Application Number: ADC/0515/07 Recommendation – APPROVE

Site: 107 Penhill Road, Lancing BN15 8HF

Proposal: Proposed conversion and extension of existing two-storey detached dwellinghouse to create 2 studio flats and 2 one-bedroom flats

The Application

This application is a revised proposal following the withdrawal of a previous application for conversion of the house into 6 one-bedroom flats with a two-storey rear and side extension added (ADC/0319/07). This withdrawal followed advice from officers that the proposal would be recommended for refusal on the grounds of overdevelopment, with substandard internal and external space, and because the proposed extension would have been detrimental to and out of scale with the existing building and streetscene.

The application site comprises a detached, two-storey house located on the north side of the junction of Ingleside Crescent with Penhill Road, 100m north of the A259.

The current application reduces the scale of the proposed extensions to the building. The side extension remains at 4 metres in width but it has been reduced in depth from 10.3 metres to 7.5 metres. The rear two-storey extension has been reduced to the same footprint as the conservatory it would replace, having been reduced from 5.2m by 3.5m on the previous application to 3.9m by 2.8m. In the previous application, two additional entrances to the building were proposed for units 5 and 6, with units 1-4 using the main front entrance.
The current application seeks permission to convert the existing house to create 2 studio flats and 2 one- bedroom flats. The existing front entrance is to be used for access to all 4 units with a communal entrance hall and internal stairs to units 2 and 3 at first floor.
Parking is shown to the rear of the site for 5 cars with space for cycle parking identified.

The house as existing is of hip-roofed design with bay windows to the front. It has an existing conservatory extension to the rear and front, side and rear gardens. Vehicular access is from Ingleside Crescent to the south with a hardstanding and a detached double garage to the east (rear) of the site. There is a 1 metre high brick wall along the side boundary.

On the opposite side of Ingleside Crescent to the south and continuing to the east of the site are detached and semi-detached houses. To the west, on the opposite side of Penhill Road, are other detached and semi-detached dwellings. Adjacent to the side directly to the north is a chalet bungalow with a 1.8 metre close boarded fence on the boundary.

A Design and Access Statement has been submitted with the planning application.

Consultations and Representations

County Transport Planning Services: No objection subject to minor revision of the on-site turning area, cycle parking and a section 106 Obligation requiring payment of £2,673 to sustainable transport. The access widening to 5.5m is acceptable but the turning area for 2 of the car parking spaces is less than the requisite standard of 6 metres. However, considers 5 metres would be acceptable which can be achieved if minor landscaping near the boundary and existing building are removed.

Director of Services: Environmental Health have no objection

Lancing Parish Council: No objection

Third Parties: 2 letters of objection have been received from residents at 102 Penhill Road and 112 Ingleside Crescent on the following grounds: -

- Highways safety concerns due to the sharp bend in the road at the intersection of Penhill Road and Ingleside Crescent, busy through route.
- Pressure for parking on the street problems already exist.
- The loss of trees would result in loss of privacy, currently enjoyed by the adjacent property.
- The property is in a family housing area.
- Unattractive conservatory and garage are opinions not valid points for the applicant to argue.
- The tiles used for the extension will not be in character with the rest of the housing.
- The road is not suitable for two way traffic as refuse vehicles have difficulties in Ingleside Crescent.

[NB. the resident at No. 102 Penhill Road has requested to speak at the Committee meeting]

Relevant Planning Policies and Guidance

West Sussex Structure Plan 2001-16 (2005): LOC1, NE1-2, ERA1, DEV1, DEV4-5
Adur District Local Plan 1993-2006 (1996): AG1, AH7, AH9, AT12 and Appendix 11 'Supplementary Planning Guidance' comprising Development Control Standard No. 4 'Flat Conversions'
Revised West Sussex Parking Standards and Transport Contributions Methodology (WSCC 2003 and ADC 2004)
PPS1 'Delivering Sustainable Development' (ODPM 2005)
PPS3 'Housing' (DCLG 2006)

Planning Assessment

Policies

Structure Plan policies seek to protect and, where possible, enhance the character and distinctiveness of areas, requiring high standards of design, layout and construction (DEV1). The proposal would help to meet the housing requirements of the Structure Plan (NE1), in the form of dwellings of a size that would be suitable for small households in an accessible location (NE2).
Policy DEV4 states (amongst other things) that development should not be permitted unless the travel needs it generates are met; it achieves safe and convenient access by a choice of means of travel; it encourages and enables an increase in walking and cycling; and the number and impact of motorised journeys is minimised. DEV5 states that 'Development should not be permitted unless the level of parking is compatible with the need to avoid environmental or safety problems and the need is to encourage walking, cycling and the use of passenger transport where this is or can be a realistic alternative.'

Policy AH9 of the Local Plan states that the conversion of dwellinghouses (other than small family houses) into smaller self-contained units will be permitted providing that: the type of property and the standard of accommodation to be provided accord with the adopted standards (in this case the Council's DC Standard No. 4 'Flat Conversions'); that access and car parking provision is acceptable under AT12 and accords with adopted standards (in this case the Revised West Sussex Parking Standards and Transport Contributions Methodology 2003); and the proposal would not have an unacceptable adverse effect on neighbouring properties in terms of overlooking or noise transmission through party walls.
Policy AH7 of the Local Plan, relation specifically to extensions and alterations, states that they should be designed so as not to result in an unacceptable loss of light or privacy or have an overbearing effect on the neighbouring dwelling; be sympathetic to the original dwelling and accord with DC Standard No.3 'Extensions and Alterations to Dwellings'.

Development Control Standard No.4 'Flat Conversions' states that conversion of small family houses (less than 100sqm internal floor area or 3 or less bedrooms) will not normally be permitted and that the effect on the character of the area (eg. through loss of front garden to forecourt parking) will be an important consideration. It states that conversion of semi-detached or terraced dwellings to flats is not favoured because of potential noise disturbance (eg. from a proposed kitchen or living room adjoining a neighbouring bedroom). If this cannot be minimised by appropriate 'stacking' and 'side-by-side' layouts, the onus will be on the applicant to prove that adequate sound insulation measures can be provided. It also states that where conversions include the addition of an extension, or any other material change to the exterior of the building, the effect of these on the property itself, on adjoining premises and on the local environment generally must be

considered, and that conversions should result in an acceptable amount of amenity space for each flat.

PPS3 contains no specific guidance on flat conversions except for the general statement that "Conversions of existing housing can provide an important source of new housing" (para 31). It advises LPAs to "take account of the need to deliver low cost market housing as part of the housing mix" (para 26). This is against the background of the overall objectives of delivering high quality well-designed housing; a mix of housing, including tenure and price, to support a wide variety of households; sufficient quantity and improved choice; and locations close to jobs and facilities. It encourages LPAs to promote "designs and layouts which make efficient and effective use of land, including encouraging innovative approaches to help deliver high quality outcomes". It states:- "Careful attention to design is particularly important where the chosen local strategy involves intensification of the existing urban fabric. More intensive development is not always appropriate. However, when well designed and built in the right location, it can enhance the character and quality of an area. Successful intensification need not mean high rise development or low quality accommodation. The density of existing development should not dictate that of new housing by stifling change or requiring replication of existing style or form. If done well, imaginative design and layout of new development can lead to a more efficient use of land without compromising the quality of the local environment".

Character and principle

The existing house has three bedrooms and is substantial in size having a floor area of 140sqm (excluding the conservatory). It therefore does not constitute a small family house as defined in DC Standard No.4 and in principle its conversion to flats is acceptable. The intensification of residential use from a three- bedroom house to 4 flats (amounting to a density increase from 18 dwellings per hectare to 72dph) is considered to be appropriate in this location as the character of the locality comprises of a mixture of dwelling types which includes many flat conversions and purpose built flats as well as larger dwelling houses.

The plot is of sufficient size to accommodate the proposed extensions, parking spaces, cycle parking, refuse storage, amenity space and landscaping. It is considered that the proposed side and rear extensions are in keeping in design and scale with the character and appearance of the existing building and street scene.

Residential amenity

The property most potentially affected is No.105 Penhill Road, the chalet bungalow to the north of the site. This property is currently screened by a 1.8 metre boundary fence and by existing trees and planting within the site. Trees and vegetation are to remain, adjacent to the boundary with the neighbouring bungalow and additional planting is proposed. The proposed rear extension will be at a distance of 7 metres from the boundary and the proposed parking

at a distance of 6.3 metres, it is therefore considered that there would be no adverse impact on the amenities of the occupiers of the adjacent bungalow.

With regard to the future occupiers of the proposed units, the 2 one-bedroom flats (each 53sqm) provide internal floor space with a reception hall leading to a bedroom, lounge, kitchen and bathroom which exceed the minimum development control standards as set out in DC Standard No. 4 'Flat Conversions'. The two 'studio flats' are smaller (each 30sqm) with a kitchen and bathroom small hall and a single studio room. Their floor area just meets the adopted minimum standard.

The total external amenity area (approx 200sqm) greatly exceeds the Council's minimum standard of 20sqm per flat (ie. 80sqm). It would be mainly comprise the lawn to the front where there is little privacy as the rear garden (where a patio would be provided) would be greatly reduced by the proposed parking area. It is considered satisfactory communal space for the proposed units in this case.

Access and Parking

5 car parking spaces are provided in relation to this development, 1 for each flat and a visitor's parking space; cycle parking is also proposed. The Council's maximum parking standards for this development are 2 parking spaces per dwelling, 8 in total. It is considered that 5 spaces will be acceptable in this case, due to the sustainable location of the site in close proximity to bus routes and fairly close to the town centre, provided secure covered cycle parking is provided and the sustainable transport contribution is secured through a section106 Obligation.

The existing vehicular access from Ingleside Crescent is proposed to be improved and the Highways Authority has no objection in this case. Amendments have been made to the proposed parking area to increase the hardstanding to the north of parking space 1 to allow additional turning space. However the Highways Authority also require that 1 metre of the patio area is reduced to allow a 5 metre corridor between the rear of the parking spaces and the building. A condition is recommended to ensure these revisions are made to the parking layout prior to commencement of works.

Recommendation

A. Subject to a satisfactory section 106 Obligation being completed by 15 October 2007 undertaking to pay £2,673 to sustainable transport improvements in the locality, APPROVE for the reason that :-

The proposed development is within the built-up area and would help meet the need for additional housing without detracting from the existing local urban environment. It can take place without resulting in unacceptable detriment to the amenities of neighbouring properties and without detraction from highway safety. It would consequently not conflict with the relevant policies of the Adur

District Local Plan (AG1, AH2, AT12) and the adopted West Sussex Structure Plan 2001-2016 (LOC1, NE1-2, CH1, ERA1, DEV1, DEV4-5)

Subject to: -

1. C1Ci (Standard time limit)
2. C7Ci (Details of walls/fences related to building to be approved and implemented)
3. C8Biv (Car and cycle parking spaces and access facilities related to building to be constructed and retained with a requirement that the driveway/turning area giving access to parking spaces 1 and 2 be increased to 5 metres in width) (amended)
4. C9Ai (Pavement crossing widening details) (amended)
5. C11Ai (Landscaping scheme including existing trees to be approved and implemented and replacement of those that die)
6. C12Ei (External materials to match existing)
7. C18K (Provision for storing refuse and waste, including for waste that can be recycled in accordance with details to be submitted to and approved in writing by the Local Planning Authority)

B. In the event that a satisfactory section 106 Obligation is not completed by 15 October 2007 (the date that the statutory period for determining the application expires), that authority be delegated to the Planning Services Manager to refuse the application on grounds that it does not comply with Structure Plan policies DEV3-5 and the Revised West Sussex Parking Standards and Transport Contributions Methodology requiring improvements to sustainable transport in the area.

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