Development Management - Delegated Officer Report

Application Number: AWDM/0851/12 **Recommendation – Refuse**

Site: **26 Roman Road, Southwick, Brighton, West Sussex, BN42 4TP**

Proposal: **Detached 3 bed house at rear of No. 26 and accessed from parking area at rear of No's. 180B-180H Old Shoreham Road**

Date of site visit: 1 August 2012

Neighbours checked: Y

Additional neighbour notifications: N

Proposal, Site and Surroundings

The application relates to a detached bungalow at the northern end of Roman Road, adjacent to the site of the former Windmill PH which was recently redeveloped with flats and houses in a two to four storey block. Permission was refused at the start of the year for the construction of a pair of semi-detached dwellings in the rear garden, accessed from the car park serving the new flats to the north (AWDM/0964/11).

This application proposes to construct a single detached 3 bedroom house in the rear garden of No.26, with pedestrian access from the car park to the new development to the north. A single parking space is shown within that car park at the eastern end. The site area measures 613sqm and is rectangular in shape with the exception of the eastern boundary which is angled NE-SW. The plot is 30m long and 13.5m wide on the northern boundary, shortening to 24m long on the southern boundary. The site slopes gently from north to south.

The proposed house has a chalet form with rooms in the roof served by small flat-roofed dormers and rooflights. It has a hipped roof, measuring 6.4m high when viewed from the lower ground to the south. It will be 10m long and 9.9m wide. The entrance door will be on the north side with the main roof windows facing east and west. It will be finished externally in facing brick at ground floor level with timber boarding at first floor. The roof will be slate or tile.

Storage for refuse, recycling and bicycles is shown at the rear of the dwelling.

No.26 is an L-shaped bungalow with a rear extension which is used as an annex to the main property. To the north is the rear of 2 storey dwellings in Old Shoreham Road which are on higher ground and separated by a rear access path which runs to the side of No. 180 and behind Nos 180-186. To the east are the angled rear gardens of dwellings in Southwick Street while to the south are the rear gardens of bungalows in Roman Road.

Relevant site history

Consultations

West Sussex County Council: Access to the site will be gained via an existing point of access onto Roman Road which was created in connection with the development of the former Windmill Inn adjacent to the site. From inspection of the plans, there appears to be no apparent visibility issue at the point of access onto Roman Road. I have also checked the most recently available verified accident records, which reveals there have been no personal injury accidents in the vicinity of the existing point of access. The movements created by one further dwelling would not be considered detrimental to highway safety at this point of access.

It is noted that the parking and turning facilities have changed since the 2011 application. Parking will now take place on the private access drive in comparison to the previous application where parking was proposed to take place with in the site. The previous arrangement allowed for turning to take place by using the access drive which would allow a driver to enter and exit the site in the forward gear. The previous arrangement would be considered more beneficial when compared to that currently proposed, whereby a driver would be required to either reverse in or out of the shared access to park, this also involves a driver being required to reverse approximately 35 metres to or from the parking space. I would request that the proposal be modified so that a turn on site is achievable in the interest of highway safety. The applicant would be advised to contact the proprietor of the private access drive to obtain formal approval to carry out the site access works on the highway.

The provision of one off street car parking space would not be considered detrimental to highway safety. However I would advise that two off street car parking spaces be provided to mitigate any pressure that may be placed towards on street car parking on Roman Road. Secure and covered cycle parking large enough for 2 cycles should also be included.

From the information supplied and subject to a turn on site being provided, there would be no overriding highway safety concerns raised to this proposal. If the LPA are minded to grant planning consent I would advise that conditions securing vehicle parking and turning and cycle parking be included. A transport contribution of £1,600 would be required.

Adur & Worthing Councils: The Environmental Health Officer has no objection. The precautionary contaminated land informative is recommended.

Representations

14 letters/emails of objection received from the occupiers of 180B (2 letters), 182 (2 letters) 184, 186 Old Shoreham Road, 22, 89, 91, 97 Southwick Street, 4, 20, 24 Roman Road, 1 Greenfield Close raising the following concerns:

- Loss of privacy
- Loss of light

- Loss of wildlife and trees
- Increased noise and smell from cars parked in garden
- Out of keeping in design terms
- Will worsen existing parking problems
- Will be unable to use parking bays serving the new flats as parked car in position shown on plans will prevent turning
- Will result in more months of disruption during construction
- 26 Roman Road has already been substantially extended
- Will result in overdevelopment
- Drainage problems
- No need for more dwellings in area - flats in new development are still unsold

1 letter of support received from the occupiers of 26 Roman Road for the following reasons:

- Appropriately sized dwelling for plot
- Happy that they will not be overlooked, with tree planting reinforcing this further

Relevant Planning Policies

The South East Plan 2006-2026 (GOSE 2009): SCT1, SCT5-6, SP3, CC6-7, H1-2, H5, BE1-2
Adopted Adur District Local Plan 1993-2006 (ADC 1996) (saved policies): AG1, AG3, AH2-3, AH5 and Appendix 11 'Supplementary Planning Guidance' comprising:-
Development Control Standard No.2 'Space Around New Dwellings and Flats'
'Good Practice Guidance Note: Internal Space Standards for New Homes' (ADC 2010)
Revised West Sussex Parking Standards & Transport Contributions Methodology (WSCC 2003, amended 2010)
'The Provision of Service Infrastructure related to New Development in West Sussex – Part 1' (WSCC 1999)
National Planning Policy Framework (CLG 2012)

Planning Assessment

Principle

The site is located within a residential part of the built-up area of Southwick and, is not identified or allocated for any particular use or development in the Local Plan. Residential infilling and redevelopment of unidentified sites, as in this case, is needed in order to meet the Council's 5 year housing land supply.

Local Plan housing policies AH2 and AH5 have been 'saved' and encourage redevelopment to help meet the demand for dwellinghouses suitable for small families, single persons, the elderly, and to make best use of urban land.
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'. Also of note is the Council's 'Good Practice Guidance Note: Internal Space Standard for New Homes'.

The South East Plan sets out the long term spatial planning framework for the region with the aim of achieving more sustainable development, protecting the environment and combating climate change. Policy SCT1 gives priority to pro-actively pursuing sustainable economic growth and regeneration of the Sussex Coast whilst also protecting and enhancing its high environmental quality, its cultural and historic assets and promoting excellence in design of new developments in recognition of their importance to economic success and quality of life.

Policy SP3 seeks to achieve at least 60% of all new developments on previously developed land and through conversions of existing buildings. Developments in urban areas, including infill, should be well designed and consistent with the principles of urban renaissance and sustainable development. Policy CC6 requires development to respect, and where appropriate enhance, the character and distinctiveness of settlements and landscapes throughout the region, and to use innovative design processes to create a high quality built environment which promotes a sense of place.

SCT5 & H1 set housing targets for the Sussex coast sub-regional area and Adur for 2006-2026. These targets are to be met by focusing development in existing towns, by optimising the use of previously developed land. H5 aims to raise the quality, adaptability and sustainability of new housing and at higher densities (overall regional target 40 dwellings per hectare). T4 states that Local Development Documents should apply guidance on parking standards for housing in line with PPS3, reflecting local circumstances, and ensure sufficient and secure cycle parking for new flats and houses. BE1, entitled management for an urban renaissance, states that opportunities will be taken to improve the built environment, including by promoting design solutions relevant to their context and building upon local character and by supporting opportunities for appropriate higher density and mixed use development schemes. BE2 states that Local Development Frameworks should identify areas where suburban intensification could assist wider planning objectives subject to providing clear planning and design guidance based on local character appraisal.

The National Planning Policy Framework states that local planning authorities should consider the case for setting out policies to resist inappropriate development of residential gardens, for example where development would cause harm to the local area. A high quality design and a good standard of amenity for all existing and future occupants of land and buildings is one of the core principles.

Visual amenity

The construction of a house in the rear garden of this bungalow is considered to be out of character with the general form and layout of development in the area. While set approximately 45m from the road and only glimpsed from the entrance to the car park for the new development at the former Windmill Pub, the new dwelling would be an unwelcome intrusion in the rear garden of the existing bungalow.

Dwellings on this side of Roman Road have diminishing garden sizes as a result of the angled nature of the gardens in Southwick Street which back on to properties in Roman Road, but they are reasonably generous in size, ranging from 50m at No.26 (now reduced to 37m following the construction of the annex) to 11m at No.8. The garden for the proposed dwelling would be 13m measured along the northern boundary and 8m measured along the southern boundary. While larger than the smallest gardens at the southern end of Roman Road, it would be out of character with the pattern of development at the northern end of the road and would result in the loss of the long rear garden of No.26 which forms an important part of the character of dwellings in Roman Road and Southwick Street.

The garden area (including private front garden and patio) comfortably exceeds the 85sqm recommended in the Council's DC Standard for 3 bed detached dwellings. However, the retained garden for the existing dwelling is significantly reduced, leaving a depth from the end of the annex to the site boundary of just 8.8m.

The proposed development is therefore considered to be out of character with the lower density nature of existing development in Roman Road and Southwick Street.

Residential amenity

The dwelling is shown orientated east-west with main windows facing the existing bungalow and over the rear gardens of dwellings in Southwick Street. Those dwellings are angled away from the site and will be approximately 45m from the rear of the proposed dwellings. No loss of amenity is therefore expected for residents in Southwick Street.

To the north, and on higher ground, are the rear of dwellings in Old Shoreham Road which are approximately 20m from the side of the proposed dwelling. The Council's DC Standard recommends that where the rear of one dwelling faces the side of another, a distance of 14m is required between dwellings. This development would therefore meet this criterion. No upper floor north side windows are proposed and a loss of privacy to residents in Old Shoreham Road is not therefore considered to arise. Views towards other dwellings in Old Shoreham Road will be possible from the rear windows but at a distance of more than 30m. The position of the front door on the north elevation should also not result in any loss of privacy. Outlook from properties in Old Shoreham Road is also not considered to be adversely affected, given the lower ground level on the site and the relatively modest height of the proposal.

To the west, the rear of the existing annex and bungalow at 26 Roman Road would be only 15.5m from the front of the proposed dwellings. Bedrooms served by two dormer windows would enjoy clear views into the rear garden of the existing bungalow and into the rear window of the annex at a distance below the minimum 22m Standard. While the original bungalow would not be adversely affected by the proposal, the annex extension and diminished garden area would suffer from overlooking and a loss of privacy. The applicants are proposing to plant along the boundary with No.26 but this is not usually considered to be an acceptable means of overcoming a privacy objection. The plants could die or be removed over time and it is more appropriate to achieve the minimum separation distance instead. The distance to No.24 would be over 28m and the proposal would be acceptable in terms of the impact on that bungalow.

Accessibility and parking

1 parking space is shown on the private access drive serving the flats in comparison to the previous application where parking was proposed to take place within the site. A driver would now be required to either reverse in or out of the shared access to park, with no space available to turn if all other spaces are in use. WSCC has requested that the proposal be modified so that a turn on site is achievable in the interest of highway safety. A second parking space to serve the dwelling should also be provided to mitigate any pressure that may be placed towards on street car parking on Roman Road. Cycle storage for 2 bikes is shown within the garden. The applicants have stated their acceptance to the payment of a sustainable transport contribution.

Recommendation

REFUSE for the reason(s):-

1. The proposal represents an unacceptable form of backland development within a residential garden which is out of character in scale, density and layout with the surrounding area and which results in a smaller garden size than that currently enjoyed by the host dwelling and neighbouring dwellings in Roman Road and Southwick Street. The proposal is therefore contrary to saved policy AH2 of the Adur District Local Plan.

2. The proposed development would significantly diminish the garden area and length for the host dwelling at 26 Roman Road and, together with the proximity of the proposed dwelling to the annex extension, would result in harm to the residential amenities of the existing occupiers through overlooking and a loss of privacy. The proposal is therefore contrary to saved policy AH2 of the Adur District Local Plan.

3. The proposal does not make adequate provision on the site for the parking of vehicles in a satisfactory manner to the standard required by the Local Planning Authority and does not include adequate space to enable vehicles to turn on the site and so enter and leave the highway in forward gear. The proposal is therefore likely to result in increased parking on the highway and would be detrimental to highway safety.

Is recommendation contrary to letter(s) of representation? Y

Case Officer: Peter Barnett Date: 16 August 2012

Authorised by: Gary Peck Date: 16 August 2012