Expires 14/1/08

Development Control – Delegated Officer Report

Application Number: ADC/0680/07 **Recommendation – Refuse Application**

Site: **13 Manor Hall Road Southwick West Sussex BN42 4NA**

Proposal: **Conversion into 3 flats (2 two-bed and 1 three-bed) with east side/front extension and enlarged hipped roof with dormer windows in rear and east and west sides**

The Application

The application site is a detached bungalow located on the north side of Manor Hall Road, Southwick on a corner plot with Milton Drive. The bungalow has recently been extended under SW/6/02/TP with front and rear extensions and side dormers incorporating a granny annexe. To the rear a detached garage is accessed off Milton Drive. As the property is sited on a corner plot it has a large front garden that extends around to the east and rear. The property is bounded to the north and west by further detached and semi-detached bungalows of similar age.

This proposal seeks permission to further extend the property in order that it can be converted into three flats (two 2-bed and one 3-bed). The main bulk of the building will be extended into the side garden with a 3 metre by 14.5 metre addition that will sit approximately 1.3 metres from the eastern boundary. The main roof will be extended east and partially to the south/front including a hipped front protrusion to create an element of symmetry to this elevation. The two side dormers will be replaced by four slightly smaller flat roofed dormers whilst an additional dormer will be included off the rear hip. In order to incorporate the enlarged loft space the overall height of the building will be increased by 0.25 metres and will include a flat top 18 square metres in area due to the resultant square shape of the building.
Access to the ground floor flats will be via east side doors with the first floor flat accessed via the west side. The rear garage hardstanding will be enlarged to accommodate two vehicles whilst the front pedestrian access point is to be enlarged and a dropped kerb installed to incorporate a hardstanding for the third flat.

Consultations and Representations

Consultations/Comments

Chief Environmental Health Officer	Concerned with the vertical overlapping of rooms and noise

	disturbance that may be consequential.
WSCC- Highways & Transport	Require modifications to the Manor Hall Road access, including an enlarged hardstanding and pedestrian visibility splays to both accesses. The lamp post will need re-siting and cycle storage indicated.

Third Parties

No.22 Manor Hall Road and an anonymous resident of Milton Drive Object on the grounds that both onsite and on-street parking provision in the area is insufficient for such a development, the conversion to flats is inappropriate and overdevelopment for a specific bungalow built area, and the undesirable precedent that would be set for further conversions in the area.

Contributors

No representations have been received.

Relevant Planning Policies and Guidance

Adopted West Sussex Structure Plan 2001-2016 (WSCC 2005): LOC1, CH1, NE1, ERA1, DEV1, DEV4-5
Adopted Adur District Local Plan 1993-2006 (ADC 1996) (saved until adoption of the new Adur Development Plan): AG1, AH5, AH7, AH9 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 give significant weight to making the best use of land through higher density development provided that the impact on the character of the area and environment is acceptable (LOC1, ERA1, CH1) and subject to policy DEV1 requiring high quality development. Policy NE1 requires the provision of new residential developments of sizes, types and tenures to suit

the varied needs of local households and to minimise the need to develop Greenfield sites. Policy DEV4 states (amongst other things) that development should not be permitted unless the travel needs it generates are met. 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". The explanatory text refers to a transport contributions methodology (now adopted as TAD payments to sustainable transport improvements).

Policy AH9 of the Local Plan states that the conversion of dwellinghouses into smaller self-contained units will be permitted providing that: access and car parking provision is acceptable; the proposal would not have an unacceptable adverse effect on neighbouring properties in terms of overlooking or noise transmission through party walls and the type of property concerned and the standard of accommodation to be provided accord to the adopted standards. It also states that the conversion of small family houses to flats will not be permitted.

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 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.

Density, Character and Appearance

The western section of Manor Hall Road, including this site, is dominated by 1930's detached and semi-detached bungalows, many of which have added small rear extensions. This consistency of built form continues around into Milton Drive at a density of approximately 20 dwellings per hectare. To the east Manor Hall Road begins to fragment into patches of terraced and semi-detached houses inconsistent in both form and age. Although some single flats are located above the shops on The Broadway immediately east, these are as built. There have been no flat conversions in the area.

The existing bungalow has a floor area of 128 sqm split into a three bedroom bungalow and one bedroom granny annexe and thus does not fall into the category of a small family house as defined in the Council's DC Standard. It currently provides a good sized family dwelling with appropriate amenity space within an area of similar housing stock. The expansion into three flats will remove this family dwelling and raise the density of the site to approximately 60 dwellings per hectare.

The extension itself does not initially appear out of character with the host bungalow as it mirrors the existing proportions and detailing. It will sit 1.3 metres off the side boundary leaving an acceptable separation to the roadside. However it will break the clear building line that currently exists down Milton Drive to this corner plot.

The extended roof, with three additional dormer windows, is considered to be of poor quality design as it includes a large flat top section that is detrimental to the appearance of the building. The existing two dormers, although approved under SW/6/02/TP are the only ones of note on all the bungalows on Manor Hall Road and Milton Drive. The addition of three more will further emphasise the difference between this bungalow and its neighbours and will thus form an unacceptably incongruous feature within the streetscape. Any approval of this scheme would also serve to encourage other residents in the area to expand into their roofspaces and split their bungalows, the cumulative effect of which would be to detrimentally alter the inherent character of the area. For these reasons it is considered that the proposal, and its intended separation into three flats, is an overdevelopment of the site contrary to policies DEV1 of the Structure Plan and AH7 of the Local Plan.

Residential Amenity

The bungalow as existing features side dormers, the western of which overlooks the eastern roof plane of the neighbouring bungalow, No.11. The revision of this dormer into two will not unduly impact on this property as the additional dormer will be sited further to the front with no additional overlooking potential than already exists. The eastern dormers will look across Milton Drive to the nearest dwellings which are an acceptable 18 metres away. The rear dormer will look directly towards the rear pitched garage and the side elevation of No.2 Milton Drive 16 metres away. It will also afford angled views into the rear garden of No.11 Manor Hall Road, a space that is not currently overlooked as none of the neighbouring bungalows feature rear dormers.

The habitable rooms of the three flats all have acceptable access to light. The main ground floor rooms face north and south into garden space whilst the first floor flat windows face east and west with no obstruction. All three flats are comfortably above the minimum total floor space areas as required by the DC Standard and appear suitably stacked to limit noise/activity disturbance. The Council's Environmental Health department however are concerned that the overlapping of first floor bedrooms and ground floor communal areas rooms will cause potential noise disturbances. It is also noted that the rear

ground floor flat features three bedrooms, none of which meet the minimum 11 square metres floor space for a master double bedroom. The master bedroom of the front flat is only marginally above this standard. Amendments would therefore be required to the layouts of the flats to resolve these issues. A rear private garden of approximately 95 square metres will be retained although neither the design and access statement nor the plans indicate how this will be split for each flat's private use.

Access and Parking

The proposal includes an enlarged rear hardstanding accessed off Milton Drive to serve two of the flats with a retained garage behind. The County Transport Planning Services have not raised absolute Objection but do require further details regarding pedestrian visibility splays, the extension of the frontal hardstanding, the agreed re-siting of the front lamp post and the provision of cycle storage. If the Council is minded to approve the application a Section 106 TAD payment of £2,560 is required.

The provision of one space per dwelling is considered acceptable given the recommended maximum parking standards and the location of the site on a main bus route.

It is therefore considered that, notwithstanding the provisions of PPS3, the expansion and conversion into flats of this already enlarged detached bungalow in an area dominated by single family homes is inappropriate and an overdevelopment of the site providing a substandard level of conversion contrary to policy AH9 of the local plan.

Recommendation

REFUSE on ground that :-

1. B5CR
2. H16R: remove '...and a potential car parking problem incapable of solution within the limits of the site...'

Case Officer:..... Date:20/12/07.

3. There is no evidence that the necessary contributions would be made to improvements to sustainable transport to offset the effects of the travel demands generated by the proposed ~~dwellings~~ flats as required by the West Sussex Transport Contributions Methodology and policies DEV3-5 of the West Sussex Structure Plan.