

WARD: Bishopston CONTACT OFF CER: Jess Leigh
SITE ADDRESS: 28 Radnor Road Bishopston Bristol BS7 8QY

APPLICATION NO: 14/05616/F Full Planning
E P R DATE: 11 February 2015

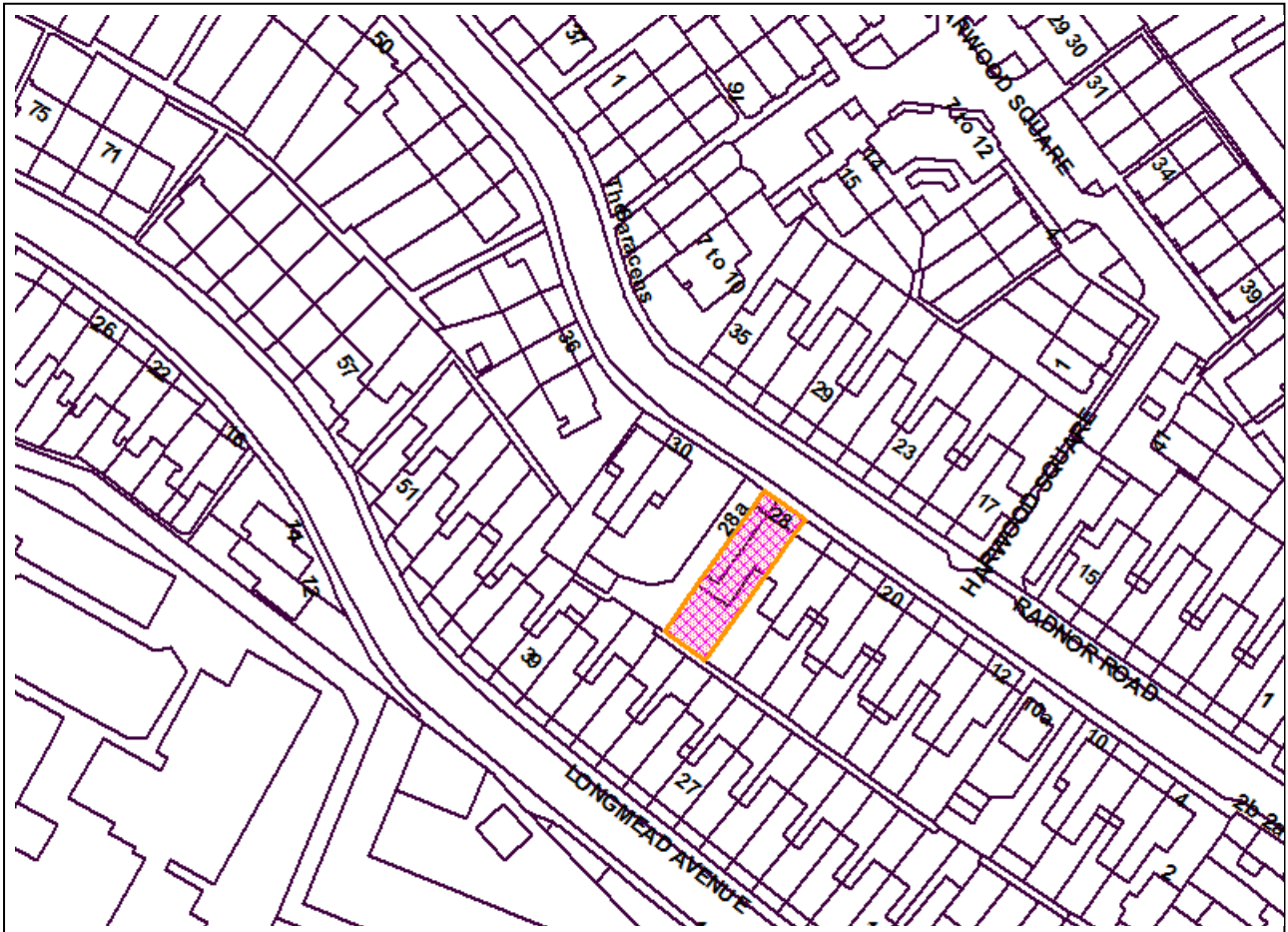
Sub-division of an existing dwelling to create a total of 4 new units (3 no. one bedroom flats and 1 no. two bedroom duplex) and erection of a side extension.

RECOMMENDATION: Grant subject to Condition(s)

AGENT: Pegasus Planning Group
First Floor South Wing
Equinox North
Great Park Road
Almondsbury
Bristol BS32 4QL
APPLICANT: Mr T Horswell
C/o Agent

The following plan is for illustrative purposes only, and cannot be guaranteed to be up to date.

LOCATION PLAN:



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SITE DESCRIPTION

The application site is an end of terrace Victorian house, which has a single storey, lean to store the full length of the side elevation. The property is adjacent an open grassed area over which there is a partially surfaced driveway leading to the rear of the house and properties on Longmead Avenue.

RELEVANT PLANNING HISTORY

Planning application no. 14/04223/F for the conversion of the property to five flats, to include the demolition of the side store and erection of a two storey side extension, with gable end, was refused in October 2014 for the following reasons;

1. The proposed conversion and extension of the property by virtue of its scale, design and overall appearance would amount to an over-development that would be out of character of the surrounding form of development in the area, and look incongruous in the surrounding street scene.
2. The proposed flats by virtue of their size, layout and poor outlook, would constitute a poor living environment for its future occupiers.
3. The proposal fails to fully demonstrate how it satisfies the city's objectives on sustainability and climate change.

Planning application no.14/01868/F was granted for the erection of a detached house, accessed by the driveway on the adjacent site in August 2014. Through this application it was established that the ownership of the driveway was unknown.

PROPOSAL

To erect a two storey side extension, rebuild the existing single storey rear extension and convert the property to four flats.

The current proposal attempts to address the previous reasons for refusal.

The side storey extension extends almost the full depth of the host building but is set 1m back from the front and 0.5m down at roof ridge height. The front elevation is in materials to match the host building, the side and rear elevations are rendered but with stone quoins and a brick band to the side. There is an entrance door and two windows, partly screened by louvers, in the side elevation and roof lights to all roof planes. The existing front door is retained.

The rear elevation as reconstructed has a steeper pitch and at ridge height is approximately 2m higher than existing. There is a glazed door to the rear of the extension and to the host building.

Internally two one bedroom flats with separate kitchen and lounge are proposed on the ground floor, similar on the first floor and a two bedroom 'duplex' with bedrooms being in the roof.

Timber lockable refuse stores for the ground floor flats and a metal green bike store for the flats as a whole are proposed in the rear of the garden.

Similar refuse stores for the upper flats is proposed to the front of the property along with a hard standing area to be used for temporary storage for all bins on collection day.

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The application is accompanied by a Sustainability Statement and a Design and Access Statement.

The applicant has served the requisite notice due to the unknown ownership of the access.

N.B. The scheme as now proposed has been amended during the life of the application to amend the fenestration in the side elevation, introduce the front set back in the extension and provide further detail of the refuse and recycling facilities.

RESPONSE TO PUBLICITY AND CONSULTATION

Initially 31 letters were issued with a closing date for comment of the 18th December 2014.

Following receipt of the revisions to the proposal neighbours and objectors were notified again with a closing date for comment of the 11th February.

Twenty-one responses, to include Bishopston Society, Bristol Civic Society, BCRNP Street Scene Group and ward member, have been received making the following comments;

1. Quality of accommodation- there will be very little outside space for residents- there will be poor levels of light arising from louvered windows and roof lights - See key Issue C.
2. Number of flats- there is a large number of flats and houses in multiple occupation in the area as existing, it should be a family unit- See Key Issue A
3. Impact on amenity- the number of flats will impact on the amenity on neighbouring properties with problems of parking, waste management, noise and transient tenants, the two storey side extension will result in loss of light to facing property, it will be unsightly - See Key Issue D.
4. Implications for consented house on land adjacent- See Key Issue D
5. Waste storage- there are existing problems in the ward due to bins left on streets and fly tipping etc., provision for waste this must be adequate and a rear store is likely to result in residents leaving bins on the footway or the front of the property-storing bins in the rear garden is not an obviously hygienic solution and will not constitute a pleasant amenity space, a site to the front of the property must be identified for bins, the refuse facilities are too small, distance between the store and collection point is too long and will mean bins are left on the footway, there is insufficient information regarding how these are to be laid out, how bins will be manoeuvred - See Key Issue E
6. Parking- the number will increase parking problems in the area, there is insufficient information regarding the cycle parking - See Key Issue F
7. Access- the proposed access is to the side and a footpath is proposed, its increased use will churn it up - is this allowed as this will not be on the site- See Key Issue G
8. Sustainability- the statements regarding intended use of materials, water usage, fixed bins are meaningless- See Key Issue H

Transport Development Management has commented as follows:-

Access- as the sole means of access to dwellings is via the side entrance, the lane must be adequately surfaced and lit- at present it is not well surfaced and set back from street lights. This can be conditioned.

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The existing crossover on the front of the site needs to be reinstated as footway. Waste-the latest plan shows a space to be used as a temporary storage area but due to the long distance for occupants to traverse between the dwellings side entrance, rear side door and temporary front store it is recommended that this be used for permanent storage. A condition would then be sought that no refuse or recycling material is left on the highway at any time.

Cycle Parking- this is too small to provide the five spaces needed to meet Local Plan parking standards. There may be space for a suitably sized store but this must be illustrated on suitably revised plans with adequate pathways and gateways. The fence separating the cycle store from the garden is not suitable, the proposed gateway should be a metre wide and not open outwards obstructing the shared access, the fence and gateway are too close and should be set back to provide suitable manoeuvring space.

Car Parking- there is no car parking and this has been the subject of objection. It is accepted that there is an existing demand and pressure for on-street parking which is often limited in availability. However it would be possible to live in this location without a car due to its proximity to Gloucester Road shops, services and regular bus services within walking distance. Considering parking provision is not required as the Local Plan parking standards are maximum standards and the site is a relatively sustainable location the application could not be reasonably refused for making no parking provision. Further drawing submitted 11.2.15 addressed most issues.

Waste Management Team (Bristol City Council) has commented as follows:-

Although the Site & Block Plan Ref: 100 001 shows a bins store in the rear garden. The Proposed Ground and First Floor Plan Ref: 100 102 shows no access to this area for three out of the four flats. This will lead to wheeled bins and recycling boxes being left on the highway other than on collection day. I therefore recommend that this application is refused.

Comment received 26.1.15- The bin stores are acceptable but there remains concern that the access is outside the site boundary, (this has been amended)

RELEVANT POLICIES

National Planning Policy Framework – March 2012

Bristol Core Strategy (Adopted June 2011)

BCS10	Transport and Access Improvements
BCS13	Climate Change
BCS14	Sustainable Energy
BCS14	Sustainable Energy
BCS18	Housing Type
BCS21	Quality Urban Design
BCS20	Effective and Efficient Use of Land
BCS23	Pollution

Bristol Site Allocations and Development Management Policies (Adopted July 2014)

DM1	Presumption in favour of sustainable development
DM2	Residential sub-divisions, shared and specialist housing
DM23	Transport development management
DM27	Layout and form
DM30	Alterations to existing buildings
DM32	Recycling and refuse provision in new development
DM35	Noise mitigation

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KEY ISSUES

(A) IS THE PRINCIPLE OF FLATS ACCEPTABLE?

The immediate area is characterised by a mix of family-sized housing including the application property, and smaller units. There have been a number of conversions and new build flats in recent years. However as of 2011 single dwellings still accounted for 78% of the overall housing stock in the Bishopston ward.

Given the above there is no concern about the loss of the existing family home, with the proposed conversion adding to the mix of accommodation in the area. As such the principle of the conversion close to Gloucester Road and its local amenities would be acceptable.

(B) IS THE DESIGN OF THE PROPOSAL ACCEPTABLE?

The extension as now proposed is set back from the host building on the front elevation and at roof level, the roof pitch matches existing, it uses materials to match on the front elevation and features have been added to the side elevation to break this up visually.

Accordingly it is considered that the proposal respects the design and appearance of the host building and allows the form of the host building to dominate.

(C) WILL THE PROPOSAL PROVIDE SATISFACTORY LIVING ACCOMMODATION?

The flats as now proposed comply with adopted space standards. All rooms have some form of window, and only one room relies solely on a window that has louvers fitted to prevent overlooking. Upper floor rooms have roof lights which are considered to provide satisfactory levels of light. The glazed doors to the ground floor will allow a significant amount of light to the two kitchens they serve. It is recognised that only the ground floor flats will have direct access to outside amenity space though this is typical of flatted development and cannot be grounds to refuse the application.

(D) WILL THE PROPOSAL HAVE AN ADVERSE IMPACT ON THE AMENITY OF NEIGHBOURS AND THE APPROVED HOUSE ON LAND ADJOINING?

Problems of waste management have been cited- which are considered below- and of parking and transient tenants. The latter is interpreted to be concern that short term occupants may not look after a property. While it is acknowledged that this can be an issue, there are several flats in the wider area which are apparently occupied for long periods by the same residents and this cannot be grounds to refuse the current application.

There may also be some increase in parking demand in the area though there is space for some parking on the road frontage to the property.

Concerns over the impact on the approved house on the land adjoining stemmed mainly from the windows on the side elevation and privacy issues, these have now been reduced to two and they are sited on the ground floor only and partly screened with louvers with the result that the privacy of the approved house will not be unduly compromised. The elongated form of the two-storey side extension could result in some loss of light to the rear of the consented dwelling however it is not considered that this would be to an extent to justify objection.

Facing neighbours have expressed concern over loss of light arising from the two storey extension. It is recognised that this will have some impact on the outlook of facing properties but the intervening distance will mean that there will be no direct loss of light that could justify objection.

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(E) ARE THE REFUSE FACILITIES ACCEPTABLE?

The details of the refuse stores that have been submitted are acceptable in size though it is recognised that they are a distance from the footway and there is a risk that some residents will leave bins on the footway rather than move them front to rear on a weekly basis. This would be unsightly but also create an obstruction.

To mitigate this, a refuse store for the upper two flats, who do not have such ready access to the rear, is to be included at the front plus a paved area which can be used for temporary storage for the other bins on collection day. A condition to require the storage and its ongoing use is recommended.

(F) WILL THE PROPOSAL HAVE AN ADVERSE IMPACT ON HIGHWAY SAFETY?

Concerns about the impact of additional cars being parked on the road is a concern of a number of objectors. However this is a sustainable location, very close to Gloucester Road and public transport, and pending the provision of satisfactory cycle parking there could not be any objection to the proposal on lack of parking.

There are existing parking controls to prevent parking that could be detrimental to highway safety. The cycle parking as proposed is acceptable and there will be a requirement that the side access be resurfaced and lit.

(G) CAN THE PROPOSAL BE ACCESSED LEGALLY?

Certificate D has been signed as the ownership of the access is unknown, this requires the proposal to be advertised in the local press. The agent has stated on behalf of the applicant that there are access rights across this land and it is known that there has been a side access to the rear of the building for some time. It will be to the developer to ensure that they have satisfactory legal rights to implement consent. A similar situation exists in respect of the permitted house on the open land and should this be resolved by both parties the driveway will be shared by both. It is not considered that this will result in a conflict as the level of vehicular activity generated by the house will be low.

(H) DOES THE PROPOSAL ADEQUATELY ADDRESS THE MATTER OF CLIMATE CHANGE?

A Sustainability Statement has been included with the application which, amongst other things, refers to the use of low water usage fittings, use of materials that are responsibly sourced and have a low environmental impact but also includes an energy strategy that includes high level insulation and a 21.05% saving on residual CO2 through the use of Photo Voltaic Panels. It is recognised that some of these items are of a detail that could not be controlled by condition and the development is not of a size that a Code for Sustainable Homes would be a requirement. However the overall approach is considered proportional and suitable to the proposed development. The PV panels will be required by condition.

COMMUNITY INFRASTRUCTURE LEVY

How much Community Infrastructure Levy (CIL) will the development be required to pay?

The CIL liability for this development is £5556.25

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RECOMMENDED GRANT subject to condition(s)

Time limit for commencement of development

1. Full Planning Permission

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

Reason: As required by Section 91 of the Town and Country Planning Act 1990, as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

Pre commencement condition(s)

2. Submissions of samples before specified elements started

Samples of all facing materials, roof tiles and brick for the front boundary wall infill shall be submitted to and be approved in writing by the Local Planning Authority before the relevant parts of the work are commenced. The development shall be completed in accordance with the approved samples before the building is occupied.

Reason: In order that the external appearance of the building is satisfactory.

Pre occupation condition(s)

3. Prior to the occupation of the development hereby permitted details of the proposed external lighting to main entrance and surfacing of the access shall be submitted and approved by the Local Planning Authority and implemented in accordance with that approval prior to occupation.

Reason- In the interests of personal safety and to enable access to the rear cycle store and refuse store.

4. Prior to the occupation of the development hereby permitted the Photo Voltaic Panels as shown on the approved drawings shall be installed in accordance with the approval and thereafter retained.

Reason- to ensure that the development contributes to mitigating and adapting to climate change and to meeting targets to reduce carbon dioxide emissions.

5. Implementation/installation of refuse storage and recycling facilities - shown on approved plans

No building or use hereby permitted shall be occupied or the use commenced until the refuse store, and area/facilities allocated for storing of recyclable materials, as shown on the approved plans have been completed in accordance with the approved plans. Thereafter, all refuse and recyclable materials associated with the development shall either be stored within this dedicated store/area, as shown on the approved plans, or internally within the building(s) that form part of the application site. No refuse or recycling material shall be stored or placed for collection on the public highway or pavement, except on the day of collection. All bins and boxes shall be clearly marked in respect of to which flat they are associated.

Reason: To safeguard the amenity of the occupiers of adjoining premises, protect the general environment, and prevent obstruction to pedestrian movement, and to ensure that there are adequate facilities for the storage and recycling of recoverable materials.

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6. Completion and maintenance of cycle provision - shown on approved plans

No building or use hereby permitted shall be occupied or the use commenced until the cycle parking provision shown on the approved plans has been completed, and thereafter, be kept free of obstruction and available for the parking of cycles only.

Reason: To ensure the provision and availability of adequate cycle parking.

List of approved plans

7. List of approved plans and drawings

The development shall conform in all aspects with the plans and details shown in the application as listed below, unless variations are agreed by the Local Planning Authority in order to discharge other conditions attached to this decision.

Design & access statement, received 17 December 2014
A Supporting SAP calculations, received 17 December 2014
A Sustainability statement, received 17 December 2014
100 101 Existing floor plans, received 17 December 2014
100 201 Existing elevations, received 17 December 2014
100 501 B Refuse, recycling storage and cycle parking, received 11 February 2015
100-001 A Site Location and Block Plan, received 14 January 2015
100-102 B Proposed Ground and First Floor Plan, received 14 January 2015
100- 103 B Proposed Second Floor and Roof Plans, received 14 January 2015
100- 202 C Proposed Elevations, received 4 February 2015

Reason: For the avoidance of doubt.

Advices

1. Alterations to vehicular access: There is a requirement to make alterations to vehicular access(es). Applicants should note the provisions of section 184 of the Highways Act 1980. The works should be to the specification and constructed to the satisfaction of the Highway Authority (Telephone 0117 9222100). You will be required to pay fees to cover the councils costs in undertaking the approval and inspection of the works.

BACKGROUND PAPERS

Transport Development Management
Waste Management Team (Bristol City Council)

3 February 2015
21 December 2014



Proposed Front Elevation - North East Facing



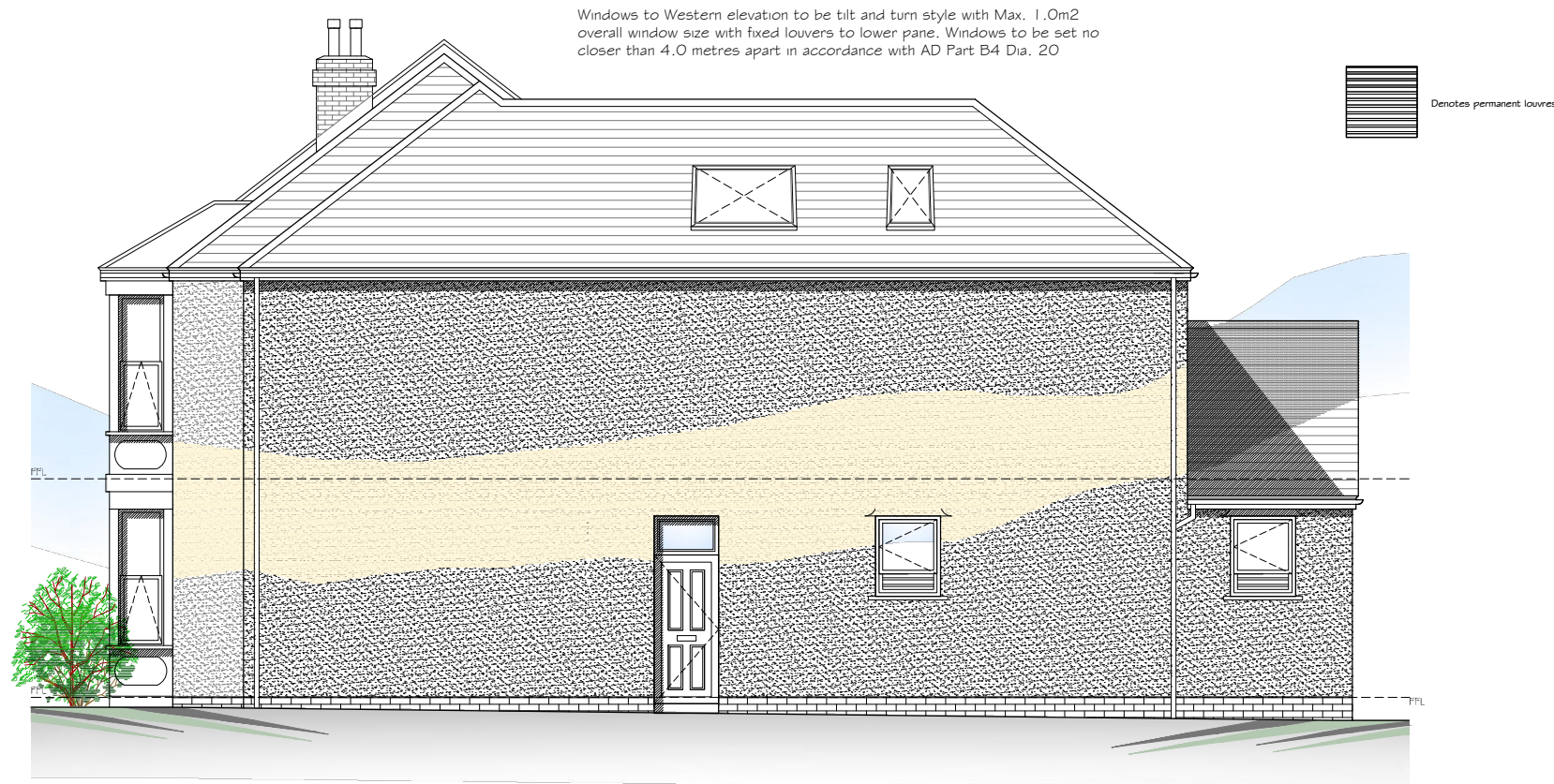
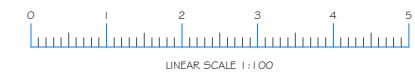
Proposed Rear Elevation - South West Facing

Materials:

Roof: Provide reclaimed slates to match existing colour and style. Provide matching hip irons where present.

Walls: Smooth texture render to match existing style. Coursed stone to match existing to front elevation.

Windows & Doors: Dummy sash style white PVCu double glazed casements to match existing profile and styles.



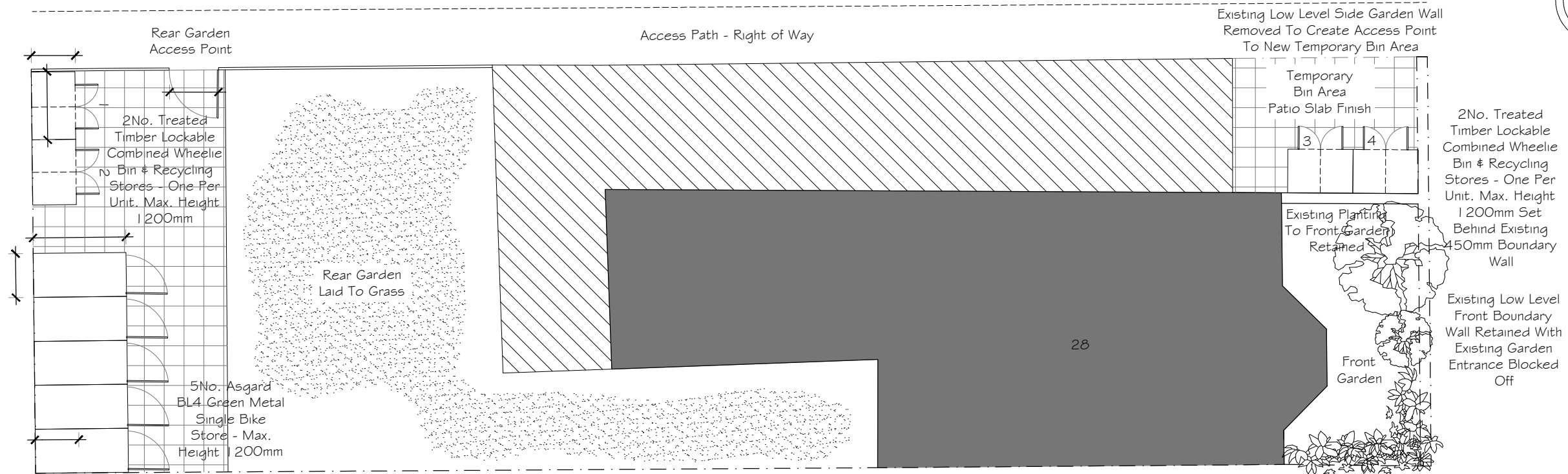
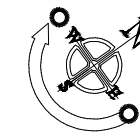
Proposed Side Elevation - North West Facing

REV	DATE	DESCRIPTION	INITIAL	CHECKED
A	04/12/2014	WESTERN FACADE WINDOWS REVISED FOR FIRE COMPLIANCE	HPL	SUB
B	05/01/2015	AMENDMENTS IN LINE WITH PLAN CHANGES REQUIRED BY LPA	HPL	SUB

Planning

CLIENT ---	
PROJECT 28 Radnor Road, Horfield, Bristol	
TITLE Proposed Elevations	
SCALE 1:100 @ A3	DATE 04-06-2014
DRAWING REFERENCE 100 202	CURRENT REVISION B

--- Denotes Site Boundary



Cycle Storage - By Asgard or Equiv.



Refuse & Recycling Storage - By Garden Direct or Equiv.



REV	DATE	DESCRIPTION	INITIAL	CHECKED
A	02-02-2015	AMENDMENTS TO LPA REQUIREMENTS	HPL	SUB
B	19-01-2015	AMENDMENTS TO LPA REQUIREMENTS	HPL	SUB

Planning

CLIENT ---	
PROJECT 28 Radnor Road, Horfield, Bristol	
TITLE Refuse, Recycling & Cycle Storage Proposals	
SCALE 1:100 / NTS @ A3	DATE 19-01-2015
DRAWING REFERENCE 100 501	CURRENT REVISION B