

Planning and Rights of Way Panel 30th January 2018
Planning Application Report of the Service Lead - Infrastructure, Planning and Development

Application address: 14 Spring Crescent			
Proposed development: Erection of a first floor extension to the east elevation and associated changes to the front elevation (amended after validation to remove alterations to the west elevation and to include changes to front elevation).			
Application number	17/01840/FUL	Application type	FUL
Case officer	Anna Coombes	Public speaking time	5 minutes
Last date for determination:	19.12.2017	Ward	Portswood
Reason for Panel Referral:	More than 5 objections received.	Ward Councillors	Cllr J Savage Cllr M Claisse Cllr P O'Neill
Referred to Panel by:	N/A	Reason:	N/A

Applicant: Dr E Fogg	Agent: Mr Gary Bradford
Recommendation Summary	Conditionally approve
Community Infrastructure Levy Liable	Not applicable

Reason for granting Planning Permission

Reason for granting Planning 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 186-187 of the National Planning Policy Framework (2012).

Policies - SDP1, SDP5, SDP7, SDP9 and HE4 of the City of Southampton Local Plan Review (Amended 2015) and CS13, CS14 and CS19 of the Local Development Framework Core Strategy Development Plan Document (Amended 2015), as supported by the Residential Design Guide SPD (2006), Parking Standards SPD (2011) and Houses in Multiple Occupation SPD (Amended 2016).

Appendix attached		
1	Development Plan Policies	

Recommendation in Full
Conditionally approve

1.0 The site and its context

- 1.1 The application site comprises a large two-storey detached dwelling house located on the southern side of Spring Crescent. There is a large garden and existing conservatory to the rear, with existing single-storey side extension to the East elevation and single-storey outbuilding, which contains a bedroom, and an enclosed car port / yard along the eastern boundary. There is an existing two-storey side extension with flat roof to the West elevation, which was built prior to 1946. The property sits well back from the road and the front driveway is enclosed with tall mature tree and hedge screening to the front and side boundaries.
- 1.2 The property is locally listed and described as 'a mid-19th Century villa, mainly intact worth considering for statutory listing. In use as a house.' The site is located within a predominantly residential area, with a mix of detached and semi-detached dwellings and purpose built flatted blocks.
- 1.3 The building is occupied as a Sui Generis large HMO for 8 persons, which has been authorised by previous planning permissions. The number of occupants is controlled by conditions on these previous applications.

2.0 Proposal

- 2.1 The application proposes a first floor side extension to the East elevation of the existing dwelling to provide a bathroom. Amended plans were received, following advice from the Historic Environment Team, which removed the proposed hipped roofs to both the proposed first floor extension and the existing two-storey extension on the west elevation. The existing two-storey side extension on the West elevation now remains unchanged in the amended scheme, and the proposed first floor extension on the east elevation is designed to mirror the width, height, placement and flat roof design of the west elevation.
- 2.2 The development also includes minor alterations to the design of the entrance to the enclosed car port / courtyard along the eastern boundary. The existing wooden double garage doors are to be replaced with a single pedestrian door and a surrounding facade wall, attaching to the existing single-storey wall, in order to hide the existing mono pitch roof shape behind. There is no change to the footprint of the building.

3.0 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.

4.0 Relevant Planning History

- 4.1 16/02043/FUL - Conversion Of Garage Into A Studio Flat (Retrospective) – Refused 08.02.2017
- 4.2 15/01693/PAH – Erection Of A Single Storey Rear Extension (Max Depth 8M, Max Height 3.4M, Eaves Height 2.25M) – No objection 07.10.2015.
- 4.3 14/01219/FUL - Change of use from a 6-bedroom House of Multiple Occupation (C4) to an 8 bedroom HMO - Conditionally approved 30.09.2014.
- 4.4 14/00830/FUL - Change of use from a 6-bedroom HMO to a 7-bedroom HMO - Conditionally approved 18.07.2014.
- 4.5 12/00029/APFUL - Demolition of existing garage and conservatory to facilitate erection of two-storey side extensions and part two-storey, part-single storey rear extension in connection with use as 2x 5-bedroom houses (Class C3) or Homes in Multiple Occupation (Class C4) - Appeal dismissed 29.11.2012.
- 4.6 11/01874/FUL - Demolition of existing garage and conservatory to facilitate erection of two-storey side extensions and part two-storey, part-single storey rear extension in connection with use as 2x 5-bedroom houses (Class C3) or Homes in Multiple Occupation (Class C4) - Refused 23.03.2012.
- 4.7 1349/5 - Rebuild garage and erect new car port - Conditionally approved 30.04.1968.

5.0 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 this report **8** representations have been received, including objections from Portswood Central Residents' Association and Cllr John Savage. The following is a summary of the issues raised with responses from the Case Officer:

- 5.2
- Overdevelopment resulting in loss of amenity.

RESPONSE: The footprint of the existing building is not being increased. The design of the proposal and impacts on amenity of neighbouring residents and occupiers are discussed further in section 6, below.

- 5.3
- Too high proportion of HMOs in Spring Crescent. The City-wide threshold (cap) on HMOs has already been breached. Neighbouring property, No.16 Spring Crescent, is already sandwiched by large HMOs at No's 14 and 18.
 - Increase in number of occupants at No.14 Spring Crescent will have a harmful effect on local amenity and will increase existing parking pressures and anti-social behaviour.

RESPONSE: This application does not propose a new HMO use, nor an increase in the number of occupants or intensity of the existing HMO use. The proposal introduces a new bathroom only. Whilst the proposal removes the double garage doors to the enclosed yard, this area is not currently used for parking and the existing front driveway provides at least 5 car parking spaces, which already exceeds our maximum parking standard of 4 spaces for an HMO with 8 bedrooms.

- 5.4
- Increasing number of planning applications in Spring Crescent as a whole, and high approval rate.
 - The previous application for the conversion of the garage to a self-contained flat at No.14 Spring Crescent was refused.
 - Planning applications since 2014 at No.14 Spring Crescent have been seeking to increase occupancy rates.

RESPONSE: Each planning application is assessed on its own merits, and with reference to the relevant policies within the Local Development Plan. This application does not seek to increase the occupancy levels on site.

- 5.5
- The submitted drawing does not show a first floor extension to the east elevation and the hipped roof extensions shown on the block plan are not shown on roof plan or elevations.

RESPONSE: The proposed plan correctly shows a first floor extension to the east elevation. An amended plan, received since these comments were submitted, has removed the proposed hipped roof alterations from the proposal.

5.6 Historic Environment Team:

5.7 Original response 21/11/2017 – Objection due to the proposed two-storey extension dominating and spoiling the outline of the Locally Listed building.

5.8 Revised response 28/11/2017 (following clarification of the extent of the proposed works from the agent) – objection maintained to the originally submitted plans, due to the proposed pitched roof designs competing with the original building, however there would be no objection if the plans were amended to remove the hipped roof alteration to the existing two-storey extension on the west elevation and if the proposed first floor extension to the east elevation were designed with a flat roof and deep eaves overhang to match that of the west elevation and the main dwelling. No objection to proposals for the side car port.

6.0 Planning Considerations

The key issues for consideration are:

- 1) Principle of Development
- 2) Design
- 3) Amenity

6.1 Principle of Development

6.2 The application proposes a first floor extension and minor alterations to the front elevation of an existing dwelling, which is in lawful operation as an HMO for 8 persons. The current application does not seek a change of use of the property, nor an increase in the number of occupants, simply an extension to provide an additional bathroom. The application will be assessed on this basis. There are no policy implications for the introduction of an additional bathroom. The design and amenity considerations are discussed further below.

6.3 Any subsequent alteration of the proposed bathroom to an additional bedroom would require separate planning permission. The retention of the bathroom can also be secured by way of a suitable planning condition. If changes are made without planning permission, these would be subject to enforcement action. Any future application for use of the property by more than 8 tenants would be

considered on its own merits at the time of application.

6.4 Design

6.5 The application property is a large, locally listed, detached dwelling, set well back from the street and largely screened by the existing mature tree and shrub hedging along the front and side boundaries of the front driveway. Due to the surrounding mature vegetation, the property does not occupy a prominent position within the street scene.

6.6 The Council's Historic Environment Team have no objection to the amended scheme, now that the pitched roofs have been removed and the proposed first floor extension on the east elevation mirrors the existing two-storey side extension on the west elevation.

6.7 The proposed first floor extension is set 2m back from the front of the property and utilises a flat roof design to match that of the existing western side extension, helping to integrate with the overall style of the dwelling. The proposed alterations to the single-storey entrance of the enclosed car port / courtyard along the eastern boundary are minor in scale and will help to improve the appearance of the existing wooden garage doors and lean-to structure behind.

6.8 While the proposed first floor extension will be a noticeable addition to the property, it is considered that the design is sympathetic in its mirroring of the existing western side extension, providing a sense of balance to the front elevation, and integrating into the overall character and scale of the locally listed host dwelling, in accordance with the Council's Residential Design Guide SPD.

6.9 Amenity

6.10 The proposed first floor extension is modest in scale and will be approximately 3.2m from the side boundary of the host dwelling and 7m from the side elevation of neighbouring property No.16 Spring Crescent, which is separated from the application site by a driveway along the common boundary, leading to a parking area at the rear. Given this relationship between the two properties, the proposal is not considered to present an overbearing form of development when viewed from No.16, and would not cause overshadowing to this neighbouring property.

6.11 In addition, the proposal has no side-facing windows, so it would not introduce any new opportunities for overlooking of neighbouring properties, and there is no intensification of the existing HMO use. On this basis, whilst there will be an impact on the amenity of neighbouring residents, this impact is not considered to be harmful.

6.12 The proposal does not compromise the existing outlook of habitable rooms within the host dwelling and will not affect the existing amenity space, or parking and access arrangements for the host dwelling. Whilst the proposal does remove the double garage doors to the existing car port / courtyard, It is noted that this area is not currently used for parking and that the existing front driveway provides at least 5 car parking spaces, which already exceeds our maximum parking standard of 4 spaces for an HMO with 8 bedrooms, so the amenity of the residents of the host dwelling will not be harmed.

6.13 In addition, the proposal is not considered to result in increased over-spill car parking within Spring Crescent, as there is no change in the way the existing on-site parking is used and there is no increase in the number of occupants of the host dwelling. The impact on the parking amenity of neighbouring residents is

not, therefore, considered to be harmful.

7.0 Summary

7.1 For the reasons outlined above, it is considered that the proposed first floor side extension to the east elevation and the proposed alterations to the front elevation of the existing car port / courtyard would integrate into the overall character and style of the locally listed host dwelling and wider local area, whilst respecting the amenities of neighbouring residents and the existing and proposed occupiers of the host dwelling. The proposal will not increase the intensity of the existing HMO use on the site.

8.0 Conclusion

8.1 The application is recommended for conditional approval.

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

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

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PLANNING CONDITIONS

01. Full Permission Timing Condition (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. Approved Plans (Performance Condition)

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.

03. Archaeological structure-recording (Pre-Commencement)

No development shall take place within the site until the implementation of a programme of recording has been secured in accordance with a written scheme of investigation which has been submitted to and approved by the Local planning Authority.

Reason: To ensure that the recording of a significant structure is initiated at an appropriate point in development procedure.

04. Archaeological evaluation/watching brief work programme (Performance)

The developer will secure the completion of a programme of archaeological work in accordance with a written scheme of investigation which has been submitted to and approved by the Local Planning Authority.

Reason: To ensure that the archaeological investigation is completed

05. 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.

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.

06. Room restrictions (Performance)

The new room created as a result of the proposed first floor side extension, labelled 'Bathroom' on the submitted plan, shall at no time be used as a bedroom, unless otherwise agreed upon in writing by the Local Planning Authority.

Reason: For the avoidance of doubt, to maintain sufficient residential environment for occupiers and to ensure that there is no intensification of use of the site.

POLICY CONTEXT

Core Strategy - (as amended 2015)

CS13	Fundamentals of Design
CS14	Historic Environment
CS19	Car and 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
HE4	Local List

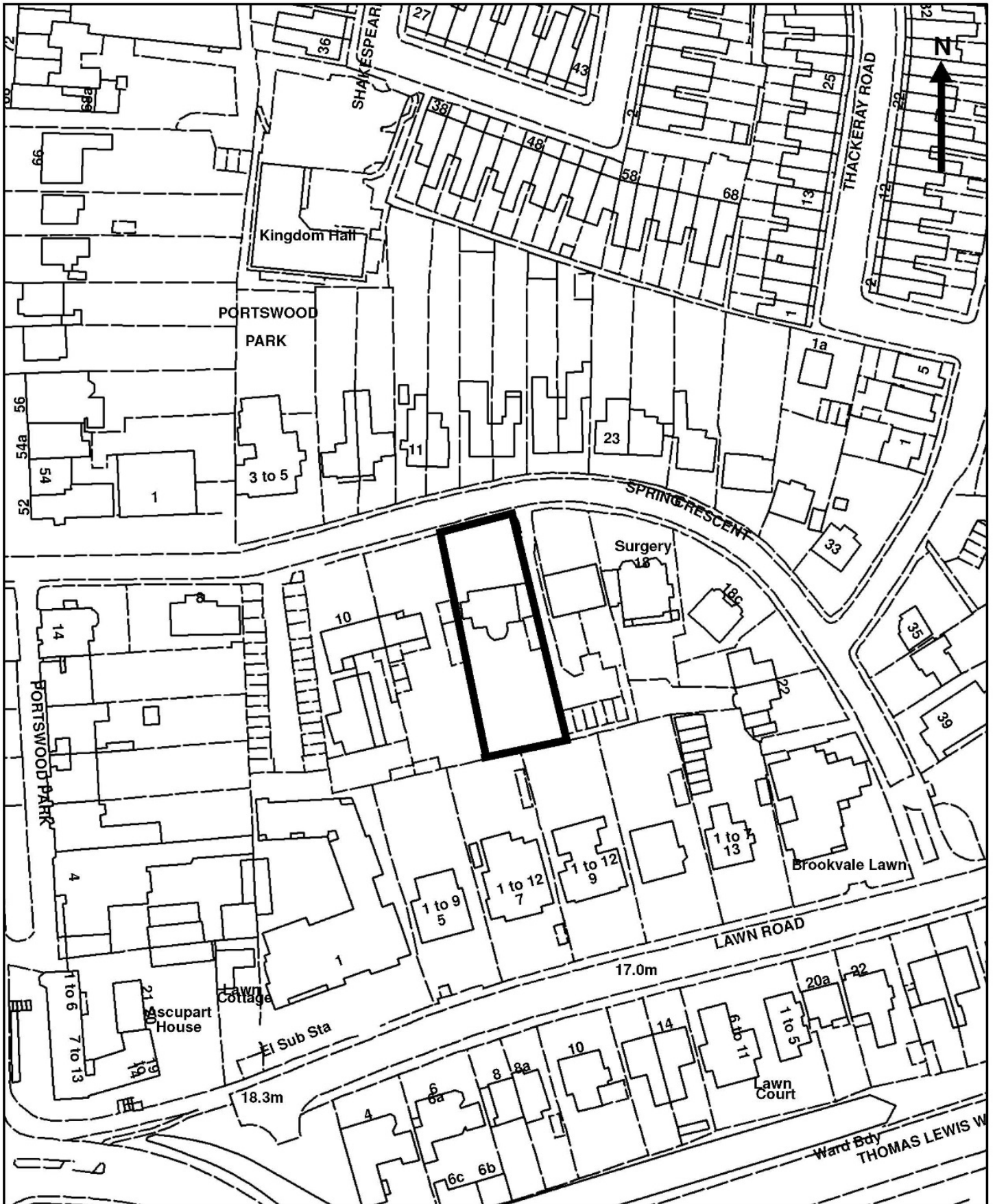
Supplementary Planning Guidance

Residential Design Guide (September 2006)
Parking Standards SPD (September 2011)
HMO SPD (As amended 2016)

Other Relevant Guidance

The National Planning Policy Framework (2012)

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Scale: 1:1,250

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