DECISION DELEGATED TO HEAD OF PLANNING

Application No:	**H16-1334-21**	**Applicant:**	**Centric New Homes Ltd.**
Proposal:	Conversion of existing 5 bedroom bungalow into 2no self-contained flats (re-submission H16-0012-21)		
Location:	2 Carrington Road Spalding		
Terminal Date:	23rd February 2022		

Planning Policies

South East Lincolnshire Local Plan - Adopted: March 2019

01	Spatial Strategy
02	Development Management
03	Design of New Development
04	Approach to Flood Risk
10	Meeting Assessed Housing Requirements
11	Distribution of New Housing
17	Providing a Mix of Housing
36	Vehicle and Cycle Parking
APPENDIX 6	Parking Standards

National Guidance

National Planning Policy Framework 2021

5 - Delivering a sufficient supply of homes
12 - Achieving well-designed places
14 - Meeting the challenge of climate change, flooding and coastal change

Representations:

	Object	Support	No Obj.	Comments
WARD MEMBER	0	0	0	1
HIGHWAYS & SUDS SUPPORT	0	0	0	1

CASE OFFICER ASSESSMENT

PROPOSAL

This is a full planning application at 2 Carrington Road, Spalding for the conversion of an existing 5 bedroom bungalow into 2no self-contained flats. This application is a re-submission of H16-0012-21 which has been amended to address the reasons for refusal. Flat 2a will contain two bedrooms, a shower room and a combined kitchen, dining and lounge area. A north facing side elevation window will be added to support the shower room. A door and a window will be placed in the west facing frontage elevation. An existing south facing window will be removed and a smaller window added to support bedroom 2.

Flat 2b will contain two bedrooms, a store, a shower room and a combined kitchen, dining and lounge area. A north facing window adjacent the proposed store will be removed, with the shower room window reduced in size. The existing east facing rear window will be replaced by an access door. The existing access door on the south facing elevation will be replaced by a window supporting bedroom 1.

The applicant has purchased 208 Winsover Road to the south of the dwelling. They seek to remove the existing garage in the rear garden adjacent to the 2 Carrington Road access. A parking space for each of the flats will be sited to the front of 2 Carrington Road with two additional spaces adjacent to the existing access. Six metres to the south two off road parking spaces will be provided for 208 Winsover Road.

SITE DESCRIPTION

The site is within defined settlement limits and the surrounding area is characterised by dwellings of varying ages and designs. The dwelling has a 1.2 metre high fence at the northern boundary with 4 Carrington Road. A 1.8 metre high fence is located at the southern boundaries with 192 to 208 Winsover Road. Currently no boundary is present with 2a Carrington Road to the west, however, a row of hedging is proposed adjacent to the proposed garden for Flat 2b Carrington Road. The site is in Environment Agency Flood Zone 3 and is not subject to increased hazard or flood depth on the 2115 South Holland Strategic Flood Risk Mapping.

RELEVANT HISTORY

H16-1541-04

Full - Demolish existing bungalow and erect detached bungalow and two flats - Refused - 12 January 2005.

H16-0960-18

Full - Erection of bungalow, including the demolition of existing industrial premises - Refused - 26 November 2018 - Allowed on Appeal - 23 August 2019.

H16-0012-21

Full - Conversion of Existing 5 Bedroom Bungalow into 2no. Self Contained Flats - Refused - 03 March 2021.

CONSULTATION RESPONSES

LCC - County Highways & SUDS Officer

No objections. Requests standard access and utility informatives.

Councillor Newton

The application has been amended since these comments but no further comments have been forthcoming:

"I note the attempt to provide the require parking spaces for each flat . However, I would like an assurance that it is physically possible to get vehicles into and out of spaces at the rear of 208

Winsover Road. Similarly, I am concerned that it might not be possible to use the rear parking space for 2B without entering the adjoining property.

The County Council are proposing to bring in no parking restrictions between this property and the junction of Winsover Road, both sides of the road so parking issues need addressing.

If not, I cannot support this application.

I am happy to see the flat roof removed at the front of the property. Should there be a designated bin store?"

PLANNING CONSIDERATIONS

Assessment against SELLP Policy 1 - Spatial Strategy

This proposal is assessed against SELLP Policy 1 titled - Spatial Strategy. The relevant section in this policy is titled Sub-Regional Centres. This section of the policy states:

"Within the settlement boundaries of Boston and Spalding (as shown on the Inset Maps) development will be permitted that supports their roles as Sub-Regional Centres."

When assessed against the above criteria the following can be observed:

The proposed is within the defined settlement limits of the largest settlement in the district and is surrounded by buildings and land in residential use. It is considered that the dwelling will support the role of Spalding as a Sub-Regional Centre.

Assessment against SELLP Policy 2 - Development Management

This proposal is assessed against SELLP Policy 2 titled - Development Management. This policy states:

"Proposals requiring planning permission for development will be permitted provided that sustainable development considerations are met, specifically in relation to:
1. size, scale, layout, density and impact on the amenity, trees, character and appearance of the area and the relationship to existing development and land uses;
2. quality of design and orientation;
3. maximising the use of sustainable materials and resources;
4. access and vehicle generation levels;
5. the capacity of existing community services and infrastructure;
6. impact upon neighbouring land uses by reason of noise, odour, disturbance or visual intrusion;
7. sustainable drainage and flood risk;
8. impact or enhancement for areas of natural habitats and historical buildings and heritage assets;
9. impact on the potential loss of sand and gravel mineral resources."

When assessed against the above relevant criteria the following can be observed:

1. The size and scale of the flats building is comparable to the existing dwelling on site and is to have the existing flat roof element to the front have a pitched roof to match the existing placed upon it. The layout is considered to be an improvement on the previous design and offer an enhanced level of amenity for future occupants. No trees will be removed to facilitate this proposal. There is not considered to be an impact on the character and appearance of the surrounding area.

2. The design of the flats is considered to be appropriate for the site and comparable to other single storey dwellings nearby. The orientation best allows for maximising amenity space, as well as entry / exit.

3. The proposed materials of construction are to match the existing brick and tile on site once fenestration has been amended and the frontage roof applied. These materials are considered to be appropriate for the site.

4. The existing access will remain unaltered. The applicant has purchased 208 Winsover Road to the south of the dwelling. They seek to remove the existing garage in the rear garden adjacent to the 2 Carrington Road access. A parking space for each of the flats will be sited to the front of the

building with two additional spaces adjacent to the existing access. Six metres to the south two off road parking spaces will be provided for 208 Winsover Road. An acceptable level of amenity space is considered to be retained for the occupants of 208 Winsover Road. This application meets the minimum requirement of two off road parking spaces for residences with three bedrooms or fewer under Appendix 6 of the SELLP.

5. The capacity of existing community services and infrastructures is not impacted by this proposal.

6. There is not considered to be a noise, odour or disturbance impact from the proposal. With regard to visual intrusion the following can be observed:

Overdevelopment - The scale and massing of the building is not materially different to the existing dwelling on site. The proposed footprint and height is not materially different to the existing dwelling on site. It is therefore considered that the proposal is not considered to represent overdevelopment.

Overshadowing / overbearing - The proposed design is not materially different to the existing dwelling on site with a maximum ridge height of 4.98 metres. 4 Carrington Road is sited 1.3 metres to the north of the proposed frontage roof extension. There are no side elevation windows serving 4 Carrington Road and the two dwellings have a matching line of frontage. 1 Carrington Road is 23.9 metres away to the west with 208 and 206 Winsover Road 25 metres away to the south from the new roof element. Given the distances involved and fenestration arrangements there is not considered to be a overshadowing / overbearing impact.

Overlooking - The proposed bungalow does not have raised finished floor levels to address flood risk. The number of windows on the north elevation is not changing, however two are being relocated and they will be obscure glazed serving shower rooms. The south facing elevation will have amended fenestration that will face an existing 1.8 metre high timber fence that runs along the southern boundary. The access door and two windows that serve the western elevation of Flat 2a will face an open frontage to allow for vehicular parking, with 1 Carrington Road being located 23.9 metres away to the west.

There are two frontage bedroom windows of 2a Carrington Road approved under H16-1333-21 that face the kitchen window and entrance door to Flat 2b. The kitchen window of Flat 2b should not be materially overlooked as there is to be a boundary hedge proposed that will help to provide a partially secluded amenity space for Flat 2b.

There is not considered to be a material visual intrusion impact from the proposed flats.

7. The site is in Environment Agency Flood Zone 3 and is not subject to increased hazard or flood depth on the 2115 South Holland Strategic Flood Risk Mapping. The dwelling is already in existence and the finished floor levels cannot be altered to address flood risk.

This application accords with SELLP Policy 2.

Assessment against SELLP Policy 3 - Design of New Development

This proposal is assessed against SELLP Policy 3 titled - Design of New Development. This policy states:

All development will create distinctive places through the use of high quality and inclusive design and layout and, where appropriate, make innovative use of local traditional styles and materials. Design which is inappropriate to the local area, or which fails to maximise opportunities for improving the character and quality of an area, will not be acceptable.
Development proposals will demonstrate how the following issues, where they are relevant to the proposal, will be secured:
1. creating a sense of place by complementing and enhancing designated and non designated heritage assets; historic street patterns; respecting the density, scale, visual closure, landmarks, views, massing of neighbouring buildings and the surrounding area;
2. distinguishing between private and public space;
3. the landscape character of the location;
4. accessibility by a choice of travel modes including the provision of public transport, public rights of way and cycle ways;
5. the provision of facilities for the storage of refuse/recycling bins, storage and/or parking of bicycles and layout of car parking;

6. the lighting of public places;
7. ensuring public spaces are accessible to all;
8. crime prevention and community safety;
9. the orientation of buildings on the site to enable the best use of decentralised and renewable low-carbon energy technologies for the lifetime of the development;
10. the appropriate treatment of facades to public places, including shop frontages to avoid visual intrusion by advertising, other signage, security shutters, meter boxes and other service and communication infrastructure;
11. residential amenity;
12. the mitigation of flood risk through flood-resistant and flood-resilient design and sustainable drainage systems (SuDS);
13. the use of locally sourced building materials, minimising the use of water and minimising land take, to protect best and most versatile soils;
14. the incorporation of existing hedgerows and trees and the provision of appropriate new landscaping to enhance biodiversity, green infrastructure, flood risk mitigation and urban cooling;
15. the appropriate use or reuse of historic buildings.

When assessed against the above relevant criteria the following can be observed:

1. A sense of place is not considered to be impacted by this proposal. The size and scale of the flats building is comparable to the existing dwelling on site and is to have the existing flat roof element to the front have a pitched roof to match the existing placed upon it. The layout is considered to be an improvement on the previous design and offer an enhanced level of amenity for future occupants. No trees will be removed to facilitate this proposal. There is not considered to be an impact on the character and appearance of the surrounding area.

4. The site is within the defined settlement limits of the largest settlement in the district. Bus stops are located nearby on Winsover Road.

5. Cycle storage and bin storage can be adequately accommodated on site. The applicant has purchased 208 Winsover Road to the south of the dwelling. They seek to remove the existing garage in the rear garden adjacent to the 2 Carrington Road access. A parking space for each of the flats will be sited to the front of the building with two additional spaces adjacent to the existing access. Six metres to the south two off road parking spaces will be provided for 208 Winsover Road. An acceptable level of amenity space is considered to be retained for the occupants of 208 Winsover Road. This application meets the minimum requirement of two off road parking spaces for residences with three bedrooms or fewer under Appendix 6 of the SELLP.

11. There is not considered to be a noise, odour or disturbance impact from the proposal. With regard to visual intrusion the following can be observed:

Overdevelopment - The scale and massing of the building is not materially different to the existing dwelling on site. The proposed footprint and height is not materially different to the existing dwelling on site. It is therefore considered that the proposal is not considered to represent overdevelopment.

Overshadowing / overbearing - The proposed design is not materially different to the existing dwelling on site with a maximum ridge height of 4.98 metres. 4 Carrington Road is sited 1.3 metres to the north of the proposed frontage roof extension. There are no side elevation windows serving 4 Carrington Road and the two dwellings have a matching line of frontage. 1 Carrington Road is 23.9 metres away to the west with 208 and 206 Winsover Road 25 metres away to the south from the new roof element. Given the distances involved and fenestration arrangements there is not considered to be a overshadowing / overbearing impact.

Overlooking - The proposed bungalow does not have raised finished floor levels to address flood risk. The number of windows on the north elevation is not changing, however two are being relocated and they will be obscure glazed serving shower rooms. The south facing elevation will have amended fenestration that will face an existing 1.8 metre high timber fence that runs along the southern boundary. The access door and two windows that serve the western elevation of Flat 2a will face an open frontage to allow for vehicular parking, with 1 Carrington Road being located 23.9 metres away to the west.

There are two frontage bedroom windows of 2a Carrington Road approved under H16-1333-21 that face the kitchen window and entrance door to Flat 2b. The kitchen window of Flat 2b should not be materially overlooked as there is to be a boundary hedge proposed that will help to provide a

partially secluded amenity space for Flat 2b.

There is not considered to be a material visual intrusion impact from the proposed flats.

12. The site is in Environment Agency Flood Zone 3 and is not subject to increased hazard or flood depth on the 2115 South Holland Strategic Flood Risk Mapping. The dwelling is already in existence and the finished floor levels cannot be altered to address flood risk.

This application accords with SELLP Policy 3.

Flood Risk

The NPPF requires the application of the Sequential Test to steer new development to areas with the lowest probability of flooding. If, following the application of the Sequential Test, it is not possible, consistent with wider sustainability objectives, for the development to be located in area with a lower probability of flooding, the Exceptions Test can be applied if appropriate.

The South East Lincolnshire Strategic Flood Risk Assessment (March 2017) is the basis for applying the Sequential Test. This concludes that the vast majority of South Holland District is in Flood Zones 2 and 3. Therefore, consistent with wider sustainability objectives, it is not realistically possible to direct all development to zones with a lower probability of flooding. As such, the document outlines a methodology whereby the SFRA hazard and depth maps (in that order) are to be utilised when determining flood risk and applying the sequential test. Using this methodology it is possible to use the information to steer development towards the areas of lower flood risks as advised within Section 14 of the NPPF.

The site is located within Environment Agency Flood Zone 3 and the South East Lincolnshire Strategic Flood Risk Assessment (March 2017) (SFRA) shows that the site falls within areas of no increased flood hazard or flood depth

The Local Plan has allocated sequentially preferable sites in terms of flood risk that are capable of meeting the identified housing targets for individual settlements. Although the application site is not a housing allocation within the Local Plan (only suitable sites capable of accommodating 10+ dwellings have been allocated), the site does lie within the settlement boundary for Spalding. In general, there is a presumption in favour of sustainable development within settlement boundaries and windfall sites are expected to have a contribution towards housing supply (and maintaining the 5-year supply of deliverable sites) in the district. As such, one could argue that, should the site be acceptable in all regards, and if the Exceptions Test is successfully passed, that the site is acceptable in flood risk terms.

In order for the Exceptions Test to be passed, it must be demonstrated that the proposed development will provide wider sustainability benefits to the community that outweigh flood risk, and that it will be safe for its lifetime, without increasing flood risk elsewhere and where possible reduce flood risk overall.

With regard to the above, the development would provide some wider sustainability benefits to the community through a contribution (albeit small) towards housing supply, and other benefits including generating employment during the construction period and its proximity to a range of services and facilities.

In terms of drainage, the needs of the flats would be met by the existing surface and foul water drainage on site.

Given the above, the proposal is considered to be in accordance with Policies 2, 3 and 4 of the Local Plan with regard to their provisions on flood risk and drainage.

PLANNING BALANCE

It is considered that the proposed flats do not represent a significant increase in size to the existing dwelling on site. Previous concerns regarding off road parking provision have now been addressed. There is not considered to be a material amenity or character impact on the surrounding area from the development. This application is considered to accord with Policies 1, 2, 3, 4, 10, 11, 17, 36 and Appendix 6 of the South East Lincolnshire Local Plan, 2019, as well as Sections 5, 12 and 14 of the National Planning Policy Framework, 2021.

CONCLUSION

This application is recommended for approval.

Additional Considerations

Public Sector Equality Duty

In making this decision the Authority must have regard to the public sector equality duty (PSED) under s.149 of the Equalities Act. This means that the Council must have due regard to the need (in discharging its functions) to:
A. Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act
B. Advance equality of opportunity between people who share a protected characteristic and those who do not. This may include removing or minimising disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic; taking steps to meet the special needs of those with a protected characteristic; encouraging participation in public life (or other areas where they are underrepresented) of people with a protected characteristic(s).
C. Foster good relations between people who share a protected characteristic and those who do not including tackling prejudice and promoting understanding.

The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

The PSED must be considered as a relevant factor in making this decision but does not impose a duty to achieve the outcomes in s.149. It is only one factor that needs to be considered, and may be balanced against other relevant factors.

It is not considered that the recommendation in this case will have a disproportionately adverse impact on a protected characteristic.

Human Rights

In making a decision, the Authority should be aware of and take into account any implications that may arise from the Human Rights Act 1998. Under the Act, it is unlawful for a public authority such as South Holland District Council to act in a manner that is incompatible with the European Convention on Human Rights. The Authority is referred specifically to Article 8 (right to respect for private and family life) and Article 1 of the First Protocol (protection of property).

It is not considered that the recommendation in this case interferes with local residents' right to respect for their private and family life, home and correspondence, except insofar as it is necessary to protect the rights and freedoms of others (in this case, the rights of the applicant). The Council is also permitted to control the use of property in accordance with the general public interest and the recommendation is considered to be a proportionate response to the submitted application based on the considerations set out in this report.