

Southampton City Planning & Sustainability
Planning and Rights of Way Panel meeting 25 October 2011
Planning Application Report of the Planning and Development Manager

Application address: 3 Bassett Green Drive SO16 3QN			
Proposed development: Part first floor and part ground floor extension of bungalow to form two storey dwelling, incorporating existing detached garage as part of the house and formation of car port.			
Application number	11/01329/FUL	Application type	FUL
Case officer	Mathew Pidgeon	Public speaking time	5 minutes
Last date for determination:	04/10/2011	Ward	Bassett
Reason for Panel Referral:	Referred by the Planning & Development Manager	Ward Councillors	Cllr L Harris Cllr B Harris Cllr Hannides
Applicant: Mrs Joanna English		Agent: N/A.	
Recommendation Summary	Conditionally approve		

Reason for granting Permission

The development is acceptable taking into account the policies and proposals of the Development Plan as set out below. Other material considerations including surrounding character and neighbouring amenity have been considered and are not judged to have sufficient weight to justify a refusal of the application. Where applicable conditions have been applied in order to satisfy these matters. The scheme is therefore judged to be in accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004 and thus planning permission should therefore be granted.

Policies - SDP1, SDP7 and SDP9 of the City of Southampton Local Plan Review (March 2006) and CS13 of the Local Development Framework Core Strategy Development Plan Document (January 2010).

Appendix attached			
1	Development Plan Policies		

Recommendation in Full: Grant conditional planning permission

1. The site and its context

1.1 The application site contains a detached single storey dwelling house (bungalow) within a wholly residential area. The context of the site and wider area is characterised by detached dwellings of a variety of design and scale set in spacious and generally well landscaped plots. The landscaped nature of the area has been established by providing large frontages/settings to properties, comprising well established large trees (many of which are covered by Tree Preservation Order's) and mature hedging.

1.2 The variety of dwelling design, including both bungalows and two storey dwellings, contributes to the overall interest and unique setting, nature and architectural interest of the neighbourhood.

- 1.3 The direct neighbours, numbers 1 and 5, are also bungalows; as are numbers 7 and 9. There is also a modern single storey structure positioned at the top of the road which has accommodation at basement level. Directly opposite the site is the junction with Northwood Close. The opposite side of the street is well landscaped along the street frontage (to the South of Northwood Close).
- 1.4 From the top of Bassett Green Drive where it joins Bassett Green Road the road slopes steeply down towards the middle of the road where the land flattens. As a consequence the ground floor level of the host dwelling is slightly higher than the neighbour at number 5. The road also curves slightly to the south at the junction of Northwood Close.
- 1.5 The two neighbouring properties (3 and 5) do not share the same front building line and as a consequence number 5 is set slightly further back towards the rear of the plot.
- 1.6 The southern most corner of the host dwelling meets the boundary of the site with number 5. Much of the boundary between number 3 and 5 is defined by dense vegetation. A garage is positioned adjacent to the flank wall of number 3, where it meets the boundary with number 5. A secondary entrance to number 5 is located on its northern flank behind the garage and slightly behind the host dwelling.

2. Proposal

- 2.1 The planning application seeks to add an additional storey to the building and a ground floor extension. The 1st floor element would however have a smaller floor area than the ground floor footprint, set into the existing bungalow's roof. The roof of the first floor element would have a shallow pitch and would be hipped. The roof at ground floor level would also be pitched and therefore would rise up to meet the elevations of the first floor element. The maximum height of the roof will increase from 4.9m to 7m.

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 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 11/00695/PREAP2 - Replacement roof with dormer windows and conversion of existing garage and carport into annexe. Advice given:- The addition of a first floor to an existing modest bungalow does not achieve subservience normally required of extensions. However, the overriding context of larger two storey dwellings will be taken into account when considering its impact on the character and appearance of the area.

1530/W11 – Single storey side extension – Conditionally Approved 18.10.1977.

1217/33 – Erection of bungalow and garage – Conditionally Approved 27.02.1962.

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. At the time of writing the report **14** representations have been received from surrounding residents, including two from local Ward Councillors and one from a the North East Bassett Residents Association).

- Inappropriate design (height, appearance).
- Out of keeping/proportion given the immediate neighbours (6 bungalows) and established character.
- Contrary to local vernacular.
- Adverse impact on the character of the area.
- Erosion of vernacular - bungalows - good example of 1960's architecture.
- Undulating landscape is used to maximum benefit at present, to deviate from the original landscape design would be detrimental to the community and character of the area.
- Gradual transition of roof heights down the slope of the street will be interrupted by the two storey element.
- Roof pitch is greater than 22.5 degrees which is the established roof pitch for properties in the area.
- Negative impact on the visual amenity of the area.
- Harm to the woodland setting of the area – originally an arboretum
- Incongruous 2 storey building within the grouping of 5 bungalows.
- Neighbouring properties would have their daylight, sunlight and privacy compromised.
- Overdevelopment.
- Traffic and Parking, suggested conditions safeguarding/protection of grass verges.
- Suggest additional conditions regarding tree protection if supported.
- Contrary to restrictive covenants covering the site.
- Precedent for future development.

RESPONSE

The above considerations are responded to in detail in section 6 of the report - Planning Considerations.

5.2 **SCC Highways** - no objections.

5.3 **SCC Trees** – Little or no potential damage to the protected trees on site (Southampton (Bassett Wood North) TPO 1960). New pitch roof will suffer less nuisance from falling debris than the existing flat roof. No objections to this application subject to the submitted Method Statement (Professional Tree Services Ltd., ref: ENGL/1720ms. dated 08/08/2011) forming part of any conditions.

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. the impact on character of the host dwelling;
- iii. the impact on the character of the surrounding area; and
- iv. the affect of the development on neighbouring amenity.

6.2. Principle of Development

6.2.1 There are no relevant policies which object in principle to extending the property. The proposal must therefore be judged in terms of its potential impact as a result of the physical characteristics of the extension.

6.3 The impact on character of the host dwelling

6.3.1 The character of the host property is principally that of a single storey family dwelling house with gable ended roof.

6.3.2 The proposal, makes a substantial addition to the existing roof of a bungalow and is therefore not strictly compliant with section 2.5.4 of the Residential Design Guide (RDG), albeit that usually deals with much smaller dormer window additions. Section 2.3 of the RDG calls for extensions to be sub-ordinate to the host dwelling. The first floor addition has a smaller footplate to the host dwelling and in that sense is sub-ordinate (72.77m^2 as compared to 163.72m^2), but there is no escaping that the appearance of the host dwelling would be radically altered, albeit in a context where large two storey dwellings pre-dominate the character of the area. It is noteworthy that the maximum height of the roof will increase from 4.9m to 7m.

6.3.3 Furthermore the position of the first floor element and design of the roof serving the ground floor element would not significantly increasing the bulk, mass and scale of the dwelling, compared to simply building off the external walls. Furthermore with window openings proposed at first floor level being narrower than the ground floor openings and with the use of timber cladding at first floor level, the impact of the extension on the character of the host dwelling is not considered to be harmful.

6.3.5 Upon careful consideration and comparison between the original design and that which is proposed Officers do not believe that the extension is significantly harmful to the character and appearance of the dwelling. The dwelling remains fairly modest in scale and retains its appearance as a dwelling house.

6.4 The impact on the amenity of the surrounding area

6.4.1 The proposals are not considered to be an overdevelopment of the plot, where a generous garden would remain.

6.4.2 The immediate neighbours do share common characteristics with the host dwelling. However, each property has been positioned differently within each plot and most have been extended since their original construction. The neighbouring properties and small group of bungalows are not read within the street scene as a collection of identical properties with shared character. This is due to the well landscaped nature of the area, the distance which the properties are set back from the public highway and curve in the road. As such and given wider context of the area where a large variety of building design is evident it is Officers' opinion that bungalows do not form the dominant character of the neighbourhood. In which case it is difficult to demonstrate that the alteration of the dwelling to form a modest first floor element would be harmful to the appearance of the area.

6.4.3 The change in levels between the plots at the upper end of Bassett Green Drive also results in a change in levels to the roof heights of dwellings. Although the addition of the first floor element shall alter the transition of roofs across the slope the extension's set back from the front building line and position of the property within the plot and verdant screening on the boundaries reduce its visual impact. Again it can be concluded that no significant harm to the character of the area (in particular roofs cape) will result as a consequence of the development. The development is supported by the Tree Team and as such the proposal, for reasons discussed above, shall not adversely affect the woodland setting of the dwelling and wider environment.

6.4.4 Whilst one can appreciate that incremental changes can harm visual character and amenity over a long period of time the application submitted for determination is not considered unacceptable given the scale of the extension and its surroundings.

6.5 The affect of the development on neighbouring amenity.

6.5.1 The boundary to the North East which divides the host dwelling from number 1 Bassett Green Drive is well landscaped. Number 1 is located higher on the slope. As such there will be no impact on the residential amenities enjoyed by the occupiers of that property.

6.5.2 The flank elevation of the host dwelling, as discussed in section 1.6, is positioned close to the flank elevation of the neighbour at number 5. The proposal could be improved by shifting the main element of the extension closer to the north eastern side of the dwelling. However, on balance, because the proposed extension position is set off the flank boundary wall, no significant harm is concluded to neighbouring amenity. Harm would have been far greater if the flank wall had been extended straight up. Upon careful consideration, owing to the present

relationship between the two dwellings the mass and scale of the extension is not found to be sufficiently harmful to justify refusal on the basis of being judged as overbearing or dominant. It is noted that the neighbour's garage is positioned on the boundary and is partially adjacent to the location of the extension.

- 6.5.3 The extension is also to the north of number 5 and therefore the proposal will not lead to shadowing of amenity space or habitable room windows. The neighbour at number 5 also does not have habitable room windows looking directly north and occupants would therefore not be subjected to any loss of outlook.
- 6.5.4 With regard to overlooking there is one habitable room window proposed in the south west flank elevation of the extension, the window would serve a bedroom and has been placed in this elevation rather than the rear in order to prevent overlooking of the main entrance to the neighbours property. The outlook afforded to that room would be directly across the neighbour's front garden, it is unlikely that the window will allow occupants of the room to look into habitable room windows facing the front garden (north west direction) of number 5 owing to the layout and relative positions of the properties and windows. If a view into the neighbours' habitable room could be achieved it would be at an acute angle and not considered to significantly compromise neighbouring privacy.
- 6.5.5 With regard to overlooking there is one habitable room window proposed in the south west flank elevation of the extension. The window would serve a bedroom and has been placed in this elevation rather than the rear in order to prevent overlooking of the secondary entrance to the neighbours' property. The outlook afforded to that room would be directly across the neighbour's front garden, it is unlikely that the window will allow occupants of the room to look into habitable room windows facing the front garden (north west direction) of number 5 owing to the layout and relative positions of the properties and windows. If a view into the neighbours habitable room could be achieved it would be at an acute angle and not considered to significantly compromise neighbouring privacy.
- 6.5.6 With regard to the use of the neighbours land for outlook, owing to the sloping nature of the area; and the variety of building design and orientation in the area, the proposed relationship is not considered to be uncommon and therefore on balance this element of the scheme is acceptable.
- 6.5.7 The council do not have any policies which do not prevent parking on the public highway furthermore there is no intention to increase the number of bedrooms.

7. Summary

- 7.1 Significant harm to neighbouring amenity and to the character of the area will not occur in this instance and taking into account the setting and wider context of the neighbourhood justification for refusal is difficult to achieve. The application has been considered on its own merits having regard to the particular site characteristics and relationship to neighbouring properties. If approved, it is not considered to represent a general precedent for similar development.

8. Conclusion

- 8.1 Although the proposal does change the appearance of the dwelling that impact is considered to be acceptable. There is not sufficient justification to warrant a refusal in this case.

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

1(a), 1(b), 1(c), 1(d), 2(b), 2 (d), 4 (f), 6(c), 7(a), 7 (e), 9(a) & 10 (a) and (b)

MP3 for 25/10/2011 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 - No other windows or doors other than approved [Performance Condition]

Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 as amended (or any order amending, revoking or re-enacting that Order), no windows, doors or other openings including roof windows or dormer windows other than those expressly authorised by this permission shall be inserted into the ground floor southern flank elevation of the property or within any elevation at first floor level without the prior written consent of the Local Planning Authority.

Reason:

To protect the amenities of the adjoining residential properties

03. APPROVAL CONDITION - Glazing panel specification [Pre-Occupation Condition]

The window in the side elevation of the building hereby approved [to the room indicated as a bathroom] shall be glazed in obscure glass and shall be none opening / shall only have a top light opening above a height of 1.7m above floor level. 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.

04. 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 endeavouring to achieve a building of visual quality.

05. 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.

06. APPROVAL CONDITION, Compliance with Arboricultural Impact Assessment and Method Statement, (Performance Condition)

The hereby approved development shall be completed in compliance with the submitted; Method Statement (Professional Tree Services Ltd., ref: ENGL/1720ms. dated 08/08/2011).

Reason:

To ensure the retention of trees which make an important contribution to the character of the area.

07. 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)

CS13 Fundamentals of Design

City of Southampton Local Plan Review – (March 2006)

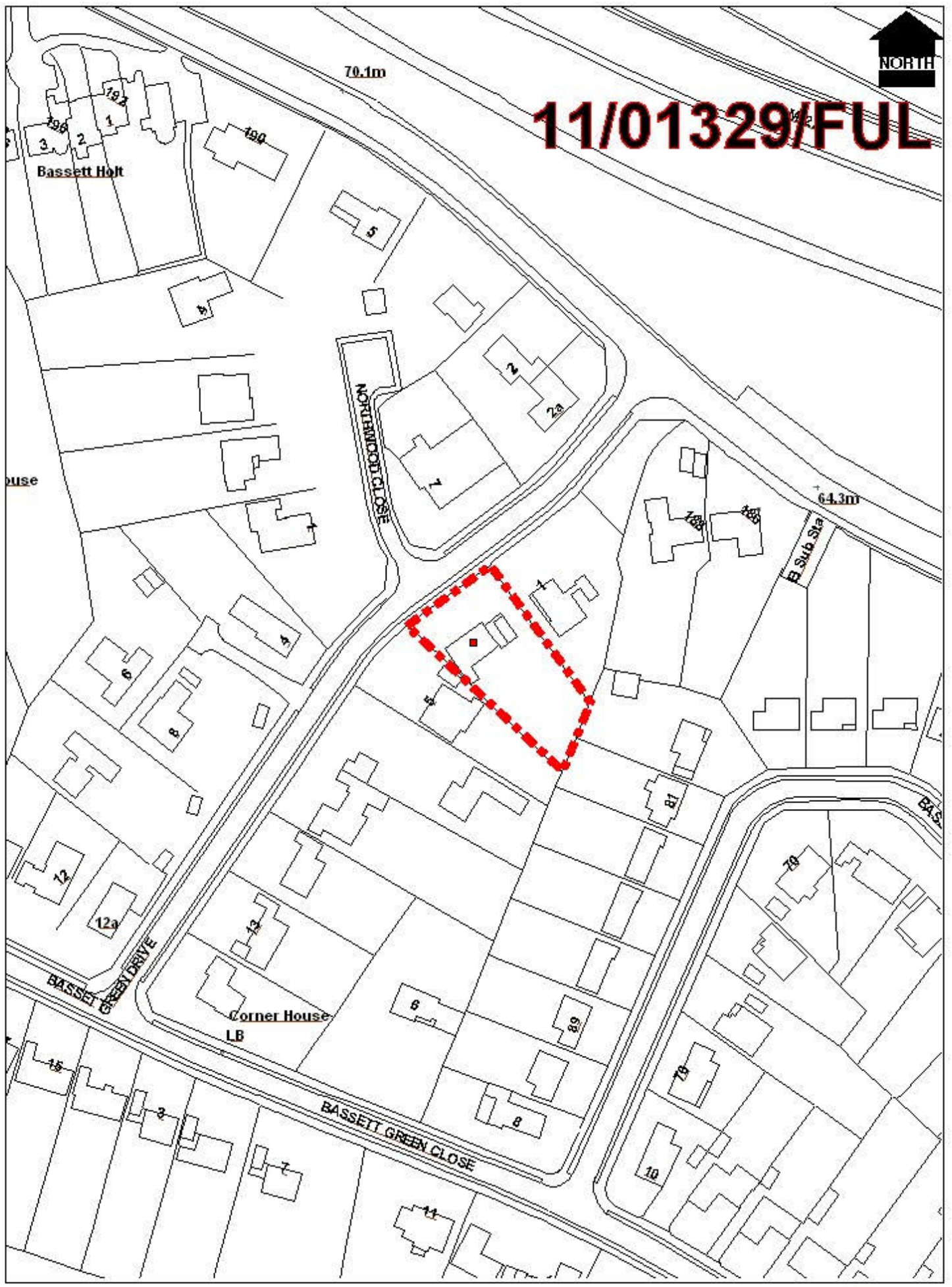
SDP1 Quality of Development
SDP7 Urban Design Context
SDP9 Scale, Massing & Appearance

Supplementary Planning Guidance

Residential Design Guide (Approved - September 2006)



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Scale : 1:1250

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