

Planning and Rights of Way Panel 11th October 2022
Planning Application Report of the Head of Green City & Infrastructure

Application address: 14 Abingdon Gardens, Southampton			
Proposed development: Erection of a single-storey rear extension, porch and roof canopy following demolition of garage and conservatory with the provision of a wider access, hardstanding and dropped kerb extension - Amended Description			
Application number:	22/00987/FUL	Application type:	FUL
Case officer:	Anna Lee	Public speaking time:	5 minutes
Last date for determination:	18.10.2022	Ward:	Bassett
Reason for Panel Referral:	Request by Ward Member and five or more letters of objection have been received	Ward Councillors:	Cllr L Harris Cllr R Blackman Cllr J Hannides
Referred to Panel by:	Cllr Hannides	Reason:	Concerns raised about; the scale of the proposal, that is not in keeping and the extension of the dropped curb will remove on street parking spaces
Applicant: Mr B Macintyre		Agent: Relph Ross Partnership Architects	

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. Policy – CS13 and CS19 of the of the Local Development Framework Core Strategy Development Plan Document (Amended 2015). Policies – SDP1, SDP5, SDP7 and SDP9 of the City of Southampton Local Plan Review

(Amended 2015). Policies – BAS1 and BAS4 of the Bassett Neighbourhood Development Plan (2016), as supported by the relevant guidance set out in the Residential Design Guide SPD (2006) and Parking Standards SPD (2011).

Appendix attached

1	Development Plan Policies	2	Relevant Planning History
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Recommendation in Full

Conditionally approve

- 1. The site and its context**
- 1.1 Abingdon Gardens is characterised by large semi-detached houses and is a small cul-de-sac with thirteen properties. The application site is the only detached property within the close and is located on the corner with Winchester Road, with access via Abingdon Gardens. Properties along Abingdon Gardens are set within spacious plots with large rear gardens, substantial front gardens and off-road parking in the form of both garages and driveways. Vegetation and trees are present within many of the front and rear gardens.
- 1.2 The application property has previously been extended to provide a conservatory style extension between the existing garage and dwelling. The property is enclosed by a vegetation/fence boundary on all sides. There is a pedestrian access and separate vehicular access with an existing dropped kerb fronting Abingdon Gardens.
- 2. Proposal**
- 2.1 The proposal seeks to provide a single storey extension to provide a large dining/living area. The depth of the proposal would be 8 metres, and the width 6.9 metres. The extension is linked via the existing kitchen but also has a separate door from the north-east elevation onto Abingdon Gardens and bi-fold doors to the side and rear.
- 2.2 A porch element has been included together with a canopy to link to the proposed extension. Both elements are to be tile clad to match the existing roof and the roof of the main extension. Part of the existing north-east elevation of the property (that houses the front door, existing WC and utility) together with the extension are to be rendered at ground floor level. The entrance to the extension from Abingdon Gardens is located further forward than the main part of the extension to enable a simple design link with the proposed porch/canopy works. Six roof lights are proposed to allow additional light into the planned room.
- 2.3 Amended plans have been received following an objection from the Highways team to the extension to the dropped kerb. The amended plans have reduced the length of the proposed dropped kerb onto Abingdon Gardens from 7.3 to 5 metres to allow 2 cars to be sited side by side instead of the 3 initially proposed.
- 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 2021. Paragraph 219 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.
- 3.3 Saved Policy SDP1 (Quality of development) of the Local Plan Review seeks development that would not unacceptably affect the health, safety and amenity of the city and its citizens. Policies SDP7 (Context) and SDP9 (Scale, massing and appearance) of the Local Plan Review, policy CS13 (Fundamentals of Design) of the Core Strategy, and policies BAS1 (New Development) and BAS4 (Character and Design) of the Bassett Neighbourhood Plan, assesses the development against the principles of good design and seek development which respects the character and appearance of the local area. These policies are supplemented by design guidance and standards set out in the Residential Design Guide (RDG) SPD, which seeks high quality housing, maintaining the character and amenity of the local area.

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.

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 **11 representations** have been received from surrounding residents. This includes 4 letters of support and 7 in objection. Amended plans have been received and third parties have been notified of these plans. The Panel will be advised at the meeting of any further representations made following this consultation period. The following is a summary of the points raised:

Comments in Objection

- 5.2 ***Loss of on-site parking due to the extension of the dropped kerb and highway safety impacts resulting from this.***

Response

The proposal has been amended to provide a dropped kerb for two cars. Therefore, increasing the existing dropped kerb by 1.5 metres. This will result in the loss of an on street parking space. There are no parking restrictions within the area and no objection has been raised by highway officers on highway safety grounds to the amended plans.

- 5.3 ***What is the reason for the dropped kerb extension as only a residential extension is proposed and not a house.***

Response

The amended plans demonstrate that two spaces are proposed to serve the house, this provision meets the maximum adopted parking standards for the size of the dwelling which in the case is a three-bedroom dwelling.

5.4 ***Excessive footprint doubles the size of the ground floor***

Response

The proposal does result in a large extension but no more than 50% of the total curtilage of the site is being constructed on or is laid out for hardstanding. As such the application meets with the adopted Residential Design Guide guidance. In addition, the extension is subordinate in both design and footprint to the existing dwelling as the proposed depth of the extension is three metres shorter than the existing depth.

5.5 ***Proposal is not in keeping with the character of the area***

Response

The existing property is detached and its current design relates more to the properties on Winchester Road. The extension would alter the character of the property and the area but due to the design and the set back the proposal is not deemed detrimentally harmful as set out further in section 6 of this report.

5.6 ***Proposal would result in the loss of landscaping/Vegetation***

Response

The proposal will result in the loss of some boundary treatment due to the extension of the dropped kerb but additional landscaping is proposed and its provision and retention will be secured via condition.

Comments in Support

5.7 ***Great design, in keeping as the design of the property is different to neighbouring properties and minimal loss of vegetation***

Response

Noted see section 6 below.

5.8 ***Lack of parking is not an issue so the small increase un dropped kerb length would not be harmful.***

Response

Noted see section 6 of the report.

Consultation Responses

5.9	Consultee	Comments
	Highways Development Management	No further objections to the amended plans, which keep the width of the dropped kerb to 5m and thus not resulting in loss of on-street parking. When construction of the site is complete, the applicant will need to apply for a licence to carry out the works on the highway to the reposition the dropped kerb access.

Cllr Hannides	Residents have expressed serious concern to me about the excessive scale of the proposal in relation to the size of the existing dwelling. It is not in keeping with the character of neighbouring dwellings. Residents are also very worried the proposal to insert a dropped curb will remove parking spaces in a cul-de-sac which already suffers from acute parking problems. Due to the representations I have received regarding this I am registering an objection to this application. In the event you are minded to approve the proposal I request it is referred to the Planning Panel for determination.

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
 - Impact on parking

6.2 Design and effect on character

- 6.2.1 The NPPF states in paragraph 124 that planning policies and decisions should support development that makes efficient use of land whilst taking into account a number of considerations including '*d) the desirability of maintaining an area's prevailing character and setting (including residential gardens), or of promoting regeneration and change; and e) the importance of securing well-designed, attractive and healthy places.*'

Furthermore, paragraph 130 says that development should be '*sympathetic to local character and history, including the surrounding built environment and landscape setting*'.

- 6.2.2 Core Strategy Policy CS13 requires development to '*respond positively and integrate with its local surroundings*' and '*impact positively on health, safety and amenity of the city and its citizens*'. Local Plan Policies SDP1, SDP7 (iii) (iv) and SDP9 (i) require new developments to respond to their context in terms of layout and density and contribute to local distinctiveness. Moreover, the RDG in paragraph 3.7.7 states that new development '*should complement the pattern of development in the rest of the street.*' In this case, given the small-scale nature of the proposal the proposed development would complement the scale of the neighbouring properties and would not be out of keeping.

- 6.2.3 Policy BAS1 of the Bassett Neighbourhood Plan advises that: Development proposals

should be in keeping with the scale, massing and height of neighbouring buildings and with the density and landscape features of the surrounding area. Policies BAS1 and BAS4 of the Bassett Neighbourhood Plan advise that new development will only be supported where it respects the existing character and context of the surrounding area. Policy BAS 4 'Character and Design' is of particular relevance particularly in relation to the design of new extensions and spacing. The proposed development incorporates a large, but proportionate, addition to the existing property and is limited to a single storey addition. The proposals would retain sufficient space around the detached building to accommodate the development and a generous set back from the sites front boundary is retained. In addition, the proposed extension would sit well below the existing roof and incorporates a design solution that remains sympathetic to the existing property and its surroundings. On this basis the extended dwelling would relate appropriately to the character of the area and would not be incongruous or harmful to the visual amenities of the immediate area. The materiality chosen for the proposed development is appropriate and a condition is imposed to ensure the development is undertaken in line with the submitted details.

6.2.4 The development would therefore respect the context of the local area and complies with saved Local Plan policy SDP1, SDP7 and SDP9 and the relevant sections of the approved RDG and policies BAS1, BAS3, BAS4 and BAS5 of the Bassett Neighbourhood Plan.

6.3 Residential amenity

6.3.1 The proposal is for a single storey extension which would be well contained within the existing plot. The nearest neighbouring property is 448 Winchester Road, which has had an extension its garage to provide further living accommodation. This extension runs along the shared western boundary, albeit some 4m is retained between buildings, and there are no windows on the elevation facing the application site. This relationship between the two properties would ensure that the outlook for occupiers of the proposed extension and the privacy of the neighbouring property would not be adversely harmed. In addition there is dense vegetation surrounding the site which reduces the views from other properties within Abingdon Gardens.

6.3.2 Overall, given the window positions, the single storey nature of the proposals, and the size of the windows fronting Abingdon Gardens as well as the siting away from 448 Winchester Road the proposal would not result in harm to the occupiers of neighbouring properties. The application, therefore, complies with saved Local Plan Policy SDP1(i).

6.4 Impact on parking

6.4.1 Amended plans were requested and obtained to demonstrate that two car parking spaces can be provided on site instead of the three initially sought. The provision of two parking spaces is in line with adopted parking standards for the dwelling. As Abingdon Gardens is not a classified road planning permission is not required for the dropped kerb. It is noted that the other properties within Abingdon Gardens are served by a single dropped kerb and not a double one as proposed. However, following the receipt of amended plans officers have raised no objection to the

dropped kerb extension with respect to highway safety following the reduction in width of the accessway.

6.4.2 The loss of on-street parking has been raised by third parties given the length of the initial dropped kerb proposal. There will be a reduction in on-street parking given the increase in dropped kerb length from the existing provision. However, this reduction in on-street parking is not sufficient to raise an objection on amenity grounds given that there is capacity within the road to accommodate on street parking. Therefore, on this basis the proposal is considered to address the concerns relating to parking and highway safety.

7. Summary

7.1 The proposed extension/alteration to an existing dwelling would not cause harm to the amenity of neighbouring residents, and the design of the extensions and alterations would not appear out of character with the host dwelling. Moreover, the site is large enough to accommodate the proposals, and they would not be detrimental to neighbour amenity nor highway safety.

8. Conclusion

8.1 It is recommended that planning permission be granted subject to 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) (e) (f) (g) 4.(f) (g) (vv) 6. (a) (b) 7. (a)

Case Officer Anna Lee

PROW Panel 11.10.2022

PLANNING CONDITIONS

1. Full Permission Timing Condition (Performance)

The development hereby permitted shall begin no later than 14th November 2022.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 (as amended).

2. Materials in accordance with submission (Performance)

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 be in accordance with the submitted plans and information hereby approved.

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.

3. Landscaping & means of enclosure detailed plan (Pre-Commencement)

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) planting plans; written specifications; schedules plants, noting species, plant sizes and proposed numbers/planting densities where appropriate;
- (ii) details of any additional hard surfacing and means for dealing with surface water drainage and runoff;
- (iii) details of any proposed boundary treatment, including retention of the existing hedging; and
- (iv) a landscape management scheme.

The approved hard and soft landscaping scheme (including parking) for the whole site shall be carried out prior to occupation of the extension 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, with the exception of boundary treatment and external lighting which shall be retained as approved for the lifetime of the development.

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.

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.

4. 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 - (as amended 2015)

CS13 Fundamentals of Design
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

Bassett Neighbourhood Development Plan – (Adopted 2016)

BAS1 New Development
BAS4 Character and Design

Supplementary Planning Guidance

Residential Design Guide (Approved - September 2006)
Planning Obligations (Adopted - September 2013)
Parking Standards SPD (September 2011)
Bassett Neighbourhood Plan (July 2016)

Other Relevant Guidance

The National Planning Policy Framework (2021)
The Southampton Community Infrastructure Levy Charging Schedule (September 2013)

Relevant Planning History

Case Ref	Proposal	Decision	Date
1010/25	Erection of a dwelling	Conditionally Approved	27.01.1953
1136/4	Erection of a conservatory and garage	Conditionally Approved	28.07.1958
892382/W	Erection of a two storey side extension	Application Refused	30.03.1990
19/02050/FUL	Erection of a 3-bed detached house with associated parking and refuse storage	Withdrawn	03.02.2020
20/00614/FUL	Erection of a two-storey 3 bed dwelling with associated works (Re-submission of 19/02050/FUL).	Application Refused Appeal dismissed	07.07.2020 22.03.2021