

Planning and Rights of Way Panel 23rd January 2024
Planning Application Report of the Head of Transport and Planning

Application address: 111 Alma Road, Southampton			
Proposed development: Erection of a pitched roof extension on rear outbuilding to create storage space in roofspace (description amended following validation)			
Application number:	23/01578/FUL	Application type:	Minor
Case officer:	Stuart Brooks	Public speaking time:	5 minutes
Last date for determination:	30.01.2024	Ward:	Bevois
Reason for Panel Referral:	Request by Ward Cllrs	Ward Councillors:	Cllr Rayment Cllr Denness Cllr Katraria
Referred to Panel by:	All Ward Cllrs	Reason:	Loss of residential amenity due to scale of the roof extension
Applicant: Mr Rai		Agent: ACA Design Limited	

Recommendation Summary	Conditionally approve
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Community Infrastructure Levy Liable	Not applicable
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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 have been considered and are not judged to have sufficient weight to justify a refusal of the application, and 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. 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 39-42 and 46 of the National Planning Policy Framework (revised 2023). Policies – CS13 of the of the Local Development Framework Core Strategy Development Plan Document (Amended 2015). Policies – SDP1, SDP7, SDP9 of the City of Southampton Local Plan Review (Amended 2015).

Appendix attached			
1	Development Plan Policies	2	Relevant Planning History
3	Approved plans 2021 flatted conversion		

Recommendation in Full

Conditionally approve

Background

This planning application is for a new roof to an existing lawful outbuilding. 111 Alma Rd has permission to be converted to flats and has been in lawful occupation as such since the Summer of 2023. The flatted development has largely been constructed in accordance with the approved plans, although at the current time the resident's cycle store (approved under 20/01617/DIS) has not been provided and the applicant is in breach of condition 8 of permission 20/00550/FUL. This breach is not a material consideration for this roof application, and will be dealt with separately; with input from Planning Enforcement if the matter cannot be resolved amicably and quickly.

1. The site and its context

- 1.1 The application site comprises a 3-storey residential property divided into 6 flats (1x3 and 5x1 beds) with various extensions carried out under the recent permission in 2021. The property has a spacious plot with a long rear garden and existing flat roofed outbuilding adjacent to the southern boundary (shared with the rear gardens of 11 to 13 Avenue Road). The outbuilding is used by the applicant/landlord to store building materials and equipment in connection with their building projects. The outbuilding is not currently made available as storage for use by existing tenants. The applicant has advised this is due in part because of the condition of the building and issues with the existing roof and water tightness. The existing fence across the front driveway prevents any vehicle access to the rear garden and outbuilding. The rear of the property is soft and hard landscaped as approved under the 2021 permission.
- 1.2 The surrounding area is characterised as suburban residential comprising 2 and 3 storey properties of various styles. Neighbouring properties in Alma Road and Avenue Road have comparably deep plots, incorporating outbuildings with either flat or pitched roofs. It should be noted that the spatial character of the area changes from back to back deep gardens to back land housing, located to the west at Clifford Dibben Mews.

2. Proposal

- 2.1 This application is to add a new roof form to an existing lawful outbuilding. The applicant proposes to extend the building upwards by replacing the existing flat roof with a pitched roof extension to create additional secure storage for the occupants of 111 Alma Road.
- 2.2 The application has been amended since validation/notification to reduce the height and pitch of the extension to a hipped roof (changed from a gabled profile and removed dormer windows) with an eaves and ridge height of 2.9m (unchanged) and 5.8m accordingly - reduced from 6.3m. The roof space will provide 2m headroom clearance to create further storage space with 2 rooflights (facing north towards 111 Alma Road) to provide natural lighting.

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) and the City Centre Action Plan (adopted 2015). The most relevant policies to these proposals are set out at **Appendix**

1.

3.2 The National Planning Policy Framework (NPPF) was revised in 2023. Paragraph 225 confirms that, where existing local policies are consistent with the NPPF, they can be afforded due weight in the decision-making process. The Council has reviewed the Development Plan 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 A schedule of the relevant planning history for the site is set out in **Appendix 2** of this report. The property was granted planning permission ref no. 20/00550/FUL in 2021 to be converted into 6 flats. As can be seen from the approved internal and external layout of the approved flats (minor changes to approved plans under ref no. 21/00633/NMA) shown in **Appendix 3**, limited cupboard space was provided internally and there is no secure and covered storage space provided externally for residents to store personal items.

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 **13 representations** (4 objections and 9 support) have been received from surrounding residents and objections from all 3 Ward Cllrs have also been received. The following is a summary of the points raised:

Support

5.2 ***The design of the extension is in keeping with character of the dwelling and improvement to the flat roofed outbuilding and there are other 2 storey structures built in rear gardens/backland locations at nearby properties.***

Response

The application has been amended to reduce the scale, height and bulk of the roof to provide a genuine pitched roof which is appropriate for an ancillary outbuilding. The amended height and scale of the amended roof extension will ensure that the outbuilding will maintain a single storey and subservient appearance to main building at 111 Alma Road, whilst its size and height will be proportional with the larger plots of properties characteristic of the local area.

5.3 ***No adverse impact on amenity of neighbouring occupiers given the deep size of the gardens and screening from vegetation and boundary treatments.***

Response

The height and pitch of the extended outbuilding will be sufficiently separated from the gardens of the neighbouring properties to ensure there is no adverse loss of light, outlook and privacy to neighbouring occupiers.

5.4 ***Will benefit occupiers of flats by providing secure and personal storage space for bulky items and therefore make their indoor living space less cramped.***

Response

Whilst this is a personal benefit for the occupants of the flats, this will improve the living conditions of the occupants by allowing bulky personal items to be securely stored outside of their living space.

Objections

- 5.5 ***The long term intention has been to piecemeal develop the original family home and to further convert the outbuilding to multiple residential property given the proposed building is designed as a domestic property. The building already has cavity wall, services and utility connections to enable to residential conversion. If approved, there will be a subsequent application for residential conversion.***

Response

The Local Planning Authority has a duty to consider this planning application on face value and the application seeks planning permission for a pitched roof over an existing outbuilding. The applicant is requesting permission for additional incidental storage and the Council cannot determine the application on the basis that the building may become a residential dwelling in the future. The reduction in the pitch and height of the amended roof extension, and its internal layout is akin to the appearance of a single storey outbuilding. Although the existing outbuilding has utility connections it is not being occupied as a dwelling. The outbuilding is being used to store building materials in connection to the finished building project at 111 Alma Road and other upcoming projects by the applicant. A condition will control the use of the outbuilding to ensure it is solely used for storage purposes ancillary to the residential use of 111 Alma Road. Any future use of the outbuilding for self-contained residential purposes would be a breach of planning control that can be enforced against by the Council, whilst any subsequent application for residential accommodation would be separately determined on its own merits following further public consultation.

- 5.6 ***It is unclear what the purpose of the additional storage space in the building is being used to store whilst the applicant owns other properties which they can already use for storage. The use of the outbuilding would become cause noise disturbance to neighbours by becoming storage for the applicant's landlord business, building equipment, renting out to other businesses etc. If approved the use of the building should be restricted to personal storage to solely serve the residents of the flats.***

Response

The ground floor and roof space will be used for storage of personal items by the residents of 111 Alma Road including bulky items which residents have limited space to store inside their flats. As such, the storage used by the residents living at 111 Alma Road would not cause any significant noise disturbance to neighbouring properties in terms of the levels of comings and goings associated with the use. A condition will be applied to ensure that the outbuilding remains ancillary in use to the residential use at 111 Alma Road and not used for business purposes.

- 5.7 ***The outbuilding was originally built without planning permission. The design of the domestic style 2 storey building in a backland position is out of character and excessive height/scale for a rear garden, and sets undesirable precedent for 2 storey backland development. There is sufficient space in the rear garden to erect low level storage such as a shed.***

Response

Having inspected the site in 2017, the Planning Enforcement team concluded that the outbuilding was built under permitted development rights at the time and, therefore, did not require planning permission. The reduction in pitch and height of the amended roof extension will ensure that the outbuilding will maintain a single storey and subservient appearance to main building at 111 Alma Road, whilst its size and height will be proportional with the larger plots of properties characteristic of the local area. In terms of setting a precedent, the development is not considered to be 2 storey in appearance, whilst not all properties are the same in character and, therefore, future applications can be judged on their own individual merits.

5.8 *Loss of privacy, light and outlook due to overbearing and intrusive height and scale in close proximity to neighbouring gardens. Noise disturbance from construction works.*

Response

The height and pitch of the extended outbuilding will be sufficiently separated from the gardens of the neighbouring properties to ensure there is no adverse loss of light, outlook and privacy to neighbouring occupiers. The proposal has been amended to remove roof dormers and the building will only include 2 no. roof lights in the north facing roof slope.

5.9 *Loss of green space wildlife corridor at rear of gardens and amenity space available for health of residents. The access arrangements to the storage building will detract from the landscaping secured under the 2020 permission for the flats.*

Response

The footprint of the existing outbuilding already exists so no further land will be built on and residents can access the outbuilding without any changes to the recent soft and hard landscaping undertaken.

Consultation Responses

5.10	Consultee	Comments
	Cllr Toqeer Kataria	As Ward Councillors I have received comments from residents regarding the proposals for 111 Alma Road. The concerns are around plans being overbearing, dominating and visually intrusive.
	Cllr Jacqui Rayment	Like my Ward Councillors we have received comments from local residents regarding the proposals for 111 Alma Road. I share the concerns of residents regarding the plans being overbearing, dominating and visually intrusive.
	Cllr Mike Denness	As Ward Councillors we have received comments from local residents regarding the proposals for 111 Alma Road. I have reviewed the application and share the concerns of residents regarding the plans being overbearing, dominating and visually intrusive.

6.0 Planning Consideration Key Issues

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

- Design and effect on character;
- Residential amenity and;
- Parking highways and transport;

6.3 Design and effect on character

6.3.1 The character of the property, like those surrounding, have long rear gardens and there are examples of other development in rear gardens such as outbuildings with pitched roofs, large rear extensions, and modern housing built at the rear of Alma Road and Avenue Road.

6.3.2 The existing outbuilding was built under permitted development with a relatively large footprint of 78sqm and single storey eaves height of 2.9m. This application is for a new roof form only. Amended plans have reduced the pitch and height of the roof extension to a hipped roof. The 2.9m eaves height will remain unchanged. The 5.8m high roof ridge is almost 2m higher than the 4m high outbuilding allowed under permitted development, however, the height and profile of the pitched roof will appear proportional to the span and width of the existing large outbuilding, so when viewed as a whole the extended outbuilding will maintain a subservient scale and single storey appearance. This will not be out of keeping with the character and appearance of the main property and the context of the surrounding properties with typically long gardens and as a consequence generous separation distance between the outbuilding and neighbouring housing.

6.3.3 As such, the proposal will adversely harm the character and appearance of the local area.

6.4 Residential amenity

6.4.1 The reduction in height and pitch of the roof extension from 6.3m to 5.8 and change in profile from the bulkier gabled roof and dormers to a hipped roof, as amended, will improve the relationship with the amenity of the neighbouring properties. Whilst the highest point of the roof ridge is 2m taller than allowed under permitted development, the hipped roof will slope away from neighbouring gardens and reduces the building dominance. It will not have a harmful overbearing impact, compared to the impacts of the taller and bulkier gabled roof as originally submitted.

6.4.2 The outbuilding is located at far end of the garden to the north-west of the long gardens (length up to 32m) of the adjoining properties in Avenue Road, and to the south-west and north-east of the adjoining gardens of 109 and 113 Alma Road. The outbuilding is set back from the boundary of the neighbouring gardens by approximately 1-2m. The most useable parts of the neighbouring gardens will be closer to the rear of their house where they can sit out and enjoy the privacy so there will a reasonable separation distance from these areas in terms of the roof extension visible above the adjacent boundary fence/walls and, therefore, will not cause an overbearing sense of enclosure to outlook of the neighbouring properties.

6.4.3 The orientation of the proposed roof extension to the neighbouring gardens will ensure that the loss of light to the neighbouring gardens will be limited during the day, whilst there will be no direct overshadowing of the neighbouring garden of the Avenue Road properties for the majority of the day.

6.4.4 The 2 rooflights in the northern roof slope will provide natural lighting to the storage area in the roof space. The roof lights can be obscured glazed to ensure that there is no overlooking of the neighbouring gardens in Alma Road. As such, the proposed roof extension will maintain the privacy of the neighbouring occupiers.

6.4.5 The use of the property for residential purposes would be a breach of planning control which the Council can enforce against should it need to. The storage use intended as an ancillary use for the residents living at 111 Alma Road to store personal items and, therefore, would not cause any additional noise disturbance to neighbouring occupiers associated with the comings and goings of the use. A condition will control the use of the outbuilding to be solely kept as ancillary storage and no business use.

6.4.6 As such, the proposal will not adversely affect the residential amenity of the local area.

6.5 Parking highways and transport

6.5.1 There is no vehicle access to the outbuilding whilst it will be used for personal storage by the residents living at 111 Alma Road. As such, the proposal will not adversely affect parking and road safety in the local area.

7. Summary

7.1 In summary, the Planning Panel will be aware that they need to determine the planning application before them. The applicant is seeking to add a new roof form to a lawfully constructed outbuilding. The application has been amended since it was originally submitted to reduce the size of the new roof. The amended roof extension will maintain the single storey appearance of the outbuilding and provides opportunities for secure storage of personal items that will benefit the residents of 111 Alma Road, whilst its size and height will not be out of keeping with the established character of the local area and will not adversely harm the residential amenity of the neighbouring properties.

8. Conclusion

8.1 It is recommended that planning permission be granted subject to the conditions set out below.

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) (vv) 6.(a) (b) 7.(a)

Stuart Brooks PROW Panel 23.01.24

PLANNING CONDITIONS

01. Full Permission Timing (Performance)

The development hereby permitted shall begin no 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. Materials to match (Performance)

The materials and finishes to be used for the windows and roof in the construction of the extension hereby permitted shall match in all respects the type, size, colour, texture, form, composition, manufacture and finish of those on the existing main building at 111 Alma Road.

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 exist.

03. Obscure Glazing (Performance)

The rooflights hereby approved in the north elevation shall be obscurely glazed before the development is first occupied. The rooflights shall be thereafter retained in this manner for the lifetime of the development.

Reason: To protect the amenity and privacy of the adjoining property.

04. No Other Windows or Doors (Performance)

Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 as amended or any order amending, revoking or re-enacting that Order), no windows, doors or other openings, other than those expressly authorised by this permission, shall be inserted in the side and rear roof slopes of the roof extension hereby permitted without the prior written consent of the Local Planning Authority.

Reason: To protect the amenities of the adjoining residential properties.

05. Ancillary Storage Use (Performance)

Prior to the first use of the extended outbuilding hereby approved, the internal partitioning of the outbuilding shall be laid in accordance with the approved plans and shall thereafter be made accessible and retained as storage to serve the residents of the approved flats under planning permission ref no. 20/00550/FUL. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 as amended (or any order revoking, re-enacting or modifying that Order) the extended outbuilding hereby permitted shall be solely used as storage purposes ancillary to the residential use at the site from which it shall not be let, sold separately, or severed thereafter. The outbuilding shall be not used for business purposes whatsoever at any time.

Reason: To define the use of the extended building in accordance with the applicant's submission. The merits of a new dwelling or commercial uses have not been assessed, and may be harmful in any event when considering highway safety and residential amenity.

06. Approved Plans (Performance)

The development hereby permitted shall be carried out in accordance with the approved plans listed in the schedule attached below.

Reason: For the avoidance of doubt and in the interests of proper planning.

Application 23/01578/FUL

APPENDIX 1

POLICY CONTEXT

Core Strategy - (as amended 2015)

CS13 Fundamentals of Design
CS18 Transport
CS19 Car & Cycle Parking

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

SDP1 Quality of Development
SDP5 Parking
SDP7 Urban Design Context
SDP9 Scale, Massing & Appearance

Supplementary Planning Guidance

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

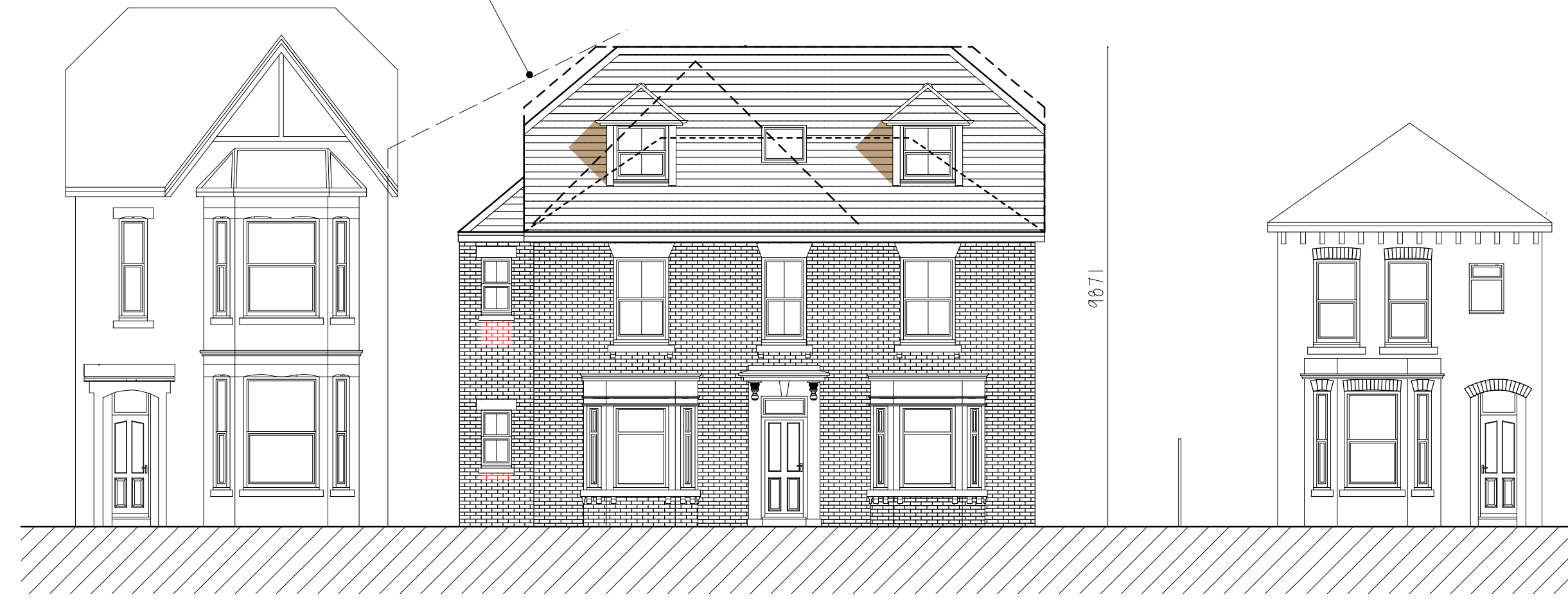
Other Relevant Guidance

The National Planning Policy Framework (2023)

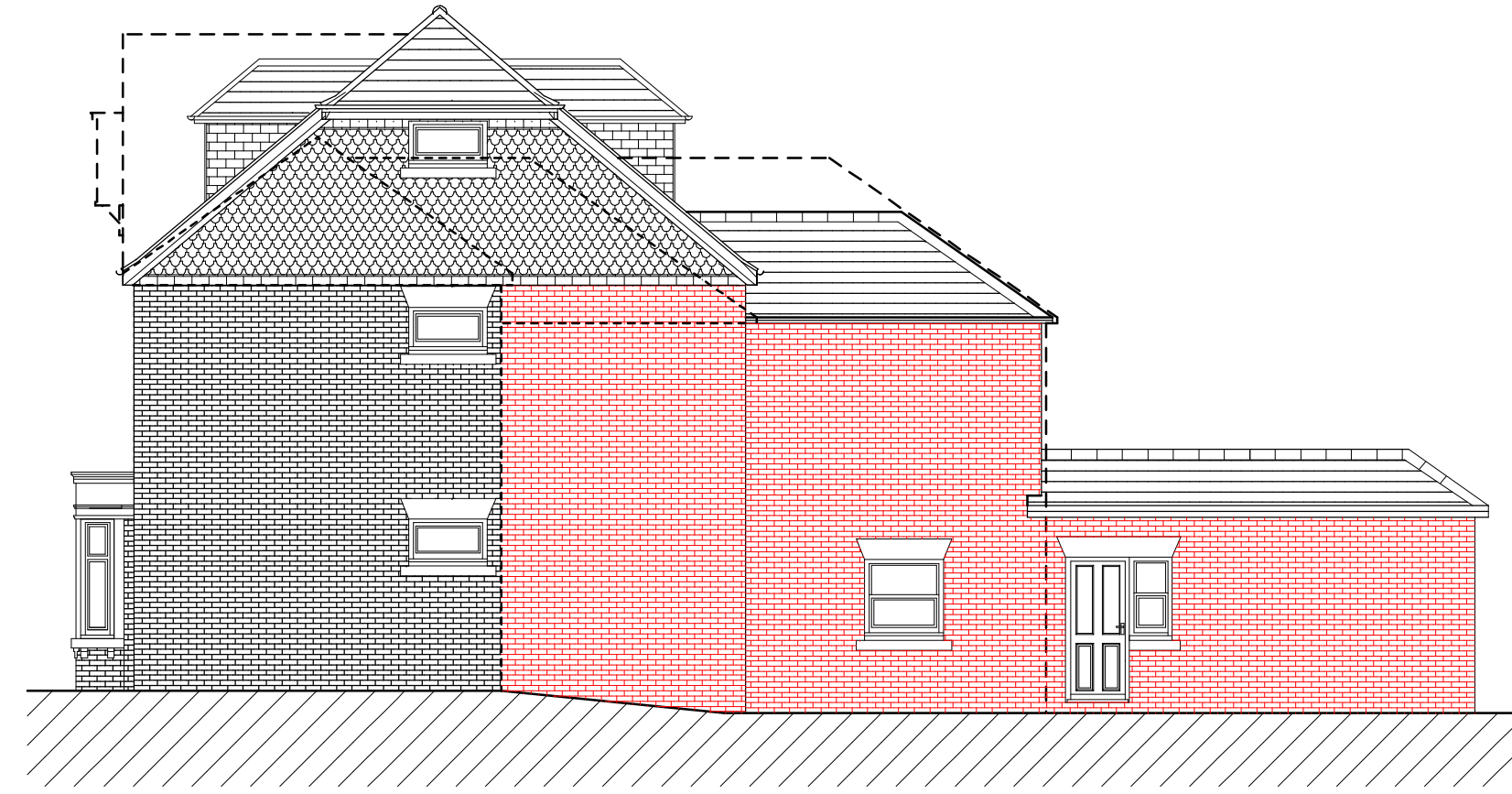
Relevant Planning History

Case Ref	Proposal	Decision	Date
08/01107/FUL	Two-storey rear and single-storey side extension and alterations to existing flat roof to form pitched roof enabling conversion of existing four-bed dwelling into 2 x three-bed dwellings. Erection of 2 x three-bed, two-storey detached dwellings, with associated parking, cycle/refuse storage	Application Refused	09.10.2008
14/02115/FUL	Change of use from a dwelling house to a flexible use as either a dwelling house or a house in multiple occupation (HMO, class C4)	Application Refused	09.03.2015
19/02122/FUL	Erection of part single and two-storey rear extensions and roof alterations including raising the roof with dormers to front and rear to allow conversion of existing dwelling to 1 x three bedroom and 5 x one bedroom flat with associated works	Application Refused	17.02.2020
20/00550/FUL	Erection of part single and two-storey rear extensions and roof alterations with dormers to front and rear to allow conversion of existing dwelling to 1 x three bedroom and 5 x one bedroom apartments with associated works (amendment of 19/02122/FUL)	Conditionally Approved	27.10.2020
20/01617/DIS	Application for approval of details reserved by condition 4(Construction Management Plan), 5(Landscaping plan), 7(Refuse & Recycling), 8(Cycle storage facilities) and 9(Water efficiency) of permission 20/00550/FUL for erection of part single and two-storey rear extensions to facilitate flat conversion	No Objection	19.02.2021
21/00633/NMA	Non material amendment sought to planning permission ref 20/00550/FUL to increase size of single storey rear extension for flat 3 serving the living area for 3 bed family home and additional roof window in south elevation for flat 6	No Objection	18.06.2021

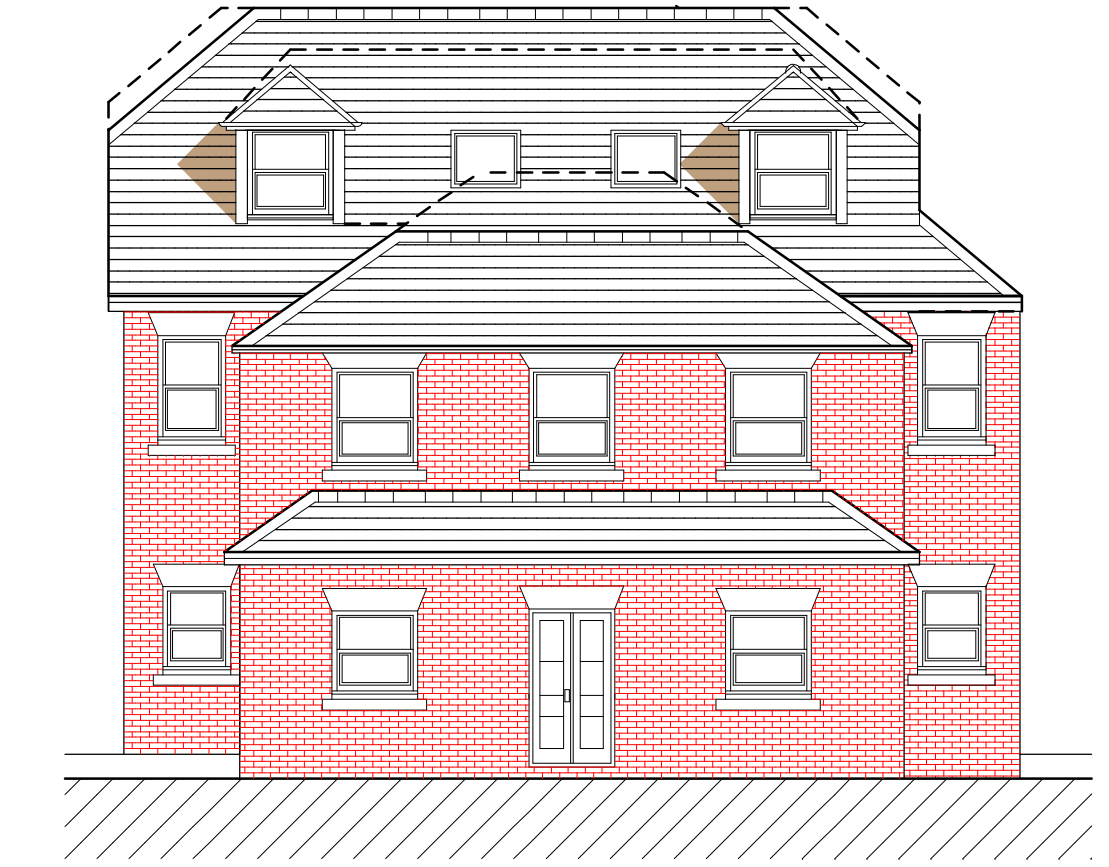
25 Degree Rule Of Thumb Test
(Bre Daylight And Sunlight Tests)
Taken From C11 Of Second Floor Window



PROPOSED NORTH ELEVATION/STREET SCENE



PROPOSED WEST ELEVATION



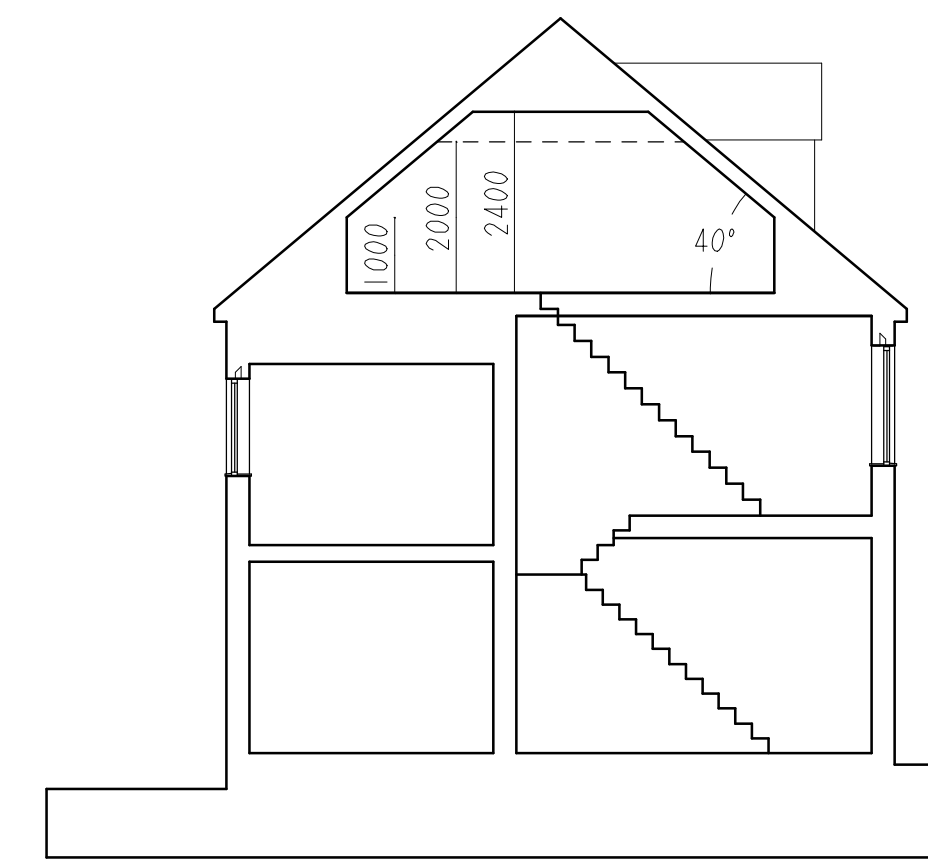
PROPOSED SOUTH ELEVATION

SCHEDULE OF ACCOMMODATION;

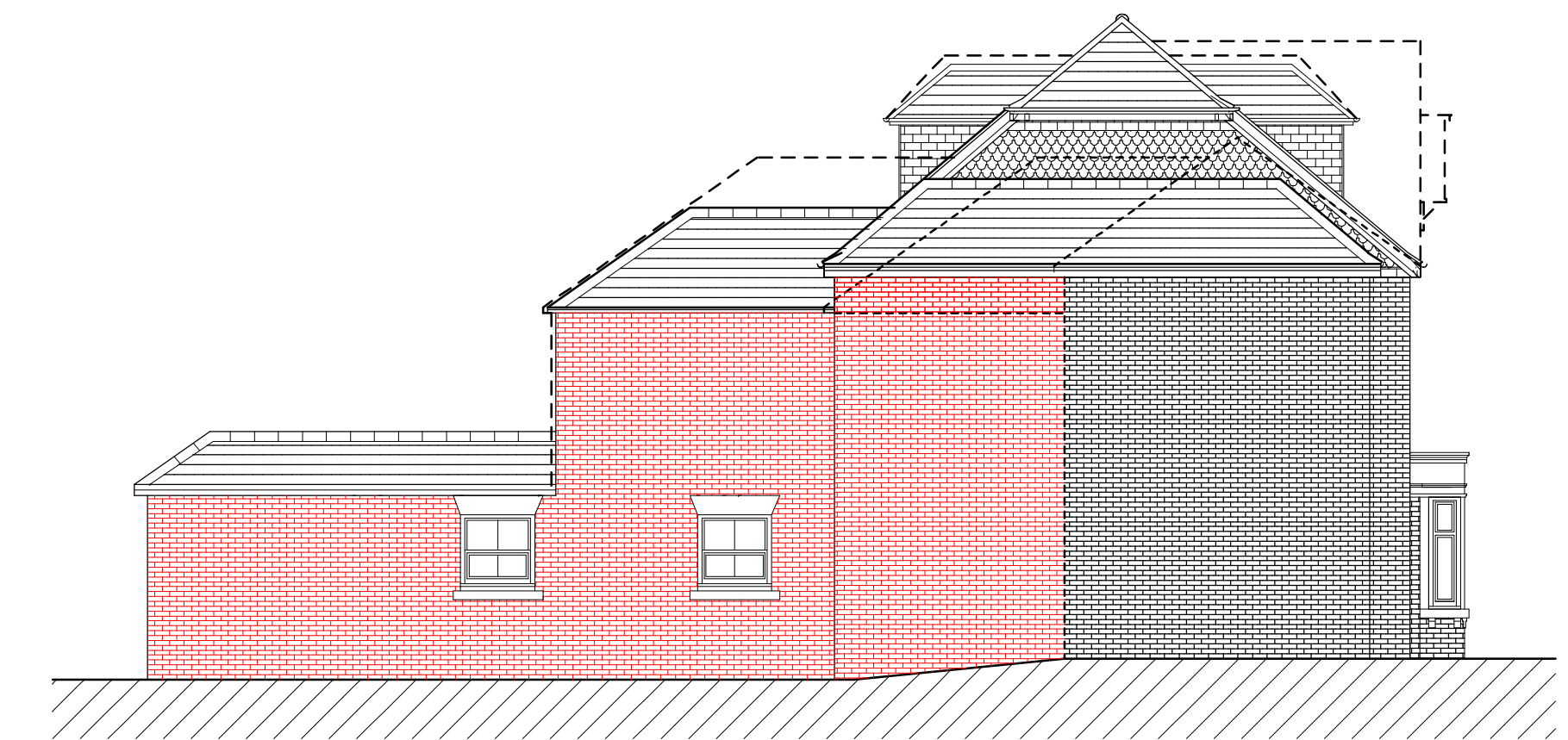
- FLAT 1 (1 BED) = 38SQM OR 409SQFT
- FLAT 2 (1 BED) = 44SQM OR 473SQFT
- FLAT 3 (3 BED) = 115SQM OR 1237SQFT
- FLAT 4 (1 BED) = 41SQM OR 441SQFT
- FLAT 5 (1 BED) = 37SQM OR 398SQFT
- FLAT 6 (1 BED) = 56SQM OR 602SQFT
(39SQM OR 419SQFT WITHIN 2M HEADROOM)

ELEVATION MATERIAL KEY;

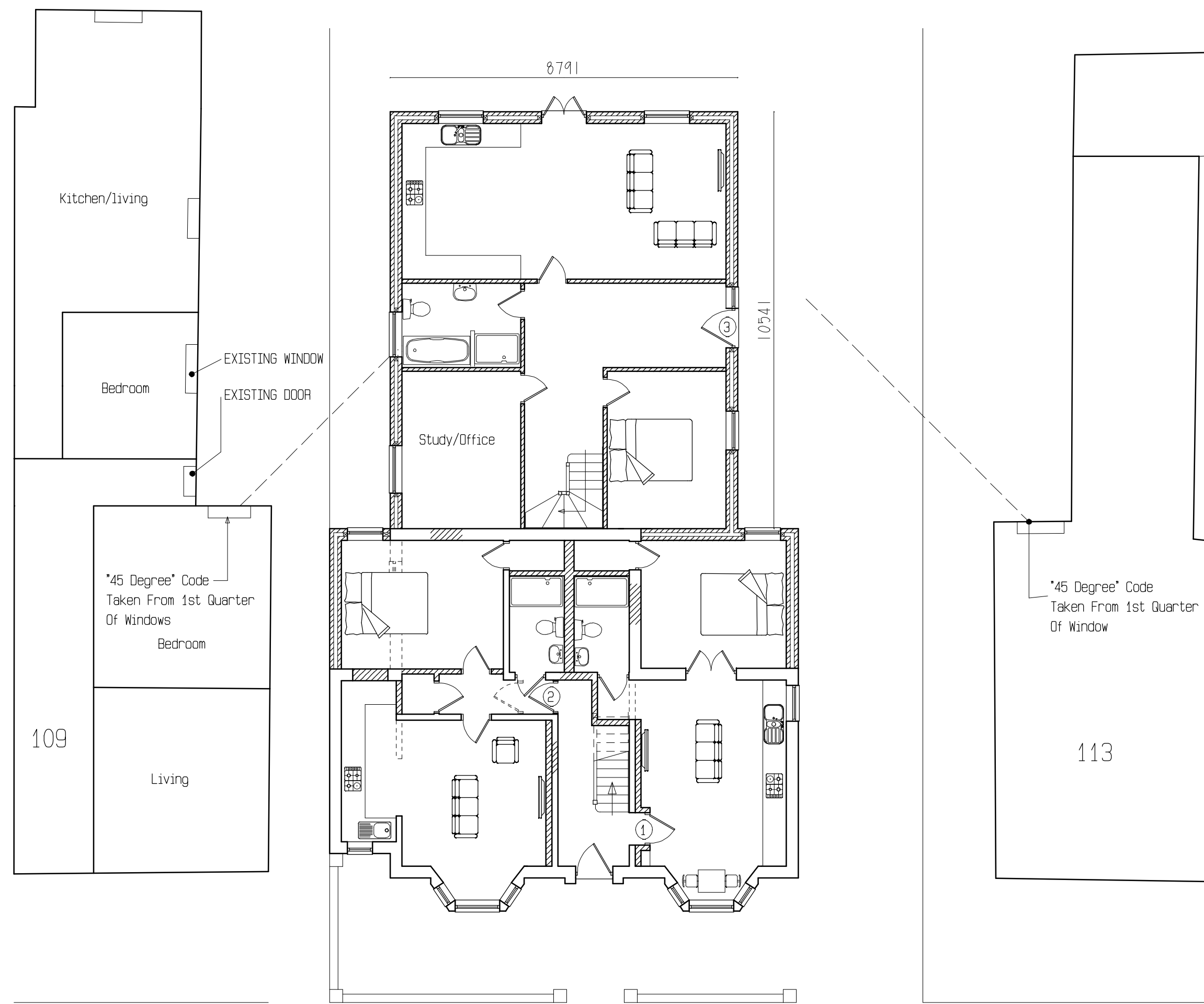
- BRICKWORK TO MATCH EXISTING
- ROOF TILES TO MATCH EXISTING
- TILE HANGING
- WINDOWS TO MATCH EXISTING



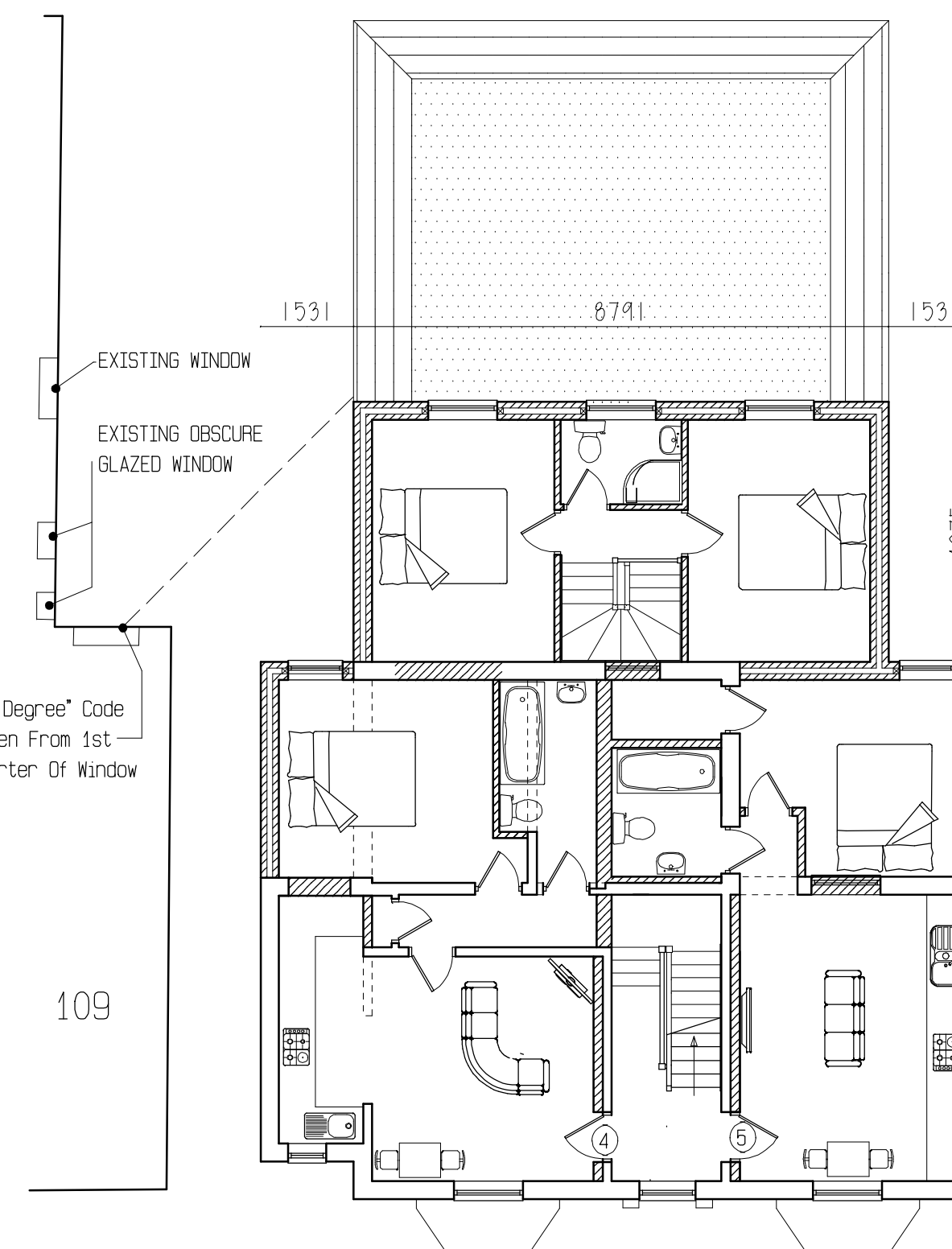
PROPOSED SECTION - FLAT 6



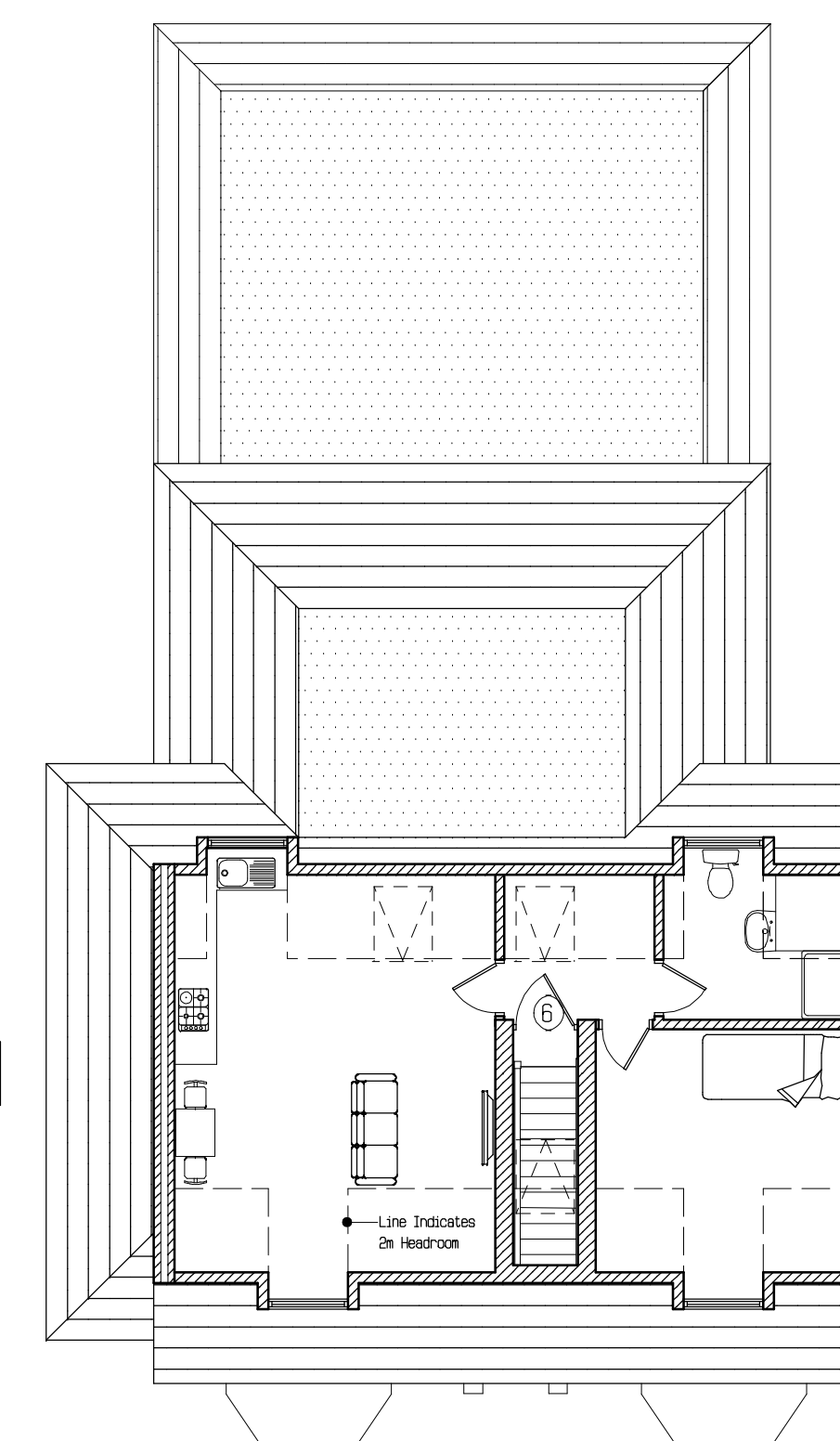
PROPOSED EAST ELEVATION



PROPOSED GROUND FLOOR PLAN



PROPOSED FIRST FLOOR PLAN



PROPOSED SECOND FLOOR PLAN

OUTLINE OF REFUSAL 19/02122/FUL

OUTLINE OF EXISTING

ACA ARCHITECTURAL DESIGN
 9 WOODSIDE AVENUE
 EASTLEIGH
 SO50 9ES
 Tel: 07817616023 or Email: acaadesign@gmail.com

Client
 Mr Rai
 Project Title
 111 Alma Road,
 Southampton, SO14 6UY

Drawing Title
 Proposed Plans & Elevations

Scale
 1:100 On A1 Paper
 0 2m 4m 6m 8m 10m

Drawn By
 AC

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Drawing No.
 2017/02

Rev.
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