

REPORT FOR SOUTHERN AREA PLANNING COMMITTEE**Report No.**

Date of Meeting	30 April 2015
Application Number	14/10095/FUL
Site Address	Land to the rear of 33 Bedwin St & Belle Vue Road Salisbury SP1 3YF
Proposal	Erection of 4 (1 x 5 bed and 3 x 4 bed) dwellings with associated car parking and landscaping and demolition of existing garages
Applicant	Mr M Quigley
Town/Parish Council	SALISBURY CITY
Ward	ST EDMUND AND MILFORD
Grid Ref	414562 130276
Type of application	Full Planning
Case Officer	Warren Simmonds

Reason for the application being considered by Committee

The application was called to Committee by Cllr McKeown due to concerns in respect of:

- Scale of development
- Visual impact upon the surrounding area
- Relationship to adjoining properties
- Design - bulk, height, general appearance
- Environmental or highway impact
- Car parking
- Sewer capacity concerns

1. Purpose of Report

To consider the above application and to recommend to Members that planning permission be APPROVED, subject to Conditions.

2. Report Summary

The main issues in the consideration of this application are as follows:

1. Principle of development
2. Suitability of the proposed access and other Highways considerations
3. Impact upon residential amenities
4. Impact on the existing character and appearance of the conservation area and adjacent listed buildings
5. Ecological, archaeological and environmental impacts

The application (as originally submitted) generated a total of 32 representations from the public, as follows:

- No representations in support of the proposed development
- Thirty two representations objecting on grounds including
 - I. Highway safety and traffic generation
 - II. Loss of parking/insufficient parking provision
 - III. Overdevelopment
 - IV. Overlooking and overshadowing of adjacent properties and uses
 - V. Loss of open space
 - VI. Adverse impact on the existing character of the conservation area

Salisbury City Council objected to the original application.

In March 2015, in response to concerns raised in consultee and third party objections, the applicant submitted a substantially revised and reduced scheme and the application was re-advertised and consultees re-notified.

The revised scheme generated a total of 9 representations from the public, as follows:

- 1 representation in support of the proposal
- 8 representations objecting to the proposal on grounds including:
 - i. Adverse impact on the historic character of the area/conservation area
 - ii. Loss of green space
 - iii. Overdevelopment/excessive scale
 - iv. Loss of site as a wildlife refuge
 - v. Loss of trees
 - vi. Traffic generation/Highway safety

Salisbury city council has not provided a revised response to the amended scheme.

3. Site Description

The application site constitutes a parcel of land within the conservation area and housing policy area of Salisbury. The site is accessed off Belle Vue Road (to the immediate west of number 2 Belle Vue Road) and currently comprises single storey block garaging with enclosed open areas to the east. There are residential dwellings and buildings in other uses on all sides of the site, including a number of listed buildings, notably along Endless Street to the west, Bedwin Street to the south and School Lane to the east.

English Heritage has confirmed (letter dated 26th March 2015) the application site is not within a medieval chequer.

4. Planning History

S/1999/0365 - Erect 16 housing units for rent in two blocks following demolition of existing buildings (relates to 38-44 Endless Street) Approved 08.08.2000

S/2004/2063 – Demolition of single storey rear extension, alterations and conversion of day centre to form 9 independent apartments. Erection of 6 garages to rear (all with tandem parking), retention of 3 parking spaces to the rear of no. 68/70, provision of garden area to rear and roof. Approved with Conditions 01.12.2004

5. The Proposal

The application is for full planning consent and proposes the erection of 4 (1 x 5 bed and 3 x 4 bed) dwellings with associated car parking and landscaping following the demolition of existing garages.

The revised scheme (submitted March 2015) constitutes a substantially revised and reduced scheme over that originally submitted, whereby the three detached three storey town houses and large detached 'converted barn' style buildings have been significantly reduced in scale and mass, and revised in style and detailing and the scheme is now in the form of one detached and a pair of semi-detached two storey Victorian style dwellinghouses (with no accommodation at second floor level), and a larger detached two storey Victorian 'villa' style dwellinghouse with single storey 'extension' towards the southern end of the site.

6. Local Planning Policy

The Wiltshire Core Strategy (WCS) was adopted in January 2015, relevant policies of which include:

CP1 (Settlement Strategy), CP2 (Delivery Strategy), CP50 (Biodiversity and Geodiversity), CP57 (Ensuring high Quality Design and Place Shaping), CP58 (Ensuring the Conservation of the Historic Environment) & CP64 (Demand Management)

Saved SDLP policies D4, H8, R2

7. Summary of consultation responses

WC Highways – No Highway objection subject to Conditions

WC Archaeology – No objection subject to Condition

Wessex Water – Standard letter of advice, additional correspondence confirming no issues in respect of sewerage capacity are anticipated

Salisbury City Council – Object (to original scheme – no response to revised scheme)

Conservation officer – “I don’t consider that the revisions address the concerns raised, nor the advice of their heritage consultant. I would suggest that a modestly scaled courtyard/mews type development could work here, preferably (in my view, at least) of an unashamedly modern (but good quality) design and materials, and would probably work better as linked/attached structures than detached houses. The copying of late C19 villas and townhouses is uncharacteristic for such a location away from the street”.

English Heritage - Any scheme should be of a modest domestic scale to harmonise with the general context in which this site is located and to the character and appearance of the conservation area: Consultation response provided in full at Appendix (i) attached to this report.

Public Protection officer (Environmental Health) – No objection, subject to Conditions

WC Urban Design – No response received

Public Open Space officer – Standard response received

WC Drainage engineer – No objection, subject to Conditions

District Ecologist – No objection, Informative suggested

Housing officer – No affordable housing provision required for this development

8. Publicity

The application was advertised, and subsequently readvertised (amended scheme March 2015) by site/press notice and neighbour consultation letters.

The application (as originally submitted) generated a total of 32 representations from the public, as follows:

- No representations in support of the proposed development
- Thirty two representations objecting on grounds including
 - I Highway safety and traffic generation
 - II Loss of parking/insufficient parking provision
 - III Overdevelopment

IV Overlooking and overshadowing of adjacent properties and uses

V Loss of open space

VI Adverse impact on the existing character of the conservation area

Salisbury City Council objected to the original application.

In March 2015, in response to concerns raised in consultee and third party objections, the applicant submitted a substantially revised and reduced scheme and the application was re-advertised and consultees re-notified.

The revised scheme generated a total of 9 representations from the public, as follows:

- 1 representation in support of the proposal
- 8 representations objecting to the proposal on grounds including:
 - i. Adverse impact on the historic character of the area/conservation area
 - ii. Loss of green space
 - iii. Overdevelopment/excessive scale
 - iv. Loss of site as a wildlife refuge
 - v. Loss of trees
 - vi. Traffic generation/Highway safety

Salisbury city council has not provided a revised response to the amended scheme.

9. Planning Considerations

Section 70(2) of the Town and Country Planning Act 1990 and section 38(6) of the Planning and Compulsory Purchase Act 2004 require that the determination of planning applications must be made in accordance with the Development Plan, unless material considerations indicate otherwise.

9.1 Principle of the proposed development

The application site is located within the defined limits of development (the H8 Housing policy boundary of Salisbury) where, except as provided by other policies of the local plan, residential development is acceptable in principle.

9.2 Suitability of the proposed access and other Highways considerations

The proposed access to the site is from Belle Vue Road, utilising an existing hard-surfaced access and driveway/service road to the immediate west of number 2 Belle Vue Road. The existing access is used by a variety of neighbouring landowners and users of the existing lock-up garaging on and adjacent to the application site.

The proposal includes the demolition of the block of garages to the immediate west of the open areas of the site and the construction of four dwellinghouses with associated parking and landscaping.

The Highways officer has considered the proposed development and has provided a consultation response raising no Highway objection, subject to Conditions. The proposed access and parking arrangements for the development are therefore considered satisfactory.

9.3 Impact upon residential amenities

The application site is bounded on the northern, western and southern sides by existing residential development in the form of houses and flats. The creation of an additional residential use is considered compatible with the existing uses surrounding the site.

The revised proposal comprises of three 4-bed detached two storey Victorian style dwellings, each with off-street parking spaces at the front (west) and proportionate enclosed gardens to the rear (east), together with a detached 5-bed dwelling (plot 4) in the style of a Victorian 'villa' at the southern end of the site (also with off-street parking at the front and an enclosed rear garden. Plot 4 has a detached, open-sided car port within the front curtilage.

The buildings to the immediate north of the application site (closest to plot 1) are garage blocks that are unrelated to the application proposal.

By reducing the scale and mass of the proposed dwellings, and in reducing plots 1 to 3 from three stories to traditional two storey form (with no accommodation within the roof voids), and by reason of the revised siting of plot 1 (moved slightly further to the west), it is considered the revised scheme has incorporated sufficient measures to preserve the amenity of the closest neighbouring occupiers to the north.

In considering the impacts of the proposed development on the amenity of existing neighbouring residential occupiers and uses, it is considered that by reason of the separation distance, scale and general relationship between the proposed dwellings and the closest neighbouring properties, the proposed development would not result in undue impacts on the amenity of neighbours through overlooking or overshadowing.

9.4 Impact on the existing character and appearance of the conservation area and adjacent listed buildings

The application site is relatively well screened in wider views through the conservation area, however there are glimpsed views into the site, including a view from the St Edmund's Church churchyard over the brick wall adjacent to St Edmund's School, which provides the impression of an undeveloped interior with trees.

There are other glimpsed views from Belle Vue Road, one of the tarmac parking area and garages and another terminated by a cottage, neither of which are considered particularly significant.

Following concerns raised previously in respect of the impact of the proposed development (scheme as originally submitted) on the existing character of the surrounding conservation area, and on adjacent listed buildings, and following subsequent direct liaison between the applicant and English Heritage, the applicant has provided a Heritage assessment (Appendix ii, attached) of the site and surrounding area which has been used to inform the siting, design, scale and massing of the revised scheme.

The Heritage Assessment took into account the significance of views into the site from the surrounding area, and the character and settings of listed buildings adjacent to the application site. The Heritage Assessment identified that the southernmost third of the application site is the most sensitive to development, whereas the northern two thirds are less sensitive, and development to create residential units of a modest domestic scale may be acceptable.

The Heritage Assessment also identified that the removal of the row of modern concrete blockwork garages would constitute an enhancement of the site, and provided guidance on what design and materials for new development would be appropriate.

Within the revised consultation response of English Heritage (Appendix i), it is accepted that the application site does not form an historic chequer as was erroneously stated in their previous consultation response. The submitted Heritage Assessment is welcomed, and it is opined the impact of the proposed development from views from the churchyard could be further mitigated by a scheme of planting. The consultation response concludes that a scheme of modest domestic scale would be acceptable within the site, however concerns are retained in respect of the impact of the development as proposed on the surrounding conservation area.

In his revised consultation response the conservation officer suggests that a modestly scaled courtyard/mews type development could work here, preferably of an unashamedly modern (but good quality) design and materials, and would probably work better as linked/attached structures than detached houses. In the opinion of the conservation officer, the copying of late C19 villas and townhouses is uncharacteristic for such a location away from the street.

Whilst there would appear to be a difference of opinion between English Heritage and the conservation officer in respect of what style and form development should take (i.e. harmonious with the context of the Victorian suburb vs. unashamedly modern), both accept that modestly scaled development would be acceptable.

Taking into consideration the generally well-screened location of the application site, and the modest scale and high quality design of the proposed development which has taken account of the important view(s) into the site from the surrounding conservation area, it is considered the proposed development would not unduly affect the existing character of the conservation area or the character and setting of adjacent listed buildings.

9.5 Ecological, archaeological and environmental impacts

The proposal has been assessed by the Council's Ecologist who raises no objection, subject to a standard Informative in respect of breeding birds. The proposed development raises no material planning concerns in respect of impacts on nature conservation or protected species.

The Public Protection (Environmental Health) Officer has assessed the proposal and raises no objection subject to Conditions in respect of contaminated land investigation and remediation, working hours (construction) restrictions and no burning during construction.

The Assistant County Archaeologist has assessed the results of preliminary archaeological field work investigation of the application site and raises no objection subject to a Condition requiring a written programme of archaeological investigation, and the approval of a programme of archaeological work.

10. S106 contributions

No S.106 contributions are relevant to the proposed development.

11. Conclusion

The proposed development constitutes new residential development within the defined limits of development and housing policy boundary of Salisbury, where, except as provided by other policies of the local plan, residential development is acceptable in principle.

The proposed development is considered acceptable in terms of the proposed Highways, access and parking provision and would not result in undue impact on the amenity of neighbouring residents and uses.

The proposed development would not adversely affect the existing character of the surrounding conservation area or the character and setting of adjacent listed buildings.

The proposed development is otherwise considered accordant with the development plan, including local plan policies CP1 (Settlement Strategy), CP2 (Delivery Strategy), CP50 (Biodiversity and Geodiversity), CP57 (Ensuring high Quality Design and Place Shaping), CP58 (Ensuring the Conservation of the Historic Environment) & CP64 (Demand Management) of the Wiltshire Core Strategy, and saved SDLP policies D4, H8, R2, as well as national guidance contained within the NPPF & NPPG.

RECOMMENDATION

That the application is APPROVED, subject to the following Conditions:

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

REASON: To comply with the provisions of Section 91 of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004.

2. The development hereby permitted shall be carried out in accordance with the following approved plans:

Drawing number jw662-202 Rev.E dated June 13 as deposited with the local planning authority on 09.03.15, and

Drawing number jw662-205 Rev.E dated June 13 as deposited with the local planning authority on 09.03.15, and

Drawing number jw662-203 Rev.E dated June 13 as deposited with the local planning authority on 09.03.15, and

Drawing number jw662-204 Rev.E dated June 13 as deposited with the local planning authority on 09.03.15.

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

3. No part of the development hereby approved shall be first occupied until the parking area shown on the approved plans has been consolidated, surfaced and laid out in accordance with the approved details. This area shall be maintained and remain available for this use at all times thereafter.

REASON: To ensure that adequate provision is made for parking within the site in the interests of highway safety.

4. No development shall commence on site until details of secure covered cycle parking have been submitted to and approved in writing by the Local Planning Authority. These facilities shall be provided in accordance with the approved details and made available for use prior to the first occupation of the development hereby permitted and shall be retained for use at all times thereafter.

REASON: To ensure that satisfactory facilities for the parking of cycles are provided and to encourage travel by means other than the private car.

5. No development shall commence on site until a scheme for the discharge of foul water from the site has been submitted to and approved in writing by the Local Planning Authority. The development shall not be first occupied until foul water drainage has been constructed in accordance with the approved scheme.

REASON: To ensure that the development can be adequately drained

6. No development shall commence on site until a scheme for the discharge of surface water from the site (including surface water from the access / driveway), incorporating sustainable drainage details and any diversion of the existing storm sewer (if necessary) which currently crosses the site, has been submitted to and approved in writing by the Local Planning Authority. The development shall not be first occupied until surface water drainage has been constructed in accordance with the approved scheme.

REASON: To ensure that the development can be adequately drained

7. No development shall commence on site until an investigation of the history and current condition of the site to determine the likelihood of the existence of contamination arising from previous uses has been undertaken and until:

- a) The Local Planning Authority has been provided with written confirmation that, in the opinion of the developer, the site is likely to be free from contamination which may pose a risk to people, controlled waters or the environment. Details of how this conclusion was reached shall be included.
- b) If, during development, any evidence of historic contamination or likely contamination is found, the developer shall cease work immediately and contact the Local Planning Authority to identify what additional site investigation may be necessary.

In the event of unexpected contamination being identified, all development on the site shall cease until such time as an investigation has been carried out and a written report submitted to and approved by the Local Planning Authority, any remedial works recommended in that report have been undertaken and written confirmation

has been provided to the Local Planning Authority that such works have been carried out. Construction shall not recommence until the written agreement of the Local Planning Authority has been given following its receipt of verification that the approved remediation measures have been carried out.

Reason: In the interests of public health and safety

8. No construction or demolition shall take place on Sundays or Public Holidays or outside the hours of 07.30 to 18.00 Monday to Friday and 08.00 to 13.00 on Saturdays.

Reason: In the interests of amenity

9. No burning of waste shall take place on the site during the demolition and construction phase of the development.

Reason: In the interests of amenity

10. No development shall commence within the area indicated (proposed development site) until:

- A written programme of archaeological investigation, which should include on-site work and off-site work such as the analysis, publishing and archiving of the results, has been submitted to and approved by the Local Planning Authority; and
- The approved programme of archaeological work has been carried out in accordance with the approved details.

REASON: To enable the recording of any matters of archaeological interest.

Further Recommendations: The work should be conducted by a professionally recognised archaeological contractor in accordance with a written scheme of investigation approved by this office and there will be a financial implication for the applicant.

INFORMATIVES:

The adults, young, eggs and nests of all species of birds are protected by the Wildlife and Countryside Act 1981 (as amended) while they are breeding. The applicant is advised to check any structure or vegetation capable of supporting breeding birds and delay removing or altering such features until after young birds have fledged. Damage to extensive areas that could contain nests/breeding birds should be undertaken outside the breeding season. This season is usually taken to be the period between 1st March and 31st August but some species are known to breed outside these limits.

The applicant's/landowners' attention is directed to the advice contained in the letter provided by Wessex Water dated 4th November 2014.

