QxP 10/3

Development Control – Delegated Report

Application Number: ADC/0006/08 Recommendation – APPROVE

Site: 59 Penhill Road, Lancing BN15 8HB

Proposal: Demolition of existing building and erection of 5 one-bedroom dwellings with associated parking (re-submission of ADC/0513/07)

The Application

This application is a resubmission of ADC/0513/07 which was agreed to be approved under delegated powers but which was withdrawn because a section 106 Obligation could not be completed within the statutory deadline. However, it has now come to light that account should have been taken of the existing building being demolished and the result is that an Obligation is not required.

The proposal is for the redevelopment of this site instead of converting the existing building to 4 flats, with 4 parking spaces, as previously permitted in April 2006 (ADC/0349/06). The site is being acquired by the developer of the neighbouring former plant hire depot to the east (No.65) where 10 flats are nearing completion under permission ADC/0380/06, and it is now proposed that the present site be developed in conjunction with No.65, sharing the same access roadway and turning space.

No.59, like No.65, is a 'backland' site located between houses (some converted to flats) on the Penhill Road frontage and bungalows on the Ingleside Crescent frontage. To the west is the rear wall of car workshop premises (former cinema) and another business premises. No.59 is a late 19th century brick and slate gable-roofed building (5.3m wide and 23.3m long), with two floors and external stairs. It abuts the east site boundary and faces onto a yard. There is also a small detached single-storey building (5m by 5m) in the north-west corner. Both buildings are vacant but appear to have had a history of storage and industrial uses. The site is served by its own access drive (4m wide and 35m long) situated between No's 57 and 61 Penhill Road.

The present proposal is to demolish the existing building and redevelop the site with a new building accommodating 5 one-bedroom dwellings, served by the access to No.65 (not the existing separate access to No.59).

The proposed new building would be aligned north-south as with the existing building but would be sited 6m further westwards so as to be 4m from the west side boundary. It would be 23.8m long and 6.6m wide, with an overall height of 7.9m to the top of the ridge, the first floor rooms being partly in the roofspace. There would be single-storey 1.5m projections at the front and also one on the north end. Parking spaces would comprise 4 spaces directly in

front (east) of the building, one at the north end and one adjacent to the rear parking area previously approved at No.65. Amenity space would comprise a communal area at the rear (west) of the proposed building.

Consultations and Representations

County Transport Planning Services: No objection recommending that conditions be imposed requiring provision of the proposed parking spaces shown on the plan; closure of the existing separate access to No.59 to vehicles (by means of bollards); and on-site provision for contractor's materials, vehicles, etc. Comments that the proposed provision of one car parking space per dwelling is acceptable in this location, provided cycle parking is also provided. Upon recalculation, taking account of the existing building being demolished, a section 106 Obligation requiring a sustainable transport contribution is not required.

Environment Agency: No objection subject to a planning condition requiring any visibly contaminated or odorous material found on the site during development to be investigated, the Local Planning Authority informed, and a Method Statement submitted detailing how the unsuspected contamination would be dealt with.

Director of Services: The EHO has no objection subject to a condition relating to ground contamination.
The Waste Services Manager suggests that the bin storage area be accessed from the existing separate access serving No.59 and be rationalised to serve both new blocks, close to the north end of that access.

Lancing Parish Council: No comments received. Previously stated no objection.

Third Parties: No comments received. On the previous application, the resident of the bungalow at No.38 Ingleside Crescent questioned why the proposed building is so much nearer than the new block under construction to the east; why rooflights are shown in the roof (which may indicate an intention to turning it into flats); that surely it is overdevelopment of such a small area; and could not the roof pitch be lower, thereby allowing more light into her rear garden.

Relevant Planning Policies and Guidance

Adopted West Sussex Structure Plan 2001-16 (WSCC 2005) (saved policies): LOC1, CH1, NE1, ERA1, ERA5, DEV1, DEV4-5
Adopted Adur District Local Plan 1993-2006 (ADC 1996) (saved policies): AG1, AP2, AH1-2, AH5 and Appendix 11 'Supplementary Planning Guidance' comprising Development Control Standard No.2 "Space Around New Dwellings and Flats"'
Revised West Sussex Parking Standards & Transport Contributions Methodology (WSCC 2003 & ADC 2004)
PPS1 'Delivering Sustainable Development' (ODPM 2005)

PPS3 'Housing' (DCLG 2006)
PPG13 'Transport' (DTLR 2001)
PPS23 'Planning and Pollution Control' (ODPM 2004)

Planning Assessment

Policies

The site is located within a mixed residential/commercial locality, on the edge of the centre of Lancing, but is not identified for employment purposes in the Local Plan. In principle, the proposed redevelopment for residential purposes accords with both Structure and Local Plan policies.

Structure Plan policies give significant weight to making the best use of land through higher density development provided that the impact on the character of the area and environment is acceptable (LOC1, ERA1, CH1) and subject to policy DEV1 requiring high quality development. 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 a 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 explanatory text refers to a transport contributions methodology (now adopted as TAD payments to sustainable transport improvements).

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 and accordance with adopted standards (in this case the Council's DC Standard No. 2 'Space Around New Dwellings and Flats' 1996 and the Revised West Sussex Parking Standards and Transport Contributions Methodology 2003).

Government policy in PPS3, in order to achieve a wide choice of high quality homes, improve affordability and create sustainable, inclusive, mixed communities, generally encourages the maximisation of the use of previously developed land for housing development at higher densities (avoiding developments at less than 30 dwellings per hectare) and without rigid application of parking and amenity space standards. However, it is also states that "Design which is inappropriate in its context, or which fails to take the opportunities available for improving the character and quality of an area and the way it functions, should not be accepted". It encourages LPAs to promote "designs and layouts which make efficient and effective use of land, including

encouraging innovative approaches to help deliver high quality outcomes". It states:- "Careful attention to design is particularly important where the chosen local strategy involves intensification of the existing urban fabric. More intensive development is not always appropriate. However, when well designed and built in the right location, it can enhance the character and quality of an area. Successful intensification need not mean high rise development or low quality accommodation. 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".

Density and appearance

The density of the proposed development is 100 dwellings per hectare as compared to 80dph for the previously approved conversion. The density of existing dwellings in the immediate vicinity varies greatly; the terraced houses (including a number of flat conversions) on the road frontage equate to 80 dwellings per hectare (dph) whereas the bungalows in Ingleside Crescent are only 30dph. However, given that the proposed dwellings are only small one-bedroom units, and the policies encouraging higher densities, it is not considered that the density is excessive.

It is considered that the appearance of the proposed building would enhance the locality, this backland area having a relatively run-down appearance. The existing building is one of the older buildings in the locality but it does not contribute positively to the local environment, being to the rear, and has become increasingly out of place with its surroundings. Its structural condition is so poor that it does not lend itself to conversion and cracks in its stock brick walls and also pronounced bowing of the walls is evident on both west and east sides. Its replacement by the proposed building, in combination with the 10 flats under construction to the east, would help to create a more cohesive environment for this backland area.

The proposed building is of attractive design and, with the first floor partly within the roofspace, it is not too tall (7.9m ridge height as compared to 7m for the existing building to be demolished and 9.8m for the new block being built to the east).

Residential amenity – standard of accommodation

Within the building, each dwelling unit would have an overall floor area of at least 60sqm as compared to 45sqm in the case of the previous conversion scheme. The habitable rooms in each unit would comprise an open-plan groundfloor living space of at least 26sqm (for lounge, dining and kitchen purposes) and a first-floor bedroom of 20sqm. There are no standards for new development but, for comparison, the Council's DC Standard for flat conversions states a minimum overall area of 45sqm for one-bedroom flats with a minimum double bedroom size of 11sqm, minimum lounge size of 14sqm and minimum kitchen of 5.5sqm. The previously approved scheme

showed the units 45sqm in size, so the present proposal represents a significant improvement in terms of internal space standards.

The windows of the living areas of the proposed dwellings would face the rear wall boundary (approx 2.2m high) and, in part, the existing workshop building (former cinema), over 5m high, to the west. These are only 4m away and, as a consequence, outlook would be extremely restricted. However, the rooms concerned also have windows at the front where the kitchen areas are situated (and glazed front doors), so giving more outlook. The approved conversion scheme only had windows on one side, facing directly onto the parking area. Daylighting should be sufficient as the amenity space at the rear (see next para) would have direct sunlight from the south. The rear wall would need rendering and painting white or cream to improve light reflection.

Externally, the proposal now includes an amenity area at the rear (west) of the proposed building totalling approximately 110sqm whereas the previously approved scheme had only about 30sqm, comprising a corner of the parking area. It is stated that this would be a communal area but with paved patios outside the rear French windows of each of the 5 dwelling units. This area might become subdivided in future between each unit (as fence erection would be 'permitted development' unless prevented by condition), in which event the smallest areas would be 19sqm. This is only marginally less than the Council's minimum standard of 20sqm for each flat (NB. there is no standard for one-bedroom houses).

Residential amenity – effect on existing dwellings

In principle, the redevelopment for residential purposes should improve the environment for residents of the existing dwellings on the road frontages as compared to the previous uses for storage and industrial purposes which would have generated commercial vehicle traffic with associated noise plus that from activities on the site.

With regard to the bungalows fronting Ingleside Crescent to the north, the north end of the two-storey part of the proposed new building would be further from the boundary with their rear gardens than the end of the existing building, although there would be a single-storey projection. Overshadowing would not be excessive. As regards potential overlooking, no windows are proposed in the north end of the building and, although first-floor windows would now face east (as well as west), the windows concerned would only serve bathrooms or be rooflights. The proposal would result in two car parking spaces adjoining the rear wall of the gardens of the bungalows but it is not considered that this would lead to unacceptable disturbance.

As regards the houses on the Penhill Road frontage to the south, the proposed building would be 3m closer to their rear boundary than the existing building and would be wider. The rear elevations of the houses are 'stepped', with the separation distance from the proposed building being at least 14m, meeting the Council's standard.

Access and parking

The application proposes to share the existing access roadway to No.65 which is wider and has a better junction onto Penhill Road. The existing separate access way to No.59, although tarmac surfaced, is only 4m wide. On-street parking of cars along Penhill Road reduces visibility from both accesses but because that to No.65 has a much wider entrance it is less problematic and WSCC have no objection to its increased use as proposed.

WSCC have sought closure of the existing access but the Council's Waste Service Manager considers it should be retained to make refuse bin collection easier. It also gives access to the houses either side.

As regards parking, the site is located in a relatively easily-accessible location, on the edge of the centre of Lancing. Although there is a significant amount of on-street parking, it is a location where WSCC advise that it is appropriate to relax normal parking standards in accordance with PPG13 advice. The parking layout proposes one parking space per dwelling (5 in total) and is considered appropriate for these small units.

Under the adopted Revised West Sussex Parking Standards and Transport Contributions Methodology, the calculated figure for the 5 units proposed is £4,063. However, this is less than the figure produced by the existing building (£4,800 minimum). Consequently, a section 106 Obligation is not required.

Recommendation

APPROVE for the reason:-

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, AP2, AH1-2, AH5) and the West Sussex Structure Plan (LOC1, NE1, CH1, ERA1, ERA5, DEV1, DEV4-5).

Subject to:-

1. C1Ci
2. C8Biv ... until the car parking spaces and cycle store shown on the..... .....flats.
3. C9Ciii The dwelling shall....
4. C9N
5. C9S
6. C11A3
7. C12Ai
8. C14H
9. C18Cii ....in the first-floor east side windows and rooflights shall.

10. C18B .....the proposed dwellings shall.....incidental buildings.....erected within their cartilage unless
11. C18K No flats shall be occupied until a 1.8m high wall or close-boarded fence has been erected across the existing accessway between No's 57 & 61 Penhill Road (at a point to the rear of their rear access path) and revised details for storing refuse and.....
R. In the interests of highway safety and amenity having regard to policies DEV1 & DEV4 of....
12. During development, if any visibly contaminated or odorous material not previously identified is found to be present at the site then this must be investigated. The Local Planning Authority must be informed immediately of the nature and degree of contamination present. The developer shall submit a Method Statement which must detail how this unsuspected contamination shall be dealt with.

Planning Services Manager.....

Date...6/2/08.

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