# Development Management – Delegated Officer Report

**Application Number: AWDM/1419/23 Recommendation: Approve**

**Site: Development Site at 26 And 27 East Street and 3 To 9 New Road, Shoreham-by-sea**

**Proposal: Partial redevelopment and alterations to include conversion of the former bank premises and flat to form 3no houses; replacement of garage and outbuildings to north of bank with shop and maisonette; partial demolition of 7/9 New Road with first floor extension to form a one bed flat, retaining ground floor commercial premises and shopfront; alterations and rear extension of 3 New Road to form a 3-bedroom house with garden.**

**Date of Site Visit: 16 November 2023**

**Neighbours Checked: Y**

**Additional neighbour notification: N**

**Proposal, Site and Surroundings:**

The application relates to a number of buildings in East Street and New Road and the land at the rear of those buildings. The buildings in East Street are former bank premises (26 and 27 East Street) and garage and outbuildings to the north of those buildings. In New Road, there is an existing cottage (No.3) and premises at 7-9 which comprise a former butcher's shop on the ground floor with residential above. At the rear there is a block of 12 garages. The original submission included the removal of these garages and the construction of 3 new townhouses but, following concerns at their design, scale and impact on existing residents, this element of the application has been removed.

The proposal is therefore to:

- Convert the former bank into 3no. townhouses over 3 floors, including
- Demolish the garage and outbuildings to the north and construct one/two ground floor commercial units with 2-bed maisonette above
- Extend and refurbish 3 New Road
- Remove unsightly rear additions at 7-9 New Road and form new first floor extension to provide a 1 bed flat over the commercial floorspace below

The site lies in the heart of Shoreham, opposite the Grade I listed St Mary's Church. There is a grade II listed building at 29 East Street to the north of the site as well (Church House dental surgery). The site is within Shoreham Conservation Area.

A similar scheme was granted approval in 2009 but not implemented. That scheme did not include the conversion of the ground floor of the bank premises as they were at that time still in use as a bank.

**Planning History:**

ADC/0485/08 - Partial redevelopment and alterations to include conversion of upper floors of bank to 3 flats; replacement of garages to N. of bank with shop and maisonette; partial demolition of 7/9 New Road and extension and alteration to form cottage (retaining shopfront); partial demolition of 3 New Road and alteration into a two-bedroom house with rear garden; formation of two-bedroom maisonette over accessway; demolition of 12 garages at rear and construction of terrace of 4 two-bedroom cottages and 12 parking spaces (26-27 East Street and 3-15 New Road) - approved

ADC/0551/08 - Demolition of garages and shed to north of 26 East Street and block of 12 garages to rear of 5-9 New Road and partial demolition of 3-9 New Road (application for Conservation Area Consent) - approved

**Consultations**:

***West Sussex County Council:*** No objection from a transport/highways aspect subject to conditions requiring car and cycle parking and Construction Management Plan.

Comments:
Access
The application site will make use of the existing vehicular access point on New Road. The existing access is to be widened to improve visibility, and the applicant should be aware that any proposed works within the maintained highway boundary will be subject to a licence obtained through the local Highway Area Office.
The proposed development is not anticipated to give rise to a significant material intensification of movements to or from the site. In addition, an inspection of collision data provided to WSCC by Sussex Police from a period of the last five years reveals no recorded injury accidents attributed to road layout within the vicinity of the site. Therefore, there is no evidence to suggest the existing access point has been operating unsafely, or that the proposals would exacerbate an existing safety concern.
Parking and Turning
The applicant proposes seven car parking spaces to serve the development. It is unclear if these parking spaces will be allocated or unallocated, and clarification should be provided on how the proposed parking spaces will be allocated. From inspection of the plans, the proposed parking layout appears acceptable and on-site turning appears achievable.
Nevertheless, the WSCC Car Parking Demand Calculator indicates that the proposed residential uses would generate a parking demand of 16 parking spaces, and an additional seven parking spaces would be required in association with the proposed

commercial uses. As such, any overspill parking, including those displaced from the existing private car park, would have to be accommodated on-street.
Whilst on-street parking is limited in the area, there are comprehensive parking restrictions in place on the nearby roads prohibiting vehicles from parking in places that would be a detriment to highway safety. The LHA does not anticipate that the shortfall in parking provision would result in a detrimental highway safety impact, but the LPA are advised to consider the potential impacts on on-street parking from an amenity point of view. Weight is given to the fact the site is situated in a sustainable location whereby residents need not rely on a private car.
Regarding cycles, each of the proposed residential units are to be provided with secure cycle parking provision, in accordance with WSCC Parking Standards.
Sustainability
As per the above, the site is situated in a sustainable location in Shoreham-By-Sea, within walking/cycle distance of local services and amenities. Cycling is a viable option in the area. The site is also well connected by public transport, with regular bus services available from the nearby A259. Shoreham-By-Sea Railway Station is located approximately 400m north of the site.

**West Sussex Fire & Rescue Service**: Evidence is required to show that all parts inside all dwellings are within 45 metres of the location of a fire appliance in accordance with Approved Document B (AD-B) Volume 1 B5 section 13. This is to be measured along the hose lay route, not in a direct line or arc measurement. Any areas not within the 45-metre distance will need to be mitigated by the installation of sprinkler or water mist system complying with BS9251 or BS8458 standards

***Adur & Worthing Councils:*** The ***Environmental Health*** **(Public Health)** officer has no objections. Please add a condition to ensure the sound insulation between the commercial (Cafe) and the flat above (R9) is upgraded to achieve a minimum airborne sound insulation value of 50dB (DnTw + Ctr dB), with post completion testing to demonstrate the required sound insulation is achieved.

**Private Sector Housing**: The Private Sector Housing team of Adur & Worthing Councils have identified that some aspects of the development may result in hazards that require action under the Housing Act 2004. Typical hazards can include 'inner' rooms (where the only means of escape in the case of fire is through another risk room i.e. bedroom, living room, kitchen, etc.) or where there are inadequate windows or outlook from habitable rooms.

The information on GIA does not appear to be easily located but it is assumed that all new units of accommodation will meet the national technical space standards.

The Ground floor R1 is open-plan meaning that all habitable rooms at first or above are inner rooms. The staircase in R8 opens into an open-plan dining room meaning that all habitable rooms at first or above are inner rooms.
There is a windowless room designated as a dressing room on the second floor of R2 - the inconvenience of this room to be used as a dressing room one floor above bedrooms means use of this room will need to be controlled.

Compliance with Building Regulations will not necessarily address the hazards identified and you should contact the Private Sector Housing team to confirm that the layout of the property is acceptable prior to commencing the development in order to avoid the need for any formal intervention or the requirement of retrospective works.

**Sustainable Drainage**: Following a review of the submitted information we would recommend requesting winter groundwater and infiltration testing that complies with BRE 365, due to the size and scale of the development. The current provided information does not provide sufficient information to determine the suitability of the drainage plan. We would request some clarification regarding the site's discharge rates and where exceeding limits flow to, in order to ensure the site does not increase flood risk elsewhere. It is also important to ensure the whole site has been calculated and modelled.
We would recommend that the application is not approved until updated information is received that addresses the above points. Once this information is received, we will have a better understanding of the proposed development and be able to provide further consultation

**2nd Response**: Following a review of the updated information, we are happy to approve the application with a condition

***Southern Water:*** Request foul and surface water drainage details by condition

***Adur District Conservation Advisory Group:*** ADCAG members feel this would be a vast improvement on what is currently situated on this site & recommend

**Representations**

8 letters of objection received from occupiers of 11, 13, 15, 17, 19, 21, 40 New Road and an address at Mariner Point, Brighton Road:

- Design, height and scale of new houses is overbearing and will cause overlooking and loss of privacy from windows and terraces
- Separation distances to existing houses in New Road is below standard
- New houses lack adequate amenity space
- Dark cladding is not common in the area
- This is not a waterfront location
- Loss of garages
- Loss of light
- Increased noise
- Extension of 7/9 New Road will cause overshadowing and light loss to garden and property at No.11
- Increased traffic
- Large Ash to rear should be preserved at all costs
- Foul drainage already at capacity in Shoreham
- Original shopfront at 7-9 New Road should be retained

Letter received from Director of Sunshine Day Nursery:

- Works to Ash tree must be undertaken with care for children in nursery behind

site
- Construction phase - contractors should be mindful of children closeby
- Plans show nursery building prior to its recent extension and are out of date

17 letters of support received from addresses in Western Road, Riverside, Old Fort Road, Harbour Way, East Street, Buci Crescent, Ormonde Way, Lower Beach Road, Mill Hill and in Lancing, Sompting, Worthing, Hove:

- Site is at the heart of Shoreham and needs regenerating
- Sensitive restoration plan, sympathetic to existing area
- Will enhance the area
- Developer lives and works in Shoreham and has an interest in the town
- Appropriate scale and good cross section of housing being provided
- New retail spaces will help existing businesses
- Existing site is an eyesore

**Relevant Planning Policies and Guidance**
Adur Local Plan 2017 Policies 2, 3, 4, 11, 15, 16, 17, 18, 19, 20, 22, 27, 28, 30, 34, 36
'Supplementary Planning Guidance' comprising: Development Management Standard No.1 'Space Around New Dwellings and Flats'; No.2 'Extensions and Alterations to Dwellings'
Sustainable Energy SPD (August 2019)
Adur Planning and Climate Change Checklist (June 2021)
Shoreham by Sea Conservation Area Character Appraisal & Management Strategy (ADC 2008)
WSCC Guidance on Parking at New Developments (Sept 2020).
National Planning Policy Framework (July 2021)
Technical Housing Standards – nationally described space standard (DCLG 2015)

**Planning Assessment**

**Principle**

In principle, the provision of additional residential accommodation in the town centre is acceptable, particularly as new and refurbished commercial floorspace is to be provided as part of a mixed use scheme. The loss of the bank premises in this primary shopping area is contrary to policy unless it can be demonstrated that there has been a long term vacancy and reasonable attempts have been made to let or sell the premises for commercial purposes. In this case, the applicant has provided marketing information to show that they have been vacant for a long period of time and were marketed by Warwick Baker for 3 years between 2016-19 without interest. The premises are considered to be unsuitable and contain specialist bank fixtures and fittings which are expensive to remove. They present more as the original residential premises that they were. Their loss and return to housing is considered therefore to be appropriate and their loss is partly offset by the provision of the new,

modern commercial units to the north, plus the refurbishment of the former shop in New Road, which had been proposed to be removed as part of the 2008 scheme.

**Visual amenity/Impact on setting of Conservation Area and Listed Buildings**

The proposal is considered to be a sympathetic development, retaining the buildings to both frontages and removing unsightly outbuildings and additions. The removal of the garages and outbuildings on the boundary with the listed building at No. 29 will provide a gap to that building, giving it more space. These single storey buildings have little architectural merit and intrude onto the street scene at present, detracting from the Conservation Area and setting of the listed building at No. 29.

The bank premises, while not Listed, is nevertheless a relatively significant building of townscape merit. It is pleasing to see it being retained and enhanced from the front, with the new build at the north end being sympathetic to the design character of its neighbours. The introduction of the shop front which will wrap around the north side elevation too, will provide interest at street level and enhance the vitality of this part of East Street.

In New Road, the refurbishment and extension of the small cottage will bring this quirky property back into use, enhancing its amenity space with the provision of a small garden. The removal of the unsightly additions at the rear of 7-9 New Road and the first floor side extension over the shop will provide a more cohesive endstop to this terrace and will improve the appearance from the street. Decorative metal gates are proposed at the vehicular entrance to the yard at the rear which will further enhance the appearance of the development.

At the rear of the buildings in New Road, only minor alterations are proposed which are considered to be in keeping with the character and appearance of the buildings. This includes a small dormer on the rear roofslope which is modestly sized and respects the character of the existing building. A new fenced garden area is proposed at the rear of the cottage with access to the garden being provided by replacing a window with French doors.

At the rear of the East Street buildings several changes and additions are proposed, including an extension over part of an existing first floor terrace at the rear of the southernmost unit (R1 as proposed), leaving a smaller terraced area. An unsightly covered staircase is to be removed as well. A new roof terrace at second floor is proposed with a new lead clad stair enclosure at second floor being constructed at the rear of proposed unit R3. This will sit below the ridge line of the main building and will not be visible from East Street itself.

The new end unit (R4) with the commercial on the ground floor will have a slightly higher ridge line to maintain the variation in roof heights along this part of the street.

A new chimney will respect the existing character of the bank building and add interest. A new first floor roof terrace is proposed at the rear of the unit.

Overall, the proposal is considered to be a sympathetic development which respects the character of the existing buildings while providing modern improvements to make them suitable for residential use. The character and appearance of the Conservation Area will be preserved and, likely enhanced, as a result of the proposal while the setting of the listed building to the north (No.29) will be enhanced by the removal of outbuilding currently abutting its side wall. The development will not harm the setting of the listed Church opposite.

**Residential amenity - proposed occupiers**

The proposed residential units all meet the national housing standard floorspace requirements.

Externally, a new garden is being provided for the cottage. The flat above the shop in New Road will not have any amenity space but this is common for many flats in the town centre.

In East Street, units R1, R3 and R4 are shown with roof terraces and there are rear gardens of varying sizes for each unit. Overall, the level of provision of amenity space in this town centre location is considered to be acceptable.

**Residential amenity - neighbours**

The main objections to the application had been caused by the proposed construction of 3 townhouses in the rear area but these have now been removed from the application. There were few objections to the remaining conversion works and it is not considered that the proposal will cause harm to neighbouring occupiers.

The new building adjacent to No. 29 East Street will face its end gable where there are two second floor side windows. The new building extends for some distance (22m deep from front to rear) and there is the potential for some impact on No.29 due to its projection of 13m beyond the rear of No. 29 at ground floor (10m at first floor). However, the new build is set off the boundary by 2.3m and replaces the existing outbuildings built on the boundary. There are outbuildings along the length of the boundary within the curtilage of No. 29. That property is in commercial use as a dental surgery. On balance, while a large new build, it is not expected to have a harmful impact on No. 29.

Privacy screens can be required for all new roof terraces and side facing windows in R4 can either be required to be obscure glazed or are at first floor level towards the

front of the building and will face the gable end wall of No. 29, below the level of the second floor windows on that side, and will not result in direct overlooking.

The houses in New Road are sufficiently distant to not be adversely overlooked by the terraces at the rear of East Street.

St Mary's Church Hall abuts the development to the south and is likely to be subject of its own redevelopment proposal in the future. It is not considered that the current proposal precludes or causes harm to any future residential scheme that may come forward on that site.

**Parking and Access**

Being a town centre site in a sustainable location, close to public car parks, bus routes and the railway station, there is no requirement to provide extensive parking as part of this proposal. For the time being the garages at the rear are to be retained and there is surface parking available within that area too. Improved pedestrian access will be provided from East Street and New Road. There are no highway objections to the proposal.

**Drainage**

The proposed drainage strategy is to store surface water on site and then release it by a controlled discharge to an appropriate litre/second to the surrounding sewers. Further testing and details are required but the Council's drainage consultant is happy to deal with this by condition.

**Sustainability**

Green roofs are proposed in places and heat pumps are proposed. Converting old buildings means it is more difficult to provide comprehensive energy efficiency measures but it saves on embodied energy being released through demolition and new build and will improve thermal efficiency.

**Recommendation**

APPROVE

**Subject to Conditions:**-

1. Approved Plans
2. Standard 3 year time limit
3. Car parking
4. Cycle parking

5. CMP
6. Foul and surface water drainage
7. Sound insulation
8. Landscaping
9. Materials
10. Boundary treatment
11. Privacy screens
12. Obscure glazing
13. Restriction on commercial use
14. Details of ASHPs
15. Waste storage
16. Archaeology

**Is recommendation contrary to letter(s) of representation Y**

The Local Planning Authority has acted positively and proactively in determining this application by identifying matters of concern within the application (as originally submitted) and negotiating, with the Applicant, acceptable amendments to the proposal to address those concerns. As a result, the Local Planning Authority has been able to grant planning permission for an acceptable proposal, in accordance with the presumption in favour of sustainable development, as set out within the National Planning Policy Framework.

Case Officer: Peter Barnett Date: 15 December 2023

Authorised by: Gary Peck Date: 15 December 2023