Application Number: ADC/0423/07 **Recommendation – APPROVE**

Site: **Land between No's 74 and 76 Shadwells Road, Lancing**

Proposal: **6 affordable rented two-storey houses (2 two-bedroom houses and 4 three-bedroom houses)**

The Application

The site is an area of grassed space (0.1 hectare) on the east side of Shadwells Road, backing onto open countryside. The immediate locality comprises predominantly of terraced houses (of brick and tile construction) built in the 1970s. There are also some blocks of flats. Adjacent to the northern and southern boundaries of the site are end of terrace houses (No.76 to the north and No.74 to the south). On the opposite side of the road (west) is a terrace of 3 houses (No's 83-87).

The site is Council-owned land and permission is sought by Southern Housing Group to erect 6 semi-detached flat-roofed houses, all of which are to be affordable social rent (to be let to persons in housing need on the Council's Housing Register).

The proposed houses are of identical design except that the three-bedroom houses would have a first-floor addition to the side, above the entrance lobby and W.C. They are of a modern, contemporary design with flat roofs, the main part of each house is 3.9 metres wide and 11 metres deep. The side 'additions' to the main houses are 2.4 metres wide, 3.7 metres deep and are set back from the front elevation by 2.2 metres. The houses are 6 metres high to the top of their parapet walls.

The buildings are proposed to be constructed using sustainable building methods, reducing energy consumption, pollution, waste and increasing health and well-being. More information is provided in the agent's 'Design and Access Statement' and also in a subsequent letter and sectional drawing dated 13 August 2007.

Parking and private amenity space is provided for each dwelling, 2 car spaces for the three-bedroom houses and one car space for each of the two bedroom dwellings. Cycle parking is also provided.

Consultations and Representations

County Transport Planning Services: No objection subject to a section 106 Obligation (requiring a sustainable transport contribution of £8,125) and appropriate conditions, commenting that the accesses and parking details are acceptable except that the hardstandings for plots 2 and 3 should be reduced in width and the crossover widths no greater than as is actually required. The relocation of a street lighting column should be agreed direct with WSCC.

W/D Subject to Condition C18N

Environment Agency: To be reported. Objected to the application as submitted as it did not include a Flood Risk Assessment. This has since been submitted and the EA's comments are awaited.

Director of Services: The Head of Housing Need states that this development is absolutely essential from the affordable housing point of view, being a development of 6 affordable rented properties by a housing association partner (Southern Housing Group) on land currently owned by this Council. The disposal of land for such a purpose has been agreed by the Housing and Central Services Committee and has had to be brought forward because of the abandonment of the scheme at Prince Charles Close. The Environmental Health section have no objection.

Southern Water Services: No comment.

Langley Parish Council : No objection

Third Parties: - 9 letters/e-mail of objection have been received from residents at No's 68, 70, 76, 78, 84, 91(2) and 8 Houghton Court, Shadwells Road and No.105 Hayley Road, objecting on the following grounds: -

- The 'eco-friendly' designed houses would "clash horribly" with the surrounding 1970s style development.
- Loss of play space for younger children to play safely and supervised. It has been used as a play area since 1978 and its loss would force children to play indoors or on the road; children should not be denied the opportunity to play outside near their homes.
- Parking which is already a problem will increase. Highway safety issues, this site is on a busy bus route, increased vehicles could result in loss of bus route if too congested. Concern that existing private car parks would be used to accommodate the increased need for parking.
- Problems with drainage, more surface run-off; account must be taken of existing drains and the relocation of the communications box currently on the land.
- This development will set a precedent for further development, possibly at the children's playground further along Shadwells Road.
- Impact to child safety as more children are using the Shadwells Road playground with the BMX area being installed, attracting unsupervised children to the area with increased traffic.
- Noise and disturbance as children would play in the road and around houses instead of in the play area.
- Overdevelopment.
- Area is at risk of flooding.
- Loss of light to neighbouring property
- Erection of fencing will involve encroaching onto access path.
- Noise pollution during construction and highway hazards during building works.
- The building of these houses will have the biggest negative impact on the neighbouring properties since they were built.

- Development too close to Shoreham Airport, with increased noise and air pollution levels.
- Access to gardens of adjacent properties (No's 76-84) would be restricted to a path of less than one metre.

[NB. the residents of No's 76, 78 and 84 Shadwells Road wish to speak at the Committee meeting]

Relevant Planning Policies and Guidance

Adopted West Sussex Structure Plans 2001-2016 (WSCC 2005): LOC1, NE1-3, ERA1, CH1, DEV1, DEV3-5.
Adopted Adur District Local Plan 1993-2006 (ADC 1996): AG1, AG3, AB22, AH1-3, AH5, AT12 and Appendix II 'Supplementary Planning Guidance' comprising Development Control Standard No. 2 "Space Around New Dwellings and Flats."
Adur Development Plan – Submission Core Strategy 2006-26 (ADC 2007): R1, H1-3, T3-4, ENV4-5, ENV10
Revised West Sussex Parking Standards and Transport Contributions Methodology (WSCC 2003 and ADC 2004)
The Provision of Service Infrastructure Related to New Development in West Sussex – Part 1 (WSCC 1999)
'Interim Supplementary Planning Guidance for Affordable Housing' (ADC 2004)
PPS1 'Delivering Sustainable Development' (ODPM 2005)
PPS3 'Housing' (DCLG 2006)
PPG13 'Transport' (DTLR 2001)
PPS25 'Development and Flood Risk' (DCLG 2006)

Planning Assessment

Policies

The site lies within the built up area of Lancing but is not identified for any particular use or development. Unlike the larger open space in Shadwells Road, 80m to the south, it is not identified in the Local Plan as a public open space to be retained for such purposes.

In principle, the proposed development for residential purposes accords with both Structure and Local Plan policies. In order to meet the housing requirements of the Structure Plan, it is necessary that a significant proportion of new residential development takes place by way of 'unidentified' small infill sites such as this.

The above policies encourage redevelopment and infilling to help meet the demand for dwellinghouses suitable for small families, single persons, the elderly, including affordable housing, and to make best use of urban land. This is encompassed in Structure Plan policy LOC1 but it is on the proviso that 'the impact on the character of the area and the environment, resources and assets of the County is acceptable" (para a) and also in allocating sites in Local Plans, that account should be taken of 'the need to protect and enhance

the qualities and characteristics of settlements which local communities value" (para d)

Policy DEV1, entitled high quality development, states that development should not be permitted unless the construction, layout, scale, appearance and landscaping are of high quality taking into account the need to, amongst other things, integrate with and where possible enhance adjoining land uses and minimise conflicts between land uses and activities; have regard to context including site characteristics, townscape/streetscape views into and out of the site and building styles/materials; give high priority to pedestrians and reduce dominance of cars; create a high quality socially-inclusive adaptable environment; protect and enhance biodiversity; ensure energy efficiency; and meet the needs of service providers.

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 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 relevant Local Plan policy AH2, related to housing development by way of infilling and redevelopment, expects development to be designed so that its appearance, character and scale create a pleasant place in which to live, is in keeping with and enhances the existing local environment with particular attention to the architectural form, height, materials, density and layout; respect for the natural features of the site, including trees, no unneighbourly effect on existing dwellings by loss of privacy, light, outlook or open amenity space; adequate access and parking arrangements (as required by AT12) and accordance with adopted standards (in this case the Council's DC Standard No. 2 'Space Around New Dwellings and Flats' 1996.)

Government policy guidance in PPS3 encourages best use of urban land for housing development, particularly affordable housing, 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 use of land without compromising the quality of the environment.

PPS3 advises on the importance of securing affordable housing provision. Policies AH3 of the Local Plan, H2 of the Adur Development Plan Submission Core Strategy and NE3 of the Structure Plan relate to the provision of a sufficient proportion of affordable housing on residential development sites over a certain size. The Adur District Council Interim Supplementary Planning Guidance for Affordable Housing published in September 2004 states that 'an

appropriate proportion, of the order of 30% of social and/or low cost housing on all suitable sites should be sought'.

Principle of Development

Local residents have expressed concern over the loss of the site for development on grounds that it is currently enjoyed by children within the local area for recreational purposes. However, as stated above, this particular site is not identified in the Local Plan for public open space and therefore is not protected as such. There is a formal public leisure and recreation area located nearby, only 80 metres to the south, identified to remain for such purposes under policy AR4, which is currently being provided with new play facilities.

Policy AB22 of the Local Plan states that "The development of open spaces within the built-up area will not be permitted if they are important to the character of the neighbourhood, or for amenity or recreation purposes". It is not considered that the open space in question is of such importance.

Need for Affordable Housing

The priority to be given to securing the provision of more affordable housing is emphasised by central Government in PPS3 'Housing'. The Adur Housing Needs Survey has identified the high degree of need and this is reflected in planning policies for housing provision. The Adur Housing Needs Survey update states that Adur needs 394 affordable homes per annum whereas an average of only about 40 have been achieved in recent years. There are 1,149 households on the Council's Housing Register of which 692 are families with children and 120 are in temporary accommodation.

The Southern Housing Group had been successful in a bid to the Housing Corporation for Social Housing Grant to erect 6 dwellings for rent at Prince Charles Close, Southwick, and this was approved by the Housing and Central Services Committee on 13 June 2006 subject to planning permission being granted and also the results of an electro-magnetic radiation survey due to power lines being in close proximity to the site. The results of the survey were inconclusive but, owing to the uncertain potential risk, it was decided to adopt a precautionary approach and not pursue the development of that site in Southwick.

On account of the likelihood of the funding being lost to this Council's area, a suitable substitute scheme was required which could be completed prior to March 2008. As a result, the principle of the development of this site at Shadwells Road site for rented affordable housing (which is the subject of this current planning application) was agreed by the Council's Housing and Central Services Committee on 3 October 2006. This site had already been identified for potential development in the Council's Urban Housing potential Study.

Residential amenity

There are end of terrace houses to the north and south of the site, No.74 to the south and No.76 to the north. The northern side elevation of No.74, which faces onto the site, is blank and no windows are proposed except at groundfloor level on the southern side of the proposed house at the south end of the site. The minimum distance between the house at No.74 and this proposed nearest house would be 5 metres. The proposed house is to be set forward, closer to the highway, than No.74 by a maximum of 3 metres but No.74 is not parallel to the proposed house or to the highway. The rear of the proposed house would be in line with the rear of No.74. It is considered that the positioning of the proposed house in relation to the existing house would have a minimal effect on daylighting and outlook.

No. 76 has a small secondary window on its southern side elevation which would face the side of the proposed northernmost house. No windows are proposed on the northern side elevation of the proposed house at first floor level. A minimum distance of 4.5 metres is shown between these houses with the new dwelling set back further to the rear than No.76 by a maximum of 3.5m and the distance between the houses increases to 6 metres rearwards. It is considered that the effect on light to and outlook from the existing property would not warrant refusal.

In terms of the amenities of the occupiers of the proposed dwellings, the internal accommodation has to meet Housing Corporation standards. Externally, the rear gardens range from 55sqm to 130sqm. This compares to the 85sqm minimum standard for semi-detached houses set out in the Council's DC Standard No. 2. However, there is reasonable space around the proposed houses and the outlook to the rear would be onto open countryside. Taking account of the fact that the Council's standard is only 50sqm for a two-bedroom terraced house and 65sqm for a three-bedroom terraced house and that Government advice has been not to apply standards too rigidly, it is considered that refusal is not warranted on this ground.

Access and parking

A vehicular access and hardstanding is to be provided for each individual dwelling, with two off street parking spaces provided for the three-bedroom houses and one parking space for the two-bedroom ones; cycle parking is also provided. The adopted maximum standard would require 2 car spaces for all the houses but the Local Highway Authority considers the proposed provision acceptable in this location and has no objection to the proposed development subject to standard conditions and a TAD payment of £8,125. The site is located within a sustainable location with relatively good public transport links.

Density, character and visual amenity

The density of the development is 55 dwellings per hectare which is slightly lower than the existing houses to the north and south (60dph). It meets PPS3

requirement for new development not to be less than 30dph and the Submission Core Strategy requirement for not less than 35dph and is considered appropriate for the locality.

The proposed buildings are of contemporary design with flat roofs which would contrast with the traditional style and form of the surrounding houses. The flat roofs are stated to be proposed for sustainable design reasons (see below). The proposed houses do respect the scale of the existing houses and their height would be lower than the adjacent ridge-roofed houses. They would not overdominate the surrounding built environment. They are shown set back from the highway by 3 metres with front landscaped gardens and hardstandings, and they would follow the gradual curve of the road. The materials to be used also make reference to those used on adjacent buildings. The main part of the buildings would be brick at groundfloor level with render above and the side projections would be clad in timber boarding. Exact details of the external materials to be used would be submitted for approval prior to commencement of works to ensure the most appropriate, high quality materials and finishes are used.

PPS3 states that "The density of existing development should not dictate that of new housing by stifling change or requiring replication of existing style or 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" (para 50).

Given the above factors, it is not considered that refusal of the design would be warranted.

Sustainable and Resource Efficient Buildings

Policy ENV4 of the Adur Development Plan – Submission Core Strategy states that measures will be required to ensure new buildings achieve efficient environmental performance and to meet the Government's new Code for Sustainable Homes. Policy H3 also requires all new homes to be designed to 'Lifetime Home' standards.

It is proposed that the dwellings will be built using the latest sustainable building methods to comply with Code for Sustainable Homes Level 3. Features to be incorporated include, use of recyclable materials, high insulation levels, low water consumption, low energy and pollution levels, increased natural light and ventilation. Further details of these features and how they will be incorporated into the building would be required to be submitted for approval prior to commencement of works and to ensure these features are an integral part of the design of the proposed buildings and will remain as such. Conditions are accordingly recommended below.

The flat roof design has been used in this case not only from a visual aspect but also to allow the roof to be finished with a Sedum roof which provides water attenuation and reduced water run off, providing a natural habitat and increasing insulation values. The flat roof design can also allow roof lights to

be installed to increase light and natural ventilation to the building to reduce the need for artificial ventilation and lighting. Further details are provided in the letter and sectional drawing submitted by the applicant's agent on 13 August 2007.

Flooding Issues

The site is on the edge of the area identified as at risk of flooding, being shown as zone 2. The Environment Agency objected to the application as submitted because there was no Flood Risk Assessment. An FRA has now been submitted and comments are awaited from the Environment Agency before the statutory period expires.

Recommendation

A. Subject, by 5 September 2007, to the completion of a satisfactory Section 106 agreement undertaking to pay £8,125 towards sustainable transport improvements in the area and subject to the Environment Agency withdrawing their objection (which may entail additional conditions), APPROVE for the reason:

REFUSED by P & R
1. B2R

The proposed development is within the built-up area and would help meet the need for affordable housing without detracting from the existing local urban environment. It can take place without resulting in unacceptable detriment to the residential amenities of the locality, without detraction from highway safety and without unacceptable flood risk. It would consequently not conflict with the relevant policies of the Adur District Local Plan (AG1, AP7, AB22, AH1-3, AH5, AT12), the West Sussex Structure Plan (LOC1, NE1-3, CH1, ERA1, DEV1, DEV4-5) and the Adur Development Plan Submission Core Strategy (R1, H1-3, T3-4, ENV4-5, ENV10).

Subject to:-

1. C1Ci (Standard time limit)
2. C7Cii (Details of walls/fences to be approved and implemented)
3. C8Bii (Parking spaces and access facilities to be constructed and retained)
4. C8Gi (Provision of secure and covered parking for cycles (amended)
5. C9Aii (Pavement crossing details)
6. C9F (Pedestrian sight lines to be provided and retained)
7. C9N (Temporary provision for contractors vehicles, materials etc on site)
8. C9S (Temporary wheel cleaning facility during construction work)
9. C11A3 (Hard and soft landscaping scheme)
10. C12Aii (External materials for walls and roofs to be approved)
11. C18B (Removal of PD rights for extensions)
12. The proposed houses shall achieve efficient environmental performance by prior to their occupation being completed to achieve at least level 3 of the Code for Sustainable Homes in accordance with

details submitted to and approved in writing by the LPA. Details of the siting, scale and appearance of the environmentally sustainable design features to be incorporated into the construction of the dwellings shall be submitted to and approved in writing by the LPA prior to their installation and shall be installed in accordance with such details as approved.

13. The proposed dwellings shall meet the 'Lifetime Homes' standards in accordance with details to be submitted to and approved in writing by the LPA.
14. C18K (Provision for waste storage)
15. The 6 affordable, rented housing units hereby permitted shall be used only for the purposes of providing rented housing accommodation for households in need of affordable housing as identified by the Council or in the case of New Build Homebuy by agreement with the Council and whatever Zone Agent or subsequent arrangements are in force at any time to manage occupation of such properties. These arrangements shall be governed by the nomination agreement between the Council and the registered social landlord managing the affordable units.

B. In the event that the Environment Agency have not withdrawn their objection by 5 September 2007 and/or the section 106 Obligation has not been completed, that authority be delegated to the Head of Planning and Community to refuse the application on grounds that: -

1. The site lies in an area of flood risk and in the absence of contrary evidence provided by a flood risk assessment undertaken in accordance with PPS25, the proposal would be likely to result in an increase in the number of people at direct risk of flooding, contrary to policies AP3 of the Adur District Local Plan and ERA4 of the West Sussex Structure Plan 2001-2016 and/or
2. The proposal does not comply with Structure Plan policies DEV3-5, Submission Core Strategy Policy T3 and the Revised West Sussex Parking Standards and Transport Contributions Methodology requiring improvements to sustainable transport in the area.

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