Development Management - Delegated Officer Report

Application Number: AWDM/0097/17 Recommendation – Refuse

Site: 83 Old Fort Road, Shoreham-By-Sea

Proposal: Demolish existing dwelling; construct a pair of two storey semi-detached properties with four parking spaces per dwelling

Date of site visit: 15 February 2017

Neighbours checked: Y

Additional neighbour notifications: N

Proposal, Site and Surroundings

The application site is on the north side of Old Fort Road and currently contains a detached bungalow with a hipped roof at the front. The plot measures 14.8m wide and is similar in width to the neighbouring plot at 81 Old Fort Road, is wider than No.85 but narrower than No.87. It is proposed to demolish the existing dwelling and to construct a pair of semi-detached 2 storey 3 bedroom dwellings. Each plot would be approximately 7.4m wide served by separate vehicular crossovers.

The dwellings would measure 5.7m wide at the front and 6.3m wide at the rear. The roof would be pitched with an eaves height of 4.8m on the outer side of the dwelling, rising to a ridge height of 7.25m. There would be a gap at first floor of 1.8m at the front. The new houses are shown as being positioned forward of Nos 81 and 85 by approximately 1m.

The dwellings would be finished in bungaroosh at ground floor (front) with brickwork at ground floor and first floor (rear) and larch cladding to first floor (front). The roof is to be finished in concrete interlocking tiles.

Old Fort Road contains a variety of dwelling types. To the immediate west, No.81 is a two storey dwelling but to the east, from the application site to No.103 (11 properties) there is a run of bungalows, including that at No.89 which was recently constructed. No.87 is a chalet bungalow and had permission refused and dismissed at appeal for its replacement with a pair of dwellings, in 2015. At the rear in East Meadway there are 2 storey dwellings.

Relevant Planning History

None relating to the application site.

AWDM/1030/14 - Demolition of existing chalet bungalow (87 Old Fort Road) and construction of a pair of link detached 2-storey houses with front balconies. This application was refused and a subsequent appeal was dismissed.

Consultations

West Sussex County Council: The Highways Officer has no objection. The site benefits from two existing dropped kerb vehicle crossovers (VCO) from the public highway. Four car parking spaces are proposed for each of the dwellings with no turn on site facility. The LHA advise that the existing dropped kerb is extended across the frontage of the site to facilitate a more practical manoeuvre into these spaces.

Considering the lightly trafficked nature of the road, where speeds are not anticipated to be above the posted limit, the LHA do not wish to resist the proposal on grounds of no turn on site being provided. Whilst this would be preferred there is clearly not sufficient space to achieve it. Balanced against this is the opportunity to remove cars that would otherwise be parked on street.

The site is served by street lit footway links with Shoreham Train Station approximately 1 mile distant. Although it is likely that the car would be relied on for the majority of daily trips there are opportunities to to travel via sustainable modes. The LHA advise that secure and covered cycle storage is provided in line with WSCC guidance (2 spaces per house). Details of this can be secured via condition.

The proposal will result in a net increase of one dwelling on the site. The LHA do not consider that this would cause a 'severe' impact on the nearby road network and the proposals are therefore not contrary to paragraph 32 of the National Planning Policy Framework.

Adur & Worthing Councils: The **Environmental Health** Officer has no objections subject to condition for hours of demolition and construction and an informative advising the applicant to contact EH for a demolition notice.

The **Private Sector Housing EHO** advises that the kitchen/dining room opens directly onto the ground floor lobby which forms the only access route from the first floor. This effectively means that the upstairs becomes an inner room.

The risk can be mitigated by installing doors between the lobby and the kitchen/diner.

Precautionary contaminated land and PFA informatives required.

The **Engineer** has no adverse comments.

Environment Agency: No objections. Whilst the proposals will result in an increase in households in an area of flood risk, the development will result in the replacement of an existing dwelling which is at more risk to flooding than the proposed dwellings, as it is a

single storey dwelling with sleeping accommodation on the ground floor. Therefore the proposed development will result in an overall improvement in terms of the safety to occupants and the flood resilience of the existing dwelling. Therefore we are not objecting to the proposals, despite the inadequacies of the FRA.

Strongly recommend that consideration be given to use of flood proofing measures to reduce the impact of flooding when it occurs. Flood proofing measures include barriers on ground floor doors, windows and access points and bringing in electrical services into the building at a high level so that plugs are located above possible flood levels.

Southern Water: Public sewer crosses the site

Representations

7 letters of support received from the occupiers of 68, 81, 109, 113 Old Fort Road, 35 Riverside Road, 37 Woodards View, 56 West Street:

- Good sized plot of land that is ideal for development
- Conversion to two properties is a long established model along the road
- Will add positively to the road and enhance the street scene
- Will benefit the area
- Poor outdated bungalows should be removed and replaced with much needed family homes
- Good design
- Similar to other developments carried out recently in the area

1 letter received from the occupier of 85 Old Fort Road not objecting to the application but raising the following points:

- Is this indicative that bungalows will give way to 2 houses on each site, losing heritage of the area?
- Side entrance door and side windows will overlook
- Loss of light

1 letter received from the occupier of 67 The Meadway making the following points:

- Do not disagree with 2 properties being built on this site but Council has previously refused two houses at No.87 and bungalows only should be built as they are the character of this part of the street, as agreed by Planning Inspector.

Relevant Planning Policies and Guidance

Adur District Local Plan 1993-2006 (ADC 1996) (saved policies): AG1, AH2 and Appendix 11 ‘Supplementary Planning Guidance’ comprising: Development Control Standard No.2 ‘Space Around New Dwellings and Flats’

Submission Adur Local Plan (2016) Policy 15
National Planning Policy Framework (March 2012)

Planning Assessment

Principle

The site is located within a residential part of the built-up area 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 required by the NPPF. Priority is given to use of previously-developed land. However, any development should respect the character of the local area and be acceptable in terms of residential amenity.

Visual amenity and character

A number of bungalows along this side of Old Fort Road have been demolished and redeveloped with a pair of semi-detached dwellings in recent years. However, there have also been examples, including at No.17 and at No.39, where '2-for-1' proposals were refused and dismissed at appeal. Those sites were both eventually redeveloped with single houses.

Whether a site is suitable for a '2-for-1' scheme depends, among other considerations, on its width. The current site is 14.8m wide and the construction of a pair of 2 storey dwellings on a plot of this size would result in a more cramped appearance than if it were limited to a single dwelling only, with more space to the side boundaries.

The site comprises a single bungalow and is the first in a run of 11 such properties, which subsequently forms a strong characteristic of this part of Old Fort Road. At an appeal in August 2015, in dismissing the demolition of No.87 Old Fort Road and its replacement with a pair of two storey houses, the Inspector recognised that this part of the road contained bungalows and "*the low eaves heights and their modest proportions is a strong attribute along this part of Old Fort Road, which creates a sense of openness and spaciousness and appears reflective of the history of the development of Shoreham Beach*."

She went on to state, "*the proposed dwellings would be much taller and would have a greater mass and bulk in comparison to the other buildings along this north part of Old Fort Road. As a result it would be highly prominent in the streetscene and would draw the eye towards the appeal proposal. They would appear significantly out of context with the much smaller proportions of the bungalows*."

The case at No.87 differs from this current application in that No.83 sits alongside a two storey dwelling on its west side. That dwelling, however, has a narrower form and its main two storey part is set off the boundary, with a later 2 storey extension set back from the frontage. By contrast, the proposed 2 storey form of the dwellings would fill

much of the width of the plot, the impact of which would be exacerbated by their sitting forward of their immediate neighbours by 1m. The high eaves (0.5m higher than those on the scheme dismissed at appeal at No.87) would contrast significantly with the low eaves height of the bungalows to the east. The height of the buildings would also be 0.5m higher than the dismissed scheme at No.87 and would be 2m higher than the ridge of No.85 to the east.

There is planning history relating to a site to the east (89 Old Fort Road). An appeal in 2005 was dismissed with the Inspector concluding that a pair of chalet-style two storey dwellings would have been "at odds with their immediate surroundings" with No.89 forming "part of a clearly defined group of older bungalows." A single bungalow has since been constructed and the prevailing character of this part of the street continues to be formed by single storey or chalet bungalows.

On balance, the scale, height and form of the proposed dwellings is not considered to be acceptable here as it will result in an overly large and dominant form, causing harm to the established character of the street scene of this part of Old Fort Road, where there is a clearly defined group of bungalows.

Residential amenity – for proposed dwellings

The proposed dwellings will have 3 bedrooms, all of which meet the Council's space standards. The overall floor area of the dwellings is approximately 127sqm, in excess of the National Technical Housing Standard of 102sqm. The rear garden area is in excess of 90sqm and meets the Council's Standard for a 3 bed house (85sqm). The rear garden includes a cycle store for each house.

There are therefore no concerns with the standard of accommodation to be provided for the proposed occupiers.

Residential amenity – effect on existing dwellings

The houses will be 1.6m from the side boundaries at the front, narrowing to about 1m at the rear. To the west, No.81 is a two storey dwelling with a two storey extension at the rear/side which sits on the boundary with the site. In front of this is a single storey extension with an obscure glazed side window and two rooflights serving the living room. That room is also served by a sun room feature at the front of the house. A first floor side bedroom window is located within the original wall of the house, further from the boundary. That room is served by front French windows leading to a balcony. There is also a first floor front-facing window in the recessed two storey extension which serves a room currently used for storage.

The proposed building would project forward of the front wall of No.81, in line with the front of the balcony and sun room. Its height and proximity to the boundary is likely to have some impact on light and outlook for the adjoining occupiers. However, the affected windows are all considered to be secondary openings or serving non habitable

rooms and, on balance, the impact on light is not considered to be so severe as to cause unacceptable harm.

To the east, No.85 is a bungalow with secondary side openings. The proposed building will have some impact on light and outlook to these openings but, again this is not considered to be sufficiently severe as to warrant refusal.

There will be overlooking from the rear first floor bedroom windows but this will be oblique and is not unusual or harmful. Side entrances are proposed for each dwelling which will increase activity at the side of the houses but this is not considered to be likely to be of such intensity as to cause harm.

At the rear, there are two storey dwellings in the Meadway. The application has been amended from the original submission to increase the distance between the rear of the proposed houses and those existing houses at the rear. This has led to the proposed houses being positioned forward of their neighbours. The amended design has also resulted in a stepping in of the first floor of the proposed houses at the rear by 1m. The distance from rear window to rear window will be 22m at first floor, which meets the Council's minimum standard.

The bulk and massing of the proposed dwellings would be greater than the existing bungalow they would replace. However, the new buildings would be 13m from the rear boundary of the dwellings to the rear (in excess of the 11m garden depth required by the Council's DC Standard) and there is not considered to be any adverse impact on neighbouring amenity as a result.

Accessibility and parking

The dwellings will each have 4 parking spaces on the hard surface in front of the buildings. The Highway Authority has no objection to the proposal.

Recommendation

REFUSE for the reason:

1. The proposed dwellings, by reason of their form, height, scale and position on the plot are unacceptable in that they do not relate sympathetically in design, form, scale and massing with the existing character of this part of Old Fort Road, to the detriment of the visual amenities of the area. The proposal therefore conflicts with saved policies AG1 and AH2 of the Adur District Local Plan, policy 15 of the Submission Adur Local Plan and the relevant policies of the National Planning Policy Framework.

Informative

The Local Planning Authority has acted positively and proactively in determining this application by identifying matters of concern with the proposal and discussing those with the Applicant. However, the issues are so fundamental to the proposal that it has not been possible to negotiate a satisfactory way forward and due to the harm which has been clearly identified within the reason for the refusal, approval has not been possible.

Case Officer: Peter Barnett Date: 20 March 2017

Authorising Officer: Gary Peck Date: 20 March 2017