Development Management – Delegated Officer Report

Application Number: AWDM/0002/23 Recommendation: APPROVE

Site: Healthlink House, Southwick Street Southwick

Proposal: Erection of 2 no. 2 bed dwellings following demolition of existing offices, in the alternative to permission ref NOTICE/0021/22 for change of use from commercial, business and service (use class E) to form 1 no 4 bedroom residential unit (use class C3)

Date of Site Visit: visited when considering NOTICE/0021/22

Neighbours Checked: Y

Additional neighbour notification: N

Proposal, Site and Surroundings

The application site is a single storey flat roof prefabricated building which is currently vacant. It has most recently been occupied by Rubix (use class E) The site is within a residential area adjacent to Southwick Square it has shared access from Southwick Street, it is within the Conservation Area. It is close to Manor House and Manor Cottage, both Grade II listed buildings. Michaelmas House to the south east of the site a dwelling house has vehicular access across the site. It is within the ownership of the applicant but does not form part of this site.

Glebe close to the east and north is a mix of two storey houses and bungalows. Those immediately adjoining the site are bungalows, some with roof extensions.

There is also another prefabricated flat roof building accessed via the courtyard area Sherwood House this is subject to another planning application submitted in conjunction with this one also for residential development AWDM/0001/23.

Consent was refused under AWDM/1350/19 for the demolition of the two buildings and construction of 5 no. 2 bed houses with associated car parking. A terrace of three houses on the east side and a pair of semis on the south side. This application was refused for 5 reasons relating to loss of employment, impact upon grade II listed buildings, Impact upon the character of the Conservation Area, impact upon residential amenities of the adjacent occupiers and future occupiers of the proposed development.

Following this refusal a further application was made AWDM/0783/20 for a reduced scheme, the construction of 3 no. mews houses and one detached cottage with

associated car parking. This was also refused for the following reasons: - loss of employment, harm to adjacent residents and future residents and cramped development which would impact upon the Conservation Area. This application was also dismissed at appeal for the following reasons: - harm to the character and appearance of the Conservation Area and Listed Buildings, loss of employment, harm to the living conditions of the existing occupiers and future occupiers.

Following this appeal decision two applications for Prior Approval were submitted for Sherwood House and Healthlink House. NOTICE/0020/22 and NOTICE/0021/22. The application for Healthlink House was for prior approval for change of use of the building to form 1 no. 4 bedroom residential property. No external changes were proposed to the building. The internal space was to be divided into an open plan kitchen, dining lounge space. 4 bedrooms, one with ensuite a bathroom, utility and entrance hall. There was amenity space provided to the rear and frontage of the building with parking provision, bin and bike storage.

The application for Sherwood House was for prior approval for a change of use to form a 1 no. 2 bedroom residential unit.

It was concluded for both applications that prior approval was required and approved subject to conditions.

The current application at Healthlink House is for a two, two bedroom dwellings to replace the existing building on site. Two gable roof buildings are proposed of traditional design and materials with metal windows, flint and brick quoin, clay tiles and conservation rooflights. Two bedrooms are on the first floor with open plan living at ground floor. Some amendments have been made from the original submission in line with advice from officers. Some design and fenestration detail changes including reduction in rooflights, railings to the juliet balcony and internal changes to comply with the comments from Private Sector Housing.

The buildings have also been moved back into the site. The original plans showed the footprint of the new buildings set forward quite significantly. Due to the context of the courtyard area and the location of the existing buildings this was considered to be unnecessary impacting on the open nature of the frontage this combined with the parking, bin and cycle storage eroded the open nature of the frontage. The amended plans show the building set back by 2 metres, although still projecting forward. This was considered an acceptable compromise in relation to the rear amenity space and impact upon the dwellings in Glebe Close.

Consultations:

West Sussex County Council: The Highways Authority: -

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 111), and that there are no transport grounds to resist the proposal. If the LPA are minded to approve the application, the following conditions should be applied:

Car parking space (details approved)
No part of the development shall be first occupied until the car parking has been constructed in accordance with the approved site plan. These spaces shall thereafter be retained at all times for their designated purpose. Reason: To provide car-parking space for the use.

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.

Adur and Worthing Councils:

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. In this case, although the plans are a considerable improvement on the works permitted under NOTICE/0021/22, each property is deficient in terms of size measuring only 75sq.m as opposed to the 79 sq.m required by the Technical National space standards. In addition, the only access to the bedrooms is through an open plan ground floor arrangement and so they are inner rooms 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 2 order to avoid the need for any formal intervention or the requirement of retrospective works.

Environmental Health: - Please could the following conditions be added: -

1. 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.

2. No development shall take place, including any works of demolition, until a Construction Management Plan has been submitted to and approved in writing by the Local Planning Authority. Thereafter the approved Plan shall be implemented and adhered to throughout the entire construction period. The Plan shall provide 2 details as appropriate but not necessarily be restricted to the following matters:- the anticipated number, frequency and types of vehicles used during construction - HGV construction traffic routings shall be designed to minimise journey distance through the AQMA's. the method of access and routing of vehicles during construction, the parking of vehicles by site operatives and visitors, the loading and unloading of plant, materials and waste, the storage of plant and materials used in construction of the development, the erection and maintenance of security hoarding, a commitment to no burning on site, the provision of wheel washing facilities and other works required to mitigate the impact of construction upon the public highway (including the provision of temporary Traffic Regulation Orders), details of public engagement both prior to and during construction works, methods to control dust from the site.

Southern Water

- The 150 mm and 225 mm diameter foul sewers require a clearance of 3 metres on either side of the gravity sewer to protect it from construction works and to allow for future maintenance access. - No development or tree planting should be carried out within 3 metres of the external edge of the public foul sewers without consent from Southern Water. - No soakaways, swales, ponds, watercourses or any other surface water retaining or conveying features should be located within 5 metres of a public or adoptable gravity sewers. - All existing infrastructure should be protected during the course of construction works. Please refer to:

southernwater.co.uk/media/3011/stand-off-distances.pdf It is possible that a sewer now deemed to be public could be crossing the development site. Therefore, should any sewer be found during construction works, an investigation of the sewer will be required to ascertain its ownership before any further works commence on site. Planning Services Adur and Worthing Councils Portland House Richmond Road Worthing West Sussex BN11 1LF Your ref AWDM/0001/23 Our ref DSA000019410 Date 24/01/2023 Contact Tel 0330 303 0119 Southern Water, Southern House, Yeoman Road, Worthing, West Sussex, BN13 3NX southernwater.co.uk Southern Water Services Ltd, Registered Office: Southern House, Yeoman Road, Worthing, West Sussex, BN13 3NX Registered in England No. 2366670 Southern Water requires a formal application for a connection to the public foul sewer to be made by the applicant or developer.

Technical Services: - We have the following comments on flood risk and surface water drainage. Flood risk- The application is within flood zone 1, the site is shown as being at low risk from surface water flooding. We therefore have no objections to the proposals from a flood risk perspective.

Surface water - the application form submitted indicates that surface water will be disposed of via sustainable drainage system, this is acceptable in principle. Surface water must not be discharged to the foul sewer. The driveway should be formed from a permeable surface. If you are minded to approve this application please apply the following condition to ensure it is adequately drained and does not increase flood risk elsewhere:

“Development shall not commence, other than works of site survey and investigation, until full details of the proposed surface water drainage scheme have been submitted to and approved in writing by the Local Planning Authority. The design should follow the hierarchy of preference for different types of surface water drainage disposal systems as set out in Approved Document H of the Building Regulations, and the recommendations of the SuDS Manual produced by CIRIA. Winter groundwater monitoring to establish highest annual ground water levels and winter infiltration testing to BRE DG365, or similar approved, will be required to support the design of any Infiltration drainage. No building / No part of the extended building shall be occupied until the complete surface water drainage system serving the property has been implemented in accordance with the agreed details and the details so agreed shall be maintained in good working order in perpetuity.”

and the accompanying informative:

“Infiltration rates for soakage structures are to be based on percolation tests undertaken in the winter period and at the location and depth of the proposed structures. The percolation tests must be carried out in accordance with BRE DG365, CIRIA R156 or a similar approved method and cater for the 1 in 10 year storm between the invert of the entry pipe to the soakaway, and the base of the structure. It must also have provision to ensure that there is capacity in the system to contain below ground level the 1 in 100 year event plus 40% on stored volumes, as an allowance for climate change. Adequate freeboard must be provided between the base of the soakaway structure and the highest recorded annual groundwater level identified in that location. Any SuDS or soakaway design must include adequate groundwater monitoring data to determine the highest winter groundwater table in support of the design. The applicant is advised to discuss the extent of groundwater monitoring with the Council's Engineers. Further detail regarding our requirements are 2 available on the following webpage

https://www.adurworthing.gov.uk/planning/applications/submit-fees-forms. A surface water drainage checklist is available on this webpage. This clearly sets out our requirements for avoiding pre-commencement conditions, or to discharge conditions"

Conservation Architect:-

Discussions with regards to making improvements to the design and use of materials. Recommendation to set back Healthlink House building improve the courtyard character.

I think there is scope for bringing the pair of buildings slightly forward into the courtyard area without harming the setting of Manor Cottage.
The 'barn' styled building does have quite a high roof due to the pitch. This is not out of character in the area but is obviously a greater height than the existing building. A drawing showing the outline silhouette of the existing buildings overlaid on the proposed would be helpful to judge the impact rather than a section.
The use of slim framed black metal windows could work well with the rooflights using Conservation rooflights from the Rooflight Company rather than the Velux products. Clay bonnet hip tiles to match the roof tiles need to be specified.
The courtyard plans show bike and bin stores in quite prominent locations. We need to be sure that these will not spoil the settings created in the courtyard and alternative positions need exploring.
Surface treatments are also important, and we should be avoiding blacktop and white lining for a more sympathetic palette of materials.

Tree and Landscape Officer: - I consider it very unlikely that any roots will have gone past the tall brick wall or the adjacent hard surface however it would be a good idea to have some contingencies should any roots be found.

Representations

4 letters of support from owner occupier of Michaelmas, 27 Glebe Close, Manor House, 25 Glebe Close

- Concern that if not developed the buildings would become derelict.
- Development in keeping and sympathetic.
- Proposal takes account of living conditions of surrounding occupiers happy to support.
- Concern over Ash tree possible damage to root system. Protection of the walls should also be taken into account.
- Huge improvement on existing building.
- Preserves privacy to neighbours.
- Use of sympathetic materials
- No impact upon listed buildings
- Opportunity to refresh the site.

- The revised plans meet previous concerns
- Concern over mature trees.

1 representation neither supporting or objecting from 15 Croft Avenue

- Improvement to former refused schemes.
- No assessment of Cons Area or listed buildings.
- Single storey dwellings are two storey accommodation.
- Two houses close together with small outside space.
- Appear as converted garages.
- Vehicle turning issues.
- These are similar to others refused at the site.

Relevant Planning Policies

Adur Local Plan 2017 Policies 1, 2, 3, 4, 12, 15, 16, 17, 18, 20, 22, 25, 28, 33, 35 and 36 including 'Development Management Standard No. 1 Space Around New dwellings.
National Planning Policy Framework (July 2021)
WSCC Guidance on Parking at New Developments (Sept 2020).

Planning Assessment

Principle

The principle of residential development can be supported in this case as the site is located within the development boundary. For consideration here is the impact upon the character and appearance of the locality including the adjacent listed buildings and the Conservation Area. Impact upon the residential amenities of the occupiers of the adjacent dwellings and future occupiers and highway and parking issues.

Impact upon the character and appearance of the Conservation Area and surrounding Listed Building

The Healthlink House building is currently visible and prominent when entering the site and within the context of the courtyard area. It is visible within the setting of the adjacent listed buildings and the Conservation Area. As amended it is considered that the buildings represent a sympathetically designed, traditional style development with the use of high quality materials as shown on the submitted plans. The buildings are higher than the existing flat roof building however they are simple in form and the additional height would not be oppressive within the site. The benefit of the removal of the existing building outweighs any potential harm due to the increased height. The buildings will preserve the Conservation Area and work to not harm or have any adverse impact upon the adjacent listed buildings. The development at Healthlink House and Sherwood House complement each other and are connected through

design and materials yet offer unique development and add interest. The overall appearance and character of the courtyard will be enhanced to create a residential courtyard which in terms of its use complements the existing locality whilst taking the opportunity to provide housing.

It is noted that the two buildings project forward, yet the overall footprint is reduced from that existing. The garden depths have been reduced by 2 metres and the buildings are therefore closer to the dwellings to the rear. It was considered that this siting was acceptable on balance taking into account all planning considerations.

The submitted courtyard details show the use of block paving, planting and low level boundary treatment to allow this area to remain open to enhance this shared space. These details will be conditioned.

The Conservation Architect supports the proposed development.

Residential amenity existing and future occupiers

The increased height of the building will not give rise to any loss of light or overbearing impact to the adjacent occupiers which would warrant a refusal in this case. There is spacing to Michaelmas to the south and 27 and 25 Glebe Close to the east are not directly to the rear. Due to the single storey nature of the buildings with rooms in roof, overlooking is limited, there are no first floor windows to the rear and only roof lights to the side. No loss of privacy will occur.

The internal space provided in the new dwellings is 75 square metres each, space standards require 79 square metres. On balance this deficit is acceptable. Space is provided over two floors with outlook, light and amenity and the balance of providing amenity space, internal space, parking, bin and cycle storage, protecting neighbouring amenity whilst limiting the scale of the buildings has been struck appropriately here.

The garden depths have been reduced to 9 metres however they provide 88 metres squared in amenity space which meets the required garden space standard. This is considered acceptable. It should also be noted that the fall back to the conversion of the existing building would give rise to significantly less amenity space provision. These two dwellings are a preferable solution benefitting future occupiers and replacing the redundant poorly constructed building and replacing with new buildings which conforms to higher building standards and regulations providing more sustainable development.

Parking and Highway Safety

The Highways Authority supports the proposals with the access and parking acceptable in terms of highway safety. These matters will be conditioned.

Trees

A representation has been received from the owner/occupier of 27 the Glebe to the rear of the site with concern that the roots of a mature tree may be affected by the proposed development. The Tree and Landscape Officer has been consulted and considers that it is unlikely that roots would have gone past the tall brick boundary wall. However roots should be protected should they be found. The applicant's agent has been advised of this requirement and a condition is attached.

Conclusion

It is considered that the proposal as amended overcomes the issues which were identified in the Inspector's Decision. The proposal will preserve the character and appearance of the Conservation Area and setting of the Grade II Listed buildings. The design, scale and use of materials are appropriate. It will not result in an unacceptable loss of employment due to the former Prior Approval decision which has allowed for the conversion of this building to residential. It is therefore considered that this use could be removed by the fall back in this case should this application be refused. This therefore is a material consideration. The impact upon adjacent residents and the future occupiers of the site are acceptable here, the scheme as reduced gives rise to no significant harm. On balance taking into account all of the above the proposal can be supported.

Recommendation

APPROVE

Subject to Conditions:-

1. Approved Plans
2. Standard 3 year time limit
3. The external materials and finishes of the development hereby permitted shall, prior to commencement of use of the floorspace thereby created, be completed in accordance with the details shown on the approved plans to include black metal windows, clay roof tiles, bonnet hip tiles, flint and brick quoin, conservation roof lights and green oak porch. The courtyard detailing shall be in accordance with the approved plans to include block paving, planting, parking and storage unless otherwise approved in writing by the Local Planning Authority.

{\b Reason}: {\i In the interests of visual amenity and to preserve the character and apperance of the Conservation Area and the setting of the adjacent Listed Buildings and to comply with policy 15, 16 and 17 of the Adur Local Plan.}

4. No means of enclosure shall be erected to the front of the dwelling or within the courtyard area, without prior written consent form the Local Planning Authority.

Reason: - To preserve the character and appearance of the Conservation Area and setting of the Grade II listed buildings and to accord with policies 15, 16 and 17 of the Adur Local Plan.

5. Notwithstanding the provisions of the Town and Country Planning General Permitted Development Order 2015 as amended (or any order revoking and re-enacting that Order with or without modification), the proposed dwellings shall not be extended or externally altered in anyway [or any incidental building over 5 cubic metres in volume erected within its curtilage].

Reason: - To preserve and enhance the character and appearance of the Conservation Area and the setting of the Listed Buildings and to accord with Policies 15, 16 and 17 of the Adur Local Plan.

6. The buildings hereby approved shall not be occupied until the access and parking has been provided in accordance with the approved plans. Such provision shall remain in place at all times unless otherwise approved in writing by the Local Planning Authority.

Reason: - In the interests of highway safety.

7.The secure, covered cycle parking and refuse storage as shown on the plans shall be provided prior to commencement of use of the dwelling hereby approved and shall thereafter be retained permanently solely for such purposes.

{\b Reason}: {\i To encourage and provide for a sustainable non-car mode of transport in compliance with the National Planning Policy Framework and policies 15 and 28 of the Adur Local Plan].}

8. No development shall take place, including any works of demolition, until a Construction Method Statement has been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved Method Statement and shall be adhered to throughout the construction period. The Statement shall provide for:-

(i) the parking of vehicles of site operatives and visitors;
(ii) loading and unloading of plant and materials;
(iii) storage of plant and materials used in constructing the development;

(iv) the erection and maintenance of security hoarding;
(v) wheel-washing facilities;
(vi) measures to control the emission of dust and dirt during construction;
and
(vii) a scheme for recycling/disposing of waste resulting from demolition and construction works.

{\b Reason}: {\i In the interests of highway safety and amenity.}

9. No work for the implementation of the development hereby permitted shall be undertaken on the site on Sundays or on Public Holidays. On all other days such work shall only be undertaken between the hours of 8am and 6pm except for Saturday which shall only be between the hours of 9am and 1pm.

{\b Reason}: {\i To safeguard the amenities of the occupiers of neighbouring properties having regard to policies 15 and 34 of the Adur Local Plan.}

10. Root protection to the rear boundary of the site.

11. Surface Water drainage

Is recommendation contrary to letter(s) of representation Y

1. Proactive with amendments
2. Southern Water
3. All Planning Applications for both domestic and non-domestic premises that have been granted approval for new development or conversions will require a new, or amended property address for the proposed development. Developers will be required to submit a Street Naming and numbering Application to the Street Naming and Numbering Department upon commencement of works to enable the new development to be officially addressed in compliance with the British Standard of Addressing; known as BS7666. Developers are invited to complete their Street
   Ref: AWDM/0055/23 Naming and Numbering Application via the following link to the councils' website: www.adur-worthing.gov.uk/naming-and-numbering Information and guidance regarding the Fees for the service provided are also available at this location. Alternatively, please do not hesitate to contact the Street Naming and Numbering Department via the following methods should you have any queries; Street Naming and Numbering, Adur & Worthing Councils, Portland House, 44 Richmond Road, Worthing BN11 1HS. 01903 221479
4. The developer is advised to contact the Environmental Health section of Adur & Worthing Councils for a Demolition Notice prior to any demolition work.
5. Infiltration

6. Vehicular access.

Case Officer: Hannah Barker Date: 18th May 2023

Authorised by: Gary Peck Date: 19 May 2023