Application No.: ADC/0774/07 Recommendation – Permit Application

Site: Surry Arms, 388 Brighton Road, Shoreham-by-Sea, West Sussex

Proposal: Amendment to ADC/0226/06 for Conversion of 7 Self-Contained One-Bedroom Flats (instead of 8 Flats).

The Application

The application site, contains a three-storey building fronting Brighton Road, dating from the late C19, consisting of a public house 'The Surry Arms' with bed & breakfast accommodation on the upper floors.

Planning permission was granted in 2005 (SU/194/05) for a change of use to a day centre for adults recovering from mental illness, and in early 2006 (SU/28/06), for a change of use to a single dwellinghouse. Neither of these permissions were ever implemented. Instead, in September 2006 approval was granted to conversion of the building into 8 self-contained flats (3 studio, 4 one-bedroom & 1 two-bedroom – ADC/226/06).

Having commenced works on-site and discovered difficulties with implementing the approved design, the applicant now proposes a modified form of flat development involving a slightly reduced number of flats (7), all of which are now configured as one-bedroom units with a separate living area.

The proposal no longer involves the creation of a basement flat, instead providing 2 flats on each of the first three levels stacked in an improved manner that will minimise noise transference, and a seventh within the roof space.

One of the ground floor flats continues to make use of an original door opening that served the former public house, in order to have its own self-contained entrance from Brighton Road. The remainder of the flats will be accessed by a modified communal entrance located at the rear of the building. The arrangement of openings principally into the western side elevation has also been altered in order to improve access to light for a number of rooms.

As per the original proposal, three parking spaces are provided in the rear yard to be accessed ultimately from Surry Street via an approved access leg to be constructed as part of the approved development for the adjacent site on the north east corner of the intersection of Surry Street and New/Brighton Road (ADC/587/07). In the interim direct access is provided to Brighton Road in the form of an existing access stub that sits within the former Surry Street road reservation.

Consultations and Representations

Consultees: As the proposal represents a relatively minor amendment to a current approval, the Environment Agency, WSCC Transport Planning Services and the Environmental Health Division and Major Projects Officer of Council were not re-consulted on this application. Those agency's previous

comments relating to Application ADC/226/06 remain valid however and are addressed via comment or conditions outlined in the report below.

Third Parties: One representation has been received on the application from the resident of No.29 Pashley Court (a flat in an adjacent development to the north of the site), raising concern with the level of on-site parking provided for the development.

Relevant Planning Policies and Guidance

Adopted West Sussex Structure Plans 2001-2016 (WSCC 2005):

LOC1, CH1, CH4, ERA1, DEV1, DEV4-5

Adopted Adur District Local Plan 1993-2006 (ADC 1996):

AG1, AH2, AH5 & Appendix 11 'Supplementary Planning Guidance' comprising: Development Control Standard No. 4 'Flat Conversions'

Revised West Sussex Parking Standards & Transport Contributions Methodology (WSCC 2003 & ADC 2004)

PPS1 'Delivering Sustainable Development' (ODPM 2005)

PPS3 'Housing' (DCLG 2006)

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, CH1, ERA1) and subject to policy DEV1 requiring high density development. 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." The explanatory text refers to transport contributions methodology (now adopted as TAD payments to sustainable transport improvements).

Government Guidance in PPG3 encourages the maximisation of the use of urban land for housing development at higher densities (recommended as 30-50 dwellings per hectare) and without rigid application of parking and space standards, but subject to emphasis on high quality design.

Development Control Standard No. 4 – Flat Conversions, sets down minimum standards for the conversion of existing buildings into residential flat accommodation. Such conversion may provide a useful addition to the housing stock of small dwelling units, however the standard stresses that this must be balanced against the necessity to provide flats of a reasonable

standard and to ensure that there will not be an unreasonable degree of damage to the residential amenities of other properties. The standard goes on to state that it is important that the quantity of the housing stock is not increased at the expense of its quality.

Density, Character and Appearance

The size of the proposed one-bedroom flats varies between $36m^2$ – $45m^2$, with an overall average of approximately $39.8m^2$. All but one of the flats therefore, requires a relaxation to Council's $45m^2$ minimum specified in its development standard for this type of accommodation.

The need for the variation is chiefly created by the removal of the basement flat (which will now remain unmodified and simply used for building maintenance purposes), and amalgamation of the kitchen and living areas into one room, meaning that instead of having two separate areas measuring a combined floor area of $19.5m^2$, five of the seven flats have a combined living area of between $16.2m^2$ – $18.6m^2$. All of the single bedrooms meet the $11m^2$ minimum floor area requirement.

On balance, despite the shortfall in sizes, it is considered that a reasonable standard of accommodation would be provided by this proposal which would meet a demand for low-cost housing for single people.

The scale and appearance of the building reflects its role and function as a pub, with ornate heavy cornicing around the ground floor element. Pilasters surrounding the original door openings and featured arched windows. The position of the original pub entrance on the chamfered corner, and detailing which extends around the west side of the building is a reflection of the original position of the building on the corner of Brighton Road and Surry Street (before the latter was realigned).

The residential upper floors are slightly recessed back from the Brighton Road frontage. The proposed conversion and associated works would result in relatively little alteration to the appearance of the existing building. The proposed front dormers would not be prominent features and would be in keeping with the style and proportions of the original building. The first-floor terrace fronting Brighton Road already exists as a feature to serve the existing residents, although its appearance would be considerably improved by replacing the existing timber trellis safety guard with more traditional looking railings.

The exterior of the ground floor is currently faced in light brown coloured glazed tiles, a significant proportion of which are damaged and cracked. Although it would be desirable to retain the tiling on the frontage (as a reminder of the former history of the building), it is accepted that it will not be feasible to retain those on the west side of the building owing to its insertion of new windows at the ground level. The proposed new fenestration of this elevation would follow traditional proportions and alignment and would result in a neater appearance than the existing arrangement (although unfortunately the existing hoarding would be retained as it is the subject of a very long lease).

Residential Amenity

The building is attached on the east side to No.386 Brighton Road, a two-storey pitched roof building comprising a single dwelling. The proposed rear infill extension would project 1.75m beyond the rear north-facing elevation of No.386 and would have some enclosing impact on the first-floor rear window. It is apparent that the existing tall boundary wall and a large conifer tree sited in the rear garden of No.386 (close to the rear of the building) already have an impact on this window although the latter would likely need to be removed as a result of the proposed extension. On balance, and in the context of this relatively confined urban setting, it is considered the proposed extension would not have a significantly overbearing effect on the attached dwelling such as to warrant refusal on this ground.

Access & Parking

When determining the previous application, Council agreed to waive the requirement for a Stage 1 Safety Audit, having significant regard for the proposal resulting in no worsening of the existing highway situation, notwithstanding the awkward layout of the existing access appoint and associated junction. The concerns with the existing junction will ultimately be alleviated however, via alteration to the access to the three-bay car park such that it will come from Surry Street through the approved adjacent flat development.

With respect to the amount of parking being provided, the provision of three spaces is consistent with that already accepted for a more intensive form of development (eight flats including nine bedrooms), hence it also considered acceptable for the current proposal. Of note is also the site's highly sustainable location, being located on the edge of the town centre, with immediate access to employment, services and alternative means of transportation.

With respect to the payment of TAD contribution towards the improvement of local transportation improvements, a Section 106 agreement has not been requested in this instance given that payment towards the original 8 flat development has already been received by Council.

Bin & Cycle Storage

With respect to bicycle parking WSCC advise that 2 spaces are required per dwelling, meaning that a total of 14 cycle spaces are required to meet their adopted standards. There is some uncertainty over the capacity of the area depicted on the site plan to accommodate that number, or the required amount of bin space. As there appears to be room available for the installation of modified facilities on-site, or potential consolidation of such facilities with the adjoining development, these matters are not such that would warrant refusal to the application, instead a condition of approval requiring the provision of further specifications is recommended prior to the commencement of works.

With respect to the distance between the bin store and potential collection points along Brighton or Surry Road, whilst the distance that needs to be traversed is approximately double 10m maximum recommended by the Operations Branch of Council, this is considered a management issue that can be overcome by future tenants and is not of sufficient concern as to warrant refusal to the application, particularly where there is no alternative and more appropriate location for a bin-store to be located.

Recommendation

APPROVE for the reason:-

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, AH5) and the West Sussex Structure Plan (LOC1, CH1, [redacted], ERA1, DEV1, DEV4-5).

Subject to:-

1. **C1Ci** (standard time limit)
2. **C8Biv** (***amended*** – new access and 3 car parking spaces to be constructed and retained – details to be submitted)
3. **C8G1** (***amended*** – provision for access and parking of 14 cycles – details to be submitted)
4. **C9N** (temporary parking / unloading area – details to be submitted)
5. **C9S** (vehicle wheel cleaning facility – details to be submitted)
6. **C12Eii** (***amended*** – external materials and finishes of the rear extension and porch – details to be submitted – *Replace AH7 in **Reason** with AH2 and AH9 of the ADLP*)
7. **C12Ai** (materials and finishes to be used for the front dormers and balcony balustrades shown on the approved drawings, together with details of any alternative external finishes to balance of the building – details to be submitted)
8. Notwithstanding the details shown on the approved drawings the following features shall remain unaltered unless previously approved in writing by the Local Planning Authority: the cornice detail on the south and west sides of the building; the pilasters and glazed tiling to the front (south) elevation and chamfered corner of the building fronting Brighton Road; the existing ground floor windows in the front (south) elevation.

   Reason: *In the interests of visual amenity and to comply with policies AH2 and AH9 of the ADLP ad CH1 and DEV1 of the WSSP.*

9. The new replacement windows, French doors and new entrance door fronting Brighton Road shown on the approved drawings shall consist of timber, the detailed design of which shall be submitted to and approved in writing by the Local Planning Authority.

   Reason: *In the interests of visual amenity and to comply with policies AH2 and AH9 of the ADLP ad CH1 and DEV1 of the WSSP.*

10. **C14Gii** (***amended*** – lighting of the communal entrance shall be installed – details to be submitted)

11. **C7Ci** (***amended*** – details of walls and fences to be submitted, approved and implemented, including the erection of a new screen fence on the north side boundary)

12. **C18J** (***amended*** – bin storage areas have been provided – details to be submitted)

13. **C11Aii** (***amended*** – landscaping scheme to be approved and implemented and replacement of shrubs that die)

14. **C18P** (Trapped gullies required for drainage of parking area)

15. **C18N** (***amended*** – measures to divert the foul and surface water sewers – details to be submitted)

DR
31/1/08

PB
5/2/08