Application Number: ADC/0167/07 Recommendation – APPROVE

Site: **The Elm Grove Centre (former St Giles)**
Elm Grove, Lancing

Proposal: **Demolition of existing care home and erection of a total of 26 No. flats and houses including 12 affordable dwellings, together with associated external works (WSCC Reg 4 outline application including means of access)**

The Application

The site is located on the east side of Elm Grove, to the south of the public open space. It comprises of disused, predominantly single-storey buildings previously used as a Day Centre/Care Home with various outbuildings last used for incidental storage and garaging on site.

To the east of the site are residential properties, predominantly single-storey bungalows in The Drive and Finches Close. To the south, are three-storey mono-pitched houses and maisonettes in Laburnum Close. To the west, beyond Elm Grove, is the Lancing Business Park. To the north, is a public open space and playground with residential properties, mainly bungalows, beyond.

Outline permission is sought for the demolition of the existing buildings and the erection of 26 flats and houses together with associated external works. The initial application provided details of the layout of the proposed development with associated indicative elevational drawings showing building heights and design. Approval was sought for both layout and means of access with all other matters reserved for subsequent approval.

The application has since been amended with the only matter for consideration being the means of access to the site. It was considered by officers that the layout as proposed would result in overdevelopment of the site due to the height and scale of development and close proximity to the site boundaries. It was therefore agreed that the layout should therefore be deleted from the present outline application, leaving a revised layout to be submitted at the reserved matters stage.

Consultations and Representations

County Transport Planning Services: To be reported. NB. the applicant has supplied the following information sought by WSCC:-

- a Stage 1 Safety Audit of the access and the internal road layout.
- a designers response and amended drawing showing Safety Audit recommendations.
- visibility at the access with Elm Grove to be shown.

- a turning head amended to comply with current guidance.

Environment Agency: No objection provided that a planning condition is imposed relating to surface water drainage.

Director of Services: The Head of Housing Need, following negotiation with the applicants, comments that a minimum of 12 of the 26 dwelling units proposed should be affordable housing, with a minimum of 67% of these being for affordable rent and the remainder shared ownership in the form of New Build Homebuy. The precise make up of the affordable housing element in terms of tenure, type, size and location is to be to the Council's satisfaction, as agreed with the Head of Housing Need and Environmental Health.

The Environmental Health officer states that records show that an underground storage tank existed on this site which is on the edge of the former railway carriage works. Therefore a standard condition in respect of contaminated land should be imposed. Also requested a noise survey for the site which has been submitted and the report's findings accepted.

Sussex Police: No objection but suggests rear accesses to houses and flats should be gated or omitted. The creation of a psychological barrier at the entrance with two brick piers, a change in road surface separated by a line of granite setts would define semi-public from semi-private space. There should be audio/visual access control to both main entrances of the flats.

County Planning Services: The Infrastructure Officer states that a contribution of £534 would be required for Fire & Rescue Service Infrastructure.

Third Parties: 14 letters/e-mails have been received from local residents at No's 9, 12 & 14 Laburnum Close; No's 31, 33, 35, 37, 42 & 48 Finches Close; No's 39, 43 and number unspecified The Drive; and No.237 Brighton Road, making the following comments:-

- Parking and traffic issues, highway safety, lack of parking, road network insufficient.
- Maintenance of boundary wall
- Quiet area with wildlife, will be increased traffic and noise pollution to adjoining areas.
- Loss of privacy, extra street lighting, loss of light in gardens
- Do not want to lose trees or boundary wall.
- Do not want rented/social housing
- Concern over the height of the buildings
- Quiet cul-de-sac as existing
- Clarification required as to terms, affordable housing, shared ownership and social rented.
- Affordable housing has a detrimental impact on local property values.
- Increase deprivation in the area
- Schools and social facilities, doctors, dentists over stretched.

- Insufficient community policing.
- Should be a low level development
- Concern over the parking spaces close to the boundary wall.
- Flats and housing out of keeping in an area of predominantly bungalows.
- Trees should not be planted near boundary wall as they need to be maintained.
- Developer should be responsible for maintenance of the wall
- Screening should be put on top of the boundary wall to stop vandals.
- Overlooking from property on end of terrace.
- No lorries or caravans should be in the car parks.
- Lamp posts should be proposed.
- Disabled living accommodation should be provided.
- Unit 12 appears far to close to the boundary wall.
- Wall height should be increased to protect privacy.
- High density development
- Site will take minimum of 11 bungalows/22 semi units
- Build the minimum for a site this size

[NB. the residents of 9 & 14 Laburnum Close and 31 Finches Close wish to speak at the committee meeting]

Relevant Planning Policies and Guidance

Adopted West Sussex Structure Plans 2001-2016 (WSCC 2005): LOC1, CH1, NE1-2, ERA1, DEV1, DEV3-5.
Adopted Adur District Local Plan 1993-2006 (ADC 1996): AG1, AG3, AH1-2, 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, H3, T3-4, ENV4, ENV10
Revised West Sussex Parking Standards and Transport Contributions Methodology (WSCC 203 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)

Planning Assessment

Policies

The site lies within the built up area of Lancing but is not identified for any particular use or development. 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 dwelling houses suitable for small families, single persons, the elderly, as well as 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 also gives advice in relation to affordable housing stating that Local Planning Authorities should, amongst other things, 'set out the range of circumstances in which affordable housing will be required.' 'The national indicative minimum site size threshold is 15 dwellings. However, Local Planning Authorities can set lower minimum thresholds, were viable and practicable.'

Policy AH3 of the Local Plan states that, 'The District Planning Authority will seek to negotiate the provision of a proportion of social housing and /or low cost housing on all other sites coming forward during the Local Plan period, subject to site and market conditions, the type of development proposed, the character of the area and other important constraints. In all cases, planning permission will normally be subject to a legal agreement to this affect.

The Adur District Council Interim Supplementary Planning Guidance for Affordable Housing published in September 2004 is linked to Policy AH3 and states that 'an appropriate proportion, of the order of 30% of social and/or low cost housing on all suitable sites should be sought.

Policy H2 of the Adur Development Plan Submission Core Strategy states that a minimum of 35% affordable housing should be sought from developments of 10 dwellings or more, unless it can be demonstrated that the exceptional circumstances of the site make it unviable to do so. This derives from the Adur Housing Needs Survey.

Residential Amenity

There are a number of properties which border this site to the east and south. It is considered that an appropriate scheme providing 26 dwelling units can be designed for this site which would not have an unacceptable impact on the occupiers of these neighbouring properties.

The residential amenities of the future occupiers of the site should also be considered, sufficient amenity space and outlook should be provided within the development, taking advantage of the open space to the north.

Environmental Health have expressed concern over the proximity of the industrial estate to the west, on the opposite side of Elm Grove. Recommendations for thermal double glazing for some of the proposed dwellings as contained in the submitted Environmental Noise Assessment need to be complied with to overcome any issue of noise which would affect the amenities of the future occupiers of the proposed dwellings. This can be dealt with by condition.

Density, Character and Visual Amenity

The site is fairly prominent when viewed from Elm Grove to the west and across the neighbouring open space. The existing buildings are of poor quality and are detrimental to the visual amenities of the surrounding area, an effect exacerbated by the derelict state of the site. Appropriate redevelopment of this site would enhance the character and appearance of the locality and provide a residential development which would respect and enhance the open space to the north.

This is an outline application where the only matters now for consideration are the principle of development and means of access. The appearance, scale and design of the development, with associated parking and landscaping, are intended to be considered at the reserved matters stage. The indicative elevational drawings submitted with the application and the proposed layout (which has now been deleted from the application) show what is considered to be an unsatisfactory form of development with buildings in close proximity to the boundaries of the site and, in some cases, a lack of space between buildings. The original layout showed 15 two and three-bedroom houses and 11 one and two-bedroom flats. It is considered that, whilst the size of the units remains to be agreed, the site is large enough for 26 in total. This amounts to a density of 52 dwellings per hectare.

Access and Sustainability

The existing access to the site is to be used and altered with dropped kerbs and tactile paving proposed at the site entrance and a widening of the access to 5.5 metres for the first 20 metres minimum. Details of the proposed changes to the site entrance along with the Stage 1 Safety Audit and Designers Response have been submitted to WSCC, as the local Highway Authority, for comments. Their response has not yet been received and the recommendation for approval is subject to their not raising any significant objection. Further comments are expected prior to July 2nd to be reported at the committee meeting.

Affordable Housing

The applicant proposes to provide 12 units of affordable housing as part of the total of 26 units to be built on this site combined with the 12 units to be the 'Elmcroft' site at Southwick (see application ADC/0166/07 also on this agenda). This equates to 32%. It is considered that this is acceptable in the light of the policies and guidance as set out above. The affordable housing provision will be secured through a planning condition as set out below.

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 required all new homes to be designed to 'Lifetime Homes' standards. Conditions are accordingly recommended below.

Recommendation

Subject to consideration of the reply awaited from WSCC Transport Planning Services (which may entail additional conditions or ground for refusal) APPROVE for reason that :-

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, AB3, AH1-2, AH5, AT12), the West Sussex Structure Plan (LOC1, NE1-2, CH1, ERA1, DEV1, DEV4-5) and the Adur Development Plan Submission Core Strategy (R1, H1, H3, T3-4, ENV4, ENV10).

Subject to:-

1. C1Ai (Standard outline condition reserving details of layout, scale, external appearance and landscaping for subsequent submission and approval)
2. C1Bi (Standard outline time limit)
3. The general market housing within the development hereby permitted shall not be occupied until all 12 affordable housing units have been built and transferred to one of the Council's preferred partner registered social landlords.
4. The 12 affordable housing units within the development hereby permitted shall be used only for the purposes of providing 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. Not less than 8 of the 12 affordable units shall be social rented housing.
5. C7Cii (Details of walls/fences to be approved and implemented)
6. C8Bi (Car and cycle parking spaces to be constructed and retained) (amended)
7. C9Ciii (Turning space to be provided and retained)
8. C9N (Temporary provision for contractors' vehicles, materials, etc on the site)
9. C9S (Temporary wheel cleaning facility during construction work)
10. C11Ai (Landscaping scheme to be approved and implemented and replacement of those that die)
11. C12Aii (External materials for walls and roof to be approved)
12. C14A3 (Permission relates to application as amended)

13. C14Gi (No external lighting without approval)
14. C14H (Existing buildings to be demolished prior to development)
15. C17Dii (Protection of dwellings from industrial noise) (amended)
16. C18K (Provision for waste storage)
17. C18N (Surface water drainage details)
18. C18P (Provision of trapped gullies for drainage of parking areas)
19. C18Ri (Ground contamination investigation)
20. The proposed flats 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.
21. The proposed flats shall, prior to their occupation, be completed to meet the 'Lifetime Homes' standards in accordance with details to be submitted to and approved in writing by the LPA.
22. No development shall take place until a planning obligation pursuant to Section 106 of the Town and Country Planning Act 1990 relating to the application site has been completed and the Local Planning Authority has given notification of its approval. The said obligation shall provide contributions to be paid to the Local Planning Authority by the site owner towards sustainable transport improvements in the area in accordance with the adopted Revised West Sussex Parking Standards and Transport Contributions Methodology and towards fire and rescue service infrastructure improvements in accordance with 'The Provision of Service Infrastructure Related to New Development in West Sussex – Part 1'.

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