Application Number: ADC/0780/07 Recommendation – APPROVE

Site: **25 Riverside, Shoreham-by-Sea BN43 5RU**

Proposal: **Demolition of existing buildings and erection of 2 semi-detached houses (with front balconies) and 2 parking spaces at side**

The Application

The application site is a detached bungalow located on the south side of Riverside, on the eastern side of its junction with Weald Dyke. The existing bungalow is notable for its very low ridge height, being similar to others that adjoin to the east and southeast. To the south, backing onto the site, are two houses accessed from Weald Dyke.

The plot has an area of 0.038 hectare (20m in depth and 23 metres in width) and is splayed on the north western corner at the road junction.

This application is a re-submission following the refusal of a previous application ADC/0406/06 for two three-storey detached houses on the site. The application was refused on the grounds that:-

> *"The proposed houses, by reason of their scale, height and proximity to the neighbouring dwellings and to the highway boundary, would appear excessively cramped on the site and visually incongruous with the neighbouring low-profile bungalow, thereby resulting in detriment to the streetscene and residential environment. The development would consequently conflict with the relevant policies of the Adur District Local Plan (AG1, AH2) and the West Sussex Structure Plan (LOC1, DEV1)."*

The present proposal is to demolish the existing bungalow and erect a pair of semi-detached chalet-style houses. The building would sit further forward, on the same building line as the neighbouring bungalows to the east, with a width of 15.7 metres and depth of 8 metres. The rear elevation would be on a similar building line to current. The overall height of the building would be 8.6 metres (from the lower front roadside) to the ridge of the part-hipped roof with the eaves line commencing at mid first-floor level. The western section will be indented around the splay and lower in height (at 7.3 metres from the lower front roadside). To avoid overlooking, the rear first-floor windows are shown set at high level into the roof plane. Two balconies on the front elevation will serve the first floor kitchen/lounge space. The existing garage fronting Weald Dyke is to be demolished and replaced by two parking spaces whilst the front doors to the properties are on the front (north) elevation.

A comprehensive Design and Access statement has been submitted that details the design philosophy and the measures taken to address the reasons for the previous planning refusal. A Flood Risk Assessment is also enclosed and the scheme accords with its recommendation for the floor height to be 5.3 metres above Ordnance Datum.

Consultations and Representations

County Transport Planning Services: No objection subject to standard access conditions and a section 106 Obligation requiring payment of £2,800 to sustainable transport improvements in the area. Refer to previous comments that this is an accessible location where it is appropriate to relax the normal parking requirement from 2 car spaces to one car space per house. The widening of the crossover will necessitate the relocation of a street light.

Environment Agency: An e-mail indicates that a 5.0 metre AODM floor level as proposed by the applicant is acceptable in this instance, subject to floodproofing of the structure up to 5.3mAODN.

Third Parties: 5 letters have been received of which 3 object.
The residents of No's 5 & 6 Weald Dyke have objected on the grounds that:-

- The proposed dwellings would be overbearing on their properties, blocking light to rear gardens, main bedrooms and lounges, and dominating their outlook. The proposed buildings do not meet the minimum DC standard of 22 metres between rear elevations.
- The proposal is an over-intensive use of the site and would look cramped. They state that Shoreham Beach is being heavily developed, with insufficient amenities to serve the population, and that the large developments to the east already cater for the area's projected housing increase.
- The proposal is not in scale with or sympathetic to its surroundings, especially with the existing dwellings which are detached with low pitched roofs, not attached with high pitches. The building will be wider than the width of their gardens and 1 metre taller than their ridge lines, creating a 'boxed in' effect.
- The raising of the floor level of the building will cause ground floor windows to overlook into their properties.
- The gardens are too small for the size of the new dwellings and do not meet the DC Standard of 11 metres depth or 85 square metres area.
- The previous application was refused on the grounds of being overdevelopment with two 3-bedroom houses and this application is no different. An earlier approval to extend the bungalow has resulted in a larger single-storey unit which was considered a more appropriate type of development.
- The number of parking spaces (2) proposed falls short of the DC Standard requirement of 4 and will lead to increased street parking.

- The existing garage will be damaged when the attached one is demolished.
- The balconies will obstruct the views of drivers at the junction of Riverside and Weald Dyke creating a hazard.
- The building work will cause considerable noise and dust for a long period of time.
- This proposal sets a precedent for the other bungalows to be redeveloped, causing the area to become very cramped and crowded.
- Their properties will lose value due to loss of privacy and views.

No.18 Benbow Close object on the grounds that this proposal will overshadow the neighbouring bungalow (No.24 Riverside) and block out light to the houses behind (No's 5 and 6 Weald Dyke).

No's 8 Weald Dyke and 3 South Beach have expressed their support for the application on the grounds that this submission is an attractive design of modest size that will enhance an unattractive bungalow and blend into the neighbourhood.

[NB. the residents of No's 5 and 6 Weald Dyke wish to speak at the Committee meeting]

Relevant Planning Policies and Guidance

Adopted West Sussex Structure Plan 2001-2016 (WSCC 2005) (saved policies): LOC1, NE1, ERA1, ERA4, DEV1, DEV4-5
Adopted Adur District Local Plan 1993-2006 (ADC 1996) (saved policies): AG1, AH2, AH5, and Appendix 11 'Supplementary Planning Guidance' comprising: Development Control Standard No.2 'Space around New Dwellings and Flats'
Revised West Sussex Parking Standards and Transport Contributions Methodology (WSCC 2003 and ADC 2004)
PPS1 'Delivering Sustainable Development' (ODPM 2005)
PPS3 'Housing' (DCLG 2006)
PPS25 'Planning and Flood Risk' (ODPM 2006)

Planning Assessment

Policies

The site is located within a residential part of the built-up area of Shoreham and the proposal constitutes redevelopment that in principle accords with both Structure and Local Plan policies. In order to meet the housing requirements of the approved Structure Plan and Local Plan, a significant proportion of new housing development by way of 'unidentified' small infill/redevelopment sites is necessary.

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) 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).

Local Plan policy AH2 relates to new residential development (by way of infilling and redevelopment) and states that new dwellings should be designed so that their appearance, character and scale create a pleasant place in which to live and are in keeping with and enhance the existing local environment with particular attention being paid to architectural form, height, materials, density, layout of buildings and hardsurfaced areas; they do not have an unneighbourly effect due to loss of privacy; daylight/sunlight; outlook or open space, incorporating adequate standards of residential amenity for the new dwellings in terms of amenity space, daylight, outlook and privacy; access and parking provision meets the adopted standards; and they accord with the Council's DC Standard No.2 'Space around New Dwellings and Flats'

Government policy guidance in PPS3 encourages best use of urban land for housing development, particularly affordable housing and a mixture of types to create a balanced community, at higher densities (avoiding developments at less than 30 dwellings per hectare) and without rigid application of parking and amenity space standards. However, it also seeks to improve the quality and attractiveness of residential areas and urges imaginative designs and layouts which make more efficient and sustainable use of land without compromising the quality of the environment. PPS1 states:-

> "Design which is inappropriate in its context, or which fails to take the opportunities available for improving the character and quality of an area and the way it functions, should not be accepted."

PPS3 also states that Councils should "facilitate good design by identifying the distinctive features that define the character of a particular local area..... ...Careful attention to design is particularly important where the chosen local strategy involves intensification of the existing urban fabric... .....successful intensification need not mean high rise development or low quality accommodation with inappropriate space.....The density of existing development should not dictate that of new housing by stifling change or requiring a replication of existing style of 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."

Visual amenity- density, character and appearance

The built form of Shoreham Beach and in particular the area surrounding No.25 Riverside has a wide variety comprising a mixture of low profile bungalows, two and three storey houses, and taller blocks of flats. The quadrant into which this building would sit features four low bungalows to the east and southeast and two taller houses with shallow pitched roofs at No's 5 & 6 Weald Dyke to the south. The block has an overall density of 41dph which is average within a wider area that features houses on larger plots at a density of about 20dph to the west and denser terraced housing at 52dph to the south and east. The proposed pair of semi-detached houses will raise the density of the immediate area to 47dph which is not excessive in relation to the area and demands of PPS3.

The applicant has attempted to address the scale and bulk of the building that resulted in the previous refusal. However, the proposed building is still noticeably higher than the existing bungalow due, in part, to the Environment Agency's requirement for a 5.3 metre floor height above AODN. The building is now 8.6 metres in height (measured from the lower front ground level) with a low eaves line creating the appearance of a chalet house. The main bulk of the building is 12.5 metres in width with a smaller west side wing attached to take into account the splayed corner. This element will be 7.3 metres in height with west facing ground and first floor windows.

From the street, the building would add interest to a prominent corner plot that currently lacks definition. The stepped elevations, front gables and part hipped roofs above a low eaves line create a building that is more sympathetic to its surroundings than the previous design and should enhance the streetscene. Front balconies are included to take advantage of the views across the river towards Shoreham town centre. The rear elevation has no windows at first floor level to avoid overlooking but there would be a large number of high level roof lights to serve the open-plan first floor lounges, kitchens and stairwells. Two solar panels are included as an energy saving measure. This does not create an attractive appearance but, being at the rear, is not considered to be visually unacceptable.

The gardens of each house are 67 and 73 square metres in area. Although this is less than the 85 square metres as recommended by the Council's DC standard for three bedroom houses, it is comparable to the smaller rear gardens of the surrounding dwellings and is thus considered acceptable. A west side enclosed patio is included off the west wing that adds further amenity space to the western house.

Residential amenity – effect on existing dwellings

The main concern is the impact on the amenities of the houses at No's 5 & 6 Weald Dyke to the rear (south). Due to the small size of the plot, the rear elevation is shown only 16 metres from that of No.6 Weald Dyke, which is considerably less than the recommended 22 metres as prescribed by the Council's DC standard for new dwellings. However, this distance is "governed

mainly by the distance required to give adequate privacy between facing principal windows" (para 2.9). As the rear elevation does not have any first floor windows (only rooflights), there would be no overlooking, thus allowing for the relaxation of the 22 metre rule. The rear rooflights are at sufficient height (1.9 metres) above floor level to prevent views south into the houses. It is therefore not considered that the 16 metre distance between the rear elevations would result in unacceptable loss of privacy.

The distance to No.5 Weald Dyke is less at 12.7 metres; however the bulk of the proposed building is offset to the east thus not significantly restricting light or over-dominating outlook from this dwelling. The main outlook will be towards the western flank of the smaller western wing only.

Of greater concern is the height of the building and its impact on the outlook from the recessed ground floor windows of No.6 Weald Dyke. Current outlook is towards and above a low bungalow with an eaves marginally greater in height than the boundary fencing due to the difference in ground levels. As submitted, the new structure was shown 4.7 metres higher and, despite a very low eaves line, would have given the impression of overdominating this outlook. From the street, the ridge line would have been 1 metre higher than that of 5 & 6 Weald Dyke further adding to the appearance of bulk. However, following discussions with the applicant, amended plans have now been received that reduce the ridge line by 0.3 metres and drop the whole building by a further 0.4 metres with the approval of the Environment Agency. The eaves line is now significantly lower (1.3 metres) than that of 5 & 6 Weald Dyke whilst the ridge is lower than before (7.9m as opposed to 8.6m) and the shallower pitch gives the appearance that the building is more in keeping in scale and design with its surroundings. Thus the revised building is considered to pose less of an overbearing effect on No.6 Weald Dyke.

Whilst it is acknowledged that the open rear outlook of No.6 Weald Dyke would be somewhat impaired by this building, the existing rear extension and conservatory that extends to their boundary will be removed, reducing the existing cramped feel of their rear garden. The ground level of Weald Dyke is notably higher than that of Riverside (by approximately 1.4 metres) such that the 7.9 metre ridge height will in effect be lower when measured from the ground level at the rear. It is also noted that the main lounge area of No.6 Weald Dyke is also served by a south facing window that provides an additional outlook and light source other than towards the proposed dwellings.

To the east the neighbouring low bungalow will not be unacceptably impacted upon as a 1 metre boundary separation is afforded whilst the rear building line is maintained and will offer no loss of light. The rear first floor windows have no windows thus affording no privacy issues whilst the east facing window overlooks the neighbouring bungalow's roof only.

Access and parking

The site is located in a relatively easily-accessible location, within walking distance of not only the Ferry Road shops but also the town centre. Although

there are on-street parking restrictions (with parking not permitted in the road at the front between 8am-6pm and in Weald Dyke not permitted between 1 April and 30 Sept between 8am-6pm on Saturdays, Sundays and public holidays), the site is in a location where WSCC advise that it is appropriate to relax normal parking standards in accordance with PPS3/PPG13 advice. They consider that the proposed provision of one parking space per house is acceptable. Policies DEV4 of the Structure Plan and AH2 of the Local Plan require safe and adequate access for development and, on balance, given the general need to make optimum use of land within the built-up area, it is considered that the proposal would not conflict materially with these policies.

Under the adopted Revised West Sussex Parking Standards and Transport Contributions Methodology, a section 106 Obligation is needed in which the owner undertakes to pay a contribution (calculated under the adopted formula) towards the improvement of 'sustainable' transport facilities in the area, to discourage car usage and mitigate the effects of the proposal. The calculated figure is £2,800.

Flood risk

The plans have been prepared in accordance with the advice of the Environment Agency that the floor level be set at 5.3 metres AODN (i.e. 1.07 metres above the floor level of the existing bungalow). This has subsequently been relaxed with the approval of the Environment Agency to 5m AODN to enable the drop in building height.

Recommendation REFUSED 5-6

A. Subject to the completion of a satisfactory Section 106 Obligation undertaking to pay £2,800 to sustainable transport improvements in the area by 14 February 2008, APPROVE for reason that :-

The proposed development is within the built-up area and would help to meet the need for additional housing without detracting from the local environment. It can take place without resulting in unacceptable detriment to the amenities of nearby properties and without detraction form highway safety. It would subsequently not conflict with the relevant policies of the Adur District Local Plan (AG1, AH2,) and the West Sussex Structure Plan (LOC1, DEV1, DEV4-5, ERA1, NE1-2)

Subject to:-

1. C1Ci (Standard time limit)
2. C7Ci (Details of walls and fencing to be approved and implemented)
3. C8Biv (Parking spaces to be constructed and retained)
4. C9Ai (Pavement crossing details)
5. C9N (Temporary provision for contractors' vehicles, materials etc on the site)
6. C9S (Temporary wheel cleaning facility during construction work)

7. C11A3 (Hard and soft landscaping)
8. C12Ai (External materials for walls and roof of building to be approved)
9. C14Aii (Permission relates to amended plans received on 22 January 2008)
10. C14H (Existing building to be demolished prior to development)
11. C18B (Removal of PD rights fro extensions or curtilage buildings)
12. C18Ei (No additional windows to be formed in the side or rear walls of the building without planning permission) (amended)
13. C18N (Details of drainage to be approved and implemented)

B. In the event that a satisfactory section 106 Obligation is not completed by 14 February 2008 (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 the grounds that it does not comply with Structure Plan policies DEV3-5 and the Revised West Sussex Parking Standards and Transport Methodology requiring improvements to sustainable transport in the area.

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