

Deadline:	23 <sup>rd</sup> JUNE 2010		
Application Number:	S/2010/0653		
Site Address:	92A QUEEN ALEXANDRA ROAD SALISBURY SP2 9LB		
Proposal:	CONSTRUCTION OF 4 NO. HOUSES AND 2 NO. BUNGALOWS WITH PARKING & ALTERATION TO ACCESS. EXISTING HOUSE TO BE DEMOLISHED		
Applicant/ Agent:	JOHN COLEMAN RIBA		
Parish:	SALISBURY CITY COUNCIL FISH/BEM VILL		
Grid Reference:	412707.3 131300.8		
Type of Application:	FULL		
Conservation Area:		LB Grade:	
Case Officer:	Mrs J Wallace	Contact Number:	01722 434687

**Application Number S/2010/0653**

**Proposed Development** Construction of 4 no. houses and 2 no. bungalows with parking & alteration to access. Existing house to be demolished

**Officer Report**

**Reason for the application being considered by Committee**

Councillor Chris Cochrane has requested that this item be determined by Committee due to:

1. Scale of development
2. Relationship to adjoining properties
3. Car parking

**1. Purpose of Report**

To consider the above application and to recommend that planning permission be REFUSED

**2. Main Issues**

The main issues to consider are :

1. Policy Context
2. Design/impact on street scene/ character of area
3. Impact on amenities
4. Impact on highway safety and car parking problems
5. Impact on trees on site
6. Public open space – policy R2

**3. Site Description**

The dwelling known as no.92A Queen Alexandra Road actually has its principle elevation facing towards no.9 Wellington Way. The dwelling is sited fairly centrally in the plot and it has two vehicular accesses on to Wellington Way. One access is immediately adjacent to no.9 Wellington Way and the other is sited immediately adjacent to the northern boundary of the site adjacent to the rear of no.1 Wellington Way. However, the site also has a narrow vehicular right of way at the rear, on to Queen Alexandra Road. This access is on the southern side of the site. Both Queen Alexandra Road and Wellington Way are subject to a 30mph speed limit and have on-street parking.

The site is currently fairly open and level and the garden has some ornamental and fruit trees.

Whilst the site is an established residential area, the character of the surroundings on Queen Alexandra Road and Wellington Way vary considerably. Wellington Way consists largely of pairs of semi detached houses and on the opposite side of the road, groups of terraced houses. There is considerable on-street parking. Whilst on Queen Alexandra Road the dwellings around the narrow entrance are mainly detached bungalows. Roberts Road to the north of the site consists mainly of semi-detached houses with small gardens.

#### 4. Planning History

Application number	Proposal	Decision
4498 and 4581	Records destroyed	
8079	O/L erection of bungalow	Ref 26/04/62
A731	New garage and existing garage to provide store and office	A 20/09/66
A751	Erection of pair of semi-detached houses with access	Ref 25/10/66
E542	Addition for use as flat	Ref 06/06/72
E727	Ground floor extension and garage	A 11/07/72
87/1407	O/L erection of bungalow	Ref 28/10/87

#### 5. The Proposal

The proposal is to demolish the existing dwelling no.92A Queen Alexandra Road and erect a terrace of four dwellings (3-bedroomed houses) facing Wellington Way and at their rear, tucked behind nos. 94 and 96 Queen Alexandra Road; two, (2-bedroomed) bungalows.

The terrace houses will be sited to face Wellington Way and will each have two off street car parking spaces to their front. A side pedestrian access adjacent to no.9 Wellington Way will provide access to the rear gardens of all the houses and to their cycle and refuse bin storage.

The two-bedroomed bungalows would be located at the rear of the site, in a similar position to no 92 Queen Alexandra Road and will be accessed via the existing narrow drive between numbers 94 and 90 Queen Alexandra Road. The bungalows will share a parking and turning area, which is placed in front of the bungalows and to the rear of the gardens of no 96 Queen Alexandra Road. Both bungalows will have pedestrian access to their rear gardens where there will be both cycle and refuse bin storage.

## 6. Planning Policy

The following policies are considered relevant to this proposal

G1 and G2	General aims and criteria
G8	Groundwater source protection area
H8	Housing policy boundary
D2	Design criteria
TR14	Off street parking
R2	Public open space

Also relevant are:-

SDC Supplementary Planning Guidance	Achieving Sustainable Development
PPS3	Housing

## 7. Consultations

### ***City Council***

Object in principal to the building of four houses and two bungalows for the following reasons

- 1) Over development of the area
- 2) There are concerns that access to the development is restricted. It appears to be too narrow for emergency vehicles and vehicular access to Queen Alexander Road would be visually obscured

### ***Highways***

It is considered that the proposed development will not have any significant impact on highway safety and therefore no highway objection subject to conditions regarding the gradient and surfacing of the parking spaces

### ***Environmental Health***

No objections

### ***Wessex Water***

Located in a sewered area with foul and water mains. Points of connection can be agreed at the detailed stage. The proposed development is within a Source Protection Zone and any surface water discharge will need to be in line with Environment Agency guidelines.

### ***Wiltshire Fire and Rescue Services***

Comments relating to need for satisfactory access for fire engines, adequate water supplies and appropriate fire safety measures as well as the encouragement for the provision of domestic sprinklers

### ***District Ecologist***

No objection

There are no protected species records within at least 1 km of the site. Despite this, it would not be unreasonable to expect slow worms to be present here given the relative size of the gardens

to built up area. However expect any population to be low because the gardens are isolated by roads, many of which are well maintained and there are no physiological features that would make the site particular attractive to slow worms e.g. substantial old hedges, unmanaged banks, stone walls, railway ballast etc.

Any consent should be conditioned to require a site visit by an ecologist and for the works to be undertaken in accordance with their recommendations for working methods.

Any felling of trees on the site should be restricted to outside the period 1st March - 31st August. The property does not meet the criteria in the Wiltshire Ecological checklist for a bat survey unless further information comes to light to suggest bats may be present.

## **8. Publicity**

The application was advertised by site notice/neighbour notification with an expiry date of 23 June 2010

16 of letters of concern/objection have been received.  
Summary of key points raised

Accept that site could be re-developed, and a pair of semi-detached dwellings, accessed from Wellington Way would be acceptable

Proposed density is too high

Three parking spaces for two bungalows is inadequate, cars will park on Queen Alexandra Road. Difficulties of parking on the street will be exacerbated

Drive has been maintained, but not used since 1987

Drive is very narrow, concerned regarding access for large and emergency vehicles

Safety concerns regarding use of narrow drive, including visibility on to Queen Alexandra Road

Concerns regarding eaves, electricity supply and evergreen tree immediately adjacent to drive

Trees have been removed from the site

Large garden supports wildlife, trees and slow worms

Loss of privacy, particularly if dormer windows are later installed in the bungalows

Loss of daylight, privacy and amenity

Gable end will be 13feet from our house, garden will lose sun/daylight

Concerns regarding highway safety on Wellington Way

Increase in traffic on cul-de-sac, Wellington Way

Construction work will make access to the area more difficult

Construction times should be controlled

Terraced housing is out of character with western side of Wellington Way

All other properties have front garden, out of character to have off-street parking

Design of dwellings is poor

Loss of open area will increase flooding potential

## **9. Planning Considerations**

## **9.1 Policy context**

The site is within the Salisbury Housing Policy Boundary where small scale redevelopment is in principle acceptable, providing the proposal is in accordance with the other criteria for the Local Plan and is keeping with the character of the locality. This site is in an established residential area with good public transport links and easy access to schools and other facilities and whilst the Local Plan expresses no in principle objection to backland or tandem development, it does suggest that such development is only acceptable where; there are no amenity objections, such as overlooking, noise and disturbance and where the vehicular access is suitable

The scheme would demolish the existing detached dwelling and replace it with a terrace of four dwellings and a pair of semi-detached bungalows. Whilst this would raise the density of development in the locality, national guidance as expressed in PPS3 still seeks to encourage the efficient use of residential land within sustainable settlements even though the encouragement to achieve a density of development of at least 30 dwellings per hectare has recently been removed from PPS3.

## **9.2 Design/impact on street scene/character of the area**

The area is characterised by modest, suburban housing and the architect has sought to replicate the design of dwellings found in close proximity to the site. A two-storey terrace of 4 dwellings is proposed for Wellington Way, continuing the concept of terraces of dwellings like opposite and the building line set by the existing adjacent dwellings, whilst the bungalows to the rear of the terrace are following the precedent set by 92 Queen Alexandra Road. The proposed houses are three bedroomed dwellings with pitched roofs, small dormers over the front windows and a porch over the front door. They will be built of brick under a concrete tiled roof and the fenestration and detailing are traditional. Similarly the bungalows will be traditionally styled and constructed of brick under a concrete tiled roof with small pitched porch roofs.

### **9.2.1 Queen Alexandra Road**

Currently this part of Queen Alexandra Road has a traditional residential character. This proposed development would create two bungalows with no road frontage which would use the existing narrow vehicular access adjacent to the access to no.92. In terms of the character of the area, the sub-division of the site to provide a pair of semi-detached bungalows will result in a much denser development than that adjacent or to the front. However, the character of the residential development in this locality is created by the pattern of development as much as by the design and scale of the dwellings. The dwellings face the road from which they are set well back which gives a spacious feeling to the area. Whilst it is accepted that the bungalow adjacent is also anomalous in having no frontage on to Queen Alexandra Road, the proposed pattern of development would result in two additional bungalows with very unusual relationships both to the street frontage and to the surrounding dwellings. Whilst in itself the smaller size of the proposed bungalow plots would not, in view of current Government guidance relating to the efficient use of the land, be an automatic reason for refusal, it is a consideration which has to be judged along with the acceptability of the proposal in terms of its relationship to nearby dwellings and the character of the area

The proposed semi-detached pair bungalows would create a more urbanised, less spacious feel to the area, because they will extend across most of the plot, their vehicular access is adjacent to

the vehicular access to no.92, between nos. 90 and 94 and there is no space available adjacent to the bungalows to provide parking or turning, which is normal in this locality. Parking for the two new bungalows is proposed in a common area to the front of the bungalows. This will create a public area of noise and disturbance in a very unusual position, with the consequent detrimental impact upon the future amenities of the existing dwellings on Queen Alexandra Road and Roberts Road whose gardens back on to the site.

In terms of the size of the proposed plots, the proposed depth of the plots of the bungalows, at approximately 28 m would be less than their immediate neighbours to the south, though with a rear garden of approximately 9m depth, their rear gardens would be similar to those on Roberts Road and therefore it would be difficult to argue that the size of the proposed gardens was so out of character with the locality as to be a reason for refusal.

This part of the proposal (the erection of a pair of bungalows) is essentially backland development and whilst there are examples of this form of development, notably no92 adjacent, it is considered that this form of development is not in keeping with the general character of the area. Also in addition to concerns regarding the impact of this form of development on the general character of the area; there are concerns relating to the impact of the unusual relationships between buildings and the vehicular access and parking areas on the amenities of the existing occupiers of the surrounding dwellings.

### ***9.2.2 Wellington Way***

The character of Wellington Way is different, the area is much more densely developed and the cul-de-sac narrower. The dwelling which is to be demolished, (no.92A Queen Alexandra Road) has a frontage of approximately 22m on to Wellington Way, approximately three times that of its neighbours, in terms of the character of the area, the sub-division of the site's frontage to provide four dwellings will result in a much less open appearance and a much denser development than the semi-detached properties adjacent. In terms of the size of the proposed plots, the proposed depth of the plots of the four houses, at approximately 26 m would be less than their immediate neighbours to the south, though with a rear garden of approximately 11m depth, their rear gardens would be deeper than those on Roberts Road and therefore it would be difficult to argue that the size of the proposed gardens was out of character with the locality. Moreover, though the existing terraced dwellings are located on the eastern side of Wellington Way, a terrace of four houses would not be so out of character with the general appearance of the area as to warrant the sole reason for refusal. However, few dwellings in this area use the area in front of the dwelling as a parking area and the hard surfacing of this area in front of the terrace of dwellings will in addition to the increase in the developed frontage, further reduce the sense of openness and increase the urbanisation of the character of the area.

## ***9.3 Impact on amenities***

### ***9.3.1 Impact on existing surrounding occupiers***

Concerns have been expressed regarding potential overlooking and loss of privacy and that the development of this site particularly with the parking and turning areas for the bungalows will create noise and disturbance. Clearly as there will now be occupation of the site by additional dwellings there will be some increase in occupation noise. However, as the site is within the settlement's Housing Policy Boundary this in itself is not considered to be a sufficient reason for

refusal. In this case through the atypical relationship of the bungalows to their neighbours will create a greater element of noise and disturbance from comings and goings in an unusual position. This will raise the perception of intrusion. Additionally, whilst the vehicular access on to Queen Alexandra Road has been in existence for a substantial period, use has been limited and therefore the proposal for it to become the only vehicular access for two two-bedroomed dwellings will result in the perception of a considerable increase in disturbance; particularly for the three dwellings immediately adjacent.

Concerns have also been raised that the proposed density of development is too high. The proposed new dwellings will have small amenity areas and therefore the development will be close to existing dwellings. In view of the proximity of the surrounding dwellings (and Nos. 1 Wellington Way, and no 92 Queen Alexandra Road in particular), it is likely therefore that the proposal will have some detrimental impact upon the living conditions of the occupants of these surrounding properties by reason of a perception of intrusion as well as a loss of outlook beyond the current situation where the site forms part of an extensive garden. However, the bungalows have been designed with no windows in the roof spaces, and any consent could be conditioned to prevent their introduction, so it is not considered that their erection in an established garden will introduce any direct additional overlooking or loss of privacy. In a residential area there is always some inter-visibility between dwellings, and though the existing occupiers will be aware of the new bungalows, they will not suffer from any loss of privacy through overlooking.

In relation to the proposed dwellings on Wellington Way, concerns have been raised regarding their impact upon the appearance of the area. The dwellings have been designed as an off-set terrace of four houses with no windows on the side elevations to overlook the existing dwellings to the north and south. However, the end gable of the proposed dwelling number 6 would be immediately on the boundary with nos. 1 Wellington Way and 21 Roberts Road. These existing dwellings have small gardens, and whilst there are outbuildings in their gardens, the introduction of a two storey gable end to the south of these properties as well as creating a perception of dominance and a change of outlook will affect both the amount of daylight and sunlight received by their ground floor rear facing rooms. It is therefore judged that the amenities of the occupiers of these dwellings would be detrimentally effected by the introduction of two-storey dwellings in this location.

As regards the impact on the existing surrounding occupiers of the erection of a pair of bungalows, it is considered that as no windows are proposed in the roof spaces, and any consent could be conditioned to prevent their introduction, it is not considered that their erection in an established garden will introduce any additional overlooking or loss of privacy. In a residential area there is always some inter-visibility between dwellings, however, as in this case, the existing dwellings will be overlooking the proposed new dwellings; this change is not judged to be so detrimental as to warrant refusal of the proposal

Therefore, as a consequence of the above, and on balance, it is considered that whilst the privacy enjoyed by adjacent existing dwellings would not be so significantly affected as to warrant refusal of the application, the loss of amenities to the dwellings to the immediate north by the introduction of a gable end immediately on the boundary which results in a perception of dominance and a loss of daylight and sunlight are considered to be sufficiently significant as to warrant refusal.

### ***9.3.2 Impact on future occupiers of proposed dwellings***

The scheme has been designed so that there is very limited possibility of inter-visibility and

overlooking between the dwellings to the front and rear of the site. The first floor rear windows of this terrace of two-storey dwellings serve bedrooms, and would overlook the rear gardens and the rear elevations of the proposed bungalows. The separation distance between the dwellings, would be approximately 20m and it is considered that whilst the future occupiers of both the new terrace of houses and the bungalows will be aware of dwellings to their rear, the amenities of the future occupiers would not be so compromised as to be a sufficient reason for refusal. In addition whilst the site is overlooked by existing dwellings which surround the site, it is considered that through the design of the development and the separation distance that the effect on the proposed dwellings will not be so detrimental as warrant refusal of the scheme

#### ***9.4 Impact on highway safety and existing parking problems***

Much concern has been expressed regarding traffic in this area, the difficulties that vehicles would have in accessing the area, the impact of the loss of the on-street parking area, the difficulty of large vehicles in using the narrow access off Queen Alexandra road and the impact on highway safety of such a large increase in vehicles in this area. In overall terms, clearly the introduction of an additional five dwellings will increase the number of vehicles using the site, but within the city, it is not considered that this would be so significant in relation to the number of vehicles using the road as to warrant refusal on these grounds.

Objections have also been received from neighbours regarding the problems likely to arise because the access drive to the two bungalows at the rear will be so narrow and difficult to use safely, however, the Highway Authority, has not raised any objections to the use of this access by two two-bedroomed dwellings and therefore a refusal of this application on these grounds would not be supported by them.

This scheme proposes that on Wellington Way, the terrace of four dwellings should each have two off street car parking spaces, accessed directly from the street. Whilst this will result in vehicles reversing into the road, across the pavement, and this is an unusual arrangement in this area, Wellington Way is a cul-de-sac where the speed of traffic is limited and the Highway Authority has raised no objection to this proposal, provided the gradient of the car parking area is limited and their surfaces are consolidated.

Consequently, it is considered that the erection of an additional five dwellings on this site would be unlikely to have a detrimental effect on highway safety in this area and especially given the Highway Authority's comments, it would be difficult to support a refusal of the proposed scheme to demolish one house and erect six dwellings on highway grounds.

#### ***9.5 Impact on trees on the site***

The site has a number of fruit, conifer and ornamental trees. Adjacent to the narrow drive is a large evergreen tree which overhangs the drive, but as it is not the subject of a TPO, the developer could trim it back at any time and therefore it would be difficult to defend a reason for refusal on these grounds.

#### ***9.6 Protected species***

Neighbours have identified the presence of slow worms on the site, and whilst parts of the garden are overgrown, elsewhere the grass is short. There are no records of slow worms in this area and the Council's Ecologist considers that in view of the location of the site, any planning consent



could be conditioned to require an ecological survey prior to the commencement of any works.

The building to be demolished, does not meet the criteria in the Wiltshire Ecological checklist for a bat survey and therefore unless further information comes to light to suggest bats may be present, a survey is not required.

### **9.7 Public Open Space Policy R2**

A contribution for recreational facilities would be required for the new dwellings pursuant to the above policy

## **10. Conclusion**

Notwithstanding the encouragement to achieve a density of development of at least 30 dwellings per hectare has recently been removed from PPS3, the principle of increasing the density of development within existing residential areas is acceptable.

The construction of a terrace of four dwellings and a pair of bungalows on the site, in the manner proposed, would have an adverse impact on the character of the street scene.

The dwellings as proposed would have sufficient detrimental impact on amenities of some of the surrounding existing dwellings as to warrant refusal.

There are no highway objections to the proposed development of the site.

## **Recommendation**

**It is recommended that planning permission is refused for the following reasons:**

1. The proposed development, by reason of the design and layout of the dwellings, the off-street parking in front of the dwellings on Wellington Way and the parking/turning area for the bungalows creates a poor living environment that is vehicle dominated. In conjunction with the tandem/backland arrangement which is not in keeping with the predominant scale and character of the area and by reason of the close proximity of the access road to no.94 Queen Alexandra Road detract from the general amenities of the occupiers of the dwellings on Queen Alexandra Road which back on to the site by way of vehicle-related noise and disturbance associated with the use of the access and the parking/turning area. Furthermore, by reason of the siting of the dwelling on Plot 6 in close proximity to the boundary with no. 1 Wellington Way and no.21 Roberts Road, the proposed development would appear overbearing and result in a loss of daylight/sunlight to the detriment of the amenities of the occupants of these neighbouring properties.

As such, the proposal would be contrary to Policies G2, D2 and H8 of the Adopted Salisbury District Local Plan (June 2003) that seek to ensure that development is acceptable in the context of the character and appearance of the area.

2 The proposed residential development is considered by the Local Planning Authority to be contrary to Policy R2 of the Adopted Replacement Salisbury District Local Plan, as appropriate provision towards public recreational open space has not been made.

**Informative 1**

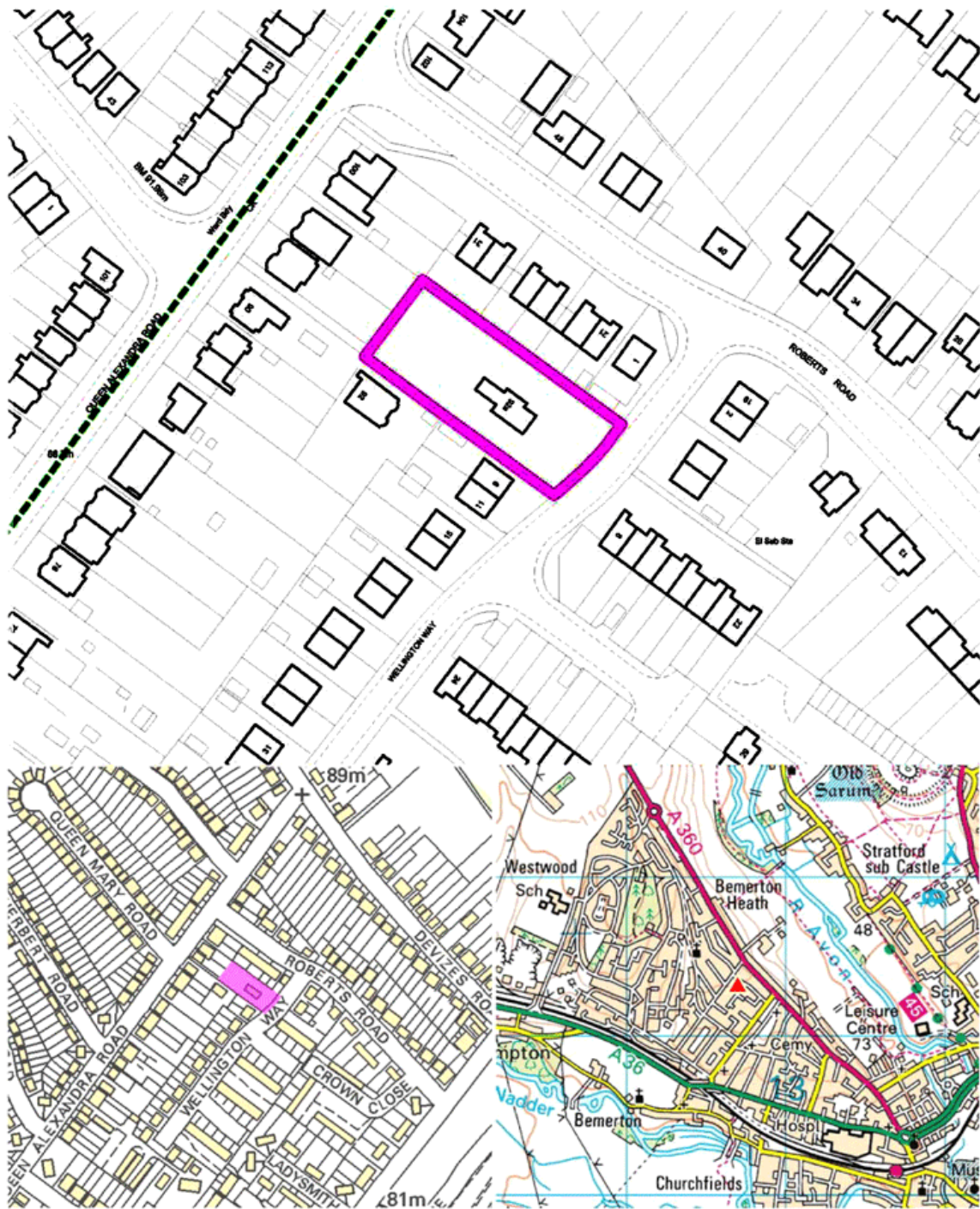
It should be noted that the reason given above relating to Policy R2 of the Adopted Replacement Salisbury District Local Plan could be overcome if all the relevant parties agree to enter into a Section 106 legal agreement or if appropriate by condition, in accordance with the standard requirement for recreational public open space.

Appendices:	NONE.
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Background Documents Used in the Preparation of this Report:	Site location plan received on 1 April 2010 Drawing ref.no. 709/1 received on 1 April 2010 Drawing ref.no. 709/2 received on 1 April 2010 Drawing ref.no. 709/3 received on 1 April 2010 Drawing ref.no. 709/4 received on 1 April 2010 Drawing ref.no. 709/5 received on 9 April 2010
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