conversion and construction works, including the delivery of materials to the site, shall not take place outside the hours of 8am and 6pm Mondays to Fridays and 9am and 1pm on Saturdays. Works shall not take place at all on Sundays or Public Holidays without the prior written approval of the Local Planning Authority. Any works outside the permitted hours shall be confined to the internal preparation of the buildings without audible noise from outside the building, unless otherwise agreed in writing by the Local Planning Authority.

REASON:

To protect local residents from unreasonable disturbances from works connected with implementing this permission.

11. APPROVAL CONDITION – Roof Works Method Statement [pre-commencement condition]

Prior to the commencement of development hereby approved a Method Statement shall be submitted to and approved by the Local Planning Authority in writing detailing that any works to the roof will be carried out by hand. The development shall proceed in accordance with the agreed Method Statement.

REASON

In the interests of bats which may be present in the roof of the building.

12. 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. Party Wall

The applicant is reminded that further agreements may be required under the Party Wall Act (1996) as this application proposes development on or near the boundary with a neighbouring property. Further guidance can be obtained from the Council's Building Control Officer on 023 8083 2558.

2. Southern Water – Public Sewerage - Informative

A formal application for connection to the public sewerage is required in order to service this development. Please contact Southern Water's Network Development Team (Wastewater) based in Otterbourne or www.southernwater.co.uk.

3. Ecology - Informative

If bats are discovered in the process of development, all work on construction should cease and advice sought from Natural England as to how to proceed.

POLICY CONTEXT

Core Strategy - (January 2010)

CS4	Housing Delivery
CS6	Housing Density
CS13	Fundamentals of Design
CS19	Car & Cycle Parking
CS20	Tackling and Adapting to Climate Change
CS22	Promoting Biodiversity and Protecting Habitats

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
SDP12	Landscape & Biodiversity
SDP13	Resource Conservation
SDP14	Renewable Energy
SDP16	Noise
NE4	Protected Species
H1	Housing Supply
H2	Previously Developed Land
H5	Conversion to residential Use
H7	The Residential Environment

Supplementary Planning Guidance

Residential Design Guide (Approved - September 2006)

Other Relevant Guidance

PPS1 Delivering Sustainable Development (February 2005)

Planning Policy Statement: Planning and Climate Change - Supplement to Planning Policy Statement 1 (December 2007)

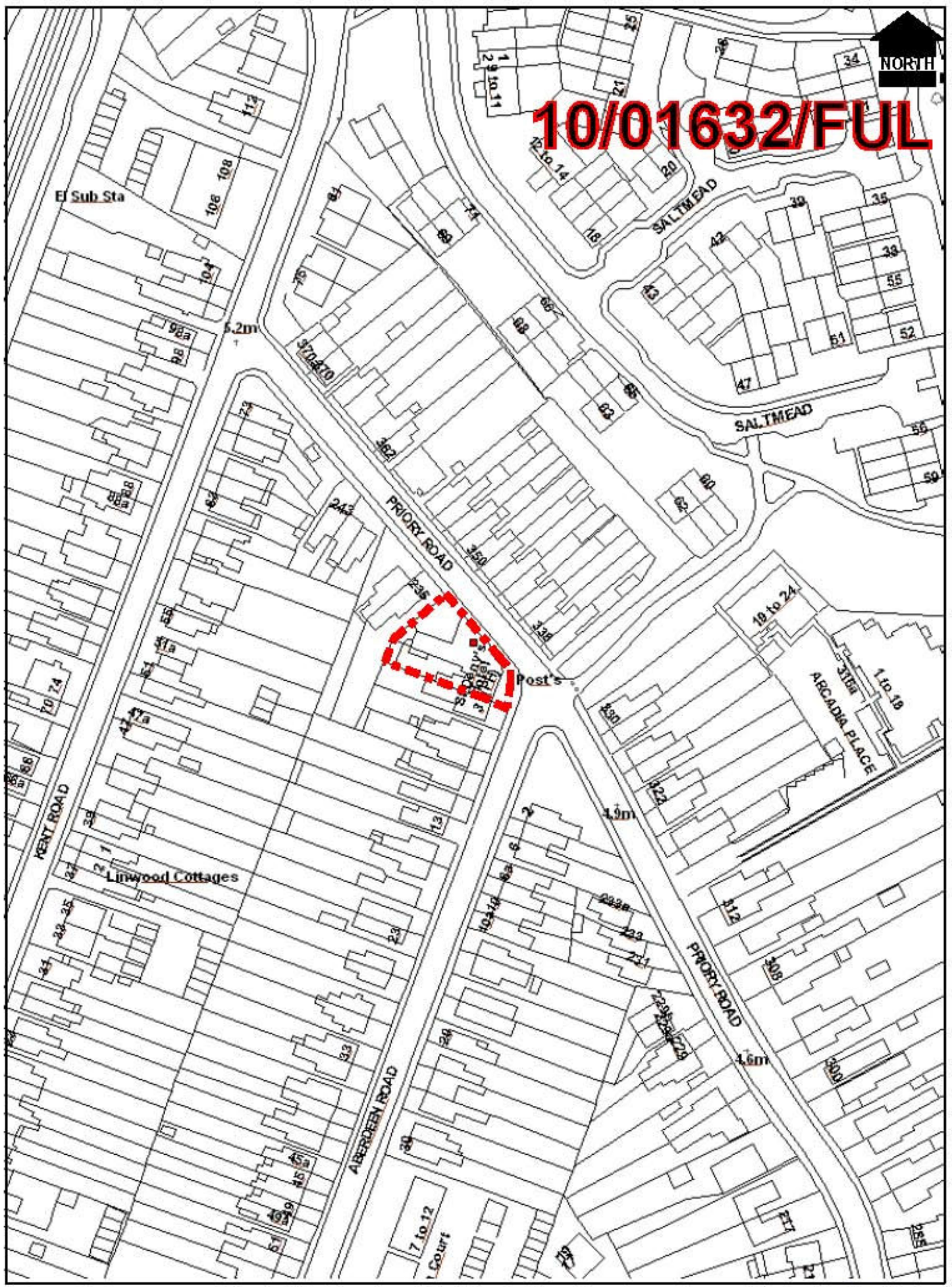
PPS3 Housing (July 2010)

PPG13 Transport (January 2011)

PPS22 Renewable Energy (August 2004)

NORTH

10/01632/FUL



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