Development Management – Delegated Officer Report

Application Number: AWDM/1032/25 Recommendation: – APPROVE

Site: 51 Teville Road Worthing West Sussex BN11 1UX

Proposal: Alterations to existing shop and first floor flat to form smaller retail unit and small HMO (Use Class C4)

Date of Site Visit: 5 Nov 2025

Neighbours Checked: Y

Additional Neighbours Notified: N

Site and Surroundings

The property is located on the southern side of Teville Road. It contains a two-storey mid-terrace building with a commercial unit at ground floor and associated flat above. The shopfront is in a state of disrepair and appears to have been empty since about 2023. There is vehicle access to the rear through an undercroft.

The site is within the South Farm Road medium local centre.

The site is not located within a conservation area and does not contain a listed building. There are no TPO trees on site.

Proposal

The proposal is to change the use of part of the ground floor from retail to residential. The ground floor will be incorporated into the first floor flat to form a small HMO (Use C4). The HMO will be accessed from the undercroft access.

Bike and bin storage are proposed to the rear.

Relevant Planning History:

None

Consultations

Southern Water:
Insufficient Information provided
Construction of the development shall not commence until details of the proposed means of foul/surface water drainage disposal have been submitted to and approved in writing by the Local Planning Authority in consultation with Southern Water.
Existing Assets Southern Water has indicated an existing water pipe crossing underneath the proposed site, due to no external alterations being made to the development, Southern Water has no further comment regarding the existing assets.

West Sussex County Council (LHA):

This application seeks alterations to existing shop and first-floor flat to form a smaller retail unit and five-bedroom HMO (Use Class C4). The site is located on Teville Road, an A classified road subject to a speed restriction of 30 mph.

No vehicular access is associated with this site, whilst pedestrian access will remain as existing. The LHA does not anticipate that the proposed use would give rise to a significant material intensification of movements to or from the site.

No vehicular parking is proposed – as such, parking would have to be accommodated onstreet as per the existing arrangement. There are comprehensive parking restrictions in place on the nearby roads prohibiting vehicles from parking in places that would be detrimental to highway safety. The LHA does not anticipate that the proposed nil car parking provision would give rise to a highway safety concern or parking capacity issue in this location.

The site is situated in a sustainable location in Worthing that is well accessible on foot, by cycle and public transport. Provision for five cycle parking spaces has been demonstrated to the rear of the site. In summary, the LHA does not consider that this proposal would have an unacceptable impact on highway safety or result in 'severe' cumulative impacts on the operation of the highway network, therefore is not contrary to the National Planning Policy Framework (paragraph 116), and that there are no transport grounds to resist the proposal. If the LPA are minded to approve the application, the following condition should be applied:
Cycle parking No part of the development shall be first occupied until covered and secure cycle parking spaces have been provided in accordance with plans and details to be submitted to and approved by the Local Planning Authority. Reason: To provide alternative travel options to the use of the car in accordance with current sustainable transport policies.

Waste Services: No response

Environmental Health Private Sector Housing:
No objection on PSH grounds, subject to the following:
1) Suitable fire safety measures inc. fire doors to risk rooms and to separate the high risk kitchen/living room from the stairs forming the means of escape from first floor, whole building fire detection, emergency lighting, fire separation between commercial and residential.
2) Sound insulation to comply with current building regulations between the ground floor commercial area and the residential rooms above to prevent noise disturbance
3) Adequate thermal insulation to the structure, particularly to the bedrooms above the covered way, to allow control of temperature and mould growth
4) Protection from collision – the entrance door to the residential accommodation is located at the foot of the stairs; this will need to have a glazed vision panel to prevent collisions.
5) Protection from entry by intruders/fear of crime – the covered way that forms the access to the residential property will need to be provided with artificial lighting to deter antisocial behaviour and reduce the risk and fear of crime
General notes The property will be subject to mandatory licensing of HMOs and the Management of Houses in Multiple Occupation (England) Regulations 2006

Environmental Health: The application site falls within an area known to be exposed to high road noise levels. Therefore future occupants should be provided with sufficient

acoustic protection to achieve good internal noise levels. Additionally the acoustic protection between the ground floor retail use and first floor residential use should ensure residential amenity is not unreasonably affected. I therefore recommend the following be added as conditions to any permission granted.

- Construction work shall not commence until a scheme for protecting the proposed noise sensitive development from traffic noise has been submitted to and approved by the local planning authority. All works, which form part of the scheme, shall be completed before any part of the noise sensitive development is occupied. The scheme shall have regard to the principles contained within the World Health Organisation community noise guidelines and achieve the recommended indoor ambient noise levels for dwellings specified in BS8233:2014. Following approval and completion of the scheme, a test shall be undertaken to demonstrate that the attenuation measures proposed in the scheme are effective and protect the residential unit from noise.
- The sound insulation of the floor/ceiling between the ground and first floor shall achieve a minimum airborne sound insulation value of 50dB (DnTw + Ctr dB). Before the residential unit is occupied a test shall be undertaken to demonstrate compliance with this level.
- Works of construction or demolition, including the use of plant and machinery, necessary for implementation of this consent shall be limited to the following times. Monday - Friday 08:00 - 18:00 Hours Saturday 09:00 - 13:00 Hours Sundays and Bank Holidays no work permitted Any temporary exception to these working hours shall be agreed in writing by the Local Planning Authority at least five days in advance of works commencing. The contractor shall notify the local residents in writing at least three days before any such works.
  Reason: To safeguard the residential amenity of the area

WSP (as drainage consultant):
Following a review of the submitted information, we have no objection on surface water grounds. Due to the site, size, location, and type of development we would recommend the approval of the application with the following informative attached: Informative 1: We have identified the site is adjacent to a surface water flood risk, therefore the applicant should consider creating a Flood Risk Emergency Plan in case of the event of a flood. The Flood Risk Emergency Plan should be created in line with ‘Flood risk emergency plans for new development’ as produced by ADEPT and the EA.

Sussex Police:

Retail:
From a crime prevention perspective consideration should be given to the siting of an intruder alarm to protect the premises out of hours. Although video surveillance systems (VSS) are not a solution to all security problems it can help deter criminals and assist with the identification of offenders after a crime has been committed. Should CCTV be a consideration the following documents will be of assistance to the applicant: (information links provided)

The accompanying application form does not state what hours of trading or what sort of retail premises is being considered. Given that there will be residences above the retail premises I would ask that in order to protect the amenity of those residing above and the surrounding local community that reasonable hours of trading are made a condition of planning if this application is approved.

Residential:

Historically there are cases where houses of multiple occupancy (HMO) have given rise to instances of anti-social behaviour (ASB). To reduce the risk of this occurring there will need to be stringent management control of tenancies. I would ask that this be implemented as a condition of planning.

I also recommend the following security measures to be implemented within the development.

Front access door to the HMO will be subject to heavy and prolonged use so needs to be fit for purpose.

From a crime prevention perspective, it will also be very important that access control is implemented into the design and layout to ensure control of entry is for authorised persons only. Tradesperson or timed-release mechanisms are not advised as they have been proven to be the cause of antisocial behaviour and unlawful access to communal developments.

recommend the postal arrangements for the HMO is through the wall, or external or lobby mounted secure post boxes. I strongly urge the applicant not to consider letter apertures within the front doors of the individual rooms. The absence of the letter aperture removes the opportunity for lock manipulation, fishing and arson attack and has the potential to reduce unnecessary access to the block.

Each bedroom door must be a fire rated (FD30 or higher) door with a minimum lock certificated to (BS8621) or (PAS 8621), fitted with a minimum of two hinge bolts or hinges with a similar integral facility to ensure protection in the event of a hinge failure following a criminal attack. The bedroom doors must also be installed with a door chain and door viewer.

With regards to proposed cycle parking within the development - research by the ‘Design against Crime Centre’ suggests that cyclists should be encouraged to lock both wheels and the crossbar to a stand rather than just the crossbar and therefore a design of cycle stand that enables this method of locking to be used is recommended. The minimum requirements for such equipment are as follows: • Galvanised steel bar construction (minimum thickness 3mm), filled with concrete; • Minimum foundation depth of 300mm with welded ‘anchor bar’.

It is also the developer or developer’s agent’s responsibility to inform the Responsible Person(s), Fire and Rescue Service and Building Control of any bicycle storage facilities and/or other areas that may require the charging and storage of Lithium-ion powered vehicles or devices, within buildings or the wider site footprint, to ensure that the necessary fire suppression measures for the charging and storage of lithium-ion powered vehicles have been considered and specified.

Lighting is an effective security measure and a useful tool for public reassurance in that it enables people to see at night that they are safe or to assess a developing threat and if necessary, identify a route they could take to avoid a potential issue. Recent events that have made national news and become the focus of concern over safety in public places means that there is merit in recognising the enormous value people place on being able to move around in public places at night under high quality lighting systems. Lighting the under-croft area will be an effective crime prevention measure ensuring residents feel safe when accessing the area during the hours of darkness. Where lighting is implemented, it should conform to the recommendations within BS5489-1:2020.

If not having done so already - the applicant and their partners are also strongly advised to consult directly with the fire service with regards to these proposed changes to discuss a fire risk assessment as they may have some of their own requirements to be implemented into the premises before occupation can take place.

Finally, construction sites often suffer from theft, criminal damage, arson, and anti-social behaviour, all of which can have a major impact on completion dates and overall development costs.

The SBD Construction Site Security Guide 2021 is designed to be risk commensurate and provides advice on how to secure the site from the moment the hoarding goes up until the moment the development is handed over to the client or end user. The advice is based on proven crime prevention principles that are known to reduce criminal opportunity by creating safer, more secure, and sustainable environments. It applies to all construction sites regardless of their size and is intended for all staff including security personnel.

It is also recommended that contact is sought by the developer with local Neighbourhood Police Team (NPT) to establish good relations whilst the development is in the construction phase. Further advice on construction site security can be obtained from the Secured by Design Website:
www.securedbydesign.com/images/CONSTRUCTION_SITE_SECURITY_GUIDE_A4_8pp.pdf

Thank you for giving me an opportunity to offer comments in response.

Neighbour Representations

None

Relevant Planning Policies:

Worthing Local Plan policies (WBC 2023): SP1, DM1, DM2, DM5, DM13, DM15, DM16, DM17, DM18, DM19, DM20, DM22
National Planning Policy Framework (MHCLG 2024)
National Planning Practice Guidance
SPG 'Extending or Altering Your Home' (WBC)
Conservation and Heritage Guide

Planning Assessment:

Loss of commercial space

The unit is located within the South Farm Road medium centre. The supporting text for policy DM13 explains that "Local centres are made up of 'medium scale local centres' and 'small scale local centres' that offer smaller scale convenience stores and a smaller range of facilities compared to a District Centre, but which combined, help to meet the needs of the local residents, particularly the less mobile and elderly. One of the outcomes of the Covid-19 pandemic has been a renewed appreciation for the role that local centres play within their communities. Therefore, the policy's focus in these centres is to encourage

convenient and accessible local shopping facilities to meet the day to day needs of residents and contribute to social inclusion."

The proposal retains a small retail unit of 24 square metres (203sqft) facing Teville Road. The unit has a small amount of storage space and toilet area. A letter from a letting agency has been provided indicating that small units are desirable for small businesses. It is worth pointing out that the letter indicates that units below 500 sqm are desirable but does not address what the smallest acceptable size of units might be. However, given the letter of support it is considered that in this instance the unit will provide for a commercial activity to retain an active frontage in this protected centre.

Principle of residential development

Policy SS1 of the Worthing Local Plan sets out the Borough's housing supply over the period 2020-2036 and gives a total figure of 3672 (an annual target of 230 dwellings per annum).

Paragraph 78 of the NPPF (2024) requires that local planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where the strategic policies are more than five years old.

The most recent 5 Year Housing Land Supply (5YRHLS) position for Worthing (as at 01/04/2023) demonstrates a 6.3 years supply applying a 20% buffer as at that time Worthing had failed the then current Housing Delivery Test (HDT) (2022 published December 2023).

However, the most recent HDT 2023 (published December 2024) shows that Worthing scored 107% and therefore faces no consequences from the HDT.

Having a 5YRHLS position and having passed the HDT with no consequences means that for Worthing Paragraph 11 of the NPPF applies which states: 'For decision-taking this means: c) approving development proposals that accord with an up-to-date development plan without delay '.

The site is located within a sustainable location within walking distance to local services and amenities and public transport. The proposed development would make a small contribution towards increasing the housing supply of the Borough.

Policy DM1 of the Local Plan recognises the contribution that high quality flats or well-designed HMOs can make in providing housing choice. It is important that a high standard of accommodation is provided and that they promote and retain housing choice. When considering proposals for conversion the Council will consider the impact on the mix of dwellings locally, the character of the area and on the amenity of adjoining dwellings. These are discussed further in the relevant sections below.

Visual amenity and conservation

Only a small change to the side door is proposed to the main building in response to private sector housing comments that a glazed door is required for safety reasons. This is considered an acceptable design choice.

Windows mentioned in the planning statement will not be changed and no changes are shown on the approved plans.

Bin and bike storage are tucked to the rear and won't have an adverse impact on the character of the area.

Residential Amenity

The change of use to residential at ground floor is not considered to have an impact given the neighbouring commercial uses.

There is not considered to be an intensification of the use that in this area would result in amenity impacts.

Given the separation of uses there is scope for noise pollution associated with the ground floor use and comings and goings. The applicant has advised that the opening hours of the shop will be 8-6pm Monday to Saturday and 10-4pm on Sundays. These are considered reasonable given the medium centre location and will be conditioned.

Standard of accommodation

The Government's Nationally Described Space Standards would apply to the development. The Council's local standards also continue to apply under Policy DM2 of the Worthing Local Plan 2023 for the provision of external space. Each bedroom achieves the 7.5sqm required by the housing standards and has a window providing light and outlook.

Policy DM2 sets out that "Applications for the change of use to a C4 use, a mixed C3/C4 use or to a sui generis HMO use should also demonstrate that the communal living space and cooking and bathroom facilities are provided appropriate in size to the expected number of occupants". The shared facilities are limited in the form of a single shared kitchen / dining space. A small are of outdoor space is also available although it's function as amenity space would be limited due to the adjacent vehicle movements.

It is recognised that private sector housing has not raised an objection. The HMO will be subject to mandatory licensing, and the private sector housing team will also make an assessment on the suitability of the proposals as part of the licensing process.

The applicant is advised of the private sector housing comments in terms of ensuring good quality accommodation. Where relevant to the planning permission these will be conditioned.

The Council's EHO has advised that conditions are necessary to protect the occupiers from noise from the commercial unit below and road noise. As the commercial unit is being separated from the residential unit adequate sound insulation is now required. A scheme to protect against road noise is also required. These will be conditioned with a test to ensure that adequate sound proofing has been installed prior to occupation.

Having considered the quality of accommodation offered for these residents it is considered that on balance the accommodation is to an acceptable standard. HMO

licensing will make a further assessment on whether additional communal space is required.

Transport and servicing
The site is in a sustainable location within walking distance of Worthing Station and within a local centre. The proposal only results in one additional bedroom so there is not a significant intensification of the site. No objection is raised by the LHA in relation to no parking provision.

A condition requiring further details of cycle storage will be attached to ensure the spaces are secure and undercover.

Flooding

The site is not in an area at current or future risk of flooding. The development has been reviewed by the Council's drainage consultant who raised no objection to the proposals.

Sustainability

No details of sustainable construction were provided with the application. A condition requiring that EPC certificates of a minimum C rating is attached

Recommendation:

APPROVE for the reasons:-

1. Approved plans
2. Time limit
3. 5 Occupants only
4. Hours of work
5. Sound insulation
6. Cycle storage
7. Hours of retail unit
8. EPC rating C
9. Glazed entrance door and lighting to be installed prior to occupation

Informative

1. Approved following revisions
2. HMO licensing
3. Flood informative

Is recommendation contrary to letter(s) of representation? N

Case Officer: Louise Prew Date: 05/02/2026

Authorised by: Peter Barnett Date: 9 February 2026