Expiry Date - 27/09/2023

Development Control – Delegated Officer Report

Application Number: AWDM/1076/23 **Recommendation – REFUSE**

Site: **2 Cotswold Road, Worthing**

Proposal: **Demolition of existing building and construction of new 2 storey development consisting of 2no. One bedroom apartments.**

Date of site visit: 15.09.2023

Neighbours checked: Y

Additional neighbour notifications: N

Site and Surroundings

The application relates to a small single storey asymmetric pitched roofed timber building on the east side of Cotswold Road set a couple of metres back from the road. The property is currently in use as a shoe repair business. Within the site is a north side garden. A tree on the east boundary has recently been pollarded with the branches left in the side garden. There is no vehicle access to the site.

To the North the site adjoins the front garden boundary of 4 Cotswold Road, a bungalow set further back in the street. To the south is 74 Salvington Road a modest two storey detached inter war house which is also in the ownership of the applicant. The rear garden of 72 Salvington Road, a chalet bungalow, runs the full length of the site's east, rear, boundary. Opposite the site on Cotswold Road are bungalows including on the corner of Salvington Road. Further north on the east side of Cotswold Road are 1960's two storey terraced houses and ion the west side is Durrington Working Mens Club.

The site is undesignated but is within the established residential suburb of Salvington. The building is not listed, locally listed or within a conservation area. There are no protected trees on the site.

Proposal

Permission is sought to demolish the existing building and to erect a 2-storey building with fully pitched roof containing a one bedroom flat on each floor. Brick elevations, tiled roof and PVCu windows are proposed with canopied entrances to the front. The development is single aspect with windows on the west, front, elevation. Additional light to the first floor flat entrance and landing is achieved from a rooflight on each of the north and east elevations.

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Relevant Planning History:

03/00624 – Installation of dark brown aluminium shopfront. Granted

Consultations:

WSCC: No objection. No vehicle parking proposed, sustainable location. Cycle parking to be provided.

Adur and Worthing Council's

Health: Hours of construction condition recommended.

Private Sector Housing: No objection

Southern Water: No objection. Standard informatives regarding connections, possibility of sewer on site recommended. Council's Building Control or Technical Services should be satisfied regarding surface water drainage.

UK Power Networks

No objection. *No sub-station within 6 metres therefore no objection.*

Representations:

3 objections have been received from 70 Salvington Road, a wellbeing business and residential neighbours at 72 and 76 Salvington Road raising the following concerns:-

Noise from the build
Loss of light into garden
Out of character, no other two storey building built parallel to a neighbours boundary.
Overlooking of house and rear a garden.
If windows or dormers added to east elevation direct overlooking will occur
Inadequate parking in Cotswold Road which is already heavily parked.
Pedestrian hazard to school children during build.
No room for a soakaway
The building may disturb Radon gas which is dangerous to human heatlh

Relevant Planning Policies

Worthing Local Plan 2020-2036 (WBC 2023): Policies:
SP1 (Presumption in Favour of Sustainable Development)
SS1 (Spatial Strategy)
DM1 (Housing Mix)
DM2 (Housing Density)
DM5 (Quality of the Built Environment)

DM15 (Sustainable Transport and Active Travel)
DM16 (Sustainable Design)
DM17 (Energy)

National Planning Policy Framework (HCLG 2021)
National Planning Practice Guidance
SPD 'Space Standards' (WBC 2012)
SDP 'A Guide to Residential Development' (WBC 2013)
CIL Charging Schedule (Aug 2021)

Planning Assessment

Principle of Development

The Worthing Local Plan was adopted on 28th March 2023. Policy SS1 sets out the Housing supply over the period 2020-2036 and gives a total figure of 3672 (an annual target of 230 dwellings per annum).

Paragraph 74 of the NPPF states that local planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirement. The supply of deliverable sites should include a buffer of 5% to ensure choice and competition in the market for land, or 20% where there has been a significant under delivery over the previous three years.

The Inspectors report at Paragraph 176 states:

"I am satisfied that this is a reasonable assessment of likely deliverable supply. This comfortably exceeds the likely five-year housing land requirement. It is possible that some sites may stall or take longer to start delivering new housing, especially taking into account uncertainties surrounding the outcome of Brexit and COVID-19. However, there is sufficient headroom to be reasonably confident that a five-year supply of deliverable housing land would exist at adoption."

The Inspector was satisfied that the housing requirement represents a reasonable and realistic assessment of the limited capacity of the Borough.

The most recent housing trajectory and 5 year housing land supply for Worthing can be found in the Annual Monitoring Report. Table 9 indicates the Five Year Supply and includes a 20% buffer, which results in a 6.5 year supply of deliverable sites.

The fourth Housing Delivery Test was published in January 2022, and covers the period from 2018/19 - 2020/21 (therefore prior to adoption of the Local Plan). Worthing Borough Council scored 35%. Therefore the presumption in favour of sustainable development applies as the delivery of housing was less than 75% of the housing requirement over the previous three years. An Action

Plan will be produced to identify new measures or updates to existing measures that will assist in the improvement of housing delivery.

Within Worthing, the most significant constraining factor when considering future development is land availability. The overarching spatial strategy of the adopted Local Plan is to achieve the right balance between planning positively to meet the town's development need with the continuing need to protect and enhance the Borough's high quality environments and open spaces. Policy SS1 seeks to increase the rate of housing delivery from small sites, stating that development should make efficient use of brownfield land whilst also making clear that the density of development should be appropriate, and relate well to the character of the area.

Whilst there is a need for all types of housing in the Borough, policy DM1 states that to help determine the most appropriate housing mix based on the character and location of an individual site, applications should also consider the most up-to-date evidence of housing needs and demands. The Strategic Housing Market Assessment (2020) identifies the greatest need in market housing for 2-bedroom (40-45%) and 3-bedroom (35-40%) homes. The need for 1-bedroom market homes is 5-15%.

Policy DM2 sets out a design-led approach to determining the capacity of development sites, with particular consideration given to the site context and the character of the surrounding area in which it is located, the need to achieve high quality design and minimise environmental impacts, including detrimental impacts on the amenities of adjoining occupiers.

Policy DM5 requires all new development to be of high architectural and design quality and respect and enhance the character of the site and prevailing character of the area including consideration of proportion, form, design, context, massing, siting, layout, density, height, size, scale, materials, detailed design and landscaping. New development should enhance the local environment by way of its appearance and character with particular attention paid to the architectural form, height, materials, density, scale, orientation, tree canopy, landscaping, impact on street scene and layout of the development. It should make a positive contribution to the sense of place, local character and distinctiveness of an area. Its goes on to state that all new development should be well-built, accessible, fit for purpose and adaptable to changing lifestyles, demography and climate. It should include a layout and design that takes account of potential users of the site, creating safe conditions for access and egress and active travel; it should not have an unacceptable impact on the occupiers of adjacent properties including unacceptable loss of privacy, daylight, sunlight, outlook and unacceptable increase in noise giving rise to significant adverse impacts; and should respect existing natural features, including trees and biodiversity.

The creation of 2 one bedroom flats would make a small but welcome addition to local housing supply within a reasonably sustainable location. Other key material considerations are the effects of the proposed development on the

character and appearance of the surrounding area, neighbour amenity, the amenity of future occupiers and on highway safety.

Visual Amenity and Local Character

The site is on Cotswold Road but appears at one time to have been part of the rear garden of the frontage building at 74 Salvington Road. 74 Salvington Road has recently been refurbished and formally fenced off from the site with a further slight reduction in the size of their rear garden.

The area is generally residential with the Working Men's Club over the road an anomaly. Typically properties are either two story houses or bungalows, with those on Salvington Road older than those in Cotswold Road. Pitched roofs are the common form with feature gables and some upper floors set into the roof space. Properties tend to be set back from the road behind established front gardens and with their own private rear amenity space.

The building's position is out of character with the layout of Cotswold Road. It is shown to be set back a little over 2 metres from the back edge of the Cotswold Road boundary. No. 4, to the north, is set back over 8 metres and No. 6 nearly 6 metres. Whilst it has a similar relationship to Cotswold Road as the flank wall of No. 74 No. 74 is a corner property with a subordinate elevation to the junction. The impacts are not considered to be comparable.

It is not possible to see how the building relates in terms of height to the house at No. 74 as no streetscene elevation was submitted. However, the mass of the building, so close to the back edge of the pavement and so close to the boundary with No. 74 and being almost the full width of the plot, would give the proposal an overly assertive and cramped appearance that would relate poorly to the streetscene.

The design of the building lacks any visual interest, other than a canopy to each entrance. It would not enhance local distinctiveness nor would it make a positive contribution to the existing sense of place.

Residential Amenity – Future Occupiers

Each flat has one double bedroom, an open plan kitchen/living room and a bathroom. They have floors areas of 51.4 sqm and 57.5 sqm and so exceed the minimum standard of 50sqm as set out in the DCLG's Technical Housing Standard of 2015.

They are single aspect, west facing, with each room, other than the bathrooms having openable windows providing good light and ventilation.

There is a small area of outdoor space on the north side of the building, which in theory could be used for communal amenity purposes. But at just over 20 sqm it is well below the standard identified in adopted SPD 'Space Standards' which looks for 20sqm of communal space per new flat. It would also not be private to the street.

Impact on Neighbours

The most affected neighbouring properties are Nos. 72 and 74 Salvington Road and No. 4 Cotswold Road. The neighbours at Nos. 70 and 76 Salvington have also objected.

The parent building at No.74 has no north facing windows. Its private amenity space abuts the common boundary of the site. As the proposed building is to the north it is not considered that any significant impact will occur.

The entire length pf the site extends along the rear half of No. 72's rear garden within 1.03 metres of it. It is due west of No. 72. The proposed solid imperforate rear wall would be overbearing to occupiers of No.72 and would reduce the amount of light received into their garden.

No. 4, to the north, has its front door in its flank wall and two bay windows at the front. The proposal sits 7 metres forward of No. 4 at a distance of less than 2.5 metres. It is due south of No. 4. The two storey building will be overbearing to occupiers of No. 4.

Access and Highways

The site does not have vehicle access currently and none is proposed. Secure cycle parking for both flats is shown. The site is reasonably sustainably located with regular bus services along Salvington Road and local shops nearby too.

No significant highway impacts are expected though some disruption would occur during a build.

Sustainable Development

The Design and Access Statement states (para 2.7.4) that sustainable construction will be a main feature for this new development with high levels of insulation within the fabric of the building with low E glass to the windows and rainwater harvesting being provided. A commitment to reducing carbon dioxide.

Policy DM16 states that all new build housing should achieve an A rating Energy Performance Certificate with a minimum expectation of B rating.

Policy DM17 requires all new housing to incorporate renewable and low carbon energy production equipment to meet at least 10% of predicted total energy requirements (after CO2 reductions from energy efficient measures).

Policy DM18 requires new development to provide a minimum of 10% net gain from biodiversity.

Whilst the policy requirements of DM16 and DM17 could likely be met by imposing a suitably worded condition, it is unclear how the requirements of policies DM18 could be met given the limited external curtilage.

The site is former garden area and once included shrubbery and lawn. The one mature tree on the site has been pollarded. Little external area will be retained and the only reference to soft landscaping is to plant small areas behind a proposed low front wall. Existing soft landscaping cannot be compensated for. Net gain cannot be achieved.

CIL

The development is eligible for CIL at 108.91sqm GIA (taken from drawings) x £125 = £13,613.75

Conclusion

Whilst the proposed development would create two small units of accommodation and make a small contribution to overall supply it is considered that the adverse impacts identified would significantly and demonstrably outweigh the benefits.

Recommendation

REFUSE for the reason:-

1. By reason of its unsympathetic position, massing and poor design the proposed development would appear unduly assertive and cramped and would fail to meet the high architectural and design quality required for new development causing harm to the street scene and local character as a result. The proposed development is therefore contrary to policy DM5 of the Worthing Local Plan and the relevant policies of the NPPF.
2. By reason of its position, height, and mass on this constrained site, together with its unsympathetic design, the proposed development would be overbearing to occupiers of 72 Salvington Road and 4 Cotswold Road and would unacceptably reduce sunlight received to their homes and gardens contrary to policy DM5 of the Worthing Local Plan and the relevant policies of the NPPF.
3. The proposed development cannot provide adequate private amenity space for future occupiers harmful to future occupiers living conditions and contrary to policy DM5 of the Worthing Local Plan, adopted Supplementary Planning Document ‘Space Standards’ (WBC 2012) and the relevant policies of the NPPF.
4. The Council is not satisfied on the basis of the submitted application details that the proposed development could provide a minimum

10% net gain for biodiversity. The proposed development is therefore contrary to policy DM18 of the Worthing Local Plan.

Informative

The Local Planning Authority has acted positively and proactively in determining this application by identifying matters of concern with the proposal and determining the application within a timely manner, clearly setting out the reason(s) for refusal, allowing the Applicant the opportunity to consider the harm caused and whether or not it can be remedied by a revision to the proposal.

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

Case Officer:	MOK	Date:	26/9/23
Authorised by:	Jo Morin	Date:	27.09.2023